



TOWN OF  
EATONVILLE

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**VISION**  
**2032**

This document provides the procedures for engaging residents in the Town of Eatonville's effort to update the comprehensive plan and development regulations by 2013, as mandated by the State Growth Management Act (GMA). GMA requires that the town review, and if needed, revise its comprehensive land use plan and development regulations to ensure that the plan and regulations continue to comply with the requirements of GMA. The last update was completed in 2003 and approved in 2005. The 2012 update must be finalized in 2013.

The University of Washington Department of Urban Design and Planning provided graduates students to updated the following mandatory elements of the comprehensive plan : Town Vision, Generalized Land Use Plan, Housing Plan, Transportation Plan and Program, Parks and Recreation, and Economic Development.

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VISION 2032

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COMPREHENSIVE PLAN

*of*  
THE TOWN OF EATONVILLE



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# CHAPTER ONE

TOWN VISION

# VISION STATEMENT

## 7.1 INTRODUCTION

Eatonville's Community Goals and Policies are based on the following Vision Statement.

### 7.1.1. Preamble.

The Vision Statement is a verbal snapshot of Eatonville Community in the year 2022. It summarizes the desired character and characteristics of our Community and provides the ultimate goal for all of our Community planning and development efforts. The vision statement is intended to be realistic, yet is more than a mere prediction. Rather than describing the features of the Eatonville Community as we think they are likely to be, it expresses what we would like our Community to become and believe we can achieve. It acknowledges past and current trends in the Eatonville Community's relationship to external factors, but also assumes an ability to shape the future in a positive way. The Vision Statement, therefore, is optimistic; affirming and enhancing the best of our past and existing attributes and aspiring for those we now lack but hope to have.

### 7.1.2.

We the People of Eatonville. We the people of Eatonville hereby set forth a vision statement and pledge our commitment to achieve a common vision for the future of the Eatonville Community. We the people of Eatonville have identified a set of central values:

- We believe that the essence of a prosperous and vibrant Community is found not in its structures but in the collective spirit of those who live and work within the Community. We hold that the built aspects of a community—its transportation network, utility system, buildings and other facilities—should not be considered as ends in themselves, but as means for enhancing the quality of life and enriching the human spirit.
- We respect the picturesque and natural setting of Eatonville and believe that any development along its ridges and valleys must achieve harmony between these natural and man-made environments.
- We believe that certain controls on the choices of individual action are appropriate to ensure that the community's best interests are realized.
- We believe that human activities should be considered as one component of a complex system of relationships among living things and their environment and that we have a responsibility to ourselves and to future generations to seek a mutually supportive balance within this system.

Eatonville has quickly gained prominence among communities in Pierce County and is widely known as a place where scenic beauty is harmonized with small-town urban development. Eatonville's unique natural amenities and strong sense of community are the symbolic heart and soul of the Town.

## 7.2. OUR VISION FOR EATONVILLE

### 7.2.1.

Residential, Small-Town Community. Eatonville in 2032 is an inviting, self-sufficient small-town community in which to live, work, and play. Eatonville has continued to embrace its natural amenities, such as its proximity to Mt. Rainier, its streams, and its forests. The town has become a basecamp for outdoor recreation in the area. The Community has established a balance between residential development and commercial development. Our neighborhoods are safe, appeal to a diverse population, and maintain our quality of life. People from all economic, age, and ethnic groups live here. Old and new residents continue to engage in civic discourse, creating a welcoming and generous spirit. New businesses have moved into our community, providing shopping and employment for our residents, both young and old. The business areas are well-integrated, walkable, and serve residents as well as visitors. Eatonville has quickly gained prominence among communities in Pierce County and is widely known as a place where scenic beauty is harmonized with small-town urban development. Eatonville's unique natural amenities and strong sense of community are the symbolic heart and soul of the Town.

### 7.2.2. Land Use and Development.

Land use and development patterns have changed significantly over the years. Eatonville has completed a successful transition from a lumber-producing town to a self-sufficient community in South Pierce County. The Town has achieved a balance among residential, commercial, mixed use, industrial, and open space land uses. Commercial developments that cater to residents as well as tourists continue to be built along Washington Avenue, Mashell Avenue, and Center Street. These developments enhance the Town's location as a basecamp for recreational activities and allow it to capitalize on its environmental amenities. Tourist-oriented service facilities have replaced some of the existing single-family residential uses along Washington Avenue. Commercial development serving the resident population is concentrated along Center Street, east of Washington Avenue. Residential development has retained its high-ground location, and new additions have accommodated growth while creating harmony with the surrounding environment. Residential building lots that have remained vacant in developed areas are being built upon, capturing the investment in utility lines already existing in the ground. Walking and cycling are more enjoyable for residents and visitors alike.

### 7.2.3. Parks and Open Spaces.

The health and well-being of Eatonville's residents, families, neighborhoods, and community as a whole have been enhanced by an integrated system of parks, open spaces, and recreational facilities. Public spaces offer a well-balanced range of recreational opportunities, enhancing both the built and natural environments, supporting plant and wildlife habitat, and enriching the lives of Eatonville's citizens. In the last two decades, the Town has improved and expanded its parks system. Eatonville in 2032 offers a variety of parks, open spaces, and recreational facilities that are attractive, fun, and accessible to all members of the community, many of whom come together regularly to improve and maintain their quality. The Town's recreational spaces appeal to a diverse range of people and serve as local hubs where individuals and groups gather, exercise, play, hold neighborhood and community events, connect with Eatonville's history, and appreciate the Town's natural amenities. Eatonville is fortunate to have a rich natural setting—including fresh air, clean water, beautiful landscapes and views, and local plant and wildlife—and its parks and open spaces have preserved these amenities, sharing them with residents and visitors alike. The Town has also utilized its parks system to provide educational opportunities about salmon lifecycle, habitat, and role in the local ecosystem, and these efforts have gained Eatonville local and regional prominence.

### 7.2.4. Transportation.

Eatonville in 2032 is a place where people of all ages and abilities get around safely and conveniently on foot, by wheelchair, by bike, or by car. Destinations both in and outside of town are reachable via a well-connected network of sidewalks, bike routes, and multi-use trails. A consistent shuttle service connected with Pierce Transit is also available for trips outside of Eatonville. Personal safety is a priority and the addition of well-marked crossings, universal design features, consistent wayfinding signs, traffic-calming measures, and educational programs have eliminated transportation-related injuries.

# VISION STATEMENT

Street trees, plantings, and sidewalk amenities have made the commercial core of Eatonville an exceptional place to stroll between parks, shops, and cafes, and the consistent network of sidewalks makes running errands on foot both easy and safe. The variety of transportation options has reduced traffic congestion and improved the long-term health and livelihood of Eatonville's residents.

## **7.2.5 Utilities.**

The endless supply of fresh water that was taken for granted many years ago no longer exists. The Town has been able to meet the growing demand for fresh water through a combination of increasing its supply by drilling new wells, constructing additional storage facilities, and curtailing its use by conservation measures. The wastewater collection system has been expanded to provide services to newly developed areas. Most of the septic systems in the outlying areas been eliminated by connecting to the municipal sewer system or by modernizing their operations through technological advances. Stormwater run-off is being improved by a combination of enlarging existing collection systems and building additional retention ponds. The electric power system is undergoing continual renewal and blackouts have become a rare phenomenon.

## **7.2.6 Education.**

Eatonville School District, with the financial support of the residents in the Community, has built a modern state-of-the-art high school. The new high school is also equipped with a sizable auditorium, which is used by residents for community events and gathering purposes. The School District continues to provide quality education and its list of prominent graduates is ever increasing.

## **7.2.7 Public Safety.**

Crime that periodically raises its ugly head in all communities has subsided considerably in the Eatonville Community as a result of crime prevention education and increased police presence. Further, the Community has matured; neighbors know their neighbors, and neighborhood crime watch programs have caught on. Fire service has also improved. Fire and emergency medical response time has decreased considerably due to staffing them with full-time fire and emergency medical service personnel. As a result of improved fire services, the fire insurance rates have decreased significantly. Fire and police safety seminars are being conducted throughout the community on a regular basis.

## **7.2.8 Economic Development.**

In 2032, Eatonville has become known for its parks, recreational opportunities, and its leadership on salmon restoration activities, drawing visitors who enhance the Town's economy through local purchases. Marketing partnerships between the Town, the National Park Service, the Nisqually Tribe, and neighboring communities have increased the number of Mt. Rainier visitors who stop in town before or after a trip to the mountain. The central business district is the retail focal point of the greater Eatonville community, and a successful marketing campaign has increased residents' local purchases. A variety of retail businesses operate in Eatonville, meeting residents' needs and appealing to visitors.

## **7.2.9 Town Center, Central Business District.**

The Town should put together a Town Center Action Plan that provides a clear vision and direction for the revitalization and development of the Town Center area encompassing Mashell and Washington Avenues from Lynch Street to the Mashell River Bridge. The Action Plan should contain specific tools for attracting and maintaining economic growth and high quality of life for the Town of Eatonville. This includes identifying ways to increase business and tourism, a plan for Town Center revitalization, and historic preservation. In addition, a pedestrian-oriented traffic circulation and parking plan should be prepared and implemented to provides access to retail and service outlets and at the same time allow unimpeded travel along Washington Avenue to accommodate the Mt. Rainier tourist travel demand. It is about time that public bus service is extended to Eatonville.

### **7.2.10 Housing.**

Eatonville’s residential areas are safe and inviting for people of all ages, abilities, incomes and ethnicities. A small-town feel is maintained in the residential urban form while diverse, good-quality housing types can be found throughout the Town, including single-family and multifamily homes. Residential development matches the amount of commercial development, and new residential construction takes place in areas within the Town, preserving the surrounding natural environment. Eatonville offers sufficient housing for all and has maintained affordability by matching supply with demand. The Town has also pursued affordable housing development programs, which has created many amenable housing options for low-income households. Residential development has been balanced with the natural environment and many houses have embraced green technologies—such as solar panels for electricity production and rain gardens for storm water management—highlighting Eatonville’s harmonious relationship with nature.



# CHAPTER TWO

LAND USE

# LAND USE VISION 2032

Land use is the central issue and the heart of this document. Plans for housing, utilities, transportation facilities, parks and open spaces, are all driven by land use decisions. The size and shape of the urban growth area is driven by the amount of land available for development within the current corporation boundary.

Land use and development patterns have changed over the years as Eatonville has transitioned from a lumber-producing town to a self-sufficient Community. Eatonville contains a balance of residential, commercial, mixed use, industrial, and open space land uses. Commercial developments that cater to residents, as well as tourists, continue to be built in the Town Center along the Washington Avenue, Mashell Avenue, and Center Street corridors. These developments enhance the Town's location as a basecamp for recreational activities and capitalize on the area's environmental amenities. Residential development continues to accommodate expected growth in a manner that harmonizes with the surrounding environment. New residential development occurs in areas capitalizing on existing infrastructure. Walking and cycling in Town are more enjoyable and connect residents and visitors with services, businesses, and recreation for residents and visitors alike.

## CHAPTER TWO LAND USE AND DEVELOPMENT

### 2.1. PLANNING AREA

#### 2.1.1. Municipal Boundary

The current municipal boundary or incorporated boundary is shown in Figure 2-1. The area within the municipal boundary amounts to about 1,102 acres. It should be noted that annexations can only take place on lands that are inside an approved urban growth area per existing Washington State regulations.

#### 2.1.2. Urban Growth Area

The proposed Town of Eatonville urban growth boundary is shown in Figure 2-1. The land inside the urban growth boundary amounts to about 2,160 acres. Subtracting out the land within the municipal or incorporated boundary leaves 1,058 acres in the urban growth expansion area. Urban growth expansion area is the area where urban growth is likely to occur. It is also the area where municipal utility services are likely to be extended to serve urban development. As stated above, annexations to the existing municipal boundary can only occur in the urban growth expansion area per existing Washington State regulations.

The Growth Management Act (GMA) requires municipalities to plan in the urban growth expansion area. Until land in the urban growth expansion area is annexed to the municipality, Pierce County retains development control in this area. Subdivision approvals and building permits are handled by Pierce County. However, a large proposed development, such as a major subdivision that requires municipal utility services, will most likely be first annexed to the Town. The proposed shrinking or reductions and expansions to the existing urban growth boundary are shown in Figure 2-1.

The year 2005 update of the Comprehensive Plan proposes to reduce the 1993 adopted Comprehensive Plan urban growth area by 547 acres as shown in Figure 2-1 and labeled area A. The 2005 amended plan also proposes to reduce the urban growth area by 64 acres, as identified in Figure 2-1 as area B. Further, the 2005 amended plan proposes to increase the urban growth area by an additional 194 acres as shown in Figure 2-1 and identified as area C. The net effect of the proposed urban growth area reductions and additions is that the 2005 amended urban growth area will shrink by 417 acres from what was adopted in 1993.

### 2.2. CURRENT LAND USE

#### 2.2.1. Municipal Boundary

Land within the existing corporate or municipal boundary of Eatonville amounts to about 1,102 acres. Of the total, about 318 acres or 29 percent is in residential use. Warehousing and industrial land amounts to about 9 acres or less than 1 percent of the total. Commercial land amounts to about 31 acres or 3 percent of the total. Community services, such as schools, parks, road rights-of-ways and government buildings, etc. amounts to about 320 acres or 29 percent of the total. Vacant land, including wetlands and other critical areas, amounts to about 424 acres or 38 percent of the total. A breakdown of the above presented numbers is shown in Table 2-1.

### 2.2.2. Urban Growth Expansion Area

As stated earlier, land area within the urban growth expansion area amounts to about 1,058 acres. Of the total, about 68 acres or 6 percent is in residential use. About 91 acres or 9 percent is in forest reserve. About 120 acres or 11 percent is in community services use of which street rights-of-way amount to about 60 acres. The remainder, 706 acres or 67 percent is vacant and undeveloped. A breakdown of the above presented numbers is shown in Table 2-1.

### 2.2.3. Airport Zone

Airport zone is a special land use classification in Eatonville. Although the airport zone or district is sparsely developed at this time, the Eatonville Municipal Code allows a mix of residential, commercial and industrial development to take place there. The land area in the airport zone amounts to about 152 acres and constitutes about 14 percent of the total land area inside the town boundary.

## 2.3. CRITICAL AREAS

Critical areas play an important role in urban development patterns. Wetlands, shore lands, and steep slope areas provide urban green space corridors that separate residential neighborhoods from other neighborhoods, commercial areas and institutional lands. Development in flood areas and on top of aquifer recharge areas require putting in place special requirements and development regulations. Critical areas such as wetlands are not open and available for development. Other critical areas, such as steep slopes and shore lands are developable under certain conditions. A more detailed description of each critical area is presented below. For more information regarding critical areas, see Chapter 4.

TABLE 2-1: EXISTING LAND USES - ACRES  
MAY 18, 2012

LAND USE	URBAN GROWTH AREA		
	INSIDE TOWN LIMITS	EXPANSION	URBAN GROWTH AREA
<b>Residential</b>	625	355	980
Single Family	575	242	817
Multi-Family	10		10
Mobile Home	40	113	153
<b>Warehousing</b>	7		7
<b>Industrial</b>		60	60
<b>Vacant Land</b>	335	286	621
Residential Uses	311	311	583
Non-Residential Uses	24	14	38
<b>Forest Reserve</b>	29	453	576
Agriculture Reserve	29	65	94
<b>Commerical</b>	20		20
Retail, Service	6		6
Business	11		11
Office	3		3

TABLE 2-1, CONTINUED

LAND USE	INSIDE TOWN LIMITS	URBAN GROWTH AREA EXPANSION	URBAN GROWTH AREA
<b>Community Service</b>	626	1070	1716
Government	6		6
Schools	43		43
Parks	83	28	111
Open Space	15	37	52
Street ROW	16	18	34
Lakes/Rivers/Streams	446	1022	1468
Airport Runway	15		15
Utility ROW	1	2	3
Churches	12		12
Cemetery	4		4
<b>TOTAL</b>	<b>1780</b>	<b>2326</b>	<b>4106</b>

### 2.3.1. Shorelines

Shorelines that fall under the Shorelines Management Act are shown in Figure 8-1. Ohop Creek, Lynch Creek, Mashell River and Small Mashell River are shorelines that need to be protected in accordance with the Washington State Shorelines Management Act, RCW 90.58. The shorelines management territory extends 200 feet inland from high water mark along the shoreline.

### 2.3.2. Wetlands

Wetlands are classified as to the function and values. All known wetlands are mapped and are to be held out of development. Each wetland is surrounded by a buffer. Buffer widths vary from wide width around high value wetlands to narrow buffer around low value wetlands. Certain type of development is allowed in the buffer zones. Known and mapped wetlands are shown in Figure 9-1.

### 2.3.3. Aquifer Recharge Areas

Aquifer recharge areas are areas where the surface water or storm water trickles down and reaches the aquifer. Water wells are often drilled to connect to aquifers. Pumping water out of the aquifer depletes the water supply that needs to be replenished. Aquifer recharge areas fulfill this function. Therefore, aquifer recharge areas need to be protected to keep contaminants from reaching the aquifer. Aquifer recharge areas are shown in Figure 9-2.

### 2.3.4. Steep Slopes

Steep slopes are subject to erosion caused by stormwater runoff and landslides. Slopes over 15 percent and over 30 percent need to be identified and mapped. Development in steep slope areas needs to be preceded by geological or geo-tech investigations and reports to assure that the proposed development is adequately anchored to the hillside and the likelihood of landslide or erosion is minimized. Steep slope areas are shown in Figure 9-3.

### 2.3.5. Fish and Wildlife Habitat

Fish and wildlife habitat areas in the Eatonville vicinity are along the Ohop and Lynch Creek beds, Mashell and Small Mashell River beds as shown in Figure 9-5. Wildlife habitat areas need to be protected to allow wildlife to live in harmony with urban development and allow migrating wild life access to water. Mashell River is also a salmon habitat area protected under the Endangered Species Act.

### 2.3.6. Frequently Flooded Areas

Development in the frequently flooded areas is allowed but ill-advised. The lowest habitable floor area of a residential structure must be constructed above the 100 year flood level. The U.S. Emergency Management Agency maintains flood area maps.

## 2.4 POPULATION AND EMPLOYMENT

### 2.4.1. Population Forecast.

The 2032 Population Forecast of Eatonville is based on the methodology of projecting forward past trends. From 1990 to 2000, population in Eatonville grew at the rate of 3.7 percent per year. Population from 2012 to 2032 is forecasted to grow at the rate of 3.5 percent per year, with a projected population of 4,120. At this rate the 2032 population amounts to 5,757 persons, as indicated by Table 2-2.

TABLE 2-2: POPULATION FORECASTS

YEAR	HISTORIC	1993 FORECAST	2003 FORECAST	2012 FORECAST
1990	1,374			
1993	1,545	1,545		
2000	2,012	2,033	2,012	
2002	2,070		2,070	
2010		2,991	2,726	
2012				2,775
2014		3,508	3,128	3,153
2016				3,371
2018				3,604
2022			4,120	4,120
2032				5,757

*Growth Rate 1990 - 2000: 3.7 percent per year*

*Growth Rate 2002 - 2022: 3.5 percent per year*

In 1993, at the time of the preparation of the initial Comprehensive Plan, Eatonville's population was forecasted at the rate of 3.7 percent per year, resulting in year 2000 forecasted population of 2,033. In the year 2000, US Census reported that Eatonville's population had grown to 2,012, a difference of about one percent. Comparing our 1993 forecast with the US Census numbers shows that projecting forward past trends results in reasonably accurate forecasts.

### 2.4.2. Employment Forecast

Total employment in Eatonville is forecasted to grow from current (2012) employment of 1,203 in an estimated labor force of 1,787 employees to 3,225 employees in 2032. The above forecast is based on a straight-line projection of 3% employment increases. This is consistent with the 2005 Comprehensive Plan.

