

**INTRODUCTION**

Communities surrounding Ft. Lewis and McChord Air Force Base (AFB) will experience a significant rate of population growth and economic expansion during the next six to ten years due to a variety of Department of Defense initiatives. State and local officials, in conjunction with Departments of Defense and Army personnel, have been discussing and evaluating how expansion at Ft. Lewis and McChord AFB might impact these communities.

This proposal centers around the development of a regional growth coordination strategy that will be synchronized with the BRAC and programmatic changes (Realignment, Grow the Force, Global Defense Posture Realignment) that Fort Lewis officials are currently planning with McChord AFB. By 2010, McChord AFB will relocate the installation management functions to Ft. Lewis and establish Joint Base Lewis-McChord.



**LOCATION AND STUDY AREA**

Ft. Lewis is located on 136 square miles in Pierce and Thurston Counties, in the south-Puget Sound area of Washington State. The installation is adjacent to the City of Lakewood, City of DuPont and Town of Steilacoom, and has significant impacts on other neighboring jurisdictions including the cities of Tacoma, Lacey, Yelm, Roy, Nisqually Tribe Reservation, and unincorporated areas of Pierce County and Thurston County.

Interstate 5, adjacent to Ft. Lewis, divides the installation into North Fort and Main Post. The Seattle-Tacoma International Airport (SEA) is approximately 1 hour north of the installation and the ports of Tacoma (National Strategic Port) and Olympia are used by the military for logistical operations.

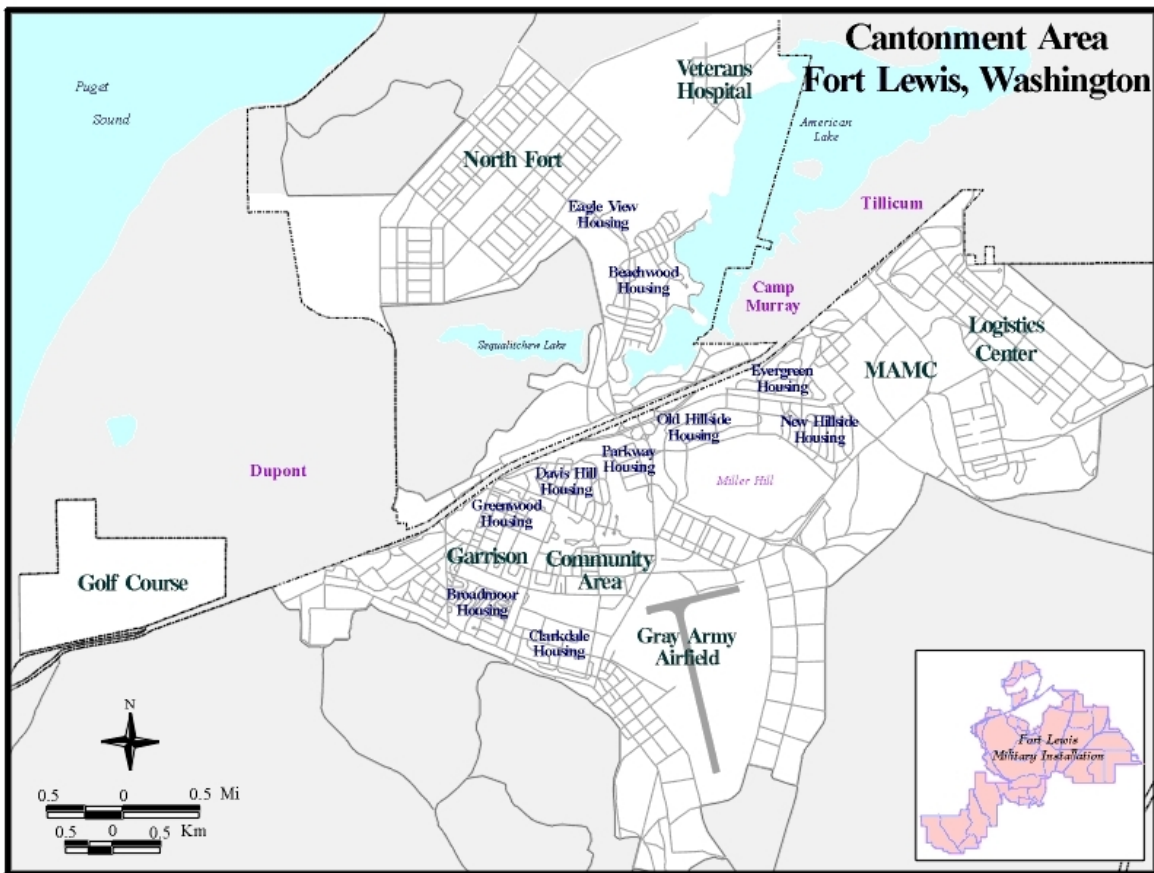


# Ft. Lewis and McChord AFB Growth Coordination Plan Narrative

Ft. Lewis and McChord AFB's anticipated growth will impact a geographically large and diverse area, including two counties, several jurisdictions and numerous school districts. The Study Area will extend from the southern portion of the city of Tacoma in Pierce County south to the cities of Lacey and Yelm in Thurston County, from and including the towns of Steilacoom and Roy, cities of DuPont and Lakewood, eastward to SR 507; including parts of unincorporated Pierce County within this area (see Attachment A).

