Efficacy of Military and Community Compatibility Planning in the Puget Sound Region

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Abstract

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Washington State's Puget Sound region is home to three major military installations that work in partnership with neighboring communities to develop land use plans, policies, and regulations supportive of the U.S. Department of Defense mission and community development goals. This thesis evaluates the efficacy of land use compatibility planning processes employed by cities and counties surrounding Joint Base Lewis-McChord, Naval Base Kitsap, and Naval Station Everett. Findings indicate that these military installations and community partners generally engage in effective compatibility planning; and that enduring relationships, adequate resourcing, and relevant planning tools are significant contributors to compatibility planning efficacy. Based on these findings, this thesis recommends the establishment of structured partnerships, the advancement of localized planning guidance and tools, and advocacy for compatibility program funding as considerations for Puget Sound military installations and civilian communities engaging in compatibility planning.

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Chapter 1. INTRODUCTION

The Puget Sound has a long history of U.S. military presence dating back to the late-1800s. Presently, the region is home to multiple major Navy installations and Army-Air Force Joint Base Lewis-McChord. According to the 2017 Puget Sound Regional Council Economic Strategy (PSRC), *Amazing Place*, these installations and their supporting activities collectively employ approximately 98,000 civilians and generate over $13.5B in annual economic impact to the region (PSRC, 2017). Critical to the mutual success of military installations and surrounding communities is the ability to effectively coordinate land use planning efforts and adjust to the ebb and flow of military operations and local government politics. The compatibility planning process that the State of Washington supports through statute and policy, and local governments and military installations engage in through various mechanisms, embodies this coordinated approach.

1.1 RESEARCH QUESTION

This study explores the question of whether compatibility planning processes in the Puget Sound region effectively implement federal and Washington State civilian-military land use compatibility statutes, regulations, plans, and programs. The study also highlights what planning professionals and civilian-military compatibility advocates, referred to in this report as "stakeholders," identify as best practices in and common challenges to compatible land use planning. In this study, the "efficacy" of compatibility programs means the existence of land use regulations consistent with compatibility recommendations established through formal planning processes. The term "best practice" implies a demonstration of efficacy coupled with positive participant assessment of specific aspects of compatibility processes.

1.2 RESEARCH PROCESS

An inductive qualitative research design based on Grounded Theory guided the research presented in this report. Grounded Theory is a methodology that was first introduced by Barney Glaser and Anselm Strauss in their 1967 publication *The Discovery of Grounded Theory: Strategies for Qualitative Research*. This methodology is an approach for developing theory that is "grounded in data systematically gathered and analyzed" (Strauss & Corbin, 1994). Grounded Theory research involves multiple iterations of sampling, data coding and comparison, and documenting emerging patterns to inform the development of a substantiated theory related to the research question (Chun et al., 2019). Research processes conforming to the principles of Grounded Theory include multiple phases and iterations of sampling, analysis, and theory development (Sbaraini et al., 2011). These phases include initial "purposive" sampling; secondary "theoretical" sampling; and a final stage, which produces a substantiated theory. Theoretical sampling develops a provisional theory over multiple iterations to the point of "theoretical saturation." Theoretical saturation is the stage when the theory addresses the research question, explains known patterns and variations in the data, and is considered substantiated (Sbaraini et al., 2011).

For this study, a review of existing literature related to compatibility planning processes and priorities in Washington State served as the purposive step in the research and informed interview questions and analysis criteria applied in theoretical sampling. The first iteration of theoretical sampling included the determination of whether compatibility considerations in land use plans, policies, and regulations address compatibility objectives. This step also included identification of stakeholder perspectives related to compatibility planning process effectiveness, best practices, and challenges at both the local and regional level. Outcomes of this analysis

produced a provisional theory regarding the efficacy of formal compatibility planning processes as well as best practices and common challenges related to compatibility planning the Puget Sound. The conclusions, recommendations, and limitations presented in this study represent the first iteration of theoretical sampling and provide a basis for further research necessary to develop a substantiated theory and model for effective military and civilian land use compatibility planning.

1.3 Compatibility Planning in the Puget Sound Region

Washington State law requires local government comprehensive plans and development regulations that deter land use development incompatible with military installations. The Revised Code of Washington states, "military installations are of particular importance to the economic health of the state of Washington and it is a priority of the state to protect the land surrounding our military installations from incompatible development" (RCW 36.70A.530). The Washington Department of Commerce (Commerce) Growth Management Services Division leads a statewide civilian and military compatibility program. This program defines compatibility as "both civilian and military activities that occur within a shared landscape where harmonious uses can be identified and supported" (The Spectrum Group, 2017).

Formal processes and programs facilitate compatibility planning in the Puget Sound. These include Joint Land Use Studies (JLUS); compatible use buffer agreements such as Readiness and Environmental Protection Integration (REPI); Air Installation Compatible Use Zone (AICUZ) planning; public-public and public-private partnerships (P4); and city, county, and military installation comprehensive planning (Washington State Department of Commerce, 2019).

1.4 Existing Compatibility Planning Research

Numerous Commerce studies support civilian-military land use compatibility planning across the state. A 2016 *Civilian-Military Land Use Study* commissioned by the Washington State Legislature identified key compatibility drivers and a need to reconcile and balance resource, information, and process issues throughout the state (The Spectrum Group, 2016). Subsequently, a 2017 *Washington State Military and Community Compatibility Strategy* drafted for Commerce provides implementation goals to address issues identified in the 2016 study, including legislative action, stakeholder engagement, and provision of technical assistance and information tools (The Spectrum Group, 2017). Most recently, Commerce issued a *Washington State Guidebook on Military and Community Compatibility,* which consists of compatibility planning guidance and implementation tools intended for use by community members and planning professionals alike (Washington Department of Commerce, 2019). These Commerce publications establish well-researched guidance for civilian-military compatibility planning across the state of Washington; however, they do not comprehensively evaluate the efficacy of compatibility efforts completed to date, which is a focus of this study.

1.5 Document Structure

The following chapter presents a literature review covering existing research, publications, and policy related to civilian-military land use compatibility. The literature review explains the key drivers behind the emergence of compatibility planning as a federal, Washington State, and Puget Sound regional priority. It also summarizes established compatibility programs and planning processes and highlights contributions of government and non-governmental advocacy groups to advancing compatibility initiatives. The chapter concludes by identifying gaps in the

existing literature, which this study aims to address. Subsequent chapters present a detailed description of qualitative research methods, a summary and interpretation of data collected, data analysis outcomes, determination of Puget Sound regional civilian-military compatibility planning efficacy and identification of best practices, and recommendations for further research.

Chapter 2. LITERATURE REVIEW

The presence of military installations in the Puget Sound region of Washington State has provided strategic platforms for national defense and influenced state and local community planning and development decisions since the early 1800s (Casserly, 2007). Puget Sound military installations and their surrounding civilian communities are inextricably linked economically, socially, and politically; evidenced by the economic prominence of the military and defense sector in the region, documented community impacts related to past base realignment and closures, and consideration of military operations in state legislation and local government ordinances (Puget Sound Regional Council, 2017; Cowan, 2012; Washington Department of Commerce, 2019). Because of these connections, government officials and community advocates alike acknowledge the need for military installations and surrounding civilian communities to engage in mutually beneficial land use planning efforts (Washington State Department of Commerce, 2016, 2019; William D. Ruckelshaus Center, 2019; South Sound Military & Communities Partnership, 2015). This coordinated planning process, referenced throughout this study as "civilian-military land use compatibility planning," "civilian-military compatibility planning," or simply "compatibility planning," is the subject of many academic studies, government policies, and directives, and official government reports. This chapter reviews literature related to civilian-military compatibility planning drivers, processes and tools, and best practices to identify gaps in existing research and set the stage for the remainder of the study.

2.1 COMPATIBILITY DRIVERS

As highlighted in the introduction, there are many reasons why planning to ensure compatible land use is essential for civilian and military communities in the Puget Sound region. Specific "compatibility drivers" referenced in this study include:

Puget Sound military history - A long-standing military presence in the Puget Sound region, which has embedded military culture in the local community fabric (Casserly, 2007).

Military encroachment management - An increasing need for military installation encroachment management due to evolving mission requirements and civilian community development patterns (U.S. Government Accountability Office, 2011; U.S. Department of Defense, 2019).

Statute and policy compliance - Compliance with federal and state law, policy, and regulations related to land use compatibility (U.S. Department of Defense, 2018; Washington State Legislature, 2004)

Economic considerations - Protection of local and regional economic interests that are related to the military and defense sector (Hultquist & Petras, 2012; Puget Sound Regional Council, 2017; South Sound Military & Communities Partnership, 2018; Kitsap Economic Development Alliance, 2016; Commander Navy Installations Command, 2018; Washington Department of Commerce, 2016)

Socioeconomic considerations – Acknowledgement of military and civilian organizational roles related to community development and support (Casserly, 2007, 2011; Vukotich, Bayram & Miller, 2012; Halinan & Bishop, 1995).

2.1.1 Puget Sound Military History

Major military installations located in the Puget Sound region include Joint Base Lewis-McChord, Naval Base Kitsap, and Naval Station Everett. Army-Air Force Joint Base Lewis-McChord was established as an Army base in 1917, expanded to include an airfield in 1938, and consolidated under a joint command in 2005 (U.S. Army, 2019). Naval Base Kitsap was established as Bremerton Shipyard in 1891 and expanded to include Bangor Submarine Base in 1944 (McClary, 2011; Casserly, 2011; U.S. Navy, 2019). Naval Station Everett was established in 1994 (Riddle, 2011, U.S. Navy, 2019). All except Naval Station Everett were built and expanded during periods of boosterism in which surrounding communities welcomed, and in many cases lobbied for, their presence (Casserly, 2007). In general, Naval Base Kitsap and JBLM enjoyed strong mutual support and shared focus on compatibility with surrounding communities from establishment through the post-World War II period (Casserly, 2007, 2011). The Vietnam and Cold War era, however, brought a period of public skepticism from the 1960s through 1980s throughout the Puget Sound, resulting in extreme scrutiny over defense spending and compatibility benefits (Casserly, 2011). Despite ebbs and flows in public support, the Department of Defense solidified the region as a critical strategic location during periods of base closures and consolidations in the 1990s and early 2000s, during which JBLM and Naval Base Kitsap remained in place, and Naval Station Everett emerged (Casserly, 2011; Riddle, 2011; U.S. Army, 2019; U.S. Navy, 2019). Sustained military and civilian community coexistence in the Puget Sound region dating back to installation establishment, and in many cases municipal incorporation, demonstrates the importance of mutually beneficial planning efforts and is acknowledged by Washington State and Department of Defense officials as a driver for

compatibility planning (Washington State Department of Commerce, 2016; U.S. Department of Defense, 2018).

2.1.2 Military Encroachment Management

From the perspective of the Department of Defense, military readiness through encroachment management is a primary driver for involvement in compatibility planning (U.S. Department of Defense, 2016). Primary focus areas for land use compatibility planning include areas near airfields, training ranges, and ammunition storage and handling locations, which include clear zones necessary to meet established safety and operational requirements (U.S. Department of Defense, 2016). Naval Base Kitsap and JBLM both contain active airfields, and JBLM includes thousands of acres of training ranges where live-fire events are regularly conducted (U.S. Navy, 2019; U.S. Army, 2019). Defense officials assert that to protect operational capability and effectively manage encroachment, compatibility partnerships with surrounding communities are necessary (U.S. Department of Defense, 2019).

2.1.3 Statute and Policy Compliance

To facilitate military mission sustainment and encourage productive relationships between military installations and surrounding communities, federal and Washington State governments have developed compatibility statutes and policies. The overarching federal policy related to military compatibility planning is Department of Defense Instruction 4165.70 *Real Property Management*, which identifies compatible land use as a critical component of installation comprehensive planning (U.S. Department of Defense, 2018). The Washington State Legislature codified a requirement for comprehensive plan consideration of compatibility with military installations through the Revised Code of Washington which states “A comprehensive plan,

amendment to a plan, a development regulation or amendment to a development regulation, should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements" (RCW 36.70A.530). To maintain compliance with these and related statutes and policies, civilian and military involvement in compatibility planning processes are necessary.

2.1.4 Economic Considerations

As of 2017, Puget Sound's military installations and their supporting activities collectively employed approximately 98,000 civilians and generated over $13.5B in annual regional economic impact (Puget Sound Regional Council, 2017). The Washington State Legislature recognizes the military's contribution as critical to the State's economic health, stating in the Revised Code of Washington 36.70A.530 "Military installations are of particular importance to the economic health of the state of Washington and it is a priority of the state to protect the land surrounding our military installations from incompatible development" (Washington State Legislature, 2004). In the Puget Sound Region, RCW 36.70A.530 is particularly applicable. Kitsap County accounts for over one-third of the region's defense workforce with over 45,000 jobs including approximately 14,000 non-basic jobs; and produced $1.9 Billion defense industry output, $2.1 Billion in direct military and civilian payroll, and $129 Million in state and local tax revenues in 2018 (Kitsap Economic Development Alliance, 2018). JBLM is the top employer in Pierce County and 2nd overall in Washington State, with over 52,000 active duty military and civilian employees combined. The base is estimated to have produced a regional economic impact of over $8.3 Billion in 2018 (South Sound Military & Communities Partnership and University of Washington, 2018). In 2017, Naval Station Everett was as the sixth leading employer in Snohomish County with 2,900 military and civilian employees; and is estimated to

have contributed over $297 Million in economic activity and $10 Million in state and local taxes (Economic Alliance Snohomish County, 2018; Commander Navy Installations Command, 2018). In part due to the significant economic influence of military installations in Washington State and the Puget Sound region, regional communities have a vested interest in land use compatibility planning to ensure the continuation of military operations resulting in community benefits (Washington Department of Commerce, 2016).

2.1.5 Socioeconomic Considerations

Beyond military mission sustainment and community economic benefit, socioeconomic factors contribute to reasons for engagement in compatibility planning. Though current major military installations in the Puget Sound region have demonstrated staying power due to strategic importance to the national defense, consideration of potential closure impacts is an essential element of regional and local comprehensive planning efforts. Past installation closures in the region include Naval Air Station Sand Point, now home to Seattle's Warren G. Magnuson Park, and U.S. Army Fort Lawton, the site of Seattle's Discovery Park (City of Seattle, 2011, 2019). These closures, as with many others completed under Base Realignment and Closure (BRAC) initiatives through the early 2000s, involved extensive coordination between military installation and civilian community leaders, including elected officials, to develop and implement site reuse plans (Congressional Research Center, 2012). Studies related to BRAC actions completed from the 1980s through the early 2000s indicate socioeconomic impacts of military installation closure stemming from job losses and degradation of public services occur with some level of predictability, particularly in rural communities. They further reveal that coordinated and timely federal, state, and local government redevelopment planning generally lessens these impacts (Congressional Research Service, 2012; Hulquist & Petras, 2012). Further, military installation

closure may create opportunities to address local community issues related to affordable housing, employment, and environmental justice through advocacy during the reuse planning process (Hallinan & Bishop, 1995). Based on these research outcomes, it appears local community engagement in land use compatibility planning while installations are operational may contribute to preparedness and resilience in the event of closure.

2.2 COMPATIBILITY PROCESSES AND TOOLS

A series of formal, well-established processes and tools implement federal and Washington State compatibility planning statute and policy. The primary methods and tools leveraged in the State of Washington include Joint Land Use Studies (JLUS); compatible use buffer agreements through the Readiness and Environmental Protection Integration (REPI) program; Air Installation Compatible Use Zone (AICUZ) planning; public-public and public-private partnerships (P4); and city, county, and military installation comprehensive planning (Washington Department of Commerce, 2019). In 2019, the Washington Department of Commerce published the *Washington State Guidebook on Military and Community Compatibility* intended to inform military and civilian community members of the importance of compatibility throughout the state; and to provide a technical guide to available compatibility tools (Washington Department of Commerce, 2019). This section reviews and expands on the Commerce guidebook to identify source documents supporting compatibility tools.

2.2.1 Joint Land Use Studies

The Department of Defense defines a Joint Land Use Study (JLUS) as an "analytical planning study of civilian development patterns and land use activities in the vicinity of a military installation that result in recommendations for instituting compatible civilian land use activities

and development patterns that protect and preserve the utility and the operational effectiveness of military installations" (U.S. Department of Defense, 2018). Though there is no standard definition for compatible use, the Commerce guidebook provides numerous examples. These include low-intensity development in airfield accident potential zones, agricultural land and open space preservation in the vicinity of training ranges, and development of affordable housing accessible to military personnel (Washington Department of Commerce, 2019). The JLUS development process is intended to promote "open, continuous dialogue between the Military, surrounding jurisdictions, and states to support long-term sustainability and operability of military missions" (Office of Economic Adjustment, 2014). Ultimately, a completed JLUS serves as a "comprehensive strategic plan with specific implementation actions to address and prevent incompatible civilian development that could impair the operational utility of military missions or impact available resources" (Office of Economic Adjustment, 2014).

The JLUS process consists of three phases. Phase one, JLUS development, involves identification of a lead agency and formal coordination between stakeholders to complete all necessary components of the study to include the development of compatibility recommendations and identification of an implementation priority and timeline. Phase two, JLUS implementation, consists of structured incorporation of JLUS recommendations through local government plan, policy, and regulation updates as well as military and community independent and collective projects and initiatives. This phase requires the establishment of a formal oversight entity comprised of stakeholder representatives to ensure timely and adequate progress toward the implementation of JLUS recommendations. Phase three consists of local adoption of compatibility tools and represents the post-implementation application of compatibility recommendations in the governance of land use and development activity.

Department of Defense Office of Economic Adjustment (OEA) grant funding is available for phases one and two of the process, with phase three typically funded by local jurisdictions (MAKERS, 2015; U.S. Department of Defense, 2018). JLUS nomination, study completion, and implementation status varies among installations and communities in the Puget Sound region.

JBLM stakeholders completed JLUS phase one in 2015 and are moving forward with phases two and three (SSMCP, 2019). The 2015 JBLM JLUS documents a four-part planning process that includes a detailed study area assessment highlighting current and foreseeable compatibility challenges based on land use, trends in growth and development, and civilian community and military installation interests and mission needs (South Sound Military and Communities Partnership, 2015). The document identifies 22 compatibility recommendations and includes both a general implementation strategy and jurisdiction-specific action plans for implementation over five years (South Sound Military and Communities Partnership, 2015). Naval Base Kitsap stakeholders completed JLUS phase one in 2015 and have elected not to pursue OEA funding for phase two. The 2015 Naval Base Kitsap JLUS documents Kitsap County population growth and economic trends, presents a comprehensive review of existing land use compatibility plans, and programs and analyzes compatibility efforts to date at the time of the study. Ultimately, the JLUS provides a list of 35 compatibility recommendations in the areas of community outreach, conservation program use, stakeholder strategic coordination, regional land use planning, local government comprehensive planning, and land use development. The study also includes guidance for implementation and oversight of JLUS recommendations (MAKERS Architecture and Urban Design et al., 2015). Naval Station Everett stakeholders nominated the installation for a JLUS in 2017; however, local government officials have since withdrawn the nomination and

deferred further pursuit of a JLUS citing uncertainty regarding future changes to the military mission in the area (City of Everett, 2017).

2.2.2 Readiness and Environmental Protection Integration (REPI)

A key mechanism by which the Department of Defense manages encroachment is the Readiness and Environmental Protection Integration (REPI) program (U.S. Department of Defense, 2016). The REPI program addresses military installation encroachment protection through involvement in compatible use buffer partnerships with state and local governments and private conservation groups; and interagency land use management collaborations including the Sentinel Landscapes Partnership among U.S. Departments of Defense, Agriculture, and the Interior (U.S. Department of Defense, 2016). REPI partnerships are initiated by military installation identification of encroachment concerns and executed through real estate agreements with public and private partners (Washington Department of Commerce, 2019).

In Washington State, REPI projects at six military installations have resulted in over $87 million in investment from the DOD and REPI partners, and protection of over 16,000 acres (U.S. Department of Defense, 2019). The Puget Sound region is home to three of the six REPI project areas in Washington State, accounting for over $70 million in investment and approximately 15,000 protected acres (U.S. Department of Defense, 2019). Despite claims of strategic planning, funding, policy, implementation, and community outreach challenges to the REPI program, military and community partners in Washington State regard it as a generally useful tool for encroachment management and land conservation (RAND Corporation, 2006; Washington Department of Commerce, 2019).

2.2.3 Public-Public/Public-Private Partnerships (P4)

Public-public and public-private partnerships, also known as P4, are leveraged by military installations, local governments, and private industry partners throughout the United States as mechanisms for resource pooling to address common requirements and managing real property to optimize use (U.S. Government Accountability Office, 2011, 2018). Standard P4 tools include intergovernmental service agreements (IGSA) and federal land leases. IGSAs between federal, state, and local governments are common among military installations and cover services ranging from infrastructure maintenance to training support and research and development (RAND Corporation, 2016). IGSAs present opportunities for significant financial benefits of IGSAs, primarily related to cost avoidance through avoiding duplication of services; and nonfinancial benefits, including enhanced mission readiness and improved relationships with local communities (RAND Corporation, 2016; U.S. Government Accountability Office, 2018). Reviews by federal and third-party agencies, however, find current policies and processes lacking consistent formalized monitoring processes to document IGSA performance and outcomes and disseminate lessons learned throughout the DOD (U.S. Government Accountability Office, 2018; Institute for National Strategic Studies, 2015). Interestingly, Washington State military and local government partners in Washington State do not widely leverage IGSAs. Their primary application is in Joint Base Lewis-McChord for services including stray animal control provided by Thurston County, and computer-aided dispatch services provided by Pierce County.

Federal land use leases, comprised of agricultural and enhanced use leases, provide another mechanism by which military installations and surrounding communities may coordinate compatible land use and optimize the use of existing real property. Agricultural leases are lands

leased by the federal government to public and private partners for forestry or agriculture use, effectively limiting development, preserving encroachment protections, and aiding in funding installation natural resources programs (U.S. Department of Defense, 2011). Enhanced use leases (EULs) are leases of non-excess but underused DOD real property to public or private civilian entities in exchange for payment or in-kind consideration of fair market value (Title 10 U.S. Code, section 2667). Rather than encroachment management, EULs provide opportunities for P4 partnerships to benefit economically through applications, including solar power generation, public utilities, and private commercial development (U.S. Government Accountability Office, 2011). Federal agencies generally regard these leases as valuable tools; however, concerns regarding consistency of statutory compliance, program management, and performance monitoring guidelines across services indicate room for improvement to ensure optimal implementation of the program (U.S. Global Accountability Office, 2011). Federal and Washington State law authorizes agricultural and enhanced use land leases; however, they are not currently leveraged by military installations (Washington Department of Commerce, 2019). Their use may present opportunities for partnership and optimization of real property use for future compatibility planning efforts to explore.

2.2.4 Air Installation Compatible Use Zones (AICUZ)

Military installations conducting air operations coordinate planning to minimize aircraft noise impacts and accident potential with surrounding jurisdictions through Air Installation Compatible Use Zones (AICUZ) (Washington State Department of Commerce, 2019). The DOD identifies the primary purpose of AICUZ policy as a means to "promote the health, safety, and welfare of persons in the vicinity of and on air installations by minimizing aircraft noise and safety impacts without degrading flight safety and mission requirements" through compatible

land use planning and public engagement (U.S. Department of Defense, 2018). The AICUZ planning process begins with a DOD-led study that identifies aircraft Accident Potential Zones (APZs) and flight paths that meet mission requirements and minimize noise impacts to surrounding communities. The process also identifies land acquisition interests and land use compatibility recommendations in areas impacted by APZs and flight noise (U.S. Department of Defense, 2018). DOD policy requires military installations to engage with adjacent State and local governments and communities to inform the public of AICUZ study outcomes. It also promotes the implementation of AICUZ land use recommendations through legislative advocacy and participation in the local comprehensive planning process (U.S. Department of Defense, 2018).

This type of coordinated planning is not unique to the DOD. Civilian municipal and commercial airports conduct a similar process with a focus on mitigating economic loss as the driver for planning rather than mission readiness (Transportation Research Board, 2010). In the Puget Sound region, an AICUZ study exists and is used, along with JLUS recommendations, as a basis for compatibility planning between the installation and surrounding communities (South Sound Military and Communities Partnership, 2015). Generally, the AICUZ planning process provides a platform that promotes civilian-military land use compatibility and public engagement. However, the process does not guarantee compatibility, as civilian community influence on AICUZ recommendations and military influence on the adoption of those recommendations into land use code are subject to the effectiveness of local partnerships (Washington State Department of Commerce, 2019). Despite potential implementation limitations, AICUZ studies remain valuable tools for protecting military airfield land use interests and informing civilian community planning and legislation through hazard identification.

2.2.5 Comprehensive Planning

Military and local government authorities over land use are mutually exclusive. However, comprehensive planning efforts are often interconnected (Washington State Department of Commerce, 2019). In the process of comprehensive planning consideration of land use compatibility to avoid planning for incompatible uses, which may impact the military mission is a requirement for communities adjacent to military installations (Washington State Legislature, 2004). Similarly, military installations are required to focus planning efforts on ensuring enduring and flexible mission support capability through the preservation of land adjacent to military installations and training areas (U.S. Department of Defense, 2018).

Comprehensive planning is mandated by statute for many local governments in Washington State, and by DOD policy for military installations (Washington State Legislature, 2014; U.S. Department of Defense, 2018). Washington State code RCW 36.70A.040 requires comprehensive planning for counties with a population of fifty thousand or more, and those who experienced population increases of ten percent between 1985-1995, or seventeen percent over ten years from 1995 to present, and the cities located within those counties. Cities and counties adjacent to military installations in the Puget Sound region all fall under this requirement. These jurisdictions maintain comprehensive plans which are updated every eight years and include specific guidance and policy recommendations in the areas of land use, housing, capital facilities, utilities, rural development, transportation, economic development, and parks and recreation (Puget Sound Regional Council, 2019; Municipal Research and Services Center, 2019). Military installations are required to engage in "base master plans or comprehensive plans," which are updated every five years and cover a ten-year period (U.S. Department of Defense, 2018). Installation comprehensive plans, also known as installation development plans, are used to

inform programming (funding) of military projects and are required to address planned land use and development through the application of established strategies and standards identified in Unified Facilities Criteria (UFC) 2-100-01 *Installation Master Planning* related to sustainability, critical resource management, community health, defensibility, capacity, connectivity, and standardization.

Stakeholder participation in comprehensive planning processes is key to ensuring civilian-military land use compatibility (Washington State Department of Commerce, 2019). Comprehensive planning in Washington State is a highly participatory process that mandates opportunities for public involvement (Washington State Legislature, 1995). Military installation representatives may take part in comprehensive plan public review and comment periods, as well as plan development in cases that identify the installation as a critical community stakeholder (Washington State Department of Commerce, 2019). Military installation planning processes are mandated to include internal (on-base) stakeholder coordination. Military planning guidance generally does not require public participation, though installation planning coordination with local communities to preserve mission capability is encouraged (U.S. Department of Defense, 2018). The overlap of land use interests in areas surrounding military installations to support mission preservation and community development goals is a focus of comprehensive planning efforts for civilian and military stakeholders alike, and a primary driver of the need for civilian-military compatibility planning.

