



2015

COMPREHENSIVE

PLAN



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NOTE: Chapter 14 has been intentionally omitted; pursuant to the direction of the Washington State Department of Commerce, the Utilities and Capital Facilities chapters have been combined into a single chapter, Chapter 16.



ACKNOWLEDGEMENTS

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TABLE OF AMENDMENTS

Action #	Activity	Action Date	Ordinance
1	First Town Comprehensive Plan	December 27, 1993	93-12
2	Annual Plan Update	July 11, 2005	2005-9
3	Annual Plan Update	August 28, 2006	2006-17
4	CPSGMB Mandate – Update for Comp Plan & Dev Reg Consistency	February 26, 2007	2007-3
5	Annual Plan Update	February 26, 2007	2007-6
6	Annual Plan Update	October 2009	2009-11
7	Annual Plan Update	August 22, 2011	2011-9
8	2015 State Mandated Update	March 26, 2018	2018-3
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Chapter 1

INTRODUCTION

The Eatonville Comprehensive Plan is a method of deciding between the available choices, and bringing about changes that Eatonville area residents want. The plan rests on the belief that it is wise to look ahead, foresee change, and take charge of the future. It covers decisions regarding Eatonville's growth that are best made in common. These decisions include the following planning concerns: the overall land use pattern, how to serve the area with adequate housing, community facilities, parks, transportation facilities and utilities, and how to protect natural resources, including critical areas and the shoreline. Within this overall guide, there is still much room for individual discretion.

This Comprehensive Plan is designed to satisfy the Washington Growth Management Act and the Pierce County-Wide Planning Policies. It is the result and the product of local residents, having been forged over many public meetings, and is the expression of the popular will. The Comprehensive Plan is organized as presented in the Table of Contents.

The Comprehensive Plan will guide the zoning ordinance, the critical areas protection ordinance, the environmental protection ordinance, the subdivision ordinance, the capital improvements program, and other legal and administrative actions that shape the physical community. Those legal instruments are required to implement this plan, and therefore, must be consistent with the adopted Comprehensive Plan.



Chapter 2

STATE REQUIREMENTS

In response to legislative findings that uncoordinated growth together with a lack of common goals toward land conservation pose a threat to the public health, safety, and general welfare, and especially to the environment and sustainable economic development, the State Legislature in 1990 enacted the Growth Management Act (GMA). To guide the development of comprehensive plans and land use regulations for those municipalities and counties which are required to plan under the act, the GMA establishes the following goals:

1. **Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. **Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. **Transportation.** Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and municipalities comprehensive plans.
4. **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. **Property Rights.** Property rights shall not be taken for public use without just compensation having been made. The property rights of land owners shall be protected from arbitrary and discriminatory actions.

7. **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
9. **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
10. **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen Participation.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public Facilities and Services.** Ensure that public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

The principal focus of the Growth Management Act (GMA) is the comprehensive plan, which applicable counties and municipalities must adopt. The Town of Eatonville adopted its first GMA Comprehensive Plan in December of 1993. In the year 2002 the Town began review and adopted its first major revisions to Comprehensive Plan which was completed in December 2005. Since the first 2005 major revision, it appears additional updates were completed in 2006 and 2011. In addition to periodically updating the Comprehensive Plan, counties and municipalities must also update their land development regulations and critical areas ordinances. The Act specifies mandatory plan elements as follows:

- | | |
|------------------|--------------------------------------|
| ▪ critical areas | ▪ parks and recreation |
| ▪ land use | ▪ rural environment (counties only) |
| ▪ housing | ▪ economic development |
| ▪ transportation | ▪ capital facilities |
| ▪ utilities | ▪ siting essential public facilities |

One of the most important tenets of the GMA is the ***consistency***, meaning consistency between:

1. comprehensive plans and the planning goals identified in RCW 36.70A.020
2. municipal plans and countywide planning policies, and in Pierce County, with the multicount planning policies, embodied in Vision 2040
3. the comprehensive plans of each municipality and county with those of neighboring municipalities and counties
4. the elements within comprehensive plan (internal consistency)
5. the comprehensive plan and development regulations
6. the comprehensive plan and capital budgets
7. state agency actions and municipal and county comprehensive plans

This "consistency doctrine" has its beginnings in the State Planning Enabling Act of 1935 (there they say "in accordance with" instead of "consistent with"), and has been continually strengthened by state statutes and court decisions.

A second tenet of the GMA is **concurrency**, meaning that public facilities and services must be developed concurrently with the land uses they are intended to serve, so that adopted level of service standards are consistently maintained. Regarding transportation, the concurrency requirement is especially forceful:

... local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service to decline below the standards adopted in the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.

Taken together, the various requirements of GMA suggest a strong relationship between urban growth and the public facilities and services necessary to serve that growth. This relationship is further cemented by the concept of *Urban Growth Areas*, wherein land development and public infrastructure improvements are programmed concurrently. To accomplish these planning requirements, the GMA expressly authorized the use of innovative techniques, including impact fees.



Chapter 3

CONSISTENCY AND COORDINATION

Pierce County County-wide Planning Policies

In 1991, the State Legislature amended the GMA to require that counties adopt countywide planning policies in cooperation with their municipalities. The purpose of these policies is to establish a coordinated, county-wide framework within which to develop comprehensive plans. The County-Wide Planning Policies must *guide* the subsequent adoption of comprehensive plans without overly constraining with excessive detail. The County-Wide Planning Policies shall, at a minimum:

- A. Implement RCW 36.70A.110.
- B. Promote contiguous and orderly development and provision of urban services.
- C. Provide for public capital facilities of a county-wide or state nature.
- D. Provide for county-wide transportation facilities.
- E. Consider the need for affordable housing.
- F. Provide for joint county and city, town planning within urban growth areas.
- G. Provide for economic development and employment.
- H. Analyze fiscal impact.

To develop county-wide planning policies, Pierce County and its municipalities entered into an Interlocal Agreement. The Agreement provided for a Steering Committee, which received support from consultants and a Growth Management Coordinating Subcommittee. The Steering Committee promulgated the County-Wide Planning Policies for Pierce County, and a 60% majority of the affected local governments representing a minimum of 75% of the total population ratified them. The County-Wide Planning Policies in Pierce County have been amended from time to time, the most recent update took place in July 2014.

The Policies are organized in a manner similar to the goals established by GMA, as follows:

1. Affordable Housing

2. Agricultural Lands
3. Amendments and Transition
4. Buildable Lands
5. Community and Urban Design
6. Economic Development and Employment
7. Education
8. Fiscal Impact
9. Health and Well-being
10. Historic, Archaeological, and Cultural Preservation
11. Natural Resources, Open Space, and Protection of Environmentally Sensitive Lands
12. Rural Areas
13. Siting of Public Capital Facilities of a County-Wide or State-Wide Nature
14. Transportation Facilities and Strategies
15. Urban Growth Areas

This Comprehensive Plan follows the adopted and revised County-Wide Planning Policies for Pierce County. Copies of the County-Wide Planning Policies can be found at Eatonville Town Hall, the Pierce County Department of Planning and Land Services, and the Pierce County Library.

VISION 2040 Context

As the regional land use and transportation plan for the Central Puget Sound region, VISION 2040 serves as an important backdrop to the Town's Comprehensive Plan. VISION 2040 includes a Regional Growth Strategy and Multi-County Planning Policies to guide development in the region. The Town made concerted efforts to incorporate goals and policies of VISION 2040 into this plan.

Sustainability: This Comprehensive Plan acknowledges that the Puget Sound region and the Town of Eatonville require careful planning and decision-making to balance development and the protection of the natural environment. This plan takes a sustainable approach to planning, containing goals and policies to protect as well as restore natural areas and systems where reasonably possible.

Regional Growth Strategy: This Plan is aligned with the Regional Growth Strategy and uses the residential and employment growth targets in VISION 2040. The Land Use and Housing Elements identify housing unit projections to the year 2035, affordable housing goals, and address the Town's employment targets.

Multicounty Planning Policies: In drafting this 2015 Comprehensive Plan, the Town reviewed the multicounty planning policies in VISION 2040 and incorporated text, goals and policies as needed to maintain consistency between the Plan and VISION 2040.

Implementation Actions: Implementation actions in this plan are intended to support the actions and tasks included in VISION 2040.



Chapter 4

DEFINITION OF TERMS

4.1 DEFINITION OF TERMS

Adequate Capital Facilities: facilities, which have the capacity to serve development without decreasing levels of service below locally established minimums.

Agricultural Land: land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long-term commercial significance for agricultural production.

Arterial (Minor): a roadway providing movement along significant corridors of traffic flow. Traffic volumes, speeds and trip lengths are high, although usually not as great as those associated with principal arterials.

Arterial (Principal): a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

Available Capital Facilities: facilities or services are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

Capacity: the measure of the ability to provide a level of service on a public facility.

Capital Budget: the portion of each local government's budget, which reflects capital improvements for a fiscal year.

Capital Expense: Capital expense is defined as expenditure committed to building, purchasing or a non-recurring rehabilitation of a capital facility, as defined above. Capital expenses are expenditures in excess of \$25,000.

Capital Facilities: Capital facilities are structures, improvement, equipment, or other major assets, including land that has a useful life of at least five years. Governmental capital facilities are provided for public purposes and services including, but not limited to, the following: fire and rescue, government offices, information systems, law enforcement, libraries, open space, parks, public health, recreation facilities, roads and streets, publicly owned land, sanitary sewers, sidewalks, bikeways, disability access ramps, solid waste collection and disposal, stormwater facilities, street lighting systems, traffic signals, water wells, water storage facilities, water distribution systems, and others.

Capital Improvement: physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

Capital Outlay: Capital outlays are expenditures committed to purchasing such things as computers, office furniture, minor equipment repairs and replacement, etc. Capital outlays generally fall below a \$25,000 expenditure amount.

Collector: a roadway providing service which is of relative moderate traffic volume, moderate trip length, and moderate operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

Commercial Uses: activities within land areas, which are predominately, connected with the sale, rental, and distribution of products, or performance of services.

Comprehensive Plan: a generalized coordinated land use policy statement of the governing body of a county, city or town that is adopted pursuant to this chapter.

Concurrency: adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts or "adequate capital facilities" and of "available capital facilities" as defined above.

Consistency: that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

Coordination: consultation and cooperation among jurisdictions.

Contiguous Development: development of areas immediately adjacent to one another.

Critical Areas: includes the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

Cultural Resources: are elements of the physical environment that are evidence of human activity and occupation. Cultural resources include: (a) historic resources which are elements of the built environment typically 50 years of age and older, and may be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a manmade component and may consist of an entirely natural setting.

Density: a measure of the intensity of development, generally "pressed in terms of dwelling units per acre. It can also be expressed in terms of population density (i.e., people per acre). Density is useful for establishing a balance between potential local service use and service capacities.

Domestic Water System: any system providing a supply of potable water for the intended use of a development, which is deemed adequate pursuant to RCW 19.27.097.

Financial Commitment: that sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and that there is assurance that such funds will be timely put to that end.

Forest Land: land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

Geologically Hazardous Areas: areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

Goal: the long-term end toward which programs or activities are ultimately directed.

Growth Management: a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

Household: a household includes all the persons who occupy a group of rooms or a single room, which constitutes a housing unit.

Impact Fee: a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

Industrial Uses: the activity predominately connected with manufacturing, assembly, processing, or storage of products.

Infrastructure: those man-made structures which serve the common needs of the population, such as: sewage disposal systems, potable water wells serving a system, solid waste disposal sites or retention areas, stormwater systems, utilities, bridges, and roadways.

Intensity: a measure of land uses activity based on density, use, mass, size, and impact.

Land Development Regulations: any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building codes, sign regulations, binding site plan ordinances, or any other regulations controlling the development of land.

Level of Service (LOS): an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

Local Road: a roadway providing service which is of relatively low traffic volume, short average trip length or minimal through traffic movements.

Long-Term Commercial Significance: includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.

Manufactured home: means a single-family dwelling built according to the United States department of housing and urban development manufactured home construction and safety standards act, which is a national preemptive building code. A manufactured home also: (a) Includes plumbing, heating, air conditioning, and

electrical systems; (b) is built on a permanent chassis; and (c) can be transported in one or more sections with each section at least eight feet wide and forty feet long when transported, or when installed on the site is three hundred twenty square feet or greater.

Manufactured/mobile home: means either a manufactured home or a mobile home.

Master Planned Resort: a self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities.

Minerals: include gravel, sand, and valuable metallic substances.

Mobile home: means a factory-built dwelling built prior to June 15, 1976, to standards other than the United States department of housing and urban development code, and acceptable under applicable state codes in effect at the time of construction or introduction of the home into the state. Mobile homes have not been built since the introduction of the United States department of housing and urban development manufactured home construction and safety act.

Multi-Family Housing: as used in this plan, multi-family housing is all housing which is designed to accommodate four or more households.

Natural Resource Lands: agricultural, forest, and mineral resource lands, which have long-term commercial significance.

New Fully Contained Community: is a development proposed for location outside of the initially designated urban growth areas which is characterized by urban densities, uses, and services.

Objective: a specific, measurable, intermediate end that is achievable and marks progress towards a goal.

Open Space: underdeveloped land that serves a functional role in the life of the community. This term is subdivided into the following:

- a. Pastoral or recreational open spaces that serve active or passive recreational needs, e.g., federal, state, regional and local parks, forests, historic sites, etc.
- b. Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally

sensitive conditions, which can be protected through open space, e.g., critical areas, airport flight zones, wellfields, airport runways, etc. This category is sometimes referred to as "health and safety" open space.

- c. Corridor or linear open space are areas through which people travel, and which may also serve an aesthetic or leisure purpose. For example, an interstate highway may connect point A to Point B, but may also offer an enjoyable pleasure drive for the family. This open space is also significant in its ability to connect one residential leisure area with another.

Overriding Public Interest: when this term is used, i.e., public interest, concerns, or objective, it shall be determined by a majority vote of the Town Council.

Owner: any person or entity, including a cooperative or a public housing authority, having the legal rights to sell, lease, or sublease any form of real property.

Planning Period: the 20-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction.

Policy: the way in which programs and activities are conducted to achieve an identified goal.

Potential Annexation Area: See definition of “*Urban Growth Area*”. The Town of Eatonville’s Urban Growth Area is exclusively associated with the Town of Eatonville; no other cities or towns have the “potential to annex areas” within the Town of Eatonville Urban Growth Area.

Public Facilities: includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity, which provides or supports a public service.

Public Services: includes fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Regional Transportation Plan: the transportation plan for the regionally designated transportation system, which is produced by the Regional Transportation Planning Organization.

Regional Transportation Planning Organization (RTPO): the voluntary organization conforming to RCW 47.80-020, consisting of local governments

within a region containing one or more counties which have common transportation interests.

Resident Population: inhabitants counted in the same manner utilized by the U.S. Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

Right-of-Way: land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Rural Lands: all lands which are not within an urban growth area and are not designated as natural resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals.

Sanitary Sewer Systems: all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

Shall: a directive or requirement.

Should: an expectation.

Single-Family Housing: as used in this plan, a single-family unit is a detached housing unit designed for occupancy by not more than one household. This definition does not include manufactured housing, which is treated as a separate category.

Solid Waste Handling Facility: any facility for the transfer or ultimate disposal of solid waste, including landfills and municipal incinerators.

Transportation Facilities: includes capital facilities related to air, water, or land transportation.

Transportation Level of Service Standards: a measure which describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Transportation System Management (TSM): low capital expenditures to increase the capacity of the transportation network. TSM strategies include but are not limited to signalization, channelization, and bus turnouts.

Transportation Demand Management Strategies (TDM): strategies aimed at changing travel behavior rather than at expanding the transportation network to

meet travel demand. Such strategies can include the promotion of work hour changes, ridesharing option, parking policies, and telecommuting.

Urban Growth: refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

Urban Growth Area: those areas designated by a county pursuant to RCW 36.70A.110, including the lands contained within Town limits. Urban Growth Areas (UGA) identify the limits of Potential Annexation Areas (PAA).

Urban Growth Expansion Area: those areas designated by a county pursuant to RCW 36.70A.110, excluding the lands contained within Town limits. Urban Growth Areas (UGA) identify the limits of Potential Annexation Areas (PAA)

Urban Governmental Services: includes those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

Utilities: facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of natural gas, electricity, telecommunications services, water, and the disposal of sewage.

Vacant/Underdeveloped Lands: may suggest the following: (a) a site which has not been developed with either buildings or capital facility improvements, or has a building improvement value of less than \$500 [vacant land]; (b) a site within an existing urbanized area that may have capital facilities available to the site creating infill development; (c) a site which is occupied by a use consistent with the zoning but contains enough land to be further subdivided without needing a rezone (partially-used); and (d) a site which has been developed with both a structure and capital facilities and is zoned for more intensive use than that which occupies the site (under-utilized).

Visioning: a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Wetland: areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or city.

Zoning: the demarcation of any area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

4.2 ACRONYMS

BPA	Bonneville Power Administration
CBD	Central Business District
CDBG	Community Development Block Grant
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
CPP	Countywide Planning Policies
DOE	Washington State Department of Ecology
DNR	Washington State Department of Natural Resources
DSHS	Washington State Department of Social and Health Services
EIS	Environmental Impact Statement
EPA	U.S. Environmental Protection Agency
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency

FAA	Federal Aviation Administration
FHA	Federal Housing Administration
FERC	Federal Energy Regulatory Commission
FHA	Federal Housing Administration
GIS	Geographic Information Systems
GMA	Growth Management Act
HOV	High Occupancy Vehicle
HUD	U.S. Department of Housing and Urban Development
LID	Local Improvement Districts
LOS	Level of Service
MPO	Metropolitan Planning Organization
OFM	Washington State Office of Financial Management
PAA	Potential Annexation Area
PCRC	Pierce County Regional Council
PSRC	Puget Sound Regional Council
PUD	Public Utility District
PWTF	Public Works Trust Fund
RCW	Revised Code of Washington
RTPO	Regional Transportation Planning Organization
SEPA	Washington State Environmental Policy Act
SIC	Standard Industrial Classification
TIB	Transportation Improvement Board
UGA	Urban Growth Area

ULID	Utility Local Improvement District
WAC	Washington State Administrative Code
WDOE	Washington State Department of Ecology
WSDOT	Washington State Department of Transportation
WUTC	Washington State Utilities and Transportation Commission



Chapter 5

PLANNING PROCESS

5.1 EXISTING PLAN

The Town of Eatonville began to prepare its Comprehensive Plan in 1991, shortly after the State Legislature adopted Growth Management Act, RCW 36.70A, took affect. The Town Council assigned the task of preparing a draft Comprehensive Plan to the Eatonville Planning Commission. The Planning Commission, after extensive public review, presented a draft Comprehensive Plan to the Town Council. The Town Council, in turn, held public hearings on the draft Plan and on December 27, 1993, adopted the Eatonville Comprehensive Plan. The Comprehensive Plan work was followed by updating the Town's Zoning Code. Upon the Planning Commission's recommendation, the Town Council on May 23, 1994 adopted the revised Zoning Code.

In 2001, the State Legislature mandated that Comprehensive Plans must be updated. The Legislature amended that mandate in 2002 and again in 2003. Eatonville's Comprehensive Plan must be updated by June 30, 2015, and every eight (8) years thereafter. There is a good reason for updating the Comprehensive Plan. The Town has extended its corporate boundary by having annexed a number of significant properties. The population of the Town has grown since the adoption of the 1993 Comprehensive Plan resulting in new housing units being built in the Town. As a result, municipal utility service areas have expanded beyond what they were in 1993.

5.2 PLAN UPDATE PROCESS

In general, the Growth Management Act requires a deliberate update process that includes three basic steps: 1) review of relevant plans and regulations; 2) analysis of need for revisions; and 3) adoption of appropriate resolutions and/or amendments. The Town of Eatonville began its Comprehensive Plan update process in 2012 and completed it in 2017.

5.2.1 Role of the Planning Commission. The Town Council assigned to the Planning Commission the responsibility to prepare and present to the Town Council and the public an updated draft Comprehensive Plan and Development Regulations. The Planning Commission, in a methodical and deliberative way, reviews public applications for potential amendment, reviews the elements of the Comprehensive Plan in order to

propose amendments needed to bring the document up to date with changes in the man-made environment and changes in regulations.

5.2.2 Role of the Town Council. The Town Council has the responsibility of adopting the updated Comprehensive Plan and Development Regulations by ordinance. The Town Council action comes after the Planning Commission has completed its work and after the citizens of the Town of Eatonville have had an extended opportunity to review and comment on the draft documents. The Town Council's action is appealable to the Central Puget Sound Growth Management Hearings Board and thereafter, to the courts.

5.2.3 Public Participation. The Growth Management Act stresses the importance of public participation or public involvement. It does not specify just how it is to be carried out, but calls for cities, towns and counties to "go the extra mile" in involving citizens in the planning process. The Town of Eatonville chooses to conduct a public hearing before the Planning Commission where public and agency comments are considered in the development of a draft comprehensive plan. After the conclusion of the Planning Commission public hearing, the Planning Commission will make revisions to the draft Comprehensive Plan and forward their recommendations to the Town Council for their review and action. The Town Council, in turn, will conduct a public hearing on the Planning Commission recommended draft Plan where further public and agency comment will be accepted and considered, which may result in further adjustment before final adoption.

5.2.4 State Review. All locally adopted comprehensive plans and development regulations are sent to the Washington State Department of Commerce for their review. The Department of Commerce reviews submitted plans to assure their consistency with the Growth Management Act.

5.2.5 Appeals Process. The Town Council adopted Comprehensive Plan and Development Regulations can be appealed to the Central Puget Sound Growth Management Hearings Board. The Hearings Board can invalidate the Plan, reject the appeal, or issue directives to the Town to modify the Plan, to bring it into compliance with the Growth Management Act. The Hearings Board's decision is legally binding on the local government. The Hearings Board's decision can be appealed to Superior Court.

5.3 PLAN AMENDMENT PROCESS

The Growth Management Act allows municipalities and counties to update their Comprehensive Plans once every year, unless there exists an emergency. The following is an amendment process with specific timelines. Development regulations may be amended anytime as need arises.

5.3.1 Comprehensive Plan Amendments.

1. Urban Growth Area (UGA) amendments
2. Text amendments
3. Map amendments
 - Land use
 - Critical areas
 - Shorelines

5.3.2 Timing

1. Amendments can be filed with the Town Clerk anytime of the year
2. Planning Commission commences the review of the amendments that are on file with the Town Clerk on 31 December every year
3. Urban Growth Area amendments also need to be approved by the Pierce County Council. Pierce County entertains Urban Growth Area amendment applications every other even numbered year. Applications can be obtained from the Pierce County Council offices.
4. Only the Town Council can amend the Comprehensive Plan. Therefore, the Town Council approval is necessary before a Comprehensive Plan can be considered amended.

5.3.3 Standing

The following persons, businesses, and organizations can file Comprehensive Plan amendments by filing an application and paying an application fee. Town government officials initiated applications are exempt from fee payment.

1. Mayor and Town Councilpersons
2. Planning Commissioners
3. Town Attorney
4. Businesses and organizations within the Town limits and the Urban Growth Area
5. Residents within the Town Limits and the Urban Growth Area
6. Residents within 1,000 feet outside the Urban Growth Area or those being provided municipal services
7. Any other person, business or organization deemed eligible by the Planning Commission

5.3.4 Planning Commission Review

1. At the January meeting, the Planning Commission adopts a roster of amendment applications and submits them for Town Planner for written review and recommendation. The review includes a SEPA review
2. The Town Planner files his/her report in March
3. In March, the Planning Commission conducts a public hearing on the applications
4. In May, the Planning Commission forwards its recommendation to the Town Council

5.3.5 Town Council Action

1. In July, the Town Council may act on the recommendation of the Planning Commission or may conduct a public hearing on their own on select or all proposed amendments
2. In August, the Town Council takes final action on amending the Comprehensive Plan
3. The Town Council approved Urban Growth Area amendments will proceed to be submitted to Pierce County as Town of Eatonville initiated Urban Growth Area amendments

5.3.6 Evaluation Criteria

1. Any proposed amendment shall seek to fulfill a goal or goals of the Growth Management Act
2. Any proposed amendment shall not be detrimental to health, safety and general welfare of the citizens of Eatonville and its surrounding area
3. Any proposed amendment shall seek to improve the quality of life of the citizens of Eatonville and its surrounding area
4. Any proposed amendment shall not violate the laws of the Town of Eatonville, Pierce County, the State of Washington or the United States of America
5. Any proposed amendment that has a probable significant adverse impact on the environment shall carry with it appropriate mitigating measures
6. Any proposed amendment shall not have a negative fiscal impact on the citizens of the Town unless the applicant agrees to mitigate the impact

5.3.7 Application Fees and Forms

The Town Council shall fix the fee of an application by adopting a fee resolution. The Town Planner shall prepare the appropriate application forms in accordance with the Planning Commission and Town Council adopted evaluation criteria and timing



Chapter 6

COMMUNITY PROFILE

6.1 GEOGRAPHIC SETTING

The Town of Eatonville is located in southeastern Pierce County, along the shores of Mashel River and at the crossroads leading to and from Mount Rainier National Park. The Town of Eatonville is an urban community surrounded by farmlands and forests. The current population of the Town of Eatonville is in excess of 2,000 persons. The Town serves a market or service area of about 4,000 persons. State Highway 161 connects the Town of Eatonville with communities in Eastern Pierce County, such as Puyallup, Buckley, Orting and Bonney Lake. State Highway 7, which is also called the Mountain Highway, connects Eatonville with the City of Tacoma and Port of Tacoma.

6.2 HISTORY

The Eatonville area was settled in early 1800's. The settlers were attracted to the area by rich and fertile soil found in flat river valleys. Logging soon became the focus of the Eatonville community. Roads and railroads were built to move the logs from the forest to the sawmills and docks in Tacoma. Mount Rainier National Park was established by act of Congress, which began to draw visitors passing through Eatonville. The Town of Eatonville was incorporated on October 16, 1909.

Timber harvesting resulted in the establishment of sawmills in Eatonville. The first recorded sawmill, however primitive, was established at about 1894. In 1907 the Eatonville Lumber Company was founded which operated until mid 1980s.

Today, the Town of Eatonville is made up of residents who have chosen to come to live in Eatonville, seeking idyllic rural lifestyle but still enjoying the conveniences of urban living. A small town atmosphere characterizes the ambiance of Eatonville. The residents of Eatonville, those in the workforce, are employed both in Eatonville and commute to job sites such as Tacoma, Puyallup, Kent Valley and as far as Seattle. Many US National Park Service employees have chosen to live in Eatonville. Eatonville's commercial center provides its residents with basic retail and service needs. Specialty shopping takes place in major shopping districts of Tacoma and Seattle. Eatonville School District provides K

through 12 education for residents of Eatonville plus those living outside the corporate boundary.

6.3 POPULATION

The U.S. Census reports that population of Eatonville has grown from 724 persons in 1970 to 2,012 persons in the year 2000. The Washington State Office of Financial Management estimates Eatonville's population to be 2,896 in 2015. Based on a straight line extrapolation using Pierce County population distribution from Exhibit A of Ordinance No. 2011-36s, Eatonville is projected to have a population of 3,289 by the year 2035. Population growth for Eatonville is shown in Table 6-1.

Table 6-1
Eatonville Population

Year	Population	Year	Population
1970	724	2010	2,758
1980	918	2011	2,784
1990	1,374	2012	2,805
2000	2,012	2013	2,804
2001	2,040	2014	2,855
2002	2,070	2015	2,896
2003	2,095	2030 *	3,120
2004	2,165	2035 **	3,289
2008	2,375	--	--

Source: 2015 United States Census Bureau & Pierce County

*Projection based on Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

**Projection based on straight line extrapolation using Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

From 1970 to 1980, population in Eatonville increased 37.8 percent. The population increase from 1980 to 1990 amounted to 37.7 percent and from 1990 to 2000; the increase amounted to 46.4 percent. From 2000 to 2010, the population in Eatonville increased to 2,758. The 2010 U.S. Census reports that there were 992 households in Eatonville. Of the 992 households, 714 were families. The average family size in Eatonville in 2010 amounted to 3.26 persons and the average household size amounted to 2.78 persons. In 2010, there were 771 persons under the age of 18. The number of persons by age grouping is shown in Table 6-2.

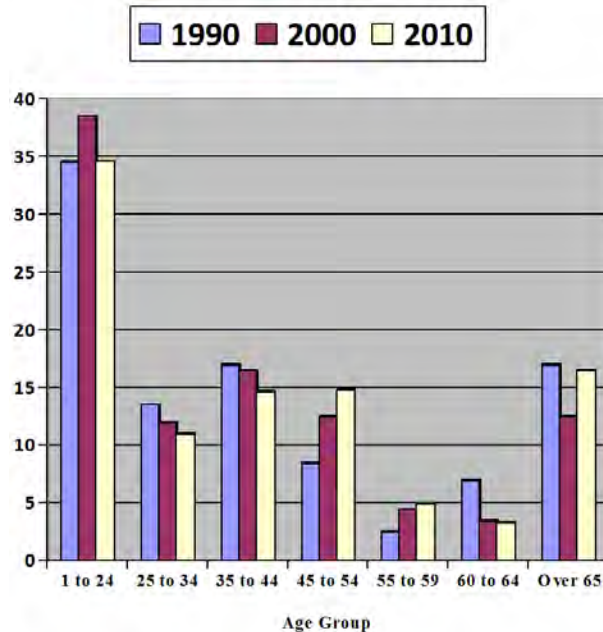
Table 6-2
Percent of Population by Age Group
Year 2010

Age	Total	Male	Female	Percent
Under 5 years	212	102	110	7.7
5 to 9 years	237	114	123	8.6
10 to 14 years	253	134	119	9.2

15 to 19 years	215	100	115	7.8
20 to 24 years	131	64	67	4.7
25 to 29 years	175	76	99	6.3
30 to 34 years	176	85	91	6.4
35 to 39 years	195	97	98	7.1
40 to 44 years	168	89	79	6.1
45 to 49 years	187	89	98	6.8
50 to 54 years	171	89	82	6.2
55 to 59 years	142	66	76	5.1
60 to 64 years	149	68	81	5.4
65 to 69 years	112	55	57	4.1
70 to 74 years	77	35	42	2.8
75 to 79 years	57	25	32	2.1
80 to 84 years	53	20	33	1.9
85 to 89 years	34	16	18	1.2
90 yrs and over	14	3	11	0.5
Total population	2,758	1,327	1,431	100.0

Demographics in Eatonville have changed from 2000 to 2010. Two notable changes have occurred. Persons in the one to twenty four year group have decreased while the 45 to 65 and over group have generally increased. A graph showing a comparison of age groups from 1990, 2000 and 2010 is shown in Figure 6-1.

Figure 6-1
Percent of Population by Age Group
Comparison of 1990, 2000 and 2010



6.4 HOUSING

U.S. Census reports that there were 1059 housing units in Eatonville in 2010. Of the 1059 housing units, 992 units or 93.7 percent were occupied and 67 units or 6.3 percent were vacant. Of the 992 occupied housing units, 692 units or 69.8 percent were owner occupied and 300 units, or 30.2 percent were renter occupied. The single family detached home was the predominant residential structure type in 2010, and continues to be in 2015. The number of housing units by structure type is shown in Table 6-3.