## BACKGROUND

Fort Lewis has a rich and expansive history. Fort Lewis, named after Meriwether Lewis of the Lewis and Clark expedition, is one of the largest and most modern military reservations in the United States. Consisting of 87,000 acres of prairie land cut from the glacier-flattened Nisqually Plain, it is the premier military installation in the Northwest and is the most requested duty station in the Army. Fort Lewis began as Camp Lewis in 1917 when the citizens of Pierce County voted by an eight to one margin to bond themselves for \$2 million to buy the necessary land. It remains the only military installation donated to the Department of Defense.



In 1981, Fort Lewis became home to I Corps. This senior headquarters is involved in the operation and training of active, reserve, and National Guard units from Alaska to Alabama, and from Pennsylvania to Puerto Rico. The principal Fort Lewis maneuver units are the 1st Brigade, 25th Infantry Division and the 3rd Brigade, 2nd Infantry Division. It is also home to the 593rd Corps Support Group, the 555th Engineer Group, the 1st MP Brigade (Provisional), the I Corps NCO Academy, Headquarters, Fourth ROTC Region, the 1st Personnel Support Group, 1st Special Forces Group (Airborne), 2d Battalion (Ranger), 75th Infantry, and Headquarters, 5th Army (West).



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Soldiers receive medical care through Madigan Army Medical Center. Located at Ft. Lewis, MAMC occupies more than 120 acres of land and is one of the busiest hospitals in the Pacific Northwest. It serves approximately 160,000 soldiers, family members and military retirees. Madigan's four-building structure is one of the Army's most state-of-the-art and technically advanced medical centers.

Fort Lewis is contiguous to McChord Air Force Base, the home of the C-17 transport fleet. McChord Air Force Base is the home of Combat Airlift. Team McChord has flown continuous combat airlift every day since October 2001, providing airlift and aero medical evacuation in support of Operations Iraqi and Enduring Freedom and other contingencies around the world.

Adjacent also to Ft. Lewis is the headquarters of the Washington National Guard, Camp Murray, and the multi-purpose American Lake Veterans Hospital.

### **INCREASES AT FT. LEWIS**

In 2005, the Department of the Army announced that troops stationed at Fort Lewis would expand significantly due to three Department of Defense initiatives: the transformation of units in the Army to Modular Forces (AMF), the implementation of 2005 Base Realignment and Closure (BRAC) decisions, and stationing changes based on the Integrated Global Presence and Basing Strategy (IGPBS).

For federal fiscal year 2003, Ft. Lewis had 19,476 soldiers and another 8,247 federal employees. Department of Defense forecasts had projected 28,713 soldiers and 9,819 federal employees and contractors in the next six year period, with a total of 32,283 soldiers and 10,153 contractors and employees by 2015. Currently the Department of the Army is conducting an EIS for options that could increase the active-duty population by about 5,500 soldiers and 110 helicopters. If approved, the total installation size would be 40,200 soldiers and 11,800 civilians, more than double the size from the previous decade. This growth will present immense opportunities and challenges to Ft. Lewis, McChord AFB and the communities in the surrounding region.

When combined into Joint Base Lewis-McChord on January 31, 2010, the base will be the largest military installation on the west coast of the United States with more than 415,000 acres, including Yakima Training Center in central Washington. It will support an on-base population and in neighboring communities of more than 100,000 people including military personnel, families, civilian and contract employees, and retirees and their families.

### **STUDY AREA POPULATION GROWTH**

Population in the central Puget Sound region experienced steady growth this decade. As of April 1, 2008, the region's population was estimated to have reached 3,633,000, an increase of 50,100 persons or 1.39 percent over the previous year.

Since 2000, Pierce County has grown by an annual rate of 1.81%, King County has grown annually at 1.06%, and Thurston County by 2.03%. The annual population growth for municipalities adjacent to these installations is varied, including the City of Tacoma at 0.5%, the Town of Steilacoom at 0.37%, and City of Lacey at 2.42%. Since 2000, the City of Lakewood's population has increased by a total of less than one tenth of one percent, from 58,293 to 58,780.<sup>1</sup> The rate of population growth in the south Puget Sound region has been fairly steady since the 2000 Census, but shows discernible population spikes after 2005 that correspond with the defense-related growth at Ft. Lewis.

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<sup>1</sup> Source: Census Bureau, Washington State Office of Financial Management (OFM), 2008.