2.3 Compatibility Advocacy

Given overlapping federal, state, and local interests in the outcomes of civilian-military land use compatibility planning, it is no surprise compatibility advocates are active at all levels of

government and community organization. In Washington State, these advocates represent civilian governments, military installations, tribal governments, non-profit organizations, and commercial business associations. Advocacy typically includes involvement in compatibility planning directly as process stakeholders, through lobbying for legislation related to specific interests, or both (Washington State Department of Commerce, 2019). The structure and activity of these groups range from formally established government entities with specifically assigned duties related to compatibility planning to voluntary partnerships which leverage members' resources and influence to advance compatibility initiatives (Washington State Department of Commerce, 2019). Despite differences in structure, advocacy groups of all types serve as driving forces behind the development and implementation of state, regional, and local plans, policies, and regulations related to civilian-military compatibility (Washington State Department of Commerce, 2019). The sections below provide an overview of those most prominent in the Puget Sound region.

2.3.1 State and Local Government Advocacy

In Washington State, the Department of Commerce Growth Management Services Division leads formal civilian-military compatibility initiatives. Since 2015, Commerce released three important documents related to compatibility planning. A 2016 *Civilian-Military Land Use* Study examined existing compatibility planning processes across the state and identified opportunities for improved information exchange between compatibility planning stakeholders, reduced regulatory and policy complexity, improved clarity and inclusiveness of compatibility legislation, and increased state-sponsored compatibility funding (Washington State Department of Commerce, 2016). A subsequent 2017 *Washington State Military and Community Compatibility Strategy* builds on the 2016 study and proposes an implementation plan for study

recommendations consisting of three principal compatibility "pathways": legislative activity and funding, enhanced communication between compatibility partners, and technical assistance and information sharing (Washington State Department of Commerce, 2016). Most recently, Commerce released a 2019 *Guidebook on Military and Community Compatibility,* which extends 2017 recommendations regarding information sharing and technical assistance and provides guidance for military and local government planners on establishing and achieving compatibility objectives (Washington State Department of Commerce, 2019). Collectively, Commerce compatibility literature offers a sound basis for understanding the necessity and relevance of compatibility planning in Washington State, and a thorough inventory of available compatibility programs and tools.

Local governments engage in compatibility planning in varying forms, most often as lead agencies for JLUS and comprehensive planning efforts; active partners in REPI, AICUZ, and P4 agreements; and stakeholders (Washington State Department of Commerce, 2019). In cases involving interests of sovereign tribal governments, military installations engage directly through government-to-government coordination to address compatibility issues (Washington State Department of Commerce, 2019). In the Puget Sound region, cities, and counties adjacent to Naval Base Kitsap and JBLM use recent JLUS recommendations to inform comprehensive planning efforts (Washington State Department of Commerce, 2019). Interestingly, civilian-military compatibility recently emerged as a focus area for Puget Sound regional planning as well. Substantial discussion of military installation influence and importance to adjacent civilian regional centers in the Puget Sound Regional Council's draft comprehensive plan, *Vision 2050,* provides evidence of this focus (PSRC, 2019). Ultimately, local government representatives are

closest to the impacts of compatibility planning decisions, and therefore often advocate for process optimization.

2.3.2 Military Advocacy

Military installations are typically represented by "community planners or liaison officers" in compatibility planning processes (Washington Department of Commerce, 2019). These staff positions report to installation Commanding Officers, who are ultimately responsible for day-to-day base operations. Military Installation Commanding Officers and planning staff are typically accountable for direct coordination with local jurisdictions and, therefore, are in a unique position to advocate for and influence compatibility planning processes (Washington Department of Commerce, 2019). In the Puget Sound Region, both Naval Station Everett and Naval Base Kitsap align under Navy Region Northwest. Navy Region Northwest compiles annual reports on installation operations and economic impact used to highlight installation connections to surrounding communities and as an advocacy tool for continued local government and community support (Commander Navy Installations Command, 2018). Joint Base Lewis-McChord is the sole Army and Air Force active duty base in the region, and compatibility planning efforts occur at the local level (U.S. Army, 2019).

2.3.3 Compatibility Partnerships

Civilian-military compatibility issues and impacts often extend beyond government entities to other civilian groups, including community institutions, commercial businesses, and non-profit organizations. In these cases, compatibility partnerships may form, consisting of representatives from multiple compatibility stakeholder groups. In Washington State, the Washington State Military Alliance (WMA) is one such partnership. Comprised of "military and defense-related

stakeholder organizations" throughout the state, the WMA "serves a primary role as a policy advisor to the Governor, other state agencies, the Legislature, and others in support of the military and defense sector in Washington" (Washington State Military Alliance, 2019). The WMA serves as an umbrella organization, which supports civilian-military economic and planning partnerships state-wide. WMA members are closely involved with economic aspects of compatibility planning in the Puget Sound region. These members include the Economic Alliance Snohomish County Military Affairs Committee, which works with Naval Station Everett planning staff, and Kitsap Economic Development Alliance, which operates across Kitsap County, with a primary focus on Naval Base Kitsap (Economic Alliance Snohomish County, 2019; Kitsap Economic Development Alliance, 2019).

The South Sound Military and Communities Partnership (SSMCP) is a unique organization that supports compatibility efforts for JBLM. The SSMCP consists of over 50 member organizations representing 17 jurisdictions, including Pierce and Thurston counties, 12 cities, the Nisqually Indian Tribe, and JBLM (SSMCP, 2019). SSMCP envisions itself as "an innovative and flexible partnership uniquely positioned to provide regional leadership to bridge military and civilian communities" (SSMCP, 2019). SSMCP support for JBLM and local communities includes interjurisdictional coordination regarding issues including growth management, compatible land use, transportation, education, health care, social services, and business and economic development (Washington State Department of Commerce, 2019; SSMCP, 2019). SSMCP led the development of a 2015 JBLM Joint Land Use Study and remained engaged in JLUS recommendation implementation, general compatibility planning, and compatibility policy advocacy at the regional and state levels (Washington State Department of Commerce, 2019; SSMCP, 2019). Cross-jurisdictional and cross-organizational partnerships such as the WMA,

SSMCP, KEDA, and Economic Alliance Snohomish County provide coordination and advocacy capability that military installations, state, and local governments may not have the capacity to pursue independently. These partnerships are valuable tools for compatibility planning throughout the Puget Sound region.

2.4 Conclusion and Gaps in Research

Available literature related to civilian-military land use compatibility demonstrates a need for compatibility planning; identifies relevant statute, policy, and regulations governing compatibility planning processes; provides an extensive inventory of compatibility planning processes and tools, and explains the composition and focus of compatibility advocacy groups throughout the Puget Sound region. What research conducted to date lacks, however, is a qualitative indication of whether established tools, processes, and partnerships effectively result in improved civilian-military land use compatibility. To understand the efficacy of civilian and military land use compatibility planning in the Puget Sound region, a comprehensive review of compatibility plan implementation outcomes balanced with input from process participants is necessary and is the aim of this study.

Chapter 3. RESEARCH METHODS

This qualitative study addresses the efficacy of military and civilian land use compatibility planning programs and processes in the Puget Sound region. The selection of a qualitative approach to research reflects the desire to provide a holistic account of compatibility planning processes based on an inductive analysis of process output and participant input. Application of a grounded theory design of inquiry across multiple case studies determined process efficacy and identified best practices, common challenges, and planning recommendations on a regional scale. Grounded theory is "a design of inquiry from sociology in which the researcher derives a general, abstract theory of a process, action, or interaction grounded in the views of participants" (Creswell and Creswell, 2018). Glaser & Strauss (1967) introduced the grounded theory approach as a method of developing theory based on data collection and analysis, rather than before conducting analysis, or 'a priori' (Strauss and Corbin, 1994). Case studies are in-depth analyses of processes using a variety of data collection procedures bounded by time and activity (Creswell and Creswell, 2018; Stake, 1995; Yin, 2009, 2012, 2014). In this study, the overarching application of grounded theory across case studies of major military installations throughout the Puget Sound region provides a framework for merging documented land use planning and policy changes resulting from compatibility planning efforts with perspectives drawn from participants in compatibility planning and policy development processes.

3.1 CHALLENGES

The ability to establish a basis for comparison of case studies that supports the development of a theory at the regional level is the primary challenge to this research. Additional challenges include the time-intensive nature of data collection and analysis at the case study level, and the

ability to maintain an unbiased approach to the research. Early identification of data sources and standardization of data collection procedures addressed challenges at the case study level. At the regional level, continuous identification of data inconsistencies allowed for effective separation of data for use in theory development from data identified for independent discussion and further research. Reflexivity through ongoing documentation of data collection and analysis processes occurred throughout the research process and is particularly important in this study. Personal experience and current relationships within the military and civilian planning communities present potential for biased interpretation of data if left unchecked.

3.2 SCOPE

In this study, geographic and jurisdictional areas evaluated consist of U.S. Department of Defense military installations located in the Puget Sound region and their bordering cities and counties. This report presents the analysis of three case studies: 1) Joint Base Lewis-McChord surrounding communities of Pierce County and the City of Lakewood, 2) Naval Base Kitsap and surrounding communities of Kitsap County and the City of Bremerton, and 3) Naval Station Everett and the surrounding communities of Snohomish County and the City of Everett. These areas were selected based on designation as “major military installations” and adjacent “regional centers” by the Puget Sound Regional Council (PSRC, 2019). This report evaluates active compatibility planning partnerships and initiatives for each case study between 2015-2019. This period aligns with the adoption and implementation of Joint Base Lewis-McChord and Naval Base Kitsap Joint Land Use Studies.

3.3 Data Definitions and Collection Procedures

For this study, qualitative data includes inventories of available and actively used civilian-military compatibility planning processes, documented implementation of land use compatibility recommendations generated through those processes, and input related to process efficacy obtained through participant interviews. Formal compatibility planning processes evaluated in this study include active and recent (2015-present) Joint Land Use Studies (JLUS), Readiness and Environmental Protection Integration (REPI) compatible use buffer agreements, and city and county comprehensive plans. Documentation of each of these formal processes is publicly accessible and available either online or by request from city and county clerk and military planning offices. Interviews with military planners provided information related to military installation plans as needed. Throughout the data collection process, documents identified as for official use only, or classified at any level, were recorded as such and omitted from consideration in research outcomes. Case studies for each major military installation and adjacent regional center(s) identified which compatibility processes are relevant to current planning efforts, and what specific land use planning and policy recommendations they entail.

Publicly available comprehensive plans, policies, and land use regulations for cities and counties bordering military installations in the Puget Sound region provided data related to the implementation of compatibility recommendations. Interviews with county, municipal, and military planners supplemented this data. Case studies for each major military installation and adjacent regional center(s) document whether and to what extent in current land use plans, policies, and regulations address land use recommendations developed through formal compatibility planning processes.

Nine interviews with military and civilian representatives of organizations that engage in compatibility planning provided stakeholder input related to the efficacy of formal compatibility processes. Responses to a standard set of questions detailed in Appendix A were audio-recorded for transcription and analysis. Per the University of Washington Human Subjects Division Institutional Review Board requirements, level 2 data security requirements were followed for all interview-related data to ensure confidentiality of interview subjects. Level 2 protections include limiting access to interview data to researchers assigned to this project, storing interview responses and subject identifiers separately in a controlled-access database, and non-attributional reporting of interview responses. Additionally, each participant was informed of the intended use and distribution of recorded responses, and verbal consent was obtained before beginning interviews.

3.4 Data Analysis

Analysis of civilian and military compatibility planning efficacy for each case study included: 1) establishment of an inventory of existing compatibility planning recommendations generated through both formal and informal planning processes; 2) determination of whether local government plan, policy, and regulation updates incorporate those recommendations; and 3) identification of best practices and challenges or barriers encountered by participants in compatibility planning processes. These best practices and challenges were collected through a series of interviews with military and community stakeholders. For the purpose of this study, the efficacy of compatibility planning processes means completion or ongoing progress of compatibility objectives evidenced through the incorporation of JLUS recommendations in community plans, policies, and regulations; and stakeholder interview responses indicating processes as “effective” or “very effective.” The analysis process included discrete data

management steps, including data organization, coding, description, comparison, interpretation, and presentation. Throughout the process, data validation and reliability confirmation occurred. Figure 3.1 illustrates the process in diagram form.

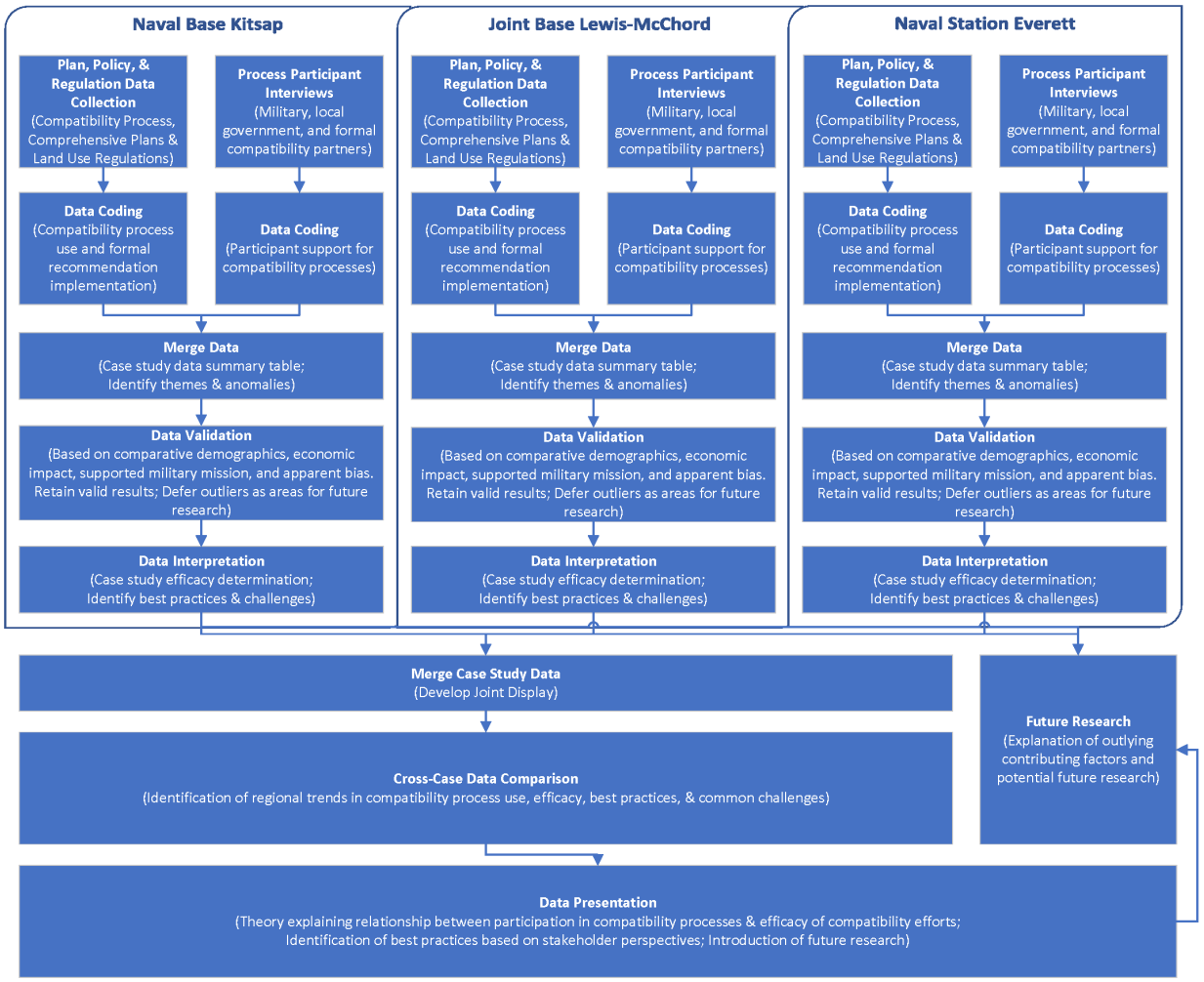

Figure 3.1. Research Process Diagram

3.4.1 Data Organization

Research data organization consisted of inventorying available compatibility planning documents and associated compatibility recommendations, transcribing handwritten and audio-recorded document review notes and interview responses, and tabulating outcomes in standardized electronic format. Tables 3.1 through 3.3 illustrate sample document inventory,

compatibility recommendation, and implementation summary tables. Chapter 4 of this report includes completed tables for each case study.

Table 3.1. Compatibility Planning Analysis Data Inventory (Example)

Data Type	Data Source	Lead Agency	Data Date
Compatibility Planning Recommendations	Joint land Use Study (JLUS)	City A	October 2015

Table 3.2. Compatibility Recommendation Implementation (Example)

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City A	Installation A	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-105 (105.1-105.3):	RCW 36.70A.530	Land use development incompatible with military installation not allowed

Recordings of interviews conducted both in-person and through web-based programs were transcribed and reviewed for accuracy using Temi. This web-based transcription service provides online and downloadable text versions of recorded transcripts. Figure 3.2 is a screenshot of the Temi web interface.

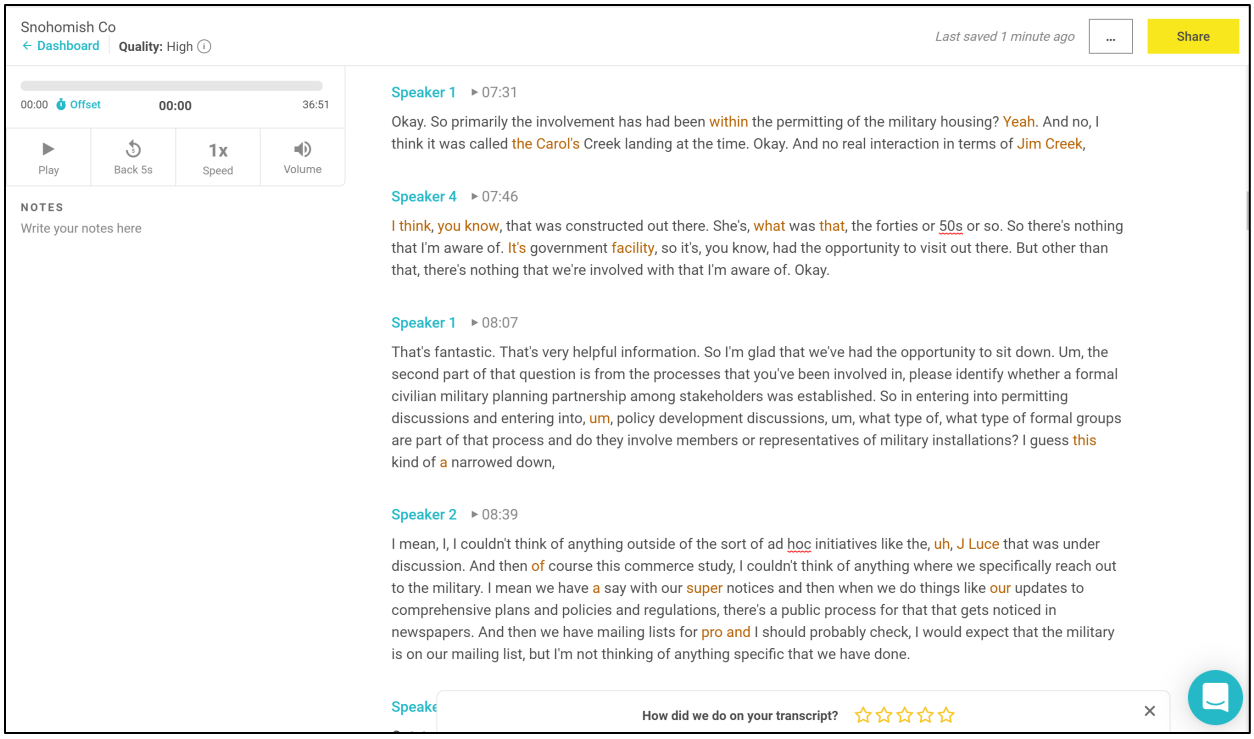

Figure 3.2. Temi Web-Based Transcription Screenshot

Transcript analysis performed using the web-based data analysis program Dedoose resulted in a series of codes representing case study assignment, military affiliation, and themes in interview question responses. For example, Navy Region Northwest, Kitsap County, and City of Bremerton interview transcripts were coded as a single case study for combined analysis of compatibility planning process efficacy among Naval Base Kitsap and surrounding community stakeholders. Figure 3.3 presents a sample Dedoose project summary page.

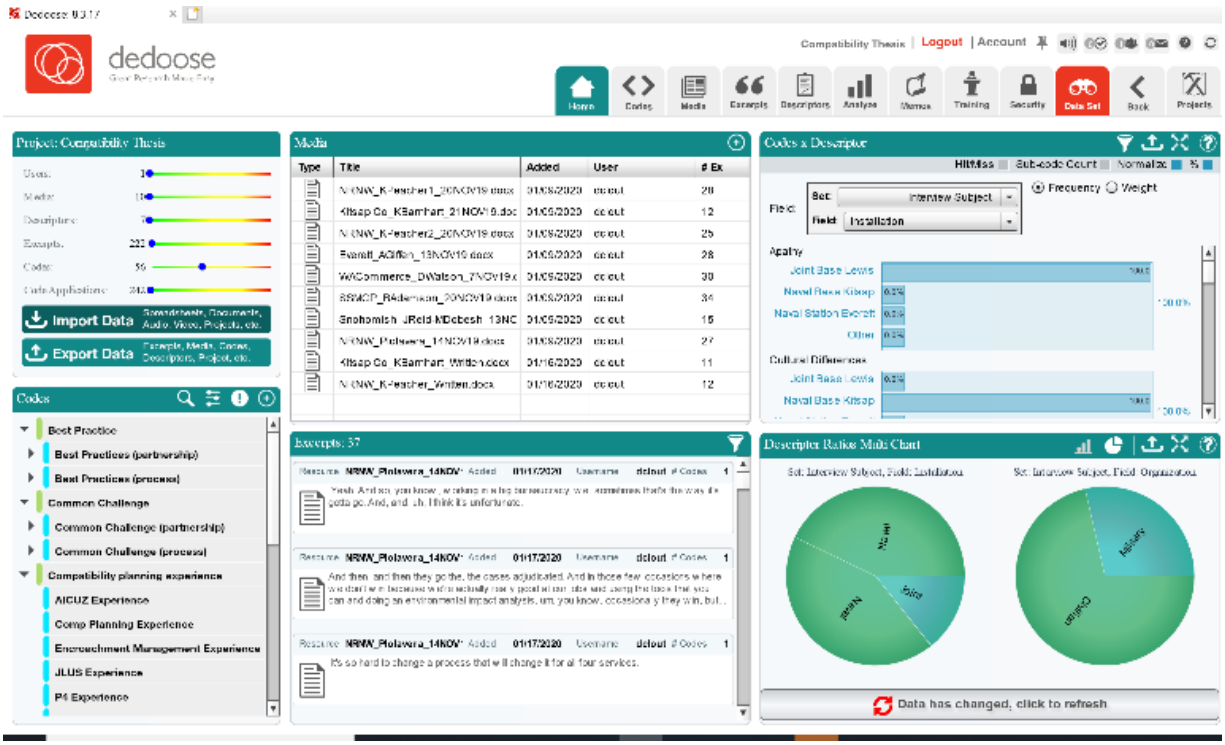

Figure 3.3. Dedoose Project Summary Webpage

3.4.2 Data Coding

The coding process organized data into categories and themes for aggregated analysis. In the case of plan, policy, and regulation data analysis, comparison of regulatory document contents to compatibility recommendations derived from formal compatibility plans and studies (JLUS, AICUZ, REPI, etc.) resulted in a series of implementation status codes. For this study, implementation status of plans, policies, and regulations which address all recommendations derived from associated compatibility plans and studies is coded as “full;” status of those which partially address applicable recommendations is coded as “partial;” and status of those exhibiting no relationship between governing documents and compatibility recommendations is identified as “no action.”

Coding of stakeholder effectiveness ratings organized interview responses on a scale of zero to four, with zero indicating an ineffective process and four indicating a very effective process. Rating codes entered in Dedoose reflected the measure of effectiveness identified in interview questions as the code title and the associated stakeholder rating as the code weight. Table 3.3 lists these codes and the associated weighting structure.

Table 3.3. Compatibility Planning Process Effectiveness Rating Codes

Measure of Effectiveness (Code Title)	Rating (Code Weight)
Effectiveness of objective attainment	0 = Ineffective
Conservation/Encroachment Management Goals	1 = Somewhat Ineffective
Implementation of compatibility recommendations	2 = Somewhat Effective
Mutually beneficial agreements	3 = Effective
Other (objective)	4 = Very Effective
Effectiveness of process implementation	
Experience consistency with protocol/procedure	
Guidance availability	
Protocol/procedure clarity	

Additional codes used for analysis in Dedoose reflect interview outcome themes related to stakeholder compatibility planning experience, purposes for engagement in compatibility planning, and perspectives on best practices and common challenges in compatibility planning. These codes and related sub-codes categorize similar responses from various stakeholders for further cross-comparison. Codes that emerged through this process are listed in Table 3.4.

Table 3.4. Dedoose Stakeholder Interview Code Structure

Code Title	Sub-Codes	
Compatibility Planning Experience	• AICUZ • Comp Planning • Encroachment Management • JLUS • P4 Partnership • Policy Development	
Compatibility Planning Partnership Involvement	• No Involvement • Current Involvement • Past Involvement	
Primary Purpose for Compatibility Planning	• Economic Development • Encroachment Management • Growth Management • Military Readiness • Partnership Establishment/Development • Policy Development • Other	
Best Practices	Partnership • Formalized Partnerships • Clear Objectives, Capabilities & Limitations • Guidelines, Handbooks & Tools • Strong & Enduring Relationships • Transparent Information Exchange	Process • Adequate Funding • Clear Guidance • Collaboration Platforms • Oversight and Accountability • Proactive Planning
Common Challenges	Partnership • Apathy • Cultural Differences • Representation • Politics • Rebuilding Trust	Process • Implementation • Process Clarity • Process Value • Resource Constraints • Bureaucracy • Information Availability
Opportunities	No sub codes assigned	

3.4.3 Data Description

Chapter 4 presents data associated with each case study in the form of summaries that identify and describe significant themes and anomalies related to compatibility planning efficacy. Data summaries focus on five distinct areas:

Area 1: Compatibility recommendation implementation status

The extent to which local government plans, policies, and regulations implement requirements and recommendations generated through compatibility planning processes is represented in Chapter 4 by assignment of implementation codes introduced in Section 3.4.2 to documents reviewed in support of each case study. The implementation status code assigned to a given plan, policy, or regulation represents the average implementation status of all compatibility recommendations addressed within the document. For example, a plan which partially addresses applicable JLUS recommendations and demonstrates full compliance with Washington State statute is coded as "partial" and "full," respectively, the summary implementation status is "partial." The overall case study implementation status code represents the average implementation status of compatibility planning recommendations in all plans, policies, and regulations considered in the scope of the study. Table 3.5 provides an example of a case study-level implementation status summary.