Table 6-3
Number of Housing Units by Structure Type

Structure Type	1990	2000	2010
Single Family Residential	371	605	875
2-4 Unit Structures	44	49	57
5 or More Units	52	60	62
Manufactured	106	91	65
Total	573	805	1059

New occupants moved into 462 housing units between the period January 1995 and March 2000. The 462 housing units constitute 61.5 percent of the housing stock. The 2015 number of occupancies is shown in Table 6-4. The median housing value in Eatonville in 2000 was \$132,800 and \$188,400 in 2015. In 2000 the average rent was \$641 per month, which has increased to \$798 dollars per month in 2015.

Table 6-4
The Year Householder Moved Into Unit

Occupied housing units	1,150	1,150
Moved in 2015 or later	9	0.8%
Moved in 2010 to 2014	401	34.9%
Moved in 2000 to 2009	437	38.0%
Moved in 1990 to 1999	208	18.1%
Moved in 1980 to 1989	47	4.1%
Moved in 1979 and earlier	48	4.1%

6.5 LABOR FORCE

According to year 2015 U.S. Census, of the 2,896 persons residing in Eatonville, 1,269 were in the labor force. Labor force participation rate in Eatonville is 96.9 percent, considering that 1,309 persons are in the labor force age group, those between ages of 20 and 64. Labor force participation in Eatonville in 2015, as reported by the U.S. Census, is shown in Table 6-5.

**Table 6-5
Labor Force Participation**

Industry	Persons*
Agricultural, forestry, hunting, mining	41
Construction	204
Manufacturing	81
Wholesale trade	70
Retail trade	155
Transportation, warehousing, utilities, transportation	71
Information	5
Finance, insurance, real estate	15
Professional, scientific, managerial, administration	109
Educational, health, social services	272
Arts, entertain, recreation, accommodate, food services	46
Other services	75
Public administration	125
<i>*2015 data</i> Total	1269

Of the total 1,269 persons in the labor force, 949 persons or 74.8 percent were private wage and salary workers and 280 persons or 22 percent were government workers. Self-employed and unpaid family workers made up the difference of 40 persons or 3.2 percent. The education, health and social services industry sector attracted the greatest number of employees, which is followed by a significant increase in the construction sector in 2015.

6.6 EMPLOYMENT

Employment in Eatonville is reported by the Washington State Department of Employment Security. They report only covered employment, meaning those jobs that are required to pay into the State unemployment compensation fund. Many jobs, particularly in private industry, are exempt from the requirement of having to pay unemployment compensation. For example, owners and executives of businesses are exempt. The number of jobs by employment sector for the year 1998 is shown in Table 6-6. In 1998 government was the largest employment sector in Eatonville and accounted for 22.3 percent of the total employment base, the percentage by sector of which is believed to be generally consistent in 2015. Other major employment sectors are retail trade and services.

**Table 6-6
Eatonville Employment**

Employment Sector	Number of Firms	Number of Jobs	Percent by Sector
Agriculture, forestry, fisheries	5	7	<1%
Mining	+	+	--
Construction	57	155	13.8%

Manufacturing	17	121	11.8%
Transport., communic., utilities	14	66	<6%
Wholesale trade	+	+	--
Retail trade	35	238	21.2%
Finance, insurance, real estate	+	+	--
Services	71	203	18%
Government	9	250	22.3%
Total	226	1,123	94.1%

+ Indicates data hidden to avoid disclosure of small or single employers.
Source: Washington State Employment Security Department – 1998

6.7 INCOME

Median household income in 1999 was \$43,681 (*\$59,306 in 2015*), as reported to the U.S. Census. Of the 723 households, 571 or 79.0 percent, had earnings in addition to employment income, rising the mean household income to \$54,169 (*\$69,828 in 2015*). Of the 1999 total, 190 households or 26.3 percent received social security payments and an additional 19 households or 2.6 percent, received supplemental security income. The 1999 median family income amounted to \$50,733 and the per capita income to \$19,513. A male, employed full-time and year-round in 1999, earned \$41,950 (*\$53,173 in 2015*) and a female employed full-time, year-round earned \$25,380 (*\$37,500 in 2015*). The mean retirement income in Eatonville was \$15,229 in 1999, and increased to \$24,252 in 2015.

The household income in 2015 by income category is shown in Table 6-7. Of the total 2015 households, 27.9 percent earned somewhere between \$50,000 and \$74,999.

Table 6-7
Household Income – 2015

Income Range	Percentage
Less than \$10,000	3.1%
\$10,000 to \$14,999	6.4%
\$15,000 to \$24,999	6.7%
\$25,000 to \$34,999	10.5%
\$35,000 to \$49,999	10.9%
\$50,000 to \$74,999	27.9%
\$75,000 to \$99,999	15.0%
\$100,000 to \$149,999	15.6%
\$150,000 to \$199,999	0.8%
\$200,000 or more	3.0%

6.8 SCHOOL ENROLLMENT

Public school services in the Eatonville area are provided by the Eatonville School District No. 404. The School District student enrollment in 2000 was about 1,800 students.

Of the 1,800 students, 511 came from the Town of Eatonville. Of the 511 students, 27 attend kindergarten, 330 are enrolled in the elementary school and 154 in high school. Additional 39 students attend college.

6.9 EDUCATIONAL ATTAINMENT

Educational attainment for Eatonville residents is reported by the 2015 U.S. Census as follows: 93.3 percent are high school graduates; and 16.7 percent have a bachelor's degree or higher.



Chapter 7

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 2035. 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 that we as a Community hold in common:

- 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 with respect to the rights of individuals are appropriate to ensure that the community's best interests are realized.

7.2 OUR VISION FOR EATONVILLE

7.2.1 Residential, Small-Town Community. Eatonville in 2035 is an inviting, sustainable 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 base for outdoor recreation in the area. The Community has established a balance between residential development and commercial activities. 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 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 sustainable 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 base for recreational activities and allow it to capitalize on its environmental amenities. Tourist-oriented service facilities have replaced some of the historically existing single-family residences. Commercial development serving the resident population is concentrated along Center Street, Washington Avenue and Mashell 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 existing utilities. 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 2035 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. Once reliant on the automobile, Eatonville is now a place where people of all ages and abilities get around safely and conveniently on foot or 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. In the recent past, consistent shuttle service connected with Pierce Transit provided another transportation option for residents making trips outside of Eatonville. Re-establishing reliable transit service in Eatonville should be strongly encouraged. Safety for all users is a priority and the addition of well-marked crossings, universal design features, consistent wayfinding signs, traffic-calming measures, and educational programs have reduced the incidence of injury related to design to zero. 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. Swanson Air Field is operated as though it is a Town owned essential public facility. 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 have 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. With the financial support of the residents in the Community, the Eatonville School District has completed a modernization effort to improve the high school. In addition to providing quality educational opportunities to area residents, the School District also participates with the community in making the high school auditorium available to be used by residents for community events and gatherings.

7.2.7 Public Safety. The Town of Eatonville enjoys a low crime rate, which

has been and continues to be fostered by proactive crime prevention education efforts and increased police presence. Further, Eatonville is a close-knit community where neighbors know their neighbors, and neighborhood crime watch programs are active throughout Town. Fire services have also improved. Fire and emergency medical response times have decreased with the addition of full-time fire and emergency medical service personnel. As a result of improved fire services, fire insurance rates have decreased significantly for residents. Fire and police safety seminars are being conducted throughout the community on a regular basis.

7.2.8 Economic Development. In 2035, Eatonville has become known for its nearby parks, recreational opportunities, and leadership on salmon restoration activities, drawing visitors to these attractions and providing a boost to local businesses. Marketing partnerships between the Town, the National Park Service, and neighboring communities have increased the number of Mt. Rainier visitors who stop in the Town before or after a trip to the National Park. The central business district is the retail focal point of the greater Eatonville community, and a combination of new shops and successful marketing campaigns have increased residents' local purchases. Many diverse businesses now operate in Eatonville, meeting the residents' needs and appealing to visitors, too.

7.2.9 Town Center, Central Business District. In 2007 the Town completed the "Town Center and Corridor Study", which includes a Community Action Plan and Vision Statement in order to provide clear direction, as well as specific tools for attracting and maintaining economic growth in the Town of Eatonville. The plan has identified ways to increase business and tourism, planned for downtown revitalization, developed ideas for coordination of infrastructure improvements, prepared design standards, and established a town vision. Since the 2007 plan adoption, several of the action items identified have been implemented, and the Town continues to support the study's vision and implement the Community Action Plan.

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 Town, including single-family and multifamily homes. The pace of residential development has been balanced by commercial development, with new residential construction taking place in Town and preserving the surrounding natural environment. Eatonville offers sufficient housing opportunities for all and has maintained affordability by matching supply with demand and pursuing affordable housing programs. Higher, moderate and low-income households are all able to find amenable housing options within the Community. Residential development has been balanced with the natural environment with many residences embracing green technologies—such as solar panels for electricity production and rain gardens for storm water management—highlighting Eatonville's harmonious relationship with nature.



Chapter 8

SHORELINES

8.1 SHORELINES DEFINED

Under RCW 90.58.030, "shorelines" is defined as "all water areas of the state, including wetlands and their associated wetlands, together with the lands underlying them; except (i) shorelines of statewide significance; (ii) shorelines on segments of streams upstream of a point where the mean annual flow is twenty cubic feet per second or less and the wetlands associated with such upstream segments...." In order to be classified as a shoreline of statewide significance, a river must have a mean annual flow of a minimum of one thousand (1,000) cubic feet per second (cfs). The shoreline in the Town of Eatonville is the shoreline around Mashel River, Lynch Creek and Ohop Creek, which fits the shorelines definition. In Eatonville, there are no shorelines of statewide significance.

8.2 SHORELINES JURISDICTION

The shoreline jurisdiction in Eatonville includes the "shorelands" of the Mashel River, Lynch Creek and Ohop Creek, within the corporate boundaries of the Town. As defined under the Shoreline Management Act, *shoreland areas* or *shorelands* are:

"... those lands that extend landward for two hundred (200) feet in all directions as measured on a horizontal plane from the ordinary high water mark; floodways and contiguous floodplain areas landward two hundred (200) feet from such floodways; and all wetlands and river deltas associated with the streams, lakes, and tidal waters which are of a size large enough to be subject to the provisions of (the Shoreline Management Act); the same to be designated as to location by the Washington Department of Ecology. Any county or Town may determine that provision of a onehundred-year-flood plain to be included in its master program as long as such portion includes, as a minimum, the floodway and the adjacent land extending landward two hundred (200) feet therefrom."

As defined in this Comprehensive Plan, the Eatonville shorelands extend two hundred (200) feet from the ordinary high water mark (OHWM) and floodways and contiguous floodplain areas, two hundred (200) feet from such floodways; and all wetlands and river deltas associated with jurisdictional streams, lakes and tidal waters.

8.3 SHORELINES INVENTORY

In Eatonville, the shoreline is along the shores of Mashel River, Lynch Creek, and Ohop Creek. The shoreline under the jurisdiction of the Town of Eatonville is shoreline that lies within the corporate boundary of the Town.

8.4 ECONOMIC DEVELOPMENT GOAL AND POLICIES

8.4.1 Purpose. As required by RCW 90.58.100(2)(a), this section addresses the location and design of industries, industrial projects of state-wide significance, transportation facilities, port facilities, tourist facilities, commerce and other developments that are particularly dependent on their location on or use of the shorelines of the state.

8.4.2 Goal. To promote healthy, orderly economic growth by encouraging economic activities that will be an asset to the local economy and which result in the least possible adverse effect on the quality of the shoreline and surrounding environment.

8.4.3 Policies:

1. Protect current economic activity which minimize their effect upon the ecological functions and values of shoreline areas and encourage environmentally sensitive new development.
2. Give preference to water oriented industrial and commercial development and non water-oriented uses that are accessory to a water-oriented use.
3. Encourage shoreline recreational uses as an economic asset that will enhance public enjoyment of the shoreline.
4. Locate new economic development activities in areas already partially developed with similar uses that are consistent with this Shoreline Master Program and the Eatonville Comprehensive Plan.
5. Require proponents of water-related and water-enjoyment commercial and industrial projects within shorelands to demonstrate that upland areas are less feasible for the desired economic activity.

8.5 PUBLIC ACCESS GOAL AND POLICIES

8.5.1 Purpose. As required by RCW 90.58.100(2)(b), this section makes provision for public access to publicly owned shoreline areas. Shoreline public access is

the physical ability of the general public to reach and touch the water's edge and/or the ability to have a view of the water and the shoreline from upland locations. There are a variety of types of public access including picnic areas, pathways and trails, floats and docks, promenades, viewing towers, bridges, boat launches, street ends, ingress and egress, parking and others, all of which must consider handicapped accessibility.

8.5.2 Goal. To protect and enhance shoreline visual and physical access consistent with the Act and the Public Trust Doctrine.

8.5.3 Policies:

1. Expand the amount and diversity of shoreline public access opportunities consistent with the character, functions and values of the shoreline, private rights and public safety.
2. Consider public access in the review and approval of all development projects, except single-family residences.
3. Acquire (i.e., through purchase, donation or other agreement) and develop property to provide public access to the water's edge at regular intervals along the shoreline and at the ends of all public rights-of-way abutting the shoreline.
4. Ensure that publicly owned shoreline areas afford public access to the water's edge, where feasible and compatible with the functions and values of the shoreline ecology.
5. Design and screen shoreline public access points to minimize objectionable impacts on adjoining properties.
6. Ensure that building and structural profiles (i.e., on shorelands and overwater in aquatic areas) are as low as possible to minimize visual impacts on the shoreline.
7. Minimize shoreline public access to areas easily damaged by human presence.

8.6 RECREATION GOAL AND POLICIES

8.6.1 Purpose. As required by RCW 90.58.100(2)(c), this section addresses the preservation and enlargement of recreational opportunities, including but not limited to parks, tidelands, beaches, and recreational areas. Recreational development includes both public and private facilities for passive recreational activities such as hiking, viewing, photography, and fishing. It also includes facilities for active or more intensive uses such as parks, campgrounds, golf courses and other outdoor recreation areas.

8.6.2 Goal. To encourage diverse water-oriented recreational opportunities in shoreline areas that can reasonably tolerate such uses during peak use periods without destroying the integrity and character of the shoreline.

8.6.3 Policies:

1. Coordinate with the Washington State Parks & Recreation Commission and the Pierce County Parks and Recreation Department to increase opportunities for water-oriented recreation.
2. Prohibit recreational facilities and activities that adversely affect the integrity and character of the shoreline, or which threaten fragile shoreline ecosystems.
3. Consider recreational needs in shoreline public access and conservation planning.
4. Consider both active and passive recreational needs in the development of recreational areas.
5. Support efforts of both the federal and state governments to acquire and develop additional shoreline properties for public recreational uses.

8.7 CIRCULATION GOAL AND POLICIES

8.7.1 Purpose. As required by RCW 90.58.100(2)(d), this section addresses the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities.

8.7.2 Goal. To develop efficient and economical transportation systems which assure the safe movement of people, while minimizing disturbances to the shoreline environment as well as conflicts among different users of the shoreline.

8.7.3 Policies:

1. Site non-water dependent transportation and parking facilities as far upland from the land-water interface as possible to reduce interference with both the shoreline ecology as well as other more appropriate shoreline uses.
2. Route transportation corridors to harmonize with the topography and other natural characteristics of the shoreline.

3. Acquire and develop physical and visual public access along shoreline public roads (i.e., turnouts, viewpoints and rest areas) where appropriate given topography, views and natural features.
4. Where feasible, relocate existing shoreline transportation facilities that are disruptive to public shoreline access, and convert such rights-of-way to new public access routes.

8.8 SHORELINE USE GOAL AND POLICIES

8.8.1 Purpose. As required by RCW 90.58.100(2)(d), this section addresses the proposed general distribution and general location and extent of the use on shorelines and adjacent land areas for housing, business, industry, transportation, agriculture, natural resources, recreation, education, public buildings and grounds, and other categories of public and private uses of the land. This section also addresses the pattern of distribution and location requirements of water uses, including aquaculture, recreation and navigation.

8.8.2 Goal. To establish and implement policies and regulations for land uses that are consistent with the requirements of the Shoreline Management Act and the Growth Management Act, and which promote shoreline use patterns that are compatible with the ecological functions and values of the shoreline environment.

8.8.3 Policies:

1. Reserve shoreline areas for water-oriented uses, and discourage non water-oriented uses, except for the following: uses accessory to water-oriented uses; single-family residences; and uses that are part of mixed-use developments supporting water-dependent uses.
2. Discourage uses that permanently and adversely alter the shoreline, or conflict with or pre-empt water-dependent uses.
3. Manage preferred shoreline uses (i.e., water-oriented uses and single family residential use) to maintain or enhance the ecological functions and values of shoreline areas and the character of the zones in which they are located.
4. Manage Town of Eatonville's shorelines according to the order of use preferences established in the Act:
 - a) Preserve the natural character of the shoreline;
 - b) Promote uses that result in long-term over short-term benefit;
 - c) Protect the resources and ecology of the shoreline;
 - d) Increase public access to publicly-owned areas of the shoreline; and
 - e) Increase recreational opportunities for the public along the shoreline.

5. Encourage the restoration of shoreline areas that have been degraded or diminished in ecological value and function as a result of past activities or catastrophic events.
6. Ensure that all new development in shoreline areas is consistent with the Land Use Element of the Comprehensive Plan and the Washington State Growth Management Act.

8.9 CONSERVATION GOAL AND POLICIES

8.9.1 Purpose. As required by RCW 90.58.100(2)(f), this section addresses the preservation of natural resources, including but not limited to scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.

8.9.2 Goal. To preserve scenic and non-renewable natural resources and to encourage the preservation of renewable natural resources for the benefit of present and future generations.

8.9.3 Policies:

1. Develop and implement shoreline management practices that ensure a sustained yield of renewable shoreline resources, while preserving, enhancing and restoring unique and nonrenewable shoreline resources (i.e., wetlands and critical wildlife habitat).
2. Regulate natural resource uses to minimize or eliminate adverse impacts to natural systems and the quality of the shoreline environment.
3. Where practicable, require reclamation and restoration of areas that are biologically and aesthetically degraded while maintaining appropriate use of the shoreline.
4. Preserve the scenic vistas of shoreline areas to the greatest extent possible.
5. Establish and implement regulations that:
 - a) Preserve critical marine and terrestrial wildlife habitats;
 - b) Effectively control erosion and stormwater runoff; and
 - c) Maintain shoreline scenic and visual qualities.
6. Prohibit interference with the natural dynamic processes of shoreline formation and change except for compelling reasons of public necessity or benefit.

7. Maintain the character of the environment and protect fish and wildlife habitat and water quality by requiring vegetated buffer zones along shoreline areas.
8. Effectively regulate commercial timber harvesting to preserve the environmental and scenic qualities of the shoreline environment.
 - a) Require that any commercial timber harvesting within shorelands be selective;
 - b) Prohibit all commercial timber harvesting within required shoreline vegetated buffer areas;
 - c) Prohibit clear-cutting within shorelands unless specifically permitted under an approved conversion option harvest plan or Class IV General forest practices permit.

8.10 HISTORIC, CULTURAL, SCIENTIFIC AND EDUCATIONAL GOAL AND POLICIES

8.10.1 Purpose. As required by RCW 90.58.100(2)(g), this section addresses protection and restoration of buildings, sites, and areas having historic, cultural, scientific, or educational significance.

8.10.2 Goal. To identify, protect, preserve and restore significant archaeological, historic and cultural sites located in shorelands for educational and scientific purposes, as well as the enjoyment of the general public.

8.10.3 Policies:

1. Protect archaeological, historic and cultural sites and buildings identified on any national, state or local historic register from encroachment by incompatible uses.
2. Where feasible, acquire archaeological, historical and cultural sites, through purchase or gift so as to ensure their protection and preservation for present and future generations.
3. Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management, maritime activities, environmental conservation and maritime history and heritage.

8.11 NATURAL ENVIRONMENT

8.11.1 Purposes. The purposes of the "natural" environment are as follows:

1. To preserve and enhance those shoreland areas relatively free of human influence or possessing natural functions intolerant of human use. There are no natural environment shorelands in the corporate boundary of the Town of Eatonville.
2. To restrict the intensities and types of uses permitted in order to maintain the integrity of the natural shoreland environment.

8.11.2 Designation Criteria. The "natural" environment shall be applied to shoreland areas that are relatively free of human influence or disturbance and which possess any one or more of the following characteristics:

1. Areas that are currently performing an important or irreplaceable function in the shoreline ecosystem.
2. Areas that have been degraded by development activities but which have the potential to be easily restored to a natural or near natural condition or are capable of natural regeneration if left undisturbed.
3. Areas representing ecosystems and geologic types that are of particular scientific and educational interest, including the following:
 - a. Areas which represent a high ecological quality of undisturbed natural areas; or
 - b. Areas with established histories of scientific research.
4. Areas considered critical wildlife habitat because they are currently documented as providing one of the following functions:
 - a. Providing food, water or cover and protection for any rare, endangered or threatened species, or for significant populations of flora or fauna during critical stages of their life cycle, and;
 - b. Serving as a seasonal habitat for concentrations of native fish and wildlife (e.g., migration routes, breeding sites, larval rearing grounds, or spawning sites).
5. Areas possessing severe development limitations, due to the presence of critical environmental features including:
 - a. High-risk landslide hazard areas;
 - b. Erosion hazard areas and feeder bluffs;
 - c. Frequently flooded areas; and
6. Outstanding or unique scenic features in their natural state, or areas having a high value in their natural states for low-intensity recreational uses.

8.11.3 Management Policies:

1. Prohibit any use or activity that would substantially degrade the ecological functions or natural character of the shoreland area, including, but not necessarily limited to:
 - a. Residences;
 - b. Commercial activities;
 - c. Industrial activities;
 - d. Forestry, except as directed to enhance the natural ecology;
 - e. Agriculture;
 - f. Nonwater-oriented recreation; and
 - g. Roads and parking areas that can be located outside of natural designated shorelands.
2. Prohibit construction of new structural shoreline stabilization and flood control works except where there is a demonstrated need to protect ecological functions and mitigation is applied consistent with State Department of Ecology Shoreline Rules.
3. Allow limited access for scientific, historical, cultural, educational, and low intensity recreational purposes, provided that no significant adverse impact on the area will result.
4. Ensure that uses and activities permitted in areas adjacent to the "natural" environment (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

8.12 URBAN CONSERVANCY ENVIRONMENT

8.12.1 Purposes. The purposes of the "urban conservancy" environment are as follows:

1. To provide ecological protection and rehabilitation in urban and developed settings.
2. To allow a variety of water-oriented uses and activities consistent with effective environmental management.

8.12.2 Designation Criteria. The "urban conservancy" environment shall be applied to shorelands within areas of permissible urban development (i.e., UGAs designated under RCW 36.70A.110 that are less suitable for higher intensity water-oriented uses and that do not meet the criteria for the "natural" and "public conservancy" environments, but which possess any one or more of the following characteristics:

1. Suitability for a mix of water-enjoyment recreational uses with other uses that allow a substantial number of people to enjoy the shoreline.
2. Flood plains or other areas not suitable for more intensive development.
3. Areas, though substantially degraded, with a potential for ecological rehabilitation.
4. Areas, though partially developed, that retain important ecological functions.

8.12.3 Management Policies:

1. Require that all reasonable efforts are taken to enhance ecological functions during development and redevelopment. Where possible, require shoreline rehabilitation and public access for all non-water-dependent development.
2. Establish standards for shoreline stabilization measures, vegetation management, water quality, and shoreline modifications within the "urban conservancy" designation to ensure that new development does not degrade the shoreline.
3. Implement public access and public recreation objectives whenever feasible and when significant adverse impacts can be mitigated.
4. Permit water-dependent uses outright. Conditionally permit water-related and water-enjoyment uses. Prohibit non-water-oriented uses except as part of mixed-use developments supporting water dependent uses.
5. To the extent feasible, require new development to be designed to reduce the need for shoreline stabilization and flood control works. Ensure that all such works are mitigated consistent with State Department of Ecology Shoreline Rules.

8.13 SHORELINE RESIDENTIAL ENVIRONMENT

8.13.1 Purposes. The purposes of the "shoreline residential" environment are as follows:

1. To accommodate residential development and associated uses in areas where urban services exist or are planned.
2. To minimize the impacts of residential development on the shoreline ecology.

3. To provide appropriate public access and recreational uses.

8.13.2 Designation Criteria. The "shoreline residential" environment shall be applied to shorelands within urban growth areas (UGAs) that do not meet the criteria for the "natural," "public conservancy" or "urban conservancy" environments and that are predominantly developed for single-family or multi-family residential use or are planned and platted for residential development.

8.13.3 Management Policies:

1. Permit developments only in those shoreland areas where hazards to the proposed development can be effectively mitigated and where the environment is capable of supporting the proposed use in a manner that protects and enhances ecological functions.
2. Set densities or minimum frontage standards to protect the shoreline ecology and functions based on the following considerations:
 - a. Critical environmental features and sensitivity of the shoreline area;
 - b. The development character and land parcel pattern;
 - c. Level of infrastructure and services available or planned; and
 - d. Other Comprehensive Planning considerations.
3. Establish development standards for shoreline stabilization, vegetation management, critical area protection, and water quality, to protect and, where significant ecological degradation has occurred, enhance ecological functions over time.
4. Require multi-family and multi-lot residential and recreational developments to provide public access and areas for joint use, community use, or public open space.
5. Require that access, utilities, and public services be available and adequate to serve existing needs and/or planned future development.
6. Limit commercial development to water-oriented uses that serve local residents.
7. Ensure that new development or expansion or remodeling of existing development does not substantially degrade the shoreline ecology or conflict with water-dependent uses.
8. Ensure that uses and activities permitted in areas adjacent to the "urban residential" environment designation (i.e., whether located upland or

waterward) are compatible and that they will not compromise the integrity of the designation.

9. Protect existing and potential future wellhead and watershed areas.

8.14 URBAN HIGH-INTENSITY ENVIRONMENT

8.14.1 Purposes. The purposes of the "urban high-intensity" environment are as follows:

1. To ensure optimum use of shorelines that are either presently urbanized or planned for urbanization.
2. To prevent degradation of ecological functions.
3. To effectively manage the shoreland environment for a variety of urban uses.

8.4.2 Designation Criteria. The "urban high-intensity" environment shall be applied to shorelands within areas of permissible urban development (i.e., UGAs designated under RCW 36.70A.110 that do not meet the criteria for the "natural," "public conservancy," "urban conservancy," and "shoreline residential" environment designations.

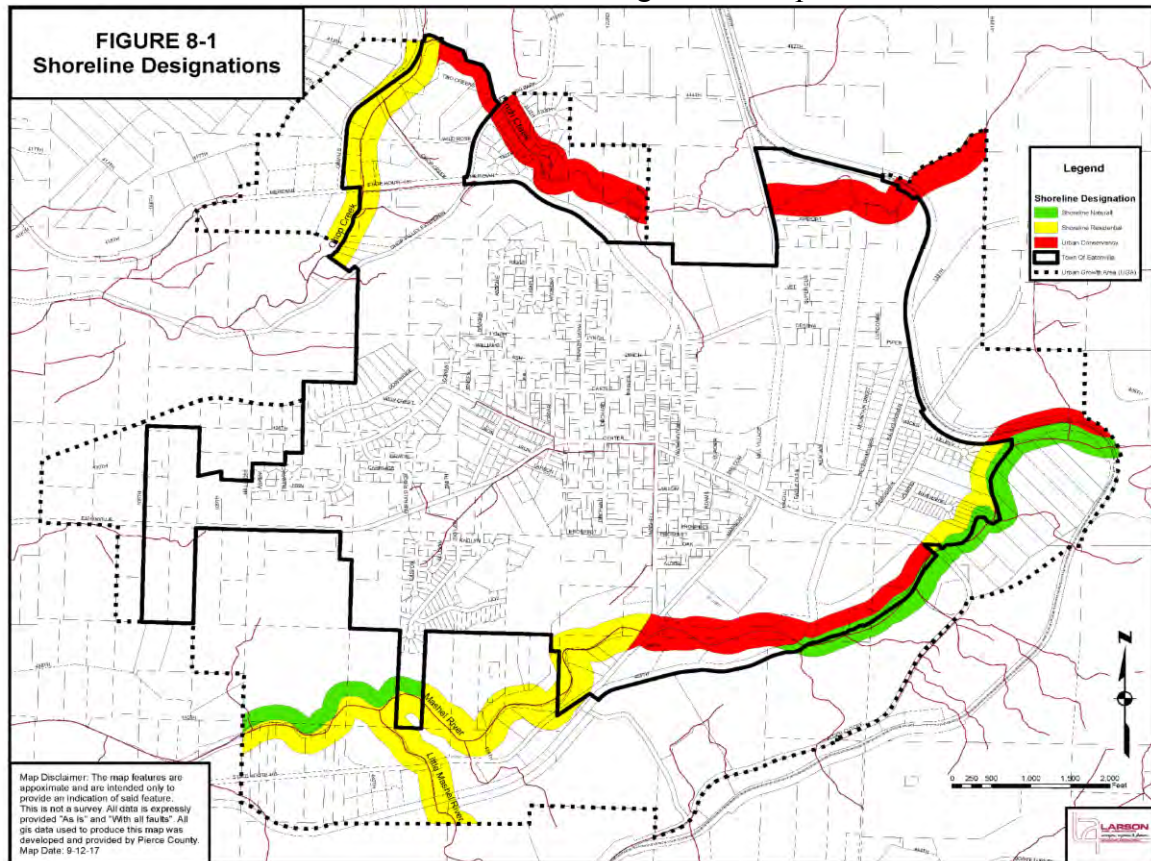
8.14.3 Management Policies:

1. Permit water-dependent uses outright. Conditionally permit water-related and water enjoyment uses. Prohibit non-water-oriented uses except as part of mixed-use developments supporting water-dependent uses.
2. Achieve full use of existing urban areas before allowing further expansion of high intensity development. Use reasonable long-range projections of regional economic need to guide the amount of shoreline designated high intensity. Encourage the redevelopment of underused areas.
3. Where appropriate, as a condition of approval for new development at a site within an area shown to be biologically, chemically and/or physically degraded by past activities require that the shoreline be restored to a more ecologically productive state.
4. Where practicable, require visual and physical public access. Where appropriate, require that industrial and commercial facilities be designed to permit pedestrian shoreline access.
5. Ensure that uses and activities permitted in areas adjacent to the "urban high-intensity" environment designation (i.e., whether located upland or

waterward) are compatible and that they will not compromise the integrity of the designation.

8.15 SHORELINE MAP

Figure 8-1
Shoreline Designations Map





Chapter 9

CRITICAL AREAS

9.1 INTRODUCTION

Wetlands, critical aquifer recharge areas, geologically hazardous areas, frequently flooded areas and fish and wildlife habitat conservation areas are defined as critical areas by the State of Washington. Chapter 9 attempts to identify and map the known critical areas within and around the Town boundaries of Eatonville. This chapter also contains goals and policies on how development should be regulated adjacent to and within the critical areas.