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According to the a 2007 Washington State Office of Financial Management report, Pierce County experienced faster growth than previously forecasted due to increases in troop strength at Ft. Lewis and McChord AFB. These military installations showed a combined increase of 10,000 from 2000 to 2006.<sup>2</sup>

### Ft. Lewis and County Growth<sup>3</sup>

<b>Ft. Lewis</b>	<b>2000</b>	<b>2009</b>	<b>Net Change</b>	<b>% Change</b>
Military	19,089	30,800	11,711	61.3%
Dependents	29,015	46,816	17,801	61.3%
<b>Totals</b>	<b>48,104</b>	<b>77,616</b>	<b>29,512</b>	<b>61.3%</b>

<b>Counties (including cities)</b>	<b>2000</b>	<b>2008</b>	<b>Net Change</b>	<b>% Change</b>
Pierce County	700,820	805,400	198,370	16.3%
Thurston County	207,355	245,300	78,825	18.3%
<b>Totals</b>	<b>908,175</b>	<b>1,050,700</b>	<b>277,195</b>	<b>15.7%</b>

### Municipal Growth in Study Area

	<b>2000</b>	<b>2008</b>	<b>Net Change</b>	<b>% Change</b>
City of Tacoma	193,556	202,700	9,144	4.7%
City of Lakewood	58,293	58,780	487	.8%
City of Lacey	31,226	38,040	6,814	21.8%
City of DuPont	2,452	7,390	4,938	201.4%
Town of Steilacoom	6,049	6,255	206	3.4%
Town of Roy	260	875	615	236.5%
City of Yelm	3,289	5,150	1,861	56.6%
<b>Totals</b>	<b>295,125</b>	<b>319,190</b>	<b>24,065</b>	<b>8.15%</b>

The Pierce County communities of Roy and DuPont were the second and third (respectively) fastest growing areas in the entire state of Washington, and Yelm in Thurston County was number 15 overall. A significant portion of this growth is attributable to residential developments that have specifically catered to military personnel. For example, Ft. Lewis data<sup>4</sup> shows that of the 5,150 people living in Yelm, 2,211(41%) are Ft. Lewis soldiers, family members or civilians employed on post. Of the 7,390 citizens of DuPont, 2,985 (40%) are Ft. Lewis soldiers, family members or federally employed civilians. Thus the tremendous growth experienced at both DuPont and Yelm can be directly correlated to personnel growth at Ft. Lewis.

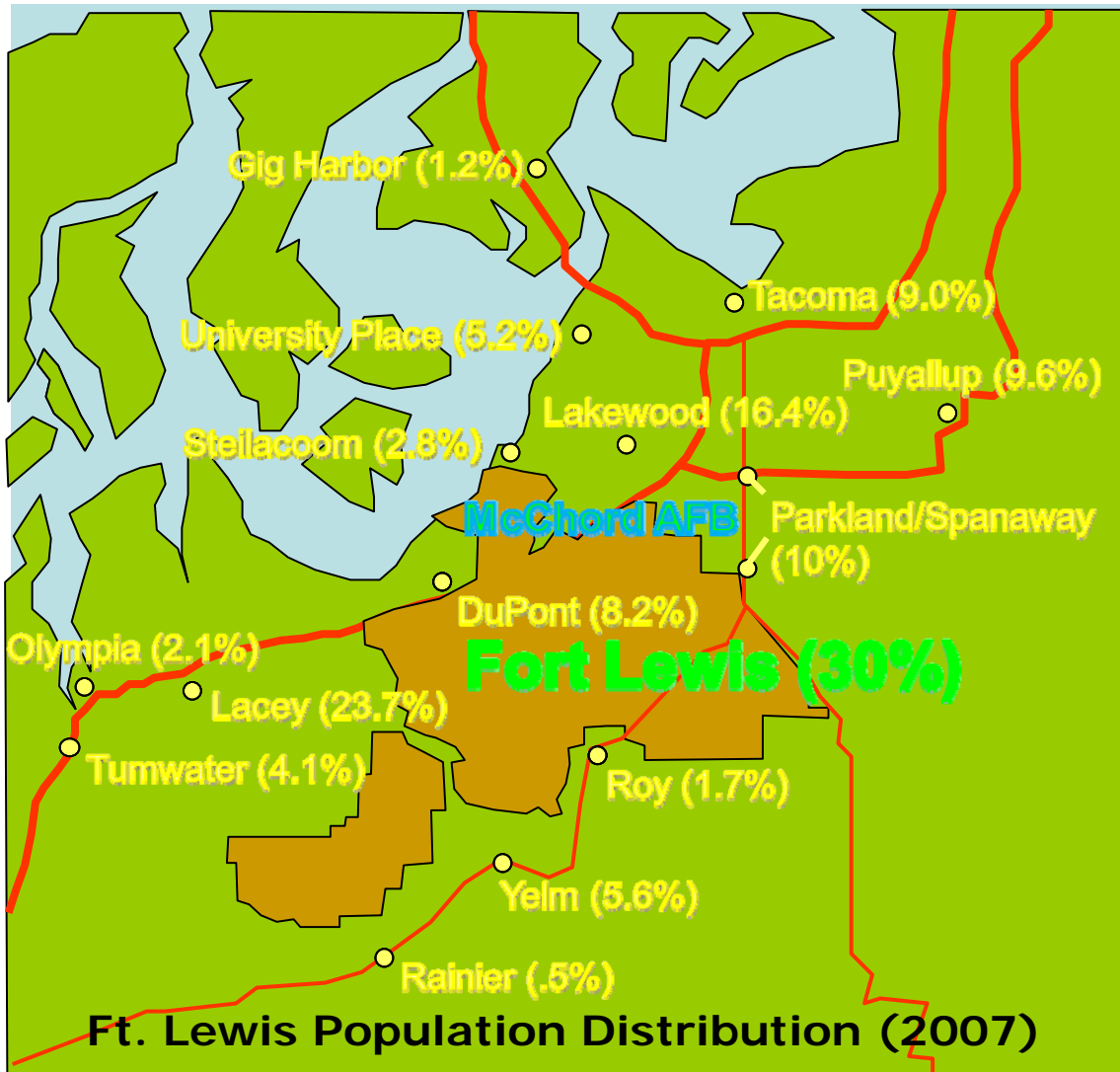
<sup>2</sup> OFM, GMA Projections, November 2007