### 2.4.3. Housing Unit Forecast

A housing unit forecast follows the population forecast. The number of housing units is forecasted to increase from 848 housing units in 2002 to 1,675 housing units in 2022. This increase in housing units represents a growth of about 3.5 percent per year. Of the 1,675 housing units 250 units are forecasted to be in multifamily housing units, 151 units in mobile homes, and 1,274 housing units in single family housing units. The future breakdown of housing units by housing type reflects current trends. Year 2022 housing needs are shown in Table 2-3.

TABLE 2-3: HOUSING UNIT NEEDS

2012 Projected Population:	2,775
2032 Projected Population:	5,757
Growth in Population, 2012 to 2032:	2,808
Assumed Household Size:	2.78
Housing Units Needed:	1,010
Displace Units from Underdeveloped Residential:	92
Vacancy at 6.3 Percent:	69
Total Housing Units Needed:	1,172
Total Housing Units Needed in 2032:	1,172

## 2.5 GROWTH FORECAST

### 2.5.1. Buildable Land Supply and Demand

In the Pierce County buildable lands analysis from September 2007 it is estimated that within the Eatonville corporate boundary there exists 163 acres of vacant and underdeveloped land in single family housing classification (Sf-1, SF-2, and SF-3). This amount of single family housing land can accommodate a growth of 652 (163 acres x 4units) housing units at a 4.0 housing units per net acre development density. Further, the Pierce County buildable lands analysis estimates that there exist 160 vacant building lots in single family housing classification. It is assumed that all growth in multifamily housing development of 532 multifamily housing units (at 16 unit/acre density), including an estimated 6.3 percent vacancy, will locate within the existing corporate boundary of Eatonville. Therefore, in total, the existing Eatonville incorporation area can accommodate 1,344 (532 + 160+ 652) total housing units in the 2012 to 2032 twenty-year period. From this calculation, the Town can accommodate the projected housing units needed for the 2032 horizon. For this update of the Comprehensive Plan, the Town boundaries do not need to change. However, future comprehensive plan updates should examine possible Town boundary expansion into the Urban Growth Area and should consider using Pierce County determined Urban Growth Boundaries.

### 2.5.2. Urban Growth Expansion Area Sizing

With the housing unit demand of total housing units in the 2012 – 2032 twenty-year period and ability to accommodate 1,344 total housing units in the existing corporate boundary of Eatonville, leaves 448 housing units to be located in the urban growth expansion area. The capacity of the proposed urban growth expansion area is estimated to be 213 net buildable acres, as shown in Table 2-4. The 213 net buildable acres can accommodate 852 single family housing units at a density of 4.0 housing units per net acre. Therefore, the conclusion is that the urban growth expansion area has adequate capacity to accommodate the needed additional 448 housing units.

**Table 2-4: Supply of Land for Residential Development  
Urban Growth Expansion Area**

LAND USE	ACRES	ACRES
Total Land Area		965
Occupied Land Area		
Residential	355	
Single Family	242	
Mobile Homes	113	
Non-Residential Uses	610	
Government Owned	6	
Road, Railroad ROW	18	
Utility Reserves	2	
Forestry Reserves	453	
Agricultural Reserves	65	
Zoned Non-Residential	65	
Dedicated Open Space	1	
Vacant Land – Gross		708
Environmentally Constrained	339	
Steep Slopes	173	
Wetlands	166	
Plat Reserved Lands	160	
Road ROW	114	
Utilities	23	
Community Services	23	
Non-Residential uses	31	
Vacant Land – Net		178
Held out of development	44	

## 2.6. LAND USE GOALS AND POLICIES

Land use goals of the Town of Eatonville serve to promote efficient use of vacant or underdeveloped land and thus reduce sprawl. The existing small town character of Eatonville is to be preserved through well-kept residential neighborhoods, active use of neighborhood parks and the healthy and vibrant Town Center.

There is value to maintaining a significant amount of open space within and around the Town. The close proximity of open space enhances the identifiable character of the Town and provides attractive areas for citizens to view and enjoy.

To encourage the efficient growth of the Town and reduce urban sprawl, infill of vacant or underdeveloped land is encouraged. Building and development requirements will ensure that the present small town atmosphere will be preserved. The idea of maintaining compact development will also help to achieve that goal.

### **2.6.1. Goal LU-1**

**Support and improve a rural residential small town, comprised largely of single-family neighborhoods together with a central commercial area and a broad range of other support services and businesses which occur in identified commercial areas.**

#### Recommendations

LU-1A: Consider the following before making land use policy decisions:

LU1A.1: The need for the proposed use;

LU1A.2: Adequacy of and proximity to community facilities and utilities, roads, parks, recreation facilities and schools;

LU1A.3: Benefit to the neighborhood, Town or region;

LU1A.4: The amount of land zoned for that use;

LU1A.5: Projected population density in the area; and

LU1A.6: The effect of the proposed use on the small town image of Eatonville.

LU-1B: Ensure compatibility with adjacent land uses.

LU-1B.1: The type of land use and the design of new development should be compatible with existing developments and land uses and should preserve Eatonville's small town image;

LU-1B.2: Land uses which generate high traffic volumes should have access limited to collector or arterial streets;

LU-1B.3: Land uses along highways and major streets should consider noise, air quality, visual and other unique environmental conditions which occur in these areas; and

LU-1B.4: Development should be sensitive to the natural, historic, and archaeological features of the site.

LU-1C: Provide for an appearance of openness by clustering building groups with well-designed open space separations.

LU-1D: Orient buildings to enhance views and blend in with the natural topography.

LU-1E: Create livability through provision of recreational facilities, protection of historic properties, attractive common areas, clear building accessibility, adequate parking, and public walkways.

LU-1F: Provide in the zoning ordinance, on parcels of sufficient size, for planned unit developments, allowing reduced setbacks, reduced lot size, mixed uses, and so forth, in exchange for superior open space, design, and urban amenities.

LU-1G: Encourage the protection of the Swanson Airport from adjacent incompatible land uses and activities that could impact the present and future operations of the airport. Uses may include non-aviation residential, multifamily, height hazards, and special uses such as schools, hospitals and nursing homes and explosive/hazardous materials.

LU-1H: Evaluate all proposed amendments to the comprehensive plan, proposed land use map and urban growth area (UGA) that will increase incompatible land uses or potential of incompatible development adjacent to the airport through the designation of inappropriate land use zoning designations and land use policies.

LU-1H.1: Discourage the siting of uses adjacent to airports that attract birds, create visual hazards, or emit transmissions would interfere with aviation communications and/or instrument landing systems, or otherwise obstruct or conflict with aircraft patterns, or result in potential hazards to aviation.

LU-1H.2: Encourage the adoption of development regulations that protect the airport from height hazards by developing a Height Overlay District that will prohibit buildings or structures from penetrating the Federal Aviation Regulations (FAR) Part 77 "Imaginary Surfaces."

### **2.6.2. Goal LU-2**

**Encourage residential neighborhoods within the Town to have convenient access (including pedestrian) to commercial facilities, parks, and other community services.**

LU-2A: Encourage the efficient use of developable residential land through zoning policies.

LU-2B: Encourage residential development adjacent to downtown.

LU-2C: Encourage the use of master plans for large developments that emphasize aesthetics and community compatibility. Include in the master plan development circulation, landscaping, open space, identification of historic and archaeological properties, storm drainage, utilities and building location and design, and access to commercial and community facilities.

LU-2D: Discourage the use of fencing, particularly when fencing separates neighborhoods from schools, parks, shopping, or other neighborhoods. Fencing should only be used when other methods of buffering are not possible.

### **2.6.3. Goal LU-3**

**The Town shall provide adequate land use for diverse populations and activities. Land designations shall provide for an adequate supply of land to accommodate the housing needs to serve a full range of income levels. (See Housing 6.4.4).**

LU-3A: Designate as single-family residential areas, those areas that are characterized by single-family development. Preserve the character of single-family residential areas. Discourage the demolition of single-family residences and displacement of residents through rehabilitation and renovation.

LU-3A.1: Affirm and encourage residential use as the primary use in single-family residential areas.

LU-3A.2: Limit the number and types of non-residential uses permitted in single-family residential areas.

LU-3A.3: Prohibit accessory uses from expanding into single-family residential areas.

### **2.6.4 Goal LU-4**

**Encourage housing for senior citizens.**

LU-4A Ensure the application of the Fair Housing Act and its requirements for housing for older persons, where:

LU-4A.1: HUD has determined that dwellings are specifically designed for and occupied by elderly persons under a Federal, State or local government program; or

LU-4A.2: Dwellings are occupied solely by persons who are 62 or older; or

LU-4A.3: Dwellings house at least one person who is 55 or older in at least 80 percent of the occupied units, and adheres to a policy that demonstrates intent to house persons who are 55 or older.

LU-4B: Provide public subsidized housing alternatives as a last resort when private enterprise cannot or will not provide solutions for the senior housing market.

LU-4C: Manage land use to ensure an adequate supply of land to construct senior and affordable housing. (See Housing 6.4.3)

### **2.6.5 Goal LU-5**

#### **Provide and encourage affordable housing.**

LU-5A: Investigate incentive programs for developing affordable housing.

LU-5B: Consider implementing innovative regulatory strategies which provide incentives for developers to provide affordable housing to low and moderate income households.

LU-5C: Encourage maintenance of existing housing stock inventories with methods such as:

LU-5C.1: Permitting accessory dwelling units;

LU-5C.2: Protecting the inventory of manufactured home parks and allowing manufactured homes on single family lots; and

LU-5C.3: Participating in or sponsoring housing rehabilitation programs offered by the state and federal government.

### **2.6.6. Goal LU-6**

#### **Encourage Higher Density in the Commercial Core**

LU-6A: Provide for a higher concentration of housing in areas where local services are conveniently available and accessible on foot.

LU-6B: Encourage residential development in mixed-use buildings to ensure healthy business districts that provides “built-in” customer base.

LU-6C: Promote denser but still human-scaled commercial core along with multifamily neighborhoods by permitting building types that allow for multifamily walk-up apartments, at maximum allowed density to promote pedestrian activity as well as support local businesses providing neighborhood services.

### **2.6.7. Goal LU-7**

#### **Encourage a diverse array of businesses in the commercial core consistent with the Economic Development goals.**

LU-7A: Encourage Commercial Development

LU-7A.1 Encourage the strengthening the existing commercial center through infill and redevelopment rather than diluting the commercial through sprawl.

LU-7A.2 Consistent with Economic Development goals, commercial development should provide needed goods and services to residents and visitors, and helps to diversify the area’s economy, should be supported through incentives in regulation such as premiums in density and exterior signage.

LU-7B: Encourage Industrial Development

LU-7B.1 Designate industrial areas where the primary use will be industrial and the basic infrastructure already exists.

LU-7B.2 Areas should be large enough to allow for the full range of industrial activities to function.

LU-7B.3 There should be sufficient separation or special conditions that reduce the potential for conflicts with development in adjacent, less intensive areas.

LU-7B.4 The siting of industrial uses may be allowed in rural areas outside the UGA when it can be demonstrated that adverse impacts to the rural community can be minimized and that the requirements under RCW 36.70A.365 or RCW 36.70A.070(5) can be met.

## **2.6.8 Goal LU-8**

### **Provide adequate land for recreation.**

LU-8A. Provide and maintain a variety of open space, parks, and recreation facilities and services to benefit the broadest range of age, social, and economic groups and those with special needs and disabilities. [See Parks and Recreation 4.3.1.]

LU-8A.1: Raise funds to enable purchase of the lot between Mashel and Washington Avenues for public use and to enhance connectivity in the commercial core.

LU-8A.2: Establish an Open Space Acquisition Fund for the purpose of purchasing vacant lots for public use.

LU-8A.3: Encourage the implementation of the Eatonville Regional Trails Plan to connect natural areas to the Town Center, residents, and area destinations.

LU-8A.4: Provide land for sports activities such as baseball, soccer, etc. Opportunities for expanding these types of facilities should be considered as sites and resources are identified.

## **2.6.9. Goal LU-9**

### **Accommodate educational facilities.**

LU-9A. Education is an important component of a healthy community. Development regulations should allow flexibility in addressing modification and/or expansion of educational facilities while ensuring that any potential impacts from development are mitigated.

## **2.6.10. Goal LU-10**

### **Promote an accessible, pleasant, and pedestrian-oriented Town Center that serves residents and tourists.**

LU-10A: Emphasize pedestrian orientation in the scale and development of commercial areas.

LU-10A.1: This includes pedestrian-scale lighting for safety and pedestrian-scale signage for businesses, civic centers, public parks, urban trails, and other amenities. [See Economic Development section 3.7.2.]

LU-10A.2: As funding allows, build a network of sidewalks that create a safe walking environment through compliance with the Americans with Disabilities Act (ADA). This includes texturized crosswalks and cross ramps to create safer pedestrian intersections.

LU-10A.3: Utilize trees, landscaping, and street furniture along sidewalks and street edges to provide amenities for pedestrians.

LU-10B: Integrate Town Center development with transportation corridor development along Washington Avenue and Mashell Avenue to create a compact rural Town Center serving the commercial, retail and service needs of both the local residents and those traveling through Eatonville to and from Mt. Rainier.

LU-10B.1: Encourage the location of new retail, services, commercial development, and office development in the current Town Center area through the use of zoning and permitting processes. Specifically encourage new businesses to infill the rectangle formed by Mashell Avenue, Larson Street, Orchard Avenue, and Lynch Street. (See Economic Development Chapter 3)

LU-10B.2: Encourage Town Center expansion to take place adjacent to the existing Town Center, in the triangle formed by Center Street East, the abandoned rail right of way, and Washington Avenue.

LU-10B.3: Enact design ordinances for commercial structures in the Town Center area and along major town entrances that require rear and side parking.

LU-10B.4: Encourage infill development in the Town Center, including mixed-use buildings, to enhance walkability, take advantage of existing infrastructure investments, and provide a customer base for local businesses.

LU-10C: Encourage the use of permeable surfaces in large parking areas to enhance water quality within the town.

LU-10D: Require landscaping of parking areas to provide visual relief and avoid large, monotonous expanses of cars. Flexibility in parking requirements, stall size, and landscape requirements should be allowed to limit the amount of land devoted to parking.

LU-10E: Promote the preservation and enhancement of historic features in the Town Center area, possibly through incentive programs.

LU-10F: The Town Center and Corridor Study of 2/26/2007 is hereby adopted and incorporated into the Eatonville Comprehensive Plan by reference.

### **2.6.11. Goal LU-11**

#### **Ensure environmental protection is harmonized with town development.**

LU-11A: Encourage land owners to pursue sustainable land use practices

LU-11A.1: Encourage residential landowners to install rain gardens as a means of storm water management through information and incentives.

LU-11A.2: Control storm-water through implementation of a comprehensive, town-wide storm-water master plan

LU-11A.3: Encourage sustainable construction of new homes and encourage 4 units/acre density in accordance with Pierce County Comprehensive Plan. [See Housing Section 6.4.2.]

LU-11A.4: Encourage the adaptive re-use of existing buildings and commercial infill development.

LU-11B: Regulate land use and development to protect natural vegetation and hydrology and to prevent significant erosion.

LU-11B.1: Establish lot-coverage regulations and provide incentives that encourage the reduction in impervious surfaces.

LU-11B.2: Encourage the use of permeable surfaces in large parking areas to enhance water quality within the town.

LU-11B.3: Protect streams by establishing a riparian buffer around Mashell River and Ohop Creek.

LU-11C: Regulate Land Use and Development to comply with the Urban Growth Boundary.

LU-11C.1: Buffer natural areas from development by respecting the Urban Growth Boundary (UGB).

LU-11C.2: Development in flood areas requires special development regulations and ensures protection of critical areas.

### **2.6.12. Goal LU-12**

#### **The Town shall encourage efficient use of land and limit urban sprawl**

LU-12A: Utilize infrastructure already in place by promoting infill development

LU-12A.1: Ensure that infill construction and area redevelopment is done in a manner that reinforces the established neighborhood character and is architecturally compatible with the surrounding existing commercial and residential areas.

LU-12A.2: Encourage new residential development in areas where community and human public services and facilities are available and in a manner that is compatible with other Comprehensive Plan elements.

LU-12A.3: Protect the character of single-family residential neighborhoods by focusing higher intensity land uses in designated centers and corridors.

LU-12A.4: Support features that improve the appearance of development, paying attention to how projects function to encourage social interaction and relate to and enhance the surrounding urban and natural environment.

LU-12A.5: Set design regulations to maintain compatibility with surrounding development, and design sites that provide for pathways, attractive and functional landscaping, properly proportioned open spaces, and other connecting features that facilitate easy access between public and private places.

LU-12A.6: Ensure that infill and redevelopment projects follow design guidelines to be compatible with surrounding uses and building types.

#### LU-12B: Establish Mixed Use in Commercial Core

LU-12B.1: Ensure land use compatibility by grouping complementary land use activities, especially those that are mutually supportive, and continuing to implement policies that minimize the impact of potentially incompatible activities.

LU-12B.2: Achieve a balance of uses in centers that will stimulate pedestrian activity and create mutually reinforcing land uses.

LU-12B.3: Prescribe maximum, as well as minimum, lot size standards to achieve the desired residential density for all areas of the city.

LU-12B.4: Encourage building and site design consistent with established town guidelines which allow a variety of housing forms; while being compatible with the character of the immediate surrounding area, thereby generating community support for development at planned densities.

LU-12B.5: Coordinate all modes of the transportation network with planned development to ensure compatible uses and efficient placement of mixed use.

### 2.6.13. Goal LU-13

#### **Provide a basis for employment in the community without jeopardizing the natural environment.**

LU-13A: Require that all industrial development comply with federal, state, and Puget Sound Air Pollution Control Authority air quality standards.

LU-13B: Encourage industrial development to locate in areas currently zoned industrial and in areas with good highway access. Provide buffers to soften the impacts on the surrounding residential areas.

LU-13C: Promote the development of clustered commercial facilities which will accommodate high traffic-generating uses and restrict sprawl along highways.

LU-13D: Designate lands located in the Lynch Creek Quarry area for industrial use.

### 2.6.14. Goal LU-14

#### **Protect the airport from incompatible land uses through provisions in the Comprehensive Plan and Development Regulations.**

LU-14A: Encourage a balance between infrastructure preservation and quality of life.

LU-14B: Protect the viability of the airport as a significant economic resource to the community and the State.

LU-14C: Enhance coordination and consistency between comprehensive plans, implementing regulations and airport plans.

LU-14D: Reduce hazards that may endanger the lives and property of the public.

LU-14E: The Town is in the process of revising its Development Regulations that identify incompatible land uses adjacent to the Eatonville Airport/ Swanson Field. The Planning Commission is working in cooperation with the aircraft owners, operators, property owners, and aviation interests, residents in the Town of Eatonville, the Washington State Department of Transportation, Aviation Division and the Puget Sound Regional Council. Special attention will be paid to safety issues at approach and departure zones, located at the ends of the airport runway.

LU-14F: Encourage aviation related land uses, commercial and industrial development within the Aerospace zone.

LU-14G: Within 2,500 feet outward of runway ends, discourage new residential and new intensive commercial and industrial development. .

LU-14H: Encourage the protection of the Eatonville Airport / Swanson Field from adjacent incompatible land uses and activities that could impact the present and future operations of the airport.

LU-14I: Discourage the siting of uses adjacent to airports that attract birds, create visual hazards, or emit transmissions that would interfere with aviation communications.

LU-14J: Adopt Federal Aviation Administration (FAR) Part 77 "Imaginary Surfaces" regulations to protect the airport from height hazards so as to be subject to a case by case modification only obtainable with an approved variance.

LU-14K: The Eatonville Airport Layout Plan dated December 2009 is hereby adopted and incorporated into the Eatonville Comprehensive Plan by reference.

