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Introduction

Military installations are critical to local economies, generating thousands of jobs and millions of dollars in economic activity and tax revenue annually. In past instances, incompatible development has been a factor in the curtailment of training operations and restructuring of mission critical components to other installations. To protect the missions of military installations and the health of the economies and industries that rely on them, encroachment must be addressed through collaboration and joint planning between installations and local communities. This study attempts to mitigate future issues and improve

coordination between Spokane County, local communities, and Fairchild Air Force Base (AFB).

Located adjacent to the City of Spokane, the region surrounding Fairchild AFB is expected to experience economic and population growth in the future. As development moves closer to the base, a coordinated effort is needed to ensure that the growth which occurs in the surrounding areas allows the installation to maintain its role in the nation's defense while concurrently remaining a vital member of the local community and a major contributor to the local economy.

1.1 FAIRCHILD AFB – STRATEGIC IMPORTANCE

Developed in 1942, the site for Fairchild AFB was chosen for its strategic position within the northwest United States (US). Located 300 miles from the Pacific coast and protected by the Cascades Mountain range, the installation is well positioned to provide support for national defense while remaining protected against attacks by a natural barrier. Fairchild AFB has played many roles in the defense of the US throughout its distinguished history. Originally founded as a repair depot for damaged aircraft in World War II, the installation was later transferred to the Strategic Air Command. Dubbed the “tanker hub of the Northwest,” the 92d Air Refueling Wing (ARW) operating out of Fairchild AFB is capable of supporting US and allied forces around the world. Missions supported by the 92d ARW have included special airlift missions, combat operations, and humanitarian relief missions. The installation was also an integral and necessary component during the 1990s in conflicts with Iraq including Operation Desert Storm. Figure 1-1 illustrates the regional setting of the Joint Land Use Study (JLUS).