9.2 RELATIONSHIP TO REGULATIONS

How land is to be developed within and around critical areas is specified in the development regulations. The critical areas development regulations must be consistent with the Comprehensive Plan and be designed to implement the goals and policies set forth in this chapter. Critical areas development regulations must be reviewed every eight (8) years and updated to reflect changes in State laws and regulations. Further, the critical areas development regulations must use best available science to designate and protect critical areas.

9.3 WETLANDS

Wetlands are transitional areas between upland and aquatic environments where water is present long enough to form distinct soils and where specialized “water loving” plants can grow. Wetlands include marshy areas along major water bodies such as lakes, inland swamps, and seasonal watercourses. Wetlands are typified by water table that usually is at or near the surface, and there may be standing water all or part of the year. Soils that are present in wetlands are known as “hydric soils”. Certain plant species, including trees, shrubs, grasses, and grass-like plants have adapted to the low oxygen content of wetland soils. These plants are known as “hydrophytes”.

Another distinguishing characteristic of wetlands, in addition to soils and plants, is known as hydrology. Wetland hydrology refers to wetness of the wetland – how often is the soil saturated or flooded with water and how long does it last?

9.3.1 Functions and Values.

In their natural state, wetlands perform functions which are impossible or difficult and costly to replace. Wetlands provide erosion or sediment control – the extensive root systems of wetland vegetation stabilize streambanks, floodplains, and shorelines. Wetlands improve water quality by decreasing the velocity of water flow, resulting in the physical interception and filtering of waterborne sediments, excess nutrients, heavy metals, and other pollutants. Wetlands also provide food and shelter, essential breeding, spawning, nesting and wintering habitats for fish and wildlife, including migratory birds, anadromous fish, and other commercially and recreationally valuable species.

9.3.2 Classification. Wetlands in Washington State are classified as Category I, II, III or IV wetlands. The criteria for establishing wetlands categories are based on current Washington State Department of Ecology “Washington State Wetlands Rating System for Western Washington”.

Category I Wetlands. Category I wetlands are those regulated wetlands of exceptional resource value based on significant functional value and diversity, wetland communities of infrequent occurrence, and other attributes which may not be adequately replicated through creation or restoration.

Category II Wetlands. Category II wetlands are those regulated wetlands of significant resource value based on significant functional value and diversity, wetland communities of infrequent occurrence, and other attributes which may not be adequately replicated through creation or restoration.

Category III Wetlands. Category III wetlands are those regulated wetlands which have important resource value based on vegetative diversity.

Category IV Wetlands. Category IV wetlands are those regulated wetlands of ordinary resource value based on monotypic vegetation of similar age and class, lack of special habitat features and isolation from other aquatic systems.

9.3.3 Identification and Mapping. Wetlands in Eatonville have been identified by the U.S. Fish and Wildlife Service and appear in map format on the National Wetland Inventory Maps. Pierce County has also identified and mapped wetlands, in addition to those wetlands identified in the National Wetland Inventory Maps. Further, the Town of Eatonville, in the course of regulating development, from time to time has required that the developer provide the Town with a wetland delineation and assessment report. Once delineated and mapped, those wetland maps are kept on file at the Town Hall and used in subsequent development reviews. Known wetlands in and around Eatonville are shown in Figure 9-1.

9.3.4 Wetland Buffers. Wetlands need to be buffered to protect them from neighboring development. The higher the value and function of the wetland, the

wider the buffer. Buffer widths may be modified in certain situations. Non-intrusive development may be permitted in wetland buffer zones, such as walking trails, etc.

9.3.5 Development Regulations. Development in the wetlands environment is regulated by the Town of Eatonville. The wetlands section of the Critical Areas Ordinance specifies what type of development can take place in the wetlands environment and under what conditions. The applicant may be required to provide a wetlands delineation with assessment report prepared by a professional wetlands biologist. Wetlands can be filled by first getting a permit from the U.S. Corps of Engineers. Any impact on the wetlands caused by new development must be mitigated. The regulations must allow “reasonable” use and limited set of exceptions.

9.3.6 Best Available Science. The Growth Management Act requires cities and counties to “include the best available science” when drafting development regulations – RCW 36.70A.172. The Growth Management Act does not require communities to go out and conduct new scientific studies, but to include the best science that is available. To locate locally appropriate science, the Town of Eatonville will rely on Washington State Community Trade and Economic Development Department’s “Citations of Recommended Sources of Best Available Science for Designating and Protecting Critical Areas”.

9.3.7 Goals and Policies. The Town of Eatonville has goals and policies, if implemented, will lead to zero net loss of values and functions of wetlands. The goals and policies are listed below:

Goal CA-1: *Provide for the long-term protection and “no net loss” of values and functions of wetlands.*

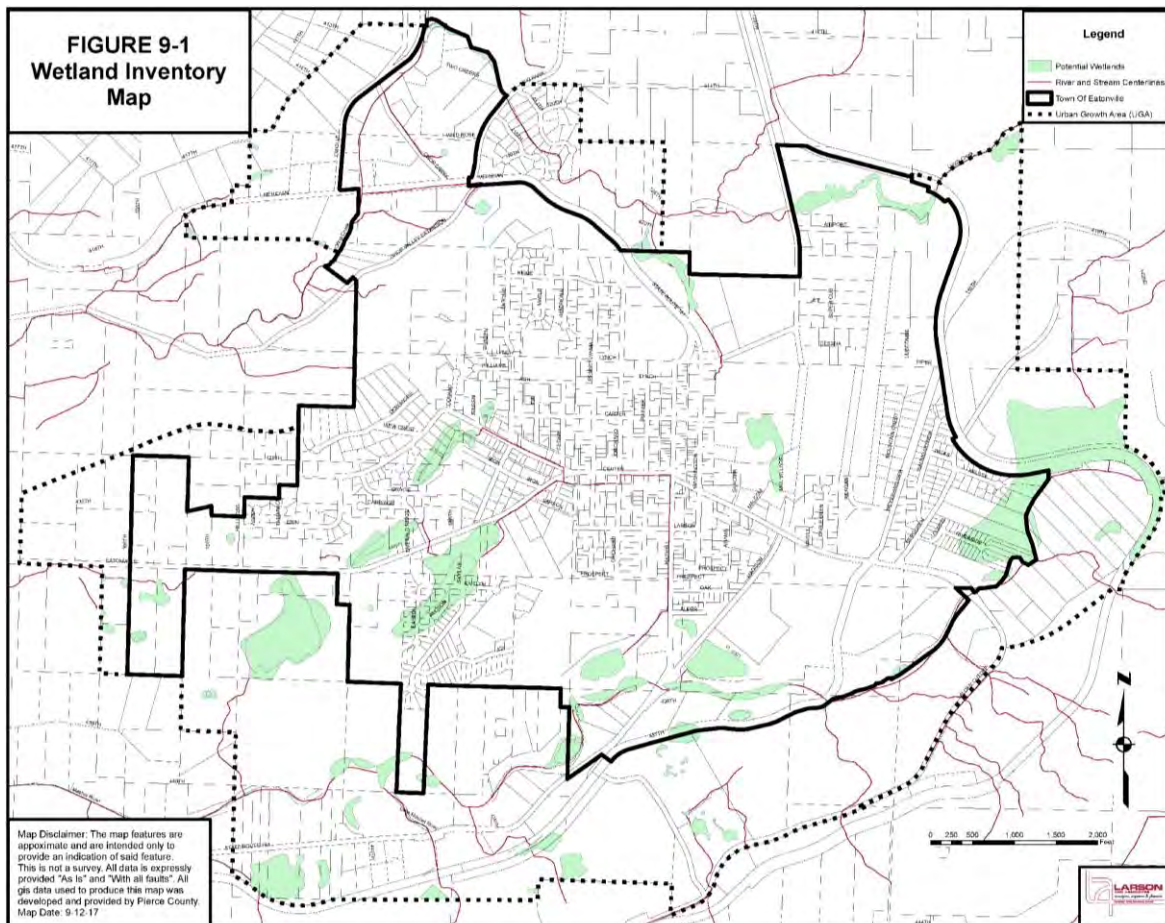
Policies

1. Designate and protect all wetland areas, including both private and public lands where regulated wetlands exist in the Town of Eatonville and the Urban Growth Area.
2. Protect the natural ability of wetlands to improve the quality of storm water runoff by holding and gradually releasing stormwater,
3. Protect the natural ability of wetlands to function as producers of plant matter, provide habitat for fish and wildlife, provide recreational opportunities and provide historical and cultural values.
4. Provide educational opportunities that increase public understanding of the values and functions of wetlands and measures which Town residents can take to maintain wetlands on their properties.
5. When impacts on wetlands cannot be avoided, development of wetlands may occur where impacted wetlands are replaced at a ratio exceeding the impacted

wetlands and taking into consideration the values and functions of impacted wetlands.

6. Review and when necessary amend the Town of Eatonville Wetland Management Regulations to provide wetland protection.
7. Regulate development to protect the functions and values associated with wetland areas.
8. Avoid impacts and mitigate wetland impacts consistent with federal and state laws.

**Figure 9-1
Wetlands**



9.4 CRITICAL AQUIFER RECHARGE AREAS

As precipitation reaches earth it enters into lakes, streams, rivers, oceans, wetlands, seeps into the soil to be taken up by plant roots, or seeps into the ground and becomes groundwater. As groundwater moves through the ground it may discharge to surface water features, such as lakes, streams, or rivers, which will in turn recharge the groundwater. The water that remains in the ground will make up the aquifer.

Aquifers discharge water naturally through springs and seeps, streams, lakes, wetlands, and undersea springs. Man-made wells create additional discharge points which influence groundwater flow patterns. This flow, or movement, is generally very slow.

As aquifers discharge they in turn are recharged. Recharge occurs primarily as a result of the infiltration of rainfall and secondly by the movement of water from adjacent aquifers or water bodies. The rate and quantity of water entering the ground depends on several factors. Natural factors include the amount of precipitation, soil type conditions, vegetation, and topography. Man-made factors include impervious surfaces associated with development, the channeling of runoff, changes in soil condition such as compaction, and removal of vegetation. Aquifers can also be affected by contamination. A hazardous waste spill can have severe adverse impacts on an aquifer, possibly making the water unusable for years.

The water supply for the Town of Eatonville comes from Mashel River and from wells. The wells are located in close proximity to the Mashel River and the wells draw water from the same aquifer. The well-field is located in the southeast part of Eatonville, north of the Mashel River. Pierce County has identified the area to be an aquifer recharge area. Pierce County identified the aquifer recharge areas around the Town of Eatonville are shown in Figure 9-2.

9.4.1 Classification. Critical aquifers in Eatonville are classified as Class 1 and Class 2 aquifers. Class 1 aquifer is a source for public water supplies as Class 2 aquifer is not. Extra care should be taken to protect the water quality in Class 1 aquifers. Eatonville's Development Code identifies land use activities that are prohibited in Class 1 and Class 2 aquifers unless mitigating measures are applied. Figure 9-2 below depicts Pierce County aquifer recharge areas without regard to aquifer class.

9.4.2 Goals and Policies. The following goal and policies, if implemented, will result in the protection of aquifer recharge areas.

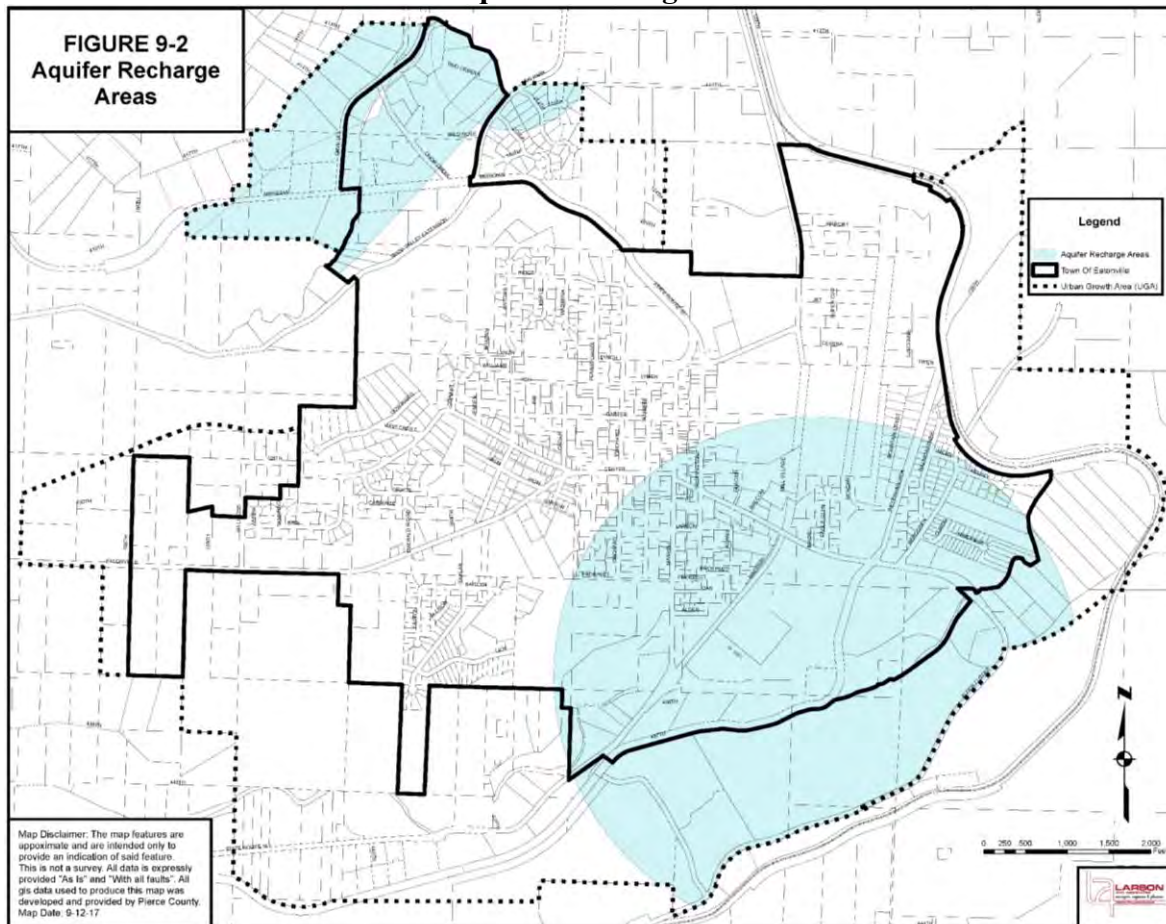
Goal CA-2: *Prioritize and protect aquifer recharge areas and wellhead protection areas to ensure that water quality and quantity are maintained or improved.*

Policies

1. Identify and map wellhead and aquifer recharge areas.
2. Take active measures to ensure adequate recharge of aquifers utilized by the Town of Eatonville residents for domestic water supplies, and to protect the quality of water in those aquifers.
3. Develop performance standards and regulate land uses for activities which can adversely impact water quality or quantity in aquifers, consistent with state and federal laws and regulations.

4. Require that new development meets the performance standards and that existing facilities be retrofitted, where feasible, to meet the standards.
5. Pursue both natural and engineered solutions to maintain aquifer recharge quality. Natural solutions (e.g., maintaining undisturbed vegetation) are preferred.
6. Provide for aquifer recharge through the use of stormwater management technologies which best protect water quality.

**Figure 9-2
Aquifer Recharge Areas**



9.5 GEOLOGICALLY HAZARDOUS AREAS

Geologically hazardous areas include areas susceptible to erosion, sliding, earthquake, or other geological events. They pose a threat to the health and safety of citizens when incompatible commercial, residential, or industrial development is sited in areas of significant hazard. Geologically hazardous areas also have an important function in maintaining habitat integrity. Mass wasting events, such as landslides and debris flows, contribute needed sediment and wood for building complex instream habitats, estuarine

marshes, and beaches important for fisheries, wildlife, and recreation. At the same time, mass wasting events can harm habitat and lead to the need for stream restoration.

Some geological hazards can be reduced or mitigated by engineering, design, or modified construction or mining practices so that risks to health and safety are acceptable. When technology cannot reduce risks to acceptable levels, building in geologically hazardous areas is best avoided. Areas that are susceptible to one or more of the following types of hazards should be classified as a geologically hazardous area:

- Erosion hazard (including river and streambank erosion areas and channel migration areas).
- Landslide hazard. .
- Seismic hazard.
- Areas subject to other geological events such as coal mine hazards and volcanic hazards including: mass wasting, debris flows, rock falls, and differential settlement.

Geologically hazardous areas in and around the Town of Eatonville are shown in Figure 9-3. Since most geologically hazardous events occur in steep slope areas, Figure 9-3 shows slopes in excess of 15 to 30 percent, 30 to 45 percent and slopes in excess of 45 percent. The development regulations go into great detail about the conditions of permitting development to occur on slopes in excess of 15 percent, considering the identified specific geologic hazard.

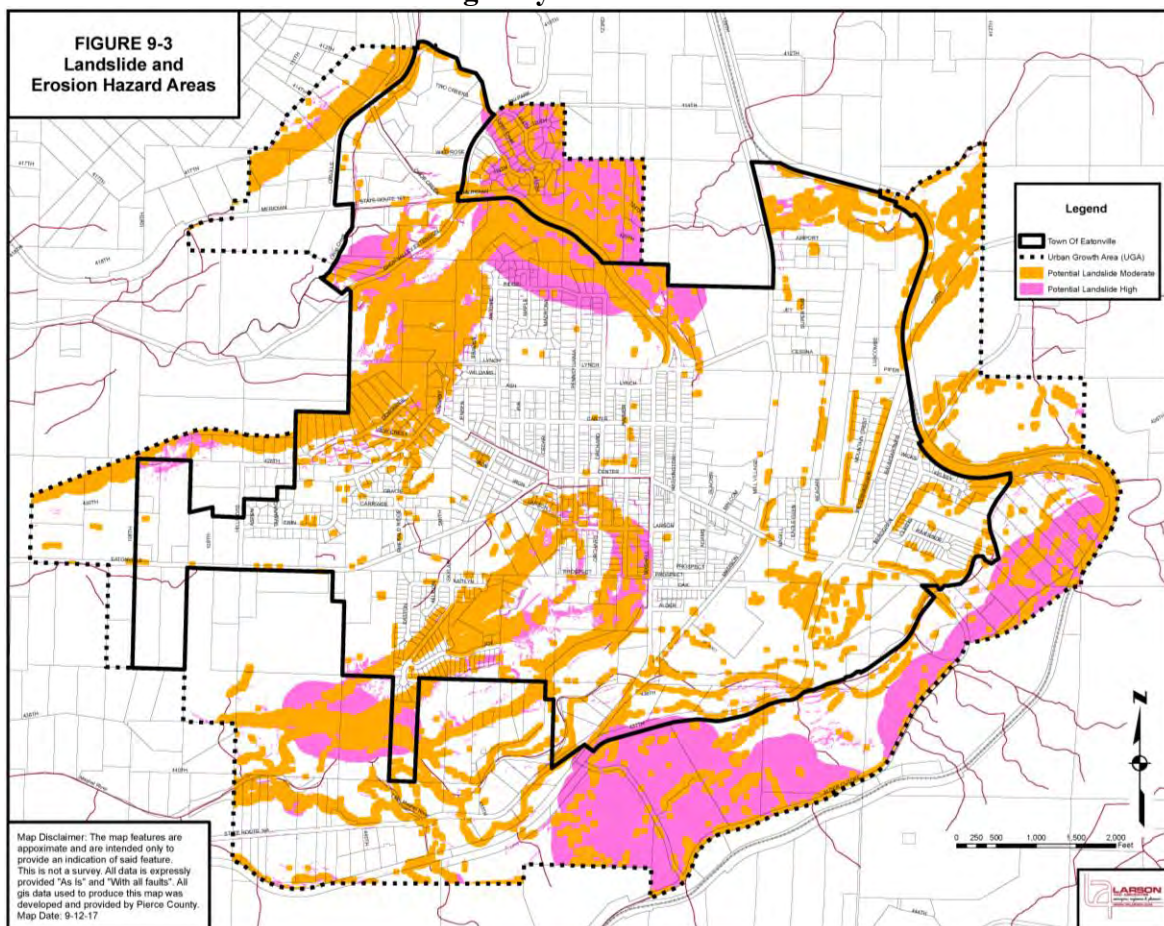
9.5.1 Erosion Hazard Areas. Geologically hazardous erosion, such as those areas with high probability of streambank erosion as well as channel migration areas, should be designated as critical area. Erosion hazard areas may also include those areas identified by the U.S. Department of Agriculture Natural Resources Conservation Service as having a "severe" rill (a rill is a long narrow trench or valley) and inter-rill erosion hazard.

9.5.2 Landslide Hazard Areas. Landslide hazard areas are potentially subject to landslides based on a combination of geologic, topographic, and hydrologic factors. Landslide hazard areas include any areas susceptible because of any combination of bedrock, soil, slope (gradient), slope aspect, structure, hydrology, or other factors. Examples of these areas may include, but are not limited to the following:

- Areas of historic failures, such as those areas delineated by the U.S. Department of Agriculture Natural Resources Conservation Service as having a "severe" limitation for building site development; or areas designated as quaternary slumps, earth flows, mudflows, lahars, or landslides on maps published by the U.S. Geological Surveyor Washington State Department of Natural Resources Division of Geology and Earth Resources.
- Areas with all three of the following characteristics:
 - Slopes steeper than 15 percent.

- Hillsides intersecting geologic contacts with a relatively permeable sediment overlying a relatively impermeable sediment or bedrock.
- Springs or ground water seepage.
- Areas that have shown movement during the Holocene epoch (from 10,000 years ago to the present) or which are underlain or covered by mass wastage debris of that epoch.
- Slopes that are parallel or sub parallel to planes of weakness (such as bedding planes, joint systems, and fault planes) in subsurface materials.
- Slopes having gradients steeper than 80 percent are subject to rock fall during seismic shaking.
- Areas potentially unstable as a result of rapid stream incision, and/or stream bank erosion.
- Areas located in a canyon or on an active alluvial fan, presently or potentially subject to inundation by debris flows or catastrophic flooding.
- Any area with a slope of 40 percent or steeper and with a vertical relief of ten or more feet except areas composed of consolidated rock. A slope is delineated by establishing its toe and top and measured by averaging the inclination over at least ten feet of vertical relief.

Figure 9-3
Geologically Hazardous Areas



9.5.4 Seismic Hazard Areas. Seismic hazard areas include areas subject to severe risk of damage as a result of earthquake induced ground shaking, slope failure, settlement, soil liquefaction, or surface faulting. One indicator of potential for future earthquake damage is a record of earthquake damage in the past. In Washington, ground shaking is the primary cause of earthquake damage and the strength of ground shaking is primarily affected by:

- The magnitude of an earthquake.
- The distance from the source of an earthquake.
- The type of thickness of geologic materials at the surface.
- The type of subsurface geologic structure.

Settlement and soil liquefaction conditions occur in areas underlain by cohesion less soil of low density, typically in association with a shallow ground water table.

9.5.5 Goals and Policies. The following goal and policies, if implemented, will result in the protection of geologically hazardous areas.

Goal CA-3: *Avoid the endangerment of lives, property, and resources in geologically hazardous areas.*

Policies

1. Identify and map all geologically hazardous areas.
2. Establish land use practices in geologically hazardous areas so that development does not cause or exacerbate natural processes which endanger lives, property, and resources of the citizens of the Town of Eatonville.
3. Ensure that property owners in geologically hazardous areas are educated and notified about the presence of hazardous areas and the threat which they pose.
4. Geologically hazardous area should be utilized as open space whenever possible.
5. Where the effects of geologic hazards can be mitigated, require appropriate standards for site development and for the design of structures in areas of geologic hazards.
6. Require geotechnical studies and mitigation for development activities in erosion, landslide, and seismic hazard areas, with the amount of information required based on the severity of the hazard or hazards at the development site.
7. Protect life and property from seismic hazards.
8. Minimize cut and fill modifications of topography or hydrological features and functions.

9. Allow clearing, grading, or other land alterations of property only for approved development proposals.
10. Minimize land erosion through best management practices.
11. Prohibit development of steep or unstable slopes.

9.6 FREQUENTLY FLOODED AREAS

The 100-year flood plain is the area that has a one percent probability of inundation in any given year. Within the flood plain lies the floodway, which has higher velocity flow and substantially greater hazard. The area within the flood plain and outside the floodway is called the flood fringe. A flood fringe is generally associated with standing water rather than rapidly flowing water. To avoid the devastating and costly damage which, historically, results from flooding, the utilization of the floodway and flood fringe must be in accordance with the Town of Eatonville adopted development ordinances.

The areas subject to flooding in and around the Town of Eatonville have been identified and mapped and are shown in Figure 9-4. The areas subject to flooding include the 100-year flood plain identified and mapped by the Federal Emergency Management Agency, commonly known as FEMA. The National Flood Insurance Program utilizes the FEMA flood plain designation maps in its administration of the insurance program.

Any development in the floodway should be prohibited unless the development consists of such facilities as stream bank stabilization, dams, diversion facilities, stormwater facilities, and bridges. Development in the flood fringe should be limited to low intensity uses. Sewer lines within the flood fringe must be designed and constructed in a way to keep floodwater from entering the sewer system. Septic systems will not be allowed to be constructed in the flood fringe. The following goal and policies, if implemented, will result in the protection of properties and development in the flood fringe areas.

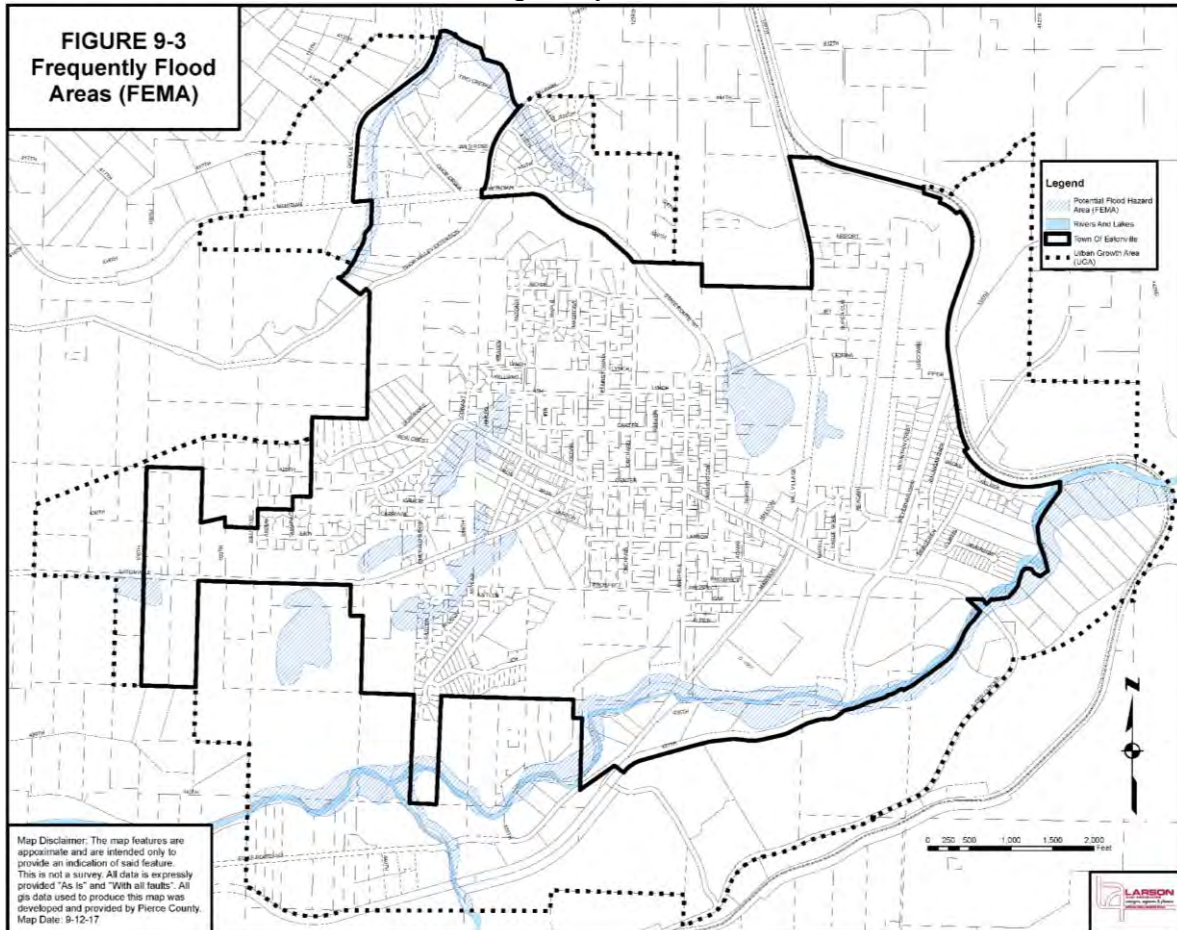
Goal CA -4: *Establish land use practices in frequently flooded areas so that development does not cause or exacerbate natural processes which endanger the lives, property, and resources of the citizens of the Town of Eatonville.*

Policies

1. Encourage low intensity land use activities, including recreational land uses in floodplain areas.
2. Direct critical facility development away from areas subject to frequent flooding where the effects of hazards cannot be mitigated.
3. Where the effects of hazards can be mitigated, require appropriate standards for site development and for the design of structures in areas subject to flood hazard.

4. Maintain the Town of Eatonville's eligibility in participating in the National Flood Insurance Program.

**Figure 9-4
Frequently Flooded Areas**



9.7 FISH AND WILDLIFE HABITAT CONSERVATION AREAS

9.7.1 Fish Habitat Areas. The designated Fish Habitat Conservation Areas in the vicinity of the Town of Eatonville are the Mashell and Little Mashell Rivers and Ohop Creek. The designated Fish Habitat Conservation Areas are shown in Figure 9-5. These water bodies have been identified by the Washington State Fish and Wildlife Department as containing Chinook, Coho, Steelhead and Chum Salmon. Chinook salmon is a federally listed species under the Endangered Species Act (ESA).

9.7.2 Wildlife Habitat Areas. Wildlife habitat can be described as the geographic area containing the necessary combination of food, water and protective cover for the survival and propagation of a species of animals. Habitats differ between species,

but are closely related to the plant communities. A single plant community such as a wetland, for example, may provide all the necessary habitat requirements for certain small mammals or amphibians. Larger mammals may require more than one plant community to complete their habitat, such as forest cover and wetland for food and water. Wildlife conservation habitat areas, in the vicinity of the Town of Eatonville, have been identified by the Washington State Department of Fish and Wildlife and are shown in Figure 9-5.