#### **2.6.15. Goal LU-15**

**To manage Eatonville's shorelines in accordance with the Shoreline Management Act, to revise its shoreline management master program as soon as possible to remedy any inconsistencies with this Comprehensive Plan (the Town's present master program consists of the Pierce County Shoreline Management Use Regulations, which the Town of Eatonville adopted by reference in 1975), and subsequently maintain compatibility between this comprehensive plan and the shoreline management master program.**

LU-15A: Protect and preserve shoreline resources.

LU-15B: Reserve the shorelines of the rivers, streams, and ponds under Eatonville's control for water-oriented uses.

LU-15C: Protect public access to shorelines.

### **2.6.16. Goal LU-16**

**Land use decisions shall support and enhance the economic vitality of the Town by maintaining and increasing employment opportunities, professional and personal services, and retail sales within the town boundaries.**

LU-16A: Protect businesses from incompatible uses on adjacent properties.

LU-16B: The Town shall seek to have land available for business expansion and new businesses.

LU-16C: With respect to economic development in South Pierce County:

LU-16C.1: The Town will vigorously oppose development outside the Town limits that are likely to drain retail sales from businesses within the Town.

LU-16C.2: The Town will seek to accommodate within the Town boundaries all developments that if they were located outside the Town boundaries would have a serious adverse effect on the economic vitality of the Town.

LU-16C.3: The Town will seek agreement, such as an inter-local agreement, with Pierce County that any commercial or industrial development proposed within the Eatonville urban growth expansion area will be serviced by Town owned utilities and annexed to the Town.

### **2.6.17. Goal LU-17**

**Direct development to areas that have existing adequate infrastructure. Infrastructure development shall meet short-term needs and the Town shall have infrastructure plans, to meet the needs of anticipated long-term growth.**

LU-17A: The infrastructure charges to applicants for permits shall be structured to favor development in areas of in-filling where adequate infrastructure exists.

LU-17B: Developments in areas of inadequate existing infrastructure shall pay the full costs of the construction of an infrastructure adequate to serve the development.

LU-17C: In addition to the costs of the infrastructure directly serving development, the non-trivial costs of necessary increases in infrastructure capacity required by development shall be charged against the applicants for permits.

LU-17D: The Town, in so far as possible and desirable, shall seek to minimize cross-subsidation between existing development and new development with respect to both direct service infrastructure and capacity infrastructure.

LU-17E: The Town shall have an infrastructure improvement plan, which anticipates needs and developments for the next three years. Each year the town shall update its infrastructure plan for the next three years.

### **2.6.18. Development Tiering**

*Phasing by tiering should be implemented to ensure that short-term growth is concentrated and timed to occur with the extension of utilities and community facilities, while providing for consistency with long-term land use, utilities and facilities planning.*

#### **Goal LU-18**

**To phase development within the urban growth area in three tiers, to accommodate growth in the years 2012 to 2017, 2018 to 2023, 2024 to 2032 respectively, with the public at large and new development sharing the cost of new public infrastructure necessitated by growth in Tier 1, and new development paying for the full cost of the new public infrastructure in Tiers 2 and 3.**

LU-18A: Forecast population growth for the three time frames identified above, decide what the density of development will be, and determine the acreage needed in each tier.

LU-18B: Map the three tiers, giving each the appropriate acreage, not counting lands permanently set aside for non-urban purposes, such as wet lands and parks.

LU-18C: Plan and fund facilities and services like sewer and water within Tier 1, allowing development beyond the boundary only if it fully pays for its costs.

## **2.7. LAND USE PLAN**

### **2.7.1. Urban Growth Area**

The Washington Growth Management Act is a far-reaching piece of legislation that dramatically reshapes how land use decisions are implemented. The GMA establishes 13 planning goals related to the areas of land use, housing, infrastructure, land conservation and environmental protection. Pierce County, in cooperation with the municipalities in the County, established a County-wide framework for the development of regionally consistent comprehensive plans known as the “County-wide Planning Policies for Pierce County.” The GMA, the Permanent Rules of the Department of Community, Trade and Economic Development (WAC Chapter 365-195) and the County-Wide Planning Policies all place great emphasis on managing the location of new development, assuring that urban development occurs only in areas where adequate public facilities and services are available to meet development demands, reducing sprawl, and curtailing the inappropriate or premature conversion of undeveloped land into low-density development. The proposed Draft Comprehensive Plan Update and its urban growth area for Eatonville is shown in Figure 2-1.

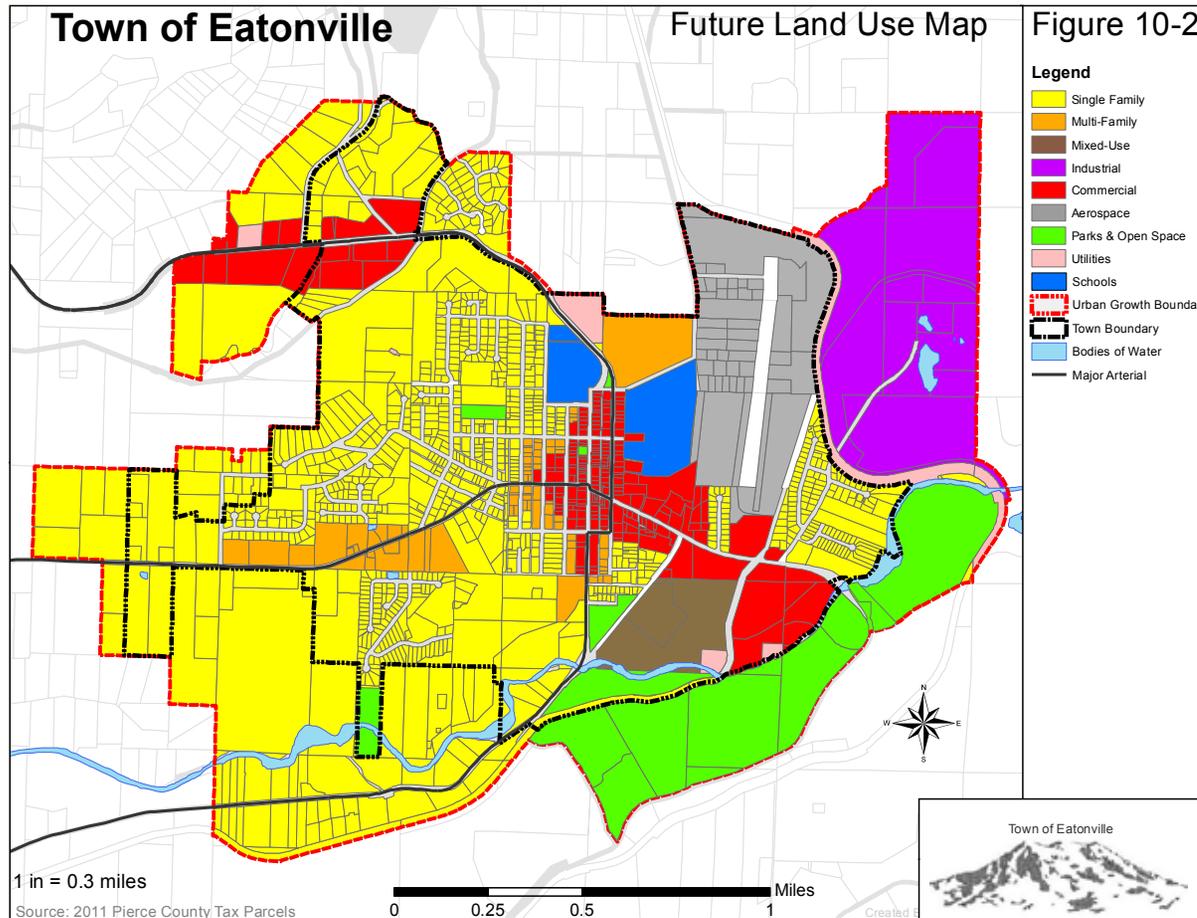
The GMA, therefore, requires that the County and each City designate an urban growth boundary within which urban growth is to be encouraged and beyond which urban growth is to be discouraged. However, the urban growth boundary must be set so as to accommodate all of the urban growth projected by the State Office of Financial Management to occur over the succeeding 20-year planning period as well as provide sufficient lands for open space, greenbelt areas, and areas needed for public facilities and services. Because the urban growth boundary is based on such a long-range planning period, intermediate limitations are needed to avoid sprawl and other undesirable urban growth patterns within the urban growth boundary. Accordingly, the GMA requires that development be timed and sequenced within the area designated for urban growth:

Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development;

Urban growth should be located second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources.

This requirement is echoed by the Department of Community, Trade, and Economic Development Rules which provide as follows: “Provisions should be made for the phasing of development within each urban growth area to ensure that services are provided as growth occurs.”

**Figure 2-1: Town of Eatonville  
Future Land Use Map**



### 2.7.2. Residential Land

The predominant land use in the Draft Comprehensive Plan Update for Eatonville is single family residential as shown in Figure 2-1. This is natural, since Eatonville is a rural residential community. In addition to land designated for single family residential development, additional lands have been designated for multi-family development.

### 2.7.3. Mixed Use Land

Residential development, both single family and multi-family, can be developed on lands designated for mixed use development. Developments proposed on mixed use development land contain a mixture of commercial, multi-family residential and single family residential development. The mix of residential and commercial development is determined by market conditions.

### 2.7.4. Commercial Land

Commercial lands on the Draft Comprehensive Plan Update cover the existing commercial development, plus areas reserved for future commercial development expansion. Commercial development in Eatonville, in addition to the downtown core, is along Washington and Mashell Avenues and along Center Street East.

### **2.7.5. Industrial Land**

Industrial uses are permitted on lands zoned Industrial and Aerospace. The Lynch Creek Quarry Area is designated for Industrial Use. Light industrial development is also a permitted use on land designated as Airport Zone. Industrial development can take place anywhere on land designated as Airport Zone. Certain height restrictions apply to buildings constructed on lands close to the airport runway.

### **2.7.6. Airport Zone**

Land in the airport zone can be developed for residential, commercial or industrial uses. Minimum lot size for residential development is 21,000 square feet to allow the construction of aircraft hangars on the residential lots. Structural height limitations apply to development that borders the airport runway.

### **2.7.7. Public Use**

Public use lands are made up primarily of school lands, park lands, and land used for municipal utility operations, such as the wastewater treatment plant. Street and utility easement rights-of-way way also fall in the category of public use but these lands have not been specifically identified on the Draft Comprehensive Plan Update.

## **2.8. TOWN CENTER DEVELOPMENT**

*Eatonville, a rural town and a gateway to the Rainier National Park, is experiencing rapid residential and commercial growth. The year 2000 population of 2,000 is forecasted to exceed 4,000 by year 2022. Mixed use (commercial and residential) development in the town center is taking place and additional high density multi-family residential development is being proposed in the town center area.*

### **2.8.1. Meeting the Challenge**

The Town is responding to this growth by modernizing its water system by drilling new wells, building additional storage facilities and constructing a modern water filtration plant. The recently upgraded sewer system has adequate capacity for many years to come. What is missing and sorely needed is to create a Town Center and upgrade the Town's central transportation artery.

### **2.8.2. Move to Action**

A number of steps in this direction have already been taken. Last year (2004) the WSDOT Regional Office in cooperation with Pierce County Public Works Department carried out an extensive SR-161 corridor study through Eatonville. WSDOT, in their final report identified and recommended that up-hill passing-lanes and left-turn pockets be installed along SR-161 entering Eatonville from the northwest. Further, the report went on to say that pedestrian and bicycle safety improvements should be made along Washington Avenue in the central core, a traffic signal be installed at Washington and Center and that a transit park and ride lot be located in the Town Center.

### **2.8.3. Partnering**

The National Park Service, being keenly aware of the high traffic volumes created on Eatonville streets, particularly during the summer weekend days by traffic destined to and returning from the Rainier National Park. To address this issue and others, the Park Service in 2001 prepared a Town Center and Transportation Concept Plan as a sub-element of the Nisqually Road Corridor Charette Project. In more detail, the plan calls for constructing a Park visitors center, a multi-modal transit center, fringe parking lots and trolley shuttle service to the National Park and the proposed Eatonville Tacoma to Mt. Rainier train station in Eatonville.

#### **2.8.4. Vision for the Town Center**

Further, the Eatonville Chamber of Commerce in 2000 commissioned MAKERS Architecture and Urban Design to prepare a vision for the Town Center. The vision that was hammered out in a series of public meetings includes Town Center transportation corridor improvements along Washington and Mashell Avenues, pedestrian and bicycle safety improvements, a traffic signal or a roundabout at Washington Avenue and Center Street, and strategically located off-street parking. The vision statement went on to identify intensified commercial and residential development in the Town Center and a planned unit development based master plan for the 60 acre currently vacant former lumber-mill site.

#### **2.8.5. What is Needed**

What is needed is a Plan of Action to achieve the vision of a compact Town Center with pleasing and effective transportation corridor. Considerable time has already been spent in identifying the issues and problems and narrowing the options for solutions. A Plan of Action draws on the work already done, narrows the options and selects a list of priority projects for implementation. These projects being road improvements, pedestrian ways, cross-walks, tree planting, off-street parking lots, pocket parks, new retail and service establishments, etc., create a viable and compact Town Center.

The product of this work effort is an Action Plan, if implemented over a six-year period, will produce a compact Rural Town Center with effective and pleasing transportation corridor that serves local access needs, through movement, pedestrian and bicycle needs, parking demand, and intermodal transportation needs with the public transit system.

In its previous work, the Town has already partnered with the WSDOT, Pierce County Public Works Department, The National Park Service, Eatonville Chamber of Commerce, and The Nisqually Indian Tribe. The Town proposes to continue this working partnership effort.



# CHAPTER THREE

ECONOMIC DEVELOPMENT

# VISION 2032

In 2032, Eatonville has become known for its parks, recreational opportunities, and its leadership on salmon restoration activities, drawing visitors who enhance the Town's economy through local purchases. Marketing partnerships between the Town, the National Park Service, the Nisqually Tribe, and neighboring communities have increased the number of Mt. Rainier visitors who stop in town before or after a trip to the mountain. The central business district is the retail focal point of the greater Eatonville community, and a successful marketing campaign has increased residents' local purchases. A variety of retail businesses operate in Eatonville, meeting residents' needs and appealing to visitors.



## CHAPTER 13 ECONOMIC DEVELOPMENT

### 3.1 PURPOSE AND INTENT

Maintaining a healthy economy is important to the quality of life in Eatonville. This chapter provides a description of current economic conditions as well as broad goals and specific objectives to ensure Eatonville takes maximum advantage of its economic assets and opportunities into the future.

### 3.2 ECONOMIC DEVELOPMENT ISSUES FACING EATONVILLE

As a small town in rural Pierce County, Eatonville has a number of challenges in creating a strong economic base. Rapid population growth combined with declining natural resource-based industries has created an imbalance between jobs and residents, as most new residents commute to jobs far outside of town. The small population creates a challenge in attracting and retaining retail, forcing residents to travel to neighboring communities to purchase goods. However, Eatonville has a number of assets that can help it grow a healthier local economy, including its location near Mt. Rainier, local parks and recreation facilities, environmental restoration work, high quality of life, and its role as the hub of a strong school district. The task for the Town and its residents and businesses is to come together to capitalize on these assets. The role of the Town government is not to start businesses but rather to create an environment where local businesses can thrive.

### 3.3 PREVIOUS PLANNING

The Town of Eatonville and its partners have completed several plans that relate to economic development, including the Community Action Plan (2000), Comprehensive Plan update (2005), and Town Center and Corridor Study (2007). The Community Action Plan identified Eatonville's location near Mt. Rainier and other outdoor attractions as a key asset that is not being capitalized on. The plan included a range of goals, including more stores to serve local residents, the creation of a Town Plaza, more stops by Mt. Rainier visitors, downtown street improvements, more downtown residents, and development at the old mill site at Madison Avenue and Center Street. The Town Center and Corridor Study focused on improving the physical layout and environment of the Town Center to encourage a more lively business district.

Some progress has been made on these goals, including establishment of a Visitor Center and a pedestrian-friendly streetscape on Mashell Avenue. But the Town is still far from its goal of being a major tourist stop for visitors to Mt. Rainier; furthermore, budget constraints limit the Town's ability to invest in tourist facilities or marketing.

### 3.4 CURRENT ECONOMIC ENVIRONMENT

#### 3.4.1 Population and Labor Force

Eatonville's population increased by 37 percent between 2000 and 2010, from 2,013 to 2,758; this includes 992 households and 714 families (2010 U.S. Census). Ninety percent of Eatonville residents are white and 50 percent of the population consists of people age 25 to 65. Approximately 70% of housing, or 692 units, is owner-occupied, while rentals make up 30% or 300 units (2010 U.S. Census). In 2010, the median household income in Eatonville was \$59,267 (American Community Survey), higher than the Pierce County median of \$57,869 but lower than the Seattle median of \$60,665.

The projected 20-year growth rate for Eatonville is 3.5 percent per year, which exceeds the

Pierce County growth rate and most communities therein (Town of Eatonville 2005, 3-2). Population in Eatonville is projected to grow to 5,757 by the year 2032. Table 3-1 displays Eatonville’s historic growth rate. The Town Center and Corridor Study focused on improving the physical layout and environment of the Town Center to encourage a more lively business district. Some progress has been made on these goals, including establishment of a Visitor Center and a pedestrian-friendly streetscape on Mashell Avenue. But the Town is still far from its goal of being a major tourist stop for visitors to Mt. Rainier; furthermore, budget constraints limit the Town’s ability to invest in tourist facilities or marketing.

Of the 2,012 persons residing in Eatonville in 2000 (including those not considered working age), 889, or 44%, were in the labor force (U.S. Census); in 2010, the population of 2,758 included 1,203 in the labor force, also 44%. The labor force participation rate, which shows the percentage of working age adults who are employed, was 71.3 percent in 2012 (1,274 persons of 1,787 persons between ages of 16 and 64).

The number of workers in each sector in both 2000 and 2012 is shown in Table 3-2. This data shows several trends, including a huge increase in the percent of Eatonville residents employed in the “finance, insurance, and real estate” category and a significant increase in the “professional, scientific, managerial, administration” category. Combined with a significant decrease in the “agricultural, forestry, hunting, mining” category, shows Eatonville moving towards a white-collar town. Unfortunately, many of the growing employment categories are likely located far outside of the Town’s boundaries.

### 3.4.2 Employment

In 2012, there were 1,203 employees in Eatonville and an estimated labor force of 1,787 (American Community Survey). The labor force forecast from 2012 to 2022 is shown in Table 13-3, indicating that the number of persons of working age is expected to increase consistently in coming years at a rate similar to the growth in population. As detailed in Eatonville’s Buildable Lands Analysis and as shown by the expected population growth through the year 2032, the number of jobs and the need for jobs will increase. Therefore, an important goal of the Town is to encourage the development of businesses that will provide jobs for future residents.

### 3.4.3 Income

According to Census data and American Community Survey projections, the median income in Eatonville rose from \$43,681 in 1999 to \$59,267 in 2010. The majority (60 percent) of Eatonville household incomes range from \$25,000 to \$100,000, while 27 percent of households earn between \$50,000 and \$75,000 (American Community Survey, 2006-2010). The median household income is expected to increase to \$64,551 by 2016 (ESRI Business Analyst Online 2010, Demographic and Income Profile Report).

### 3.4.4 Retail Sales

Most Eatonville residents are spending their disposable income outside the town boundaries; this is called retail sales leakage and it remains one of Eatonville’s major challenges.

Retail sales leakage is calculated by comparing the proportion of available income spent by Eatonville trade area residents on local taxable goods (taxable retail sales) to the proportion spent by the average Washington State resident on taxable goods. A typical Washington resident spends approximately 70 percent of income on taxable goods. However, a typical Eatonville resident spends only 22 percent of income on taxable goods in Eatonville. Thus, about 48 percent of the typical purchases of taxable goods by Eatonville trade area residents are being made outside the Town. For every dollar spent on taxable retail sales in Eatonville, two dollars are spent somewhere else.