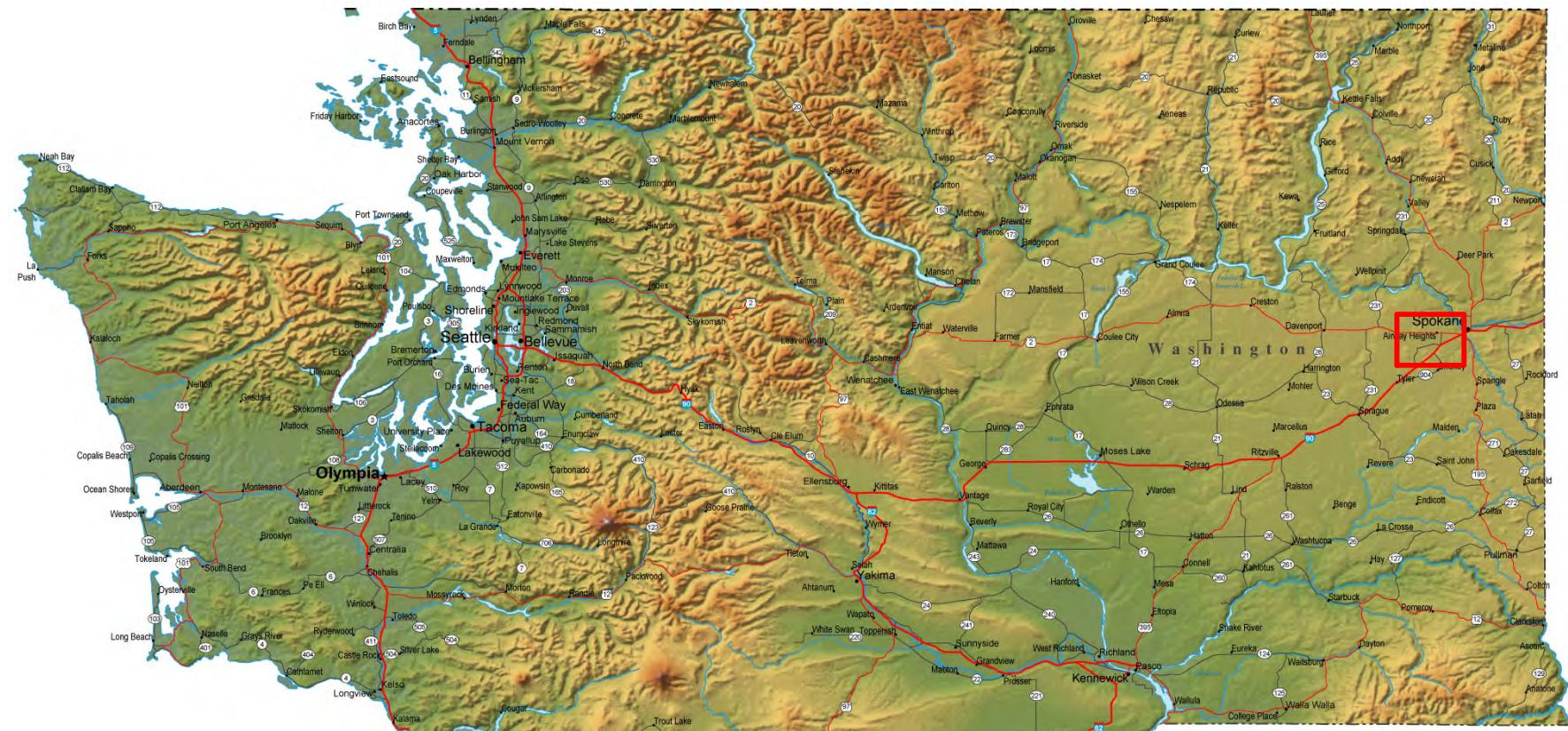
Fairchild AFB –Local Importance

Fairchild AFB is integral to the overall mission of the US Air Force and is also extremely important to the Spokane County economy, security, and social fabric of the Spokane region and the State of Washington. According to the base, Fairchild has indirectly created approximately 2,000 jobs, and in Fiscal Year (FY) 2007 had a total economic impact to the community of over \$420 million. The total economic impact is summarized as follows:

- Gross Payroll of Personnel Employed – \$215,639,434
- Total Annual Expenditures – \$140,436,016
- Estimated Annual Value of Jobs Created – \$65,203,226

1.2 FAIRCHILD AND LOCAL COMMUNITIES – WORKING TOGETHER

It is very important for military installations to work closely and interact as good stewards to their local communities. Although there is on-base housing for military personnel, the Department of Defense's (DOD) recent housing privatization initiatives will ultimately result in over 400 fewer housing units being provided on the installation. In FY 2007, 78 percent of the military personnel stationed at Fairchild AFB and their families resided off-base in nearby cities such as Airway Heights, Medical Lake, Spokane, and Spokane Valley. With the reduction of available on base housing, the percentage of military personnel and families residing in local communities will increase. Local jurisdictions and agencies provide a range of services for military personnel, from public schools, libraries, and shopping to police and fire protection. Fairchild AFB hosts and encourages a variety of volunteer and interactive activities throughout the year as a way of reaching out to local communities. Military personnel also respond when critical services are needed in adjacent communities.



See Figure 1-2 for
Study Area location



0 0.5 1 2 3 4 Miles

Fig 01-01 Regional Location 2009 04 22 RRR

Figure 1-1
Regional Location

1.3 A GROWING REGION

Spokane County has experienced steady population growth mostly due to consistent growth in its diverse industrial and commercial economic base. The population of Spokane County has grown 65 percent between 1960 and 2008. Extensive residential, commercial, and industrial uses have been developing near Fairchild AFB over the past 15 years as a result of a shift in urban density population and economic activity to semi-rural areas. Population growth of the Spokane area is projected to continue with the area's robust diverse economy attracting an estimated 131,000 additional residents by 2030. (Source: www.ofm.wa.gov)

1.4 WHY PREPARE A JOINT LAND USE STUDY?

In addition to the many positive interactions between local communities and Fairchild AFB, the activities or actions of one entity can also negatively impact another, which can result in conflicts. As communities develop and expand in response to growth and market demands, land use decisions can push urban development closer to military installations and operational areas. The result can include land use and other compatibility issues, often referred to as encroachment, which can have negative impacts on community safety, economic development, and sustainability of military activities and readiness. This threat to military readiness activities is currently one of the military's greatest concerns.