<sup>3</sup> Adapted from April 9, 2009 presentation by Tom Knight, Ft. Lewis Deputy Garrison Commander using multiple Sources: 2008 Washington State Population Trends Report and 2012 populations figures based on estimates found in various Comprehensive Land Use Plans.

<sup>4</sup> Ibid.

**ECONOMIC IMPACTS**

Over one quarter of all federal military and civilian personnel stationed in the state of Washington live in Pierce and Thurston Counties. The Washington State Office of Financial Management has defined the Economic Impact Region for Ft. Lewis and McChord AFB as the area within a 50-mile radius of the base. This area is subject to significant base-generated economic impacts, and includes many of the communities covered in the Growth Coordination Study Area: portions of Pierce and Thurston Counties; the cities of Tacoma, Lakewood, DuPont, Lacey, Yelm; and the towns of Steilacoom and Roy.



The current military presence creates a stable source of employment and tax revenue for the local economies. In a 2004 report the Washington State Office of Financial Management found that Ft. Lewis and McChord AFB directly and indirectly account for over 74,000 jobs in Pierce County and over 87,000 statewide. The total impacts in terms of labor earnings sum to nearly \$2.9 billion within Pierce County (about 30 percent of the county total wage disbursements) and nearly \$3.4 billion statewide.



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### Direct Impacts of Major Military Bases in Pierce County, 2003<sup>5</sup>

Employment, uniformed and civilian	34,624
Payroll	\$1.876 billion
Military retiree pensions	\$524.9 million
TriCare payments to private providers	\$31.1 million

#### Contracts for goods and services

Pierce County vendors	\$25.2 million
Statewide	\$52.1 million
On-base retail spending	\$200.9 million
Net direct impact*	\$2.2312 billion

\* *Reduced by on-base retail spending*

The above table does not include the over \$3 billion on base construction through "Milcon" Military Construction funds slated for Ft. Lewis or the \$11 million received annually to school districts in Pierce County in impact aid for schooling of the dependents of military personnel.

All of this growth will have significant impacts to quality of life for the communities within the Study Area. As new residents relocate to the region, they will affect the economy, housing markets, employment, retail businesses, social services, and governmental institutions.

### NEED FOR ADDITIONAL ASSISTANCE

#### *Lack of Specific Forecasting Data in Plans*

The Washington State Growth Management Act (GMA) requires that counties and cities in Pierce and Thurston County have comprehensive plans to adequately plan for and facilitate future population growth. Of the eight comprehensive plans for communities within the Study Area, none incorporate population and employment projections that reflect military induced growth. Infrastructure needs to accommodate an influx of personnel and their coinciding facilities are not well known by special districts and service providers. School districts continue to be challenged by the ever changing populations of military families and children. Additionally Ft. Lewis has conducted housing studies that address their internal growth issues, but they do not include the full range of growth ramifications on the adjacent counties and municipalities.

The Department of Defense recommendations for increased presence of the military in the south Puget Sound combined with the region's steady natural population migration will lead to increased real estate development, growing populations and increased traffic. There is a high level of community support for Ft. Lewis and McChord AFB. There is also an acknowledgment from the stakeholders that these military facilities are essential to the local economy and that we must assist them in maintaining their readiness status. The cities and counties surrounding the installations are eager to assist them in maintaining their force and supporting their families. However, at this time there are limited data and tools to evaluate the military growth, especially across the Study Area and variety of needs.

It is critical that the regional stakeholders begin to plan for and understand how the growth of the military presence in the Study Area affects the provision of services and infrastructure. Without OEA technical and grant assistance to complete this plan, local governments will not have accurate information when faced with land use and infrastructure decisions, and may not make improvements that best serve the military mission. This May, Washington State's governor signed a state budget to close a nearly \$9 billion shortfall. Recent forecasts from the state's revenue forecaster projected decreases in revenues of \$185 million for 2007-2009

<sup>5</sup> Economic Impacts of the Military Bases in Washington, WA OFM, July 2004



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and a decrease of \$297 million for the budget period 2009-2011. The state is struggling to meet its basic obligations, and does not have the funds to plan for military related growth in the Study Area.