The Eatonville Trade Area, as shown in the map below, represents the Town’s consumer base and follows the approximate boundaries of the Eatonville School District. This encompasses the nearby residents that theoretically could travel to Eatonville to purchase goods. The Competitive Trade Area, shown below in Figure 1, encompasses the main economic/retail centers within reasonable distance of the Town; this indicates where retail sales from Eatonville businesses are being lost. The competitive trade area is a large portion of the surrounding area in Pierce County and includes Puyallup, Graham, and neighboring communities.

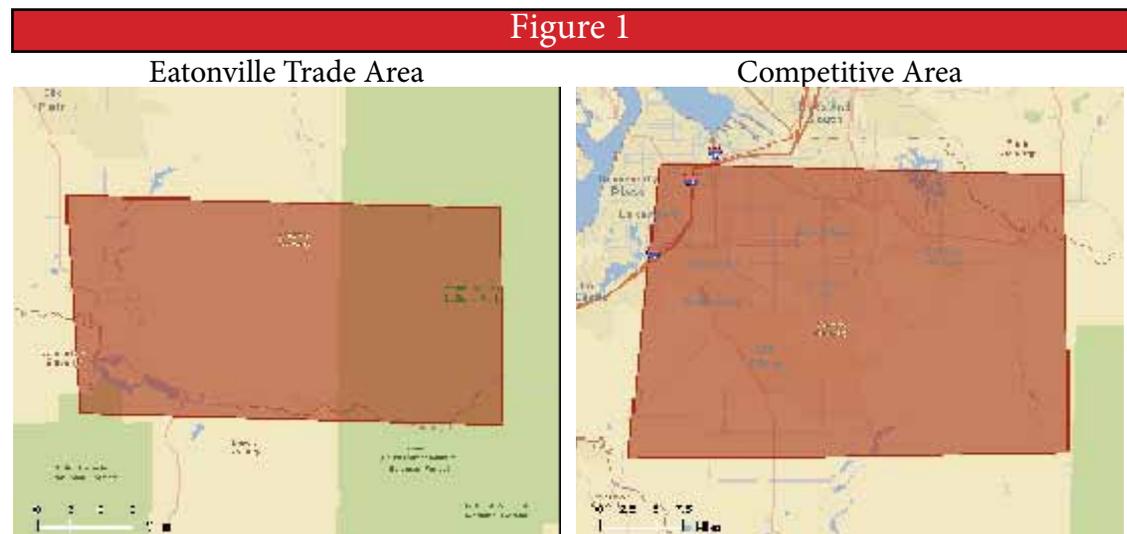
Year	Historic and Projected
1990	1,374
1993	1,545
2000	2,012
2002	2,070
2010	2,726
2012	2,775
2014	3,153
2022	4,120
2032	5,757
Growth rate 1990-2000 3.7 per cent per year	
Growth rate 2002-2022 3.5 per cent per year	

Table 3-4 details leakage/surplus factors for individual industries, comparing the retail sales purchases in the Eatonville Trade Area to the Competitive Trade Area. For the Eatonville Trade Area, red numbers indicate industries that are currently experiencing a surplus of retail sales, meaning that these are industries that draw consumers into the Town to make purchases. Alternatively, green numbers indicate industries that are experiencing retail leakages, meaning that these industries in the Town are underperforming. Bold numbers highlight which trade area is currently performing better for each industry. As detailed in the graph, many industries in Eatonville are underperforming, losing potential sales to surrounding markets.

Table 3-2 Labor Force Participation, Number of Workers Year 2000 and 2012			
Industry	2000	2012*	Change
Agricultural, forestry, hunting, mining	42	29	-31%
Construction	71	79	11%
Manufacturing	85	134	58%
Wholesale trade	31	56	81%
Retail trade	137	142	4%
Transportation, warehousing, utilities, transportation	60	67	12%
Information	22	32	45%
Finance, insurance, real estate	16	101	531%
Professional, scientific, managerial, administration	54	118	119%
Educational, health, social services	202	242	20%
Arts, entertain, recreation, accommodate., food services	64	86	34%
Other services	48	68	42%
Public administration	57	49	-14%
Total	889	1203	35%

\* Based on American Community Survey estimates

Industries such as full-service restaurants, food stores, and beer, wine, and liquor stores, though few in number, are present within the Eatonville Trade Area and have the potential to draw consumers into the Town. On the other hand, retail sub-industries such as clothing, specialty food, furniture, and automotive retailers are lacking within the Town, compelling residents to travel to neighboring areas to make purchases. Although some business sectors have high leakage rates (such as motor vehicle parts), the Town is unlikely to be able to support these types of businesses due to its low population, isolated location, and the drawing power of nearby commercial areas. In the years to come, the Town must focus on innovative ways to capture residential spending and draw in a larger consumer base to increase the sale of taxable goods.



### 3.4.5 Retail Sales

One of the purposes of this Comprehensive Plan is to ensure there is an adequate supply of land available for residential, commercial, and industrial development expansion. Chapter 2 lays out the provisions for accommodating the forecasted residential, commercial, and industrial growth and their respective land consumption demands. Therefore, there is adequate land to accommodate the forecasted land consumption needs. The current Buildable Lands Analysis, completed by the H2 Consultants group, details the amount of land available and how it will be designated at the time of development. It is imperative that an efficient amount of land is dedicated to the creation of commercial properties to provide jobs and increase the tax base of the Town.

## 3.5 Goals and Objectives

### 3.5.1 GOAL ED-1:

**Attract new businesses and retain existing businesses to improve the tax base and economic vitality of the Town.**

**ED-1A: Encourage home-based businesses and people working from home to increase flexibility in the local job market.**

ED-1A.1: Market Eatonville as a community with a high quality of life, high-speed internet service, and community gathering spaces, such as coffee shops, for self-employed individuals and people with flexible jobs to work and congregate.

ED-1A.2: Work with the Chamber of Commerce to encourage gatherings for people who work at home, such as monthly coffees or speaker series.

**ED-1B: Reduce consumer leakages and enhance competitive power of local business.**

ED-1B.1: Provide incentives to concentrate new development within town limits on lots that are currently undeveloped.

ED-1B.2: Stimulate local consumption at businesses listed below; these industries are already present in Eatonville and can be better supported by the current Town population: Electronics and appliance store, Food and beverage stores, Health and personal care stores, Gasoline stations, Miscellaneous retailers, Food services and drinking places

**ED-1C: Restore salmon populations and preserve environmental quality to protect Eatonville's high quality of life and make the Community attractive to businesses, residents, and visitors.**

ED-1C.1: Maintain relationships with the Nisqually tribe and environmental organizations to continue to restore salmon habitat. [See section 4.3.4 in Parks and Recreation]

Table 3-3  
Labor Force Forecasts

Year	Historic and Projected
1990	508
1993	558
2000	1,123
2002	1,324
2010	1,677
2012	1,787
2014	1,887
2022	2,400
Growth rate 1990-2000 7.5 per cent per year	
Growth rate 2002-2022 3.0 per cent per year	

Table 3-4  
Retail Leakages

Business Sector	Eatonville Trade Area (Leakage/Surplus)	Competitive Trade Area (Leakage/Surplus)
Business Sector	78.9	-22.4
Motor Vehicle & Parts Dealers	-2.8	-3.2
Food & Beverages Stores	14.2	12.8
Health & Personal Care Stores	-7.5	21.0
Gasoline Stations	97.5	-8.7
Clothing & Accessories Stores	63.6	-25.1
Sporting Goods, Hobby, & Book Stores	65.4	10.5
General Merchandise Stores	59.2	20.2
Miscellaneous Retailers	79.3	0.9
Non-Store Retailers	29.1	7.4
Food Services & Drinking Places	54	118
* Based on American Community Survey estimates		

ED-1E: Develop a business retention program to keep a thriving business community in Eatonville.

ED-1E.1: Implement a periodic survey of local businesses to identify challenges, needs, or issues with the Town government.

ED-1E.2: Pursue funding for businesses assistance.

ED-1E.3: Initiate regular meetings of Town leaders, businesses, and the Chamber of Commerce to discuss issues, challenges, and solution for local businesses.

### **3.5.2 GOAL ED-2:**

**Encourage the establishment of more small scale businesses that provide a variety of goods to the Town's residents, minimizing the need to leave Town to accomplish daily activities.**

*Eatonville is a small town that needs small-scale businesses and vendors to provide an appropriate amount of goods and services to locals. The relatively low population, combined with the drawing power of nearby economic centers (such as Puyallup) does not create sufficient incentives for medium or large-scale businesses to locate within Eatonville. Small-scale businesses, such as those found in a farmer's market setting or more versatile businesses, such as co-ops, may be more appropriate for Eatonville.*

ED-2A: Encourage the role of the central business district as the location of retail services, personal and professional services, and public amenities.

ED-2A.1: Direct commercial development to buildable lands located within the downtown commercial area.

ED-2A.2: Ensure that transportation facilities connect new and existing residential areas to retail.

ED-2B: Work with the Chamber of Commerce and community members to make residents more aware of the goods and services available in Town.

ED-2B.1: Help develop and distribute advertising and marketing materials to and for Eatonville residents.

ED-2B.2: Work with community members to put business information from the Community Center bulletin board online.

ED-2B.3: Help develop and place signage for local businesses in commercial areas.

ED-2C: Encourage small and medium-sized retail uses (such as grocery and pharmaceuticals, banking, clothing, and recreation) that serve residents' needs and diversify the goods and services available in Town.

ED-2C.1: Periodically conduct a market analysis, including an assessment of sales leakages, to identify the types of businesses Eatonville could support. Work with the Chamber of Commerce to make the results available to all local businesses.

ED-2C.2: Publicize the business assistance programs offered by the Economic Development Board of Pierce County to the Chamber of Commerce and local businesses, particularly gap analyses that help businesses' meet local demand.

ED-2C.3: Explore the Community's interest in a farmer's market of small-scale vendors that could provide a variety of goods at relatively low start-up costs. Measure levels of interest at local fairs, festivals, and other events that use this style of marketplace.

ED-2C.4: Work with the local food co-op and its members to expand the variety of goods available in the store. This could help retain local spending and reduce residents' need to leave Town for daily needs.

ED-2C.5: If the co-op does not choose to expand its merchandise, work with the Chamber of Commerce to explore the town's interest in a community-owned mercantile that would provide clothing, dry goods, and other essentials.

ED-2D: Promote the development of small-scale medical and retirement facilities within Eatonville to provide for improved access to health care for residents: Monitor the ability of the MultiCare health clinic on Washington Avenue to serve local residents' health-care needs, and advertise the presence of retired residents in Eatonville to retirement organizations

### 3.5.3 GOAL ED-3: Connect people traveling through town with local businesses.

ED-3A: Make the Visitor Center a hub for information on local attractions and businesses.

ED-3A.1 :Ensure the Center is open and staffed each summer through partnerships and volunteer programs, with particular emphasis on students and seniors.

ED-3A.2 :Provide information about Eatonville businesses, local parks and recreation facilities, and salmon restoration projects .

ED-3B: Provide roadway signage for businesses and local attractions.

ED-3B.1: Work with businesses to create and install signage that directs drivers to the major business districts, including both Washington and Mashell Avenues.

ED-3B.2: Highlight the Visitor Center in any new signage

ED-3C: Market Eatonville, its businesses and its attractions in the Puget Sound region and beyond.

ED-3C.1: Contact writers for travel and outdoor magazines.

ED-3C.2: Develop a social media campaign.

ED-3C.3: Promote collaboration with the Chamber of Commerce to ensure an up-to-date website about Eatonville businesses. This could include utilizing the business bulletin board in the Community Center and putting that information online.

ED-3D: Partner with the National Park Service and nearby communities to market Eatonville to Mt. Rainier visitors.

ED-3D.1: Partner with the Nisqually Tribe and environmental organizations to generate news coverage, create displays for the Visitor Center, arrange tours, and otherwise bring people to Eatonville to view salmon.

ED-3D.2: Reach out to schools in the Eatonville School District and beyond to encourage field trips.

ED-3D.3: Consider starting a yearly salmon festival to draw people and attention to Eatonville's salmon





# CHAPTER FOUR

# PARKS AND RECREATION VISION 2032

The health and well-being of Eatonville's residents, neighborhoods and community as a whole have been enhanced by an integrated system of parks, open spaces, and recreational facilities. Public spaces offer a well-balanced range of recreational opportunities, enhancing both the built and natural environments, supporting plant and wildlife habitat, and enriching the lives of Eatonville's citizens. In the last two decades, the Town has improved and expanded its parks system. Eatonville in 2032 offers a variety of parks, open spaces, and recreational facilities that are attractive, fun, and accessible to all members of the community, many of whom come together regularly to improve and maintain their quality. The Town's recreational spaces appeal to a diverse range of people and serve as local hubs where individuals and groups gather, exercise, play, hold neighborhood and community events, connect with Eatonville's history, and appreciate the Town's natural amenities. Eatonville is fortunate to have a rich natural setting—including fresh air, clean water, beautiful landscapes and views, and local plant and wildlife—and its parks and open spaces have preserved these amenities, sharing them with residents and visitors alike. The Town has also utilized its parks system to provide educational opportunities about salmon lifecycle, habitat, and role in the local ecosystem, and these efforts have gained Eatonville local and regional prominence.

## CHAPTER FOUR PARKS AND RECREATION

### 4.1. INTRODUCTION

Eatonville offers parks and recreational opportunities that improve the quality of life for local residents and could play a key part of the Town's economy, drawing visitors from the region who provide more customers to local business.

### 4.2. PARKS AND RECREATION FACILITIES

#### 4.2.1. Parks, Open Spaces, and Gathering Areas

The Town of Eatonville has three neighborhood parks, one community park, a Town Square, and two designated open spaces. Neighborhood parks are small recreation areas that are easily accessible on a daily basis to residents within a 3/4-mile radius. Community parks are larger recreation areas that may preserve natural areas, provide more extensive recreational opportunities and may incorporate recreational programs. Community parks tend to serve a 1.5-mile radius, or, in Eatonville's case, the entire town.

The Town's parks, open spaces, and gathering areas located in and near the Town of Eatonville are depicted in Table 4-1. A map of the parks, open spaces, and gathering areas are illustrated in Figure 4-1.

Glacier View Park is located in the northwestern part of town. It features a stage/performance area, a covered picnic area with an outdoor kitchen, a small basketball court, a playground, and restrooms. It is also home to the Eatonville Lions Club's annual "Art Festival in the Park."

Millpond Park is located in the south side of the town and features picnic areas, a playground, a basketball court, trails, and a skateboard park. The original cabin of the town's founder, T.C. Van Eaton, is located here, which the Historic Society owns, while the land is owned by the town.

Nevitt Park is located in the northern side of Eatonville and features benches and memorial trees; it will have access to the proposed trail system. This park is at the entrance of the Town and is the first thing many visitors see.

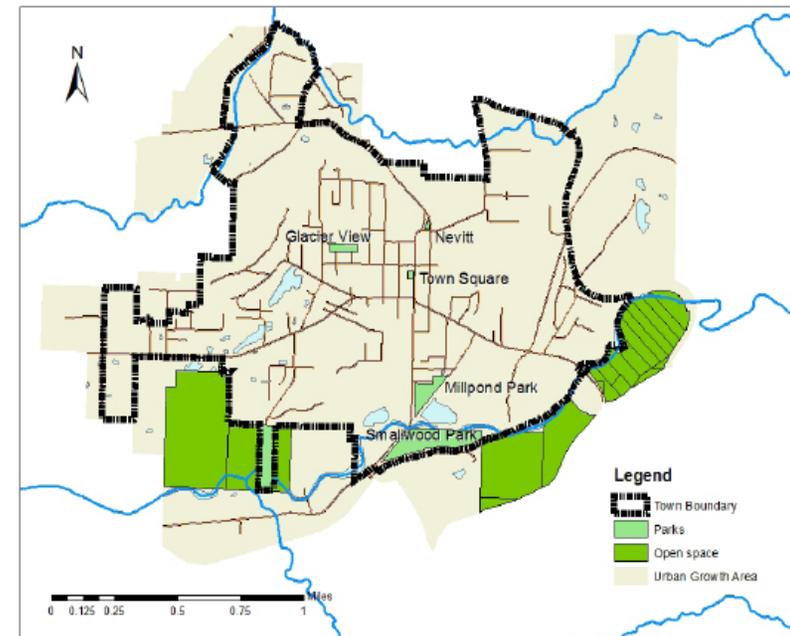


Figure 4-1

In the heart of Eatonville is the Town Square, which features benches, picnic tables, restrooms, and the Town's Visitor Center. Smallwood Park, the Town's community park, is located along the Mashel River in the southern part of town. Smallwood Park features freshwater fishing, picnic areas, barbecue grills, forested areas, a trail for viewing salmon restoration, and is a designated off-leash area for dogs. It contains a pond that hosts the annual children's fishing event, sponsored by the Lions Club.

There are areas designated as open space that are within the Urban Growth Boundary, but not the Town. Some are owned by the Town and some are owned by the Nisqually Land Trust. These can be used for passive recreational activities.

Outside of Eatonville: There are many recreational opportunities located in the vicinity of Eatonville that augment the recreational areas in town (see Table 4-1). Most notable is Mount Rainier National Park, which draws thousands of visitors each year and employs some Eatonville residents.

#### 4.2.2. Recreational Facilities

Eatonville contains several recreational facilities that are available to its residents. Table 4-2 lists the various recreation facilities in and around Eatonville.

The Eatonville Community Center, located at 307 Center Street West, includes an indoor basketball court, a pool table, painting classes and line dancing. Aerobics and Tae Kwon Do classes are held in the evening. Parents and Students in Action, a local group, runs a teen center at the facility Monday through Friday. The Red Cross provides meals for seniors on Monday, Wednesday, and Friday. A regular group plays pinochle after each lunch, and the facilities are available for rent for similar activities by other groups. Pierce County provides a staff person at the center every Wednesday to coordinate land use and other issues with residents of the unincorporated area near town.

The Town's Mashel Falls property is a large and attractive waterfall within a walk of town that offers a chance to escape into a beautiful natural setting. However, currently this attraction is unsafe to access due to steep drops and narrow trails. Use of the falls will depend on the Town investing in infrastructure that improves the safety, such as rails and wider trails. It was initially acquired by the Town for use as a domestic water and hydroelectric power source site. The 10-acre site has not been developed for either of these uses and is instead used for informal recreation. The site is located half a mile south of Town, or a 1.5-mile drive from the center of Town, and is outside the Town's 20-year Urban Growth Area. The Town has no immediate plans to develop the site. The existing park and recreation facilities are shown in Figure 4-1.

Eatonville School District maintains swimming pools, football, soccer, baseball and softball fields, outdoor tennis courts, outdoor and indoor basketball, volleyball courts, jogging tracks and playgrounds among the grounds of one high school, one middle school, and two elementary schools. The School District provides limited general public access to its facilities. The Eatonville Playfield, located at the Elementary School, is shared between the Town and the District.

Table 4-1

Parks/Open Spaces	Type	Acres	Provider
Smallwood Park	Community Park	17	Eatonville
Millpond Park	Neighborhood Park	6.03	Eatonville
Town Square	Plaza	1	Eatonville
Nevitt Park	Neighborhood Park	1	Eatonville
Glacier View Park	Neighborhood Park	3.5	Eatonville
Open Space in SW of Town	Open Space	7	Eatonville
Open Space in SW, outside of Town but within UGA	Open Space	108	Nisqually Land Trust
Open Space East of Town in UGA	Open Space	117.5	Eatonville
Dogwood Park			
Bimrock County Park			
Fossil Park			
Bald Hill Lake			
Alder Lake Park			Tacoma City Light
Harris Lake			Department of Fish and Wildlife
Jackson Lake			Department of Fish and Wildlife
Chop Lake			Department of Fish and Wildlife
Rapjohn Lake			Department of Fish and Wildlife
Tanway Lake			Department of Fish and Wildlife
Mount Rainier National Park			National Park Service
Charles Lathrop Park Experimental and Demonstration Forest			University of Washington

Table 4-2

Facility	Details	Provider
Community Center	Contains basketball	Eatonville
Walking Trails	2 miles	Eatonville
Millpond Skate Park		Eatonville
Little Mashel Falls		Owned by Eatonville
Playground	At Eatonville Elementary	Eatonville School Dist
Indoor Swimming Pool	1	Eatonville School Dist
Track	8 lanes	Eatonville School Dist
Football Field	1	Eatonville School Dist
Soccer Field	2	Eatonville School Dist
Basketball Courts	many	
Baseball Field	5	Eatonville School Dist
Tennis court	4 courts	Eatonville School Dist
Gymnasiums	4	Eatonville School Dist
Northwest Trek Wild Animal Park		Private

### 4.2.3. Condition and Level of Service

Table 4-3 shows the level of service standards for recreational facilities for the Town along with the current supply of facilities. These standards are based on national standards recommended by the National Recreation and Park Association. Currently, the Town is meeting service needs for most facilities; only walking/hiking trails are lacking.