Collaboration and joint planning between the military and local communities should occur to protect the military mission and the health of the economies and industries in surrounding communities before land use compatibility becomes an issue. Recognizing the symbiotic relationship between installations and communities within their vicinity, the DOD Office of Economic Adjustment (OEA) implemented the Joint Land Use Study (JLUS) program in an effort to mitigate land and air conflicts and to build better relationships between all parties. This program endeavors to preserve the sustainability of local communities while protecting current and future operational missions at Fairchild AFB. The balancing of community and military needs and desires provides opportunities for growth in the existing mutually beneficial relationship for all entities.

By including Fairchild AFB and other US Air Force stakeholders in the JLUS process, Spokane County is complying with the State Growth Management Act, Revised Code of Washington (RCW) 36.70A.530, which requires that counties and cities with federal military installations consult with commanders of those installations when amending comprehensive plans and development regulations.

1.5 WHAT IS A JOINT LAND USE STUDY?

A JLUS is a collaborative planning effort involving local communities, federal officials, residents, business owners, and the military to identify compatible land uses and growth management guidelines near active military installations, such as Fairchild AFB. The program establishes a mechanism for Fairchild AFB and local jurisdictions to act as a team to prevent incompatible land uses. A JLUS is implemented, essentially, to protect the residents' quality of life, the property owners' rights, and the current and future mission of the base. Although primarily funded by the DOD OEA, a JLUS is produced by and for local communities. The primary objectives of the OEA JLUS program are as follows:

Community

- Protect the health, safety, and welfare of residents and maintain quality of life
- Manage development in the vicinity of military installations that would interfere with the continued operations of these facilities
- Provide for sustainable growth in an economically, environmentally, and socially sustainable manner
- Maintain the economic vitality of the community