Table 3.5. Case Study Implementation Status (Example)

Jurisdiction	Military Installation	Document Title (Year)	Compatibility Recommendation Source	Document Implementation Status	Case Study Implementation Status
City A	Installation A	County Comp Plan (2019)	2015 JLUS RCW 36.70A.530	Partial	**Partial**
		Countywide Planning Policies (2018)	2015 JLUS	Partial	

Area 2: Individual stakeholder process effectiveness ratings

Interviews of military and civilian stakeholders involved in compatibility planning included respondent ratings of compatibility planning processes effectiveness. Rating areas included "effectiveness of objective attainment" and "effectiveness of process implementation." Within

the rating area of objective attainment, stakeholders rated the effectiveness of conservation and encroachment management planning, the establishment of mutually beneficial agreements between military and community partners, and implementation of compatibility planning recommendations in local plans, policies, and regulations. Within the rating area of process implementation, stakeholders rated the clarity of established compatibility protocols and procedures, the consistency of their experience with established protocols and procedures, and the availability of adequate guidance to facilitate the planning process. These ratings are presented for each case study in Chapter 4 in a table format, as illustrated in Table 3.6, and graphically depicted using a polar chart, as shown in Figure 3.4.

Table 3.6. Individual Stakeholder Process Effectiveness Rating Summary (Example)

Rating Area	Effectiveness Category	Military Rating	Civilian Rating
Objective Attainment	Conservation & Encroachment Management	3.0	4.0
	Implementation of Recommendations	3.0	2.0
	Mutually Beneficial Agreements	4.0	3.0
Process Implementation	Protocol & Procedure Clarity	4.0	3.0
	Consistency with Protocol/Procedure	4.0	2.0
	Guidance Availability	4.0	3.0

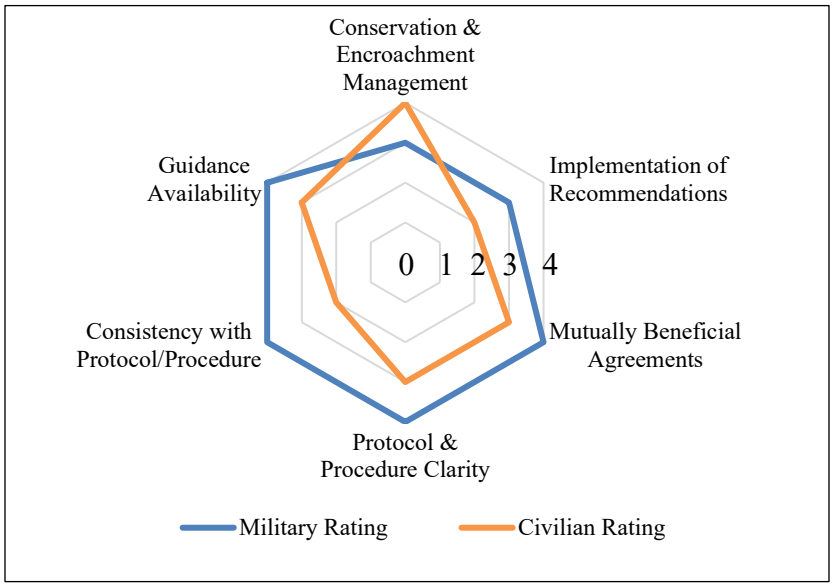

Figure 3.4. Process Effectiveness Rating Chart (Example)

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective

Area 3: Combined stakeholder process effectiveness ratings

Combined stakeholder process effectiveness rating summaries capture the combined average military and civilian stakeholder ratings for each measure of effectiveness for each case study. These summaries are based on output from the Dedoose Code Weight Statistics tool, which produces a statistical mean of rating values for each group of stakeholders analyzed. Table 3.7 presents an example Code Weight Statistics output data summary.

Table 3.7. Combined Stakeholder Process Effectiveness Rating Summary (Example)

Measure of Effectiveness	Count	Min	Max	Mean	Median	Range	SD	Variance
Conservation/Encroachment Management Goals	6	3	4	2.50	3.50	1.00	0.70	0.50
Implementation of compatibility recommendations	7	2	3	3.50	2.50	1.00	0.70	0.50
Mutually beneficial agreements	5	3	4	3.50	3.50	1.00	0.70	0.50
Effectiveness of process implementation	5	4	4	4.00	4.00	0.00	0.00	0.00
Experience consistency with protocol/procedure	6	2	2	2.00	2.00	0.00	0.00	0.00
Guidance availability	5	3	3	3.00	3.00	0.00	0.00	0.00
Protocol/procedure clarity	5	3	3	3.00	3.00	0.00	0.00	0.00
Overall	**42**	**2**	**4**	**3.13**	**3.25**	**2.00**	**0.37**	**0.07**

Key
0 = Ineffective
1 = Somewhat Ineffective
2 = Somewhat Effective
3 = Effective
4 = Very Effective

Area 4: Stakeholder identified best practices in compatibility planning

Stakeholder interviews resulted in the identification of best practices in compatibility planning leveraged in the Puget Sound region. Individual responses were organized into themes and coded, as described in Section 3.4.2. Chapter 4 of this report includes summary tables identifying the frequency of occurrence of each coded best practice by stakeholder group for each case study. Table 3.8 provides a sample of best practice summary table contents.

Table 3.8. Stakeholder Best Practices: Frequency of Occurrence (Example)

Stakeholder Group	Clear Objectives, Capabilities & Limitations	Formalized Partnerships	Guidelines/Handbooks/Tools	Strong and Enduring Relationships	Transparent Information Exchange	Adequate Funding	Clear Guidance	Interagency Coordination	Oversight and Accountability	Proactive Planning
Installation A	3	6	3	2	2	7	3	4	1	2
County A	1	0	0	0	0	0	0	1	1	1
City A	3	3	0	2	3	1	0	3	0	3

Area 5: Stakeholder identified challenges and barriers to compatibility planning

Stakeholder interviews also yielded stakeholder identification of common challenges and barriers to compatibility planning leveraged in the Puget Sound region. Individual responses were organized into themes and coded, as described in Section 3.4.2. Chapter 4 of this report includes common challenge summary tables similar to Table 3.9 for each case study.

Table 3.9. Stakeholder Challenges/Barriers: Frequency of Occurrence (Example)

Stakeholder Group	Apathy	Cultural Differences	Politics	Rebuilding Trust	Representation	Bureaucracy	Implementation	Information Availability	Process Clarity	Process Value	Resource Constraints
Installation A	0	1	2	0	0	3	4	0	2	4	2
County A	0	0	0	0	0	0	1	0	2	2	1
City A	1	1	0	0	0	0	3	1	0	1	3

3.4.4 Data Interpretation

Data interpretation included the evaluation of each case study in the context of the research question. An independent review of each case determined whether existing compatibility planning tools are effectively implemented based on a plan, policy, and regulation analysis, and stakeholder interview feedback. For this study, examples in which community plans, policies, and regulations fully or partially implement compatibility recommendations and the combined average participant rating of the process is “effective” or higher are considered “effective” overall. Cases in which existing plans, policies, and regulations partially or fully implement compatibility recommendations and the participant rating is “somewhat effective” are considered “somewhat effective” overall. Finally, cases in which plans, policies, and regulations do not implement process recommendations or participants rate the process as “somewhat ineffective” or lower are considered “ineffective.” Chapter 4 includes summary tables of effectiveness rating outcomes and supporting narratives for each case study. Table 3.10 provides a sample case study summary table.

Table 3.10. Case Study A Efficacy Summary (Example)

Compatibility Recommendation Implementation Status	**Average Stakeholder Process Rating** 0 = ineffective 1 = somewhat ineffective 2 = somewhat effective 3 = effective 4 = very effective	**Overall Efficacy Rating**
Partial	3	Effective

Best practices and common challenges for each case study reflect themes that occurred most frequently in stakeholder interview responses. Chapter 4 presents these themes for each case study as code clouds, which highlight the most commonly mentioned best practices, challenges, and barriers supported by narratives citing examples identified by stakeholders in interview responses. Figure 3.5 represents a sample code cloud.

Figure 3.5. Compatibility Planning Best Practices (Example)

3.4.5 Data Comparison

A cross-case comparison of study outcomes focused on the existence and formality established compatibility partnerships, implementation status of compatibility recommendations, and stakeholder process ratings identified trends among case studies. Collective analysis of these case study outcomes informed an average overall regional efficacy rating for this study, detailed in Chapter 5 of this report. Table 3.11 presents a sample cross-case comparison table.

Table 3.11. Case Study Data Comparison (Example)

Military Installation	Compatibility Partnership	Compatibility Plan	Recommendation Implementation	Process Effectiveness	Overall Efficacy
A	Formal/ Ongoing	JLUS	Full	Very Effective	Very Effective
B	Formal/ Temporary	JLUS	Partial	Somewhat Effective	Somewhat Effective
C	Informal Ongoing	N/A	Partial	Effective	Effective
Puget Sound Region	Various	Various	Partial	Effective	Effective

3.4.6 Data Presentation

Data analysis outcomes presented in Chapter 6 of this report describe overarching Puget Sound regional compatibility planning efficacy, best practices, and common challenges based on cross-case study evaluation of coded data. This section presents a theory describing the relationship between participation in established civilian-military land use compatibility processes and the efficacy of compatibility planning efforts in the Puget Sound region. It also identifies best practices in compatibility planning consistently implemented by practitioners throughout the region. The narrative focuses on consistent outcomes among independent case studies and highlights inconsistencies, limitations, and areas for further research to advance the study of civilian-military compatibility planning.

3.4.7 Data Validation and Reliability

Data validation occurred throughout the research process, beginning with the identification of the various compatibility drivers in each study area to highlight consistencies and external factors that may skew results. Drivers compared between case studies include military installation relationship to adjacent regional development centers in terms of economic, housing, transportation, and public service interdependence as defined by the Puget Sound Regional Council's 2018 *Regional Frameworks Update*, as well as military installation mission and encroachment management requirements. Background research for each case study documented in Chapter 4 of this report details the outcomes of this review. In summary, similar economic and community support relationships exist for each case, and in each military installation evaluated in the study is similarly proximate (within 5mi) to an established regional growth center. Though missions of the various installations evaluated in this study differ by military branch and location, interview feedback indicates each is engaged in ongoing compatibility planning with adjacent civilian communities.

In addition to ensuring similar compatibility drivers, the research process leveraged multiple data mediums and sources to avoid single-source input in generating findings. Analysis outcomes focus on the convergence between plan, policy, and regulation review and interview responses to identify overarching themes among case studies. Plan, policy, and regulation reviews for each study extend beyond simple identification of whether compatibility considerations are present and highlight the extent to which specific compatibility goals and recommendations are addressed. Interview responses were gathered individually from military and civilian compatibility planning partners representing executive and working-level groups within organizations with different structures and goals. These actions combined contribute to data

validity by capturing a range of perspectives on compatibility planning efficacy and limiting the potential influence of groupthink.

Data reliability is a focus area of this study as well. Documented data collection and analysis per the process described herein ensured data reliability and repeatability. Further, a reflective review of data collection and analysis procedures for each step contributed to minimizing the influence of researcher bias.

Chapter 4. CASE STUDIES

Compatibility planning processes and partnerships leveraged by Joint Base Lewis-McChord, Naval Base Kitsap, and Naval Station Everett, and surrounding counties and cities in the Puget Sound region form the basis of case studies analyzed in this report. These military installations support varying missions and have developed differently over time. However, each is designated by PSRC as a "major military installation" directly linked to an adjacent "regional center," and each engages in compatibility planning to address military and surrounding community growth management issues (PSRC, 2019).

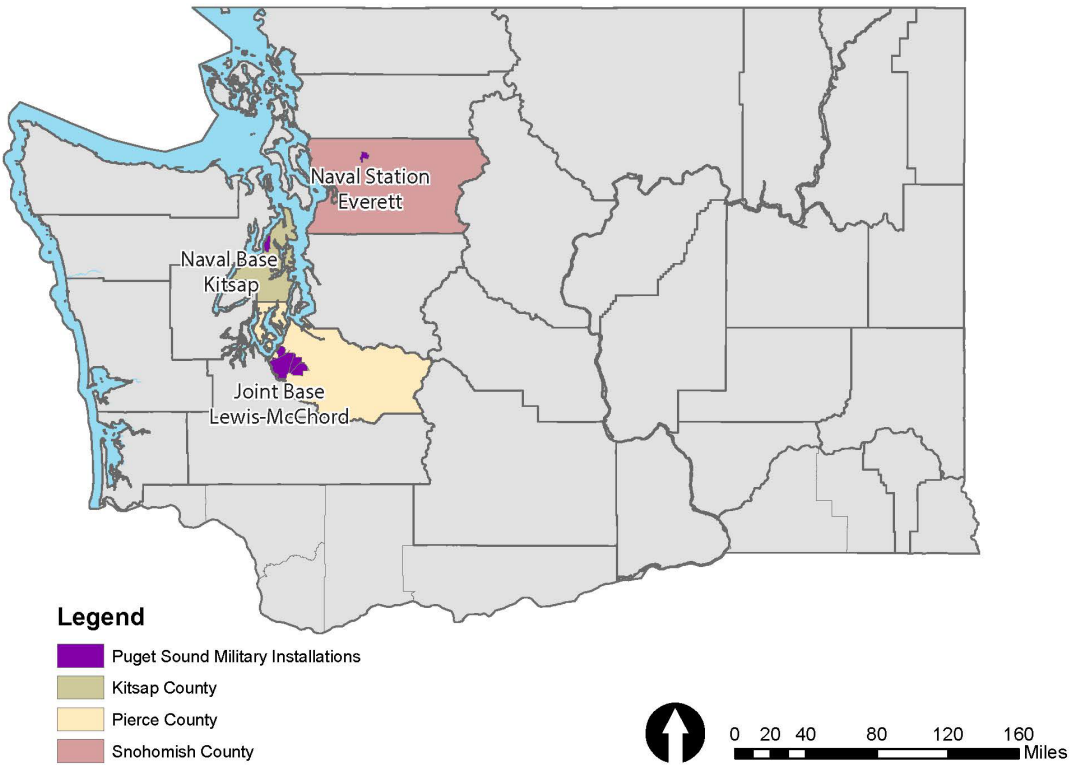

Figure 4.1. Study Area Map

Source Data: Washington Geospatial Open Data Portal

4.1 JOINT BASE LEWIS-MCCHORD

Joint Base Lewis-McChord (JBLM) lies primarily within Pierce County, Washington, southwest of the City of Lakewood. The base is the result of the merging of two military installations in support of the U.S. Army and Air Force mission in the Pacific Northwest. Army Fort Lewis was established in 1917 when Pierce County passed a bond measure to purchase and deed 70,000 acres of land to the federal government for use as a military base. In 1938, the Army expanded the site to include an 1,800-acre airfield, which was separated from Fort Lewis and named McChord Field in 1947 upon the establishment of the U.S. Air Force. The two bases rejoined under the 2005 Department of Defense Base Closure and Realignment Act and formed the current JBLM. Today JBLM is situated on over 90,000 acres in Pierce County and supports more than 40,000 military personnel, approximately 14,000 civilian employees, their families, and more than 90,000 others in the region, including military families, retirees, and veterans (U.S. Army, 2019).

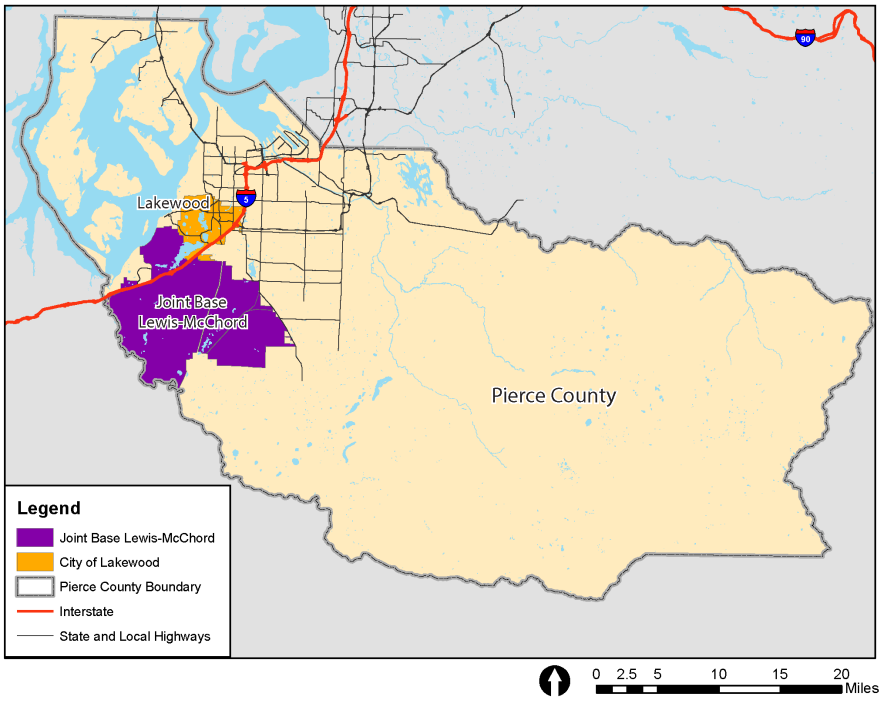

Figure 4.2. Joint Base Lewis-McChord and Pierce County
Source Data: Washington Geospatial Open Data Portal

The City of Lakewood is located north of JBLM along the Interstate 5 corridor in Pierce County, and is home to approximately 60,000 residents; many of whom are active duty military, veterans, Department of Defense civilian employees, or employed in the military and defense sector (U.S. Census, 2018; PSRC, 2018). Lakewood is designated as a regional growth center by PSRC, mainly due to its connection with JBLM (PSRC, 2018). Pierce County is the county within the Puget Sound region most directly affected by JBLM land use decisions, as most of the base lies within Pierce County, and JBLM is the county's largest employer (Employment Security Department, 2019). The South Sound Military and Communities Partnership (SSMCP) is a consortium of technical working group and executive-level members that represents and advocates for over 15 jurisdictions in coordinating issues related to JBLM ranging from growth and encroachment management to transportation demand management and housing (SSMCP, 2019). These entities are at the forefront of military and community compatibility planning, and their collective experience indicates the efficacy of compatibility processes in the region.

4.1.1 Case Study Background and Purpose

JBLM partners with multiple cities, counties, non-profit organizations, and the Nisqually Indian Tribe to address local land use compatibility, encroachment management, and conservation issues. This study focuses on the base's coordination with the City of Lakewood, Pierce County, and the South Sound Military and Communities Partnership (SSMCP) to develop and implement land use planning recommendations associated with a 2015 JBLM Joint Land Use Study (JLUS). Study outcomes highlight JLUS recommendations that are directly applicable to Pierce County and the City of Lakewood; documents compatibility considerations included in city and county comprehensive plan, policy, and regulation updates after JLUS adoption; and presents JBLM and

SSMCP stakeholder perspectives on compatibility planning process effectiveness, best practices, and common challenges obtained through interviews.

4.1.2 Compatibility Data Inventory

The 2015 JBLM JLUS serves as the primary source of compatibility planning recommendations evaluated in this study. The set of documents reviewed in this study to determine the status of JLUS implementation consists of Pierce County and City of Lakewood Comprehensive Plans, Pierce County Countywide Planning Policies, the City of Lakewood Municipal Code, and the 2019-2020 SSMCP Work Plan. JBLM and SSMCP stakeholder responses to a set of standardized interview questions provide insight into local planning partner perspectives on compatibility planning process effectiveness, best practices, and challenges. Collectively these plans, policies, regulations, and interview responses constitute the data analyzed in this study to determine compatibility planning efficacy in the case of JBLM and surrounding communities. Table 4.1 presents a summary of these primary data sources.

Table 4.12. JBLM Compatibility Planning Analysis Data Inventory

Data Type	Data Source	Lead Agency	Data Date
Compatibility Planning Recommendations	JBLM Joint land Use Study (JLUS)	SSMCP	October 2015
County Compatibility Planning Considerations	Pierce County Comprehensive Plan	Pierce County	September 2018
County Compatibility Planning Considerations	Pierce County Countywide Planning Policies	Pierce County Regional Council	November 2018
Municipal Compatibility Planning Considerations	City of Lakewood Comprehensive Plan	City of Lakewood	October 2019
Municipal Compatibility Planning Considerations	City of Lakewood Municipal Code	City of Lakewood	November 2019
Compatibility Partnership Objectives	Annual Work Plan Priorities	SSMCP	January 2020

4.1.3 Compatibility Process Efficacy

For this study, the 'efficacy' of compatibility processes means the existence of land use regulations consistent with compatibility recommendations established through formal planning processes. Comparison of compatibility considerations present in existing plans, policies, and regulations with recommendations generated in a 2015 Joint land Use Study (JLUS) and evaluation of stakeholder perspectives on process effectiveness informed the efficacy determination for JBLM and surrounding community partners.

4.1.3.1 Compatibility Recommendations

The JBLM JLUS process resulted in 22 compatibility recommendations. The JLUS Implementation Plan assigns a lead organization and implementation timeline to each. Table 4.2 lists all 22 JLUS recommendations and highlights the 11 recommendations that are directly applicable to Pierce County and the City of Lakewood. Highlighted recommendations form the basis for evaluation of JLUS implementation status.

Table 4.13. JBLM JLUS Compatibility Recommendations

(*An asterisk denotes recommendations applicable to Pierce County and the City of Lakewood)

Near-Term (< 1 year from JLUS adoption)
1. Establish an ongoing JLUS implementation entity*
2. Incorporate compatibility in updates of local Comprehensive Plans*
3. Analyze local transportation impacts*
4. Increase outreach by military partners in the community
5. Share information about JBLM and activities among internal and external stakeholders*
6. Enhance system of notification and communication with public stakeholders to prevent unauthorized use and improve communications on authorized uses

Table 4.2. JBLM JLUS Compatibility Recommendations (continued)

(*An asterisk denotes recommendations applicable to Pierce County and the City of Lakewood)

Mid-Term (1-3 years from JLUS adoption)
7. Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions*
8. Maximize use of existing financial incentives to encourage preservation of open space and working lands*
9. Incorporate specific land use compatibility requirements into local zoning codes and ordinances*
10. Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes*
11. Pursue additional conservation partnering opportunities through Readiness and Environmental Protection Initiative (REPI)/Army Compatible Use Buffer (ACUB), and the Sentinel Landscapes partnership
12. Expand the federal role in habitat conservation efforts
13. Promote sound attenuation building standards and/or energy efficiency practices in new buildings*
14. Support state designations of an area of Regional Military Influence (RMI) or Area of Critical State/Local Concern and Interest
15. Conduct a lighting study to refine the geographic area in which a Military Lighting Overlay District may be applied based on JLUS Implementation entity and stakeholder input*
16. Establish a process for coordination among JBLM and neighboring communities to seek ways to provide adequate rental housing for service members*
17. Pursue federal or state funding for resolution of encroachment issues
Long-Term (3-5 years from JLUS adoption)
18. Real estate tools - disclosures, deed restrictions, hold harmless agreements
19. Avoid overflight of noise sensitive areas and residential areas, when feasible
20. Enact or amend state-level legislation to promote land use compatibility around military installations
21. Promote analysis of military economic impact in state-wide planning processes
22. Expand conservation banking through Thurston County

4.1.3.2 Compatibility Recommendation Implementation Status

Pierce County and City of Lakewood plans, policies, and regulations reviewed in this study address the majority of the JLUS recommendations presented in Table 4.2, as well as compatibility requirements outlined in the Revised Code of Washington (RCW 36.70A.530). Table 4.3 lists the specific elements of each document that address JLUS recommendations and statutory requirements. In the table, "Compatibility Considerations" consist of plan, policy, and regulatory provisions that address compatibility, and "Compatibility Objectives" are the

compatibility requirements and recommendations addressed by each consideration. As evidenced in the table, the City of Lakewood Comprehensive Plan and Municipal Code collectively address all eleven applicable JLUS recommendations, and the Pierce County Comprehensive Plan and Countywide Planning Policies together address six of the eleven recommendations, omitting JLUS recommendations 8, 13, 15, and 16.

Table 4.14. JBLM Compatibility Recommendation Implementation

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-105 (105.1-105.3): Recognize the unique character of land uses associated with military operations and support structures.	RCW 36.70A.530	Land use development incompatible with military installation not allowed
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-106 (106.1-106.7): Provide the military installations with opportunities to participate in the review and development of land use programs, policies, and decisions that affect them.	JLUS	7 - Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-107 (107.1-107.2): Recognize the possibility of military lands reverting back to Pierce County.	JLUS	7 - Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-108: Recognize aircraft noise as a health impact and an environmental constraint when developing land use classifications and regulations.	JLUS	9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes.
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Military Land Designation and Compatibility Goal LU-109 (109.1-109.5): Recognize safety issues associated with training, artillery, and small-arms activities on Joint Base Lewis-McChord.	JLUS	9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes.
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Economic Compatibility Goal EC-1.6 Support work to enhance the military value of Joint Base Lewis-McChord	JLUS	21 - Promote analysis of military economic impact in state-wide planning processes
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Rail and Freight Goal T-22 Work in cooperation with WSDOT, cities, JBLM, Port Authorities, and other entities to plan and implement projects and programs to meet freight mobility and access needs.	JLUS	3 - Analyze local transportation impacts 5 - Share information about JBLM and activities among internal and external stakeholders
Pierce County	JBLM	Countywide Comprehensive Plan (2019)	Transportation Demand Management: Joint Base Lewis-McChord outreach program, JBLM In Motion	JLUS	3 - Analyze local transportation impacts 4 - Increase outreach by military partners in the community
Pierce County	JBLM	Countywide Planning Policies (2018)	UGA-11: The County and each municipality neighboring Joint Base Lewis-McChord should develop planning provisions, including development regulations that encourage adjacent land uses that are compatible with military uses.	RCW 36.70A.530	Land use development incompatible with military installation not allowed
Pierce County	JBLM	Countywide Planning Policies (2018)	UGA-4 Annexation within the Urban Growth Area 4.3.1 The County and each city and town should work towards the establishment of annexation plans and joint planning agreements, with an exception for lands associated with Joint Base Lewis McChord and Camp Murray.	JLUS	2 - Incorporate compatibility in updates of local Comprehensive Plans
City of Lakewood	JBLM	Comprehensive Plan (2019)	2.3.11 Land Use Designation - Air Corridor land Use Designation (376.18/12636.5 acres): The Air Corridor areas are affected by Joint Base Lewis McChord (JBLM) McChord Field aircraft operations. The potential risk to life and property from hazards associated with military aircraft operations within the Air Corridor necessitate control of the intensity, type, and design of land uses within the designation, with uses tailored to limiting the number of persons placed at risk.	JLUS	9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes.