In 2011, the population of Eatonville was 2,775; by 2032, the population is projected to be 5,700.

Population growth in Eatonville will create demand for additional parks and recreational facilities. Table 12-3 shows that Eatonville will need both increased neighborhood park acreage and additional mileage of walking/hiking trails, which are planned for in the 2009 Trails Plan. A new neighborhood park in the western area of town around the wetlands is recommended. Recent open space acquisitions mean that the town will have an adequate supply of community parks and open space at least through 2032.

Currently, the recreational areas and facilities provide few opportunities for residents and visitors to engage in the cultural and natural heritage of Eatonville. Strategies for addressing this are presented in the Goals and Implementation sections.

Table 4-3

Facility	Level of Service Standard	Current Supply	Current Demand	Current Surplus/Deficiency	2032 Demand
Population			2700	2700	5757
Neighborhood Park	2 acres/1,000 Population	10.5 acres	5 acres	+5.5 acres	11 acres
Community Park/Open space	8 acres/1,000 Population	242.5 acres	18 acres	+ 224.5 acres	48 acres
Tennis Courts	1 per 1,700 Population	5 courts*	1 court	+2 courts	3 courts
Soccer Fields	1 per 3,000 Population	2 fields*	1 field	+1 field	2 field
Baseball/Softball Fields	1 per 4,000 Population	5 field*	1 field	+4 fields	1 field
Walking/Hiking Trails	3 miles per Town, Implement 1 mile of Trail Plan a year	0.5 miles*	3 miles	-2.5 miles	20 miles

### 4.2.4. Existing Plans

In 2009 Eatonville adopted the Regional Trails Plan, which describes the Town's vision for a non-motorized trail system that connects residents to destinations within town and to nearby attractions. The plan addressed pedestrian, equestrian, and bicycle trail needs. It includes design concepts, recommendations for implementation, and potential funding sources. Currently the plan's implementation is in the beginning stages.

### 4.3. GOALS AND OBJECTIVES

#### PR.1. Provide a diversity of recreational activities for a wide variety of residents that meet the adopted level of service standards.

PR.1.A. Increase community park area and accessibility.

PR.1.A.1. Establish an open space or park in the western part of town.

PR.1.B. Enhance existing parks by maintaining their quality and installing fixtures and park furniture.

PR.1.B.1. Include drinking fountains, benches, playgrounds, tot lots, etc., in parks. (Eatonville Comp Plan, 2005).

PR.1.C. Implement a community garden program.

PR.1.C.1. Develop a volunteer program.

PR.1.C.2. Identify suitable locations for a community garden.

PR.1.C.3. Develop a program to manage the community garden.

PR.1.D. Implement the 2009 Regional Trails Program.

PR.1.D.1. Priorities should follow those laid out in adopted Trails Plan.

PR.1.E. Use parks and open space to visually and physically connect disparate parts of the Town Center commercial area.

PR.1.E.1. Design open space options for downtown area, possibly by purchasing undeveloped lots.

PR.1.F. Install safety infrastructure along trail to little Mashel Falls.

PR.1.F.1. Widen trail.

PR.1.F.2. Install safety rails and cautionary signs.

#### PR.2. Provide Parks and Recreation facilities through cooperative efforts with other governmental agencies, such as the Eatonville School District.

PR.2.A. Identify potential agencies and organizations with whom to form partnerships.

PR.2.A.1. Afterschool volunteer programs (to clean parks, gardening, event planning).

PR.2.A.2. Non-profits (Nisqually Land Trust, Lion's Club, Puget Sound Partnership, Pioneer Museum).

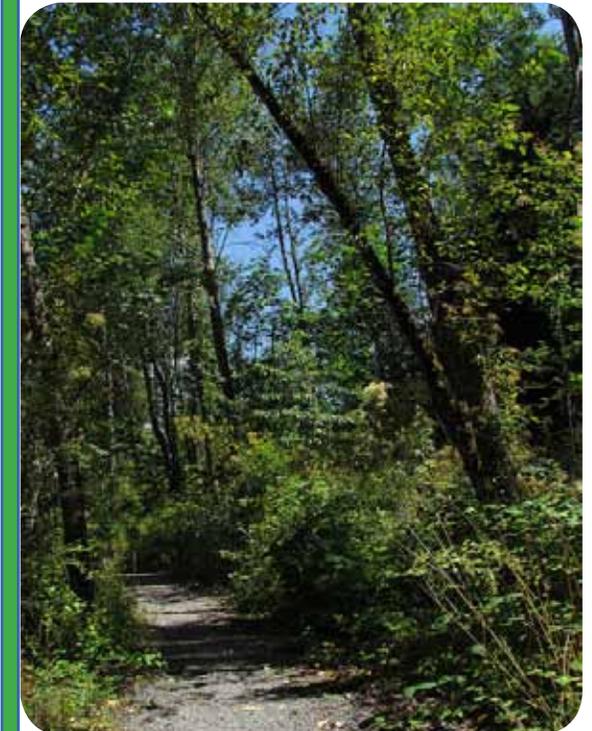
PR.2.A.3. Government agencies (Department of Ecology, Department of Health, Eatonville School District).



Community Garden - The L Magazine



Glacier View Park - Town Website



Smallwood Park - Flickr - DeForestRanger

Town Square - Town Website



Mill Pond Park - Town Website



PR.2.B. Determine types and locations of facilities that can be built through partnerships, for which there is high public demand.

PR.2.C. Create/Provide these facilities, using appropriate funding.

PR.2.D. Encourage the adoption of parks by local organizations.

**PR.3. Promote clean water, air, and landscapes for the community's health and enjoyment.**

PR.3.A. Reduce the risk of contamination of water from parks and recreational facilities.

PR.3.A.1. Install and maintain rain gardens in parks and recreational areas as funding options occur.

PR.3.A.2. Limit impervious surfaces within parks and recreational facilities (and use pervious surfaces whenever possible).

PR.3.B. Increase the use of sustainable materials.

PR.3.B.1. Use recycled and reclaimed materials whenever possible and cost-effective.

PR.3.B.2. Use locally sourced materials whenever possible and cost-effective.

PR.3.C. Reduce environmental impact from park visitors.

PR.3.C.1. Provide information for how visitors to parks can reduce their impact on the local environment.

PR.3.C.2. Provide garbage and recycling bins in the Town's parks (afterschool volunteers may be able to help maintain these).

**PR.4. Utilize Eatonville's Parks and Recreation facilities to integrate salmon and its life cycle as a key component of the Town's image.**

PR.4.A. Develop a program for salmon and environmental education in the parks.

PR.4.A.1. Create informative and interesting signs/exhibits for visitors.

PR.4.A.2. Apply for federal/state/tribal grants to fund programs.

PR.4.B. Provide displays/information on the salmon life cycle and parks the the Town's Community Centet, Visitor Center, and web site. (See Section 3.7.3. in Economic Development for related Visitor Center Strategies).

PR.4.B.1. Partner with the Eatonville High School to create internship opportunities for students in graphic design and marketing.

PR.4.C. Host salmon-centered activites to involve the community and draw visitors.

PR.4.C.1. Hold an annual salmon festival or salmon bake.

**PR.5. Provide opportunities for residents and visitors to engage in and appreciate Eatonville's natural amenities, history, and local community.**

**PR.5.A. Develop an exhibit on Eatonville's logging history**

PR.5.A.1. Consider creating a replica mill or Wigwam burner near the Old Mill site.

**PR.5.B. Increase number of community events and festivals in town.**

PR.5.B.1. Consider hosting an annual spring festival.

PR.5.B.2. Consider showing screenings of movies in the park/town square, etc.

**PR.5.C. Increase awareness among residents and visitors of the town's noteworthy sites and recreational opportunities.**

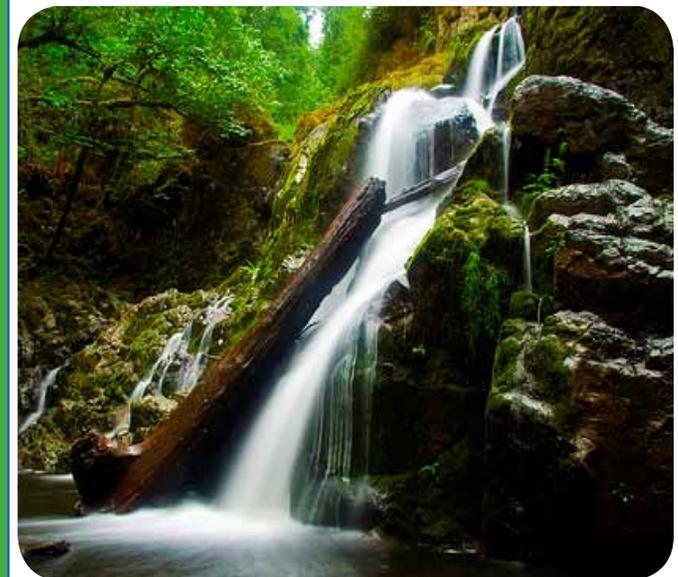
PR.5.C.1. Provide information on sites and opportunities at the Town's Community Center, Visitor Center, and Web site. (See section 3.7.3 in Economic Development).

PR.5.C.2. Post signs on the main roads on the outskirts of Town alerting drivers to Eatonville, its amenities, and nearby sites.

Mill Pond Park - Town website



Little Mashel Falls - Justin Rice





# CHAPTER FIVE

TRANSPORTATION

# TRANSPORTATION VISION 2032

Eatonville in 2032 is a place where people of all ages and abilities get around safely and conveniently on foot, by wheelchair, by bike, or by car. Destinations both in and outside of town are reachable via a well-connected network of sidewalks, bike routes, and multi-use trails. A consistent shuttle service connected with Pierce Transit is also available for trips outside of Eatonville. Personal safety is a priority and the addition of well-marked crossings, universal design features, consistent wayfinding signs, traffic-calming measures, and educational programs have eliminated transportation-related injuries. Street trees, plantings, and sidewalk amenities have made the commercial core of Eatonville an exceptional place to stroll between parks, shops, and cafes, and the consistent network of sidewalks makes running errands on foot both easy and safe. The variety of transportation options has reduced traffic congestion and improved the long-term health and livelihood of Eatonville's residents.

## CHAPTER FIVE TRANSPORTATION

### 5.1. INTRODUCTION

Eatonville's transportation system provides residents and visitors with access to work, parks, recreation, businesses, and community services. Having safe and convenient ways to get to these activity centers is important both for residents' quality of life and to attract visitors to stay and patronize town businesses.

The community goals and strategies suggested by this element were largely driven by public comment received during the planning process. This section details the nature of road traffic systems and the current state of transportation in Eatonville.

### 5.2. EXISTING CONDITIONS

#### 5.2.1. Street Classification

The Washington State Department of Transportation (WSDOT) defines four street functional classification categories that are applicable to urban areas such as the Town of Eatonville. In Eatonville, streets, roads and highways are classified as arterials, collectors, or local access streets. Streets, roads and highway classifications in and around Eatonville is shown in Figure 5-1.

Arterial streets, roads and highways provide for traffic movements into, out of, and through the Town. Many of the trips using principal arterials have neither their origin nor their destination within Eatonville, but are generated by the surrounding areas of Pierce County. Principal arterials carry the highest traffic volumes and serve the longest trips. The traffic movement function is emphasized at the expense of convenient access to adjacent land uses. Regional and inter-city bus routes are generally concentrated on the principal arterials, as well as support facilities such as transit centers and park-and-ride lots. In Eatonville, arterial routes also provide access to local destinations such as businesses, residences, and schools.

Collector streets and roads provide for movement within neighborhoods and funnel neighborhood trips onto the arterial street system. Collectors typically carry moderate traffic volumes, relatively shorter trips than the arterials, and little through traffic. In the downtown area, collector streets may include the street grid, which forms a logical entity for traffic circulation. Local bus routes may use collector streets for passenger pick up in residential areas.

Local streets comprise all roadways and streets not otherwise classified. Their main function is the direct access to abutting properties, often at the expense of traffic movement; low speeds and delays caused by turning vehicles are common. Local streets are not generally designed to accommodate bus movements.

#### 5.2.2. Road Conditions

Roads and road segments are generally classified into four categories of conditions, depending upon the quality of the surface and other attributes pertaining to their efficient use. Several of the arterials leading into the Town of Eatonville are in good or new condition, including SR-161 and Eatonville Highway. However, within Eatonville, Eatonville Highway and several other arterials only meet tolerable levels.

Several local streets and collector streets fall into the poorest road condition category, including Oak Street and Madison Avenue in southeast Eatonville. Table 5-1 details the existing roadway conditions.

### 5.2.3. Design Standards

Street design standards for arterial, collector and local access streets are specified in the Eatonville Public Works Development and Construction Standards Manual. Stormdrainage design is specified in the Pierce County Stormwater Management and Site Design Manual, which the Town of Eatonville has adopted as its standards for managing stormwater.

Aside from the technical design standards found in the Eatonville Public Works Development and Construction Standards Manual, other agencies, such as the National Association of City Transportation Officials (NACTO), have developed pedestrian and bicycle specific design standards for municipal use. An example of these mode-specific standards can be found on the NACTO Web site at [nacto.org/print-guide/](http://nacto.org/print-guide/)

### 5.2.4 Jurisdiction

State Route 161 is under WSDOT jurisdiction. All other streets within the Town boundaries are under the jurisdiction of the Town of Eatonville. Streets within the urban growth area are under the jurisdiction of Pierce County until these areas are annexed into the jurisdiction of the Town.

Table 5-1 Existing Roadway Conditions

Road	From	To	ROW	Number of Lanes
ARTERIALS				
SR 161	Ohop Valley Ext.	Orville Road E.	60'	2
	Orville Road E.	Lynch Creek Rd. E.	100'	2
	Lynch Cr Road E.	Carter Street	60'	2
	Carter Street	Center Street E.	60'	2
	Center Street E.	Mashell Avenue	60'	2
	Mashell Avenue	Oak Street	60'	2
	Oak Street	Alder Street	60'	2
	Alder Street	Weyerhaeuser Rd.	60'	2
Eatonville Hwy.	Iron Street	Cedar Avenue S.	60'	2
	Cedar Avenue S.	Pennsylvania Ave.	60'	2
	Pennsylvania Ave.	Orchard Avenue	60'	2
	Orchard Avenue	Rainier Avenue	60'	2
	Rainier Avenue	Mashell Avenue	60'	2
	Mashell Avenue	Washington Avenue	60'	2
Center Street E.	Washington Ave.	Eagle Glen Court	60'	2
	Eagle Glen Court	Weyerhaeuser Rd.	60'	2
	Weyerhaeuser Rd.	Mashell Bridge	60'	2
	Mashell Bridge	Railroad Underpass	60'	2

Table 5-1 Existing Roadway Conditions

COLLECTORS				
Ohop Valley	SR 161	SR 161	60'	2
Mashell Avenue	SR 161	Lynch Street	60'	2
	Lynch Street	Carter Street	60'	2
	Carter Street	Center Street	60'	2
	Center Street W.	Larson Street	60'	2
Antonie Avenue	Carter Street	Center Street	60'	2
	Center Street	Iron Street	60'	2
	Iron Street	Eatonville Highway	60'	2
Carter Street	Antonie Avenue	Fir Street	60'	2
	Fir Street	Cedar Avenue	60'	2
	Cedar Avenue	Pennsylvania Ave	60'	2
	Pennsylvania Ave.	Orchard Avenue	60'	2
	Orchard Avenue	Rainier Avenue	60'	2
	Rainier Avenue	Mashell Avenue	60'	2
	Mashell Avenue	Washington Avenue	60'	2
Orchard Avenue	Lynch Street	Center Street E.	60'	2
COLLECTORS				
Antonie Ave N.	Ridge Road	Williams Court	60'	2
	Williams Court	Ash Street	60'	2
	Ash Street	Carter Street	60'	2
Center Street	View Crest Drive	Conant	60'	2
	Conant Street	Jensen Lane	60'	2
	Jensen Lane	Antonie Avenue	60'	2
	Antonie Avenue	Cedar Avenue	60'	2
Orchard Avenue	Ridge Road	Lynch Street	60'	2
Weyerhaeuser	Town Limits	Center Street E.	30'	2
Berggren Road	Town Limits	Center Street E.	60'	2

### 5.2.5 TRAFFIC CHARACTERISTICS

Daily Variations: Traffic volumes vary from each day of the week. Mondays and Fridays tend to be higher travel days of the five-day work week, while Tuesday, Wednesday, and Thursday volumes are lower. Saturday and Sunday travel is normally higher than the average weekday.

**Monthly Variations:** Traffic volumes vary from month to month. Low volume months are the winter months and the high volume months are the summer months when the normal day-to-day travel is supplemented with vacation travel.

**Hourly Variations:** The hourly travel variations for a typical high volume intersection in the Town of Eatonville are as follows: Morning peak hour occurs at 10 a.m., after which volume decreases slightly between 12 and 2 p.m. Travel volumes again increase and peak between 3 and 5 p.m.

### 5.2.6 YEAR 2008-2011 TRAFFIC VOLUMES

Traffic volumes representing 2008-2011 average weekday traffic for the SR 161 corridor through Eatonville are shown in Table 15-2. The volumes are highest in the center of Eatonville and have remained relatively stable over the past five years. As of 2011, the SR-161 corridor has an acceptable level of service through Eatonville, as defined by the descriptions below.

Center Street is also a high-volume street, carrying up to 10,000 vehicles daily as of 2004. However, a Town-wide traffic count will be necessary to assess current volume trends. It is recommended that regular counts be performed, as to best judge current and future traffic needs and to most effectively distribute scarce transportation resources.

### 5.2.7 TRAFFIC ACCIDENTS

According to accident data kept for the Town of Eatonville, accidents are rare within the Town limits. The few accidents that have taken place have not involved any fatalities and have been dispersed rather evenly throughout the Town. Given the data, it seems that no single intersection is particularly accident-prone.

### 5.2.8 TOWN CENTER

The Eatonville Town Center generally extends north to Lynch Street, west to Orchard Avenue, south to Larson Street, and east to Adams Avenue. SR-161 is the one major state route that passes through the Town center. It is a north-south road extending from Federal Way south through Puyallup and Eatonville until it meets State Route 7 southwest of Eatonville. Other major streets traveling through the Town Center are Washington Avenue, Mashell Avenue, Rainier Avenue, Carter Street, and Center Street.