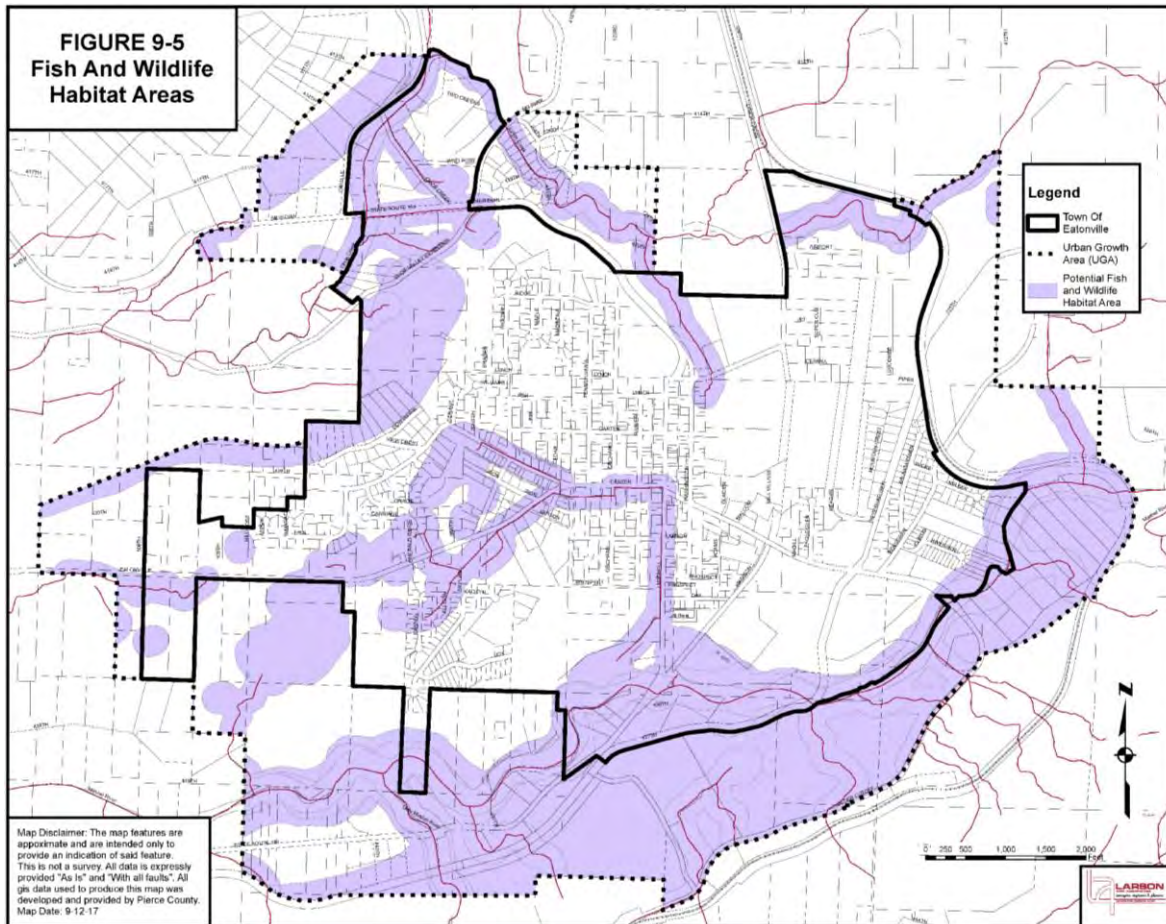
9.7.3 Goals and Policies. The following goal and policies, if implemented, will result in the protection of fish and wildlife conservation habitat areas.

Goal CA – 5: *Provide for the maintenance and protection of habitat areas for fish and wildlife.*

Policies

1. Identify and map all areas, including both private and public lands, where critical fish and wildlife habitat areas exist in and around the Town of Eatonville.
2. Require that buffers of undisturbed vegetation be retained for all new development activities along water bodies that have been identified to carry endangered or threatened species of fish.
3. For Mashel River, Small Mashel River, and Ohop Creek, establish buffer widths based on individual characteristics of the water body. Examples of these characteristics include Washington State Department of Natural Resources stream typing classification, impact on other water bodies, and scientific information.
4. Evaluate existing regulations and policies to determine whether they adequately protect critical fish and wildlife habitat areas. Where necessary, amend existing regulations and policies or develop new strategies to protect critical habitat areas while maintaining consistency with all goals of the Comprehensive Plan.
5. Require that new development proposals on or near critical habitat areas be assessed to determine impacts on fish and wildlife. If impacts are likely, require the preparation of habitat management plans which mitigate these impacts.
6. Encourage the dedication of critical fish and wildlife habitat areas as public open space when land division is proposed.
7. Evaluate the Town of Eatonville development regulations to determine their effectiveness in providing for critical fish and wildlife habitat areas and corridors.

**Figure 9-5
Fish and Wildlife Habitat Areas**





Chapter 10

LAND USE AND DEVELOPMENT

10.1 VISION

Land use is the Town's 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 incorporation boundary.

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 around the Town is more enjoyable for residents and visitors alike.

10.2 PLANNING AREA

10.2.1. Municipal Boundary

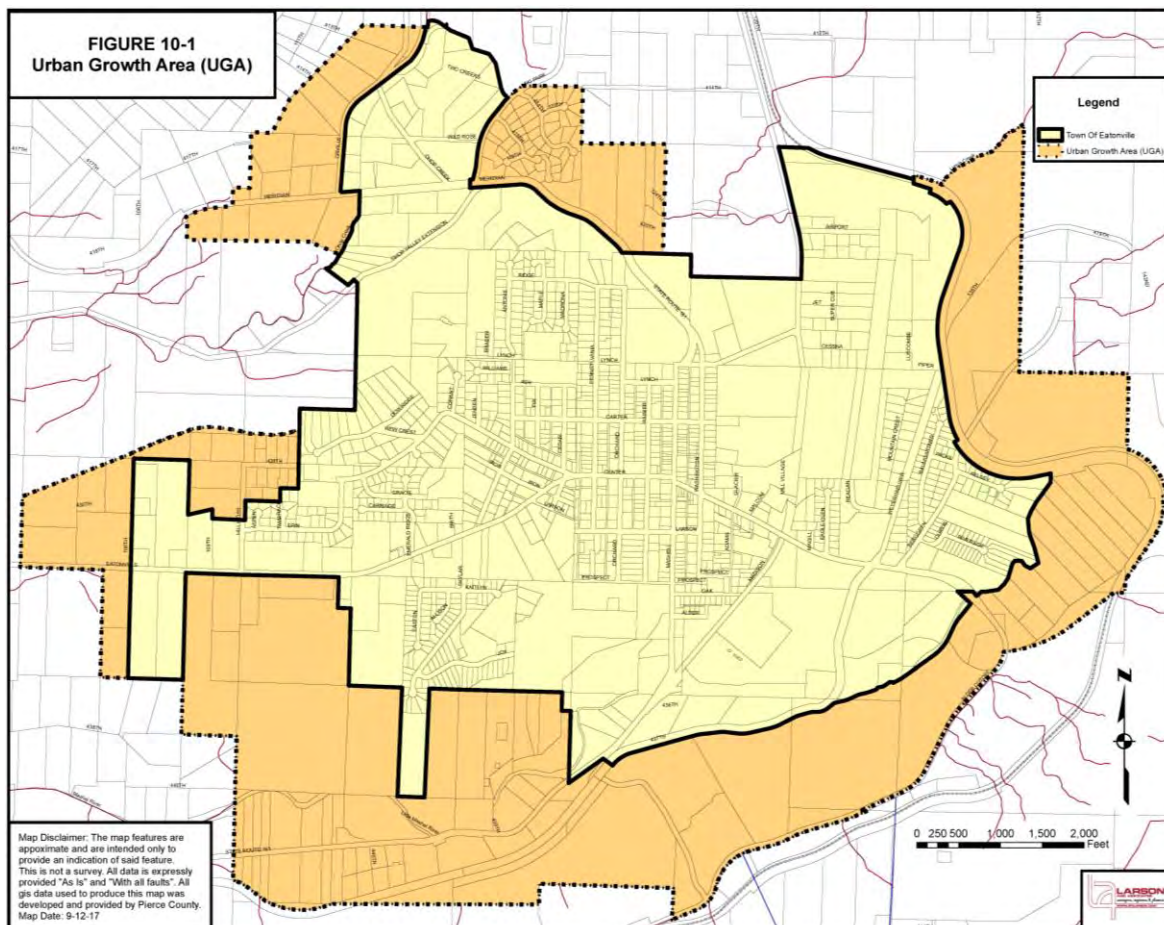
The current municipal boundary or incorporated boundary is shown in Figure 10-1 and land use designation areas are shown in Table 10-1B. The area within the municipal boundary amounts to about 1,175 acres. It should be noted that annexations can only take place on lands that are inside an approved Urban Growth Area (e.g. Potential Annexation Area).

10.2.2. Urban Growth Area

The Town of Eatonville urban growth boundary is shown in Figure 10-1 and the land use area designations are shown in Table 10-1B. The land inside the urban growth boundary amounts to about 2,019 acres. Subtracting the land within the municipal or incorporated boundary leaves 844 acres in the Urban Growth Area. The Urban Growth

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 Area.

**Figure 10-1
Urban Growth Area**



The Growth Management Act (GMA) requires municipalities to plan in the Urban Growth Area. Until land in the Urban Growth 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.

10.3 EXISTING LAND USE

10.3.1. Municipal Boundary

Land within the existing corporate or boundary of Eatonville in 2010 amounts to about 1,102 acres (*1,175 in 2015*). Of the total calculated in the 2010 examination below, 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 2010 above-presented numbers is shown in Table 10-1.

10.3.2. Urban Growth Area (UGA)

As stated earlier, land area within the Urban Growth Area amounts to about 844 acres. Of the total calculated in the 2010 examination below, about 68 acres or 6 percent is in residential use. About 120 acres or 11 percent is in community services use of which street rights-of-way amount to about 60 acres. The remainder, 797 acres or 76 percent is vacant and undeveloped. A breakdown of the 2010 numbers is shown in Table 10-1.

Table 10-1:
2010 Existing Land Use – Acres

Land Use	Inside Town Limits	Urban Growth Area (UGA)	Total Area
Residential	318	68	386
Single Family	301	55	356
Multi-Family	9		9
Mobile Homes	8	13	21
Warehousing	6		6
Industrial	3	73	76
Vacant Land	424	797	1,221
Residential Uses	348	571	919
Non-Residential Uses	76	135	211
Existing Forest & Ag.		91	91
Commercial	31		31
Retail, service	17		17
Business	12		12
Office	2		2
Community Services	320	120	440
Government	2	57	59
Schools	43		43
Parks	33	1	34
Street ROW	112	60	172
Lakes / Rivers / Streams	10		10
Airport Runway	50		50
Utility ROW	19	2	21
Churches	26		26
Cemetery	4		4
Community Use	17		17
Fraternal organizations	4		4
TOTAL	1,102	1,058	2,160

**Table 10-1B:
2015 Land Use Designation Inventory & Potential Area Constraints**

Attribute	Acres Within Town	Acres Within UGA
Town Limits	1,174.99	NA
UGA Limits	NA	844.30
Land Use Designations:		
Parks and Open Spaces	30.16	250.86
Industrial	0	94.14
Single Family	510.76	387.77
Aerospace	145.15	0
Multi-Family	77.93	0
Mixed Use	43.37	0
Utilities	26.44	23.65
Schools	42.80	0
Cemetery	3.96	0
Commercial	137.86	28.18
Dedicated Roads	156.98	59.70
TOTAL	1,174.99	844.30
Example Area Limitations / Constraints:		
Water Bodies	33.41	40.78
Potential Wetlands	71.65	67.44
Potential Flood Hazard High	84.58	155.07
Potential Steep Slopes	Unknown	Unknown
Potential Habitat Areas	Unknown	Unknown
Shoreline Areas	Unknown	Unknown

10.3.3. Aerospace Designation

Aerospace Designation is a special land use classification in Eatonville. Although the Aerospace Designation 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 145 acres and constitutes about 12.4 percent of the total land area inside the corporate boundary.

10.5 POPULATION AND EMPLOYMENT

10.5.1. Population Forecast.

The 2035 population forecast for Eatonville is based on the methodology used by Pierce County for projecting forward past trends. From 1990 to 2000, population in Eatonville grew at the rate of 3.7 percent per year. However, based on the more current 2011 Pierce County population distribution calculations, Eatonville is now forecasted to grow at a rate of .68 percent per year. At this rate, the 2035 population amounts to 3,289 persons, as shown below in Table 10-2.

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, U.S. Census reported that Eatonville's population had grown to 2,012, a difference of about 1 percent.

10.5.2. Employment Forecast

In 2002 the employment in Eatonville was forecasted to grow from 1,324 employees to 2,400 employees in 2022. The 2022 forecast was based on information gathered in an employment survey that was conducted in 2001 and on data presented in the report entitled “Eatonville Market Assessment” prepared by the E.D. Hovee & Company, dated September 5, 2000. The growth from 1,324 employees to 2,400 employees in a 20 year period to 2022 represented a 3.0 percent per year growth rate. Since that time and based on 2008 employment estimates, Pierce County adopted the 2014 Buildable Lands Report. This report determined the Town to require an additional 1,430 new jobs to meet the County’s 2030 employment target, which equates to ~65 new jobs per year. The most recent new commercial development (*the Multicare Clinic*) was completed in 2010, which added 12 new employees within Eatonville. Using as straight line extrapolation of the the County’s 2030 employment target, it is estimated the 2035 employment target would be 1,760. Based on the 2014 Buildable Lands Report, Table 10-2 below, the Town’s employment capacity will accommodate the County’s 2030 and 2035 Employment Targets.

Table 10-2:
Town of Eatonville Employment Capacity*

Type	Zoning District	Net Acres	Employees/Acre	Employment Capacity
Commercial	C-1	6.03	19.37	117
	C-2	59.01	19.37	1,143
	AP	55.15	19.37	1,068
	MU	13.88	19.37	269
Total Employment Capacity				2,597

**Pierce County 2014 Buildable Lands Report*

10.5.3. Housing Unit Forecast

Using the Pierce County Housing Target for Eatonville calculations (*from Exhibit A of Ordinance No. 2001-36s*) generates a projected housing unit need of 294 units between 2010 and 2030, and 368 by 2035 (*based on straight line extrapolation*). According to the 2015 Census, Eatonville currently has approximately 1,150 dwelling units. Using County population projections and based on the calculations below, the number of housing units is forecasted in this plan to increase to 1,321 in 2025, and to 1,491 housing units in 2035. This increase in housing represents a growth of approximately .68 percent per year. Of the 1,491 housing units, approximately 250 are forecasted to be in multifamily housing, 151 units in mobile homes, and 1,090 in single-family housing units. The housing units needs calculations projecting to the year 2035 are shown in Table 10-3.

Table 10-3: Housing Units Needs

2015 Projected Population:	2,896
2035 Projected Population*:	3,289
Growth in Population, 2015 to 2035*:	393
Assumed Household Size:	2.78
Housing Units Needed:	142
Displaced Units from Underdeveloped Residential**:	130
Vacancy at ~6.4 Percent:	96
Total Additional Housing Units Needed in 2035	368

10.6 GROWTH FORECAST

10.6.1. Buildable Land Supply and Demand

In the Pierce County buildable lands analysis from 2014 it is estimated that within the Eatonville corporate boundary there exist 196 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 is estimated by the County to accommodate a growth of 994 housing units. The County further estimates that multi-family, commercial and mix use classifications may potentially accommodate an additional 448 housing units (MF-1, MF-2, C-1, MU and AP). Therefore, in total, the County estimates the Eatonville corporate limits to accommodate a total of 1,443 housing units in the 20-year planning period. Based on the County's estimates, it appears the Town can accommodate the projected housing units needed for the 2035 planning horizon.

10.6.2 Urban Growth Area Sizing

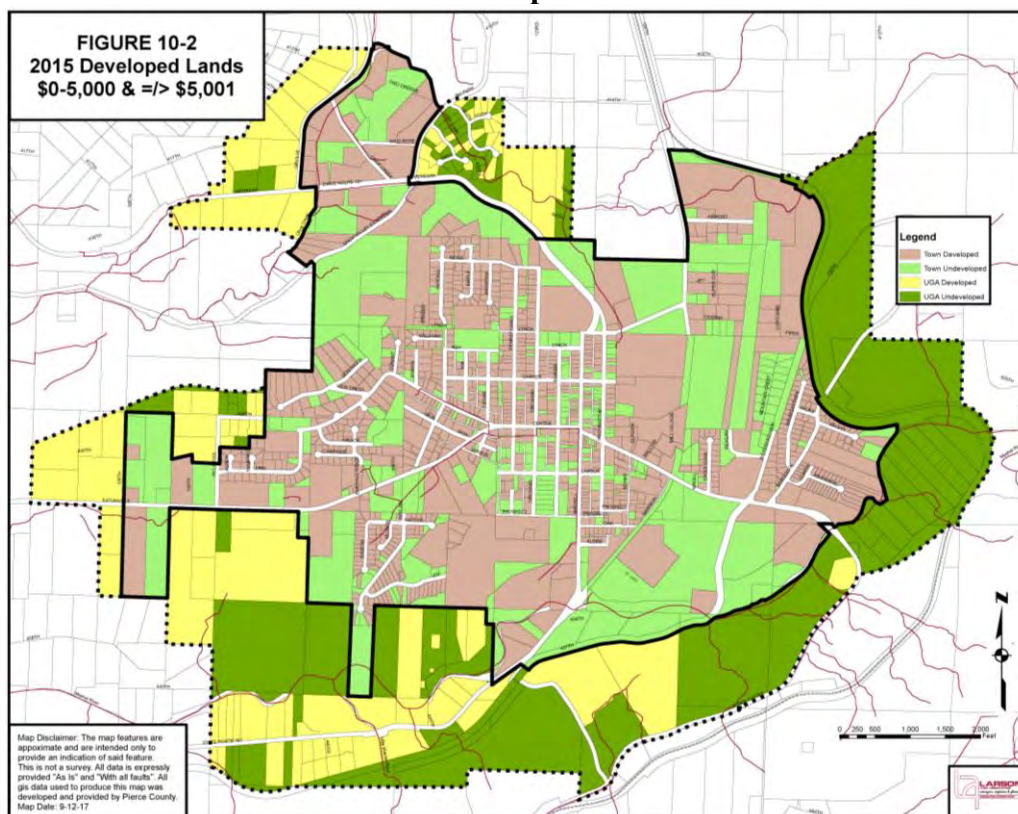
With housing unit demands ranging from 341 to 498 new housing units in the 2015-2035 planning period, it appears the existing corporate boundary will accommodate the projected 20-years of growth. As such, there are no recommended UGA modifications for residential development capacity at this time. The capacity of the Urban Growth Area was estimated to be 134 net buildable acres based on the 2010 evaluation shown in Table 10-4. The 134 net buildable acres suggests the potential to accommodate an additional 536 single-family housing units at a density of 4.0 housing units per net acre. Therefore, the conclusion is that the incorporated area of the Town of Eatonville and the Town's UGA have adequate capacity to accommodate the anticipated number of housing units for the 2015-2035 planning period. It should be noted however that pursuant to the Pierce County 2014 Countywide Planning Policies, the Town is not required to modify the existing urban growth area boundaries in order to reduce the residential or employment capacity to conform to adopted growth targets reflecting the VISION 2040's Regional Growth Strategy. Nevertheless, jurisdictions are required to consider the adopted growth targets when updating their local comprehensive plans, which has been duly considered and complied with in the Town of Eatonville's 2015 Comprehensive Plan update herein.

**Table 10-4: 2010 Supply of Land for
Residential Development Urban Growth Area**

Land Use	Acres	Acres
Total land area		1,058
Occupied Land Area	350	
Residential	68	
Single Family	55	
Mobile Homes	13	
Non-Residential Uses	282	
Government owned	57	
Road, railroad ROW	66	

Utility Reserves	3	
Forestry Reserves	24	
Agricultural Reserves	66	
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	
Adjusted Vacant Land – Net		134

Figure 10-2
2015 Developed Lands



As a supplement to the information provided above in Table 10-4 and the Pierce County 2014 Buildable Lands Report, Figure 10-2 provides a visual presentation of 2015 developed and undeveloped (*and underdeveloped*) conditions within both the corporate

limits of Eatonville and within the Town's urban growth area. In general, this particular mapping exercise is a visual presentation of:

- 1) Undeveloped/Underdeveloped Parcels: parcels that have improvement values equal to or less than \$5,000 dollars according to Pierce County Assessor's Office data; and,
- 2) Developed Parcels: parcels that have improvement values equal to or greater than \$5,001 dollars according to Pierce County Assessor's Office data.

It should be noted that this map does not depict areas limited by natural features, including but not limited to such things as steep slopes or areas of potential flood hazard etc. In addition to physical constraints, Figure 10-2 also does not identify constrained areas that will not be available for future development, such as: water bodies or areas designated as open space (*more than 250 acres in the UGA alone*), etc. (see Table 10-1B).

10.6b CENTER OF LOCAL IMPORTANCE (CoLI)

The Puget Sound Regional Council adopted a multicounty regional plan titled VISION 2040 to guide development in the four-county Central Puget Sound area in 2008. Under VISION 2040, the regions cities are divided into four "geographies" based on population; metropolitan, core cities, larger cities and small cities. Eatonville is in the small city geography.

Under the Regional Growth Strategy adopted in VISION 2040, each city and town in the Puget Sound region is encouraged to designate and develop a center.

The emphasis on the development of centers throughout the region is at the heart of VISION 2040's approach to growth management. Centers are locations characterized by compact, pedestrian-oriented development, with a mix of different office, commercial, civic, entertainment, and residential uses. While relatively small geographically, centers are strategic places identified to receive a significant proportion of future population and employment growth when compared to the rest of the urban area. Centers of different sizes and scales, from the largest centers to the smallest, are envisioned for all of the region's cities and towns.

Concentrating growth in centers allows cities and other urban service providers to maximize the use of existing infrastructure, make more efficient and less costly investments in new infrastructure, and minimize the environmental impact of urban growth. Centers create improved accessibility and mobility for walking, biking, and transit, and as a result play a key transportation role in the region.

VISION 2040, page 14

Criteria in VISION 2040 and in the Pierce County Countywide Planning Policies establish the regulations for four types of regional centers: metropolitan city centers, regional growth centers, countywide centers and manufacturing/ industrial centers. The criteria establish population densities, employment capacities and other minimums for each category. None of these regional centers appear appropriate for Eatonville as even the least dense, the countywide center, has a minimum of 1,000 jobs as a requirement.

VISION 2040 allows each jurisdiction in the small cities geography to identify a center in keeping with its own circumstances.

Small Cities. The region's 46 smaller cities and towns [...] are expected to remain relatively small for the long term. Their locally designated city or town centers provide local job, service, cultural, and housing areas for their communities. These central places should be identified in local comprehensive plans, and become priority areas for future investments and growth at the local level. The Regional Growth Strategy envisions a moderate role for most of these cities in accommodating growth. VISION 2040, page 23

The Pierce County Countywide Planning Policies were amended to include criteria for all jurisdictions to adopt “centers of local importance” or CoLI. The Eatonville CoLI includes the area identified in Figure 10-2b. This area includes the Town’s major commercial and cultural centers along with a mix of housing types.

Countywide Planning Policies UGA- 50 through UGA-53 set out the design features of CoLI and Policies UGA-54 through UGA-56 provide the process for implementation.

Concentration of Land Uses

The Town of Eatonville’s CoLI encompasses several of the characteristics listed in Policy UGA-50.

Commerce: The largest commercial area in Town is located along the Washington and Mashell corridor, which extends to the east along the Center Street corridor.

Cultural: The Eatonville CoLI includes Town Hall, the Community Center, Town parks and recreational facilities. These venues are the site of many Town-sponsored cultural events including such things as the farmers market, community garden, Fourth-of-July celebration, Salmon Festival, and Tree Lighting celebration. The Eatonville Historical Museum, the historical Van Eaton Home, and the Bud Blanchard Trail are all within the CoLI. The Town’s many parks service residents as well as the traveling public for cultural events.

Housing: The Eatonville CoLI includes single family residences, multi-family apartment buildings and a mixed-use development including commercial businesses and apartments.

Size, Mix and Density of Uses

Eatonville’s CoLI is sized to include the downtown core, commercial corridors and various housing areas, which is a total of ~107 acres in size. Since at least the adoption of the Town’s first comprehensive plan, and likely before, the Town’s central focus has been on planning the development of the downtown area, commercial corridors and the various residential neighborhoods. The mix of uses, including single and multi-family residential, commercial and civic/cultural zoning in the area reflects the Town’s historic growth pattern and sense of place. The density of uses reflects the small town character that this Plan seeks to preserve.

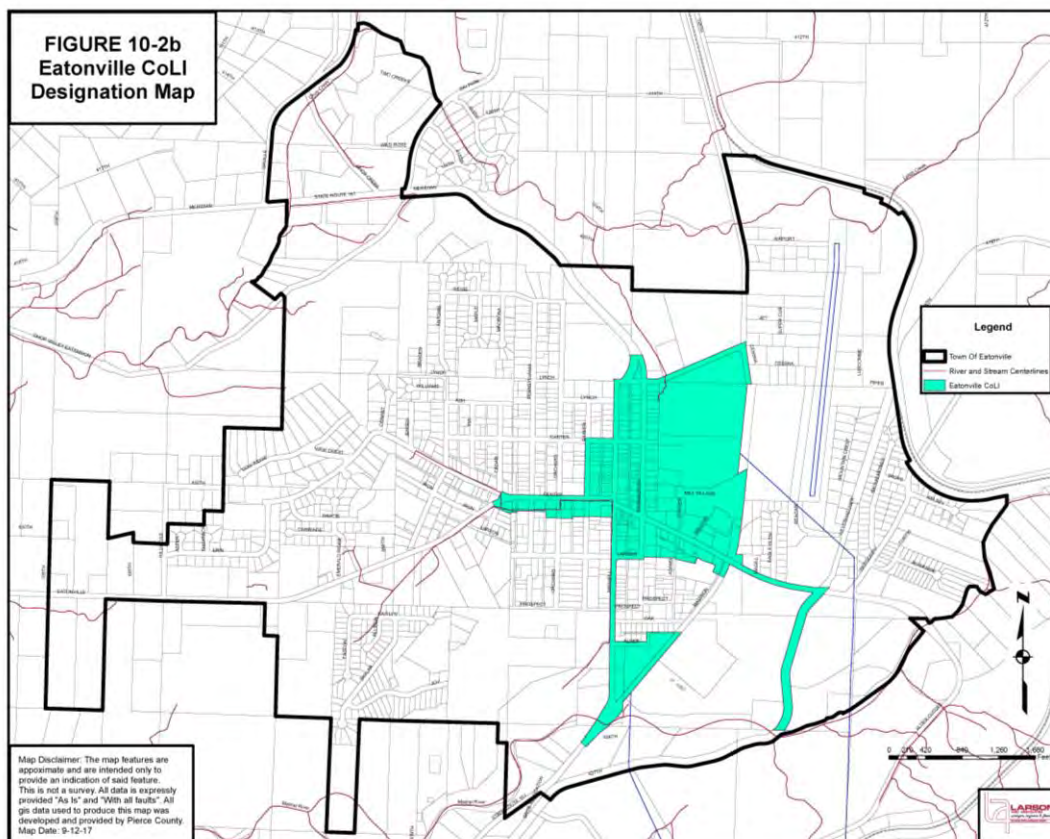
Role of the Center

The CoLI is planned to be the Town's commercial, residential and cultural focal area. Land use planning for the area includes allowing a mix of local commercial, recreational and residential uses.

Transportation Options

The CoLI has a variety of transportation options available in keeping with the Town policies on alternatives to the automobile. The CoLI is pedestrian friendly with many sidewalks, trails and non-motorized options for movement. The Bud Blanchard Trail, a biking, equestrian and pedestrian trail, connecting the southeast side of Town to the northwest side, providing access to commercial, recreational and various residential neighborhoods.

**Figure 10-2b
Eatonville CoLI Area**



10.7 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.

10.7.1 Goal LU-1: Support and improve a rural residential small town, residential community comprised largely of single-family neighborhoods together with a central commercial area and a broad range of other support services and businesses that occur in identified commercial areas.

Policies

1. Consider the following before decisions in land use are made:
 - a. The need for the proposed use;
 - b. Adequacy of and proximity to community facilities and utilities, roads, parks, recreation facilities and schools;
 - c. Benefit to the neighborhood, Town or region;
 - d. The amount of land zoned for that use;
 - e. Projected population density in the area; and
 - f. The effect of the proposed use on the small town image of Eatonville.

Policy 1a: Ensure compatibility with adjacent land uses

- 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;
- Land uses which generate high traffic volumes should have access limited to collector or arterial streets;
- Land uses along highways and major streets should consider noise, air quality, visual and other unique environmental conditions which occur in these areas; and
- Development should be sensitive to the natural, historic, and archaeological features of the site.

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

Policy 1c: Orient buildings to enhance views and blend in with the natural topography.

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

Policy 1e: 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.

Policy 1f: 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. Incompatible land uses may include non-aviation residential, multifamily, height hazards, and special uses such as schools, hospitals and nursing homes and explosive/hazardous materials.

Policy 1g: 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.

Policy 1h: Discourage the siting of uses adjacent to Swanson Field 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.

Policy 1i: 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.”

10.7.2 Goal LU-2: Encourage residential neighborhoods within the Town to have convenient access (including pedestrian/bicycle) to commercial facilities, parks, multimodal transportation facilities and other community services when reasonably possible.

Policy 2a: Encourage the efficient use of developable residential land through the application of zoning policies.

Policy 2b: Encourage residential development adjacent to downtown.

Policy 2c: Encourage the use of master plans for large developments which 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.

Policy 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.

Policy 2E: Encourage the development designs that promote walking and bicycling.

Policy 2F: Encourage building and facility designs that promote healthy people.

10.7.3 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 and strategies outlined by the comprehensive plan. Implementation regulations shall provide a variety of residential opportunities to serve a full range of income levels.

Policy 3a: Provide different types of housing

1. Provide Single Family Housing

A. Preserve and protect low-density, single-family neighborhoods that provide opportunities for home ownership, that are attractive to households with children and other residents, that provide residents with privacy and open spaces immediately accessible to residents, and where the amount of impervious surface can be limited.

B. Designate as single-family residential areas those areas that are predominantly developed with single-family structures and are large enough to maintain a low-density development pattern.

C. Preserve the character of single-family residential areas and discourage the demolition of single-family residences and displacement of residents in a way that encourages rehabilitation and provides housing opportunities throughout the town. The character of single-family areas includes use, development, and density characteristics.

D. Affirm and encourage residential use by one household as the principal use in single-family residential areas and the primary use permitted outright.

E. Limit the number and types of non-residential uses permitted in single-family residential areas to protect those areas from the negative impacts of incompatible uses.

F. In order to maintain single-family areas in residential use, prohibit parking lots or other uses accessory to permitted uses in abutting higher intensity zones from expanding into single-family residential areas.

2. Provide Senior Housing

A. Ensure the application of the Fair Housing Act (FHAct) and its definition of housing for older persons.

B. Use government intervention to provide subsidized housing alternatives as a last resort when private enterprise cannot or will not provide solutions for the senior housing market.

C. Managing land use to ensure an adequate, economical supply of land to construct senior and affordable housing. Undersupply will raise prices.

3. Provide Affordable Housing

A. Seek opportunities in rezones or changes in development regulations to incorporate incentive programs for development of housing that is affordable for the longest term practical.

B. Use zoning incentives and other development-related tools to provide for or preserve public benefits. Public benefits or other features may include housing affordable to low- and moderate-income households.

C. Where appropriate, consideration should be given to implementing innovative regulatory strategies that provide incentives for developers to provide affordable housing to low- and moderate-income households.