Military

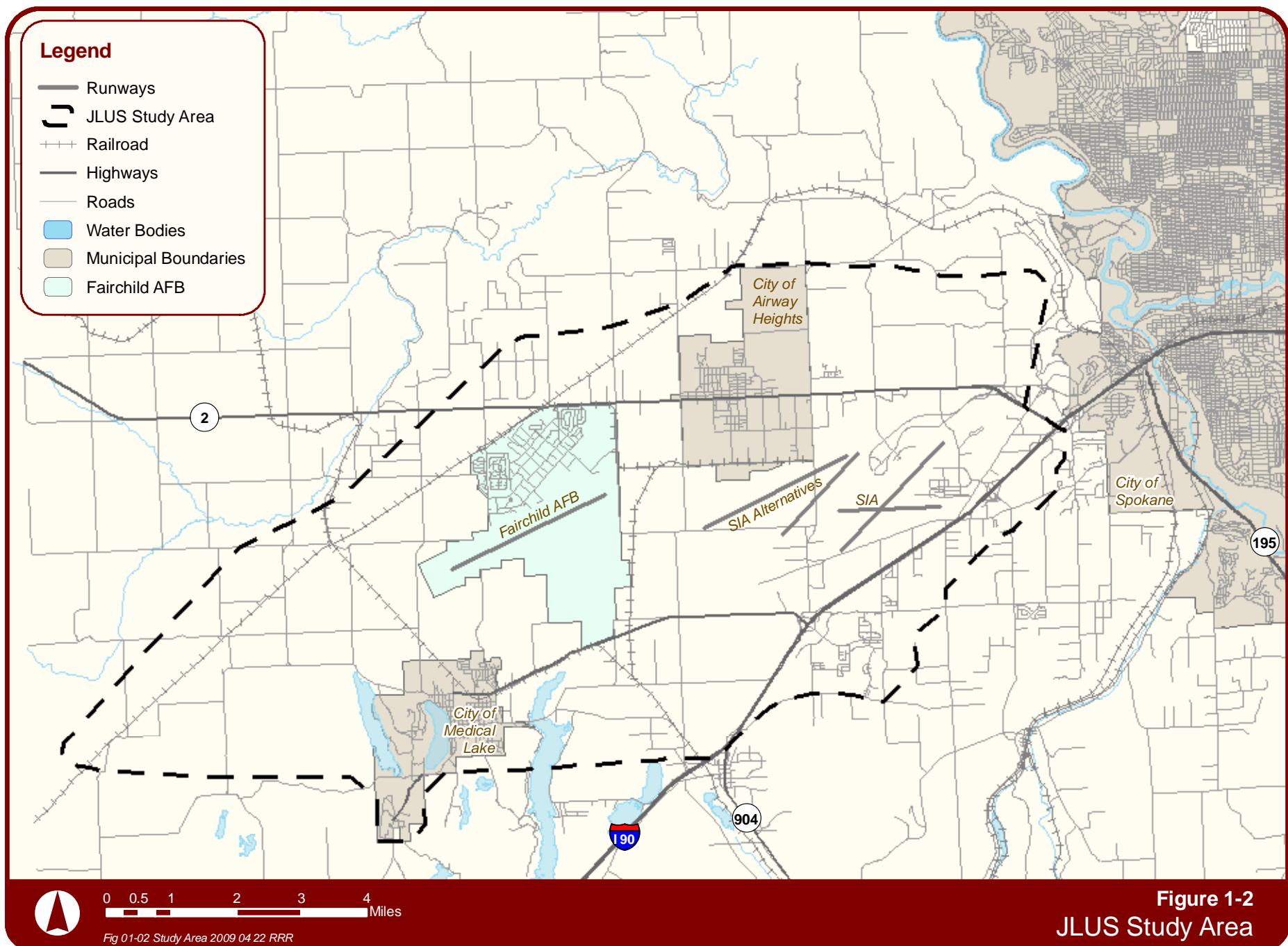
- Promote the health, safety, and welfare of the military and civilian personnel living and working at or near the military installation
- Ensure the ability of the installation to achieve its mission, maintain military readiness, and support national defense objectives
- Preserve the ability of the installation to expand or adapt its mission to changing conditions