### 5.2.9 LEVEL OF SERVICE

**TABLE 5-2 EXISTING ROADWAY CONDITIONS**

Route	Mile Marker	Location	2008 Avg. Daily Volume	2009 Avg. Daily Volume	2010 Avg. Daily Volume	2011 Avg. Daily Volume
SR-161	0	AFTER JCT SR 7*BEG ROUTE	320	350	360	340
SR-161	2.87	BEFORE JCT MASHELL AVE S	1100	1200	1200	1100
SR-161	3.02	BEFORE JCT CENTER ST E	780	880	890	850
SR-161	3.02	AFTER JCT CENTER ST E	5800	6400	6500	6200
SR-161	6.1	BEFORE JCT EATONVILLE CUTOFF RD	7300	8600	8700	8400
SR-161	6.1	AFTER JCT EATONVILLE CUTOFF RD	4600	5300	5400	5200

Level of traffic service is generally defined as the roadway or intersection's ability to carry the traffic load. The Highway Capacity Manual (Transportation Research Board) defines the traffic level of service for signalized and unsignalized intersections as listed below:

**LEVEL OF SERVICE GENERAL DESCRIPTION**

- A: Nearly all drivers find freedom of operation and there is seldom more than one vehicle in the queue.
- B: Some drivers begin to consider delay and inconvenience and occasionally there is more than one vehicle in the queue.
- C: Many times there is more than one vehicle in the queue and most drivers feel restricted, but not objectionably so.
- D: Often there is more than one vehicle in the queue and drivers feel quite restricted.
- E: Represents a condition in which the demand is near or equal to the probable maximum number of vehicles that can be accommodated by the movement and there is almost always more than one vehicle in the queue.
- F: Forced flow which represents an intersection failure condition that is caused by geometric and/or operational constraints external to the intersection.

Existing levels of service have been calculated at select street segments in the Town of Eatonville and are shown in the far right column of Table 5-2. The following tables outline general guidelines established by WSDOT for determining level of service on roads based on average weekday traffic. The tables pertain to two-lane roads in rural towns.

Pierce County and the cities and towns therein, have adopted Level of Service D as the standard. When Level of Service drops to the level of E or F, corrective action must be taken. Adding a turn lane at the intersection or installing a traffic signal will usually alleviate the problem.

**Table 5-3  
Level of Service  
Average Weekday Traffic  
Two Lane Roads and Streets  
No Turn Lanes at Intersection**

Level of Service	Average Weekday Traffic Volume
A	0 to 1,000
B	1,100 to 3,000
C	3,100 to 6,000
D	6,100 to 9,000
E	9,100 to 12,500

**Table 5-4  
Level of Service  
Average Weekday Traffic:  
Two-Lane Roads and Streets With  
Turn Lanes at Intersections**

Level of Service	Average Weekday Traffic Volume
A	0 to 3,000
B	3,100 to 6,000
C	6,100 to 9,000
D	9,100 to 12,000
E	12,100 to 16,000

**5.2.10 Access Control**

Access control is a technique used in designing roads to manage where and in what way automobiles will be able to enter and exit the road. WSDOT uses access control on its highways. Access control typically means limiting the number of driveways connecting commercial and residential sites directly to the highway. Under access control, entrances and exits to the road via driveways are restricted.

**5.2.11 Truck Routes**

Truck traffic in Eatonville is primarily generated by the logging, quarry, and light industrial activities that take place in the eastern portion of the Town. Trucks thus tend to travel east-west on Center Street East, and north-south on State Route 161 to access these business sites. Any future expansion of trucking activity must be closely considered with existing infrastructure, as heavy trucks pose greater risks to motorists and pedestrians, and rapidly degrade road surfaces.

### **5.2.12 Public Transit**

Pierce Transit does not serve the Town of Eatonville with any regular routes. It does, however, offer van-share service available to area residents for day use.

### **5.2.13 School Bus Routes**

A total of nineteen school bus routes cover the Eatonville School District. Eleven of these buses serve the Eatonville High School, Middle School, and Elementary School. Seven routes provide service for the Columbia Crest and Weyerhaeuser Elementary Schools, which are outside of the Eatonville Planning Area. In addition, there is a preschool route that travels the entire district.

Five of the nineteen routes servicing the Eatonville School District, with the exception of the preschool route, travel partially within the Eatonville Planning Area. These are Routes Number 1, 5, 7, 10, and 11. The remainder transport students that reside outside of the Planning Area boundaries.

### **5.2.14 Airport**

The airport district is a multi-purpose area that does not fit any traditional zoning concept. It allows residential, commercial, and light industrial use of the property adjoining the runway. At the present time, there are eight single-family residences and one full-time business in the district. The runway is 3,000 feet in length and can accommodate single and light twin-engine aircraft. There are presently 22 airplanes based on the field with potential growth to double that amount in the next 10 years. In addition to the personal and business use of the airport, the location makes it important for aircraft flying between Olympia and Yakima for use as an alternate landing site. On many occasions, Eatonville is the only airport in the South Puget Sound area that remains fog free, and is frequently used when no other field is available. In addition, the lighted field provides the only opportunity for safe Medevac helicopter night operations in the vicinity. These operations save accident victims whose survival would have otherwise been jeopardized.

Road access or ground transportation access to Swanson Field is provided by Lynch Creek Road and Airport Road East. The Town is proposing to mark the airport road access from SR-161, Washington Avenue via Lynch Creek Road and Airport Access Road with airport directional signs, obtained from the Washington State Department of Transportation or the Pierce County Public Works Department.

### **5.2.15 Railroads**

To Eatonville's east, there is a railway that runs north-south between Tacoma and Morton. The line has been rehabilitated. The long-range plan is to provide tourist travel service between Tacoma and Mt. Rainier. Historically, tourist trains stopped in Eatonville during the summer months. If a suitable site is identified as the town's goal to identify a site for a passenger train depot and to pursue the development of such a facility.

### **5.2.16 Pedestrian and Bicycle Facilities**

Eatonville presently has no specially designated routes for pedestrians, cyclists, or equestrians. During the community planning process many residents expressed a desire for expanded bicycle and pedestrian facilities throughout town. Furthermore, Eatonville hosts several cycling events annually, including a stage of the popular Ride Around Mount Rainier One Day (RAMROD) Tour. Reducing automobile dominance will have key benefits to the small-town community place-making of goals of Eatonville. As dedicated non-motorized facilities stand to benefit both residents and visitors alike, their improvement and expansion has been prioritized in the goals and objectives of this plan.

### **5.2.17 Land Use and Transportation**

In 1990, Eatonville was home to 1,374 residents. Over the next two decades, the Town grew steadily and by 2010, the population had roughly doubled to 2,758. Population forecasts predict an increase in population to 4,120 by the year 2022. Eatonville's forecast population of 4,120 persons by is about 50 percent greater than 2010. This significant increase must be carefully planned and guided in order to accommodate future growth while maintaining the high quality of life in Eatonville.

There are also significant changes occurring in the distribution of population and employment within the Town that affect the future transportation system. Among these is the proposed residential and commercial infill of existing vacant land in the Town.

Furthermore, as an increasing percentage of Eatonville residents reach retirement age, non-motorized transportation options must be developed for those who are no longer physically able to drive safely.

Employment forecasts for the year 2022 predict an acceleration of current trends, as the Town accepts an increasing share of southern Pierce County's employment under the policies of the Growth Management Act. The growth of Eatonville as an employment center, together with new residential development, will create growing demands for transportation facilities.

Over the past decade, the public, Pierce County, and the Town have become increasingly concerned about the need to manage the transportation impacts of steady growth. New development in many areas has created transportation needs beyond the financial ability of already tight capital and maintenance budgets for transportation. As the Town grows, transportation will continue to be a major determinant of how, when, and where growth should occur.

**5.2.18 Forecasted Traffic Volumes**

Traffic volumes in the Town are expected to roughly keep pace with population growth. The population growth factor of 1.87 for the years 2004-2022 was thus applied to 2004 traffic volumes to arrive at 2022 forecasts. Table 5-6 shows projected 2022 traffic volumes and the associated Level of Service for the Town of Eatonville.

The Level of Service calculations in Table 5-4 are based on the assumption that additional turn lanes at critical intersections have been added before 2022. The numbers in Table 15-4 clearly point to two critical problems that the Town and WSDOT have to address. The two problems are: 1) the southbound climbing lane along SR-161 from the Ohop Valley bottom to the top of the hill at Lynch Street. A climbing land needs to be added to this section of the highway; and 2) the intersection of Washington Avenue (SR-161) and Center Street. The current four-way stop at the intersection of Washington Avenue (SR-161) and Center Street may no longer adequately handle traffic by 2022. Signalization or a roundabout may be necessary for both vehicular and pedestrian safety.

**5.2.19 Town Center Plan**

In year 2000, the Town undertook an extensive citizen-involved planning effort to identify what needs to be done to create a rural Town Center. This Community Action Plan examined the mix of existing commercial, retail, and service outlets; evaluated the potential of establishing design guidelines or standards; explored the need to create a pedestrian oriented center or commons; identified the need for off-street parking; and generally agreed that pedestrian safety needs to more attention paid to it.

In the fall of 2006, the Town of Eatonville hired Arai Jackson Ellison Murakami to assist in the development of a Town Center and Corridor Plan. The goal of this planning process was to create agreement for a plan to be adopted by Town Council in February 2007. This document was primarily based upon the ideas brought forth in the 2000 Community Action Plan. Three broad objectives were identified: Locate a Town Center Plaza with Visitor Center, create a strong streetscape environment, and simply traffic and circulation patterns. A chart of proposed objectives is presented in Figure 5-3.

Table 5-3 Population Forecasts

Year	Historic	2003 Forecast
1990	1,374	
1993	1,545	
2000	2,012	2,012
2002	2,070	2,070
<u>2010</u>	<u>2,758</u>	2,726
2014		3,128
2022		4,120

## 5.3. GOALS AND POLICIES

### 5.3.1. GMA and Pierce County Policies

Growth Management Act: The Washington Growth Management Act identifies transportation facilities planning and, specifically encourages efficient multi-modal transportation systems based on regional priorities and coordinated with local comprehensive plans as a planning goal to guide the development and adoption of comprehensive plans and development regulations [RCW 36.70A.020(3)]. In addition, it identifies a transportation element as a mandatory element of a county or city comprehensive plan [RCW 36.70A.070(6)]. The transportation element must include: (a) land use assumptions used in estimating travel; (b) facilities and services needs; (c) finance; (d) intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions; and (e) demand management strategies [RCW 36.70A.070(6)(a)-(e)].

Pierce County: County-Wide Planning Policies: County-Wide Planning Policies are written policy statements to be used solely for establishing a county-wide framework from which the County and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that the County and municipal comprehensive plans are consistent, as required by Washington statutes.

During the period within which County and municipal comprehensive plans are developed, adopted, and implemented, the County and each municipality in the County, at their discretion, may utilize the County-Wide Planning Policies to serve as a guide for County or municipal land use and related decisions to best assure that the principles embodied in the County-Wide Planning Policies are followed and promoted. Chapter 3 discusses County-Wide Planning Policies in depth.

## 5.4. GOALS AND OBJECTIVES

### 5.4.1 Goal T-1: Increase multi-modal transportation

T-1A: Create a pedestrian friendly environment.

T-1A.1: Improve sidewalk conditions throughout town

T-1A.2: Develop a full sidewalk network with connections within town and to trails.

T-1A.3: Ensure all pedestrian facilities meet ADA guidelines.

T-1A.4: Place crosswalks on all sides of major intersections.

T-1A.5: Encourage the planting of street trees and other street amenities.

T-1B: Expand bicycle facilities.

T-1B.1: Construct separated bike lanes along highest traffic roadways, such as SR 161 and Center Street.

T-1B.2: Place “sharrows” along lower-traffic biking routes.

T-1B.3: Install public bicycle racks and maintenance stations at civic and commercial destinations.

T-1B.4: Prioritize connections with regional trail networks.

T-1B.5: Develop campaigns to educate both motorists and cyclists of traffic laws.

T-1C: Re-establish bus and rail connections.

T-1C.1: Pursue projects which may encourage or reestablish transit connections

#### **5.4.2 GOAL T-2**

##### **Expand educational and outreach programs.**

T-2A: Establish educational and outreach campaigns for walkable neighborhoods.

T-2A.1: Provide educational material to residents about the health and safety benefits of walking.

T-2A.2: Connect destinations with neighborhoods with intuitive way finding. [See section \_\_\_\_ in Land Use and section \_\_\_\_ in Economic Development about signage.]

T-2A.3: Encourage walk-to-school programs with the Eatonville School District.

T-2B: Reduce automobile dependency.

T-2B.1: Encourage ride-share initiatives.

T-2B.2: Promote a 'park-once' campaign for Town Center shopping trips.

T-2B.3: Provide educational materials to residents about the economic and environmental impacts of automobile dependence.

T-2C: Enhance safety across all modes.

T-2C.1: Adopt "Target-Zero" safety initiatives.

T-2C.2: Establish review committee for all public injury cases to assess cause and possible preventions.

#### **5.4.3 GOAL T-3**

**Be adaptable to changes in county and statewide transportation planning and prepare for the potential of higher gas prices.**

#### **5.4.4 GOAL T-4**

**Aim to reduce greenhouse gas emissions in all Town transportation plans and programs.**

#### **5.4.5 GOAL T-5**

**Invest in transportation facilities that connect residential areas with the Town Center, retail stores, natural amenities, and community services.**

T-5A: Integrate trails, bicycle routes, sidewalks, and roadways to maximize beneficial connections between modes.





# CHAPTER SIX

HOUSING

# VISION 2032

Eatonville’s residential areas are safe and inviting for people of all ages, abilities, incomes and ethnicities. A small-town feel is maintained in the housing form while diverse, good-quality housing types can be found throughout the Town, including single-family and multifamily homes. Residential development matches the amount of commercial development, and new residential construction takes place in areas within the Town, preserving the surrounding natural environment. Eatonville offers sufficient housing for all and has maintained affordability by matching supply with demand. The Town has also pursued affordable housing development programs, which has created many amenable housing options for low-income households. Residential development has been balanced with the natural environment and many houses have embraced green technologies—such as solar panels for electricity production and rain gardens for storm water management—highlighting Eatonville’s harmonious relationship with nature.

# CHAPTER 11 HOUSING

## 6.1. INTRODUCTION

The housing goal of the Growth Management Act states the following: “Encourage the availability of affordable housing to all economic segments of the population of the Town, promote residential densities and housing types, and encourage preservation of existing housing stock.” This housing chapter or housing element is designed to achieve this goal.

The housing chapter will also address the changes that have taken place in the community since the Comprehensive Plan was last updated and how Eatonville plans to address its housing needs into the future.

## 6.2. HOUSING INVENTORY

### 6.2.1. Housing Units

In the year 2000, the total number of housing units within the Town of Eatonville was 824. By 2010, this number had grown to 1,059, which was an increase of 28.5 percent. The most noticeable area of growth was in single-family housing. Over the ten-year period, 238 new single-family housing units were added to the housing stock. Multifamily housing stock grew by 4.9 percent, while the number of mobile homes dropped by about 9.7 percent. In 2010, single-family housing units constituted 9.7 percent of the housing stock. Multifamily housing units made up 12.1 percent of the housing stock and mobile home units amounted to 8.1 percent of the housing stock. The ten-year trend between 2000 and 2010 shows a significant growth in single-family housing construction, a moderate increase in multifamily construction and a decline in mobile homes in the town. In 2000, single-family housing consisted of 73.5 percent of the housing stock, while multifamily constituted 14.9 percent and mobile homes 11.5 percent of the housing stock. (Data from 2010 and 2000 U.S. Census.)

Table 6-1  
Housing Type

Housing Type	Units 2000	Percent of Housing Stock	Units 2010	Percent of Housing Stock	Number Change	Percent Change
Single family	606	73.5	844	79.7	238	39.3
Multifamily	123	14.9	129	12.2	6	4.9
Mobile home and other	95	11.5	86	8.1	-9	-9.7
<b>Total</b>	<b>824</b>		<b>1,059</b>		<b>235</b>	<b>28.5</b>

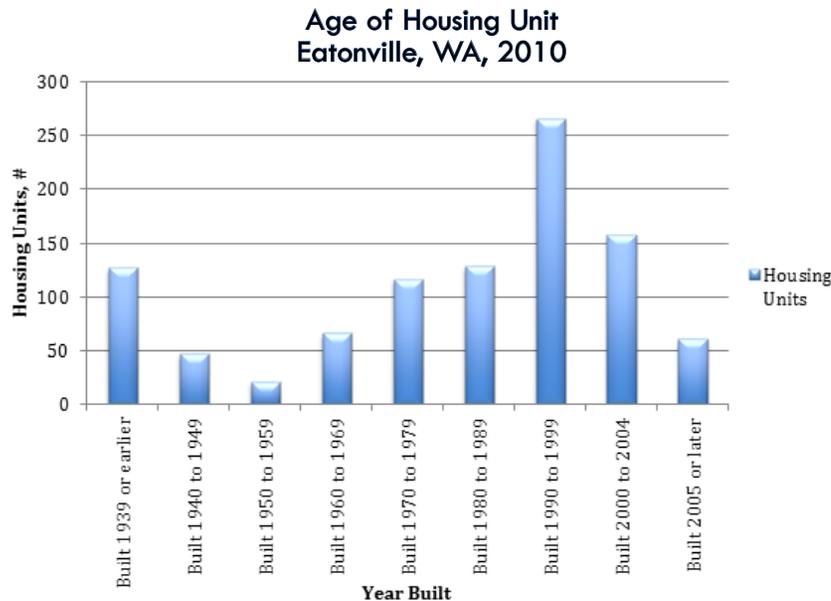
Source: 2000, 2010 U.S. Census

Housing Type Comparison,  
Eatonville, WA, 2010



### 6.2.2. Age of Housing

The time period in which housing was constructed is shown in Table 6-2. Since 2000, 218 housing units were added to the housing stock, or about 22 housing units per year.



### 6.2.3. Occupancy Status

In 2010, the Town of Eatonville experienced a relatively moderate vacancy rate of 6.3 percent. According to the 2010 U.S. Census, 992 of the 1,059 housing units were listed as occupied, leaving 67 housing units vacant. The homeowner vacancy rate was 2.8 percent, while the renter vacancy rate was 6.5 percent. The U.S. Census considers a housing unit to be vacant if it is not currently occupied, or if it is only temporarily occupied by persons who have a usual residence elsewhere. (Data from 2000 and 2010 U.S. Census.)

### 6.2.4 Tenure

Tenure indicates whether the residents of a housing unit are renting the unit or if they are the actual owners of that property. In the Town of Eatonville, the majority of the housing units are owner-occupied. Of the total occupied housing units, 30 percent are renter-occupied, and 70 percent are owner-occupied. There has been a slight shift in the ratio of renter-occupied units to the number of owner-occupied units in the past decade. Since 2000, the percent of the total housing units that were renter-occupied increased by 1 percent and owner-occupied housing units decreased by about 1 percent. This is indicative of the recent construction of more multifamily housing units in the Town. (Data from 2000 and 2010 U.S. Census.)