D. Encourage, where appropriate, regeneration of existing housing inventories with methods such as:

1. Permitting accessory housing or the division of existing structures in single-family neighborhoods.

2. Implementing methods of protecting the inventory of manufactured home parks and a provision for siting manufactured homes on single-family lots.

3. Participating in or sponsoring housing rehabilitation programs offered by the state and federal government.

4. Encourage Higher Density

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

B. Encourage residential development in mixed-use buildings to ensure healthy business districts that provide essential goods, services, and employment to the residents of Eatonville.

C. Promote denser but still human-scaled commercial cores along with multifamily neighborhoods by permitting building types that allow for multifamily walk-up apartments, with height limits and development standards that promote a strong relationship between individual dwellings and the ground level.

D. Accommodate housing at densities sufficient to promote pedestrian activity as well as support local businesses providing neighborhood services.

Policy 3b: Encourage a diverse array of businesses.

1. Encourage Commercial Development

A. To better serve residents and visitors, encourage the strengthening of existing commercial centers rather than the aimless spread of new development.

B. When consistent with the comprehensive plan, support commercial development that provides needed goods and services to residents and visitors and helps to diversify the area's economy.

2. Encourage Industrial Development

A. Designate industrial areas where:

1. The primary functions are industrial activity and industry-related commercial functions.

2. The basic infrastructure needed to support industrial uses already exists.

3. Areas are large enough to allow the full range of industrial activities to function successfully.

4. There is either sufficient separation or special conditions that reduce the potential for conflicts with development in adjacent, less-intensive areas.

B. The siting of industrial uses may be allowed in rural areas 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.

Policy 3c: Encourage adequate land use for parks, open spaces, and recreation.

1. The parks and recreation system should provide and maintain a variety of open space, parks and recreational facilities, with services and locations to benefit the broadest range of social, age, and economic groups and those with special needs and disabilities.

2. Encourage purchase of lots between Mashell Avenue and Washington Avenue for public use and commercial core connectivity.

A. Establish an Open Space Acquisition Fund for the purpose of purchasing the vacant lot for public use (as park, site of farmer's market, etc.)

3. Encourage the implementation of the Eatonville Regional Trails Plan to connect natural areas to the Town's core, residential areas, and local destinations.

4. Preserve natural areas for recreation by encouraging the preservation and protection of unique, rare and fragile natural features, scenic vistas, and culturally significant features.

5. Although Eatonville's surroundings are rich in recreational opportunities, the Town should provide land for traditional community sports activities such as baseball, soccer, etc. Facilities for these types of activities tend to be located in more urbanized locations. Opportunities for expanding these types of facilities should be considered as sites and resources are identified.

Policy 3d: Encourage activities and services for all ages.

1. Education

A. Eatonville is a residential community dominated by single-family zones. Education is an important asset to the Town, so the Comprehensive Plan and the zoning code should allow modifications to the underlying zone provisions in order to allow major institutions to thrive while ensuring that impacts of development on the surrounding neighborhood are satisfactorily mitigated.

10.7.4 Goal LU-4: Promote a pleasant, pedestrian-oriented town that serves residents and tourists while protecting the Town Center's historic character.

Policy 4a: Emphasize pedestrian orientation in the scale and development of commercial areas. This includes pedestrian-scale signage for wayfinding and business advertisement and pedestrian-scale lighting.

Policy 4b: 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 safe pedestrian intersections.

Policy 4c: Utilize trees, landscaping, and street furniture along sidewalks and street edges to create a more pleasant environment for pedestrians.

Policy 4d: Integrate Town Center development with transportation corridor development along Washington Avenue and Mashell Avenue, thus creating a compact rural Town Center serving the commercial, retail, and service needs of both local residents and visitors traveling through Eatonville.

Policy 4e: Direct new retail and service commercial and office development to present Town Center area through zoning and permitting processes. Specifically, encourage new businesses to infill the rectangle formed by Mashell Avenue, Larson Street, Orchard Avenue, and Lynch Street.

Policy 4f: 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.

Policy 4g: Enact design ordinances for commercial structures in the Town Center area and along major town entrances that require rear and side parking.

Policy 4h: Encourage large parking areas to utilize permeable surfaces, and landscape parking areas to 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.

Policy 4i: Promote the preservation and enhancement of historic features in the Town Center area, possibly through incentive programs and similar mechanisms.

Policy 4j: Encourage infill development in the Town Center.

Policy 4k: The Town Center and Corridor Study dated February 26, 2007, is hereby adopted and incorporated into the Eatonville Comprehensive Plan by reference.

Policy 4l: Development within the designated CoLI should be designed to create walkable, compact, and transit-oriented community that maintains the Town's historical character, with a mix of residential, commercial and cultural uses.

10.7.5 Goal LU-5: Ensure environmental protection is harmonized with the Town's development.

Policy 5a: Encourage landowners to pursue sustainable practices.

- Provide incentives for residential properties to contain rain gardens.
- Create awareness around effectiveness of rain gardens.

- Control stormwater through implementation of Stormwater Management Plan.
- Encourage sustainable construction of new homes.
- Encourage infill commercial development.
- Encourage adaptive reuse of existing buildings.

Policy 5b: Regulate Land Use and Development, using Best Available Science to protect natural vegetation and hydrology, to prevent significant erosion, and to reduce impervious surfaces.

- Conserve streams by promoting preservation of Riparian Buffer around Mashel River and Ohop Creek

Policy 5c: Regulate Land Use and Development to comply with the Urban Growth Boundary.

- Buffer natural areas from development by respecting the Urban Growth Boundary (UGB).
- Development in flood areas requires special development regulations that ensure protection of critical areas.

10.7.6 Goal LU-6: The Town shall encourage efficient use of land, build community value, and limit urban sprawl.

Policy 6a: Infill Development

1. Ensure that infill construction and area redevelopment are done in a manner that reinforces the established neighborhood character and is architecturally compatible with the surrounding existing commercial and residential areas.
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.
3. Protect the character of single-family residential neighborhoods by focusing higher intensity land uses in designated centers and corridors.
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.
5. Direct new higher density residential uses to centers and corridors designated on the land use plan map.
6. Ensure that infill and redevelopment projects are well- designed and compatible with surrounding uses and building types.
 1. Enable flexible design standards for infill development that are architecturally compatible with the context of the proposed area by permitting higher intensity activities without detracting from the existing character of the area.
 2. Use existing services and infrastructure to reduce the cost of creating new housing. New construction should take advantage of existing services and infrastructure so that public resources can then

be redirected to other needs, such as adding amenities to these projects.

3. Emphasize centers and corridors to provide opportunities for complementary types of development and a greater diversity of residential densities.

4. Promote complementary types of development, which may include places for neighborhood residents to work, shop, eat, and recreate. These uses should be developed in a manner that avoids negative impacts to surroundings.

5. Design buildings to maintain compatibility with surrounding development. 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.

6. Higher density residential uses in centers range from multi-story condominiums and apartments in the middle to small-lot homes at the edge. Other possible housing types include townhouses, garden apartments, and housing over retail space.

Policy 6b: Mixed Use in Commercial Core

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.

2. Achieve a proportion of uses in centers that will stimulate pedestrian activity and create mutually reinforcing land uses.

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

4. Encourage building and site design that allows a variety of housing forms while remaining compatible with the character of the immediate surrounding area, thereby generating community support for development at planned densities.

5. Coordinate land use and transportation planning to result in an efficient pattern of development that supports alternative transportation modes consistent with the transportation chapter and make significant progress toward reducing sprawl, traffic congestion, and pollution.

1. Designate centers and corridors (neighborhood scale, community or district scale, and regional scale) on the land use plan map that encourage a mix of uses and activities around which growth is focused.

2. Promote centers to be designated where the potential for center development exists. Final determination is subject to the Town planning process.

3. Designated neighborhood, district, and employment centers are on the land use plan maps in areas that are substantially developed.

4. Encourage centers to complement existing on-site and surrounding uses and seek to achieve a proportion of uses that will

stimulate pedestrian activity and create mutually reinforcing land use patterns. Uses that will accomplish this include public, core commercial/office and residential uses.

5. Increase the overall housing density. Increased density promotes efficient and cost effective provision of city facilities, services, and transportation systems and enables the provision of affordable housing.

6. Promote a variety of housing types, such as townhouses, courtyard buildings, and housing clusters, to contribute to housing diversity and interest, and provide more opportunities for prospective residents.

7. Endorse higher residential density in commercial areas to provide additional economic stability for businesses while lessening automobile dependence.

8. Ensure the transportation element forecasts future traffic and provides information on the location, timing, and capacity needs of future growth. The transportation element must also identify funding to meet the identified needs. If probable funding falls short of needs, the GMA requires the land use element to be reassessed to ensure that needs are met.

10.7.7 Goal LU-7: Provide a basis for employment in the community without jeopardizing the natural environment.

Policy 7a: Require that all industrial development comply with federal, state, and Puget Sound Air Pollution Control Authority air quality standards.

Policy 7b: 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.

Policy 7c: Promote the development of clustered commercial facilities to accommodate high traffic-generating uses and restrict sprawl along highways.

Policy 7d: Designate lands located in the Lynch Creek Quarry area for industrial use.

10.7.8 Goal LU-8: Protect the airport from incompatible land uses through provisions in the Comprehensive Plan and Development Regulations.

Policy 8a: Encourage a balance between infrastructure preservation, economic development and quality of life.

Policy 8b: Protect the viability of the airport as a significant economic resource to the community and the State.

Policy 8c: Enhance coordination and consistency between comprehensive plans, implementing regulations, and airport plans.

Policy 8d: Reduce hazards that may endanger the lives and property of the public.

Policy 8e: 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, aviation 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.

Policy 8f: Encourage aviation-related land uses, commercial and industrial development within the Aerospace designation.

Policy 8g: Within 2,500 feet outward of runway ends, discourage new residential and new intensive commercial and industrial development.

Policy 8h: 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.

Policy 8i: Discourage the siting of uses adjacent to airports that attract birds, create visual hazards, or emit transmissions that would interfere with aviation communications.

Policy 8j: 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.

Policy 8k: The Eatonville Airport Layout Plan is hereby adopted and incorporated into the Eatonville Comprehensive Plan by reference. The Airport Layout Plan should be periodically updated.

Policy 8l: Appendix “F” (*Compatibility Criteria*) of the WSDOT Airport and Compatibility Land Use Guide Book, and the Puget Sound Regional Council Airport Compatible Land Use Program, should be reference materials during the development or amendment of goals, policies or implementation strategies.

10.7.10 Goal LU-10: 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.

Policy 10a: As far as possible, businesses should be protected from incompatible uses on adjacent properties.

Policy 10b: The Town shall seek to have land available for business expansion and new businesses.

Policy 10c: With respect to economic development in South Pierce County:

- The Town will vigorously oppose development outside the Town limits that are likely to drain retail sales from businesses within the Town.
- 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.
- The Town will seek agreement, such as an interlocal agreement, with Pierce County that any commercial or industrial development proposed within the Eatonville Urban Growth Area will be serviced by Town owned utilities and annexed to the Town.

10.7.11 Goal LU-11: Town land use decisions shall seek to direct development to areas that have existing adequate infrastructure. The Town infrastructure development shall meet short-term needs and the Town shall have infrastructure plans that will meet the needs of anticipated long-term growth.

Policy 11a: The infrastructure charges to applicants for permits shall be structured to favor development in areas of infilling where adequate infrastructure exists.

Policy 11b: Developments in areas of inadequate existing infrastructure shall pay the full costs of the construction of an infrastructure adequate to serve the development.

Policy 11c: 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.

Policy 11d: The Town, as far as possible and desirable, shall seek to minimize cross-subsidization between existing development and new development with respect to both direct service infrastructure and capacity infrastructure.

Policy 11e: The Town shall have an infrastructure improvement plan, which anticipates needs and developments in the next six (6) years. Each year the town shall update its infrastructure plan for the next six (6) years.

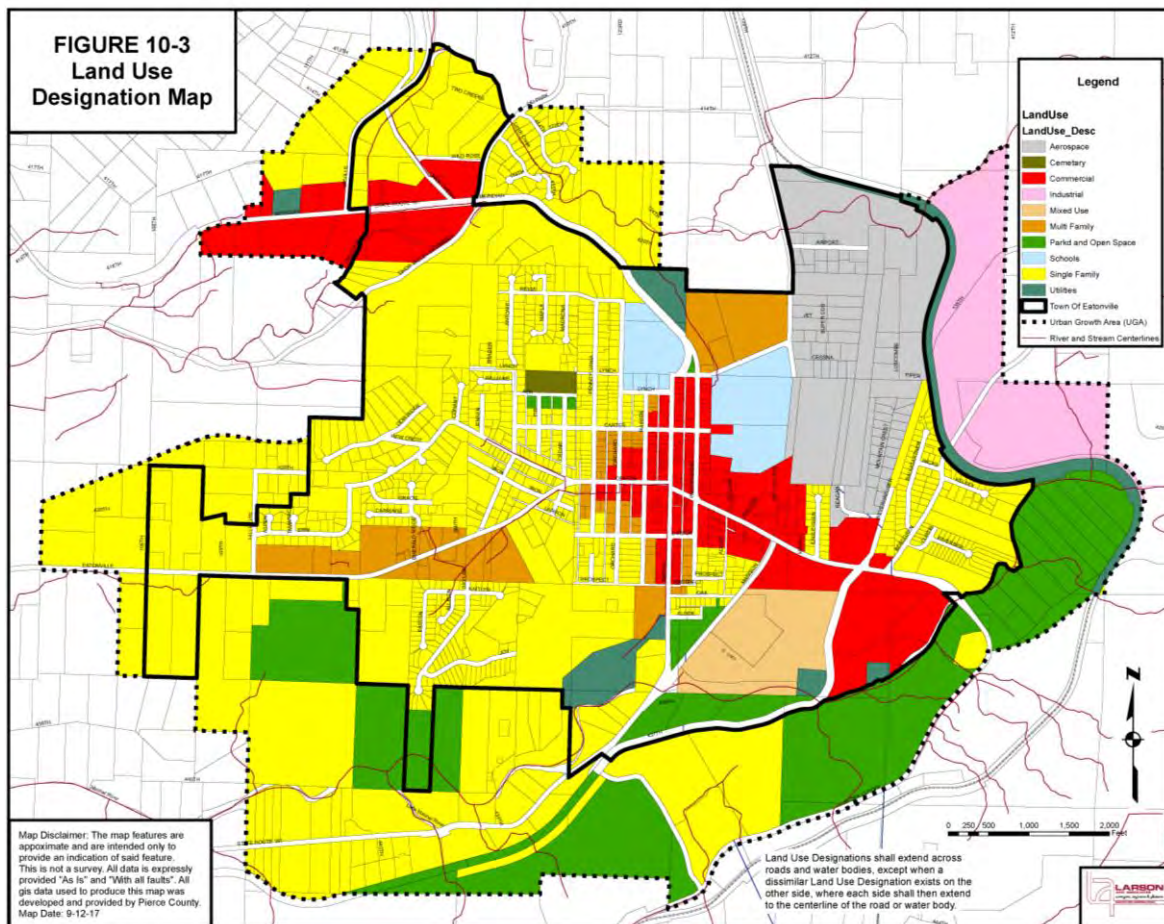
10.8 LAND USE PLAN

10.8.1 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 Commerce (WAC Chapter 365-196), 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, reduce sprawl, and curtail the inappropriate or premature conversion of undeveloped land into low-density development. The land use designations for the Town of Eatonville and the Town’s UGA are presented in the Land Use Designation Map below, Figure 10-3.

**Figure 10-3
Land Use Designation Map**



The GMA, therefore, requires that the County and each city or town 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 countywide process to allocate countywide population forecasts from the state 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. 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 Commerce 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.”

10.8.2 Residential Land

The predominant land use in the Comprehensive Plan for Eatonville is single family residential as shown in Figure 10-3. 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 multifamily development.

10.8.3 Mixed Use Land

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

10.8.4 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 development in Eatonville, in addition to the downtown core, is along Washington and Mashell Avenues and along Center Street East.

10.8.5 Industrial Land

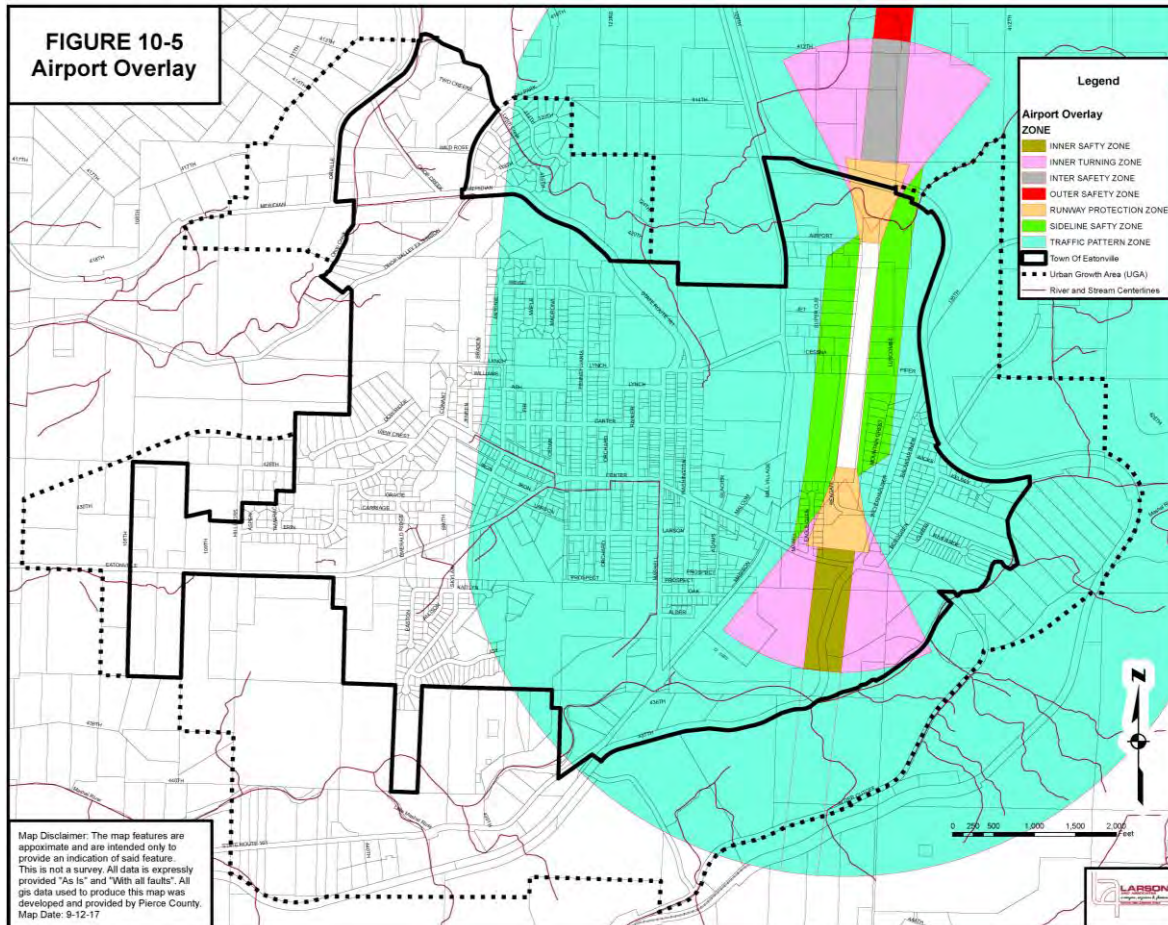
Light industrial uses are permitted on lands designated Industrial and Aerospace. The Lynch Creek Quarry Area is designated for Industrial Use. Certain restrictions apply on lands close to the airport runway and lands located within the adopted Airport Overlay (Airspace Part 77 Plan).

10.8.6 Aerospace Land

Land in the Aerospace land use designation can be developed for residential, commercial or industrial uses. Minimum lot size for residential development is 21,000 square feet to allow for the construction of aircraft hangars on the residential lots. Aircraft hangars may also be constructed on lands utilized for commercial and light industrial purposes. Depending on proximity, structural height limitations may apply to development near and around the airport runway. As such, consistent with the Federal Aviation

Administration requirements for the operation of a public airport, airspace Part 77 planning is required. Below in Figure 10-5 is an illustration of the Airport Overlay map for Swanson Field, which represents the various (FAR) Part 77 “Imaginary Surfaces” that are used by aircraft operations.

**Figure 10-5
Airport Overlay**



10.8.7 Public Use

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

10.8.8 Partnering

The National Park Service is keenly aware of the high traffic volumes created on Eatonville streets, particularly during the summer weekend days by traffic going to and 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 Visitor Center, a multi-modal transit center, fringe parking lots, and trolley shuttle service to the National Park and the proposed Tacoma to Mt. Rainier train station in Eatonville.



Chapter 11

HOUSING

11.1 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.

This chapter will also address the changes that have taken place in the community since the last Comprehensive Plan and how Eatonville hopes to change in the future with respect to housing. Community goals as well as the strategies for achieving these goals are discussed. The input provided by the community has been fundamental in developing how Eatonville hopes to progress in housing. Input at a public community meeting and through an online survey have highlighted Eatonville’s desire to retain its small-town feel. The Town would also like to see a balance between commercial and residential development. In addition to this, residents hope to ensure that sufficient housing is available to accommodate all types of people. Safe and well-maintained neighborhoods are important to residents, who also expressed a desire for future residential development to be maintained within the Town. The following section provides a snapshot of the future of Eatonville’s housing in the next twenty years.

11.2 HOUSING VISION

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 has been balanced by 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.

11.3 HOUSING INVENTORY

11.3.1 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 79.7 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 shows a significant growth in single-family housing construction and a decline in both multifamily housing and mobile homes in 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. It will be important for Eatonville to 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 11.7 of this chapter. (Data from 2010 and 2000 U.S. Census.)

Table 11-1
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
Total	824		1,059		235	34.5

Source: 2000, 2010 U.S. Census

11.3.2 Year Structure Built.

The time period in which housing was constructed is shown in Table 11-2. Since 2000, 218 housing units were added to the housing stock, or about 22 housing units per year.

Table 11-2
Year of Housing Unit Construction

Year Structure Built	Housing Units
----------------------	---------------

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

11.3.3 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.)

Table 11-3
Occupancy Status 2010

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

Source: 2010 U.S. Census

11.3.4 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 11-4
Tenure of Occupied Housing Units 2010

	Housing Units	Percent of Total
Owner-Occupied	692	69.8
Renter-Occupied	300	30.2
Total	992	100

Source: 2010 U.S. Census

11.3.5 Household Size.

Eatonville's household size in the year 2010 amounted to 2.78 persons per housing unit. This is an increase of about 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.)

11.3.6 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 11-5. (Data from the 2010 U.S. Census.)

Table 11-5
Housing Value

Housing Values	Housing Units	Percent
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
Total:	677	100

Source: American Community Survey, 2006-2010

Of the total housing units in Eatonville, 256 housing units were occupied by renters. The amount of rent paid is shown in Table 11-6. (Data from the American Community Survey, 2006-2010.)

Table 11-6
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 \$1,249	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.

11.4 HOUSING GOALS AND POLICIES

11.4.1 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. The Growth Management Act does not define

the item “affordable housing,” but its use of the term indicates that it should be broadly construed to refer to a wide range of housing types at varying costs, capable of meeting the needs of all economic segments of the community.

11.4.2 Goal H-1: Accommodate growth and maintain affordability.

Objective 1a: Accommodate additional housing units in accordance with projected population increases over the next twenty years (needed additional units as calculated in Land Use, Chapter 10, Table 10-3).

- Coordinate planning efforts between Pierce County and the State of Washington as well as with neighboring communities.
- Maintain a residential housing density that is consistent with the Pierce County Comprehensive Plan.

Objective 1b: Maintain housing affordability over the lifespan of the plan.

- Strive to balance the supply of housing with demand.
- Continue to assess the effects that Town regulations and policies regarding environment protection and urban design have on housing affordability.
- Apply affordability covenants on properties to maintain housing affordability in the long run.

Objective 1c: Focus new residential development in currently built-up areas.

- Continue to permit in residential and mixed-use zones, but limit residential development in special overlay zones and industrial areas.
- Ensure that the CIP is consistent with desired residential development, i.e. that new infrastructure projects are built within the areas where residential growth is desired.

11.4.3 Goal H-2: Encourage housing diversity and quality.

Objective 2a: Retain the character and feel of the small town through the housing form.

- Develop affordable housing tools to preserve existing single-family character, while also contributing to the provision of affordable housing.
- Adopt West Eatonville Subarea Design Guidelines or formulate similar guidelines to improve quality and sustainability of housing.

Objective 2b: Support diverse types of housing units.

- 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.
- Allow for higher density development in multifamily zones to accommodate low-income, older and/or disabled populations.

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

- Allow and encourage a range of housing types for seniors, such as independent living, various degrees of assisted living, and skilled nursing care facilities.

- Strive to increase opportunities for seniors to live in accessible housing with services nearby.
- Encourage methods of modifying the Town's housing stock to enable changing households to remain in the same home or neighborhood for many years.

Objective 2d: Preserve, protect, and strengthen the vitality and stability of existing neighborhoods.

- Encourage safe and healthy housing free of known hazardous conditions. Actively encourage maintenance and compliance with the codes, and seek to inspect on a regular basis rental structures most likely to have code violations.
- Utilize the State of Washington Department of Community, Trade and Economic Development's Affordable by Design Program to apply best practices and principles to achieve affordable and attractive housing.

11.4.4 Goal H-3: Provide Affordable Housing to Low-Income Households.

Objective 3a: Disperse low-income housing units throughout the Town.

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

Objective 3b: Support both affordable rental and ownership opportunities for low-income families.

- Coordinate with Pierce County and Washington State to provide assistance to low-income families.
- Assist low-income residents to pursue Pierce County's First-Time Homebuyer Program to encourage low-income homeownership.

Objective 3c: Encourage and maintain safe, good-quality affordable-housing units.

- Encourage the preservation of existing low-income housing by: using 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; inspecting renter-occupied housing for code compliance.
- 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.
- 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.
- 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).

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

Objective 4a: Encourage development of high-efficiency housing.

- Encourage homeowners/developers to collaborate with the Master Builders Association of Pierce County's Built Green Program to build green housing.
- Pursue funding opportunities with Funder's Network's Green Building Green Neighborhoods Program to fund sustainable housing options.
- Utilize HUD's Community Challenge Grant Program to pursue affordable and sustainable housing options.

Objective 4b: Generate alternative energy options.

- 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.
- Strive to increase the percentage of housing units that have rain gardens in the next 20 years through collaboration with the Stewardship Partners and the Nisqually Tribe.

Objective 4c: Encourage the development of housing in ways that promote energy conservation and protect the natural environment, including environmentally critical areas.

- In the historic core, allow for adaptive reuse of existing buildings.
- Prevent new housing development in critical salmon and ecological habitats consistent with the Shoreline Management element of the Comprehensive Plan.
- Adhere to the Low-Impact Development and Architectural Guidelines set out in the Nisqually Watershed Stewardship Plan.

11.5 AFFORDABLE HOUSING

11.5.1 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."

11.5.2 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. Household income in 2010 is shown in Table 11-7. According to the Growth Management Act: "Affordable housing means residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household's monthly income."

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

Table 11-7
Household Income in 2010
Town of Eatonville

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

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 11-8.

Table 11-8
Maximum Affordable Housing Costs for Low to Moderate Income Households
Town of Eatonville

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.
Source: American Community Survey, 2006-2010

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 11-9.

Table 11-9
Maximum Affordable Housing Rents for Low to Moderate Income Households,
Town of Eatonville

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.
Source: American Community Survey, 2006-2010

11.5.3 Affordable Housing Demand and Supply.

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 11-10.

Table 11-10
Affordable Housing Demand and Supply for Low to Moderate
Income Households Town of Eatonville

Income Classification	Demand
Very low-income	140

Low-income	79
Moderate-income	34
Total	253

11.6 HOUSING PLAN

11.6.1 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 Community, Trade, and Economic Development. In Eatonville, the Pierce County Housing Authority operates the 28-unit Glacier Village apartments for the elderly. Pierce County also provides assistance to low-income households through various programs administered under the community development block grant program.

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. It is also a focus for the Town to increase the amount of multifamily development in order to accommodate households of all income ranges. It is suggested that Eatonville create a Grants Strategy Committee to pursue funding opportunities to improve and increase the amount of affordable housing in the Town as well.



Chapter 12

PARKS AND RECREATION

12.1 Vision

The health and well-being of Eatonville’s individual 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 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.

12.2 PARKS AND RECREATION FACILITIES

12.2.1 Parks, Open Spaces, and Gathering Areas

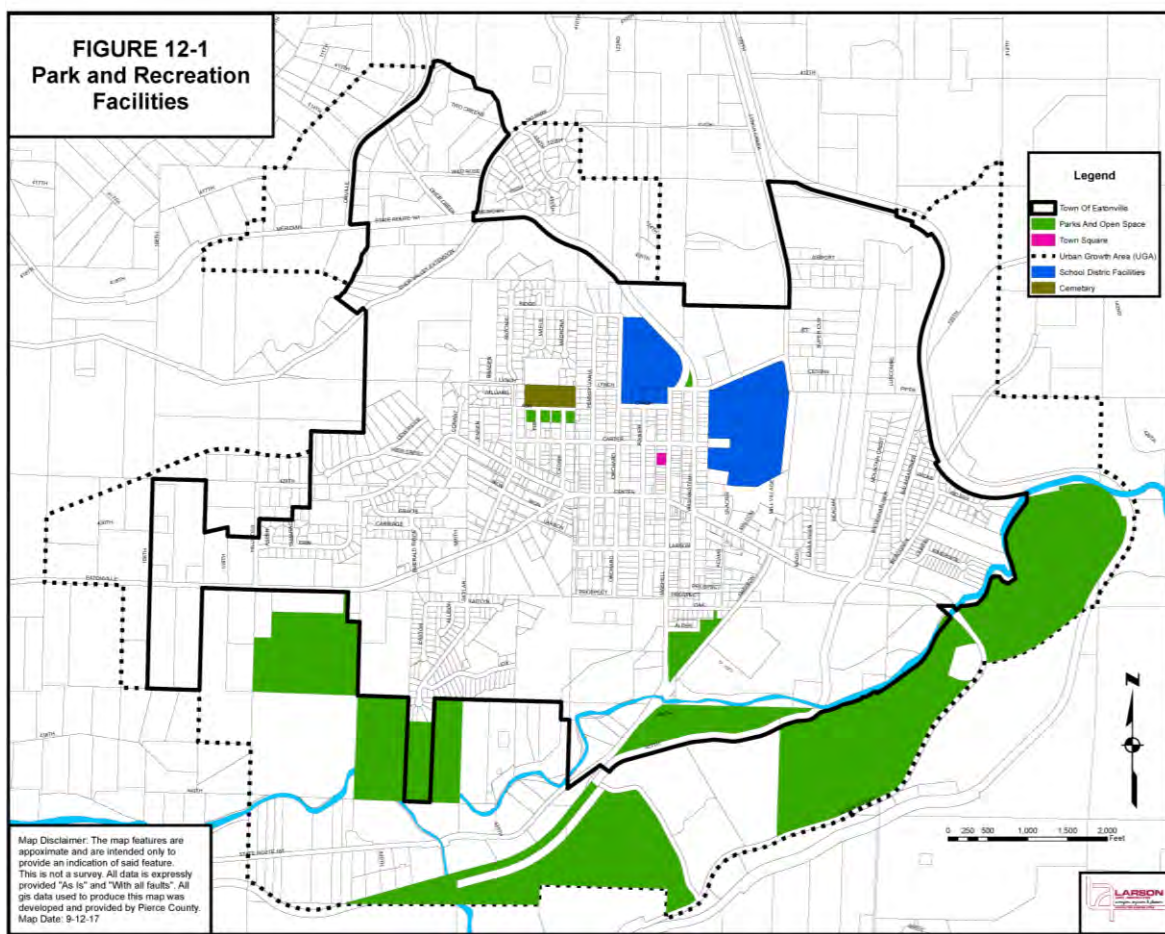
Table 12-1

<u>Parks / Open Spaces</u>	<u>Type</u>	<u>~Acres</u>	<u>Provider</u>
Smallwood Park	Community Park	26	Eatonville
Millpond Park	Neighborhood Park	5.81	Eatonville
Town Square	Plaza	.17	Eatonville
Nevitt Park	Neighborhood Park	.48	Eatonville
Glacier View Park	Neighborhood Park	1.57	Eatonville
Open Space SE of Mashel River	Open Space	131.2	Eatonville
Open Space South of Town	Open Space	53.5	WA State & Eatonville

Open Space SW of Town	Open Space	37.62	Nisqually & Eatonville
Open Space – Scout Pond	Open Space	28.55	Eatonville
Dogwood Park	View Point	.75	WA State DOT
Rimrock County Park	Other	139.27	Pierce County
Alder Lake Park	Camping	161	Tacoma City Light
Ohop Lake	Sportsman Access	5.6	Washington DFW
Rapjohn Lake	Sportsman Access	2.32	Washington DFW
Tanwax Lake	Sportsman Access	1.97	Washington DFW
Mount Rainier National Park	National Park	236,384	National Park Service
Charles Lathrop Pack Experimental and Demonstration Forest	Other	4,300	University of WA

Table 12-1 shows the parks, open spaces, and gathering areas located in and near the Town of Eatonville. Figure 12-1 is a map of those that are under the Town’s jurisdiction.