Without federal financial assistance, this planning effort would not be possible, and alternative funding is not available for this effort. Addressing these concerns will ensure a high quality of life for the military and DOD civilian personnel, as well as residents and stakeholders within the Study Area.

The City of Lakewood, in conjunction with our regional partners, requests OEA funding to help enable local communities and service providers to coordinate the foundational steps necessary to absorb significant population and economic impacts of Ft. Lewis and McChord AFB growth.

### **PURPOSE AND OBJECTIVES**

The Growth Coordination Plan will identify and analyze community "gaps" that exist in the region in regard to being able to properly handle Ft. Lewis and McChord AFB's anticipated growth. At the April 9, 2009, Growth Coordination Workshop attended by over 90 Study Area stakeholders, participants identified ten functional areas as elements that needed to be analyzed in detail

The plan seeks to address such questions as:

1. *Where is the future growth going?*
2. *Do the communities like where future development is headed, and do they have the tools to shape more desirable growth patterns?*
3. *Are the communities doing what is necessary to accommodate the needs of the soldiers, airmen and their families?*

The objectives of the Growth Coordination Plan are to:

1. Identify and assess existing conditions
2. Determine future needs of an increased military population
3. Develop short term and long term priorities and potential funding sources to accommodate this growth
4. Develop planning, coordination and implementation strategies that help achieve the long term strategic goals of the stakeholders during this period of growth and change.
5. Maintain a central point of coordination for all major stakeholders who are impacted by the expansion of Ft. Lewis.
6. Promote regular communication with all local and regional groups and committees that discuss military installation infrastructure and service issues and concerns.
7. Establish a clear set of action steps to local communities about managing future growth and demands for services.

To meet these objectives, the Growth Coordination Plan will provide a detailed analysis of issues and strategies specific to the challenges at Ft. Lewis and McChord AFB. By coordinating the growth planning efforts in the Study Area, local, state and federal funds can be efficiently distributed according to region-wide needs and special districts can provide the military with their services in an effective manner.

The proposed Growth Coordination Plan is not intended to supersede existing procedures and policies governing the mandates of the different service providers but to provide an assessment and coordinated action plan to address the needs of the region. It is envisioned that the Growth Coordination Plan will be used to facilitate implementation of specific action steps at both the regional and local level and therefore may be adopted in a manner as deemed appropriate by each local government agency and service provider to meet their specific implementation needs.

### **SUMMARY OF STUDY AREA NEEDS**



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### Housing

One of the most pressing issues for defense communities is where to house the new influx of residents. Some of the personnel will live in on-base housing, but the majority will not. A major challenge is how to provide sufficient off-base housing at affordable prices in the surrounding communities to meet the increased demand.

Like any rapidly growing area, housing affordability is an issue throughout the Puget Sound region. In recent years housing prices have risen faster than incomes, and people at the lower end of the income range are being priced out of the home-ownership market. Rapid appreciation of raw land and existing housing, larger formats for new construction, extensive conversion of apartments to condominiums, reductions in housing subsidy programs, and rising interest rates combined to make both ownership and rental housing challenging for an increasing number of people. Pierce and Thurston Counties have historically had a significant stock of affordable housing, but that trend seems to be diminishing.

In 2000, the Army's housing privatization program, Residential Communities Initiative (RCI), chose Ft. Lewis as one of five nationwide pilot projects. The Army has joined with Equity Residential to oversee all aspects of the family housing communities. This original agreement called for 3,967 homes to be built at Ft. Lewis by 2012. However, the joint basing of Lewis-McChord in 2010 will add another 608 homes at McChord by 2016. Six thousand new spaces have been completed by the Army Corps of Engineers and more than \$41 million is expected this year to update the 1940s era barrack spaces. This entire construct is not expected to be sufficient to accommodate all the growth.

Ft. Lewis officials indicate that their goal is to house approximately 30% of the new assigned soldiers and families on post. The remainder will locate housing within the surrounding communities. Ft. Lewis officials have indicated that approximately 66% of the new military permanent party will be married and that all new civilian and contractors will live off post.

The Growth Coordination Plan will build upon data in the Army Housing Market Analysis to determine actions that are required to make the identified housing options accessible to the different household and income groups regionally and within each community. The amount of new housing stock and the blend of housing types will be need to be assessed to accommodate off base housing demands.

Meetings will need to take place with Ft. Lewis and McChord AFB officials, Equity Residential officials, the local communities and the residential construction industry to ascertain what projects are planned and how that matches up with the forecasted housing needs. Barriers in satisfying each of the local and the regional housing needs and steps that need to be taken to overcome these obstacles will be determined.