Table 6-2  
Year of Housing Unit Construction

Year Structure Built	Housing Units
<b>Total:</b>	<b>989</b>
Built 2005 or later	61
Built 2000 to 2004	157
Built 1990 to 1999	266
Built 1980 to 1989	128
Built 1970 to 1979	116
Built 1960 to 1969	66
Built 1950 to 1959	21
Built 1940 to 1949	47
Built 1939 or earlier	127

Source: American Community Survey, 2006-2010

Table 6-3  
Occupancy Status 2010

Occupancy Status	Housing Units	Percent
Occupied	992	93.7
Vacant	67	6.3
<b>Total</b>	<b>1,059</b>	<b>100</b>

Source: 2010 U.S. Census

Table 6-4  
Tenure of Occupied Housing Units 2010

	Housing Units	Percent of Total
Owner-Occupied	692	69.8
Renter-Occupied	300	30.2
<b>Total</b>	<b>992</b>	<b>100</b>

Source: 2010 U.S. Census

**Table 6-5  
Housing Value**

	Housing units	Percent
Total:	677	
Less than \$50,000	46	6.7
\$50,000 to \$99,999	4	0.6
\$100,000 to \$149,999	70	10.4
\$150,000 to \$199,999	66	9.7
\$200,000 to \$299,999	365	53.9
\$300,000 to \$499,999	93	13.8
\$500,000 to \$999,999	33	4.9
\$1,000,000 or more	0	0.0

Source: American Community Survey, 2006-2010

**Table 6-6  
Monthly Rent for Occupied  
Rental Housing Units**

	Units	Percent
Total:	256	
With cash rent:	253	98.8
Less than \$200	13	5.1
\$200 to \$299	0	0.0
\$300 to \$499	0	0.0
\$500 to \$749	36	14.1
\$750 to \$999	151	59.0
\$1,000 to \$1,499	43	16.8
\$1,250 to \$1,499	10	3.9
\$2,000 or more	0	0.0
No cash rent	3	1.2

Source: American Community Survey, 2006-2010

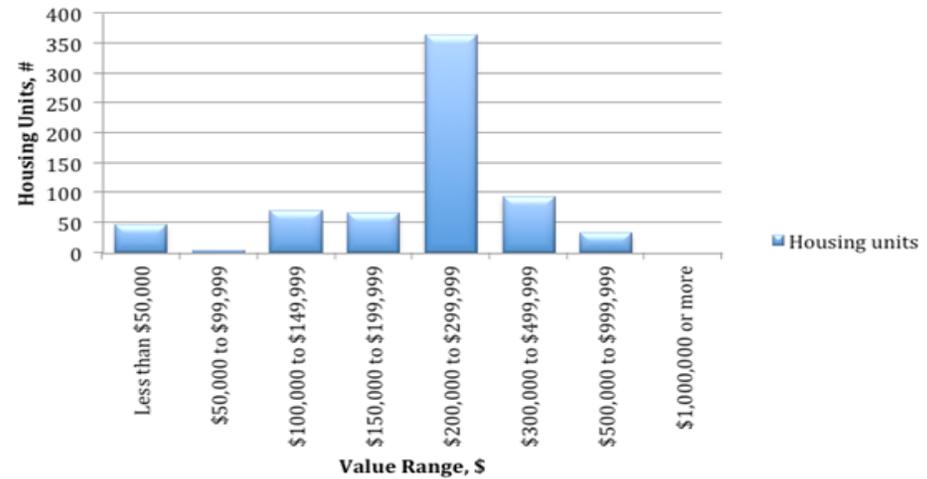
**6.2.5. Household Size**

Eatonville's household size in the year 2010 amounted to 2.78 persons per housing unit. This is an increase of about 7 3.5 percent over the year 2000 in household size. Family size in the Town of Eatonville in 2010 amounted to 3.26 persons per family. (Data from the 2010 U.S. Census.)

**6.2.6. Value of Housing**

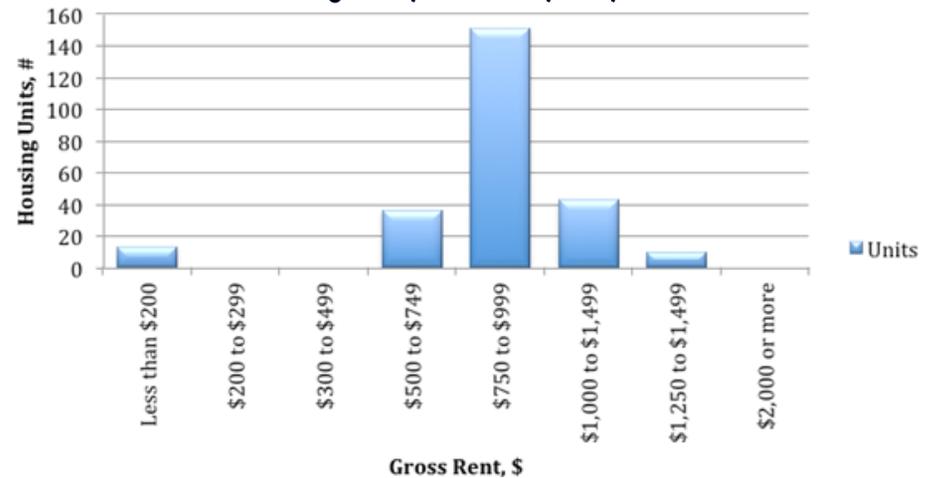
The median value of a housing unit in the Town of Eatonville in the year 2010 was \$235,300. The number of housing units in a value group is shown in Table 6-5. (Data from the 2010 U.S. Census.)

**Housing Value, Eatonville, WA, 2010**



Of the total housing units in Eatonville, 256 housing units were occupied by renters. The amount of rent paid is shown in Table 6-6. (Data from the American Community Survey, 2006-2010.)

**Monthly Rent for Occupied Rental  
Housing Units, Eatonville, WA, 2010**



### 6.3. AVAILABLE LAND FOR FUTURE RESIDENTIAL DEVELOPMENT

The Pierce County buildable lands analysis from September 2007 estimates that there exists 163 acres of vacant and underdeveloped land in the single family housing classification within the municipal boundary. This amount of land can accommodate an additional 652 housing units at a density 4.0 housing units per net acre. In addition to this, there are currently 160 vacant building lots in the single family housing classification. Growth in multifamily residential development, approximately 532 multifamily housing units, will locate within the municipal boundary. Therefore, the current municipal boundary has the capacity to accommodate 1,344 (532 + 160+ 652) additional housing units, which is sufficient to accommodate the current estimated growth of 1,172 needed housing units. Ensuring a supply of different affordable housing options within the available supply of residential land is important, and will be addressed in the following section. For more information on the supply of land and land use, please see Chapter 2, Land Use.

### 6.4. AFFORDABLE HOUSING

#### 6.4.1. Definition

Affordable housing is defined according to the Growth Management Act, Procedural Criteria WAC 365-196-210 (last updated November 2, 2010), for adopting comprehensive plans and development regulations. This term “applies to the adequacy of housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the marketplace will guarantee adequate housing for those in the upper economic brackets but that some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons.”

#### 6.4.2. Income and Housing Affordability

Income data is based on the 2006-2010 American Community Survey (ACS) five-year estimates. In 2010, the median household income in Eatonville was \$59,267 and the median family income was \$67,244. The per capita income was \$22,424. Household income in 2010 is shown in Table 6-7. According to the Growth Management Act, housing is affordable if the monthly housing costs do not exceed thirty percent of the household’s monthly income, including utilities other than telephone.

Housing affordability is generally assessed for the following three income groups:

- Very low-income households are those with household incomes below 50 percent of the area’s median household income.
- Low-income households are those with household incomes between 50 and 80 percent of the area’s median household income.
- Moderate-income households are those with household incomes between 80 and 95 percent of the area’s median household income.

For the population of the Town of Eatonville, the annual household income ranges for the three groups described above are as follows:

- Very low-income: Less than \$29,634 per year
  - Low-income: Between \$29,634 and \$47,414 per year
  - Moderate-income: Between \$47,414 and \$56,304 per year
- (Source: 2010 U.S. Census)

Table 6-7  
Household Income in 2010

Income	Number	Percent
Less than \$10,000	38	4.10%
\$10,000 to \$14,999	18	1.90%
\$15,000 to \$24,999	96	10.30%
\$25,000 to \$34,999	101	10.80%
\$35,000 to \$49,999	155	16.60%
\$50,000 to \$74,999	205	22.00%
\$75,000 to \$99,999	155	16.60%
\$100,000 to \$149,999	148	15.90%
\$150,000 to \$199,999	17	1.80%
\$200,000 and more	0	0.00%

Source: American Community Survey, 2006-2010

Household Income  
Eatonville, WA, 2010



- Less than \$10,000
- \$10,000 to \$14,999
- \$15,000 to \$24,999
- \$25,000 to \$34,999
- \$35,000 to \$49,999
- \$50,000 to \$74,999
- \$75,000 to \$99,999
- \$100,000 to \$149,999
- \$150,000 to \$199,999

**Table 6-8**  
**Maximum Affordable Housing Costs for Low to Moderate Income Households**

Income Classification	Income Ranges Per Year	Maximum Housing Cost*
Very low-income	Less than \$29,634	\$74,085
Low-income	\$29,634 to \$47,414	\$118,535
Moderate-income	\$47,414 to \$56,304	\$140,760

\* Assumes housing cost at 2.5 times annual gross income.

**Table 6-9**  
**Maximum Affordable Housing Rents for Low to Moderate Income Households**

Income Classification	Income Ranges Per Year	Maximum Monthly Rent*
Very low-income	Less than \$29,634	\$741
Low-income	\$29,624 to \$47,414	\$1185
Moderate-income	\$47,414 to \$56,304	\$1408

\* Assumes 30 percent of monthly gross income.

**Table 6-10**  
**Affordable Housing Demand for Low to Moderate Income Households**

Income Classification	Demand
Very low-income	140
Low-income	79
Moderate-income	34
Total	253

Source: American Community Survey, 2006-2010

In 2010, 205 households in Eatonville, or 22 percent of all households, earned less than \$29,634 per year. A household in the very low-income category can afford to purchase a house that costs no more than \$74,085. This amount is computed on the formula that a mortgage cannot exceed 2.5 times the annual gross income of a household. A low-income household can afford to purchase a house up to \$118,535 and a moderate-income household up to 140,760. In Eatonville, 253 households paid more than 30 percent of their gross income on housing. The maximum affordable costs for low and moderate-income households are shown in Table 6-8.

Not every household is interested or can afford to buy a house. Many households opt to rent their living space. The U.S. Department of Housing and Urban Development suggests that households should not be required to spend more than 30 percent of their net monthly income on paying rent. That 30 percent includes paying for utilities. Under this policy, a very low-income household should not pay more than \$741 per month for rent. The maximum rent amounts for all income groups are shown in Table 6-9.

### 6.4.3. Affordable Housing Demand and Supply

As stated previously, not every low-income household wants to buy a house. Some opt to rent. Without conducting a survey of low-income households, it is not possible to determine how many households would like to buy a house and how many would opt to rent instead. Another complicating factor is the number of low-income households already owning a house, and thus not in the market to buy a house. The latter category includes elderly retired persons with low retirement income living in a house that is paid in full and free of any mortgage.

Another way to measure affordable housing demand and supply is to look at the number of households that pay more than 30 percent of their gross income on housing. The number of households that fall in this category in Eatonville amounts to 253 households.

In Eatonville, there is a shortage of housing for the very low-income group. About 140 households could not find affordable housing in Eatonville and have to pay more than the 30 percent of their monthly net earnings. The affordable housing demand and supply for very low-income to moderate-income households is shown in Table 6-10.

**Demand for Affordable Housing by Income Group Eatonville, WA, 2010**



## 6.5. HOUSING PLAN

### 6.5.1. County and State Role.

Towns the size of Eatonville do not administer programs in public housing. This role is delegated to Pierce County, Pierce County Housing Authority, and the Washington State Department of Commerce. Pierce County also provides assistance to low-income households through various programs administered under the community development block grant program.

### 6.5.2. County and State Role.

Eatonville's role is to remove barriers to affordable housing development. Eatonville should review all development regulations to assure that there are no obstacles or hindrances to low- and moderate-income housing. Eatonville has already taken steps to allow manufactured homes to be built throughout the Town in all residentially zoned districts. Another action that the Town of Eatonville can take is to assure that there is adequate land available for low and moderate-income housing development. Adequate land should not be limited to single family housing development but should also include land for multi-family development and manufactured home parks.

Eatonville should also encourage more development of multifamily housing in the next twenty years in order to improve housing diversity and affordability. Examples of possible multifamily housing options are provided in Section 6.7.2 of this chapter. This can be accomplished by utilizing various grants and funding opportunities provided by HUD and the Washington State Department of Commerce, discussed in further detail in the following section. The Town should strive to create a Grants Strategy Committee to pursue such funding opportunities to increase the amount of affordable housing in the Town, which is described in more detail in Section 6.7.1.

## 6.6. HOUSING GOALS AND OBJECTIVES

### 6.6.1. Purpose

Goals within the Growth Management Act encourage the availability of affordable housing to all economic segments of the population and encourage the preservation of the existing housing stock. The Growth Management Act goals also promote a variety of residential densities and housing types, discourage urban sprawl, and encourage a fair and efficient permit process for development.

### 6.6.2 Goal H-1: Accommodate growth and maintain affordability.

H-1A: Accommodate an additional 1,172 housing units in accordance with projected population increases over the next twenty years (see Section 10.5.3 in Land Use, Chapter 10).

H-1A.1: Coordinate planning efforts between Pierce County, the State of Washington, and neighboring communities to accomplish common goals and planning efforts to manage growth and protect resource and critical areas.

H-1A.2: Maintain a residential housing density that is consistent with the Pierce County Comprehensive Plan of a minimum of four housing units per acre.

H-1B: MAINTAIN HOUSING AFFORDABILITY OVER THE LIFESPAN OF THE PLAN.

H-1B.1: Strive to balance the supply of housing with demand.



H-1B.2: Continue to assess the effects that Town regulations and policies regarding environmental protection and urban design have on housing affordability and attempt to remedy negative effects when possible.

H-1C: Focus new residential development in currently built-up areas.

H-1C.1: Continue to permit new housing in residential and mixed-use zones, but limit residential development in resource lands, agricultural lands and industrial areas in order to maintain residential development in desired areas.

H-1C.2: Ensure that the Capital Improvement Plan supports orderly residential development, i.e. that new infrastructure projects are built within the areas where residential growth is desired.

### **6.6.3 Goal H-2: Encourage housing diversity and quality.**

H-2A: Retain the character and ambiance of the small town through the housing form (see Section 6.7.2 for housing examples).

H-2A.1: Develop affordable housing tools to preserve existing single-family character, while also contributing to the provision of affordable housing by working with the Grants Strategy Commission (see Section 6.6.1).

H-2A.2: Adopt West Eatonville Subarea Design Guidelines or formulate similar guidelines to improve quality and sustainability of housing by retaining vegetation and improving walkability among other things (See West Eatonville Design Guidelines).

H-2B: Support diverse types of housing units.

H-2B.1: Promote, where appropriate, innovative and non-traditional housing types such as cohousing, live/work housing, and attached and detached accessory dwelling units, as alternative means of accommodating residential growth and providing affordable housing options.

H-2C: Promote the development of housing that meets the needs of a diverse population (age, income, disability).

H-2C.1: Allow and encourage a range of housing types for seniors, such as independent living, assisted living, and skilled nursing care facilities.

H-2C.2: Increase opportunities for seniors to live in accessible housing with services nearby.

H-2C.3: Encourage methods of modifying the Town's housing stock to enable changing households to remain in the same home or neighborhood for many years by allowing the addition of ramps or programs such as HUD's Section 202 Supportive Housing for the Elderly Program, which gives financial assistance to non-profit organizations to expand the supply of affordable housing with supportive services for the elderly.

H-2D: Preserve, protect, and strengthen the vitality and stability of existing neighborhoods.

H-2D.1: Encourage safe and healthy housing free of known hazardous conditions, including dilapidated housing and lack of adequate infrastructure.

H-2D.2: Utilize the State of Washington Department of Commerce's Affordable by Design Program to apply best practices and principles to achieve affordable and attractive housing.

### **6.6.4 GOAL H-3: PROVIDE AFFORDABLE HOUSING TO LOW-INCOME HOUSEHOLDS.**

H-3A: Disperse low-income housing units throughout the Town to achieve integration of all income levels within the community.

H-3A.1: Provide for the elimination of the effects of discrimination in housing based on age, sex, income, religion, national origin, and/or disability.

- H-3B: Support both affordable rental and ownership opportunities for low-income families.
  - H-3B.1: Coordinate with Pierce County and Washington State to provide assistance to low-income families.
- H-3C: Encourage and maintain safe, good-quality affordable-housing units.
  - H-3C.1: Encourage the preservation of existing low-income housing by: promoting the use of housing programs and funds to preserve existing housing; encouraging acquisition of housing by nonprofit organizations, land trusts, or tenants, thereby protecting housing from upward pressure on prices and rents.
  - H-3C.2: Seek funding from the U.S. Department of Housing and Urban Development such as the HOME General Purpose Program for the creation and preservation of affordable housing or the Community Development Block Grant Program to carry out community development activities.
  - H-3C.3: Utilize the Washington State Department of Commerce's Housing Trust Fund (HTF) to pursue funding for affordable housing projects, in particular multifamily affordable housing and single-family home ownership projects.
  - H-3C.4: Pursue the use of HUD's Emergency Home Repair Program to fund the repair of services that address emergency health and safety issues in the home (i.e. tub/shower conversion with grab bars, appliance replacement, circuit failure, sink or faucet issues, cabinets or range hood issues).

**6.7.5 Goal H-4: Balance housing needs with the natural environment.**

- H-4A: Encourage development of housing with a minimized impact on the environment.
  - H-4A.1: Encourage homeowners and developers to collaborate with the Master Builders Association of Pierce County's Built Green Program to build green housing.
  - H-4A.2: Pursue funding opportunities with Funders' Network's Green Building Green Neighborhoods Program to fund sustainable housing options.
  - H-4A.3: Utilize HUD's Community Challenge Grant Program to pursue affordable and sustainable housing options.
- H-4B: Generate alternative energy options.
  - H-4B.1: Promote the installation of solar panels on housing units and assist in procuring tax credit opportunities for homeowners to install solar panels from the U.S. Department of Energy.
  - H-4B.2: Strive to increase the percentage of housing units that have rain gardens in the next 20 years through collaboration with the tribal governments and nonprofit organizations.
- H-4C: Encourage the development of housing in ways that promote energy conservation and protect the natural environment, including critical areas.
  - H-4C.1: In the historic core, promote and incentivize the adaptive reuse of existing buildings.
  - H-4C.2: Prevent new housing development in critical salmon and ecological habitats consistent with the Shoreline Management element of the Comprehensive Plan and Adopted Critical Area Regulations.
  - H-4C.3: Encourage adherence to the Low-Impact Development and Architectural Guidelines set out in the Nisqually Watershed Stewardship Plan.





# CHAPTER SEVEN

IMPLEMENTATION

# CHAPTER SEVEN

## IMPLEMENTATION STRATEGIES

### 7.1 LAND USE IMPLEMENTATION STRATEGIES

#### SHORT-TERM (1-5 YEARS):

##### 1.) SMALL BUSINESS OVERLAY ZONE (LU-7A.1)

**PURPOSE:** To encourage small business development within the commercial core, the Town should consider creating a floating zone to help reduce barriers to business development such as rental costs and parking requirements

**PROPOSAL:** Create an overlay zone within commercial corridors to reduce requirements for new buildings, such as footprint and parking. The current zoning requires minimum lot sizes of 5,000 square feet with maximum lot coverage of 100%. The minimum lot size could be reduced to 2,500 square feet, to allow smaller commercial spaces. Additionally, the parking requirements could be eased for properties along Mashell Avenue. These smaller buildings could provide incubator spaces for small start-up companies and help defray common overhead costs. This would require drafting an overlay district and study of its effects on permitting.

##### 2.) ENCOURAGE ADAPTIVE REUSE OF EXISTING BUILDINGS (LU-11A)

**PURPOSE:** To encourage re-use of existing buildings (commercial or otherwise), for new uses.

**PROPOSAL:** The Town's special use permit policy should be revised to encourage the use of existing buildings that are still suitable for development. This would provide flexibility and encourage environmentally conscious decisions by reducing the need for new building materials and consumption of vacant land.

##### 3.) FLEXIBLE DESIGN STANDARDS (LU-)

**PURPOSE:** The purpose is to promote development that provides variety in building types and is aesthetically pleasing for neighborhood residents to work, shop, eat, and live. The design guidelines would be set to avoid negative impacts to the surrounding environment and preserve policies protecting the natural habitat. Flexible design guidelines would help reduce the permitting hurdles and allow an easier process for new complementary developments.

**PROPOSAL:** The Town of Eatonville enables flexible design standards for future development and redevelopment that is architecturally compatible with the context of the proposed area without detracting from the existing character of the area. To establish new and more flexible set of design standards, the town will need to collect input from a wide range of stakeholders including, state agencies, other local governments and community interest groups.

##### 4.) ENHANCE COMMERCIAL CORE CONNECTIVITY (LU-8A.1)

**PURPOSE:** Enhance connectivity between the main avenues of the commercial core and reinforce pedestrian oriented development.