Table 4.3. JBLM Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Lakewood	JBLM	Comprehensive Plan (2019)	2.3.13 Land Use Designation - Military Lands (24.95/12636.5 acres): The Military Lands land-use designation applies to the portions of the federal and state military installations within the City. The autonomy associated with federal and state ownership of the military installations, in combination with the unique character of the military operations and support structures, are not typical of civilian land uses and require special consideration by the City as a host community for the installations.	JLUS	2 - Incorporate compatibility in updates of local Comprehensive Plans
City of Lakewood	JBLM	Comprehensive Plan (2019)	2.5.8 Centers of Importance - Lake City West: The area just outside the North Gate Road at JBLM has emerged as a major traffic corridor with the expansion of North Gate on JBLM. A major expansion of North Gate has occurred with hundreds of new low- and medium-density single family residences, two new elementary schools, and military barracks serving military personnel and their families. North Gate has also expanded to include new military industrial warehousing. Consequently, these land use changes have modified the City's street classification system and impacted existing residential neighborhoods. Traffic currently moves from North Gate to Lake City West, and then to Washington Boulevard SW, which operates at a designated Level of Service rating of "F."	JLUS	3 - Analyze local transportation impacts
City of Lakewood	JBLM	Comprehensive Plan (2019)	2.6.2 Urban Growth Areas - Joint Base Lewis McChord (JBLM): JBLM's cantonment area is located within Lakewood's UGA. In 2003, total base population was 27,982. By 2010, the population had increased to 59,980 and is currently projected at 58,133 by 2016. JBLM has 23,000,000 square feet of facilities. There are 4,901 family housing units on JBLM in 22 different communities. An additional 637 family housing units are planned.	JLUS	5 - Share information about JBLM and activities among internal and external stakeholders
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.2 Residential Lands and Housing - Impact of Military Bases: Impact of Military Bases: Historically, the market demand for affordable housing for military personnel stationed at Joint Base Lewis McChord (JBLM) has had a major impact on Lakewood, and appears to be a major factor in understanding the presence of a large number of apartments in the city. Many of the retired homeowners now living in the community were once stationed at JBLM.	JLUS	16 - Establish a process for coordination among JBLM and neighboring communities to seek ways to provide adequate rental housing for servicemembers.
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.4.2 Woodbrook - Policy LU-32.1: Facilitate the planned development of the industrial area, actively seeking high employment generating land uses that can capitalize on proximity to regional transportation and markets and nearby military installations	JLUS	14 - Support state designations of an area of Regional Military Influence (RMI) or Area of Critical State/Local Concern and Interest 21 - Promote analysis of military economic impact in state-wide planning processes
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Land Use - Military Lands: Includes JBLM profile and economic impact as well as planning guidance and specific references to compatibility planning guidance laid out in the GMA, Countywide Planning Policies, and the Comprehensive Plan.	JLUS	2 - Incorporate compatibility in updates of local Comprehensive Plans 5 - Share information about JBLM and activities among internal and external stakeholders
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Military Lands - Policy LU-34.1: Air Corridors Established The two air corridor areas (Air Corridor 1 and 2) extend northward from the McChord Field runway and are subject to noise and safety impacts of military flight operations. The potential risk to life and property from hazards that may be associated with military aircraft operations, as distinguished from general/commercial aviation corridors necessitates control of the intensity, type, and design of land uses within the designation.	JLUS	9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes. 15 - Conduct a lighting study to refine the geographic area in which a Military Lighting Overlay District may be applied based on JLUS Implementation entity and stakeholder input

Table 4.3. JBLM Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Military Lands - Policy LU-34.2: Compatible Land Use Policies Regulate land uses and/or activities that could adversely impact present and/or future base operations and protect JBLM and McChord Field from further incompatible encroachment. Regulate land use within the AC1 and AC2 zones to protect public health and safety, ensure a compatible mix of land uses, and support ongoing McChord Field operations, consistent with the GMA, CPPs, JBLM Joint Land Use Study (JLUS) recommendations.	RCW 36.70A.530 JLUS	Land use development incompatible with military installation not allowed 2 - Incorporate compatibility in updates of local Comprehensive Plan 9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes.
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Military Lands - Policy LU-34.3: Military Coordination, Notification and Consultation A. Provide all applications for commercial development, subdivision review, variances, conditional uses, special exceptions and proposed amendments to Comprehensive Plans and development regulations proposed within the AC1 and AC2 zones shall be provided to JBLM official(s) for review and comment in accordance with RCW 36.70A.530, including applications concerning telecommunications, broadcast towers, and hobby communication towers. B. Invite JBLM representatives to advise the Planning Commission on community and economic development issues which have the potential to impact base military operations. C. Cooperate with JBLM and Camp Murray in developing plans for circulation improvements in and around the installations. D. Promote cooperation between JBLM and Lakewood to address the reduction or mitigation of noise-generating uses. E. If military lands revert back to Pierce County, coordinate with JBLM and the County to identify the desired character of the reverted property. F. Establish periodic meetings of elected local, state, and federal officials and military commanders on growth management issues of mutual concern. G. Provide City environmental policies to JBLM to encourage consistency with any adopted by the military.	JLUS	3 - Analyze local transportation impacts 4 - Increase outreach by military partners in the community 5 - Share information about JBLM and activities among internal and external stakeholders 6 - Enhance system of notification and communication with public stakeholders to prevent unauthorized use and improve communications on authorized uses 7 - Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Military Lands - Goal LU-35: Continue to support and fund the South Sound Military & Communities Partnership (SSMCP): Policies: LU-35.1: Business Plan. In consultation with its partners, develop, and maintain a business plan for the SSMCP. LU-35.2: SSMCP Funding. In consultation with its partners, work to establish a permanent funding source for the SSMCP. LU-35.3: Fiduciary Agent. The City of Lakewood shall remain the fiduciary agent of the SSMCP and remains responsible for all budgetary activities. LU-35.4: Executive Leadership. The City of Lakewood shall retain its membership on the SSMCP Executive Leadership Team (ELT). The ELT acts for and on behalf of the SSMCP Steering Committee when the Steering Committee is not in session. The SSMCP Steering Committee is the primary decision-making body of the organization. It provides broad oversight to the implementation of the recommendations, strategies and action items outlined in the Growth Coordination Plan and successor documents.	JLUS	1 - Establish an ongoing JLUS implementation entity 17 - Pursue federal or state funding for resolution of encroachment issues 20 - Enact or amend state-level legislation to promote land use compatibility around military installations

Table 4.3. JBLM Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.6 Military Lands - Goal LU-36: Coordinate the protection of JBLM from incompatible local, state and federal level issues and actions with the South Sound Military & Communities Partnership (SSMCP.) Policies: LU-36.1: Land Valuations. Engage JBLM and Pierce County in determining land valuations and business relocation costs in the McChord Field North Clear Zone. LU-36.2: Joint Land Use Study (JLUS) Implementation. Using funds from the Office of Economic Adjustment (OEA) and other available sources, develop a strategy and plan to resolve encroachment in the McChord North Clear Zone. LU-36.5 Public Notification Through the SSMCP, encourage the dissemination of information to the public regarding JBLM mission activity and associated impacts through such means as website postings, distribution of brochures, distribution of information to the regional print and broadcast media.	JLUS	1 - Establish an ongoing JLUS implementation entity 5 - Share information about JBLM and activities among internal and external stakeholders 6 - Enhance system of notification and communication with public stakeholders to prevent unauthorized use and improve communications on authorized uses 17 - Pursue federal or state funding for resolution of encroachment issues 21 - Promote analysis of military economic impact in state-wide planning processes
City of Lakewood	JBLM	Comprehensive Plan (2019)	3.12.7 Water Quality Policy LU 61.11 Cooperate with local water districts, adjoining jurisdictions, and military installations to: • Develop and implement a common system to reflect land use risks across all wellhead protection areas. • Establish and maintain an integrated regional wellhead protection data mapping, analysis, and updating system. • Enhance stormwater drainage, detention, and treatment programs.	JLUS	6 - Enhance system of notification and communication with public stakeholders to prevent unauthorized use and improve communications on authorized uses 7 - Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions
City of Lakewood	JBLM	Comprehensive Plan (2019)	5.2.5 Economic Development Existing Conditions & Trends - JBLM: Summarizes JBLM impact and JLUS process/outcomes. Specifically focused on North Clear Zone Action Implementation Plan (NCZAIP) actions and objectives: NCZAIP Actions: 1. Changes to City of Lakewood Code and Administrative Processes 2. Amortization Study 3. Voluntary Property Acquisitions and Business Relocation 4. Habitat Restoration and Preservation 5. Woodbrook Land Exchange 6. AIP Implementation Team	JLUS	8 - Maximize use of existing financial incentives to encourage preservation of open space and working lands 9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes. 21 - Promote analysis of military economic impact in state-wide planning processes
City of Lakewood	JBLM	Comprehensive Plan (2019)	5.3.1 Lakewood's Regional Role: Highlights importance of proximity to and relationship with military installations to standing as a South Sound regional stakeholder.	JLUS	14 - Support state designations of an area of Regional Military Influence (RMI) or Area of Critical State/Local Concern and Interest

Table 4.3. JBLM Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Lakewood	JBLM	Comprehensive Plan (2019)	Economic Development Goal ED-7: Protect the mission of, and ensure the long-term viability of Joint Base Lewis-McChord Policies: ED-7.1: Maintain the South Sound Military Communities Partnership. ED-7.2: Conduct a Joint Land Use Study and implement the resulting recommendations into Lakewood's Comprehensive Plan, development regulations, capital improvement programs, and other plans policies. ED-7.3: Work with federal, state, and local agencies to fund the acquisition of properties deemed unsafe in the Clear Zone. ED-7.4: Develop a JBLM Regional Policy Considerations Guide. The guide would include background text on JBLM operations and policies associated with economic development and housing. ED-7.5: Support workforce development programs for military personnel transitioning out of military service. ED-7.6: Continue to support the efforts of the South Sound Military Communities Partnership. ED-7.7: Conduct industry justification and economic diversification studies in response to drawdown and potential loss of Department of Defense contracts.	JLUS	14 - Support state designations of an area of Regional Military Influence (RMI) or Area of Critical State/Local Concern and Interest
City of Lakewood	JBLM	Municipal Code (2019)	18A.40.130 Air Installation Compatible Use Zones (AICUZ) and Uses	JLUS	9 - Incorporate specific land use compatibility requirements into local zoning codes and ordinances 10 - Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes 13 - Promote sound attenuation building standards and/or energy efficiency practices in new buildings

Table 4.4 summarizes the compatibility recommendation implementation status for each document analyzed in this case study and provides a combined average implementation status rating.

Table 4.15. JBLM Compatibility Recommendation Implementation Summary

Jurisdiction	Military Installation	Document Title (Year)	Compatibility Recommendation Source	Document Implementation Status	Case Study Implementation Status
Pierce County	JBLM	County Comp Plan (2019)	2015 JLUS RCW 36.70A.530	Partial	**Partial**
		Countywide Planning Policies (2018)	2015 JLUS RCW 36.70A.530	Partial	
City of Lakewood	JBLM	Comp Plan (2019)	2015 JLUS RCW 36.70A.530	Full	
		Municipal Code (2019)	2015 JLUS RCW 36.70A.530	Full	

4.1.3.3 Stakeholder Process Effectiveness Ratings

JBLM and SSMCP stakeholder ratings of compatibility planning process effectiveness are listed in Table 4.5 and depicted in Figure 4.3 using a polar chart to highlight differences.

Table 4.16. JBLM Individual Stakeholder Process Effectiveness Rating Summary

Rating Area	Effectiveness Category	Military Rating	Civilian Rating
Objective Attainment	Conservation & Encroachment Management	4.0	3.0
	Implementation of Recommendations	2.0	3.0
	Mutually Beneficial Agreements	3.0	4.0
Process Implementation	Protocol & Procedure Clarity	3.0	4.0
	Consistency with Protocol/Procedure	2.0	4.0
	Guidance Availability	3.0	4.0

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective

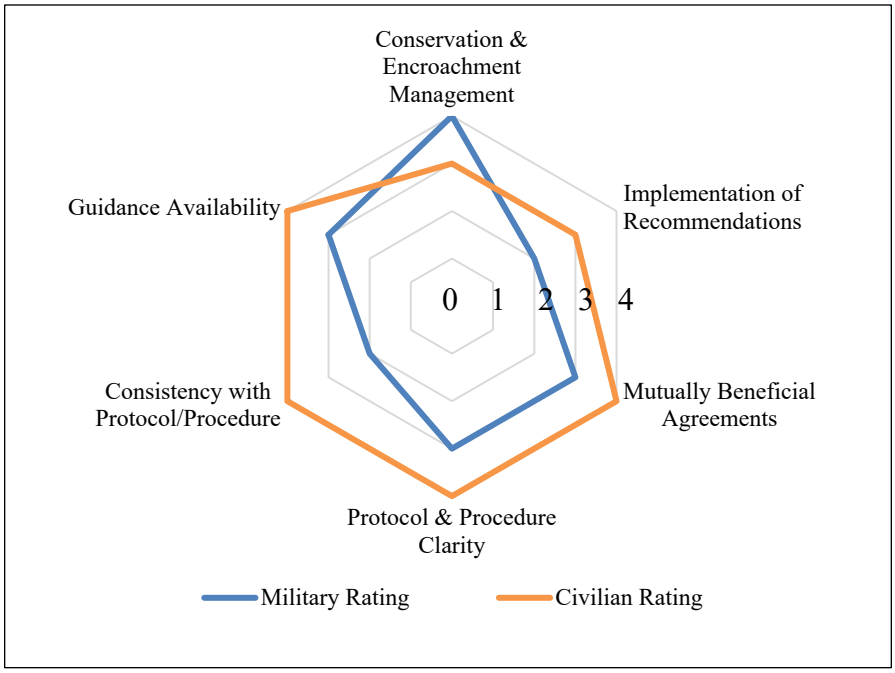

Figure 4.3. JBLM Process Effectiveness Rating Chart

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective

In combination, interview feedback from both JBLM and SSMCP stakeholders (3) indicates existing compatibility planning processes are generally effective, though differences in perception of effectiveness exist. These differences emerge most prominently in the areas of the adequacy of compatibility planning guidance and successful translation of compatibility recommendations into local government plans, policies, and regulations.

In the area of objective attainment, interview responses indicate SSMCP (1) views existing processes as "effective." In contrast, JBLM military stakeholders (2) see this area as ranging from "somewhat effective" to "very effective." Implementation of compatibility planning recommendations in plans, policies, and regulations received the lowest rating, and encroachment management and conservation planning received the highest marks in this case. The SSMCP implementation rating reflects experience with multiple partner jurisdictions choosing to implement JLUS compatibility recommendations in different ways and to varying extents based on “their perception of how it affects them.” The JBLM implementation rating

reflects the military stakeholder perspective that the base may provide input and feedback to inform compatibility recommendations but does not desire to “persuade or influence a jurisdiction as to how they would implement something that’s theirs.” Both stakeholder groups agree that SSMCP plays a significant role in effective encroachment management. JBLM stakeholder feedback indicates SSMCP “takes a very active role in working to limit encroachment.” SSMCP acknowledges successes in this area as well, and caveats that “it’s not that [jurisdictions] don’t have encroachment issues… but there are processes in place to deal with them.”

Compatibility planning process implementation was rated “very effective” overall by SSMCP, indicating existing guidelines and resources support compatibility planning partners throughout the process. JBLM partners view this area as "somewhat effective" to "effective," meaning that though process guidance exists, there is room for improvement in terms of clarity and consistency. Stakeholders interviewed for this study contend that although available process guidance “isn’t too prescriptive” and leaves jurisdictions “open to decide how they want to do things,” the infrequent recurrence of formal compatibility efforts results in guidance which is “not necessarily consistent.”

Table 4.6 provides a summary of combined stakeholder ratings produced using the Dedoose Code Weight Statistics Tool and highlights the average stakeholder rating of 2.92, considered “effective” for this study.

Table 4.17. JBLM Combined Stakeholder Process Effectiveness Rating Summary

Measure of Effectiveness	Count	Min	Max	Mean	Median	Range
Conservation/Encroachment Management Goals	6	3	4	2.50	3.50	1.00
Implementation of compatibility recommendations	7	2	3	3.50	2.50	1.00
Mutually beneficial agreements	5	3	4	3.50	3.50	1.00
Experience consistency with protocol/procedure	6	2	2	2.00	2.00	0.00
Guidance availability	5	3	3	3.00	3.00	0.00
Protocol/procedure clarity	5	3	3	3.00	3.00	0.00
Overall	**34**	**2**	**4**	**2.92**	**3.00**	**2.00**

Key: 0 = Ineffective 1 = Somewhat Ineffective 2 = Somewhat Effective 3 = Effective 4 = Very Effective

4.1.3.4 Efficacy Summary

Analysis outcomes presented in this study reveal that JBLM and surrounding communities have well-established processes in place for implementation of JLUS compatibility recommendations and engage in a robust formal partnership through SSMCP, which facilitates interjurisdictional coordination and compatibility planning. Stakeholder interview feedback supports these findings and indicates existing compatibility processes are generally effective, although opportunities for improvement in process guidance clarity and consistency as well as the implementation of compatibility recommendations. These factors combined result in an overall efficacy rating of "effective" for this study, as indicated in Table 4.7.

Table 4.18. JBLM Case Study Efficacy Summary

Compatibility Recommendation Implementation Status	Average Stakeholder Process Rating 0 = ineffective 1 = somewhat ineffective 2 = somewhat effective 3 = effective 4 = very effective	Overall Efficacy Rating
Partial	2.9	Effective

4.1.4 Compatibility Planning Best Practices

JBLM and SSMCP stakeholder interviews yielded several best practice recommendations related to compatibility planning processes and partnerships. Table 4.8 lists best practices by themes that represent groups of similar stakeholder responses and identifies the frequency with which each theme occurred in both JBLM and SSMCP stakeholder interviews.

Table 4.19. JBLM Stakeholder Best Practices: Frequency of Occurrence

Stakeholder Group	Clear Objectives, Capabilities & Limitations	Formalized Partnerships	Guidelines/Handbooks/Tools	Strong and Enduring Relationships	Transparent Information Exchange	Adequate Funding	Clear Guidance	Interagency Coordination	Oversight and Accountability	Proactive Planning
JBLM	1	1	2	1	2	0	2	1	0	1
SSMCP	0	5	0	2	1	1	0	1	2	2

Themes that occurred most frequently include formalized compatibility partnerships, development of strong and enduring relationships between military and civilian stakeholders, transparent information exchange, and proactive engagement in planning processes. The relative

frequency of each theme is depicted in Figure 4.4, with the largest font size in the code cloud representing the most frequently occurring theme.

Figure 4.4. JBLM Compatibility Planning Best Practices

For this study, best practices consist of themes representing recommendations from both JBLM and SSMCP stakeholders. These themes include:

Formalized compatibility partnerships

Interview respondents unanimously referenced the SSMCP as a best practice in compatibility planning. SSMCP represents 17 jurisdictions affected by land use decisions related to JBLM and coordinates interjurisdictional compatibility efforts between them. SSMCP also sponsors compatibility planning studies and advocates for state and federal funding and legislation supportive of compatibility initiatives. SSMCP was established in 2010 as a result of the *JBLM Growth Coordination Plan* recommendations and has endured as a compatibility planning forum funded in part by member dues. SSMCP sponsored the 2015 JLUS and continues to coordinate oversight of the implementation process. Further, SSMCP played a significant role in acquiring state and federal funding for compatibility initiatives such as the establishment of an airfield clear zone through land purchase and exchange. The partnership also helped develop recent state

legislation incentivizing compatibility projects adopted through 2019 Substitute Senate Bill 5748, which created a state account explicitly intended to fund compatibility projects (SSMCP, 2019).

SSMCP stakeholder interview responses (1) describe their organization as an "unbiased third party" that acts as a "conduit into military installations" for community planners and facilitates compatibility coordination by "bringing in all the key stakeholders" for a given compatibility effort. The SSMCP perspective that although "there is formal [compatibility] guidance out there, no action [is] taken until local communities come together to work issues" illustrates the need for this type of facilitated partnership. JBLM stakeholders view SSMCP as an executive-level partnership that is necessary to provide working-level planners "authority to go out and coordinate" to address compatibility issues. Stakeholders agree that the focus on compatibility and progress toward encroachment management and land use goals among JBLM and surrounding community stakeholders are directly related to the existence of a formalized partnership.

Strong and Enduring Relationships

JBLM and community representatives (2) indicate formal partnerships alone do not guarantee effective compatibility planning. They resoundingly contend that relationships between military and community compatibility partners form the core of compatibility efficacy. In an environment in which "military commanders change every couple of years," the SSMCP benefits from civilian member continuity at the technical and executive-level by "long-time people that have [the] institutional knowledge" needed to address compatibility issues effectively. Relationships fostered through this involvement provide a level of familiarity and commonality among stakeholders that promotes the ability to address potentially contentious compatibility issues.

Partner organizations with consistent contacts who meet regularly maintain continuity of information and shared experience that supports interjurisdictional coordination. Interview respondents identify strong and enduring relationships both locally and with external advocates as critical to effective coordination and best practices in compatibility planning.

Transparent Information Exchange

Interview responses from both JBLM and SSMCP stakeholders (3) identify the establishment of clear communication protocols between partners as imperative to compatibility planning success. JBLM stakeholders indicate "consistency of communication between partners involved" is key to the success of a planning partnership, and "transparency is always an important factor" when different organizational cultures collaborate. Restrictions on the release and distribution of information related to military installation operations and plans are common due to information security requirements, unlike civilian community planning information, which is required by law to be publicly accessible in most cases. To address this disparity in information availability, military and civilian stakeholders alike identify the need to communicate capabilities and limitations early in the development of planning partnerships, and to tailor information exchange accordingly. SSMP addresses transparency by "educating community members, community leaders, and legislators on the issues that are important to the military." This approach improves the effectiveness and efficiency of information exchange and allows stakeholders to convey planning needs and ideas within the constraints of their partnership.

Proactive Engagement in Compatibility Planning

Many JBLM compatibility efforts address current planning challenges introduced by past land use decisions. JBLM and community partners interviewed for this study (3) identified that a shift in focus from reactive mitigation to proactive identification of community and military land use

objectives, priorities, and potential conflicts is a best practice in compatibility planning. JBLM stakeholders (2) acknowledge that "engaged and interested communities" are best positioned to plan for the long-term. SSMCP feedback (1) references "early development of a narrative" made possible by proactive planning as a sound basis for the development of compatibility project scope and schedule, which ultimately saves cost. Through the SSMCP, JBLM and surrounding communities work in concert to develop plans, policies, and regulations intended to shape future land use to support both military operational objectives and community development goals. Interview respondents agree that plan, policy, and regulation updates consistent with JLUS medium and long-term recommendations, and development of compatibility planning tools such as military influence area overlays embody this proactive approach and contribute significantly to compatibility planning efficacy.

SSMCP and JBLM stakeholders independently identified the following additional best practices that warrant inclusion in this study.

Compatibility Process Oversight and Accountability (SSMCP)

Interview responses identified the potential eventual obsolescence of SSMCP planning efforts as a critical area of concern, and referenced implementation process oversight and accountability as a best practice to ensure compatibility plans remain relevant. The SSMCP established a JLUS implementation committee to oversee and support the implementation of near, mid, and long-term JLUS recommendations across partner jurisdictions. The committee operates on the premise that effective implementation necessitates "document[ing] actions" and ensuring accountability through "consistent representation from military and community partners." Since the committee's establishment, Pierce County and the City of Lakewood have implemented a

majority of the 2015 JLUS recommendations applicable to their respective jurisdictions, and the JLUS itself remains a foundational planning document for JBLM and surrounding communities.

Adequate Funding (SSMCP)

Funding is required to dedicate sufficient personnel and resources to conduct effective land use compatibility planning. One of SSMCP's primary goals is to identify available funding sources to support compatibility initiatives. To date, SSMCP has secured funding for compatibility projects through legislative advocacy and sponsorship of established compatibility planning processes, such as the 2015 JBLM JLUS. SSMCP advocated for and received federal funding for JLUS development and implementation and was instrumental in establishing an avenue for compatibility project funding through recent Washington State legislation, Substitute Senate Bill 5748. In addition to these funding sources, programs such as REPI encourage private investment in compatibility planning through land lease and transfer or purchase of development rights opportunities. SSMCP interview feedback that the ability to navigate and access these and other funding sources is key to compatibility planning process efficacy.

Clear Compatibility Planning Guidance and Effective Tools (JBLM)

JBLM stakeholders acknowledge the JLUS process is time and resource-intensive, and the ability to navigate it is key to process efficacy. JBLM interview responses indicate that locally applicable guidance and planning tools that augment those provided by the Department of Defense are critical to the ability of communities to engage in compatibility planning activities. JBLM representatives reference efforts by the Washington Department of Commerce to develop tools and guidelines which "provide a common framework for planning between entities" and "make sure that the military mission is protected and preserved" as best practices in compatibility planning.

4.1.5 Compatibility Planning Challenges

Stakeholder interview feedback also identified challenges to compatibility planning experienced by JBLM and surrounding community partners. Table 4.9 lists common challenges by themes that represent groups of similar stakeholder responses and displays the frequency with which each theme occurred in both JBLM and SSMCP stakeholder interviews.

Table 4.20. JBLM Stakeholder Challenges/Barriers: Frequency of Occurrence

Stakeholder Group	Apathy	Cultural Differences	Politics	Rebuilding Trust	Representation	Bureaucracy	Implementation	Information Availability	Process Clarity	Process Value	Resource Constraints
JBLM	0	3	0	1	1	1	0	3	0	1	2
SSMCP	1	0	0	0	1	0	1	0	0	2	0

Critical challenges highlighted by both JBLM and SSMCP stakeholders (3) include the apparent value of involvement in compatibility planning processes and difficulty ensuring equitable representation of compatibility planning stakeholders. Figure 4.5 depicts the relative frequency of each theme. The largest font size in the code cloud is associated with the most frequently occurring theme.

Figure 4.5. JBLM Compatibility Planning Common Challenges

For this study, common challenges consist of themes representing challenges identified by both JBLM and SSMCP stakeholders. These themes are detailed below.

Process Value

JBLM and SSMCP representatives (3) indicate the benefit of involvement in compatibility planning partnerships and processes is not clear to all stakeholders. Engagement in compatibility planning is time and resource-intensive and can be difficult for stakeholders to justify if outcomes do not substantially affect them. SSMCP feedback (1) acknowledges that for many communities, compatibility plans "sit on the shelf and collect dust." JBLM stakeholders (2) add that military and civilian planning partners alike are often consumed by "the more urgent things that are happening next door" and "it's easier to set aside things that are farther away," such as long-term compatibility plans. Concern that the benefit of involvement in compatibility planning may not outweigh the costs challenges the willingness of all necessary partners to engage fully. In turn, without full engagement of all stakeholders, compatibility planning processes risk diminishing effectiveness.

Stakeholder Representation

SSMCP coordinates compatibility planning efforts with JBLM and over 17 surrounding jurisdictions. Often, SSMCP dedicates substantial resources to major planning efforts affecting only a small number of partners involved. SSMCP feedback (1) acknowledges that "the issues [they] work on don't always affect every jurisdiction" and occasionally partner jurisdictions "don't feel like they are a priority." The organization views this as a challenge to effective compatibility planning, which compounds when marginalized planning partners "don't know who to talk to" to gain representation.