Specific issues regarding area demographics in relation to housing will also need to be studied. For example, residents in Thurston County living in off-base housing may have been historically undercounted because of a discrepancy regarding zip codes. If previous studies were inaccurate, then accurate information regarding the need for housing both inside and outside Pierce County will need to be assessed. Currently, the cost of housing in Thurston County is lower than that in Pierce County, and this could be an influencing factor.

Issues regarding base growth and housing tied to relevant quality of life issues such as childcare, transportation, education, etc. (in terms of proximity to resources and kinds of housing needed) should be studied.

### Fiscal Impact

Typically, when a military installation experiences growth, defense related business increases. The new residents, employees and contractors at Ft. Lewis and McChord will expand the regional economy, as they will both earn and spend dollars within the region. There is a need to evaluate that impact upon the region



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regarding the annualized number of construction jobs that will be required to support the military growth. Ft. Lewis has indicated that over \$3 billion dollars worth of construction projects are in the pipeline in the next five years, including group barracks, dining facilities, motor pools, administrative buildings and training areas. This level of construction will result in several thousand construction and construction-related jobs.

Specific issues regarding these constructions impacts and ongoing impacts from Ft. Lewis and McChord, including operational expenditures, payroll and disposable income should be evaluated and a study of the region's economy and the types of businesses and services needed to meet this demand is needed. Stakeholders within the Study Area do not have a good sense of future employment growth trends and economic diversification options, so options for evaluating these fiscal impacts should also be reviewed.

### Education

An important consideration for communities is how to prepare for increased enrollment at local public schools. By school year 2011, according to Department of Defense estimates, an additional 4,500 students will come to Ft. Lewis as a result of Joint Basing, BRAC and international base personnel movements.<sup>6</sup> All of these students will impact local school districts and it is estimated that many will attend on-post schools. There are two schools on McChord AFB owned by the Department of the Air Force and operated by Clover Park School District. The schools on Ft. Lewis are owned by the Department of the Army, leased to the Department of Education and operated by CPSD. Because these schools are owned by the Federal Government, they cannot obtain funding through local taxpayer bonds and levies. Also impacted by this growth is one elementary school in the Tillicum neighborhood of the City of Lakewood; and Woodbrook Middle School, which is also in city limits.

Combined capacity of the elementary schools on Ft. Lewis and McChord AFB is 2,543 seats. Enrollment beginning the 2008-2009 school year was 2,744 students, with excess students being housed in temporary portable classrooms requiring special force protection modifications. The cost of these portable structures has been absorbed by the District's M&O budget (in excess of \$300,000).

Forecasting student enrollment for McChord and Ft. Lewis schools is a unique challenge due to a number of factors:

1. Housing privatization by Equity Residential is making living on-post more attractive to families, and their schedule for remodeling and adding housing units is very fluid based on the needs of the installations and funding available. There are two factors related to housing which affect the forecasting of students:
  - Percentage of occupancy on a housing area; and
  - The waiting list of the same area.

A strategic interactive forecasting model is needed in order to adequately manage the occupancy and backlog of persons waiting to live in these homes.

2. Deployments of military units at Ft. Lewis and McChord AFB contribute to making forecasts for student enrollment difficult. Specifically, understanding how a departing unit effects the enrollment in the District or in a school is a challenge. A study should be conducted and a strategic interactive forecasting model developed to adequately manage the dynamics of troop movement, resulting family shifts and educational enrollment and accommodation.
3. The influx of new Child Development Centers (CDC) and School Age Services (SAS) facilities on Fort Lewis will have a dynamic effect on student enrollment at Ft. Lewis and McChord AFB. These

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<sup>6</sup> United States Department of Defense, *Update to the Report on Assistance to Local Educational Agencies for Defense Dependents Education* (March, 2008), p. 41.



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centers draw a significant number of students from out of district which impact a school in a particular boundary area unrelated to the housing boundary itself. While the impact that students like this have on enrollment may be minimal, none-the-less, a strategic interactive forecasting model is needed in order to adequately manage these facilities as they relate to impact of students in the District.

4. The Joint Base Lewis/McChord consolidation effort is raising significant questions in regard to a joint base connector, student transportation and other logistical questions.

Another important consideration for affected families will be how to connect families with their communities to develop educational and social network support for their children, especially during times of deployment. The analysis should include a review of technological tools (web sites, on-line information centers and community bulletin boards) that provide the best fit. The desire of military spouse to utilize post-secondary and vocational-technical education services need to be assessed to establish the proficiency of existing programs.

### Transportation

Safe and effective transportation and transit are vital to the well being of any region. The troop increases at Ft. Lewis and the associated population growth throughout the south Puget Sound region will increase travel demands on those streets and highways that already serve large traffic volumes and the various public transit providers serving the area. It is an important responsibility of local government to plan, fund and construct transportation infrastructure so that it is in place when the impacts of growth develop (known in the Growth Management Act as concurrency).

The City of Lakewood and Washington State Department of Transportation are partnering on an Office of Economic Adjustment sponsored transportation study of the congested Interstate -5 corridor through Ft. Lewis. This traffic operations model and alternatives analysis will include a number of recommendations to alleviate congestion and will provide Ft. Lewis, McChord AFB and the region with technical numbers to support recommended transportation improvements to help address I-5 traffic impacts resulted from base growth.