Figure 12-1
Eatonville Parks and Open Spaces



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 ¼-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.

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 currently rents.

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.

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, barbeque 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.

The town contains two areas designated as open space that were purchased 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 12-1). Most notable is Mount Rainier National Park, which draws thousands of visitors each year and employs some Eatonville residents.

12.2.2 Recreational Facilities

Table 12-2 lists the various recreation facilities in Eatonville.

The Eatonville Community Center, located at 307 Center Street West, provides recreation opportunities such as an indoor basketball court, painting classes and line dancing. Parents and Students in Action, a local group, runs a teen center at the facility Monday through Friday. Catholic Social Services 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.

**Table 12-2
Public Recreational Facilities in Eatonville**

Public Facility	Details	Provider
Community Center	Contains basketball	Eatonville
Walking/hiking Trails	0.5 miles	Eatonville
Millpond Skate Park	Skate-park / playground	Eatonville
Mashel Falls/South Mashel River	Undeveloped	Owned by Eatonville
Playground	Elementary Facility	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	Eatonville School Dist
Baseball Field	5	Eatonville School Dist
Tennis court	4 courts	Eatonville School Dist
Gymnasiums	4	Eatonville School Dist
Northwest Trek Wild Animal Park	Wildlife Park	Metro Parks Tacoma

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. 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 Urban Growth Area. The Town has no immediate plans to develop the site.

Eatonville School District maintains swimming pool, 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 three 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.

12.2.3 Condition and Level of Service

Table 12-3 shows the level of service standards for recreational facilities for the Town along with the current supply of facilities. These standards were adopted from the National Recreation and Park Association. Currently, the Town is meeting service needs for all facility types.

In 2015, the population of Eatonville was 2,896; by 2035, the population is projected to be 3,289.

Table 3 shows that Eatonville will need increased neighborhood park acreage, as well as increased 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 2035.

Currently, the recreational areas and facilities provide few opportunities for residents and visitors to engage in the cultural and natural heritage of Eatonville.

**Table 12-3
Future Park and Recreation Facilities Demand**

Facility	Level of Service Standard	Current Supply	2015 Demand	2015 Surplus Deficiency	2035 Demand	2035 Surplus Deficiency
Population	---	---	2896	---	3289	---
Neighborhood Park	2 acres/1,000 Population	6 acres	5.8 acres	+.2 acres	6.5 acres	-.5 acres
Community Park/Open space	8 acres/1,000 Population	281 acres	23.2 acres	+257.8 acres	26.3 acres	+254.7 acres
Tennis Courts	1 per 1,700 Population	5 courts*	1.7 court	+3 courts	2 courts	+ 3 courts
Soccer Fields	1 per 3,000 Population	2 fields*	1 field	+1 field	1 field	+ 1 field
Baseball/Softball Fields	1 per 4,000 Population	5 field*	1 field	+4 fields	1 field	+4 fields
Walking/Hiking Trails	1 mile per 5,000 Population	0.5 Miles*	0.5 miles	0.0 mils	.65 miles	-.15 miles

* School District Facilities

12.3 GOALS AND OBJECTIVES

Introduction

At the community meeting held on March 31, 2012, residents of Eatonville shared their opinions on a variety of topics surrounding parks and recreation in their town. In general, we learned that residents enjoy visiting Eatonville's parks. George Smallwood Memorial Park is the most popular park, and Millpond Park seemed to be the second most popular. Many residents indicated that they go to Glacier View Park once a year for the Arts Festival, which the Lions Club puts on every August. The residents at the meeting overwhelmingly supported making salmon a prominent part of Eatonville's image. They see the salmon runs in and around the Town as an important asset for the community and a way to draw in visitors. However, many residents complained that knowledge of

Eatonville's in-town recreational amenities is low, particularly for people passing through. Residents also indicated a strong interest in a community garden for the town and for more community events for both locals and visitors to enjoy.

The updated Vision for Eatonville emphasizes embracing the Town's natural amenities both for the sake of the environment and for recreational activities. With this in mind, we developed the following goals, objectives, and strategies for the Parks and Recreation element of the 2012 Comprehensive Plan update.

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

Objective 1a: Increase community park area and accessibility.

- Establish an open space or park in the western part of town.

Objective 1b: Increase appurtenances in existing parks.

- Include drinking fountains, benches, playgrounds, tot lots, etc., in parks.

Objective 1c: Maintain the quality of existing park facilities and improve them as funds permit .

Objective 1d: Implement a community garden program within the Town.

- Maintain a suitable location for a community garden.
- Develop a program to manage the community garden.

Objective 1e: Implement the 2009 Regional Trails Plan.

Objective 1f: Use parks and open space to visually and physically connect disparate parts of commercial area.

- Design potential open space options for downtown area.

12.3.2 GOAL PR-2: Provide parks and recreation facilities through cooperative efforts with other governmental agencies, such as the Eatonville School District.

Objective 2a: Identify potential agencies and organizations with whom to form partnerships.

- Afterschool volunteer programs (to clean parks, gardening, event planning).
- Non-profits (Nisqually Land Trust, Lion's Club, Puget Sound Partnership, Pioneer Museum).
- Government agencies (Department of Ecology, Department of Health, Eatonville School District).

Objective 2b: Determine types and locations of facilities that can be practically built through partnerships, and for which there is a public demand.

Objective 2c: Create/provide these facilities, using appropriate funding.

12.3.3 GOAL PR-3: Promote clean water, air, and landscapes for the community's health and enjoyment.

Objective 3a: Reduce contamination of water from parks and recreational facilities.

- Install and maintain rain gardens in parks and recreational areas as funding options occur.
- Limit impervious surfaces within parks and recreational facilities (and use pervious surfaces whenever possible).

Objective 3b: Reduce use of virgin materials.

- Use recycled and reclaimed materials whenever possible.
- Use locally sourced materials whenever possible.

Objective 3c: Reduce environmental deterioration from park visitors.

- Provide information for how visitors to parks can reduce their impact on the local environment.
- Provide garbage and recycling bins in the Town's parks (afterschool volunteers may be able to help maintain these).

Objective 3d: Establish policies for the management and protection of the Town's watershed areas.

- Provide public information regarding the importance of watersheds.
- Establish rules and regulations that protect the Town's watershed from adverse uses and activities.
- Provide effective watershed signage at appropriate locations.

12.3.4 GOAL PR-4: Utilize Eatonville's parks and recreational facilities to integrate salmon as a key component of the Town's image.

Objective 4a: Develop a program for salmon and environmental education in the parks.

- Create informative and interesting signs/exhibits for visitors.
- Apply for federal/state/tribal grants to fund programs (see page X for possibilities)

Objective 4b: Provide displays/information on salmon and parks at the Town's Community Center, Visitor Center, and Web site.

- Partner with high school to form unpaid internship opportunities for students for graphic and Web design.

Objective 4c: Host salmon-centered activities to involve the community and draw visitors.

- Hold an annual salmon festival or salmon bake.

12.3.5 GOAL PR-5: Provide opportunities for residents and visitors to engage in and appreciate Eatonville's natural amenities, historical heritage, and local community.

Objective 5a: Develop an exhibit on Eatonville's logging history and culture.

- Possibly create a replica mill near the Old Mill site.

Objective 5b: Increase number of community events in Town.

- Potentially host an annual spring festival, hold screenings of movies in the park, etc.

Objective 5c: Increase awareness among residents and visitors of the Town's noteworthy sites and recreational opportunities.

- Provide information on sites and opportunities at the Town's Community Center, Visitor Center, and Web site.
- Post signs on the main roads on the outskirts of Town alerting drivers to Eatonville, its amenities, and nearby sites, such as the local waterfalls.

12.3.6 Additional Implementation Strategies

The Town should begin by identifying appropriate locations for additional recreational amenities. For example, the 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, a non-profit "Friends of Eatonville Parks" could be established to maintain, promote, and raise funds for the park system. They may also help to plan and coordinate a community garden, salmon education program, and historical exhibit.

Funding for a salmon education program could come from various state departments (Department of Ecology, Department of Fish and Wildlife, Department of Natural Resources, Puget Sound Partnership, People for Puget Sound, state parks, university environmental classes). Some potential grants are listed below:

- 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)
- 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&oppId=132454>)
- Partner with Eatonville High School to establish an internship program for parks and recreation.
- Meet with residents interested in volunteering to begin developing a "Friends of Eatonville Parks" group.
- Meet with Eatonville Historical Society to discuss possible sites and programs for a historical display.

- Plan two new annual community events at the parks.
- Research grants/funds for salmon program.
- Plan locations for signs.
- Begin hiring interns for internship.
- “Friends of Eatonville Parks” identify tasks it can manage, begin taking responsibilities. Begin planning clean-up days, host fundraising events.
- Begin applying for grants/funds for salmon program.
- Identify funding sources for new signs (interns can help with this).
- Implement salmon education program.
- Implement historical exhibit/display.



Chapter 13

ECONOMIC DEVELOPMENT

13.1 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 becomes more economically vibrant in the future.

13.2 Vision.

In 2035, Eatonville has become known for its nearby parks, recreational opportunities, and its leadership on salmon restoration activities, drawing visitors to these attractions and providing a boost to local businesses. Marketing partnerships between the Town, the National Park Service, 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. Many diverse businesses now operate in Eatonville, meeting the residents' needs and appealing to visitors, too.

13.3 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. Population growth combined with declining natural resource-based industries has made the Town a bedroom community, with many more residents than jobs. Its 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, 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 and strengthen the local economy.

13.4 Previous planning.

The Town of Eatonville and its partners have completed several plans that relate to economic development in the past 15 years, 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 key assets 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, new residents downtown who patronize local businesses, maintenance of historic buildings, 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 Eatonville's Town Center to encourage a more lively business district with more customers.

Some progress has been made on these economic development goals, including establishment of a Visitor Center in 2009 and a new, 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 and budget constraints limit the Town's ability to invest in tourist facilities or marketing.

13.5 Public Input.

Eatonville residents and business owners were asked for input for the development of this plan update at a public meeting held March 31, 2012, and an online survey. The public meeting, which was attended by about 40 residents, included a table on economic development as well as a large group discussion that included economic development issues. Economic development issues raised by participants include:

- Many residents aren't aware of the businesses currently in Town. Better marketing and signage could increase local purchasing.
- Eatonville has a large number of retired and older residents. More facilities for older residents, such as a retirement home and more health-care options, would help these residents stay in Eatonville.
- Businesses on Washington Avenue should not be left out of discussions about the central business district.
- The Town needs more stores that sell basic goods for local residents, including clothing.
- There is potential for industrial development in the Lynch Quarry area.
- There is a lack of jobs in Town for young people.
- Eatonville's lower sales tax rate provides an advantage compared with neighboring communities.
- There's an opportunity for tourism at the Old Mill site.
- The Town government could make it easier for businesses to operate in Eatonville, including approving better signage.

The online survey was publicized to local businesses and residents and was answered by 36 people. When asked what Eatonville's major assets are, the most popular answers were "location near Mt. Rainier," "natural beauty and nearby parks," "strong school system," and "an involved community." Another survey question asked, "What types of businesses would you like to see more of in Eatonville?" The highest number of responses (28) was retail stores, followed by restaurants (23), recreation-related businesses (23), and industrial businesses (15). Ten people responded with "other," which included lodging, a brewpub, a gas station, and assisted adult housing. An open-ended survey question asked, "What types of stores would you like to see more of in Eatonville?" Popular answers included: a new or bigger grocery store, a general merchandise or department store, a

bowling alley, an ice cream parlor, restaurants, gift shops, brewpubs, a gas station, and outdoor recreation stores. Some survey respondents were in favor of chain stores and restaurants, whereas others passionately objected to chains.

13.6 CURRENT ECONOMIC ENVIRONMENT

13.6.1 Population and Labor Force.

Eatonville's population increased by 27 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. Owner-occupied housing is the majority with 692 units, while renters make up 300 units (2010 U.S. Census). In 2010, the median household income in Eatonville was \$59,267, according to American Community Survey estimates, 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 consistent with the Pierce County growth rate projection included in Exhibit A to Ordinance No. 2011-36s. Population in Eatonville is projected to grow to 3,289 by the year 2035. Table 13-1 displays Eatonville's historic and projected population numbers.

**Table 13-1
Population Forecasts**

Year	Population	Year	Population
1970	724	2010	2,758
1980	918	2011	2,784
1990	1,374	2012	2,805
2000	2,012	2013	2,804
2001	2,040	2014	2,855
2002	2,070	2015	2,896
2003	2,095	2030 *	3,120
2004	2,165	2035 **	3,289
2008	2,375	--	--

Source: 2015 United States Census Bureau

*Projection based on Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

**Projection based on straight line extrapolation using Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

Of the 2,012 persons residing in Eatonville in 2000, 889 were in the labor force (U.S. Census data), whereas in 2010, the population of 2,758 included 1,203 in the labor force. Labor force participation rate in Eatonville in 2012 was 71.3 percent, with 1,274 persons in the labor force of the 1,787 persons of working age (between ages of 16 and 64). Labor force participation in Eatonville in 2012 is shown in Table 13-2.

Table 13-2
Labor Force Participation, Number of Workers
Year 2000 and 2012

Industry	2000	2012*
Agricultural, forestry, hunting, mining	42	29
Construction	71	79
Manufacturing	85	134
Wholesale trade	31	56
Retail trade	137	142
Transportation, warehousing, utilities, transportation	60	67
Information	22	32
Finance, insurance, real estate	16	101
Professional, scientific, managerial, administration	54	118
Educational, health, social services	202	242
Arts, entertain, recreation, accommodate, food services	64	86
Other services	48	68
Public administration	57	49
Total	889	1203

* Based on American Community Survey estimates

13.6.2 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 2035, 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.

Table 13-3
Labor Force Historic and Projected Forecasts

Year	Historic and Projected
1990	508
1993	558
2000	1,123
2002	1,324
2010	1,677

<u>2012</u>	<u>1,787</u>
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

Italics indicate projections

13.6.3 Income.

According to Census data and ACS projections, the median income had risen to \$59,267 by the year 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 will presumably continue to rise in subsequent years to \$64,551.

13.6.4 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, 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.

Table 13-4 details leakage/surplus factors for individual industries, comparing the retail sales purchases in the Eatonville Trade Area to the Competitive Trade Area. Red numbers indicate industries that are currently experiencing retail leakages, meaning that these are industries that draw consumers into the Town to make purchases. Alternatively, green numbers indicate industries that are experiences surpluses, meaning that these industries are underperforming economically, and therefore have a surplus of potential sales. 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 industries in the Competitive Trade Area and other surrounding markets.

Table 13-4
Retail Leakages

Industry	Eatonville Trade Area (Leakage/Surplus)	Trade Area Competition
Motor Vehicle & Parts Dealers	78.9	-22.4
Food & Beverages Stores	-2.8	-3.2
Health & Personal Care Stores	14.2	12.8
Gasoline Stations	-7.5	21.0
Clothing & Accessories Stores	97.5	-8.7
Sporting Goods, Hobby, & Book Stores	63.6	-25.1
General Merchandise Stores	65.4	10.5
Miscellaneous Retailors	59.2	20.2
Non-Store Retailers	79.3	0.9
Food Services & Drinking Places	29.1	7.4

Industries such as full-service restaurants, food stores, and beer, wine, and liquor stores, though few in number, are all 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. 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.

13.6.5 Infrastructure and Land Use.

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 10 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.

13.7 Goals and Objectives

13.7.1 GOAL ED-1: Attract new businesses and retain existing businesses to improve the tax base and economic vitality of the Town.

Objective 1a: Encourage development that will increase employment in Eatonville.

- Attract new commercial and industrial business to appropriately zoned areas.
- Promote large-scale industrial and retail facilities in zones with appropriately large parcels.

Objective 1b: Encourage home-based businesses and people working at home to help the local job market become more flexible.

- Draw more high-tech business such as IT and distance education.
- 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 to work and congregate.
- Encourage and promote Swanson Field and the airport designation for innovative aviation and related technology development.

Objective 1c: Reduce consumer leakages and enhance competitive power of local business.

- Provide incentives to concentrate new development within town limits on lots that are currently undeveloped.
- Explore the feasibility of attracting industries in which local residents are currently purchasing goods outside of town, using methods such as market analysis, community surveys, or trade area surveys. Examples of business types include:
 - Motor vehicle and parts dealers
 - Furniture and home furnishings stores
 - Building materials, garden equipment, and supply stores
 - Clothing and clothing accessories stores
 - Sporting goods, hobby, book, and Music stores
 - General merchandise stores
 - Non-store retailers
- 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 stores
 - Food and beverage stores
 - Health and personal care stores
 - Gasoline stations
 - Miscellaneous retailers
 - Food services and drinking places

Objective 1d: Maintain relationships with the Nisqually tribe and environmental organizations to continue to restore salmon habitat. A pristine environment and healthy salmon populations will help make Eatonville attractive to businesses, residents, and visitors.

Objective 1e: Develop a business retention program to ensure the continued viability of existing businesses.

- Implement a periodic survey of local businesses to identify needs and locate funding for businesses assistance.
- Initiate regular meetings of Town leaders, businesses, and the Chamber of Commerce to discuss issues, challenges, and solutions.

13.7.2 GOAL ED-2: Establish more-small scale businesses in Eatonville that provide a variety of goods to the Town's residents, minimizing the need to leave Town to accomplish daily activities.

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

- Ensure that residents and locals are aware of the kinds of goods and services available in Town, through advertising, improved signage, or other strategies.
- Direct commercial development to buildable lands located within the downtown commercial area.
- Ensure that transportation facilities connect new and existing residential areas to retail.

Objective 2b: Promote small and medium-sized retail uses (such as grocery and drug stores, banks, clothing, recreation, etc.) that serve residents' needs and diversify the selection of conveniently located goods and services.

- 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 ensure that the results of the analysis are made available to all local businesses.
- Explore the Community's interest in a farmer's market made up 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.
- 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.

Objective 2c: 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.
- Advertise the presence of retired residents in Eatonville to retirement organizations. Reference a market analysis that shows the feasibility of retiree-oriented businesses or homes in Eatonville.

Objective 2d: Explore opportunities to increase visits to local businesses from students of the Eatonville School District and their parents.

- Encourage businesses to sponsor student organizations or events.
- Encourage businesses to cater goods and services to the student population, such as afterschool specials, and explore advertising in the PTA outreach.

13.7.3 GOAL ED-3: Connect visitors with Eatonville businesses and encourage them to stop in Town.

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

- Ensure the Center is fully staffed each summer through partnerships and volunteer programs, with particular outreach to students and seniors.
- Provide information about Eatonville businesses and amenities in the Visitor Center.

Objective 3b: Provide roadway signage for businesses, amenities, and local attractions.

Objective 3c: Market Eatonville in the Puget Sound region and beyond, including its environmental, trail recreation and salmon restoration activities.

- Reach out to writers for travel and outdoor magazines.
- Develop a social media campaign to market Eatonville businesses.
- Promote collaboration with the Chamber of Commerce to ensure an up-to-date Web site about Eatonville businesses.

Objective 3d: Partner with the National Park Service and nearby communities to market Eatonville to Mt. Rainier visitors.

- Work with the Park Service to explore inclusion of Eatonville business information in Mt. Rainier's Web site and brochures.
- Work closely with the Visit Rainier organization to advertise Eatonville businesses.

Objective 3e: Publicize the environmental and salmon restoration activities in Eatonville.

- Partner with the Nisqually Tribe and environmental organizations.
- Reach out to school groups for potential field trips.
- Consider starting a salmon festival to draw people and attention to Eatonville's salmon.

Objective 3f: Work with tourist bus operators to make consistent stops in Eatonville.

Objective 3g: Improve the connection between Washington Avenue and businesses on nearby streets.

13.8 Implementation.

Eatonville today 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.

13.8.1 Implementation steps for local business growth

1. Build or hire a team to do market analysis to locate appropriate opportunities for Eatonville, which has great potential for development in many industries. Plans for economic development may cover many areas, but what the market needs, what the Town can support, and the competitiveness of specific areas should be researched and evaluated to lower the risk to potential investors or business owners. The result of these investigations would include:
 - The types of businesses that residents typically leave town to patronize
 - The businesses that could plausibly be located in Eatonville
 - Local business conditions
 - Analysis of the capacity of the Town for future business in specific industries
2. Based on the result of market analysis, the Town should provide incentives for industries appropriate for Eatonville through assistance with advertising, training, and tax incentives. At the same time, Eatonville should discourage businesses that are likely to fail and/or those that are not part of the Community's vision for the Town.
3. Through a business retention program, assist existing businesses with research and market information

13.8.2 Implementation steps for establishing more small-scale businesses.

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.

1. Consider creating and supporting a farmer's market in Town.
 - 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.
 - Explore incentives to lower start-up costs, to allow for an abundance of diverse goods and keep prices down.
2. To maximize Eatonville's ability to serve residents, the Chamber of Commerce, local co-op, and businesses must constantly reassess the Community's needs. 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. One way to monitor these needs is through frequent formal or informal market analyses.
 - Ideally, the Town would partner with nearby schools, extension offices, or professional consultants. When these options are infeasible, surveys or reports from local businesses could suffice. These sorts of market analyses could identify categories of goods and services that are missing in Eatonville.
 - Results from market analyses should be made available to the Chamber of Commerce and members of both organizations. When possible, results should

include consumer demographics and trends such as the influx of student/parent presence around school hours.

13.8.3 Implementation steps for connecting visitors with Eatonville businesses.

1. Work with the Eatonville Chamber of Commerce to create a Marketing Internship position 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. Having a dedicated intern position for this work is a relatively low-cost way to begin implementing increased marketing activities.
2. Develop a volunteer program to assist with Eatonville marketing activities and staffing of 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).
3. Foster greater collaboration between the Town, local businesses, community organizations, and the Chamber of Commerce for joint marketing activities. This could include holding monthly gatherings to share information, creating a strategic marketing plan, or many other activities.
4. Seek funding for economic development activities. Pursue grants to provide resources for marketing plans and partnerships and explore with local businesses the idea of a tax or fee to fund economic development activities.



Chapter 14

VACANT



Chapter 15

TRANSPORTATION

15.1 VISION

Although it was once reliant on the automobile, Eatonville in 2035 is a place where people of all ages and abilities get around safely and conveniently on foot or wheelchair, by bike, by aircraft 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. Safety for all users is a priority and the addition of well-marked crossings, universal design features, consistent wayfinding signs, traffic-calming measures, and educational programs have reduced injury incidences. 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.

15.2 EXISTING CONDITONS

15.2.1 Street Classification. The Washington State Department of Transportation (WSDOT) defines 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 15-1 above.

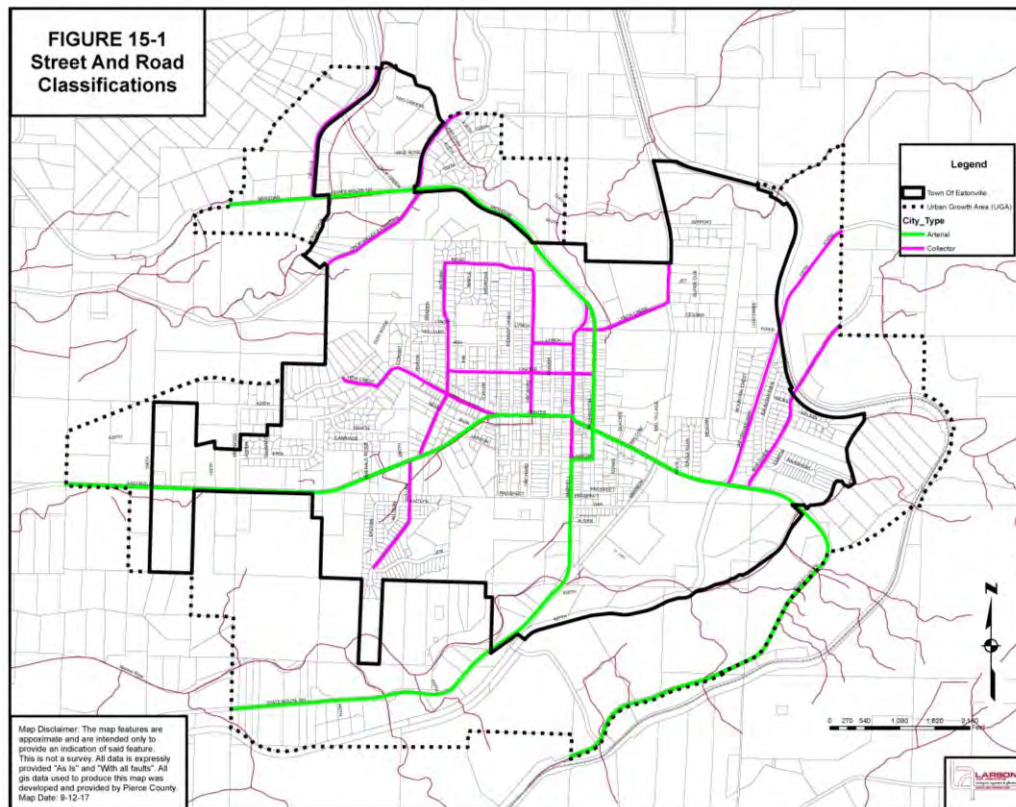
Arterial streets, roads and highways provide for traffic movements into, out of, and through the Town. Many of the trips using principal arterials have neither their origin nor their destination within Eatonville, but are generated by the surrounding areas of Pierce County. Principal arterials carry 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.

Figure 15-1
Street and Road Classifications



15.2.2 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. Table 15-1 details the existing roadway conditions.

**Table 15-1
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
COLLECTORS				
Road	From	To	ROW	Number of Lanes
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
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.	60'	2
Berggren Road	Town Limits	Center Street E.	60'	2

15.2.3 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/.

15.2.4 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.

15.2.5 TRAFFIC CHARACTERISTICS

Daily Variations. Traffic volumes vary 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 recreation and 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 7 to 9 a.m. Travel volumes again increase in the afternoon between 2 and 3 p.m.

15.2.7 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.

15.2.8 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.

15.2.9 LEVEL OF SERVICE

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:

LOS	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 15-2. 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.

**Table 15-3
LEVEL OF SERVICE**

Average Weekday Traffic / 2-Lane Roads & Streets / No Turn Lane Intersections

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
F	12,600 +

**Table 15-4
Level of Service**

Average Weekday Traffic: 2-Lane Roads & Streets With Intersection Turn Lanes

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
F	16,600 +

Pierce County and the cities and towns therein, have adopted Level of Service D as the standard (see table 15-4a below). 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 15-4a
Level of Service Standards**

Type of Service	Level of Service (LOS)
Streets	LOS “D” – Highway Capacity Manual

15.2.10 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 tend to travel east-west on Center Street East, along Lynch Creek Road, Weyerhaeuser Road and north-south on State Route 161 to access these business sites.

15.2.11 PUBLIC TRANSIT

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

15.2.12 (VACANT)

15.2.13 AIRPORT

The Aerospace Designation is a multi-purpose area that does not fit any traditional zoning concept. It allows residential, commercial, and light industrial uses of the privately owned properties. Swanson Field is a publicly operated airport that is an essential public facility. The Town owns no other adjacent properties or public facilities and provides no public flight operation services. The Swanson Field runway is a public airport managed by the Town. At present time, there are approximately 23 single-family residences, one full-time business, and a recently approved private multi-unit aircraft hanger lot along with a 20-lot residential subdivision within 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 private business use of the airport, the location is 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. The potential for additional homes within the district in the next 10 years is approximately double what exists presently.

Road access or ground transportation access to Swanson Field is provided by Lynch Creek Road, Reagan Lane 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.

In order for the airport to continue as a Town operated essential public facility, the Town should acquire title to the remaining two (2) parcels on which the runway is located. Although not required, Town ownership will ensure future WSDOT funding assistance on airport maintenance and capital projects.