As the SSMCP is mostly financially supported by member contributions, the expectation of equitable representation in compatibility planning initiatives is reasonable. SSMCP prioritizes broad compatibility efforts, including the advancement of state legislation supportive of compatibility project funding, development of regional planning tools, and research into military sector economic impact to inform stakeholders across the spectrum. However, the organization also dedicates resources to several high-visibility initiatives focused on specific jurisdictions as well, such as the North Clear Zone land transfer initiative in the City of Lakewood intended to clear development from an airfield accident potential zone. Due to the specific nature of many compatibility issues, the realization of stakeholder expectations proves particularly challenging for compatibility partnerships such as SSMCP when working with military installations with as large of a regional influence as JBLM.

Additional challenges identified as significant by JBLM representatives include:

Cultural Differences and Information Availability

The ability for partners to collaborate and collectively leverage resources and information toward a common goal is a crucial element of successful planning partnerships. However, JBLM stakeholder feedback (2) indicates differences in organizational culture, different information management processes, and varying authorities related to plan and policy generation and approval often challenge collaboration. Military installation development plans, for example, are usually designated as “For Official Use Only” meaning only certain elements are publicly accessible only after review and authorization from military information security personnel. JBLM representatives note that the process of providing redacted versions of these documents “in a format that a non-military planner can digest and use” often proves challenging and does not always meet the needs of community planning partners.

Approval of plan and policy recommendations typically requires administrative and operational review by staff who are focused on mission assurance and may not have interest or experience in community engagement and compatibility planning. JBLM representatives (2) acknowledge that delays in community plan reviews occur, often due to low prioritization resulting from "inward-focus" on addressing mission requirements of the base. In many cases, non-mission related submittals "have to work through [multiple] levels to get to the person who needs to comment." In comparison, local government planning processes are required by statute to remain open and transparent with multiple opportunities for public participation, and adoption of plans and policies typically occurs through a process implemented by public officials representing the interests of their communities. Interview feedback identifies these cultural and procedural differences as challenges to both partnership and process effectiveness, and as focus areas for partners working to address compatibility planning issues surrounding JBLM.

Resource Constraints

JBLM representatives (2) report experiencing limitations to the attainment of compatibility planning objectives at the local level due to personnel and funding constraints. SSMCP established an implementation committee comprised of member jurisdiction representatives to maintain oversight and accountability for implementation of 2015 JLUS recommendations. JLUS implementation oversight is funded through a federal grant, allowing SSMCP to dedicate the necessary resources to sustain the committee. This level of dedicated implementation support is not available for all compatibility issues, resulting in reliance on JBLM and local community action to implement localized compatibility initiatives without external oversight and accountability. Federal grants do not directly fund JBLM and municipal governments, and in many cases, these organizations have limited planning resources assigned to internal priorities.

Stakeholder feedback indicates that inconsistent and, at times, the unpredictable workload associated with compatibility planning limits the ability to dedicate staff and funding because "when resources are tight, there's not always time to look at [non-urgent compatibility plans]." SSMCP provides an avenue for consistent regional engagement in compatibility planning in the case of JBLM. However, resource limitations coupled with the need for partners to balance long-term compatibility planning efforts with prioritized near-term planning actions challenge the consistency of local community stakeholder engagement and planning process effectiveness.

4.1.6 **Case Study Summary**

Research outcomes presented in this chapter indicate that JBLM, Pierce County, and the City of Lakewood engage in generally effective land use compatibility planning facilitated by the South Sound Military and Communities Partnership (SSMCP). Best practices identified by JBLM and SSMCP stakeholders include the establishment of formalized compatibility planning partnerships to facilitate interjurisdictional planning efforts, and the development of strong and enduring relationships between compatibility partners to streamline information exchange and overcome barriers to the planning process. Challenges include uncertainty regarding process value and inequitable stakeholder representation. Particularly in cases where compatibility issues affect stakeholder groups disproportionally. Table 4.10 provides a summary of these outcomes.

Table 4.21. JBLM Case Study Summary

Compatibility Recommendation Implementation	Compatibility Planning Process Effectiveness Rating	Overall Compatibility Planning Process Efficacy
Partial	**Effective**	**Effective**

Best Practices	Common Challenges
• Establishment of **formalized compatibility planning partnerships** • Development of **strong and enduring relationships** between compatibility partners	• Uncertainty regarding compatibility planning **process value** • Unequitable s**takeholder representation**

4.2 NAVAL BASE KITSAP

Naval Base Kitsap supports nearly 70 military commands and encompasses more than 10,000 acres across geographically dispersed installations within Kitsap County (U.S. Navy, 2019). This study references two primary areas of Naval Base Kitsap, the Bremerton Shipyard and Bangor Submarine Base. The Bremerton Naval Shipyard was established in 1891 to strategically locate dry-dock and repair facilities for U.S. Navy ships along the west coast. At the time of establishment, the installation was well received by European settlers in the Pacific Northwest due to potential as the basis for a thriving local community and economy (McClary, 2011). Bangor Submarine Base was initially established in 1944 as an extension of the Navy's footprint in the Pacific Northwest established by the Bremerton Shipyard WWII ammunition depot. Since that time, the installation mission has transformed multiple times including designation as a Polaris Missile Facility in 1963, activation as Naval Submarine Base Bangor in support of the TRIDENT class

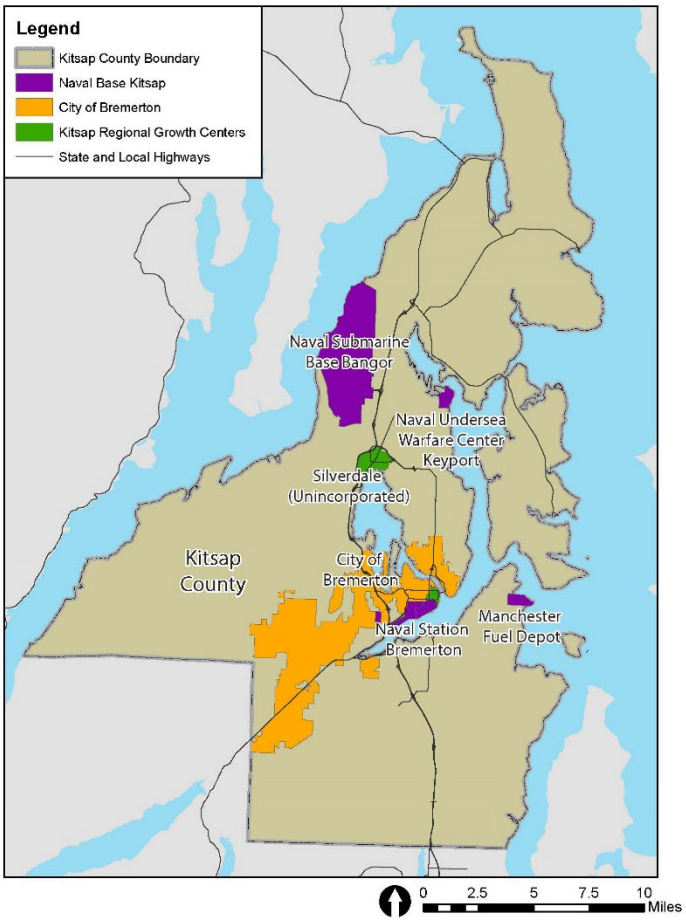

Figure 4.6. Naval Base Kitsap and Kitsap County

Source Data: Washington Geospatial Open Data Portal

submarine in 1977, and ultimately renamed to Naval Base Kitsap – Bangor as a result of regional installation consolidation in 2004 (Casserly, 2011).

4.2.1 Case Study Background

Naval Base Kitsap (NBK) partners with many county and municipal jurisdictions as well as the Suquamish Tribe to address compatibility initiatives. This report focuses on compatibility planning efforts surrounding a 2015 Joint Land Use Study (JLUS) led by Kitsap County, the City of Bremerton, and NBK. The City of Bremerton is located directly adjacent to the NBK Bremerton Naval Shipyard and is home to approximately 41,000 of Kitsap County's 270,000 residents and (U.S. Census, 2018). NBK accounts for over 25% of non-farm employment countywide and is the primary driver behind Bremerton's designation as a regional growth center (Kitsap Economic Development Alliance, 2018; PSRC 2019). Though there are no formal compatibility partnerships in place between NBK, Bremerton, and Kitsap County, all three jurisdictions are vested in compatibility planning initiatives surrounding the 2015 JLUS as well as ongoing efforts supporting conservation and encroachment management initiatives. Regional compatibility recommendations and goals developed as a function of the 2015 NBK JLUS, their implementation through updates to county and local plans, policies, and regulations, and regional perspectives gained through interviews with compatibility partners are the focus of this case study.

4.2.2 Compatibility Data Inventory

The 2015 Naval Base Kitsap and Naval Magazine Indian Island Joint Land Use Study (NBK JLUS) is the primary source of compatibility planning recommendations evaluated in this case study. Documents reviewed in this study to determine the status of JLUS implementation include

current revisions of Kitsap County and City of Bremerton Comprehensive Plans, Kitsap County Countywide Planning Policies, and the City of Bremerton Municipal Code. Navy Region Northwest, Kitsap County, and City of Bremerton stakeholder responses to interview questions provide insight into local planning partner perspectives on compatibility planning process effectiveness, best practices, and challenges. Collectively these plans, policies, regulations, and interview responses constitute the data analyzed in this study to determine compatibility planning efficacy in the case of NBK and surrounding communities. Table 4.11 presents a summary of these data sources.

Table 4.22. NBK Compatibility Planning Analysis Data Inventory

Data Type	Data Source	Lead Agency	Data Date
Compatibility Planning Recommendations	Naval Base Kitsap and Naval Magazine Indian Island Joint land Use Study (JLUS)	Kitsap County	September 2015
County Compatibility Planning Considerations	Kitsap County Comprehensive Plan	Kitsap County	June 2016
County Compatibility Planning Considerations	Kitsap County Countywide Planning Policies	Kitsap Regional Coordinating Council	May 2015
Municipal Compatibility Planning Considerations	City of Bremerton Comprehensive Plan	City of Bremerton	May 2016
Municipal Compatibility Planning Considerations	City of Bremerton Municipal Code	City of Bremerton	November 2019
Encroachment Management and Conservation Program Implementation	Readiness and Environmental Protection Integration (REPI) Annual Report to Congress	United States Department of Defense	February 2019

4.2.3 Compatibility Planning Process Efficacy

Kitsap County and City of Bremerton plans, policies, and regulations identify the implementation status of NBK JLUS compatibility recommendations. Interview responses from Navy Region Northwest and Kitsap County representatives provide additional perspective on compatibility planning process and partnership effectiveness specific to NBK and surrounding communities. In this study, JLUS implementation status and stakeholder ratings detailed in this section form the basis for the determination of compatibility planning process efficacy for NBK military and community partners.

4.2.3.1 Compatibility Recommendations

Phase one of the NBK JLUS process yielded 35 specific compatibility recommendations across six procedural contexts. At the time of JLUS adoption, stakeholders identified 19 of the 35 recommendations as priority implementation tasks and deferred addressing the remaining 16 to phase two of the JLUS process, formal implementation. Table 4.12 lists the 19 priority implementation tasks organized by procedural context. NBK JLUS partners have yet to move forward with phase two and pursuit of the remaining 16 compatibility recommendations; therefore, they are not considered in this analysis.

Table 4.23. NBK JLUS Compatibility Recommendations

Procedural Context	Priority Implementation Tasks
Community Outreach by the Navy	1. Enhance community update efforts to elected officials & other stakeholders and ensure widespread distribution of the annual "State of the Station" address to the community. 2. Increase community awareness of the nature and importance of the Navy's mission in the region and globally.
Conservation Programs for Protecting Land Use Compatibility	3. Coordinate local and statewide efforts related to climate change and sea level rise initiatives and to share data as it becomes available. 4. Continue to pursue lease and purchase of development rights, particularly in areas offering mutual benefit to both the Navy mission and other conservation and environmental efforts. 5. Continue to pursue land conservation through the Readiness and Environmental Protection Integration (REPI) program, including shared mapping of prioritized lands.
Strategic Coordination Among Stakeholders	6. Create a Military Planning and Coordination Committee to handle military planning matters within designated Military Planning Coordination Areas and to hold Community Workshops at least once every five years. 7. Develop a Memorandum of Understanding (MOU) to facilitate ongoing coordination efforts between the Navy, the local jurisdictions, tribes, and other key stakeholders, which would be overseen by the Military Planning and Coordination Committee. 8. Coordinate with the Navy at the concept and inception stages for any infrastructure that may induce incompatible growth in the vicinity of naval operations and/or Navy properties. 9. Develop MOUs to formalize coordination efforts between the tribes, local governments, SHPO, and DAHP with respect to treaty-protected natural resources.
Regional Land Use Planning	10. Indicate military freight routes in regional transportation plans and conduct a design study for a potential new freight route to be used for the Manchester Fuel Depot. 11. Coordinate military planning efforts with the State of Washington Military Alliance.
Local Government Comprehensive Planning	12. Update local government comprehensive plans to reflect Joint Land Use Study efforts and recommendations. 13. Prepare a transportation and parking plan for the areas of Bremerton and other surrounding jurisdictions impacted by traffic associated with Naval Base Kitsap. 14. Consider comprehensive plan policies to address recreational boating impacts on Navy training operations and to provide improved boating opportunities outside of military operational areas.
Land Use and Development	15. Evaluate opportunities to ensure compliance with statutory notice requirements related to comprehensive plan and land development regulation amendments near Naval installations. 16. Consider whether to extend notice to the Navy for development permits and rezonings, beyond statutory requirements. 17. Collaborate to identify potential projects of concern for military operations, to streamline the review process for these projects, and to ensure efficiency in the review process. 18. Consider military freight route overlays in local land development regulations. 19. Consider whether to incorporate coordination and land use overlay zones into local government land development regulations.

4.2.3.2 Compatibility Recommendation Implementation Status

Despite the absence of a formal committee to oversee phase two of the JLUS process, comprehensive plan, policy, and municipal code updates since JLUS adoption reflect many of the study recommendations. Kitsap County adopted comprehensive plan updates in 2016, which directly address JLUS recommendations related to improved coordination, land use, economic development, and transportation. A series of updates between 2016 and 2018 to the City of Bremerton's comprehensive plan include extensive references to JLUS recommendations and as well as land use, economic development, and transportation policy supportive of compatibility planning.

In addition to plan and policy development, NBK and surrounding communities engage in encroachment management and conservation partnerships through the DOD REPI program. The 2019 REPI Annual Report to Congress indicates program involvement has proven beneficial for NBK, Washington State, and local agency interests in protecting habitat and preserving the Navy's mission in Dabob Bay and the Hood Canal (Department of Defense, 2019). As of 2019, Naval Base Kitsap and surrounding community partners completed 121 real property transactions dedicating 12,867 acres of land to encroachment management and conservation at a total cost of $39.3 million (Department of Defense, 2019).

Table 4.13 lists the specific elements of Kitsap County and City of Bremerton plans, policies, and regulations that address JLUS recommendations and Washington State compatibility requirements. In the table, "Compatibility Considerations" consist of plan, policy, and regulatory provisions that address compatibility, and "Compatibility Objectives" are the compatibility requirements and recommendations addressed by each consideration.

Table 4.24. NBK Compatibility Recommendation Implementation

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Land Use Policy 42. Review and consider the Joint Land Use Study recommendations, as recommended by the Joint Land Use Study Implementation Committee.	JLUS	JLUS Priority - Local Government Comprehensive Planning 12 - Update Local Government Comprehensive Plans
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Land Use Policy 43. Participate in the Joint Land Use Study Implementation Committee.	JLUS	JLUS Priority - Local Government Comprehensive Planning 12 - Update Local Government Comprehensive Plans
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Land Use Policy 44: Discourage the siting of incompatible uses near military bases that would affect the installations' abilities for military readiness and proposed future expansion	JLUS RCW 36.70A.530	RCW - Land use development incompatible with military installation not allowed—Revision of comprehensive plans and development regulations.
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Land Use Policy 45. Establish a list of recognized military "centers".	JLUS	JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations 19 - Coordination and Land Use Overlay Zones
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Land Use Policy 46. Recognize and consider the Manchester Fuel Depot freight route when new development and traffic improvements are proposed.	JLUS	JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan JLUS Priority – Regional Land Use Strategies 10 - Freight Routes Used by the Navy JLUS Priority - Land Use and Development 18 - Consider special land use zoning or permitting around freight routes
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Chapter 1 - Land Use: Land Use Strategy 3 - Recognize Diversity in Land Uses Partnerships: Meet annually with Naval Base Kitsap to implement the Joint Land Use Study (JLUS) findings. Projects and Programs: Partner with the U.S. Department of Defense to recognize diverse land use opportunities within Kitsap County and to ensure compatible uses in the vicinity of local military installation.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 6 - Military Planning and Coordination Committee 8 - Growth-Inducing Infrastructure JLUS Priority - Land Use and Development 17 - Collaborate to Identify Potential Projects of Concern
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Chapter 2 - Economic Development In terms of comprehensive planning to retain, expand and strengthen Kitsap's economic future, it is imperative that our community continue to provide strong support of Naval Base Kitsap and its diverse missions. To do so, we must continue to advance our strengths (and mitigate any weaknesses) in delivering top flight education and workforce training programs critical to developing and attracting the human capital essential to competing in the 21st Century's knowledge-based economy.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 8 - Growth-Inducing Infrastructure
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Chapter 5 - Transportation Transportation Policy 8. Preserve the county's existing aviation facilities such that they are able to retain and augment their role in the regional, national and international transportation system. Cooperate with entities within the county to establish an air transportation system appropriate to serve the residents, businesses and military activity within the community.	JLUS	JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan

Table 4.13. NBK Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
Kitsap County	NB Kitsap	Kitsap County Comprehensive Plan	2016	Chapter 8 - Subarea Plans Silverdale Goal 4. Achieve diversification of Silverdale's economic base, particularly through expansion of businesses and higher educational opportunities. Silverdale Policy 13. Identify and encourage business opportunities that may benefit from the geographic proximity of existing military facilities.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 8 - Growth-Inducing Infrastructure
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 1. Meaningful and substantial opportunities for early and continuous federal government participation shall be incorporated into regional and local planning activities.	JLUS RCW 36.70A.530	JLUS Priority - Local Government Comprehensive Planning 12 - Update Local Government Comprehensive Plans
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 2. It is recognized that constitutional and statutory provisions may constrain federal government agencies from entering into local agreements and processes. However, when possible, the County, the Cities, and federal governments should establish intergovernmental cooperative agreements promoting coordination and involvement in activities that are of mutual interest.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 7 - Memorandum of Understanding
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 3. Federal agencies and county and local governments are encouraged to coordinate plans among and between governments and agencies to make plans as consistent and compatible as possible for properties over which they have authority or activities they authorize, and the adjacent areas affected.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 6 - Military Planning and Coordination Committee and Community Workshops JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 4. Federal government agencies are encouraged to participate in City, County, and joint comprehensive planning and development activities that may affect them, including the establishment and revision of urban growth areas encompassing, adjacent to or within federally-owned lands; distribution of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural and/or cultural resources of interest.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 6 - Military Planning and Coordination Committee and Community Workshops 8 - Growth-Inducing Infrastructure 9 - Tribal cultural resource coordination

Table 4.13. NBK Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 5. The following policies relate to promoting coordination among the Cities, County, and the federal government including the Navy: a. All jurisdictions should promote planning that considers the impact of new growth to avoid the potential for encroachment on military readiness activities as described below when developing zoning ordinances or designating land uses affecting military facilities. Each jurisdiction and the Navy should coordinate to identify the types of development and areas of interest to the Navy, method of notice, and opportunities for comment. b. "Military readiness activities" mean all of the following: i. Training, support, and operations that prepare the men and women of the military and Naval ships and submarines for combat. ii. Operation, maintenance, and security of any military installation. iii. Testing of military equipment, vehicles, weapons, and sensors for proper operation or suitability for combat use. c. “Impacts” include but are not limited to: i. Aircraft, boat, and rail traffic. ii. Incompatible adjacent land uses. d. Through the Kitsap Regional Coordinating Council, jurisdictions should monitor issues that arise in implementing these policies and should identify areas for improved coordination.	JLUS RCW 36.70A.530	JLUS Priority - Land Use and Development 8 - Statutory Notice Area: Comprehensive Plan and Development Regulations Collaborate to Identify Potential Projects of Concern JLUS Priority - Strategic Coordination among Stakeholders 17 - Military Planning and Coordination Committee and Community Workshops 7 - Memorandum of Understanding 8 - Growth-Inducing Infrastructure 9 - Tribal Cultural Resources JLUS Priority - Regional Land Use Planning 10 - Freight Routes Used by the Navy RCW - Land use development incompatible with military installation not allowed
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 6. All County, City, and federal governmental agencies shall be included in the normal public notice and comment procedures of other agencies and kept informed of matters of interest to them. (RCW 36.70A.530)	JLUS RCW 36.70A.530	JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations
Kitsap County	NB Kitsap	Countywide Planning Policies	2015	Element M. Coordination with Federal Government including Navy: Policies for Coordination with Federal Government (CF) 7. The County, the Cities, and federal governmental agencies are encouraged to keep one another informed of matters of local and regional interest by mutually agreeable means and schedule.	JLUS	JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations 17 - Collaborate to Identify Potential Projects of Concern
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Land Use Goal LU1. Plan for Bremerton’s population and employment growth. LU1(C): Coordinate with Naval Base Kitsap to minimize conflicts between development and naval operations, and consider the Kitsap County Joint Land Use Study, 2015.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 8 - Growth-Inducing Infrastructure JLUS Priority - Local Government Comprehensive Planning 12 - Update Local Government Comprehensive Plans JLUS Priority - Land Use and Development 17 - Collaborate to Identify Potential Projects of Concern

Table 4.13. NBK Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Puget Sound Industrial Center – Bremerton Specific Policies LU1-PSIC(B): The City recognizes the important links between the PSIC-B and the Naval Base Kitsap Bremerton/Puget Sound Naval Shipyard & Intermediate Maintenance Facility and supports further improvement to the Gorst Corridor and associated roads for more efficient, reliable, and safer movement and access for freight and the public.	JLUS	JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations 10 - Freight Routes Used by the Navy 19 - Coordination and Land Use Overlay Zones JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan JLUS Priority - Regional Land Use Planning 10 - Freight Routes Used by the Navy
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Housing Accounting for the unique needs of the military population associated with the Puget Sound Naval Shipyard is also an important factor. Bremerton has a higher than average number of rental properties, high turnover rates, and lower household size than other neighboring cities. These rates are often associated with a more transient population typically found in cities with high military populations. Ensuring adequate housing options for the military is critical for the City's growth.	JLUS	JLUS Priority - Local Government Comprehensive Planning 12 - Update Local Government Comprehensive Plans
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Economic Development Goal ED4. Recognize the relationship between transportation and economic development by working collaboratively with other governmental agencies to improve multi-modal transportation options and routes. ED4(D): Coordinate with the Naval Base Kitsap and the Washington State Ferry Service to work towards reducing parking demands and traffic influxes from commuter and shipyard workers on City streets. Continue to limit surface parking as it does not promote economic development of the City. The Puget Sound Naval Shipyard has long been the City's principal economic base despite its federal exemption from paying local taxes and property assessments. Approximately 48 percent of jobs in the City of Bremerton in 2013 were government employment (public sector). Shipyard activities strongly affect the City's population demographics and land use development. Commercial activities are often strategically located near PSNS access points, including automobile-oriented business on the edges of Charleston, near the shipyard's main gate on Naval Avenue.	JLUS	JLUS Priority - Strategic Coordination among Stakeholders 8 - Growth-Inducing Infrastructure JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Downtown Subarea Plan - 5.8 Parking Management Strategies: Explore creation of a second large centralized parking structure in downtown. Site garage in location to satisfy parking needs for both leisure and employee parking.		JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Downtown Subarea Plan - 5.8 Parking Management Strategies: Work with major employers to create an expanded and improved Transportation Demand Management (TDM) program. Implement employee parking cash-out options. Every major employer in downtown should have a documented TDM program.		JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan

Table 4.13. NBK Compatibility Recommendation Implementation (continued)

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration	Compatibility Objective Source	Compatibility Objective
City of Bremerton	NB Kitsap	Comprehensive Plan	2016	Transportation: TR1(H): Inventory and assess parking capacity needs in the Downtown area. · Work with the Naval Base Kitsap, Washington State Ferries, the City of Bremerton, and other major employers in the Downtown Core to address parking demands and their impacts on urban development. · Encourage major employers to address and plan for increased parking demands. Encourage efforts to address increased parking demands through parking structures, transportation facilities, and other multi-modal solutions rather than promoting or expanding surface parking. · Acknowledge the negative impacts surface parking has on urban renewal, economic growth, and the environment, and avoid increased surface parking. Regional Coordination TR5(H): Work with Washington State Ferries and Naval Base Kitsap to coordinate schedules to reduce congestion from worker releases and the releasing of ferry commuters. TR5(K): Reduce auto dependency, especially drive-alone trips, by employing and promoting the application of programs enhance mobility and assist in achievement of the land use vision. This includes: · Develop Travel Demand Management (TDM) strategies to minimize the need for additional transportation infrastructure and expenditures. · Continue to coordinate with local employers, including the Naval Base Kitsap, to implement commute trip reduction plans and programs and stagger release where feasible. Regional Coordination: The City coordinated this Transportation Element with other agencies and government bodies that have an interest in or influence on transportation in Bremerton. These groups include NB Kitsap.	JLUS	JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan
City of Bremerton	NB Kitsap	Comprehensive Plan	2017	Ordinance No. 5338 amends the Downtown Regional Center Land Use section (LU-11/17/29) to demonstrate integral relationship with NBK.	JLUS	JLUS Priority - Land Use and Development 15 - Statutory Notice Area: Comprehensive Plan and Development Regulations 17 - Collaborate to Identify Potential Projects of Concern 19 - Coordination and Land Use Overlay Zones
City of Bremerton	NB Kitsap	Municipal Code	2019	Chapter 10.20. 050 Commute Trip Reduction: The City of Bremerton's goals for reductions in the proportions of drive alone commute trips and vehicle miles traveled per employee by affected employers in the City of Bremerton's jurisdiction, major employment installations, and other areas designated by the City of Bremerton are hereby established by the City of Bremerton's CTR plan incorporated by BMC 10.20.040. These goals establish the desired level of performance for the CTR program in its entirety in the City of Bremerton.		JLUS Priority - Local Government Comprehensive Planning 13 - Transportation and Parking Plan

Kitsap County and City of Bremerton plans, policies, and regulations collectively address 11 of the 19 priority implementation tasks. NBK and Kitsap County involvement in the REPI program addresses two additional tasks within the procedural context of "conservation programs for protecting land use compatibility (Table 4.12, Tasks 4 and 5). In 2018 Navy Region Northwest published a series of public information and compatibility planning resources entitled "Navy Region Northwest: Partners for a Compatible Future" which address the two priority implementation tasks listed within the "community outreach by the Navy" procedural context (CNIC, 2018). Collectively these documents, actions, and resources address 15 of the 19 JLUS priority implementation tasks. Tasks not directly addressed in materials reviewed for this study include; coordination of local and statewide efforts related to climate change and sea level rise initiatives (Table 4.12, Task 3); coordination of military planning efforts with the State of Washington Military Alliance (Table 4.12, Task 11); consideration of comprehensive plan policies to address recreational boating impacts on Navy training operations and provision of improved boating opportunities outside of military operational areas (Table 4.12, Task 14); and consideration of whether to extend notice to the Navy for development permits and rezonings beyond statutory requirements (Table 4.12, Task 16).