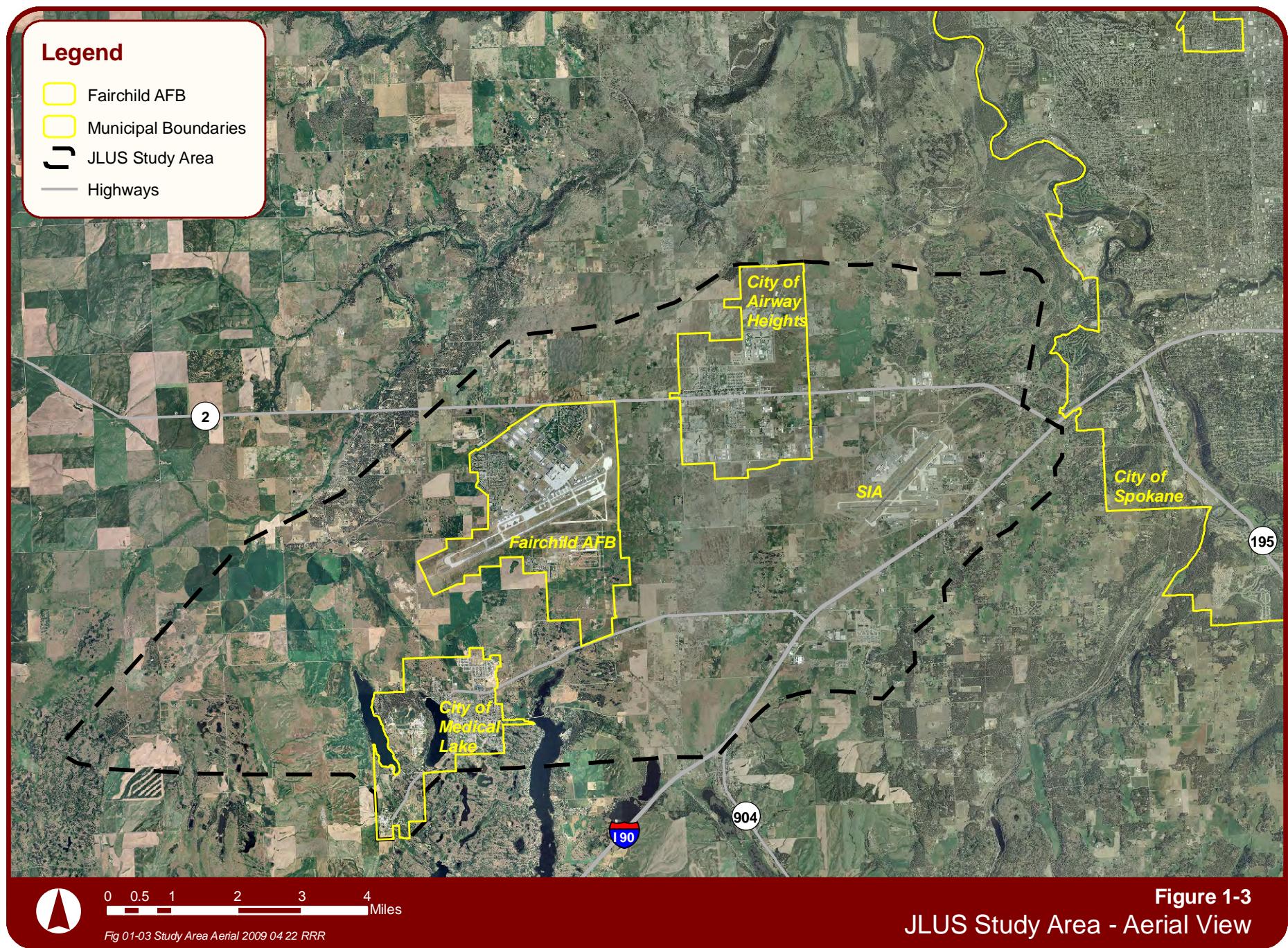
1.6 FAIRCHILD JLUS STUDY AREA

A study area was defined to help identify the area in which information was collected during the development of this JLUS. As shown on Figures 1-2 and 1-3, the study area is an irregularly shaped oval encompassing approximately 78 square miles (49,723 acres) in the West Plains area west of the City of Spokane. Originally established to mirror the 1995 Fairchild AFB AICUZ 65 dB Ldn contour, the study area was refined throughout the course of the study.

1.7 JLUS GOALS

The goal of the Fairchild JLUS is to protect the viability of current and future missions at Fairchild AFB while at the same time accommodating growth, sustaining the economic health of the region, and protecting the public health and safety. To help meet this goal, three primary guiding principles were identified:





- **Understanding.** Convene community and Fairchild AFB representatives to study the issues in an open forum, taking into consideration both community and military viewpoints and needs. This includes public outreach and input.
- **Collaboration.** Encourage cooperative land use and resource planning between Fairchild AFB and surrounding communities so that future community growth and development is compatible with the training and operational missions on the installation while at the same time seeking ways to reduce operational impacts on adjacent lands.
- **Actions.** Provide a set of tools, activities, and procedures from which local jurisdictions, agencies, and the installation can select and then use to implement the recommendations developed during the JLUS process. The actions proposed include both operational measures to mitigate installation impacts and local government and agency approaches to reduce impacts on Fairchild AFB operations.

1.8 PUBLIC OUTREACH

As highlighted in the objectives stated above, the JLUS process was designed to create a community-based plan that builds consensus and obtains support from varied interests, including residents, property owners, local elected officials, business interests, the military and state and federal agency representatives. To achieve the JLUS goal and objectives, the Fairchild JLUS process incorporated a public outreach program that included a variety of opportunities for interested parties to contribute to the development of this study.