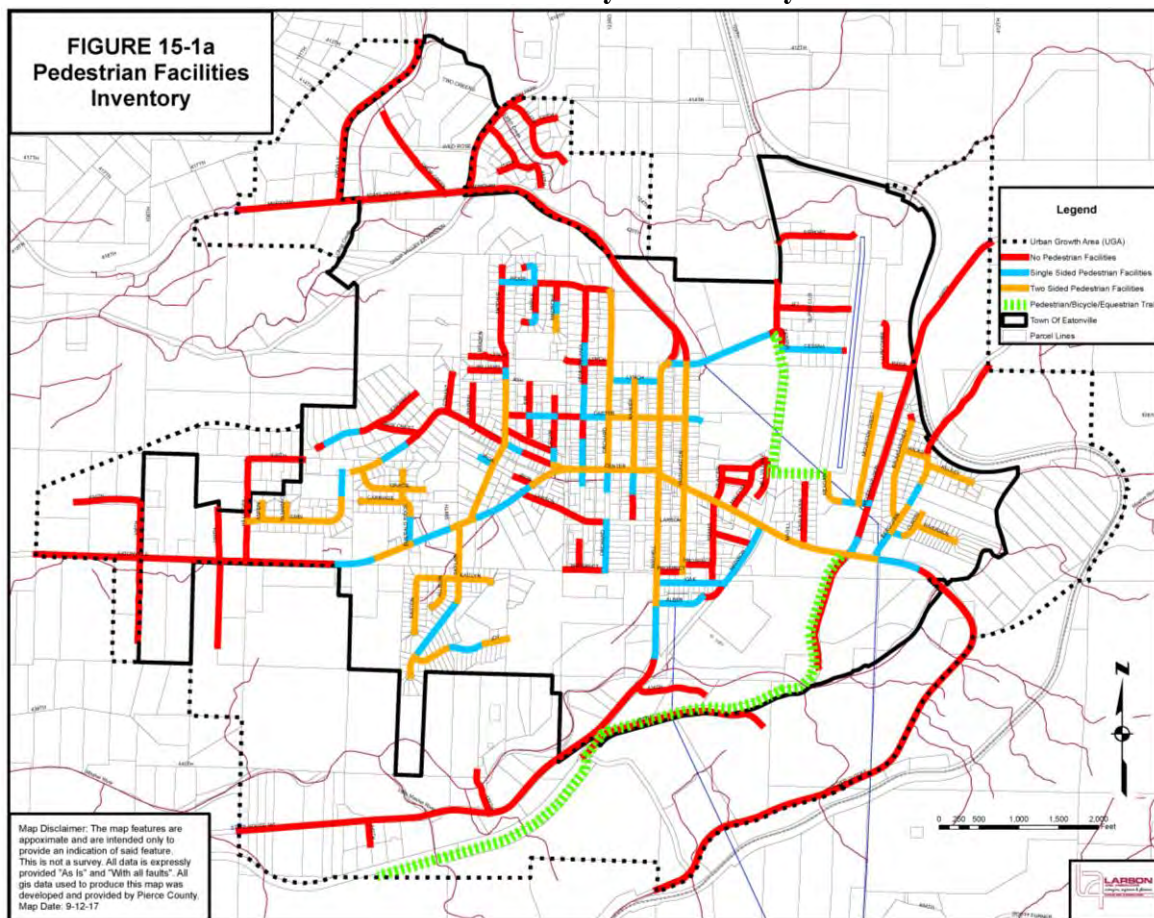
15.2.14 RAILROADS

To Eatonville's east, there is a railway that runs north-south between Tacoma and Morton. Given the fact that the line has been rehabilitated, the Town is hopeful the long-range plan of its current or future operator(s) will be to provide tourist travel service between Tacoma and Mt. Rainier. As such, in order to facilitate railway uses in the future the Town should consider setting long-term goals to identify a Town-site for a passenger train depot, and encourage/pursue its development at the appropriate time. In order to ensure future rail services will continue to be a possibility in Eatonville, the Town should also consider ways to promote the retention of existing railway alignments within and outside Town limits.

15.2.15 PEDESTRIAN AND BICYCLE FACILITIES

Eatonville has an extensive pedestrian movement system depicted in Figure 15-1a. At present the Town's system is made up primarily of sidewalks with no specially designated routes for cyclists or equestrians. However, the Town does have the Bud Blancher Trail (*Rim Rock Nisqually Mashel Trail*), which is used regularly by cyclists, equestrians as well as pedestrians. The Bud Blancher Trail generally runs south and west from Lynch Creek Road and southwest beyond State Route 161 near Smallwood Park. The Town is very concerned about its limited ability to provide adequate bicycle lanes, additional sidewalks and pedestrian way improvements throughout the entirety of Town. However, it is a Town goal to improve pedestrian facilities in order to reduce the dependence on automobiles to travel to shopping, services, school, and work. By the year 2018 it is anticipated the number one priority at the intersection of Center Street East and Washington Avenue will be improved to include lighted pedestrian crossing control devices to improve pedestrian movement and safety. The Town's pedestrian improvement priorities are identified in Table 15-5 below.

Figure 15-1a
Pedestrian & Bicycle Inventory



The 2009 Regional Trails Plan describes the Town's vision for a non-motorized pedestrian system throughout Town and connecting regional facilities and destinations. The map below (*Figure 15-1b*) illustrates the Town's vision for future non-motorized mobility improvements for future pedestrian and bicycle networks that connect residential

and employment areas with community and regional destinations, schools, and public transportation services.

Figure 15-1b
Regional Eatonville Trails Plan Map

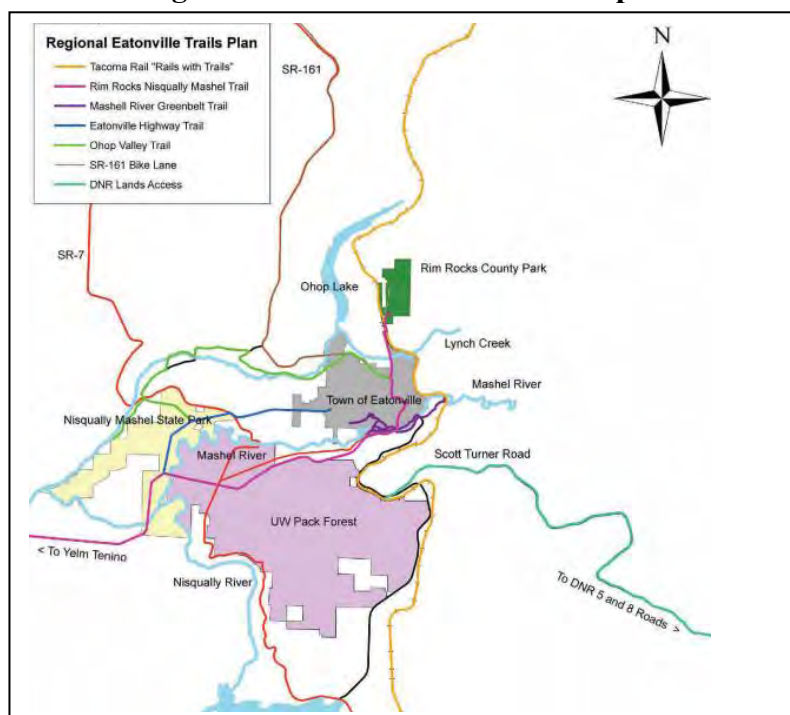


Table 15-5
Pedestrian Improvement Priorities

Priorities:	Improvement:	Location:
Priority 1	Center/Washington Pedestrian Crossing Lighting	At the intersection of Center Street East and Washington Avenue (<i>pedestrian safety improvement</i>)
Priority 2	Weyerhaeuser Sidewalk & Trail Gap Infill	Along Weyerhaeuser Road, between Reagan Lane and Center Street (<i>connecting Bud Blanchard Trail gap</i>)
Priority 3	Carter Sidewalk Gap Infill #1	Along Carter corridor, between Cedar & Pennsylvania (<i>improvement for pedestrians and school children</i>)
Priority 4	Carter Sidewalk Gap Infill #2	Along Carter corridor, between Fir & Antonie (<i>improvement for pedestrians and school children</i>)
Priority 5	Cross Town Bike Lane	Cross Town connection from Emerald Ridge to Weyerhaeuser Road (<i>east-west cross-town bicycle connectivity</i>)

15.2.16 LAND USE AND TRANSPORTATION

In 1980, Eatonville had a population of 918. By 1990, the Town's population had increased 38 percent to 1,374 and by 2000, population had further increased by 46 percent

to 2,012. Population forecasts predict an increase in population to 3,289 by the year 2035. Eatonville's forecast population of 3,289 persons by 2035 is about 63 percent greater than the 2000 population. This tremendous increase must be carefully planned and guided in order to accommodate future growth while maintaining the high quality of life in Eatonville.

**Table 15-3
Population**

Year	Population
1970	724
1980	918
1990	1,374
2000	2,012
2010	2,758
2015	2,896
2030 *	3,120
2035 **	3,289

Source: 2015 United States Census Bureau

*Projection based on Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

**Projection based on straight line extrapolation using Pierce County population distribution, Exhibit A to Ordinance No. 2011-36s.

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. A number of residential plats have been developed and approved for building in the western part of Eatonville.

Employment forecasts for the year 2035 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 rapid 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.

Eatonville's Comprehensive Plan contains the Town's long-range land use plan, which provides direction for development within the Town. It establishes the Town's goals and provides policies to guide functional plans and provides the policy basis for Town regulations. The purpose of this Comprehensive Plan is to translate community values and goals into a framework for specific decisions on growth, land use, and public facilities and services. This functional plan provides detailed information for the provision of Town transportation facilities that carry out the policies of the comprehensive plan. The land use and transportation elements of the Comprehensive Plan will work together to support and carry out the policies adopted by the Town to guide future development and

provision of public services. These plans are implemented through zoning, individual land development decisions, annexations, and the expenditure of Town funds for transportation facilities.

15.2.17 FORECASTED TRAFFIC VOLUMES

Year 2035 Traffic Volumes. The forecasted year 2035 traffic volumes reflect the land use assumptions as presented in the land use plan. Most auto travel for morning peak hour travel is made for the purpose of work. Most work trips are generated by residential development and are attracted by industrial and commercial development, whether that is inside or outside the Town. For evening peak hour travel, the reverse is the case. The land use projections reflect this. The increased volume of future travel results primarily from increased population and increased industrial and commercial activity in the area.

Generally speaking, traffic volumes in the Town are expected to roughly keep pace with population and job growth. For the Town of Eatonville, Pierce County set a housing growth target of 498 units and an employment growth target of 1,760 new positions in the 2014 Buildable Lands Report. Since the most recent available traffic counts are from 2004, the Town proposes the use of an alternative method to reasonably quantify the anticipated growth of future transportation volumes. Utilizing the Pierce County's projected increases for housing and employment, Table 15.4.a. presents a reasonable method for projecting potential future transportation increases.

Table 15.4a
Transportation Growth Assumptions (2010-2015-2035)

	2010	2015	2035	Increase
Housing Units	1059	1,150	1648*	498
ADT (9.6 / unit)	10,166	11,040	15,821	4,781
Employment	905	1,076	1,760*	684
ADT (2.1/employee)	1,901	2,260	3,696	7,762

*Sources: US Census, Pierce County Buildable Lands Report & Ord. No. 2011-36s
(*using straight line extrapolation).*

In previous plans level of service calculations have been provided for State Highway routes based on information provided by the Washington State Department of Transportation. As of 2015 updated traffic data could not be located to update Table 15-4.b. below. However, this table has been retained in the Comprehensive Plan because of the level of impacts State Routes have on the Town. Of particular interest to the Town is the fact that the State Routes are the primary arteries serving local traffic and at the same time are carrying large numbers of tourist related trips accessing area amenities, most notably but not limited to, Mount Rainier National Park. Because of the benefits of area tourism and the extraordinary impacts tourist travel has on the Town's road network, this table should be completed as possible in future plan updates.

Table 15-4.b.
Projected 2035 Daily Traffic Volumes and Level of Service

Street	From	To	2004 Daily Traffic	2004 LOS	2015* Daily Traffic	2035* Daily Traffic	2035* LOS
SR-161	Ohop Valley	Lynch	9,000	C	--	--	--

	Carter	Center	6,400	D	--	--	--
	Larsen	Mashell River	3,000	B	--	--	--
Eatonville Hwy	Antonie	Center	1,500	B	--	--	--
Center St. W	Rainier	Mashell	7,800	D	--	--	--
	Mashell	Washington	7,300	C	--	--	--
Center St E	Washington	Madison	10,100	D	--	--	--
	Weyerhaeuser	Berggren	6,000	C	--	--	--
	Mashell Bridge	South	4,300	C	--	--	--
Mashell	Carter	Center	6,100	C	--	--	--

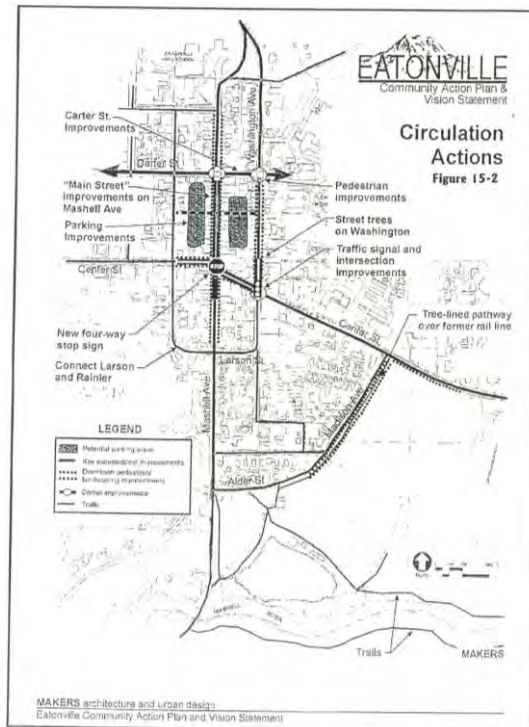
**2015 Traffic Washington State Department of Transportation counts are not available to complete 2035 daily traffic and LOS projections.*

15.2.18 RECOMMENDED IMPROVEMENTS

A list of recommended street and road improvements is presented in Chapter 16, Capital Facilities. The list of needed improvements far exceeds the moneys available to the Town of Eatonville. Unless the State Legislature appropriates more money for small rural towns, most of the needed improvements are put off indefinitely.

15.2.19 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 more attention paid to it. The transportation related improvements were sketched out in a graphic that is presented here as Figure 15-2 below.



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 simplify traffic and circulation patterns.

15.2.20 RECOMMENDED STREET PLAN

The recommended street plan is the same as is shown in Figure 15-1. Capacity and safety improvements are needed as time goes on and traffic volumes increase.

15.3.1 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.

VISION 2040: The Puget Sound Regional Council's VISION 2040 is a regional planning document developed to foster coordinated land development within Pierce, King, Kitsap, and Snohomish Counties through multi-county planning policies, which serves as an important backdrop to the Town's Comprehensive Plan. VISION 2040 includes a Regional Growth Strategy and Multi-County Planning Policies to guide regional development. Chapter 3 provides a more in-depth statement regarding the context of VISION 2040 and its integration into this plan.

15.4 GOALS AND OBJECTIVES

15.4.1 Goal T-1: Increase multi-modal transportation.

Objective 1a: Create a pedestrian friendly environment.

- Improve sidewalk conditions throughout town
- Develop a full sidewalk network with connections within town and to trails.

- Ensure all pedestrian facilities meet ADA guidelines.
- Place crosswalks on all sides of major intersections.
- Encourage the planting of street trees and other street amenities.

Objective 1b: Expand bicycle facilities.

- Construct separated bike lanes along the busiest roadways where adequate rights-of-ways exist.
- Install public bicycle racks.
- Prioritize connections with regional trails.
- Develop campaigns to educate both motorists and cyclists of traffic laws.

Objective 1c: Establish educational and outreach campaigns for walkable neighborhoods.

- Provide educational material to residents about the health and safety benefits of walking.
- Connect destinations with neighborhoods with intuitive way finding.
- Encourage walk-to-school programs with the Eatonville School District.

Objective 1d: Reduce automobile dependency.

- Encourage ride-share initiatives.
- Promote a ‘park-once’ campaign for Town Center shopping trips.
- Provide educational materials to residents about the economic and environmental impacts of automobile dependence.

Objective 1e: Enhance safety across all modes.

- Adopt “Target-Zero” safety initiatives.
- Establish review committee for all public injury cases.

Objective f: Re-establish bus, rail and air connections.

15.4.2 Goal T-2: Be adaptable to changes in county and statewide transportation planning.

Objective 2a: Maintain regular communication with county, regional, and statewide transportation agencies.

Objective 2b: Plan for increased costs of personal car ownership.

Objective 2c: Attract alternative fueling facilities, including biodiesel, natural gas, and electric-car charging stations.

Objective 2d: Aim to reduce greenhouse gas emissions in all Town transportation plans and programs.

15.4.3 Goal T-3: Encourage the retention and expansion of railways and railway uses.

Objective 3a: Consider long-term goals that will lead to identifying a location for a passenger train depot within Town.

Objective 3b: At the appropriate time, encourage/pursue the development of a passenger train depot.

Objective 3c: Implement ways to promote the retention of existing railway right-of-ways within and outside Town limits.

15.5 IMPLEMENTATION STRATEGIES

15.5.1 Implementation

During the implementation phase, it is necessary to have long-term transportation education programs for school children, drivers, and the general public. To achieve this goal, along with the physical development of transportation projects, access to potential funding resources is critical.

As a small town with a small tax base, Eatonville should take external funding into consideration. The following chart shows the funding options that are provided by Washington State Department of Transportation, State of Washington Transportation Improvement Board, and Puget Sound Regional Council.

Table 15-5

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	<p>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</p>

			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"> - SCAP provides funding for projects that improve safety and roadway conditions - SCPP provides funding for rehabilitation and maintenance of the small city roadway system, in some cases in partnership with WSDOT or county paving projects - SCSP provides funding for sidewalk projects that improve safety and connectivity
	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 47.26.340 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 16

CAPITAL FACILITIES & UTILITIES

16.1 SCOPE AND PURPOSE

16.1.1 Scope. Pursuant to the requirements of the Growth Management Act, 36.70A.070 RCW, the Town is required to include comprehensive plan elements that deal with both “capital facilities” and “utilities”. For ease of understanding and in order to reduce duplication and streamline the Town’s plan, the Washington State Department of Commerce has encouraged the Town to combine the two elements into a single chapter.

A capital facilities plan element generally consists of an inventory of existing Town capital facilities (including parks and recreation), identifying locations and capacities; forecasting future needs; the identification of potential expansions or new capital facilities; and provides a six-year finance plan. In the event funding short falls are identified, the Town would need to reassess in order to ensure coordination and consistency between the land use, capital facilities plan, and financing plan elements. A utilities element includes the general location, proposed location, and capacity of existing and proposed utilities, including but not limited to such things as sewer and water utilities, etc.

Utilities in Eatonville include wastewater management, drinking water, storm water, electricity, solid waste, telephone, cable television, and wireless communications. The Town owns and manages wastewater, drinking water, storm water, and electrical utilities. Telephone, cable television and wireless communications are managed by private corporations. Solid waste services are contracted out by the municipality to a private company.

The Town of Eatonville Capital Facilities Plan, which is the capital facilities element also included in this chapter, is a multi-year prioritized schedule of capital facilities. It includes those projects necessary for the Town of Eatonville to deliver urban area services to its constituent public. The 2015-2035 projects in the Town of Eatonville Capital Facilities Plan include: parks and recreation, sewer, water, transportation, storm drainage, electrical energy, police, fire, and emergency medical services. It does not include the following: schools, telecommunications, natural gas, and public transit.

The Town of Eatonville Capital Facilities Plan is primarily a “projects driven” plan, which means that it tries to identify the needed revenue to finance a predetermined set of projects. This is different from a revenue driven plan, which sets aside an amount of revenue for capital expenditures and selects the highest priority projects for implementation. A “revenue driven” plan differs from a “projects driven” plan in that the amount of revenue determines the selection of capital projects for implementation.

16.1.2 Purpose. The purpose or benefits of the Town of Eatonville Capital Facilities Plan can be summarized as follows:

- Focuses on repair or replacement of existing facilities and equipment;
- Focuses attention on community goals, needs, and capabilities;
- Promotes efficiencies by reducing scheduling problems;
- Achieves optimum use of the taxpayers dollars;
- Guides future community growth and development;
- Serves wider community interests;
- Encourages more efficient government;
- Maintains a sound and stable financing program;
- Provides citizens information about overall community needs and resources;
- Enhances opportunities for participation in federal or state grant-in-aid programs; and
- Helps decision makers to save time and avoid surprises.

The Town of Eatonville Capital Facilities Plan takes stock of capital facilities, identifies needed projects, prioritizes the projects, and programs the priority projects for implementation in one "six-year" program and one "fourteen-year" program.

16.2 DEFINITIONS

16.2.1 Capital Facilities. Capital facilities are structures, improvement, equipment, or other major assets, including land that has a useful life of at least five years. Governmental capital facilities are provided for public purposes and services including, but not limited to, the following: fire and rescue, government offices, information systems, law enforcement, libraries, open space, parks, public health, recreation facilities, roads and streets, publicly owned land, sanitary sewers, sidewalks, bikeways, disability access ramps, solid waste collection and disposal, stormwater facilities, street lighting systems, traffic signals, water wells, water storage facilities, water distribution systems, and others.

16.2.2 Capital Expense. Capital expense is defined as expenditure committed to building, purchasing or a non-recurring rehabilitation of a capital facility, as defined above. Capital expenses are expenditures in excess of \$25,000.

16.2.3 Capital Outlay. Capital outlays are expenditures committed to purchasing such things as computers, office furniture, minor equipment repairs and replacement, etc. Capital outlays generally fall below a \$25,000 expenditure amount.

16.3 GOALS AND POLICIES

16.3.1 Goal. The Town of Eatonville shall undertake actions necessary to adequately provide and maintain public facilities and services to meet the primary service needs of Eatonville residents in a manner which protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly compact growth.

16.3.2 Project Prioritization Policies

1. Projects mandated by law, as well as by state and federal regulations, will receive priority consideration.
2. Projects necessary to correct existing deficiencies will receive priority consideration.
3. Projects previously initiated will be completed in subsequent phases and will receive priority consideration.
4. Projects providing for the renovation of existing facilities resulting in preservation of the community's prior investment or reducing maintenance and operating costs will receive priority consideration.
5. Projects whose construction or acquisition result in new or substantially increased operating costs will be considered after an evaluation of needs and operating costs have been identified.

16.3.3 Financing Policies

1. Eatonville considers the "pay-as-you-go" method of financing as the preferred method of financing capital improvements.
2. Eatonville advocates debt financing only if the "pay-as-you-go" method of financing places an overly undue burden on existing taxpayers and utilities ratepayers.
3. Where grants or private funds are available to finance capital projects, efforts will be made to secure those funds.

16.3.4 Planning Policies

1. Through long-range planning, anticipate utility and other public service needs of possible future annexation areas and, when feasible, develop utility capacities to meet these needs.
2. Foster orderly, desirable growth in appropriate locations at a rate consistent with citizen desires and the provision of adequate services and facilities.
3. Growth and development throughout the urban area should be regulated, stimulated, and otherwise guided toward the development of compact concentrated areas to discourage sprawl, facilitate economical and efficient provision of utilities, public facilities and services, and to expand transportation options to the public.
4. Increase the tax base by encouraging and supporting the rehabilitation and improvement of dilapidated and deteriorated areas.
5. Coordinate with Pierce County to provide a set of standardized codes and regulations relating to capital facilities and community improvements.

16.3.5 Capital Facilities Plan Policies

1. Projects included in the Capital Facilities Plans of Pierce County and special purpose districts will be consistent with the Town of Eatonville Comprehensive Plan.
2. That federal and state government capital investments in and around the Town of Eatonville should be consistent with and complementary to the Town of Eatonville Comprehensive Plan.

16.3.6 Goal. In order for the airport to continue as a “public facility”, the Town needs to acquire title to the two (2) remaining parcels on which the runway is located. Once the two (2) parcels are acquired, the Town shall develop detailed capital facilities plans for airport maintenance and capital projects.

16.4 REVENUE SOURCES

16.4.1 Current Revenue Financing. For many years, municipalities, counties and special purpose districts have financed certain capital projects out of current revenue. A municipality, a county or a special purpose district sets up a reserve account and annually sets aside a certain sum of money until the total sum needed to pay for a specific capital project has been accumulated. The current revenue financing is also often called “pay-as-you-go” financing. The current revenue method of financing capital projects has a number of advantages. Some of the advantages are listed below:

- Fiscal Responsibility. Necessitates a more conservative approach toward the authorization of new facilities, discouraging over-commitment of resources.

- *Flexibility.* Does not commit future revenues, thereby allowing greater flexibility to meet changes in future needs.
- *Reduced Interest.* Frees these interest payments for other uses.
- *Borrowing Capacity.* Conserves borrowing capacity, both in terms of legal limits and fiscal prudence, for periods of greater need. Present fiscal flexibility is traded for greater future flexibility.
- *Counter Cyclical Balance.* Using high revenues in good years for capital avoids expanding services to a level that can't be afforded in poor years.
- *Simple Administration.* No bond issues to pass, no complex arbitrage regulations, no debt service to administer.

16.4.2 General Fund. Eatonville's general fund can best be described as the fund that pays for the Town's general services. The fund derives its revenue from a number of sources including property taxes, franchise fees, licenses and permits, fines and forfeitures, charges for services, and other sources.

The Town's general fund is the most flexible in terms of expenditures. The Mayor and the Town Council have the discretion of spending the Town's general fund moneys on any governmental function without having to restrict the expenditure to a specific function. On the other hand, sewer funds for example, generated from sewer charges are limited to maintenance and capital construction of sewer facilities. Therefore, the Town's general fund is under tremendous pressure to fund not only the many needed and mandated services, but also an array of needed capital improvements.

16.4.3 Enterprise Funds. Enterprise funds are derived from operation of a governmental enterprise such as water and sewer services, etc. Enterprise funds are restricted to be expended on the furtherance of the specific enterprise. Enterprise fund revenue rates are periodically reviewed and adjusted to make sure that the revenue generates the amount of funds needed to operate, maintain and upgrade the specific enterprise.

16.4.4 Intergovernmental Revenue. Intergovernmental revenue comes primarily from State of Washington. Federal funds are usually passed through a state agency, such as the Washington State Department of Transportation for federal aid highway funds.

16.4.5 Grants. Grants can be both government and private sector. The Town's Public Works Department has been a recipient of a number of state grants for utility improvements. Grant fund sources are very unpredictable because most grant monies are awarded on a competitive basis, based on the merits of a particular proposal.

16.4.6 Debt Financing. Debt financing means borrowing money to pay for capital improvements today and paying the borrowed money back over a period of time with interest. Any governmental debt incurred that is backed by the full credit and faith of the Town requires the vote of the people. The debt incurred is backed by the revenue stream of the Town or by enterprise revenues, such as sewers, water, etc... It is incurred by election and the action of the Town Council. Cash is raised by the sale of municipal bonds which, in general, are exempt from federal income taxes.

Debt financing requires the pay back of not only the principal, but also interest. The interest rate on municipal bonds is relatively low but, even at a low interest rate; 15 to 20 year loan repayments generate a substantial interest cost. Therefore, governments have been inclined to stay away from debt financing whenever possible. However, debt financing does have its advantages which are described briefly below:

- Acquisition as needed. Allows more of the facilities to be acquired as they are needed rather than after funds are accumulated.
- Reduced current payments. Reduces costs for current residents since more people (and wealth) will share future debt service payments in an expanding economy.
- Inter-generational equity. Requires future users to share in paying for their use of facilities. (Pay-as-you-go requires current users to pay the cost of facilities used by future users)
- Repayment in cheaper dollars. Payments are at a fixed rate while inflation will increase in the future.
- Opportunity costs. Conserves current revenues to be used for facilities allowing their use for other “opportunities”. (These opportunity costs may be either within or without the governmental unit; tax funds can be used for other purposes, or less tax money may be required, leaving more money available for consumption or investment in the community).
- Growth equity. New residents will assist in paying debt service on facilities they will use.
- Separate funding. Special taxes can be authorized by voters to retire debt.
- More capital can be afforded. In high growth areas, substantially more facilities can be financed this way (may not be true in low growth areas).

General Obligation Bonds. General obligation bonds are backed by the value of the property within the Town (full faith and credit). There are two types of general obligation bonds: voter-approved and capital notes. Voter-approved bonds increase the property tax rate, with the increased revenue dedicated to paying principal and interest on

the bonds. Capital note bonds are authorized by the vote of the Town Council without the need for voter approval. Principal and interest payments for capital note bonds come from general government revenues. This method of bond approval does not utilize a dedicated funding source for paying the bondholders.

Revenue Bonds. Revenue bonds differ from the general obligation bonds in that the payment of principal and interest is guaranteed by the revenue stream of the specific utility or facility. A revenue bond carries with it certain accounting requirements and the establishment of a reserve account where a certain amount related to the size of the revenue bond obligation must be maintained.

Double Barrel Bonds. “Double barrel bonds” are general obligation bonds that have been approved by the voters and are secured by the backing of the entire Town’s full faith and credit. However, the principal and interest payments are made out of revenues earned by the utility or facility.

16.4.7 Local Improvement District Financing (Lid). Local improvement districts are formed to finance capital projects that directly benefit the property owners or developers of the district. Formation of local improvement districts requires the approval of the Town Council. Bonds are sold, improvements are made and property is assessed to pay off the debt. Local improvement districts come with different labels. Some of the more commonly used labels are listed below:

- LID - Local improvement district
- RID - Road improvement district
- ULID - Utility local improvement district

16.4.8 Public Works Trust Fund. The Public Works Trust Fund (PWTF) is a revolving fund administered by the Washington State Department of Community Trade and Economic Development to provide low interest loans to communities for public infrastructure projects. The funds are limited and therefore must be selectively distributed based upon the merit of the projects being considered. The Department of Community Trade and Economic Development has established a series of criteria to rate and prioritize projects for which funding is requested in order to determine which ones receive loan funds.

16.5 ANNEXATIONS

16.5.1 Annexations. Most municipalities experience growth by infill and annexing adjoining land. It is expected that some of the forecasted growth around Eatonville will eventually be annexed to the Town. When annexations take place, it is very important that the utility systems and roads in the annexed area are compatible with the utility systems and road standards already existing within the City. To assure this compatibility, the City should work with Pierce County to assure compatibility of standards.

Before an annexation proposal is initiated or undertaken, the Town should conduct a detailed fiscal impact assessment to determine the potential revenues and the estimated capital and operating costs the Town would assume after annexation. The annexation proposal does not necessarily need to show a surplus of revenue on the balance sheet to be considered a desirable annexation. There are other criteria for annexation other than fiscal criteria.

16.6 COORDINATION

The Capital Facilities Plan assures the coordination of capital facilities construction and financing. The Town of Eatonville Comprehensive Plan assures that the Town's policies regarding land development are carried out. A Comprehensive Plan that is kept current provides the overall framework within which the Capital Facilities Plan should operate. The Town of Eatonville Comprehensive Plan not only sets the Town's physical development policy but also its social and economic policy.

Further, the Washington State Growth Management Act requires that capital facilities plans of special purpose districts conform to the municipalities comprehensive plans and that its capital improvements and investments decisions conform to and implements the comprehensive plan. The Growth Management Act mandated comprehensive plans have two major implementation tools. One is development regulations, which includes zoning, land development, and critical areas protection and the other is the capital facilities plan.

16.7 LEVEL OF SERVICE STANDARDS

Level of service (LOS) standards are measures of the amount (and/or quality) of the public facility which must be provided to meet that community's basic needs and expectations. Level of service measures are typically expressed as ratios of facility capacity to demand by existing and projected future users.

No two communities are the same. A community's basic needs vary from locale to locale. Also, there is no consensus among urban planners and public works engineers of what constitutes national standards. Further, there is no one standard that measures everything. In most instances there are a number of standards for each service. For example, fire service standards can be response time, staffing level, equipment mix, fire flow, or a combination thereof.

Table 16-1
Level of Service Standards

Type of Service	Level of Service (LOS)
Wastewater	274 gallons / household / day
Water	274 gallons / household / day*
Storm drainage	100 year flood 2.0 inches in 60 min.