The extent to which Kitsap County and the city of Bremerton address NBK JLUS priority implementation tasks varies from general inclusion in planning goals to specific and actionable policies and regulations. Despite this variation in the level of implementation, the fact JLUS recommendations are acknowledged and incorporated in planning guidance and documents indicates they are considered a priority by NBK military and surrounding community compatibility partners. For this study, the NBK compatibility recommendation implementation status of "partial" reflects the extent to which current plans, policies, regulations, and ongoing

conservation and outreach initiatives address JLUS recommendations. Table 4.14 summarizes the compatibility recommendation implementation status for each document analyzed in this case study and presents the combined average implementation status rating of "partial."

Table 4.25. NBK Compatibility Recommendation Implementation Summary

Jurisdiction	Military Installation	Document Title (Year)	Compatibility Recommendation Source	Document Implementation Status	Case Study Implementation Status
Kitsap County	NBK	County Comp Plan (2016)	2015 JLUS RCW 36.70A.530	Partial	**Partial**
		Countywide Planning Policies (2015)	2015 JLUS RCW 36.70A.530	Partial	
City of Bremerton	NBK	Comp Plan (2016)	2015 JLUS RCW 36.70A.530	Partial	
		Municipal Code (2019)	2015 JLUS RCW 36.70A.530	Partial	

4.2.3.3 Stakeholder Process Effectiveness Ratings

Navy Region Northwest, Kitsap County, and City of Bremerton stakeholder (5) ratings of compatibility planning process effectiveness are listed in Table 4.15 and depicted in Figure 4.7 using a polar chart to highlight differences.

Table 4.26. NBK Individual Stakeholder Process Effectiveness Rating Summary

Rating Area	Effectiveness Category	Military Rating	Civilian Rating
Objective Attainment	Conservation & Encroachment Management	3.0	N/A
	Implementation of Recommendations	3.0	2.5
	Mutually Beneficial Agreements	3.0	2.5
Process Implementation	Protocol & Procedure Clarity	2.5	2.5
	Consistency with Protocol/Procedure	2.5	3.0
	Guidance Availability	3.5	4.0

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective

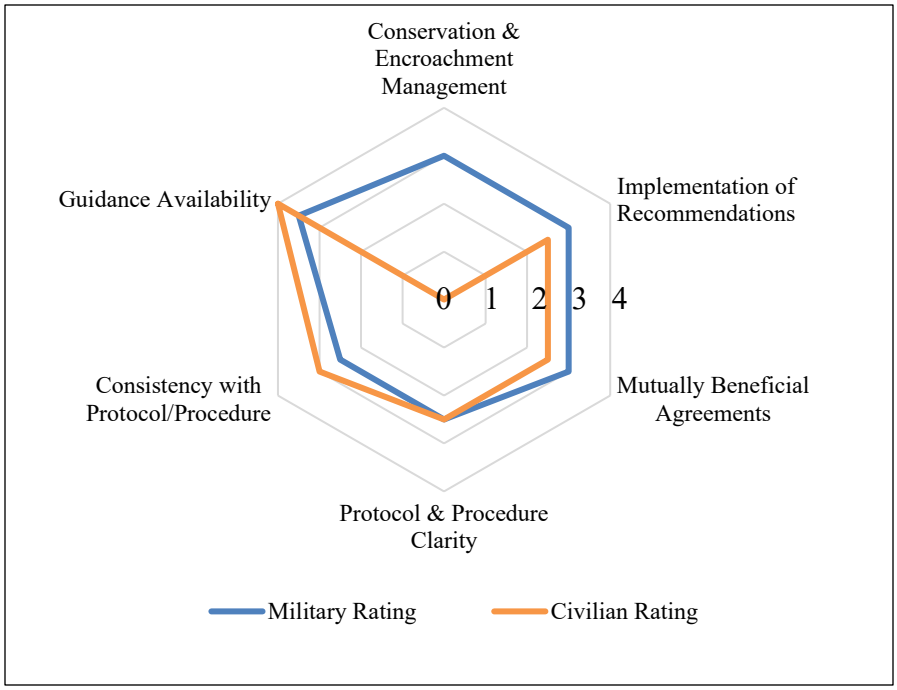

Figure 4.7. NBK Process Effectiveness Rating Chart

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective (N/A)

Navy Region Northwest, Kitsap County, and City of Bremerton interview respondents (5) rated existing compatibility processes as "effective" overall. Though perspectives on most effectiveness categories vary, military and civilian stakeholder ratings ultimately proved similar. The exception to this trend is the conservation and encroachment management effectiveness category, which civilian interview participants elected not to rate citing lack of firsthand experience with existing REPI program initiatives.

In the area of objective attainment, Objective attainment categories receiving the lowest combined ratings include implementation of recommendations and establishment of mutually beneficial agreements. Interview participants with JLUS experience (4) agree that "many of the identified strategies were incorporated into local Comprehensive Plans as policies or changes made to internal processes." However, civilian participants (2) assigned a lower implementation rating than that assigned by Navy representatives (2) as the result of stalled coordination among JLUS partners after plan adoption due to "concern about the commitment levels and funding for

staff." The City of Bremerton and NBK maintain emergency mutual aid and utility service agreements, which city stakeholders (2) view as "somewhat effective" due to "challenging negotiation processes… and conflicting goals" associated with service rate establishment, and unmitigated impacts of military installation growth on city infrastructure. Despite these challenges, all interview participants (5) contend military and civilian partners maintain a "positive, solution-oriented" relationship and meet regularly to discuss and address issues of mutual interest.

Ratings in the area of process implementation reflect varying stakeholder sentiment. Interview participants generally rated the availability of compatibility planning guidance and consistency of stakeholder experience with protocols and procedures as "effective" or higher. All stakeholders with JLUS experience (4) agree that federal guidance and support is "very thorough regarding the process, limitations, and deadlines." Ratings related to stakeholder experience with protocol and procedures demonstrated less consistency. Military representatives (2) rated this area lower than civilian counterparts, citing inconsistencies in the approach to compatibility planning between jurisdictions within the region and identifying that in many cases though planning partners "meet the intent, the letter [of the guidance] doesn't line up." Civilian participants (2) rated this area as "effective," acknowledging that although existing guidance doesn't have "all the answers," their JLUS experience provided opportunities to "hear what the issues are and go forward with trying to get [them] resolved," consistent with the intent of the process. In terms of clarity of protocol and procedures, some military and civilian interview participants (2) viewed formal JLUS process guidance as clear and generally effective while others (2) contend some aspects of existing guidance are "stale" and "not as clear as [they] could be." One stakeholder mentioned that JLUS protocols and procedures are inherently unclear due

to infrequent use and that for planners without previous JLUS experience, the process is "like baptism by fire."

Table 4.16 provides a summary of combined stakeholder ratings produced using the Dedoose Code Weight Statistics Tool, and highlights the average stakeholder rating of 2.79, considered "effective" for this study.

Table 4.27. NBK Combined Stakeholder Process Effectiveness Rating Summary

Measure of Effectiveness	Count	Min	Max	Mean	Median	Range
Conservation/Encroachment Management Goals	6	2	3	2.66	3.00	1.00
Implementation of compatibility recommendations	8	2	3	2.60	3.00	1.00
Mutually beneficial agreements	7	2	3	2.75	3.00	1.00
Experience consistency with protocol/procedure	7	2	3	2.75	3.00	1.00
Guidance availability	6	3	4	3.50	3.50	1.00
Protocol/procedure clarity	6	2	3	2.50	2.50	1.00
Overall	**40**	**2**	**4**	**2.79**	**3.00**	**2.00**

Key: 0 = Ineffective 1 = Somewhat Ineffective 2 = Somewhat Effective 3 = Effective 4 = Very Effective

4.2.3.4 Efficacy Summary

Analysis outcomes presented in this study indicate that NBK and surrounding communities coordinated closely within the structure of a formal partnership to develop and adopt JLUS recommendations and have since transitioned to less formal jurisdiction-specific coordination in support of implementation. Despite the decision to defer the formal implementation of the JLUS process, NBK public outreach efforts and current Kitsap County and City of Bremerton plans, policies, and regulations incorporate many of the JLUS recommendations and demonstrate a commitment to compatibility planning by military and civilian stakeholders alike. Stakeholder interview feedback supports these findings and indicates that though challenges to compatibility

process implementation and objective attainment are plentiful, existing processes are generally effective. These factors combined result in an overall efficacy rating of "effective" for this study and indicate an environment conducive to compatibility planning that leverages but does not optimize formal processes. Table 4.17 presents the overall JLUS implementation status, average stakeholder process rating, and overall efficacy rating for this case study.

Table 4.28. NBK Case Study Efficacy Summary

Compatibility Recommendation Implementation Status	**Average Stakeholder Process Rating** 0 = ineffective 1 = somewhat ineffective 2 = somewhat effective 3 = effective 4 = very effective	**Overall Efficacy Rating**
Partial	2.8	Effective

4.2.4 Compatibility Planning Best Practices

Several compatibility planning best practice recommendations emerged from Navy Region Northwest, Kitsap County, and City of Bremerton stakeholder interviews (5). Table 4.18 lists these best practices by themes that represent groups of similar interview participant responses and identifies the frequency with which each theme occurred in both military and civilian interviews.

Table 4.29. NBK Stakeholder Best Practices: Frequency of Occurrence

Stakeholder Group	Clear Objectives, Capabilities & Limitations	Formalized Partnerships	Guidelines/Handbooks/Tools	Strong and Enduring Relationships	Transparent Information Exchange	Adequate Funding	Clear Guidance	Interagency Coordination	Oversight and Accountability	Proactive Planning
NRNW	3	6	3	2	2	7	3	4	1	2
Kitsap Co.	1	0	0	0	0	0	0	1	1	1
Bremerton	3	3	0	2	3	1	0	3	0	3

Themes that occurred most frequently include formalized compatibility partnerships, access to adequate funding, interagency coordination to facilitate transparent information exchange, and proactive engagement in compatibility planning. The relative frequency of each theme is depicted in Figure 4.8, with the largest font size in the code cloud representing the most frequently occurring theme.

Figure 4.8. NBK Compatibility Planning Best Practices

Formalized Compatibility Partnerships

Interview respondents (5) identified the development of formal compatibility planning partnerships as a best practice in compatibility planning. The NBK JLUS team produced a detailed and well-researched study complete with actionable compatibility recommendations. Though this formal relationship disbanded upon JLUS adoption in 2015, partners reflect on it as a resource-intensive but effective means of compatibility coordination. One interview respondent acknowledged that involvement in the JLUS partnership introduced them to "things [they] didn't necessarily know [about neighboring jurisdictions] at the beginning of the process… which makes [them] better partners." There is no multi-jurisdictional planning partnership currently in place among Naval Base Kitsap and surrounding community stakeholders. However, feedback from both military and local community representatives (2) indicates coordination occurs "at least quarterly" at the local jurisdiction level between NBK and the City of Bremerton. Military stakeholders (2) contend it may be in the best interest of all parties to expand beyond local coordination and "partner with state agencies and industry groups" to "navigate processes and advocate for compatibility legislation." All interview participants contend it may be in the best interest of all parties to establish a more formal approach to compatibility planning to ensure consistency in and concerted advocacy for countywide compatibility efforts. However, resourcing such a partnership remains a challenge.

Adequate Funding

The accomplishment of compatibility planning objectives requires adequate funding and resource availability. The 2015 JLUS effort demonstrated this point for Naval Base Kitsap and surrounding community partners. The JLUS process is lengthy, and effective completion requires dedicated personnel and supporting resources. Partners indicate that without federal

grant funding, the level of effort necessary to develop an effective JLUS would be beyond local capacity. As one military stakeholder stated, "[communities] have these great innovative ideas and ways to collaborate and then [Office of Economic Adjustment grants] are really that ability to fund and help make those things happen." Both military and community representatives (4) contend that beyond planning, implementation of compatibility recommendations through established tools and programs, and addressing "secondary effects of compatibility planning outcomes," such as increased demand on transportation and utility infrastructure, requires dedicated funding. Innovative cost-sharing partnerships such as those available through the REPI program aid in funding compatibility initiatives. Other potential sources of support include state-sponsored compatibility project funding authorized by the passage of Washington State Substitute Senate Bill 574. This legislation established a fund that the state can match in support of efforts to foster compatibility with communities and the military. Despite the advent of innovative funding options, all compatibility partners interviewed for this study (5) unanimously agree that the ability to navigate and access these and other funding sources is key to the ability to plan and implement planning outcomes effectively.

Interagency Coordination and Transparent Information Exchange

Navy and civilian interview respondents (5) acknowledged the ability of representatives from different levels of government, agencies, and organizations to communicate, coordinate, and collaborate effectively as critical to successful compatibility planning. Navy stakeholders (2) highlight "early DOD notification of land use changes" and "DOD involvement in comprehensive plan and zoning amendments pertaining to compatibility planning" as opportunities to "coordinate amongst partners to avoid duplication of effort" and optimize planning outcomes. Community stakeholders (3) identify "understanding the DOD mission and

knowing who to talk to" and "establishing common terminology" as essential to effective coordination. The common theme among interview responses is the need for organizations to communicate and develop mutual understanding to partner effectively.

Proactive Engagement in Compatibility Planning

Engagement in compatibility planning before the emergence of land use and encroachment conflicts benefits all parties involved. Navy representatives (2) contend that, whether accomplished through formal or informal processes, "a proactive approach would benefit permitting agencies, industry, developers, and the military." The JLUS process encourages early involvement by focusing participant efforts on the identification of short, medium, and long-term compatibility recommendations and the development of implementation plans. As one interview participant mentioned, "While there may always be compatibility issues that arise during the [JLUS] process, for the most part, they are probably already known." Therefore, it is possible to address many issues before they become significant obstacles to compatibility, provided the necessary funding to "get out of the reactive world" and balance near and long-term priorities is available. In addition to formal compatibility planning processes, regular coordination between military and community planners and policymakers informs land use decisions and ensures consideration of compatibility concerns. Navy Region Northwest and Kitsap County partners (3) recognize conservation efforts concerning Hood Canal as an example of proactive coordination in which the DOD engaged with surrounding jurisdictions to initiate a conservation and encroachment management through REPI. Proactive engagement in compatibility planning through formal planning processes and established conservation and encroachment management programs is widely acknowledged as a best practice and considered a critical element of effective compatibility planning.

Strong and Enduring Relationships

Navy Region Northwest, Kitsap County, and City of Bremerton representatives (5) agree that relationships between military and community compatibility partners form the core of compatibility efficacy. “Knowing who to talk to” and maintaining “in-person relationships” are viewed by military and civilian interview participants alike as foundational to developing relationships conducive to overcoming differences in organizational culture. Through these relationships, partners gain a clear understanding of one another’s objectives, capabilities, and limitations. Improved understanding allows partners to address contentious issues and resolve disputes effectively, and ultimately work toward mutual benefit. In the case of Naval Base Kitsap, this is manifest in the actions of Navy Community Planning and Liaison Officers (CPLOs), local government representatives, and advocacy groups. Maintaining consistent contacts between partner organizations provides continuity of information and shared experience and supports interjurisdictional coordination. Interview respondents identify strong and enduring relationships as a critical element to effective interjurisdictional and interagency coordination, and a best practice in compatibility planning.

4.2.5 Compatibility Planning Challenges

NBK and community partners interviewed for this study (5) also identified several challenges to compatibility planning. Table 4.19 lists common challenges by themes that represent groups of similar stakeholder responses and displays the frequency with which each theme occurred in Navy Region Northwest, Kitsap County, and City of Bremerton stakeholder interviews.

Table 4.30. NBK Stakeholder Challenges/Barriers: Frequency of Occurrence

Stakeholder Group	Apathy	Cultural Differences	Politics	Rebuilding Trust	Representation	Bureaucracy	Implementation	Information Availability	Process Clarity	Process Value	Resource Constraints
NRNW	0	1	2	0	0	2	4	0	3	4	2
Kitsap Co.	0	0	0	0	0	0	1	0	2	2	1
Bremerton	1	1	0	0	0	0	3	1	0	1	3

Primary challenges highlighted in stakeholder interviews include barriers to realizing the value of involvement in compatibility planning processes, difficulty navigating compatibility process guidance, resource constraints impeding compatibility planning effort, and obstacles to the implementation of compatibility initiatives as barriers to effective partnerships. Figure 4.5 depicts the relative frequency of each theme. The largest font size in the code cloud is associated with the most frequently occurring theme.

Figure 4.9. NBK Compatibility Planning Common Challenges

Process Value

Participation in compatibility planning processes is time and resource-intensive, and benefits of involvement may not be immediately apparent to all stakeholders. Navy and community stakeholders (5) acknowledge this as a challenge to compatibility planning effectiveness. 2015

JLUS development exposed Naval Base Kitsap, Kitsap County, and City of Bremerton partners to the time and resource-intensive nature of formal, comprehensive compatibility planning. Interview responses indicate the level of investment relative to the benefit of study outcomes challenged some partners' justification for continued involvement. Civilian interview participants reported that uncertainty related to process value combined with the complexity of coordinating with multiple jurisdictions to develop a regional compatibility planning framework contributed significantly to the decision not to pursue subsequent federal grant funding for implementation. Without the full engagement of all stakeholders due to unrealized process value, compatibility planning processes risk diminishing effectiveness.

Process Clarity

As one military stakeholder interviewed for this study stated: "Navigating compatibility processes can be very difficult if partners are not familiar or experienced with guidance, protocols and procedures." Specific to JLUS development, community representatives serving as project sponsors are required to navigate formal process guidelines to maintain funding eligibility. To do so, JLUS sponsors must become literate in Department of Defense policy and terminology and assist representatives of partner jurisdictions in doing the same. Interview responses indicate this process can be daunting and, in some cases, prohibitive without the benefit of dedicated staff. Naval Base Kitsap and community partners completed phase one of the JLUS process in 2015. Some JLUS participants interviewed for this study (3) identified that despite extensive and beneficial DOD guidance and support, difficulty navigating compatibility planning processes at the local jurisdiction level proved a significant challenge to process efficacy and a barrier to continuing with the implementation phase of the process.

Resource Constraints

Military installations typically assign planners as community liaisons responsible for engaging in compatibility planning initiatives. Many communities, including Kitsap County and the City of Bremerton, do not dedicate full-time staff to base coordination and compatibility planning. Military and community representatives (4) indicate that one reason behind decisions not to dedicate resources to compatibility planning is the fact that federal funding for compatibility initiatives such as JLUS development is temporary. As stated by one military stakeholder, "implementation of compatibility recommendations is heavily dependent on enduring partnerships, which may deteriorate when federal resourcing is no longer available." The combination of limited duration funding and lack of dedicated planning staff results in a resource-constrained environment with the potential to impact the efficacy of compatibility planning efforts negatively. Interview responses indicate the decision by local government representatives not to proceed with the implementation phase of the JLUS process was partially attributable to this resource challenge.

Implementation Barriers

Navy, Kitsap County, and City of Bremerton representatives (5) identify capacity limitations, political challenges, and differences in organizational culture as significant barriers to compatibility plan implementation. Stakeholders contend that limited capacity to focus the necessary time, funding, and personnel hampers the ability to incorporate planning outcomes into actionable policy. Difficulty obtaining DOD funding for compatibility projects located off-base is an example of a resourcing barrier repeatedly mentioned by Kitsap County and City of Bremerton interview participants (3). Political challenges associated with adopting recommendations related to sensitive issues, such as those which may affect transportation

infrastructure and jobs, pose additional challenges to implementation. As stated by a Navy representative interviewed for this study, if an action "is unpopular for philosophical reasons, it's very difficult to do anything with." Cultural differences between layers of government and different organizations also complicate the transition from recommendation to policy. In the case of the 2015 JLUS, the lack of a multi-jurisdictional stakeholder group responsible for oversight of the implementation process exacerbated these issues. Recent updates to Kitsap County and City of Bremerton land use policies indicate positive momentum toward compatibility. Despite this momentum, Navy and Kitsap County stakeholder interview participants (3) acknowledge that coordinated countywide implementation of JLUS recommendations remains a significant challenge.

4.2.6 Case Study Summary

Analysis outcomes presented in this chapter indicate that NBK, Kitsap County, and the City of Bremerton maintain a generally effective approach toward land use compatibility planning primarily facilitated at the municipal level. Best practices emphasized by Navy and community stakeholders include the establishment of formalized compatibility planning partnerships, access to adequate funding, interagency coordination, and a proactive, balanced approach to compatibility planning. Challenges to compatibility planning highlighted in this study include the realization of process value for all stakeholders involved; and implementation barriers stemming from resource constraints, political, and cultural barriers. Table 4.20 provides a summary of these outcomes.

Table 4.31. NBK Case Study Summary

Compatibility Recommendation Implementation	Compatibility Planning Process Effectiveness Rating	Overall Compatibility Planning Process Efficacy
Partial	**Effective**	**Effective**

Best Practices	Common Challenges
• Establishment of **formalized compatibility planning partnerships** • Access to **adequate funding** • Extensive **Interagency Coordination**	• Uncertainty regarding compatibility planning **process value** • Political, cultural, and resource-driven **implementation barriers**.

4.3 NAVAL STATION EVERETT

Naval Station Everett (NSE) lies adjacent to the northwest border of the City of Everett along the shore of Possession Sound in Snohomish County, Washington. NSE began operations in 1994, making it the most recently constructed Navy base in the continental U.S. Complementing the base is the 52-acre Smokey Point Family Support Complex located approximately 10 miles north of the base in Marysville, completed in 1995. NSE and Smokey Point support approximately 4,000 military service members and their families, and more than 2,000 civilian employees (U.S. Navy, 2019).

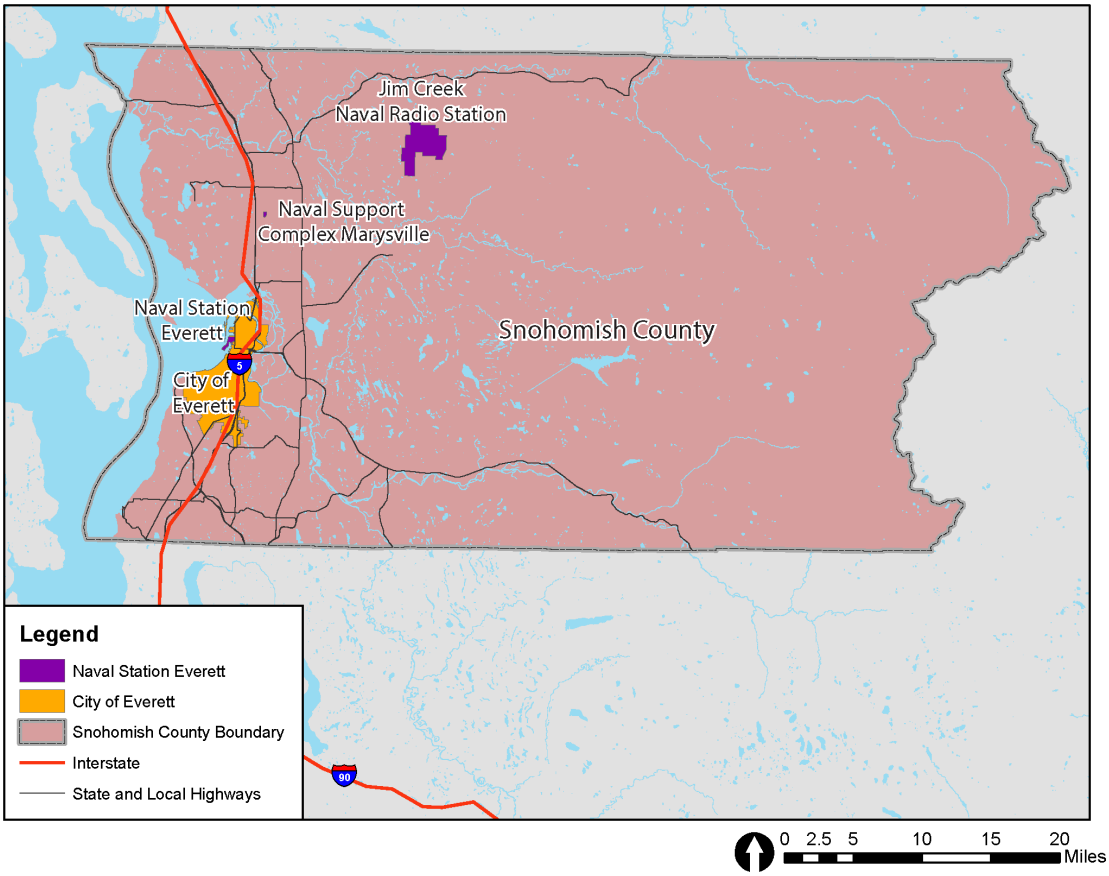

Figure 4.10. Naval Station Everett and Snohomish County
Source Data: Washington Geospatial Open Data Portal

4.3.1 Case Study Background and Purpose

Naval Station Everett coordinates land use compatibility issues and planning initiatives with the adjacent City of Everett and surrounding Snohomish County. The City of Everett is the largest in Snohomish County, home to over 111,000 residents, and is a Puget Sound regional growth center (U.S. Census, 2018; PSRC, 2018). The city's adjacency to NSE partially influences this designation. NSE is the sixth-largest employer in Snohomish County and a significant component of the Everett waterfront. There are no formal standing partnerships or programs related to NSE military and community compatibility planning currently in place; however, organizations such as the Economic Alliance Snohomish County Military Affairs Committee advocate for compatibility initiatives with potential to benefit the local population and economy (Economic Alliance Snohomish County, 2019). The City of Everett advocated for the initiation of a Joint Land Use Study in 2017. As the application process progressed, City representatives evaluated the potential costs and benefits of engaging in such an effort and ultimately decided to withdraw their application in 2019. Despite the absence of formal compatibility planning partnerships or initiatives, Navy and civilian community representatives interviewed for this study (3) indicate that stakeholders regularly coordinate informally regarding issues affecting all parties.

The City of Everett and Snohomish County have a history of partnership with the Department of Defense and the U.S. Navy. Both city and county representatives were involved in formal committees responsible for coordinating the establishment of NSE in the early 1990s, and closure of the Oswald Army Reserve Center as a result of the 2005 Base Closure and Realignment Act. This case study analyzes Navy, Snohomish County, and City of Everett land use compatibility goals developed formally during the initial establishment of NSE and

informally over subsequent years; incorporation of those goals through updates to county and local plans, policies, and regulations; and regional perspectives gained through interviews with compatibility partners.