What remains to be studied is the existing and future capacity and level of service of the local major streets and state highways other than the Interstate 5 corridor. Among the transportation issues that remain is how to evaluate how secondary roads will handle increased traffic volumes resulting from base growth. On the east side of Ft. Lewis, intense congestion is at what is known as the Roy "Y" interchange at Highway 507 / Highway 7 and occurs following the PM release of military personnel. Infrastructure needs at this newly utilized access point and other gate access bottlenecks in the Study Area requires study.

This effort will also identify regional transportation opportunities and an assessment of the long-term viability of implementing such opportunities, costs, and funding options. A list of strategies, prioritized alternatives and new types of transportation systems/routes that would alleviate congestion are needed in order to address transportation issues impacted by this mission expansion.

Finally, recommendations should be made on how Ft. Lewis and McChord AFB staff can best work with the Puget Sound Regional Council, the Pierce County Regional Council and the Thurston County Regional Council to promote regional solutions to transportation challenges.

### Planning and Zoning

This task will include an inventory review and assessment of existing community and county land use plans and policy documents, as they are affected by the growth of Ft. Lewis. As mentioned above, Washington's GMA requires comprehensive plans for most counties and cities in order to adequately plan for employment and population growth and provide infrastructure and public services prior to the developments being built (known as concurrency).



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Of the eight comprehensive plans for communities within the Study Area, none incorporate population and employment projections that reflect military induced growth. These documents help to provide guidance for decisions affecting growth and annexation; the use and development of land; preservation of open space; and the expansion of public facilities and services which help to protect and provide for the health, safety and general welfare of existing and future residents of the region. The ability to administer these policies and regulations in a coordinated manner is equally important to the orderly and planned growth of the communities adjacent to the bases as to the expanded military facilities themselves.

### Public Utilities & Infrastructure

Communities often must make infrastructure improvements to support the developments that results from installation growth. Off-base residential construction that responds to a demand from military personnel creates a need for increased sewer and water capacity. Continued growth at Ft. Lewis, and the joint basing action with McChord AFB, will have an impact on existing utility plans. The scope and distribution of this increase and the ability of the utility service districts (both public and private utilities for water, sewer, solid waste, telephone, electric, gas, cable, and internet access services) to accommodate this growth is not known.

For example, Pierce County is located over a sole-source aquifer, which supplies almost 400,000 people with drinking water. If this water were to become unfit to drink, there are no feasible alternative sources of drinking water available. Other communities within the Study Area have had periodic restrictions on development until guarantees could be made that there was sufficient water to serve new homes and businesses. In order to accommodate mission growth at McChord AFB and Ft. Lewis, Study Area service providers will need to know how that growth will impact their existing supply and distribution systems, and what future needs are for utility treatment or distribution facilities.

### Public Safety and Emergency Services

This task will assess the ability of the different public safety and emergency service providers across the region to deliver emergency response services to meet the needs of the anticipated full build out of Ft. Lewis and the joint-basing decision with McChord AFB. Base growth will also have impacts on area court systems and emergency services. For example, if court systems in the Study Area don't have enough capacity and are overwhelmed, a higher percentage of offenders may be released which then places greater pressure on emergency services and law enforcement. Public safety providers need to be aware of existing service levels and deficiencies, if any, of their partners and of options for coordination between jurisdictions and service areas should the need arise.

### Health and Social Services

Ft. Lewis continues to strive to meet the welfare and medical needs of its soldiers on post, as evidenced by the construction of Soldier and Family Assistance Center in 2007 and ongoing improvements at Madigan Army Medical Center. The SFAC is helping Warriors in Transition (WT) and their families with their recovery, rehabilitation and support services as they prepare to transition back to their unit or into a productive civilian workforce. The private sector also serves many of these personnel and their dependents, but are unsure what facilities will be required to meet the increased demand for services from base growth.

There are some questions as to the capacity and location of state-certified child care facilities within the Study Area. While there is a child care facility located on both installations, they will not have the capacity to accommodate all of the growth expected at Ft. Lewis and McChord AFB. Therefore the child care providers in the region will have to provide the additional capacity. The level and type of high-quality, off-base childcare services, especially for children with special needs, should be assessed.



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An assessment of the local and regional health care and social service systems will be required to determine if they will be able to meet the increased demand in areas such as medical, dental, mental health, family counseling, child care and other social services. Existing service levels, deficiencies and anticipated service level increases will be identified along with an action plan for improved coordination and implementation.

### Quality of Life

Community and social needs to serve the arriving troops and their families will be evaluated, as an influx of up to 16,000 soldiers, employees and contractors by 2015 could strain key aspects on the region's high quality of life, including indicators such as the areas of child care, culture and arts, economy, education, environment, health care and mental health, housing, parks and open space, public safety, utilities and transportation. It needs to be determined to what extent McChord AFB and Ft. Lewis can meet those needs, and what levels of service will need to be provided by the surrounding jurisdictions.