Stakeholders

Identifying stakeholders is a key component to any planning process. Informing or involving them early in the project is instrumental in the identification of stakeholder concerns and the development of plans to address these concerns. Stakeholders include individuals, groups, organizations, and political entities interested in, affected by, or affecting the outcome of a decision or project. For the Fairchild JLUS, identified stakeholders included, but were not limited to:

- County and city elected officials, representatives, and staff
- Local, regional, and state planning regulatory and land management agencies
- DOD officials (including OEA representatives) and military installation personnel
- Environmental advocacy organizations
- Nongovernmental organizations (NGOs)
- Public landowners and other interested persons
- Native American tribes
- Other special interest groups

Policy and Technical Committees

The development of the Fairchild JLUS was guided by two groups, the Joint Land Use Study Policy Steering Committee (JPSC) and the Technical Advisory Group (TAG). The JPSC was established at the beginning of the project to provide guidance and input on policy issues, provide overall direction to the process, and review study findings. The JPSC consisted of representatives designated by Spokane County and cities within the study area and adjacent areas, Fairchild AFB, and representatives from other stakeholder groups.

The TAG was established to provide technical expertise to the JPSC and the project team (Matrix Design Group, Inc.). The TAG consisted of county and city planners, military planners and technical specialists, and state agency and tribal representatives. This group identified issues to be addressed, provided feedback on report development, and evaluated implementation options for the JPSC.

Figure 1-4 summarizes the participants and responsibilities of the JPSC, TAG, and the JLUS sponsors.

The JPSC and TAG served as liaisons to their respective stakeholder groups. JPSC and TAG members were charged with conveying committee activities and information to their organizations or constituencies and, subsequently, relaying their organization's comments and suggestions back to both committees for consideration. Meetings were held throughout the process to ensure the JLUS identified and appropriately addressed local issues. The JPSC held two meetings before the TAG was formed; therefore, their meeting numbers vary by two. Objectives accomplished at each meeting are highlighted as follows:

Committee Meetings

- **Meeting #1** – This meeting involved discussion of the objectives and scope of a JLUS along with the role of the JPSC during the course of the study.
- **Meeting #2** – During this meeting, the JPSC reviewed the study area, discussed topics to be considered by the study, and presented a status of the consultant selection process.
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Meeting #3 – This meeting was conducted to educate committee members on military and community activities, review the JLUS process, and identify compatibility issues based on a defined set of criteria.

- **Meeting #4** – This meeting reviewed the identified compatibility issues, prioritized issues, and discussed initial strategies and tools for addressing identified issues.
- **Meeting #5** – This meeting refined the draft strategies and tools developed to address compatibility issues.
- **Meeting #6** – This meeting presented Sections 1, 2, and 4 of the draft JLUS report for committee review.
- **Meeting #7** – This meeting focused on review of Sections 3 and 5 of the draft JLUS report.
- **Meeting #8** – The final meeting with the JPSC reviewed comments received from the public and committee members concerning the draft JLUS. Following direction received at this meeting, the final JLUS was prepared and published.

Joint Land Use Policy Steering Committee

Meeting #1	December 11, 2007
Meeting #2	January 31, 2008
Meeting #3	May 1, 2008
Meeting #4	July 31, 2008
Meeting #5	December 10, 2008
Meeting #6	February 19, 2009
Meeting #7	June 11, 2009
Meeting #8	September 17, 2009

Technical Advisory Group

Meeting #1	May 1, 2008
Meeting #2	July 30, 2008
Meeting #3	December 4, 2008
Meeting #4	February 19, 2009
Meeting #5	May 28, 2009
Meeting #6	June 8, 2009
Meeting #7	September 1, 2009