4.3.2 Compatibility Data Inventory

During the period addressed in this study (2015-2019), Naval Station Everett and surrounding communities did not engage in the formal compatibility planning processes detailed in this report (JLUS, REPI, AICUZ, etc.). A JLUS application submitted in 2017 initiated the early stages of formal process coordination; however, withdrawal of the application in 2019 occurred before the establishment of any formal partnerships. As a result of limited exposure to established compatibility processes and programs, no formal guidance exists at the local level to ensure county and municipal consideration of site-specific compatibility issues. Despite the absence of formal guidance, Snohomish County and the City of Everett explicitly reference land use compatibility in plans, policies, regulations; and NSE highlights compatibility considerations in public outreach materials. NSE stakeholder interviews provide further insight into local planning partner perspectives on compatibility planning process effectiveness, best practices, and challenges. Collectively these regulatory documents and interview responses serve as the data analyzed in this study to determine compatibility planning efficacy in the case of NSE and surrounding communities. Table 4.21 presents a summary of these data sources.

Table 4.32. NSE Compatibility Planning Analysis Data Inventory

Data Type	Data Source	Lead Agency	Data Date
County Compatibility Planning Considerations	Snohomish County General Policy Plan	Snohomish County	October 2017
County Compatibility Planning Considerations	Snohomish County Countywide Planning Policies	Snohomish County Tomorrow	November 2016
Municipal Compatibility Planning Considerations	City of Everett Comprehensive Plan	City of Everett	July 2019
Municipal Compatibility Planning Considerations	City of Everett Municipal Code	City of Everett	November 2019
Economic Development, Encroachment Management, and Conservation Program Objectives	Partners for a Compatible Future	Naval Station Everett	November 2018

4.3.3 Compatibility Process Efficacy

In the case of NSE, no compatibility recommendations based on completion of a formal compatibility planning process exist. Therefore, for this study, efficacy is determined by the existence of actionable compatibility considerations in local government plans, policies, and regulations coupled with stakeholder ratings of the effectiveness of existing formal and informal compatibility planning processes.

4.3.3.1 Compatibility Considerations

The City of Everett 2035 Comprehensive Plan, Snohomish County Countywide Planning Policies, and Navy Region Northwest outreach publication "Partners for a Compatible Future" each contain considerations related to military and civilian community compatibility intended to inform and guide land use decisions. The Snohomish County Comprehensive Plan does not include specific considerations for military land use compatibility. Table 4.22 lists plans, policies, and regulations relevant to NSE and associated compatibility considerations.

Table 4.33. NSE Compatibility Considerations

Civilian Jurisdiction	Military Installation	Document Title	Year	Compatibility Consideration
Snohomish County	NS Everett	2035 Comprehensive Plan	2015	N/A
Snohomish County	NS Everett	Countywide Planning Policies	2016	DP-38: Adjacent to military lands, the County and cities should encourage land uses that are compatible with military uses and discourage land uses that are incompatible.
Snohomish County	NS Everett	Countywide Planning Policies	2016	ED-1: The County and cities, through Snohomish County Tomorrow, should support the Regional Growth Strategy of VISION 2040 and the economic priorities of the Prosperity Partnership. While recognizing the need to accommodate other businesses and industries and to diversify our economy, jurisdictions should support the following industry clusters that play an important role in the health of Snohomish County's economy, through our comprehensive plan policies, infrastructure investments and land use regulations. (e. Military)
City of Everett	NS Everett	2035 Comprehensive Plan	2015	Central Waterfront Development Sub-Area Plan p. 7-8: Compatibility with Port of Everett and Naval Station Everett Operations
City of Everett	NS Everett	2035 Comprehensive Plan	2015	Land Use Policy 2.8.4 Protect Naval Station Everett from the development of incompatible land uses on adjacent properties and in the vicinity of this military installation.
City of Everett	NS Everett	2035 Comprehensive Plan	2015	Economic Development Policy 7.4.2 Work with the Port to increase international trade on the waterfront, to promote tourism activities at Waterfront Place and to keep the Navy on the waterfront.
City of Everett	NS Everett	2035 Comprehensive Plan	2015	Economic Development Policy 7.4.3 Preserve the deep-water working waterfront and plan and design open space and recreation compatible with continued industrial use, Naval Station Everett, and new commercial activities in waterfront areas.
City of Everett	NS Everett	2035 Comprehensive Plan	2015	Marine Port Element Policy 11.1.3 Marine Core Area Boundary. Do not allow unrelated uses to gradually encroach on the Marine Core Area through incremental development and modifications of the Marine Core Area boundary. Consider boundary adjustments only in collaboration with the Port of Everett and Naval Station Everett as part of a comprehensive review of long-term port and port-related container and industrial land needs.
City of Everett	NS Everett	Everett Municipal Code	2019	Ordinance #3260-13 Zoning Regulations for the Central Waterfront Planning Area - Paragraph 17: Compatibility with Naval Station Everett
Federal	NS Everett	Partners for a Compatible Future	2018	NSE has a proactive program to partner with its surrounding communities. Our relationships with the communities in which we live and work are an essential piece of the Navy's mission readiness. The goals of these efforts are to: • Enhance coordination to create lasting partnerships; • Share information to raise awareness of encroachment on naval operations; • Coordinate with local governments to ensure plans and regulations support land uses that are compatible with military operations; and • Work with non-profit, local, and state entities to protect land for environmental conservation that will also buffer military operations.

Table 4.23 summarizes the compatibility consideration status for each local government document analyzed in this case study and provides a combined average status rating.

Table 4.34. NSE Compatibility Consideration Implementation Summary

Jurisdiction	Military Installation	Document Title (Year)	Compatibility Consideration Status	Case Study Implementation Status
Snohomish County	NSE	County Comp Plan (2017)	Not Considered	**Partial**
		Countywide Planning Policies (2018)	Partial	
City of Everett	JBLM	Comp Plan (2019)	Partial	
		Municipal Code (2019)	Partial	

4.3.3.2 Stakeholder Process Effectiveness Ratings

Navy Region Northwest, Snohomish County, and City of Everett stakeholder ratings of compatibility planning process effectiveness are listed in Table 4.24 and depicted in Figure 4.3 using a polar chart to highlight differences.

Table 4.35. NSE Individual Stakeholder Process Effectiveness Rating Summary

Rating Area	Effectiveness Category	Military Rating	Civilian Rating
Objective Attainment	Conservation & Encroachment Management	3.0	4.0
	Implementation of Recommendations	3.0	2.0
	Mutually Beneficial Agreements	3.0	4.0
Process Implementation	Protocol & Procedure Clarity	2.5	2.0
	Consistency with Protocol/Procedure	2.5	3.0
	Guidance Availability	3.5	3.0

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
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0 = Ineffective

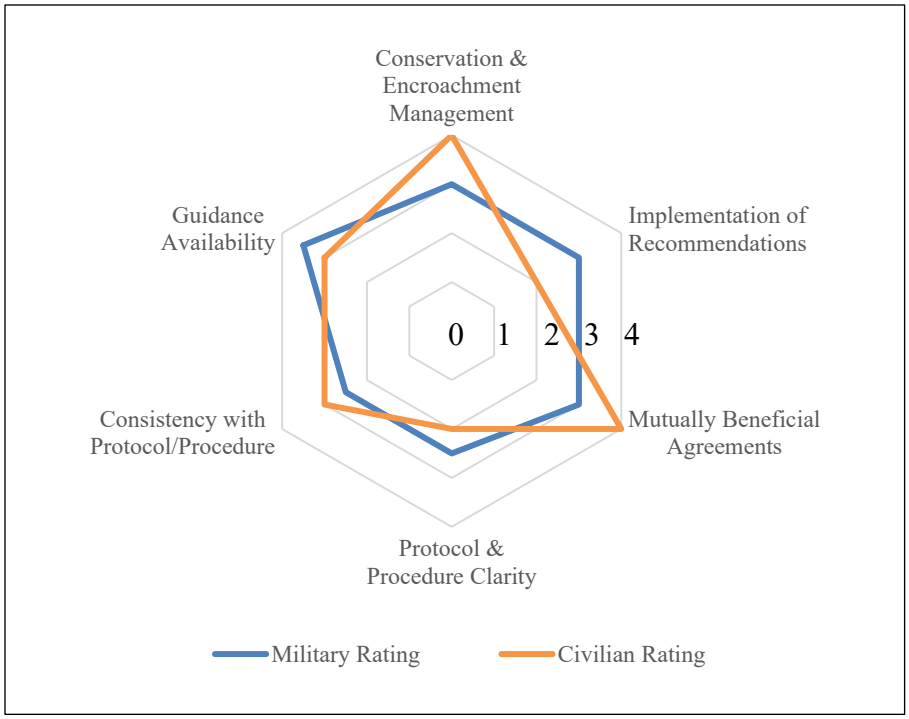

Figure 4.11. NSE Process Effectiveness Rating Chart

Key
4 = Very Effective
3 = Effective
2 = Somewhat Effective
1 = Somewhat Effective
0 = Ineffective

Navy Region Northwest, Snohomish County, and City of Everett interview respondents (4) rated existing compatibility processes as "effective" overall. In the area of objective attainment, Navy Region Northwest stakeholders view existing processes as generally "effective." Snohomish County and City of Everett ratings of this area range from "somewhat effective" to "very effective," with the lowest rating given to the implementation of compatibility planning recommendations in plans, policies, and regulations; and the highest to encroachment management and mutually beneficial agreement establishment. Civilian ratings in this area are limited to input from the City of Everett (1), as Snohomish County representatives elected not to provide ratings for objective attainment. City of Everett ratings of "very effective" for conservation and encroachment management and mutually beneficial agreements reflect positive experiences during the initial establishment of NSE and continued productive coordination with base representatives, rather than the outcomes of any formal plans or agreements. The Everett rating of "somewhat effective" for implementation of compatibility recommendations is solely

based on the absence of formal compatibility recommendations, rather than challenges to the implementation process. Navy (1) ratings of "effective" for each of these areas reflect positive experiences to date and a cautious, if not uncertain, outlook for the future. Navy interview responses highlight the City of Everett's "highly effective" coordination with NSE to date, and caution that "it's premature to know where [conservation partnerships] are going to end up." The result is an overall rating of "effective" for this area.

Compatibility planning process implementation civilian ratings captured feedback from both the City of Everett and Snohomish County (3), ranging from "somewhat effective" for clarity of protocol and procedures to "effective" for guidance availability and consistency of experience with protocol and procedures. The clarity rating reflects perspectives related to a 2017-2018 JLUS application process during which Snohomish County, the City of Everett, and NSE met with DOD representatives to discuss the JLUS process and requirements. County representatives contend that the DOD provided clear guidance and quality briefing materials in the early stages of the process. However, City of Everett feedback indicates that they had insufficient experience with the JLUS process before withdrawing to understand the effectiveness of existing guidance fully. "Effective" ratings of guidance availability and consistency of experience with protocol and procedure reflect the City of Everett's position that the JLUS process proceeded as planned until the city withdrew by choice, and recent positive experience coordinating private development plan review with the Navy for security purposes. Navy stakeholder (1) rating of this area is similar to the civilian rating overall, though slightly lower for consistency of their experience with protocol and procedure. The reasoning for a lower rating includes inconsistencies in the approach to compatibility planning between jurisdictions within the region, and a perception that in many cases though planning partners "meet the intent, the letter [of the

guidance] doesn't line up." Table 4.25 provides a summary of combined stakeholder ratings produced using the Dedoose Code Weight Statistics Tool, and highlights the average stakeholder rating of 3.00, considered "effective" for this study.

Table 4.36. NSE Combined Stakeholder Process Effectiveness Rating Summary

Measure of Effectiveness	Count	Min	Max	Mean	Median	Range
Conservation/Encroachment Management Goals	5	3	4	3.50	3.50	1.00
Implementation of compatibility recommendations	6	2	3	2.50	2.50	1.00
Mutually beneficial agreements	4	3	4	3.50	3.50	1.00
Experience consistency with protocol/procedure	5	3	3	3.00	3.00	0.00
Guidance availability	4	3	3	3.00	3.00	0.00
Protocol/procedure clarity	4	2	3	2.50	2.50	1.00
Overall	**28**	**2**	**4**	**3.00**	**3.00**	**2.00**

4.3.3.3 Efficacy Summary

Study outcomes identify that though NSE and surrounding communities do not have a JLUS or other formal compatibility study in place, existing relationships, coordination practices, plans, policies, and regulations appear to support local compatibility needs adequately. The City of Everett acknowledges a JLUS may be of value in the future in the event NSE population and operational footprint increase. However, current informal coordination efforts through NSE and local government liaisons remain the preferred approach at the time of this report. Stakeholder interview feedback supports these findings and indicates existing compatibility processes are generally effective, and ratings will likely increase as stakeholders gain experience with formal compatibility planning processes. Table 4.26 presents a summary of overall compatibility consideration, process effectiveness, and efficacy ratings for this case study.

Table 4.37. NSE Case Study Efficacy Summary

Compatibility Recommendation Implementation Status	Average Stakeholder Process Rating 0 = ineffective 1 = somewhat ineffective 2 = somewhat effective 3 = effective 4 = very effective	Overall Efficacy Rating
Full	3.0	Effective

4.3.4 Compatibility Planning Best Practices

Table 4.27 lists best practices by themes that represent groups of similar stakeholder responses and identifies the frequency with which each theme occurred in NSE, Snohomish County, and City of Everett stakeholder interviews.

Table 4.38. NSE Stakeholder Best Practices: Frequency of Occurrence

Stakeholder Group	Clear Objectives, Capabilities & Limitations	Formalized Partnerships	Guidelines/Handbooks/Tools	Strong and Enduring Relationships	Transparent Information Exchange	Adequate Funding	Clear Guidance	Interagency Coordination	Oversight and Accountability	Proactive Planning
Snohomish Co.	0	0	2	0	1	0	1	0	0	0
NRNW 1	2	0	0	1	0	0	0	0	0	0
Everett	1	0	1	4	0	0	2	1	2	0

Themes that occurred most frequently include fostering strong and enduring relationships, availability of clear guidance and supporting resources, and clear identification of compatibility

partner objectives, capabilities, and limitations. The relative frequency of each theme is depicted in Figure 4.12, with the largest font size in the code cloud representing the most frequently occurring theme.

Figure 4.12. NSE Compatibility Planning Best Practices

Strong and Enduring Relationships

The informal nature of Naval Station Everett's current compatibility planning process is heavily reliant on relationships between city Navy and city planning partners. Stakeholders from both groups (4) contend the establishment and maintenance of these relationships through regular engagement is critical to maintaining a forum for effective resolution of compatibility issues. City planners and the Navy Community Planning and Liaison Officer (CPLO) maintain regular contact and coordinate regarding issues with potential mutual impact. Although Everett does not maintain a position specifically assigned to compatibility planning, interview feedback (1) indicates that city planners know "if they have a land use project that falls within the [NSE] overlay area, they need to contact the Navy [CPLO]." This level of familiarity is indicative of the relationship that NSE and the City of Everett maintain, which stakeholders interviewed for this study (2) agree is critical to effective compatibility planning and considered a best practice.

Process Guidance and Planning Aids

Though Naval Station Everett and surrounding communities have not recently engaged in formal compatibility planning, previous experience with the closure of an Army Reserve Center in 2005 and recent initiation of an application for federal funding to complete a JLUS in 2018 provided a sense of the time, resources, and expertise necessary to go through with a formal process. Interview responses from Snohomish County and City of Everett representatives (3) indicate the ability to reference clear guidance and supporting tools and resources as fundamental to the ability to effectively manage such a process, citing the value of "having [the JLUS process] all written out… and understanding how it is different from comprehensive planning." County and City representatives (3) reference the 2019 Department of Commerce *Washington State Guidebook on Military and Community Planning* as an excellent resource in this regard and contend the use of these tools and availability of clear process guidance are vital to effective compatibility planning.

Clear Objectives, Capabilities, and Limitations

Compatibility panning partners must understand one another's objectives, capabilities, and limitations to coordinate effectively. Navy and civilian interview participants (4) identify this practice as foundational to effective planning and akin to "setting ground rules and expectations of each party." Interview outcomes indicate that developing a mutual understanding of capabilities and limitations early in a partnership may avoid costly issues later. Specifically, Navy and City of Everett stakeholders stressed that understanding the limits of authority is critical to a successful partnership. One participant stated, "you can have the money, you can have a willing party on the outside, you can be willing internally, but if you cannot find the

authority to enable you to transfer [funding], your hands are tied." Funding constraints based on authority rather than funds availability are common concerns encountered in this study.

4.3.5 Compatibility Planning Challenges

Stakeholders also identified challenges to compatibility planning experienced by NSE and surrounding community partners. Table 4.28 lists common challenges by themes that represent groups of similar stakeholder responses and displays the frequency with which each theme occurred in Navy Region Northwest, Snohomish County, and City of Everett interviews.

Table 4.39. NSE Stakeholder Challenges/Barriers: Frequency of Occurrence

Stakeholder Group	Apathy	Cultural Differences	Politics	Rebuilding Trust	Representation	Bureaucracy	Implementation	Information Availability	Process Clarity	Process Value	Resource Constraints
Snohomish Co.	0	0	0	0	0	0	0	0	0	0	1
NRNW 1	0	0	1	0	0	2	2	0	1	0	0
Everett	0	0	0	0	0	0	0	0	0	1	0

In this case, no overlap of critical challenges between stakeholders exists. Therefore, the themes which occur most frequently for each stakeholder are considered significant challenges for this case study. Figure 4.13 illustrates the relative frequency of occurrence for each theme, with the largest font size in the code cloud associated with the most frequently occurring theme.

Figure 4.13. NSE Compatibility Planning Common Challenges

Bureaucracy and Implementation Barriers

Navy Region Northwest stakeholders (2) indicate significant challenges to compatibility planning include navigating the bureaucratic system under which formal processes are developed and overcoming barriers to implementation. One Navy representative submitted that often, DOD compatibility partners' "hands are tied" when it comes to flexibility with available funding due to limits of authority for expenditures, which constrains planning partners' ability to develop innovative solutions to compatibility issues. Also, in the event a process update is necessary or prudent to address changing conditions, some formal process modifications require approval from all military service components. In these cases, stakeholders indicate that "it's so hard to change a process for all services" that some practitioners elect to deviate from established process guidelines to best support their planning efforts. Beyond challenges associated with organizational and process structure, Navy interview respondents identified potential legal and political challenges to compatibility planning initiatives as barriers that occur frequently and are extremely resource-intensive to resolve.

Process Value

Stakeholder feedback (1) identifies the potential for compatibility planning efforts to be "a one-sided process that favors the military" as a challenge to compatibility planning for the City of Everett. Interview outcomes indicate that this concern contributed to the 2019 withdrawal of a JLUS application. Effective compatibility planning requires significant time and resource investments by all process partners. In the absence of perceived benefit sufficient to offset these investments, compatibility processes such as the Everett JLUS application risk being stalled or abandoned.

Resource Constraints

Military and community organizations must plan resource allocation to meet organizational objectives within schedule and budget constraints. The addition of a major compatibility planning effort to an already full work plan may stretch an organization beyond its capacity. NSE maintains a CPLO focused on community outreach and coordination to serve in a compatibility planning capacity; however, community stakeholders (2) highlight that neither Snohomish County nor the City of Everett maintains dedicated full-time compatibility planning staff. This misalignment of resources coupled with frequent turnover of personnel challenges the ability for military and community partners to collaborate effectively in some cases. Temporary funding associated with formal compatibility planning processes such as JLUS alleviate this issue to an extent, but do not provide the funding necessary to sustain long-term dedicated staff. Inconsistent staffing may threaten the continuity of compatibility relationships and potentially diminishing the value of compatibility planning outcomes. Community stakeholders (2) agree this resource allocation conundrum is a challenge to the compatibility planning process.

4.3.6 Case Study Summary

NSE and surrounding communities demonstrate that effective compatibility planning is feasible without leveraging formal processes or taking part in formalized partnerships. Research outcomes presented throughout this case study show that despite the absence of a JLUS and specific compatibility recommendations, regular coordination between NSE and city of Everett staff provides the level of coordination necessary to address current and projected compatibility issues. Everett plans, policies, and regulations address the fundamental elements of compatibility planning, and ongoing efforts to establish planning overlay zones will add to the benefit of those actions. Stakeholder effectiveness ratings support these findings and an overall efficacy rating of "effective." Table 4.29 summarizes NSE and surrounding community ratings of compatibility planning efficacy and stakeholder perspectives related to best practices and common challenges.

Table 4.40. NSE Case Study Summary

Compatibility Recommendation Implementation	Compatibility Planning Process Effectiveness Rating	Overall Compatibility Planning Process Efficacy
Partial	**Effective**	**Effective**

Best Practices	Common Challenges
• Development of **strong and enduring relationships** between compatibility partners • Establishment of **clear guidance** and use of relevant **planning aids** • Communicating **objectives, capabilities, and limitations** among stakeholders	• **Implementation barriers** related to **bureaucratic process structure** • Uncertainty regarding compatibility planning **process value** • Reduced effectiveness due to **resource constraints**

Chapter 5. PUGET SOUND COMPATIBILITY ANALYSIS

Comparison of JBLM, Naval Base Kitsap, and Naval Station Everett case study outcomes indicates regional consistencies in compatibility planning efficacy as well as some notable differences between installations and communities. This section presents a summary of efficacy ratings across case studies based on policy review and stakeholder interview feedback, and a combined analysis of best practices and common challenges offered by compatibility planning process stakeholders representing regional military installations, state, and surrounding local governments.

5.1 Compatibility Planning Process Efficacy

Across the Puget Sound region, local government plans, policies, and regulations governing land use in communities surrounding military installations address key compatibility issues. Case study outcomes indicate that planning for compatibility is a priority at the municipal level where issues related to encroachment, conservation, and provision of public services have the most significant impact. This focus on compatibility planning generally extends to the county level, evidenced by county policies that exceed the minimum state mandate to avoid incompatible development in all cases. Stakeholder interview outcomes are consistent with these findings and demonstrate region-wide acknowledgment if the importance of compatibility planning and support for advancing policy on the matter. Though general attitudes toward the impetus for compatibility planning illustrate some level of consistency across the region, how various jurisdictions pursue compatibility objectives differs significantly. The ongoing formal partnership of SSMCP, which has taken on the responsibility of JLUS implementation oversight and legislative advocacy for JBLM, represents one approach to compatibility. Naval Base

Kitsap's establishment of a multi-jurisdictional committee to develop a JLUS and subsequent deferral to independent jurisdictions for implementation demonstrate a different approach to compatibility planning. Finally, the informal partnership between Naval Station Everett and surrounding communities focused on maintaining open lines of communication to advance compatibility objectives represents yet another approach. Each of these approaches has resulted in compatibility outcomes of varying effects. Table 5.1 compares regional partnerships and efficacy ratings. A simple average of compatibility process and partnership effectiveness in terms of policy consideration and stakeholder perception results in an overall regional rating of "effective."

Table 5.41. Puget Sound Region: Case Study Data Comparison

Military Installation	Compatibility Partnership	Compatibility Plan	Recommendation Implementation	Process Effectiveness	Overall Efficacy
JBLM	Formal/ Ongoing	JLUS	Partial	Effective	Effective
NBK	Formal/ Deferred	JLUS	Partial	Effective	Effective
NSE	Informal/ Ongoing	N/A	Partial	Effective	Effective
Puget Sound Region	Various	Various	Partial	Effective	Effective

5.2 Compatibility Planning Best Practices

Combined stakeholder interviews from representatives of the Washington State Department of Commerce, Pierce, Kitsap, and Snohomish counties, the cities of Lakewood, Bremerton, and Everett, Navy Region Northwest, and Joint Base Lewis-McChord reveal many shared best practices related to land use compatibility planning. Table 5.2 lists best practices by themes that represent groups of similar stakeholder responses and identifies the frequency with which each theme occurred across all stakeholder groups analyzed in this study.

Table 5.42. Puget Sound Region Best Practices: Frequency of Occurrence

Stakeholder Group	Clear Objectives, Capabilities & Limitations	Formalized Partnerships	Guidelines/Handbooks/Tools	Strong and Enduring Relationships	Transparent Information Exchange	Adequate Funding	Clear Guidance	Interagency Coordination	Oversight and Accountability	Proactive Planning
Commerce	0	1	1	2	0	2	0	2	2	1
JBLM	1	1	2	1	2	0	2	1	0	1
SSMCP	0	5	0	2	1	1	0	1	2	2
Snohomish Co.	0	0	2	0	1	0	1	0	0	0
NRNW	3	6	3	2	2	7	3	4	1	2
Kitsap Co.	1	0	0	0	0	0	0	1	1	1
Everett	1	0	1	4	0	0	2	1	2	0
Bremerton	3	3	0	2	3	1	0	3	0	3

The most prevalent themes include the establishment of formalized partnerships responsible for oversight and accountability of compatibility plan implementation; development of strong and enduring relationships between compatibility partners; access to adequate funding to support short and long-term compatibility initiatives; and interagency coordination to facilitate information exchange between organizations and layers of government. The relative frequency of each theme is depicted in Figure 5.1, with the largest font size in the code cloud representing the most frequently occurring theme.

Figure 5.1. Puget Sound Region Compatibility Planning Best Practices

Formalized Partnerships

Compatibility planning requires stakeholders from various organizations and levels of government to work together to generate plans, policies, and regulations which advance stakeholder goals. Formal compatibility planning processes such as JBLM and Naval Base Kitsap JLUS and REPI program involvement require chartered, official partnerships among stakeholders to ensure adequate representation in forming compatibility plans, and oversight and accountability during their implementation. Other processes are less structured and do not require the establishment of formal military and community partnerships but seek to achieve similar outcomes. The full range of compatibility planning processes and levels of partnership formality are present in the Puget Sound Region. The longstanding partnership between JBLM and surrounding communities embodied by the SSMCP is an example of a highly structured coordination effort with a constant focus on compatibility issues. The Naval Base Kitsap JLUS committee is an example of a formal partnership developed out of necessity to support the JLUS process, which disbanded after the initial phase of JLUS development. Regular informal

coordination between Naval Station Everett and surrounding communities represents a less structured approach to compatibility planning, which has also proven effective. Though there are many approaches to military and community compatibility partnerships, stakeholders throughout the region acknowledge their importance to effective coordination between different organizations, and many identify their establishment as a best practice in compatibility planning.

Strong and Enduring Relationships

Seven of nine total interview respondents cited the importance of strong and enduring relationships as fundamental to effective compatibility planning. Whether through structured partnerships such as SSMCP or informal coordination like in the case of Everett and NSE, relationships between stakeholders representing various organizations and levels of government allow partners to overcome barriers to communication, understand each other's objectives, capabilities, and limitations, and address potentially contentious issues collaboratively. Interview feedback from members of structured partnerships like SSMCP who serve as "conduits to military installations" demonstrate that strong interorganizational relationships are foundational to compatibility planning success. Staff input from the cities of Everett and Bremerton emphasizes the importance of knowing "who to talk to" within partner organizations reinforces the establishment of relationships as a best practice.