**PROPOSAL:** Amend the zoning code to incorporate density premiums in the commercial core for developments that meet the following criteria:

- Development should be implemented in lots connecting Mashel and Washington avenues
- Development must correspond to a mixed use unit
- Pedestrian corridor must be provided by the developer between the mentioned avenues according to the design regulations on the zoning code

##### 5.) URBAN DESIGN ELEMENT (GENERAL LAND USE STRATEGY)

**PURPOSE:** Develop urban design and standards, consistent with the Town Comprehensive Plan, to address compatibility of new development, preserve neighborhood character and create pedestrian-oriented development.

**PROPOSAL:** Creating a community-based design review process and developing an urban design handbook will aid in providing quality commercial development, housing and neighborhoods through design review and examples. The adoption of urban design standards will promote consistent neighborhood character and aesthetics and promote a pedestrian-friendly environment. Concepts include:

- An ordinance and/or zoning regulations to foster traditional neighborhood design
- Standards for siting and design of multifamily residential uses
- Requirements for underground placement of power and telecommunication lines

- Adoption of commercial sign and billboard standards
- Development of performance standards that allow flexibility and innovative design

## 7.2 HOUSING IMPLEMENTATION STRATEGIES

### SHORT TERM (1-5 YEARS):

#### 1.) MINIMUM FOUR DWELLING UNITS PER ACRE ZONING ORDINANCE:

The Town should uphold the adopted zoning ordinance requiring a minimum of four dwelling units per acre for all residential development, as mandated by the Pierce County Comprehensive Plan. The 2007 Pierce County Buildable Lands Analysis states that the Town is permitting at lower densities. Eatonville should permit new residential development at a density no less than four dwelling units per acre. This minimum density will help to protect the undeveloped natural land surrounding the municipal boundary. This density minimum is also consistent with the information collected from the community meeting and would align with the desired density of residents.

### MEDIUM-TERM (5-15 YEARS):

#### 1.) GRANTS STRATEGY COMMITTEE:

The Town of Eatonville should consider forming a Grants Strategy Committee to pursue grants to develop low-income housing. This committee would research grants and write grant applications. The Committee could hire an intern for assistance, who could also work on Economic Development projects [see Section 3.8.3 in Economic Development]. The Grants Strategy Committee could pursue funding for sustainable housing, green technology for rain gardens and solar panels, and affordable housing and could also help connect low-income residents with Section 8 housing opportunities.

#### 2.) AFFORDABLE HOUSING STUDY:

The Town of Eatonville should conduct a study to assess the current need for affordable housing. It is important to understand the current supply in order to determine how much will be needed in the future. This will assist the Grants Strategy Committee in determining what type of grants to pursue.

## 7.3 PARKS AND RECREATION IMPLEMENTATION STRATEGIES

The Town should begin implementation of its parks and recreation goals by identifying appropriate locations for additional recreational amenities. For example, a community garden should be in a central area that is accessible to most residents, is relatively flat, and has good drainage. Soil appropriate for gardening (not in need of remediation) would be ideal.

Many of the proposed programs can be implemented by community groups. For example, local residents could establish a non-profit “Friends of Eatonville Parks” to maintain, promote, and raise funds for the park system. This type of organization could also help to plan and coordinate a community garden, salmon education program, and historical exhibit.

Funding for a salmon education program could come from state agencies such as the Department of Ecology, Department of Fish and Wildlife, or Department of Natural Resources, as well as non-profit organizations like the Puget Sound Partnership or People for Puget Sound. Potential grants include:

- Washington Recreation and Conservation Office offers a Salmon Recovery grant (<http://www.rco.wa.gov/grants/salmon.shtml>)
- US Fish and Wildlife Service Fish Passage Program ([www.fws.gov/GOMCP/funding.html](http://www.fws.gov/GOMCP/funding.html))
- Trout Unlimited’s “Embrace a Stream” Program (\$10,000) (<http://www.tu.org/conservation/watershed-restoration-home-rivers-initiative/embrace-a-stream>)
- National Oceanic and Atmospheric Association (<http://www.grants.gov/search/search.do?mode=VIEW&oppld=132454>)

## **IMPLEMENTATION STEPS:**

### **SHORT-TERM (1-5 YEARS):**

#### **1.) ESTABLISH VOLUNTEER GROUP – “FRIENDS OF EATONVILLE PARKS.”**

This group can maintain, promote, and raise funds for the park system. It could also help to plan and coordinate a community garden, salmon education program, and historical exhibit.

- Begin planning fundraising events.
- Identify locations for a community garden and begin planning the garden.
- Begin planning and identifying funding sources for the salmon education program.
- Plan 1-2 annual events (salmon festival, movie screenings, picnics, salmon bake)

#### **2.) ESTABLISH INTERNSHIP PROGRAM (IN CONJUNCTION WITH ECONOMIC DEVELOPMENT INTERNSHIP).**

This program would be designed for high school students who will help organize information needed in planning events and programs. Interns would also produce flyers to advertise for events. They would also help maintain the parks by removing litter and recycling, and caring for important vegetation. Finally, they can help identify sources of funds/grants for both the salmon program and the Trails Plan.

- Draft list of duties and responsibilities of interns.
- Begin hiring interns.

#### **3.) PLAN SALMON DISPLAY/EXHIBIT.**

This exhibit would go along the Mashel River in Smallwood Park and would highlight the habitat restoration that has occurred there.

- Research and apply for funds/grants for display (helped by volunteer group and interns).
- Concepts for the display should be generated.
- Hold a contest in the high school for art that conveys the importance of salmon and their life-cycle that can be displayed in Smallwood Park. This contest could be held annually.
- Timeline for implementation of exhibit should be generated.

#### **4.) IDENTIFY FUNDING SOURCES FOR NEW SIGNS (INTERNS CAN HELP WITH THIS).**

#### **5.) PLAN LOCATIONS FOR SIGNS DIRECTING PEOPLE TO PARKS, RECREATION, AND ENVIRONMENTAL FEATURES.**

### **MEDIUM-TERM (5-15 YEARS):**

**1.) MEET WITH EATONVILLE HISTORICAL SOCIETY TO DISCUSS POSSIBLE SITES AND PROGRAMS FOR A HISTORICAL DISPLAY. THIS INCLUDES GENERATING CONCEPTS FOR THE HISTORICAL DISPLAY AND DRAFTING A TIMELINE FOR ITS IMPLEMENTATION.**

**2.) THE VOLUNTEER GROUP IMPLEMENTS PLANS FOR FUNDRAISING, ETC.**

**3.) IMPLEMENT COMMUNITY GARDEN PLAN (HELPED BY VOLUNTEER GROUP AND INTERNS).**

### **LONG-TERM (15+ YEARS):**

**1.) IMPLEMENT SALMON EDUCATION PROGRAM, ONCE FUNDS HAVE BEEN ALLOCATED.**

**2.) IMPLEMENT HISTORICAL EXHIBIT/DISPLAY THROUGH PARTNERSHIP WITH EATONVILLE HISTORICAL SOCIETY.**

**3.) CONNECT PARKS AND OPENS SPACE WITH A COMPLETE TRAILS SYSTEM.**

**4.) ENSURE THAT PARKS AND RECREATION LEVELS OF SERVICE ARE MAINTAINED AS THE POPULATION INCREASES.**

## 7.4 ECONOMIC DEVELOPMENT IMPLEMENTATION STRATEGIES

Eatonville in 2012 has many of the same economic development challenges and goals it had in 2000. In the face of limited resources, the Town should focus on several steps to move forward, including strengthening partnerships, leveraging volunteer resources, and pursuing economic development grants and other sources of funding.

### IMPLEMENTATION STEPS:

#### SHORT-TERM (1-5 YEARS):

##### 1.) STUDENT INTERNSHIP PROGRAM.

Work with the Eatonville Chamber of Commerce to create a Marketing Internship for local high school or college students to assist with advertising, social media, articles, and outreach about Eatonville businesses. The Town does not have enough resources on its own to create and implement new marketing initiatives; a dedicated intern position is a low-cost way to move forward. The challenge will be finding personnel to oversee the intern; oversight could be through the Town, the Chamber of Commerce, or another entity. This position should be coordinated with potential internships for Parks and Recreation, Housing, and other Town responsibilities.

##### 2.) VOLUNTEER PROGRAM.

Develop a volunteer program to assist with Eatonville marketing activities and staffing the Visitor Center. Utilize organizations that promote community service, such as the Washington Commission for National and Community Service ([www.ofm.wa.gov/servewa/default.asp](http://www.ofm.wa.gov/servewa/default.asp)).

##### 3.) FUNDING.

Seek funding for economic development activities. This could include pursuing grants and exploring the idea of a local tax or fee dedicated to economic development.

#### MEDIUM-TERM (5-15 YEARS):

##### 1.) COLLABORATION AND PARTNERSHIPS.

Foster greater collaboration between the Town, local businesses, community organizations, and the Chamber of Commerce for joint marketing activities. This could include holding regular gatherings to share information, creating a strategic marketing plan, or other activities.

##### 2.) MARKET OR GAP ANALYSIS.

To maximize Eatonville's ability to serve residents, the Chamber of Commerce, local co-op, and businesses must regularly reassess the Community's needs. One way to do this is through market or gap analyses. Researching and evaluating what products the residents of Eatonville need, what the Town can support, and the competitiveness of specific industries would lower the risk to potential investors or business owners. The result of a market or gap analysis would include: the types of businesses residents typically leave town to patronize; the businesses that could plausibly be located in Eatonville; and local business conditions.

- Ideally the Town would partner with nearby schools, extension offices, or professional consultants to produce market or gap analyses. When these options are infeasible, surveys from local businesses could suffice. These analyses could identify categories of goods and services missing in Eatonville.
- The Economic Development Board of Pierce County provides gap analyses and other business assistance programs to help businesses identify adjustments in merchandise and resource allocation to better fit products with demand.
- Results from market or gap analyses should be shared with the Chamber of Commerce, local businesses, and any businesses considering moving to Eatonville. When possible, results should include consumer demographics and trends such as the influx of student/parent presence around school hours.

### **3.) BUSINESS RETENTION PROGRAM**

Begin a business retention program to keep Eatonville businesses in Town and successful. Activities could include:

- Initiate business visits or public meetings to collect business problems and requests of policy support.
- Encourage the formation of a business owner coalition to enhance connection between owners and provide a platform for communication.
- Form a business advisory committee including planners, architects, engineers, economic development specialists, and the Town Manager.

### **4.) FARMER'S MARKET AND/OR MERCANTILE**

Consider creating and supporting a farmer's market and mercantile in Town. An advantage of the co-op or farmer's market model is the flexibility of these smaller businesses to adjust their merchandise to meet changing needs and trends.

- Gauge interest among vendors at local fairs and events such as the Eatonville Arts Festival, the Spring into Health Fair, and the Community Day Celebration.
- Select a vacant parcel or building within which a mercantile could be created, then estimate minimum costs and the number of community stock holders needed to implement the store. Provide this information to the Chamber of Commerce and community members.

## **7.5 TRANSPORTATION IMPLEMENTATION STRATEGIES**

### **POTENTIAL PROJECTS AND FUNDING OPTIONS**

#### **1.) PEDESTRIAN FRIENDLY PROJECT.**

Improve sidewalk and crosswalk conditions and complete road connections. Plant street trees and implement other street facilities.

Funding Opportunities: Pedestrian and Bicycle Safety Program (WSDOT); Small city pavement and sidewalk funding: Small City Sidewalk Program (SCSP) (State of Washington Transportation Improvement Board).

#### **2.) BICYCLE FACILITY PROJECT.**

Construct bike routes and trail connections.

Funding Opportunities: Pedestrian and Bicycle Safety Program (WSDOT).

#### **3.) ROAD CONSTRUCTION PROJECT.**

Maintain, improve, and reconstruct roads.

Funding Opportunities: Small City Arterial Program (SCAP); Small City Preservation Program (SCPP) (State of Washington Transportation Improvement Board).

#### **4.) TOWN CENTER AND CORRIDOR IMPROVEMENT PROJECT.**

Complete proposals to create a strong streetscape environment and simplify traffic and circulation patterns in the Town Center.

Funding Opportunities: Rural Town Centers and Corridor Program (Puget Sound Regional Council).

#### **Timeline:**

For the above projects, implementation should start with design proposals and looking for potential funding. Public participation and meetings should be included to get opinions of residents.

#### **5.) EDUCATION PROJECTS.**

Begin educational programs to improve pedestrian and bicycle safety for Eatonville residents, with particular emphasis on students and older adults.

Funding Opportunities: Washington's Safe Routes to School program (WSDOT)

Timeline: In the short term it is important to raise local residents' awareness of traffic safety issues and public health benefits of walking and bicycling with inexpensive media such as posters, flyers, e-mail bulletins, and mailers. In the long run, more permanent educational programs should be pursued, such as road safety training courses and workshops.

## TRANSPORTATION FUNDING OPTIONS

Long-term transportation education programs for school children, drivers, and the general public are needed to improve traffic safety and Eatonville’s livability. But both education programs and new transportation projects require access to funding resources.

As a small town with a limited tax base, Eatonville should continue to vigorously pursue external funding sources. The following chart shows funding options provided by Washington State Department of Transportation, State of Washington Transportation Improvement Board, and Puget Sound Regional Council.

Task	Funding Project	Lead Agency	Details
Pedestrian and Bike Safety	Pedestrian and Bicycle Safety Program	WSDOT	<p>The purpose of this program is to improve conditions for biking and walking and encourage “complete street” type projects that safely meet the needs of bicyclists, pedestrians, public transportation users and motorists, and also protect and preserve community environment and character.</p> <p>Project development, right of way Acquisition, engineering improvements, education and enforcement efforts; leverage paving investments will be considered higher priority.</p> <p>Eligible projects should be part of community, regional or state plans.</p>
School District Safety	Washington’s Safe Routes to School program	WSDOT	The Pedestrian and Bicycle Safety program aids public agencies in funding cost effective projects that improve pedestrian and bicycle safety through engineering, education and enforcement for projects such as pedestrian and bicycle paths, sidewalks and safe routes to school and transit. The purpose of the program is to reduce the number of fatal and injury collisions involving pedestrians and bicycles by providing safety improvements.
Roadway (re) construction and other improvements	Small City Arterial Program (SCAP); Small City Preservation Program (SCPP); Small City Sidewalk Program (SCSP)	State of Washington Transportation Improvement Board	<ul style="list-style-type: none"> <li>- SCAP provides funding for projects that improve safety and roadway conditions.</li> <li>- SCPP provides funding for rehabilitation and maintenance of the small city roadway system, in some cases in partnership with WSDOT or county paving projects.</li> <li>- SCSP provides funding for sidewalk projects that improve safety and connectivity.</li> </ul>
	Small city pavement and sidewalk funding.  (RCW 47.26.345)	(Washington State Legislature Decision)	All cities and towns with a population of less than five thousand are eligible to receive money from the small city pavement and sidewalk account created under RCW <a href="#">47.26.340</a> for maintenance, repair, and resurfacing of city and town streets. For the purposes of determining population under this section, cities may include or exclude the population of any state correctional facility located within the city.
Downtown Corridor and Town Center Development	Rural Town Centers and Corridor Program	Puget Sound Regional Council	The Puget Sound Regional Council (PSRC) invites eligible rural interests to submit applications for planning and capital project needs for the \$2.0 million in Surface Transportation Program (STP) funds available through the region’s Rural Town Centers and Corridors program. This program was established in 2003 to recognize and support the needs of the region’s rural areas.



# CHAPTER EIGHT

PUBLIC PARTICIPATION

# PUBLIC PARTICIPATION

## WHAT IS THIS DOCUMENT?

This document provides the procedures for engaging residents in the Town of Eatonville's effort to update the comprehensive plan and development regulations by 2013, as mandated by the State Growth Management Act (GMA).

## WHAT IS THE COMPREHENSIVE PLAN UPDATE?

GMA requires that the town review, and if needed, revise its comprehensive land use plan and development regulations to ensure that the plan and regulations continue to comply with the requirements of GMA. The last update was completed in 2003 and approved in 2005. The 2012 update must be finalized in 2013.

The University of Washington lead review and evaluation shall include, but is not limited to, consideration of regulations of land use, housing, transportation, parks and recreation, and economic development; and an analysis of the population allocated to the Town from the most recent ten-year population forecast by the State Office of Financial Management. The Town's plan must be based on the allocated population growth for the next ten years.

## WHAT WILL BE REVIEWED?

The University of Washington Department of Urban Design and Planning provided graduates students to updated the following mandatory elements of the comprehensive plan :

- 1.Generalized Land Use Plan
- 2.Housing Plan
- 3.Transportation Plan and Program
- 4.Parks and Recreation
- 5.Economic Development
- 6.Vision

## WHAT ARE THE END RESULTS?

The end result of this process will be updated drafts of the six aforementioned sections and a staff report summarizing the changes to this draft.

The end results are expected to achieve the following objectives:

1. Update policies and information in a comprehensive manner to comply with GMA requirements and create consistency among relevant plans and regulations based on community feedback.
  2. Consolidate and streamline the structure and organization of the comprehensive plan to make it user-friendly and easier to administer.
  3. Improve the implementation of the comprehensive plan by clarifying and strengthening the linkages between plans.
- Ultimately, this plan will help guide the future of Eatonville for the next 20 -25 years and serve as a reference for decision making.

Project Timeline:

### **January – March 2012:**

Information gathering, Initial Conditions Report, first public meeting (3/31)

### **April – May 2012:**

Prepare draft revisions to the comprehensive plan

### **June 2012:**

Submit final draft for review / Submit final document for planning commission review

### **June 4, 2012:**

Present updated plan to Eatonville Planning Commission

## HOW CAN RESIDENTS GET INVOLVED?

Residents are encouraged to actively participate in this project by attending meetings held by the University of Washington Graduate students and town planner to discuss issues and formulate appropriate recommendations for the future of Eatonville.

### *Community Meeting:*

Graduate Students from the University of Washington along with community members, held a workshop to gather and discuss a vision for the Town's future. At this meeting, residents were encouraged to provide feedback regarding the existing plan, vision for the future, and specific topics relating to the Comprehensive Plan Update. These topics included vision, parks and recreation, services, land use, housing, and economic development. A detailed review of the meeting can be found in the attached document.

The following paragraphs describe the activities that were conducted at the meeting to garner community input.

### *Public Funding, Facilities, and Services*

The Public Funding, Facilities, and Services consist of an informational display, a three-part input display, and a "catch-all" flip chart. The informational and input displays were developed with the goal of providing graphically pleasing and intuitive means of defining common public services and facilities and collecting community sentiment on the current strengths, weaknesses and potential for future improvement of the aforementioned facilities or services. The flip chart will serve as a means of recording public input that does not fit neatly into the themes put forth by the input display.

### *Vision*

Residents will be encouraged to express their vision for Eatonville's future through words and images. They will be asked what is important and what is not important and the will be encouraged to use the images and words to convey their opinion.

### *Parks and Recreation*

Residents were asked to identify parks that they visit regularly and show the frequency through various colored tacks on a map. Additionally, residents will be asked how they travel to each park: walk, bike, or drive. Residents will also be informed about the ongoing salmon restoration efforts in Eatonville and will be asked their opinion of the project as a whole.

### *Economic Development*

Residents were asked to locate where they lived in relation to where they worked – either in or out of town.

## ONLINE COMMUNITY SURVEY

Additionally, an online community survey was conducted to reach business owners and residents who could not attend the public meeting. The results are attached to this document. The survey was publicized to local businesses and residents and was answered by 36 people. Questions focused on what people want to see in Eatonville's future and included broad topics such as "What do you like about Eatonville?" and "What types of businesses/stores would you like to see more of in Eatonville?" The survey results were used in the drafting of the updated chapters.

## WHAT HAPPENS NEXT?

The UW graduate students will provide the first draft of the updated elements to the town planner and planning commission on June 4, 2012. This will end their involvement with the comprehensive plan update.