It is also expected that additional parks and open spaces will need to be established and maintained to accommodate expected growth. In addition to assessing how much and what types of parks and open spaces should be established, the amount of money needed for operating funds will also need to be assessed. The need for new community centers will need to be evaluated, along with opportunities to partner with organizations such as the Boys and Girls Club to establish additional community resources. The outcomes of this task will help identify opportunities for the military and the community to partner and assist each other.

### Public Engagement, Regional Coordination and Implementation

Military-induced growth will affect each community within the Study Area differently. Crucial linkages among the identified task elements need to be established so that the likely dispersal of the off-base, in-migrating population can be managed and absorbed without adversely affecting the quality of life for existing residents. The Growth Coordination Plan will provide data, documents and strategies that can be used directly by local agencies in their land use actions, capital improvement and program planning and other improvement grants, but by itself it won't lead to a coordinated approach to planning for growth at Lewis and McChord. Communication and coordination between and within the identified sectors is particularly important to ensure that demand is accurately anticipated. A regional organization or committee that is charged with ongoing coordination, communication and monitoring needs to be established to ensure that this effort is sustained.

This effort can be aided by the creation of an Implementation Plan, which would help guide this regional group with strategies and procedures to coordination the implementation effectiveness of the Growth Coordination Plan.

## **PROJECT ORGANIZATION AND MANAGEMENT**

The City of Lakewood will act as the project administrator, and upon receiving grant approval, will issue a Request for Proposal to select a consultant to coordinate this project and planning effort. The City of Lakewood and other stakeholders will form a consultant selection committee to score the submitted proposals, conduct interviews and select a preferred consultant team. The consultant selection process will comply with the procurement standards in CFR 32 Part 33, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments, Subpart A, General Section 33.36 Procurement.

Once selected, the consultant will prepare a coordinated Work Plan including a refined scope, schedule, budget, and project organization chart following OEA's project approval. The consultant and/or its subconsultants will be responsible for completing Tasks 1-12 of the Scope of Work. Dan Penrose, Lakewood's Project Manager for OEA grants, will oversee the work of the consultants. His responsibilities include schedule and task oversight, client communications and progress monitoring. He will ensure that the



## Ft. Lewis and McChord AFB Growth Coordination Plan Narrative

plan produces cohesive, useful, actionable results and will help provide timely information regarding military growth issues to stakeholders and the public.

The consultant, with the assistance of the City of Lakewood, will convene a Growth Coordination Committee, which will provide guidance on overall direction and will provide a high-level review of the final deliverables. The committee will help ensure that the strategies reviewed as part of the study are representative of the range of alternatives likely to address the most critical transportation issues of interest within the Study Area. The committee will be made up of decision makers or their appointed representatives of adjacent or affected jurisdictions, including DuPont, Steilacoom, Pierce County, Lacey, Sound Transit, Pierce Transit, Puget Sound Regional Council, Ft. Lewis, McChord, Thurston Regional Planning Council, tribes, Congressional Offices, and WSDOT Modal representatives.

The consultant, with the assistance of the City of Lakewood, will manage and coordinate the efforts of the Growth Coordination sub-committees that will be formed to address the topical areas of concern. Sub-committee members will be knowledgeable in the Task area, will be representative of the identified concerns in that task and will provide local input. The consultant will be responsible to:

1. Maintain a database of Growth Coordination Committee members and subcommittee members
2. Keep committee members informed
3. Notify members of the meetings
4. Develop agendas for the meetings
5. Facilitate the meetings
6. Draft the minutes of the meeting and distribute them to the members
7. Make any copies needed for the meetings
8. Complete and distribute progress reports
9. Track attendance of members
10. Provide research services to the committee
11. Create any additional reports required or requested related to the Task

### **PLAN TIMEFRAME**

The Growth Coordination Plan will be conducted over an 18 month period, with the RFP process and selection of the Project Consultant beginning in August 2009, and the bulk of the plan work continuing from September 2009 through December 2010, with implementation continuing over the five years that follow. The planning studies are intended to address growth through 2013 yet be structured in short-term comprehensive work programs for implementation purposes.

The Growth Coordination Plan needs to be comprehensive, concise, flexible and usable, identifying and preparing for the impact of military growth and joint-basing for the short-term, as well as for the longer term future.

### **CONCLUSION**

An effective Ft. Lewis / McChord is fundamental to the well being of the south Puget Sound communities and the military installations. The impacts of DOD-related growth at Ft. Lewis and the associated population growth throughout the region will increase demands on a multitude of areas, including housing, education, public utilities, transportation, urban and regional planning, public safety- emergency services, health and social services and other quality of life issues. This planning effort will provide the region with technical information concerning existing capacity and future demands. It will provide Ft. Lewis, McChord AFB and the region with information to support funding requests to address impacts due to implementation of the planned growth. And it will establish a framework for coordinating military growth issues into the future.