Interagency Coordination

Another theme that emerged consistently among military and community stakeholders was the need for transparent information exchange between agencies and across levels of government. This theme builds on strong relationships and established partnerships, emphasizing the need for stakeholders to not only engage with planning partners, but to understand the organizational structure, goals, capabilities, and limitations of other agencies. As one respondent stated,

establishing “common terminology” with planning partners representing different agencies goes a long way toward resolving issues when they arise. Beyond interpersonal coordination, this theme also captures the establishment of mutually beneficial information sharing forums between stakeholders. Best practice recommendations mentioned in interview responses include the use of locally applicable planning aids like the Department of Commerce *Washington State Guidebook on Military and Community Planning.* Such resources assist stakeholders in establishing a baseline understanding of focus areas within compatibility planning and in gaining access to tools and additional resources that may help facilitate local compatibility partnerships. Other recommendations include the establishment of shared resource platforms such as a web-based collaboration forum or regular charrettes in which partners from various backgrounds can collaborate and innovate while avoiding the “silos” that tend to form within structured organizations. Regardless of the mechanism, stakeholders view finding common ground between agencies and layers of government instrumental to successful compatibility planning.

Adequate Funding

Both formal and informal compatibility planning processes require the dedication of significant time and resources from all stakeholders involved. Compatibility partners throughout the Puget Sound region identify access to and understanding of available federal, state, and local funding sources as key to expanding stakeholder capacity to engage in compatibility planning efforts effectively without overextending critical resources.

5.3 COMPATIBILITY PLANNING CHALLENGES

Combined stakeholder interviews from across the Puget Sound region also identified a series of common challenges to compatibility planning effectiveness. Table 5.3 lists challenges by themes

that represent groups of similar stakeholder responses and identifies the frequency with which each theme occurred across all stakeholder groups analyzed in this study.

Table 5.43. Puget Sound Region Barriers/Challenges: Frequency of Occurrence

Stakeholder Group	Apathy	Cultural Differences	Politics	Rebuilding Trust	Representation	Bureaucracy	Implementation	Information Availability	Process Clarity	Process Value	Resource Constraints
Commerce	0	2	1	0	0	3	1	0	1	0	0
JBLM	0	3	0	1	1	1	0	3	0	1	2
SSMCP	1	0	0	0	1	0	1	0	0	2	0
Snohomish Co.	0	0	0	0	0	0	0	0	0	0	1
NRNW	0	1	2	0	0	3	4	0	2	4	2
Kitsap Co.	0	0	0	0	0	0	1	0	2	2	1
Everett	0	0	0	0	0	0	0	0	0	1	0
Bremerton	1	1	0	0	0	0	3	1	0	1	3

The most prevalent themes include the perceived value of compatibility planning process involvement, barriers to implementation of compatibility plan outcomes, and resource constraints. The relative frequency of each theme is depicted in Figure 5.2, with the largest font size in the code cloud representing the most frequently occurring theme.

Figure 5.2. Puget Sound Region Compatibility Planning Common Challenges

Process Value

Effective compatibility planning requires significant time and resource investment by all process partners. Interview responses from across the regions indicated stakeholders did not consistently realize the expected value of involvement in compatibility planning efforts, and maintaining enduring partnerships proved challenging. Without perceived benefit justifying stakeholder investment, compatibility planning processes risk being stalled or abandoned. This risk emerged as a common challenge faced by compatibility planning teams throughout the region.

Implementation Barriers

Though plans, policies, and regulations address military and community land use compatibility in each of the jurisdictions evaluated in this study, stakeholders identified barriers to implementation of compatibility plans as a common challenge to their effectiveness. Implementation barriers mentioned in interviews included delays due to excessive bureaucracy, political implications precluding potentially controversial policy updates, and interorganizational cultural differences creating obstacles to stakeholder consensus, among others. In total, six out of nine interview respondents contend challenges to implementation are among the greatest risks to effective compatibility planning.

Resource Constraints

Six out of nine stakeholders interviewed for this study identify resource constraints as a significant challenge to compatibility planning effectiveness. Partners who go through the JLUS process are eligible for funding to support both JLUS recommendation development and implementation. However, as evidenced in this study, not all communities facing compatibility challenges go through the time--consuming and resource-intensive JLUS process, and not all communities that do conduct a JLUS continue the process through the implementation phase.

Once DOD JLUS funding is no longer an option, communities must resource compatibility initiatives and projects using internal budgets and personnel, which proves untenable for many. Recently enacted legislation Substitute Senate Bill 5748 may assist with this issue by creating a fund intended to support compatibility projects. However, the level of staff continuity necessary to forge the relationships viewed as best practices remains a cost that organizations must carry, especially where structured partnerships do not exist. Stakeholders interviewed in this study resoundingly contend that effective compatibility planning requires consistent engagement, yet resourcing such an effort remains a challenge for most. Because of this misalignment, the threat of diminished capacity due to resource constraints remains a major challenge for compatibility partners in the Puget Sound region.

5.3.1 Regional Summary

Research outcomes documented in this report indicate that though the nature and extent of civilian-military partnerships vary among Puget Sound military installations and surrounding civilian communities, the region's compatibility planning performance as a whole is generally effective. Analysis outcomes detailed in this report support this finding and highlight region-wide administrative compliance with Washington State statute related to civilian-military land use compatibility, the inclusion of compatibility considerations in local governing documents, and generally positive stakeholder ratings of compatibility process effectiveness.

In addition to rating process effectiveness, interview outcomes revealed themes related to best practices and common challenges experienced by compatibility planning partners across the Puget Sound region. These themes emphasize elements of compatibility planning, which stakeholders contend contribute to process and partnership effectiveness, as well as highlight

barriers that Puget Sound military and civilian community organizations should consider in implementing current and developing future compatibility plans. Table 5.4 summarizes the average regional compatibility recommendation implementation status, process effectiveness, and efficacy ratings, recommended best practices, and common challenges.

Table 5.44. Puget Sound Region Study Summary

Compatibility Recommendation Implementation	Compatibility Planning Process Effectiveness Rating	Overall Compatibility Planning Process Efficacy
Partial	**Effective**	**Effective**

Best Practices	Common Challenges
• Establishment of **formalized compatibility planning partnerships** • Development of **strong and enduring relationships** between compatibility partners • Obtaining **adequate funding** to support development and implementation of compatibility initiatives • Conducting extensive **Interagency Coordination** to facilitate information exchange between organizations and layers of government	• Uncertainty regarding compatibility planning **process value** • **Implementation barriers** related to **bureaucratic process structure** • Reduced effectiveness due to **resource constraints**

Chapter 6. CONCLUSIONS AND RECOMMENDATIONS

This report presents compatibility planning efficacy determinations for military installations and adjacent civilian communities in the Puget Sound Region. Efficacy determinations reflect compatibility considerations in local government land use plans, policies, and regulations as well as planning process ratings obtained through stakeholder interviews. In addition to efficacy determinations, this study identifies best practices and challenges to compatibility planning experienced by stakeholders representing military installations, cities, counties, and advocacy groups that participate in compatibility planning throughout the region.

Existing literature reviewed in Chapter 2 provides an understanding of the drivers behind compatibility planning, key planning objectives of civilian and military organizations throughout Washington State, and existing mechanisms by which communities and military installations engage in compatibility planning. Limited documentation of compatibility planning process effectiveness exists, which contributed to the impetus for this study. Study outcomes partially fill the gap in the existing literature by providing an indication of compatibility planning efficacy in the Puget Sound region and introducing considerations for future compatibility planning initiatives. This chapter summarizes case study outcomes and identifies a provisional theory related to the relationship between compatibility planning efficacy and contributing factors. It also provides planning recommendations for consideration by both military and community stakeholders and identifies research limitations and opportunities for further research.

6.1 CONCLUSIONS

This study finds that military and civilian compatibility planning processes implemented in the Puget Sound region are generally effective in terms of translating compatibility objectives into land use plans, policies, and regulations. Stakeholder interview feedback representing perspectives from Joint Base Lewis-McChord, Naval Base Kitsap, Naval Station Everett, and partnering communities and advocacy groups region supports this finding and highlights best practices and common challenges. Research outcomes reveal that military and civilian partners across the region experience generally consistent levels of efficacy, best practices, and challenges related to compatibility planning. These consistent compatibility outcomes appear to be influenced by various factors that differ between partnerships. Contributing factors observed throughout this study include compatibility drivers such as military installation size, complexity, the impact of operations on the surrounding community, and local economic impact. Other factors are directly related to the various compatibility planning processes employed in the region and include the type of compatibility processes leveraged at each installation, and the nature and extent of partnerships established between military and civilian community stakeholders in each case. Table 6.1 summarizes these factors for each case study and lists compatibility best practices and challenges most frequently identified in stakeholder interviews for each case.

Table 6.45. Puget Sound Military and Community Compatibility Summary

Military Installation	Population (Reported)	Econ Impact (2018)	Formal Partners (Y/N)	Compatibility Program (JLUS, AICUZ, REPI, P4, OTHER)	Best Practices	Common Challenges
JBLM	54,000	$8.3B	Y	JLUS AICUZ REPI P4	• Formalized partnership • Strong & enduring relationships	• Process value • Stakeholder Representation
NBK	45,000	$4.1B	N	JLUS REPI P4	• Formalized Partnership • Adequate funding • Interagency Coordination	• Process Value • Implementation barriers
NSE	2,900	$307M	N	P4	• Strong & enduring relationships • Tools & planning aids • Objectives, capabilities, limitations	• Implementation barrier • Process value • Resource constraints
Puget Sound	98,000	$13.5B	Various	Various	• Partnerships • Relationships • Funding • Interagency Coordination	• Process value • Implementation barrier • Resource constraints

As shown in the table, JBLM hosts the largest military population and produces the most significant economic impact of the military installations in the Puget Sound region, followed by Naval Base Kitsap and Naval Station Everett. The formality of compatibility partnerships and involvement in formal compatibility processes across the region follow a similar trend. JBLM maintains a formal partnership with surrounding communities through SSMCP and is actively

engaged in compatibility initiatives, including JLUS and AICUZ study implementation, REPI program management, and intergovernmental service agreements. Naval Base Kitsap stakeholders recently completed a JLUS and actively engage in individual jurisdiction implementation and service agreements as well as regional REPI program management. However, they are no longer part of a formal compatibility planning partnership. Naval Station Everett stakeholders maintain limited local service agreements and engage in informal compatibility planning processes and partnerships.

Relationships between these factors and efficacy determinations presented in this study are the subject of provisional theory development presented in Section 6.2.

6.2 Theory Development

Chapter 1 introduced Grounded Theory as the overarching methodology guiding this research. This study reflects the first iteration of theoretical sampling in grounded theory development. Analysis outcomes listed in Table 6.1 serve as the basis for the development of a provisional theory related to the efficacy of civilian and military land use compatibility in the Puget Sound region. In this context, "efficacy" refers to the influence of a compatibility process on land use policy, and stakeholder ratings of process effectiveness. Study outcomes reflect observed relationships between trends in stakeholder interview feedback, compatibility considerations in local government land use policies and regulations, formal compatibility process participation, and the nature and extent of compatibility partnership participation at the case study and regional level.

These observed relationships indicate that military installation impact on surrounding communities, the formality of compatibility planning partnerships, stakeholder familiarity with compatibility requirements and processes, and resource availability most significantly contribute to compatibility planning efficacy in the Puget Sound region.

Community impact and compatibility partnerships

Study outcomes demonstrate that formal compatibility planning processes and partnerships are most effective where military installations with complex missions are significant contributors to local economies and comprise a substantial portion of the local population and workforce. JBLM is a prime example of an installation of this type, where impacts of military operations extend well beyond the installation boundary and affect multiple jurisdictions (e.g., airfield clear zones). The installation is the top employer in the county responsible for over $8 billion in annual economic impact. Many affected jurisdictions and organizations prioritize JBLM compatibility planning issues, and the JLUS process proves an effective mechanism for developing, implementing, and documenting the progress of efforts to address them. Further, the South Sound Military and Communities Partnership promotes compatibility planning best practices identified by stakeholders throughout the region and works to mitigate challenges by providing a consistent venue for interjurisdictional coordination and advocacy for compatibility initiatives across levels of government.

This study also indicates that smaller military installations that do not account for a majority of the local population or economy local can and do effectively employ informal compatibility planning processes and partnerships. Naval Station Everett (NSE) is an example of this type of installation, where military operations occur primarily within the installation boundary and designated navigation channels, and the base is the sixth-largest employer in its host county.

While both the City of Everett and NSE prioritize coordination of land use decisions, informal coordination between stakeholders appears to be the preferred means to address these issues. The compatibility planning process in place between NSE, the City of Everett, and Snohomish County supports many of the best practices highlighted by stakeholders throughout the region. Interestingly, Navy and civilian participants interviewed for this case study do not report experiencing many of the challenges typical of other major military installations in the region.

Naval Base Kitsap (NBK) provides an example that supports findings from both JBLM and NSE in terms of effective approaches to compatibility planning. NBK is a significant population source and economic contributor in Kitsap County, and supports a complex, geographically diverse mission. NBK and adjacent communities developed a formal compatibility planning partnership to complete the first phase of a JLUS in 2015 and have since reverted to localized informal partnerships for the implementation of JLUS recommendations on a case by case basis. This approach has resulted in varying stakeholder perspectives related to effectiveness and exhibits many of the challenges identified in the region. However, the results of this process in terms of plan, policy, and regulation outcomes are similar to other installations in the region and demonstrate ongoing coordination and progress toward compatibility.

Stakeholder familiarity

In all cases, stakeholder familiarity with compatibility issues, processes, and tools appeared to influence perceptions of effectiveness. Stakeholders interviewed for this study generally viewed both federal guidance related to formal compatibility planning processes such as federal JLUS guidelines and localized guidance such as the *Washington State Guidebook on Military and Community Compatibility* as beneficial resources. Among these resources, civilian community stakeholders demonstrated a preference for localized guidance directly applicable to their

circumstances and identified challenges to understanding and implementing federal guidance due partially to a lack of familiarity with federal processes. To this end, a positive relationship between efficacy and stakeholder familiarity with compatibility issues, processes, and tools appears to exist.

Resource availability

Limited availability of personnel and funding to support compatibility planning efforts emerged as a common challenge among stakeholders throughout the region. The infrequent nature with which some jurisdictions engage in coordination related to compatibility issues does not necessarily justify the expenditure of public funds on dedicated compatibility planning staff or processes, leading to resource shortfalls. Implementation of many of the best practices identified by regional stakeholders requires adequate resourcing, and inadequate resourcing contributes to many of the common challenges. These outcomes indicate a positive relationship between compatibility planning efficacy and availability of funding and personnel across installations and communities in the Puget Sound region.

Collectively, these factors inform a two-part provisional theory related to the formality of process and partnership involvement and the efficacy of compatibility planning efforts:

Provisional Theory Part 1: Compatibility planning process and partnership formality

In the Puget Sound region, the extent to which military and civilian community stakeholders engage in formal compatibility planning processes and partnerships is related to the size, complexity, and community impact of the local military installation.

Provisional Theory Part 2: Compatibility planning process efficacy

The efficacy of compatibility planning efforts in the region is positively influenced by stakeholder involvement in enduring partnerships, the availability of localized process guidance and tools, and adequate resourcing to maintain personnel and funding necessary to consistently and proactively address issues related to land use compatibility.

6.3 RECOMMENDATIONS

It is important to note that efficacy alone does not ensure optimal process application or outcomes. The provisional theory introduced in Section 6.2 highlights key considerations for future compatibility planning efforts based on regional best practices and common challenges. Following this theory, compatibility partners seeking to improve efficacy should design planning frameworks to perpetuate best practices detailed in this study and address common challenges. Specifically, military and civilian community planners should consider involvement in formal compatibility planning partnerships, development of compatibility planning tools specific to their local needs and objectives, and advocacy for legislation supportive of compatibility planning.

Recommendation 1: Establish and maintain formal compatibility planning and policy implementation partnerships.

Compatibility planning relationships exist in various forms throughout the Puget Sound region, and, as this study shows, they prove similarly effective. However, study outcomes indicate that enduring (i.e., not temporary) and formally structured partnerships most effectively promote best practices identified by stakeholders such as fostering relationships, conducting implementation oversight, and maintaining accountability. Effective partnerships provide collaborative forums for information exchange between partner organizations and levels of government. Through the

establishment of formal and enduring partnerships, military installations and community partners position themselves to move beyond addressing emerging issues through proactive planning. These partnerships position stakeholders to engage in deliberate and proactive planning to ensure the long-term success of complex compatibility initiatives. For these reasons, military and civilian stakeholders engaging in compatibility planning are encouraged to consider the establishment of formalized compatibility partnerships.

Recommendation 2: Employ and further develop locally available compatibility planning tools such as the *Washington State Guidebook on Military and Community Compatibility,* and military influence overlays.

Leveraging tools and resources beyond federal compatibility planning process policy, guidance, and funding provides additional perspective applicable to local compatibility issues and the capacity to address them. The Washington State Department of Commerce's 2019 *Washington Guidebook to Military and Community Compatibility* includes compatibility planning process guidance, tools and templates for the implementation of compatibility objectives, and examples of innovative approaches to compatibility planning across Washington State. The guidebook also lists military and community contacts for each installation in the state and connects readers to additional resources supportive of compatibility planning. Stakeholder interview feedback indicates planning aids such as the Commerce guidebook equip military and community planning partners with an excellent starting point for discussions related to compatibility initiatives.

In addition to the Commerce *Guidebook to Military and Community* Compatibility, planning tools under development by Navy Region Northwest, the South Sound Military and

Communities Partnership (SSMCP), and the City of Everett demonstrate promise for future compatibility efforts. The JBLM Military Influence Area Overlay (MIAO), which is currently under development by SSMCP will inform plans, policies, and zoning regulations, and aid in facilitating conversations and planning efforts between military and community partners. The City of Everett is developing a similar overlay to assist local planners in identifying if proposed land use changes or development have the potential to impact Naval Station Everett. These tools continue to develop and provide tangible meaning to the concept of compatibility in many cases.

Interview responses repeatedly cited the use of the Commerce compatibility guidebook and tools such as military influence overlays as best practices in compatibility planning. Due to the widespread utility and applicability of such guidance, this report recommends their application throughout the Puget Sound region, and their maintenance and periodic update as a priority for military representatives and community officials alike. Through maintaining current and locally relevant planning guides and tools, military and community partners may more readily overcome barriers related to the mutual understanding of compatibility objectives and differences in organizational culture, and focus efforts and resources more directly on resolving land use conflicts and ensuring a compatible future.

Recommendation 3: Advocate for legislation and funding supportive of compatibility planning processes and projects.

Multiple stakeholder interviews identified implementation barriers as a challenge to compatibility planning process effectiveness. Specific examples include a lack of resources or avenues for implementation of compatibility recommendations outside of those formally established through the JLUS process, REPI partnerships, etc. The Washington State Department

of Commerce, SSMCP, and many local government representatives have voiced this concern. In 2019, Washington State Substitute Senate Bill 5748 (SSB 5748) created the Defense Community Compatibility Account (DCCA) to support infrastructure projects intended to improve military and community compatibility. The account is a repository for federal and state grant funding, which local governments may apply for to fund "compatible development projects that affect the economy, environment, or quality of life opportunities for local communities."

Along with account establishment, the Department of Commerce Growth Management Services Division is developing a process for application review, ranking, and funding allocation (Washington Department of Commerce, 2019). State-level legislation and programs such as those initiated under SSB 5748 are avenues communities may pursue to overcome funding and implementation barriers identified by civilian and military planning partners interviewed in this study. Research outcomes indicate that communities engaging in compatibility planning should advocate for the continued development of legislation that supports compatibility planning and should leverage funding programs as they become available.

6.4 LIMITATIONS

This study presents research outcomes specific to land use compatibility planning initiatives supporting Joint Base Lewis-McChord, Naval Base Kitsap, Naval Station Everett, and surrounding community partners. Conclusions, provisional theory, and recommendations reflect outcomes of the application of the research methods detailed in Chapter 3 of this report. Limitations to the analysis outcomes, conclusions, provisional theory, and recommendations presented in this study include:

Geographic Extent – Research presented in this report focused on major military installations and surrounding regional growth centers located within the area supported by the Puget Sound Regional Council (PSRC) Metropolitan planning Organization. This area consists of Snohomish, King, Pierce, and Kitsap counties. Western Washington is also home to several additional military installations and communities not considered in this analysis to which study outcomes, conclusions, and recommendations may not directly apply.

Planning Data Accessibility – Compatibility planning document analysis focused on civilian community plans, policies, and regulations. Military installation planning documents designated as "For Official Use Only" were omitted from the study, and publicly available records and interview participant sourced military compatibility planning objectives used as a basis for evaluation of planning process effectiveness

Regional Perspective – Puget Sound regional summaries related to compatibility planning effectiveness, best practices, and challenges reflect extrapolation of case study data. Apart from the Washington Department of Commerce Growth Management Services, interviews did not include representatives of regional and state-level planning authorities such as the Puget Sound Regional Council (PSRC) and Washington Military Alliance were not interviewed. Therefore, study outcomes do not necessarily reflect their views on the status of compatibility planning in the Puget Sound region.

Theory development – As described in Chapter 1 of this study, the development of substantiated theory using the Grounded Theory methodology requires iterative sampling and data analysis to the point of theoretical saturation. Analysis outcomes, conclusions, and recommendations presented in this report reflect a single iteration of stakeholder interviews and

policy review. Therefore, the provisional theory presented in this study highlights compatibility planning best practices and common challenges identified within the scope of the research and provides a basis for further research, but does not substitute for substantiated theory.

6.5 FURTHER RESEARCH

Limited documented research into the efficacy of military and civilian community land use compatibility exists. Additional research which may improve the fidelity to the study results presented in this report and address data variability include:

Substantiated theory – Additional iterations of interviews and analysis building on the provisional theory and recommendations presented in this study are necessary to develop a substantiated theory. Additional sampling and analysis would identify flaws in the provisional theory and address data variability to the point of theoretical saturation, ultimately resulting in a substantiated theory that may serve as a basis for further research into the topic.

Expanded geographic scope – The addition of a case study documenting Naval Air Station (NAS) Whidbey Island compatibility planning process effectiveness and stakeholder perspectives would add a unique perspective to the study and improve the regional validity of research outcomes. NAS Whidbey Island maintains an active airfield and experiences compatibility issues that differ significantly from Naval Base Kitsap and Naval Station Everett that may provide a basis of comparison for ongoing airfield coordination efforts at JBLM.

Expanded analytical scope - Extension of implementation analysis beyond community plan, policy, and regulation adoption to evaluate the effectiveness of specific applications may provide meaningful insight not captured in this study. Review of ongoing compatibility projects, REPI

partnerships, mutual aid agreements, and service contracts between military and community stakeholders may provide more granular information related to best practices, challenges, and efficacy at the working level.

GLOSSARY

Air Installation Compatible Use Zone Study (AICUZ)	A federally sponsored study that identifies potential community impacts of military aviation operations and develops recommendations for aircraft noise mitigation and community development guidelines that support military readiness as well as public health, safety, and welfare.
Community Planning and Liaison Officer (CPLO)	Navy installation staff member responsible for coordination of planning efforts with local governments and community organizations.
Compatibility considerations	Elements within local government plans, policies, and regulations that explicitly address military and community land use compatibility.
Compatibility drivers	Factors that contribute to the requirement of desire for military and civilian organizations to engage in coordinated land use planning.
Compatibility objectives	Military and community land use planning recommendations derived from formal and informal compatibility planning processes.
Compatibility planning	Land use planning practices that are intended to result in mutually beneficial outcomes for military installations and surrounding civilian communities. These practices are typically related to military mission assurance, encroachment management, environmental conservation, and civilian growth management objectives.
For Official Use Only (FOUO)	A government document designation that limits distribution of information to those with a need to know. This designation does not constitute information as classified but does typically indicate formal requests for information release are required for public access.
Joint Land Use Study (JLUS)	A formal compatibility planning process in which civilian and military partners study civilian development patterns and military mission requirements to develop and implement compatible land use recommendations.
Military influence overlay	A map overlay that identifies areas outside of military installation borders which may be affected by military operations, and areas where development may be restricted to ensure compatibility with military operations.

Process efficacy	The effectiveness of a process in achieving its objective. In this study, efficacy refers to the effectiveness of coordinated military and civilian planning processes and partnerships in achieving land use compatibility goals.
Public-Public/ Public-Private Partnerships (P4)	Formal partnerships or agreements between government organizations, or between a government organization and a private entity, in which property rights, goods, or services are exchanged to support mutual interests.
Readiness and Environmental Protection Integration (REPI)	A federally supported conservation and encroachment management program in which military and civilian partners engage in real property transactions (e.g. property leases) to achieve conservation, encroachment management, or other compatibility objectives.
Stakeholders	Individuals or groups that engage in land use compatibility planning and represent an organization's interests

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APPENDIX: STAKEHOLDER INTERVIEW QUESTIONS

Civilian-Military Compatibility Planning in the Puget Sound Region

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Interview Questions

Area 1: Experience with civilian-military land use compatibility planning

1. From the following list, please identify civilian-military land use compatibility processes you have been formally involved in and briefly describe your role:

    a. Joint Land Use Study (JLUS)

    b. Air Installation Compatible Use Zone (AICUZ) study

    c. Encroachment management planning (Compatible use buffers, REPI, etc.)

    d. Public-public/public-private partnerships (Enhanced use lease, Intergovernmental support agreement, land use memorandum of understanding or agreement, etc.)

    e. Comprehensive planning

    f. Policy development

    g. Other

2. For the compatibility processes you have been involved in, please identify whether a formal civilian-military planning partnership among stakeholders was established.

Area 2: Compatibility planning process effectiveness

1. For the compatibility processes you have been formally involved in, please provide your perspective on the primary purpose of engaging in the process.

2. For compatibility processes you have been formally involved in, please rate effectiveness in terms of objective attainment.

To answer, please rate effectiveness on a scale from 0 to 4 (**0 = ineffective, 1 = somewhat ineffective, 2 = somewhat effective, 3 = effective, 4 = very effective**) and provide a brief explanation of your rating for the following objectives:

a. County/municipal adoption of compatibility recommendations in plans, policies, or regulations

b. Attainment of conservation and/or encroachment management goals

c. Establishment of mutually beneficial civilian-military land use and /or service agreements

d. Other

3. For compatibility processes you have been formally involved in, please rate effectiveness in terms of process implementation.

   To answer, please rate effectiveness on a scale from 0 to 4 (**0 = ineffective, 1 = somewhat ineffective, 2 = somewhat effective, 3 = effective, 4 = very effective**) and provide a brief explanation of your rating for the following:

   a. Availability of formal process implementation guidance

   b. Clarity of process protocol/procedures

   c. Consistency of your experience with process protocol/procedures

   d. Other

Area 3: Best practices in compatibility planning

4. From your experience engaging in compatibility planning processes, what are key factors, or best practices, for process effectiveness (3-5 responses)?

5. From your experience participating in compatibility planning partnerships, what are key factors, or best practices, for partnership effectiveness (3-5 responses)?

Area 4: Challenges/barriers to compatibility planning

6. From your experience engaging in compatibility planning processes, what are primary challenges, or barriers, to process effectiveness (3-5 responses)?

7. From your experience participating in compatibility planning partnerships, what are primary challenges, or barriers, to partnership effectiveness (3-5 responses)?