Figure 1-4. Committee Participants and Responsibilities

Sponsors	Participants	Responsibilities
	<ul style="list-style-type: none">■ OEA■ Spokane County	<ul style="list-style-type: none">■ Coordination■ Accountability■ Grant Management■ Financial Contribution
<i>Joint Land Use Policy Steering Committee (JPSC)</i>	<i>Participants</i> <ul style="list-style-type: none">■ City of Airway Heights■ City of Medical Lake■ City of Spokane■ Fairchild AFB■ Fire District #3■ Fire District #10■ Forward Fairchild■ Greater Spokane Incorporated■ Kalispel Tribe of Indians■ Neighborhood Alliance of Spokane County■ Spokane Airports Tenants Association■ Spokane Association of REALTORS®■ Spokane County■ Spokane Homebuilders Association■ Spokane International Airport■ Spokane Tribe of Indians■ Thorpe-Winsor Neighborhood■ Washington Department of Transportation	<i>Responsibilities</i> <ul style="list-style-type: none">■ Policy Direction■ Study Oversight■ Monitoring■ Report Adoption
<i>Technical Advisory Group (TAG)</i>	<i>Participants</i> <ul style="list-style-type: none">■ City of Airway Heights■ City of Medical Lake■ City of Spokane■ Fairchild AFB■ Kalispel Tribe of Indians■ Spokane County■ Washington Department of Transportation – Aviation Division■ Spokane International Airport■ Spokane Tribe of Indians■ Spokane County Boundary Review Board	<i>Responsibilities</i> <ul style="list-style-type: none">■ Technical Issues■ Alternatives■ Report Development■ Recommendations

TAG Meetings

- **Meeting #1** – Discussed purpose and scope of the JLUS and land use compatibility issues. Conducted jointly with the JPSC, this meeting educated committee members on the JLUS process and identified initial compatibility concerns.
- **Meeting #2** – During this meeting, the committee reviewed the compatibility issues identified at the previous meeting and prioritized these issues based on an established set of criteria.
- **Meeting #3** – During this meeting, the committee discussed initial compatibility tools and reviewed the noise analysis prepared as a component to the JLUS process.
- **Meeting #4** – The meeting presented Sections 1, 2, and 4 of the draft JLUS report for committee review.
- **Meeting #5** – The meeting focused on review of Sections 3 and 5 of the draft JLUS report.
- **Meeting #6** – The TAG continued discussion relative to Section 5.
- **Meeting #7** – The TAG reviewed comments received from the public and committee members concerning the draft JLUS. Following direction received at this meeting, the final JLUS was prepared and published.

Public Forums

In addition to the JPSC and TAG meetings, a series of public forums were held throughout the development of the study. These forums provided an opportunity for the exchange of information with the greater community, assisted in identifying the issues to be addressed in the JLUS, and provided input on the strategies proposed. Each forum included a traditional presentation and oral comment session preceded by an informal, open house. These meetings included facilitated exercises providing a “hands on,” interactive opportunity for stakeholders to participate in the development of the plan.

- **Public Forum #1 July 30, 2008**

This forum introduced the JLUS program and process to the public, defined the project, presented the initial land use analysis, and collected information from the public on encroachment concerns. During this meeting, residents were asked to participate in surveys and discussions used to identify compatibility issues relevant to Fairchild AFB and the surrounding community.

- **Public Forum #2 August 24, 2009**

This forum provided an overview of the proposed draft Fairchild JLUS, including a discussion of the proposed compatibility strategies. Input from this forum, as well as other public comments during the review period for the draft, were discussed by the JLUS TAG and JPSC at their September 2009 meetings.

Public Outreach Materials

Early in the JLUS process, a Fact Sheet was developed describing the JLUS program, objectives, methods for the public to provide input into the process, the Fairchild JLUS proposed study area, results of a noise study, study area profile and trends analysis, and an initial assessment of the existing plans and programs applicable to this JLUS. This Fact Sheet was made available at all meetings for all interested members of the public.

Augmenting the Fact Sheet, a project website was developed and maintained that provided stakeholders, the public, and media representatives with access to project information. This website was maintained for the entire project to ensure information was easily accessible. Information contained on the website included: program points of contact, schedules, documents, maps, public meeting information, downloadable comment forms, and other links and contacts facilitating public feedback.



In addition, extensive information on the project was maintained on the Spokane County website. The final Joint Land Use Study may be viewed at the following address:

www.spokanecounty.org/bp/content.aspx?c=2298

1.9 JLUS IMPLEMENTATION

Once completed, it is important to note that this JLUS is not an adopted plan. It is a strategy guide that will be used by local jurisdictions, Fairchild AFB, state and federal agencies, and other identified stakeholders in the study area to guide their future compatibility efforts. For instance, local jurisdictions will use the strategies in this JLUS to guide future general plan updates and land development code decisions, as well as assist in the review of development proposals. Fairchild AFB will use the JLUS to guide their interaction with local jurisdictions on future projects, as well as manage internal planning processes with a compatibility based approach. It is through the future actions of the stakeholders involved that the JLUS strategies will become a reality.

The key to implementation of the strategies presented in this JLUS is the establishment of the JLUS Coordinating Committee that oversees the implementation of the JLUS after it is complete. Through this committee, local jurisdictions, Fairchild AFB, and other interested parties will be able to work together to establish procedures, recommend or refine specific actions for member agencies, and make adjustments to strategies over time to ensure the JLUS remains relevant to the planning issues of the area.

1.10 JLUS ORGANIZATION

The following is a brief overview of the organization of the Fairchild JLUS, including the contents of each section and materials included in the appendices.

Section 1, Introduction. Section 1 provides an introduction and context for the Fairchild JLUS. This section describes the goals and objectives used to guide development of the JLUS, who was involved in developing the JLUS, public outreach methods, and the organization of the document.

Section 2, Study Area Profile. In developing a JLUS, a comprehensive understanding of the installation and local jurisdictions within the study area is necessary. For the Fairchild JLUS, this section provides: an overview of the installation's history, a description of the primary activity areas on the base, a look at the current mission and military units located at the base, military family housing assets, the economic impact of the base on the region, and a discussion of future missions. This is followed by an overview of the region's growth potential and a profile of the county and cities within the study area, including population, housing, and employment statistics.

Section 3, Compatibility Factors. Compatibility, in relationship to military readiness, can be defined as the balance or compromise between long-term community needs and interests and military needs and interests. The goal of compatibility planning is to promote an environment where both entities can coexist successfully.

In order to develop potential solutions, it is critical to understand the nature of existing and potential compatibility factors in the study area. In this section, the JLUS presents the compatibility factors identified for the Fairchild JLUS. These factors were identified based on input from the JPSC and TAG, members of the public, existing plans and technical reports, and evaluation by the project team.

Section 4, Existing Plans and Programs. This section provides an overview of currently available and relevant plans, programs, and studies used to address compatibility issues in the study area. This includes technical studies, such as the current Fairchild AFB Air Installation Compatible Use Zone (AICUZ) Study, as well as local general plans and zoning ordinances.

Section 5, Recommendations. This section of the JLUS lays out a specific course of action that has been developed cooperatively with representatives from local jurisdictions, Fairchild AFB, state and federal agencies, local organizations, and interested individuals and landowners. The result of a collaborative planning process, the recommendations in this section represent a true consensus plan: a realistic, coordinated approach to compatibility planning developed with the support of the stakeholders involved.

Appendices. The main JLUS document is supported by the following key reference documents. These documents are available electronically from Spokane County.

- A. Fairchild JLUS Fact Sheet
- B. Fairchild Compatibility Factors Brochure
- C. Fairchild Compatibility Tools Brochure
- D. Fairchild AICUZ Study (2007), Volume I
- E. Sample Aviation Easement
- F. Sample Letter of Understanding
- G. FAA Part 77
- H. Spokane County Overlay Zones
- I. WSDOT Aviation Land Use Compatibility Program Information
- J. Airport Land Use Compatibility Program Evaluation
- K. Guidelines for Sound Insulation of Residences Exposed to Aircraft Operations
- L. Noise Technical Report for the Fairchild AFB Joint Land Use Study