Fire	5 minute response time
Emergency medical services	5 minute response time
Police	2 officer / 1,000 population

**Pursuant to 2013 Eatonville Comprehensive Water System Plan*

16.9 PROJECT PRIORITIZATION

Not all worthy projects can be included in the next year's capital facilities program nor can they, in many instances, be carried out over the entire six to twenty year Capital Facilities Plan period. What projects can be included and what projects need to be left out is not an easy process. The decision process is complex and often troublesome, particularly when it comes to funding capital projects out of the Town's general fund. Therefore, to facilitate capital project prioritization and project selection requires some pre-planning and organization.

16.9.1 Project Identification. The first step in the project prioritization process is to fill out a project identification form. The project identification form presents the basic information required for each individual project. It should be completed for each project request, whether for addition, modification, or replacement. A project identification form should contain the following information.

1. Project Title and Reference Number. Insert title of proposed project. Each project should be assigned a unique reference number. This will allow accurate reference to the project during the review stage and, in later years, subsequent capital facilities plans or project implementation.

2. Purpose of Project Request. Indicate whether the project is new, a modification, or a deletion.

3. Division or Department Priority. Enter the project's priority as viewed by a Town department.

4. Location. Designate the location or boundary limits of the proposed project. If a site is required but has not been selected, this should be indicated; if a site is tentative, provide as much accuracy as possible.

5. Relation to Other Projects, and the Comprehensive Plan. Describe expected relationship of this project to existing or planned facilities and services, both public and private, and summarize the probable impact of the project on the general environmental conditions of the community and region. Explain how the project relates to the comprehensive plan, street plan, etc.

6. Description. Give a narrative description of the project and include any pertinent information. Indicate whether the project is to replace existing facilities, equipment, and land or is an addition involving an increase in service delivery. A description of land acquisition projects should include dimensions, overall

characteristics, and unusual conditions. Include reference to any studies or other relevant information regarding each project.

7. *Justification and Alternatives Considered.* Explain the need for the project and what it is expected to accomplish. Describe its relationship to county and state policies and plans as well as to the requesting department's multi-year plans and program. Explain the project's relationship to overall capital facilities priorities and the basis for the proposed time period. Include any other pertinent information and reference to surveys or studies regarding the justification of this project not already included in Item 6. Discuss possible alternatives such as repair, leasing, delays, etc.

8. *Cost by Year.* Insert the appropriate fiscal year dates for the budget (first year) and each program year (second through twenty). Then indicate the proposed project expenditure for each fiscal year in the budget and program and any expeditors beyond the sixth year. If adjustments are made for inflation, indicate the rate used.

9. *Proposed Method of Financing.* List any recommendations for sources of financing. Independent or joint financing may, of course, be possible for many projects. Such sources may include federal, state, and regional authorities; adjacent jurisdictions; civic organizations; and private business. If the project's recommended source of financing involves special conditions or requirements, this should be indicated. If it is recommended that the project be financed by a bond with an external subsidy for debt service, describe this arrangement.

10. *Total Estimated Capital Cost.* Enter the estimated capital costs for: (a) planning, design, and engineering; (b) land purchase (including right-of-way); (c) construction; (d) miscellaneous (for example, traffic signs and signals connected with the project; furniture, and equipment required to make a new building usable, estimated contingency costs); (e) other (any other one-time costs not already specified).

11. *Net Effect on Local Revenue.* Indicate the effect of the project on the Town's income in each category shown during the first year of the project's life. Increases or decreases might be due to removal of property from tax rolls, a change in assessed valuation, a change in fees or rents collected, or other effects. Substantial variations in the level of the estimated effects during or after this period should also be noted and explained. As an alternative, a summary estimate of total net effects on Town's income may be presented.

12. *Enter Estimated Recurring Costs.* Enter the annual estimated costs for operation and maintenance of the proposed facility. For example, salaries of additional workers cost of heat and lights, and cost of road maintenance. Base estimates on current costs, without consideration of inflation factors.

13. Current Status. Indicate the proposed project time-table for design and construction. If any work has been started on the project, indicate the percentage completed.

14. Priority. This space is reserved to indicate the project's priority ranking and score.

15. Comments. This space is reserved for any comments or notations made by the review committee.

16.9.2 Project Prioritization. Because the fiscal resources of the Town will not accommodate all capital needs, some means of measuring the relative importance of individual project proposals must be found. Criteria or measurement standards by which to evaluate, compare, and establish priorities among project proposals need to be developed early in the capital planning process. These criteria, which reflect the needs, goals, and character of the community, will encourage orderly and objective development of the plan by allowing officials to measure how well each proposal promotes established policies. The use of criteria helps assure that the broadest community interests are advanced by the capital facilities plan. Criteria provide a framework for examining the potential costs and benefits of proposed projects and deciding which combination of projects the Town should implement and when.

All too often, communities select capital projects for relatively subjective reasons, failing to take their actual needs into full account. To the extent possible, criteria are objective, specific, and measurable. The Town should incorporate maintenance requirements, based on established engineering principles, in the review criteria, and should know the life expectancy of their public facilities. In addition, criteria should measure how well a proposed project satisfies legal requirements, emergency needs, health and safety concerns, financial objectives and limits, service improvement and extension goals, environmental considerations, economic development requirements, and a number of other factors. Collectively, the criteria enables decision makers to establish priorities among competing proposals, and to distinguish among variations of similar projects with respect to their expected benefits and costs. To be useful, each criterion must be weighted (prioritized) relative to other criteria; this is accomplished by assigning points or values to each.

The evaluation form presented in Figure 16-2 has fourteen evaluation criteria points. The evaluation points range from 0 to 5. There is a weighting measure ranging from 1 to 5 points.

16.10 PLAN AND PROGRAM

16.10.1 Capital Facilities Plan A capital facilities plan covers a period of twenty years. For the Town of Eatonville, the Capital Facilities Plan extends from 2015 to 2035.

16.10.2 Capital Facilities Program. A capital facilities program covers a period of six years. For the Town of Eatonville, the Capital Facilities Program covers the period of 2015 through 2020.

16.11 PARKS AND RECREATION

16.11.1 Projects

Mill Pond Park. Acquire the land around the Mill Pond and develop it into a community park facility. Integrate the area surrounding the mill pond with Mill Pond Park and Smallwood Park south of Mashel River. It is anticipated that the expanded Mill Pond Park will become an integral part of a mixed-use planned unit development covering an area of about 60 acres. In a planned unit development process, additional park land will most likely be donated to the Town. The improvements cost are estimated to amount to about \$500,000. Financing would come from a combination of State and Pierce County grant funds.

Improvements at Smallwood Park. A park plan needs to be prepared for Smallwood Park and improvements need to be carried out to make the park more user friendly. Particularly important is the need to improve the river access for viewing migrating salmon runs. The cost is estimated at \$200,000 and funds are anticipated to come from State and Pierce County grant funds.

Trail to Pac Forest. A pedestrian and bicycle trail can be constructed along the existing Weyerhaeuser railroad right-of-way from Smallwood Park to Pac Forest. The town has acquired portions of the lands necessary for the trail but needs to obtain funding for the trail construction and additional land acquisition. It is estimated that the total project cost will amount to \$750,000. Financing would come from State and Pierce County grant funds.

West-End Community Park. To service the new development taking place west of Town along Eatonville Highway, the Town should acquire about 10 to 20 acres of parkland somewhere west of Hilligoss Lane. The land acquisition cost is estimated to amount to about \$100,000. The money can be raised by assessing new developments a park development fee. An additional \$100,000 will be needed for improvements, such as baseball fields and soccer fields.

16.11.2 Cost and Timing. The estimated cost and timing of carrying out the identified projects is shown in Table 16-2.

**Table 16-2
Parks and Recreation Projects Cost and Timing**

Project	Total Cost	2015 2020	2021 2035
Mill Pond Park	\$500,000	\$200,00	\$300,000
Smallwood Park	\$200,000	\$100,000	\$100,000

Pac Forest Trail	\$750,000	\$ 0	\$750,000
West-End Community Park	\$100,000	\$50,000	\$50,000
Total	\$1,550,000	\$350,000	\$1,200,000

16.11.3 Financing. The Town receives a small amount in park sales and use tax (zoo tax) from Pierce County totaling approximalty \$26,000.00 annually. In addition, the Town collects about \$24,000 in hotel and motel taxes which can be used for recreational purposes. Another source of funding available for the Town is the approximately \$22,000 per year real estate excise tax.

In addition to the local funds, listed above, the Town has access to Pierce County and State of Washington Recreation Conservation Office grant funds. These grant funds, usually require a local match, either in cash or in contributed services.

16.12 **ROADS AND STREETS**

16.12.1 Projects. Road and street improvement projects within the Town are limited by financial constraints. There are many projects that the Town would like to undertake, however, the funding is not sufficient to allow for all projects to be completed. As a result, the Town must decide which projects are most important and undertake those first.

Street improvements in the downtown area are especially important, as the forecasted demand indicates that levels of service on a number of streets in the downtown area will fall below established standards. One improvement that may relieve some of the traffic congestion downtown is the construction of a downtown parking area.

The six year street plan for street improvements is presented in Table 16-3. This plan includes projects which are not likely to be funded in the next six years. The town has chosen to include all possible projects on its six year street plan just in case grant funding were to be made available. Projects on the six year street plan are more likely to be constructed in years 2017-2035 as grant funds for those projects are unlikely to be made available within the next six years.

**Table 16-3
Six Year Street Plan
2011 - 2016**

Project	Cost	Financing Source	
	(Dollars)	Street Fund	Other
MOTORIZED			
2015			
No Projects Identified	\$ 0	\$ 0	\$ 0
2016			
No Projects Identified	\$ 0	\$ 0	\$ 0
2017			
Washington Av. Int. at Center St.	\$ 1,000,000	\$87,000	\$913,000

Antonie Ave. N. Repair	\$16,797	\$822	\$15,975
Hilligoss Lane Repair	\$28,755	\$ 0	\$28,755
TIB Emergency Grant Repairs	\$30,210	\$1,510	\$28,700
2018			
Rainer Ave So. 150' Repave	\$55,000	\$ 0	\$55,000
Ridge Road Repave	\$2,000,000	\$45,000	\$1,955,000
2019			
State Route 161 Streetscape	\$1,000,000	\$ 30,000	\$970,000
Pennsylvania Ave N Repave	\$80,000	\$ 0	\$80,000
Lynch Street Repave	\$800,000	\$15,000	\$785,000
2020			
Antonie Ave. N. Repave	\$3,500,000	\$25,000	\$3,475,000
State Route 161 Streetscape	\$1,000,000	\$ 0	\$1,000,000
Center Street Repave	\$2,000,000	\$20,000	\$1,980,000
Total	\$11,521,120	\$234,690	\$11,286,430

NON-MOTORIZED			
2017			
Center/Washington Pedestrian Crossing Lighting	Included in Motorized Cost Above	Included in Motorized Cost Above	Included in Motorized Cost Above
2018			
Weyerhaeuser Sidewalk & Trail Gap Infill	Developer Cost	\$ 0	\$ 0
Future Street Plans: 2021-2035			
Carter Sidewalk Gap Infill #1	\$ 12,000	\$ 4,500	\$ 7,500
Carter Sidewalk Gap Infill #2	\$ 12,000	\$ 4,500	\$ 7,500
Cross-Town East/West Bike Lane	\$ 26,000	\$ 6,000	\$20,000
Total	\$ 50,000	\$ 15,000	\$ 35,000

16.12.2 Financing. The six-year Capital Improvement Plan for roadway and street improvements (*including both motorized and non-motorized*) can be financed by combining a number of local, State, and Federal sources.

Transportation Benefit District (License Fees). Initiative 776 eliminated motor vehicle license fees as a source of municipal street revenue. The Town of Eatonville has adopted a town-wide transportation benefit district as authorized by RCW 36.73 as a dedicated source of revenue for the funding of streets projects. A transportation benefit district requires voter approval and could assess a fee totaling up to \$20.00 per vehicle, generating up to \$50,000 in dedicated street revenue annually based on an assumption of 2.5 vehicles per household.

Motor Vehicle Fuel Tax. As authorized by RCW 82.36, Cities and towns are able to collect 11.53 percent of the motor vehicle fuel tax receipts generated within the Town. The tax is administered by the Department of Licensing and paid by gasoline distributors. Revenues must be spent for “highway purposes” including the construction, maintenance,

and operation of Town streets. The Town received approximately \$62,000 from gas tax receipts in 2016.

**Table 16-4
Projects Scheduled for 2015 - 2035**

Project Name	Type of Improvements
Rainier Av. S and Larson St. W	Center Street southeast to Mashell Avenue. Acquire additional R/W. Extend and reconstruct roadway. Add curb, gutter, sidewalk, drainage, and street lights.
Adams Ave. S Int. at Center St. E	Center Street south for 50 feet. Survey full length; acquire additional R/W; reconstruct for two way traffic; add curbs, gutter, sidewalk and drainage.
Fir Ave. North	Carter Street south to the alley. Regrade, with minor widening, chip seal, and surface drainage
Center St. East	Berggren Road east to east Town limits. Curb, gutter, sidewalks, and street lights. (Realign to meet new bridge by Pierce County)
Pennsylvania Ave North	Center Street north to Carter St. Widen and overlay; add curb, gutter, sidewalk on east side, and street lights
Jensen Lane North	Center St. north to end. Grade and pave parking lanes, with thickened edge, overlay street, add sidewalk and drainage.
Pennsylvania Ave. North	Lynch St. north to Ridge Road. Grade and pave parking lanes and add curb, gutter, sidewalk, and drainage.
Ridge Road West	Orchard Ave. west to Antonie Ave. Grade and pave parking lanes and add curb, gutter, sidewalk, and drainage.
Pennsylvania Ave. North	Carter St. north to Lynch St. Grade and pave parking lanes and add curb, gutter, sidewalk on east side, and drainage
Airport Road East	Lynch Creek Road east to the airport. Grade and pave parking lanes, with thickened edge; add sidewalk, drainage, and street lights.
Ohop Creek Drive	SR 161 northwest to Ohop Creek. Remove bridge; obtain R/W; grade and pave turnaround; and construct thickened edge asphalt pavement, sidewalk, drainage, and street lights.
Ohop Valley Extension Road	SR 161 south to Town limits. Obtain R/W, realign intersection, cut roadbed, stabilize

	slopes, reconstruct roadway, and add drainage.
Adams Avenue South	Center St. South to Oak St. Obtain additional R/W, reconstruct street with curb, gutter, sidewalk and drainage.
Prospect St. East	Mashell Ave. east to Adams Ave. Obtain additional R/W, reconstruct street with curb, gutter, sidewalk, and drainage.
Antonie Ave. North	As Street north to Ridge Road. Widen and add curb, gutter, sidewalks, and drainage.
Prospect Street West	Orchard Ave. west to 150 ft. past Penn. Ave. Obtain additional R/W, widen and stabilize roadbed, gravel, chip seal, and surface drainage.
Wildrose St. West	Ski Park County Road to Ohop Creek Drive. Obtain additional R/W, reconstruct street with curb, gutter, and drainage. Coordinate with new water and sewer.
Weyerhaeuser Road North	Center Street north to end existing R/W. Reconstruct street with curb, gutter, sidewalks, drainage, street lights and street trees.
Weyerhaeuser Road North	End existing R/W to Town line. Acquire R/W and reconstruct street with curb, gutter, sidewalks, drainage, street lights and street trees.
Larson Street West	Eatonville Highway to Orchard Ave. Obtain additional R/W, reconstruct street with curb, gutter, sidewalk, streetlights, and drainage
Lynch Street West	Orchard Ave. to Eatonville Cemetery. Obtain additional R/W, reconstruct street with curb, gutter, sidewalk, street lights, and drainage.
Erin Lane West	Existing eastern terminus to Center St. West. Obtain R/W, construct new street. Acquisition by dedication and construction by developer.
Washington Avenue South	Prospect St. East south to Oak St. East. Obtain R/W, construct new street, including curb, sidewalks, street lights, and drainage.
Alley between Wash. and Mashell	Larson St. East south to Oak St. East. Regrade and pave existing alley, obtain add'l R/W, construct new alley south of Prospect Street
Alley between Mashell and Rainier	Carter Street to Larson. Regrade and pave existing alley, obtain add'l R/W, construct new alley.

Urban Arterial Trust Account. State Transportation Improvement Board (TIB) revenue is available for projects to alleviate and prevent traffic congestion. Roads should be structurally deficient, congested by traffic, and have geometric deficiency, or have accident problems. Entitlement funds are available on an 80 percent Federal / 20 percent local matching requirement.

Transportation Benefit Districts (Assessments). Special districts are usually established when a community's need may be too large for existing governmental resources or the boundaries of the area needing service are different than a city, town or county. The total levy for most governments within a particular tax code area cannot exceed \$5.90 per \$1,000 of assessed valuation.

RCW 35.21.225 authorizes cities and towns to establish transportation districts with independent taxing authority for the purpose of acquiring, constructing, improving, providing, and funding any city or town street, county road, or state highway improvement within the district. The special districts tax base, rather than the city's or town's is used to finance capital facilities. There are four basic types of revenue sources that can be collected through transportation benefit districts.

Property Tax Excess Levy. Transportation benefit districts are authorized to levy property tax in excess of the one percent limitation upon the property within the district for a one-year period whenever authorized by the voters of the district (RCW 84.52)

General Obligation Bonds. General obligation bonds are backed by the value of the property within the district (full faith and credit). There are two types of general obligation bonds: voter approved and councilmanic.

Voter approved bonds will increase the property tax rate, with the increased revenues dedicated to paying principal and interest on the bonds. Transportation benefit districts are authorized excess levies to repay voter-approved bonds. There is no dollar limit for this levy; however the total amount of debt is limited as described below.

Councilmanic bonds, on the other hand, are authorized by the district's legislative body without the need for voter approval. Principal and interest payments for councilmanic bonds come from the general property tax levy without a corresponding increase in taxes.

Local Improvement Districts. A transportation benefit district may also form a local improvement district to provide any transportation improvement it has the authority to provide, impose special assessments on all property specially benefited by the transportation improvements, and issue special assessment bonds or revenue bonds to fund the costs of the transportation improvements.

Development Fees. A transportation benefit district may impose a fee or charge on the construction or reconstruction of residential buildings, commercial buildings, industrial buildings, or on any other building or building space, or on the development, subdivision,

classification, or reclassification of land. The fee or charge must be used exclusively for transportation improvements constructed by the transportation benefit district.

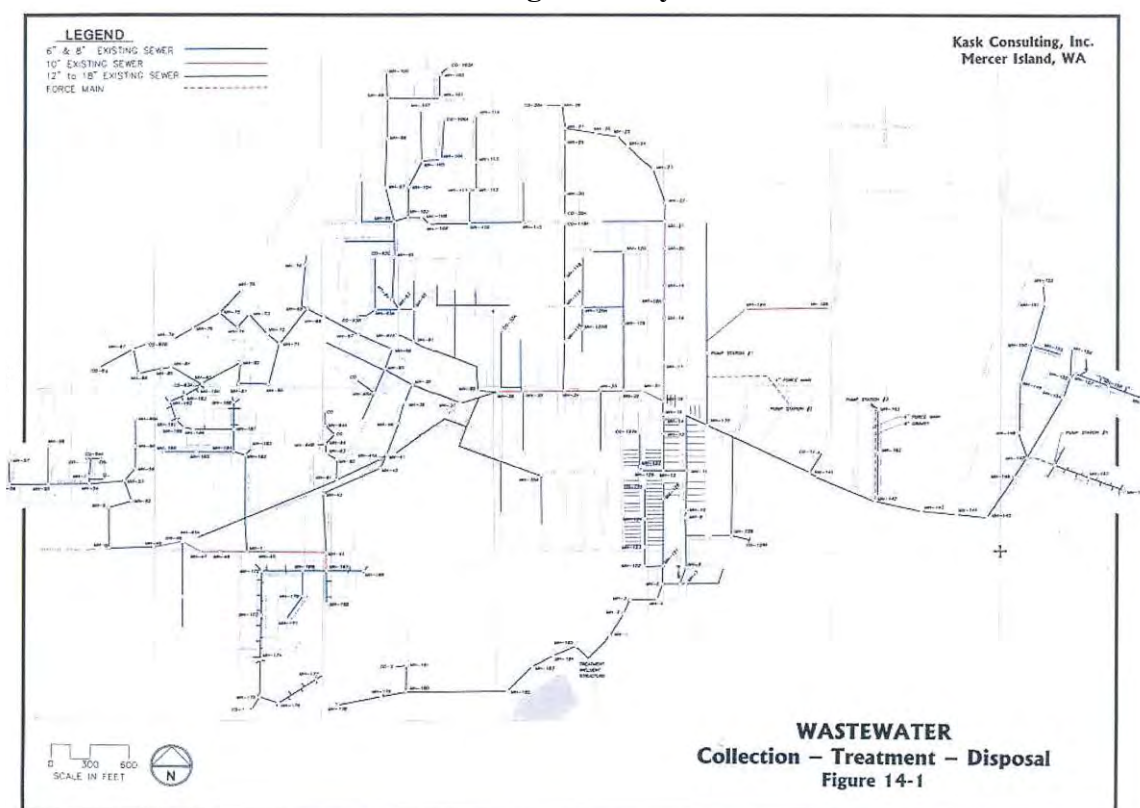
Transportation improvements funded with district revenues must be consistent with state, regional and local transportation plans, necessitated by existing or reasonably foreseeable congestion levels attributable to economic growth, and partially funded by local government or private developer contributions, or a combination of such contributions. For councilmanic bonds, the district may issue general obligation indebtedness, equal to three-eighths of one percent of the value of taxable property within the district. For voter approved bonds, the district may additionally issue general obligation bonds for capital purposes only, together with any outstanding general obligation indebtedness, not to exceed an amount equal to one and one-fourth percent of the value of the total property within the district, when authorized by the voters of the district.

16.13 SEWER

16.13.1 Collection System. Wastewater management in Eatonville consists of collection, conveyance, treatment and disposal. The Eatonville Wastewater Department extends services to users within the Town's corporate boundary or Town limits. The Town's existing collection system includes approximately 31,200 feet of sewer line, consisting of 3,600 feet of 12-inch pipe, 6,200 feet of 10-inch pipe, and 21,400 feet of 8-inch pipe. The main trunk lines through town, west to east along Center Street and north to south along Washington Avenue to the treatment plant, were constructed in 1978 and 1979. Portions of these mains, at the western end of Center Street and the southern end of Washington Avenue, were rebuilt in 1994 and 1995, respectively. The condition of these lines is believed to generally be good, as indicated by the relatively low infiltration in the system and a manhole inspection program. An illustration of the collection system is shown in Figure 14-1

In 2003, 852 equivalent residential units (ERU's) were connected to the Town's wastewater system. This number was comprised of 752 residential ERU's and 106 commercial ERU's. The connected residential population was 2,023 people based on an ERU size of 2.69 people/ERU. The remainder 194 persons in the total population for the Town of Eatonville are not connected to the sewer system and are served by on-site septic systems. The number of connections is shown in Table 14-1.

**Figure 14-1
Existing Sewer System**



**Table 14-1
2015 Sewer Connections**

Type	No. of Sewer Connections	Persons / Connection
Residential	956	2.69
Commercial	116	-
Total	1072	-

16.13.2 Wastewater Treatment. The sewage treatment plant is located on a 10 acre parcel west of State Highway 161 and north of Mashel River, in the south-central part of Eatonville. The wastewater treatment plant is a sequencing batch reactor (SBR) type of design with ultra violet radiation disinfection, providing secondary treatment of wastewater. Treated and disinfected effluent is discharged into Mashel River at milepost 5.3. Prior to the construction of the SBR wastewater treatment plant, Eatonville was treating its wastewater by aerating it in a lagoon and disinfecting the effluent by injection of chlorine before discharging it into Mashel River.

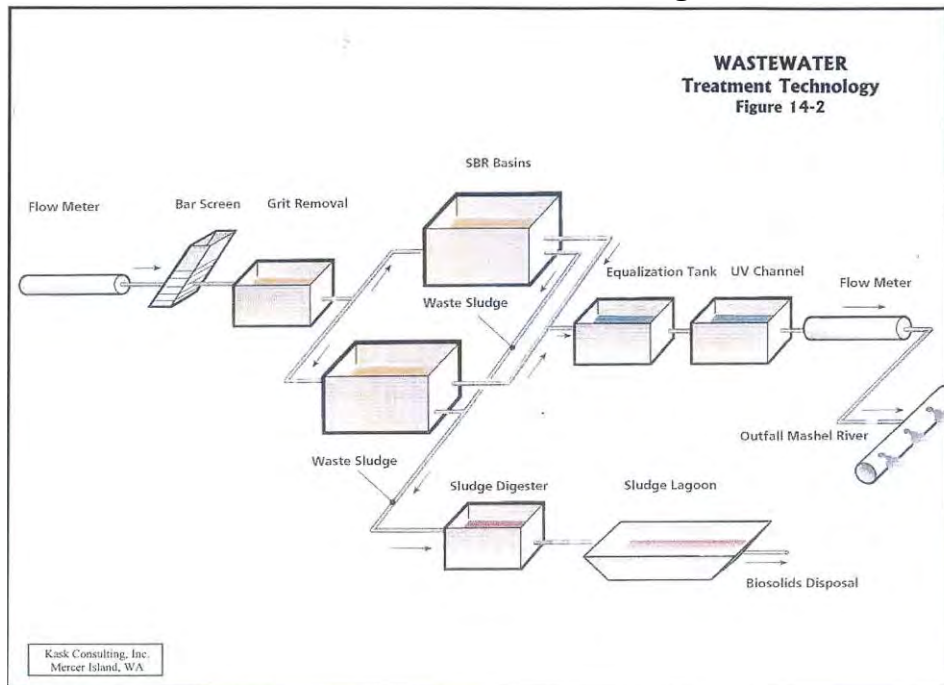
The current SBR wastewater treatment plant is the state of the art treatment plant with the capability of on-site expansion or doubling of its treatment capacity. A diagram of the SBR wastewater treatment plant is shown in Figure 14-2. The design capacity, the licensing capacity and current treatment loads are shown in Table 14-2.

Table 14-2
Capacity and Current Load of the Wastewater Treatment Plant

	Design Capacity	Licensed Capacity	2016 Loads	Surplus Capacity
Maximum month	0.53 MGD*	0.534 MGD	0.318 MGD	0.216 MGD
Peak hydraulic load	1.55 MGD	0.835 MGD	--	--
Annual average load	0.38 MGD	--	0.230 MGD	0.150 MGD
Biological oxygen demand	940 lbs/day	808 lbs/day	--	--
Total suspended solids	926 lbs/day	788 lbs/day	--	--

* MGD – million gallons per day

Figure 14-2
Wastewater Treatment Plant Diagram



The current wastewater treatment plant is operating at about 57 percent of its capacity. The design and licensed capacity of 0.534 MGD can accommodate about 1,878 sewer connections. In 2016, there were 1072 connections, leaving a reserve capacity of 806 sewer connections.

16.13.3 Future Demand. In 2016, Eatonville had 1072 sewer connections. By 2035, the number of sewer connections is estimated to increase to 1,440 connections with the addition of 368 residential connections. The wastewater treatment plant, as it operates today, can accommodate a total of 1,978 sewer connections. The wastewater treatment plant can accommodate the forecasted 2035 load and still leave a surplus of connections. At the year 2035, the wastewater treatment plant would be operating at about ~73 percent capacity. The Washington State law requires the municipality to begin the process of expanding the wastewater treatment plant when it reaches 85 percent of its design capacity. In Eatonville’s case, the Town needs to

periodically re-evaluate wastewater treatment plant operations prior to 2035 to determine the timing for initiating a future expansion planning effort.

16.13.4 Projects. With the improvement of the sewage treatment plant, the Town of Eatonville has adequate treatment capacity to handle the 20 year projected growth in population and commercial activity. However, toward the end of the 20-year planning period, the Town needs to begin to make preparations in expanding the treatment facility by constructing an additional treatment module. Almost all of the sewer improvements in the next twenty years will be the expansion of the collection system.

Ridge Road Extension. A 750 foot section of 8 inch gravity sewer line between Orchard Ave N and Antonie Ave N will be constructed within the Ridge Road right of way to serve existing houses which are currently connected to septic systems. The estimated cost of this project is about \$143,000.

Wastewater Comprehensive Plan Update. The town's wastewater department plan is now more than 10 years old. A comprehensive department plan update is required to fully understand the department needs, capacity, and revenue needs. It is estimated that a department plan update will likely cost in excess of \$100,000.

Systemwide manhole installation and upgrade. The town intends to install 10 new manholes within the existing wastewater system where they should have been installed at the time of initial construction but were not. The cost of installation is estimated at \$5,500 per unit for a total of \$55,000.

Gravel Pit Extension North. A 1,200 foot section of 8 inch gravity sewer line will be constructed north of northern most manhole on Baumgardner Place N. onto Weyerhaeuser Road, then along Weyerhaeuser Road crossing the Chehalis Western R.R. right of way into the area being mined for gravel. This sewer extension line would serve mostly industrial use. The estimated design flow volume amounts to about 40 gallons per minute. The estimated cost of this project is about \$120,000.

Gravel Pit Extension South. A 800 foot section of 8 inch gravity sewer line will be constructed north from the northern most manhole on Bergeren County Road N., crossing the Chehalis Western R.R. Company right-of-way into the area being mined for gravel. This sewer extension line would serve a number of industrial users. The estimated design flow volume amounts to about 40 gallons per minute. The estimated cost of this project is about \$80,000.

Ohop Valley Force Main, Pump Stations, and Collectors. A 5,800 foot three inch force main would be constructed within SR-161 right-of-way from the northwestern boundary of the urban growth area, up the hill to the manhole in the vicinity of Lynch Street and Washington Avenue. Along the way, there will be three lift stations, one at the most western end, one in the vicinity of Ohop County Road and one half way up along the hillside. The Force main will be fed by collector sewers along Orville Road and along Ohop County Road. Additional collectors will extend to properties south of SR-161. The sewer line would serve a mix of commercial and single family residential development in

an area known as Ohop Valley. The estimated design flow volume amounts to about 80 gallons per minute. The estimated cost of this project is about \$1,700,000.

West Eatonville. A 2,500 foot 10 inch sewer main will be extended west along Eatonville Highway from the most westerly manhole located about 800 feet east of Hilligoss Lane. The sewer main would serve anticipated residential development to take place in this vicinity. A number of north-south lateral collectors would feed the sewer main. The length of the collectors amounts to about 3,200 feet. This sewer main is estimated to service about 400 housing units. The estimated design flow volume amounts to about 150 gallons per minute. The estimated cost of this project is about \$570,000.

16.13.5 Financing. Various state and federal grant programs are available to fund wastewater treatment plant construction, upgrade and modernization. Very little grant money is available for sewer main extensions. The main funding source, outside the sewer service and connection fees is the Washington State Public Works Trust Fund. The trust fund makes moneys available for sewer and water improvements at a low or zero interest rate. The local match for the Trust Fund loan can be secured by forming a Local Improvement District. The Town is also assessing a sewer connection fee of \$5,900 which generates about \$25,000 to \$160,000 per year. Additional financing comes from an amount set aside from the conventional sewer service charges. It is anticipated that most projects listed in Table 16-5 require the formation of a Local Improvement District to raise the local share of the anticipated grant funding.

**Table 16-5
Sewer Projects Cost and Timing**

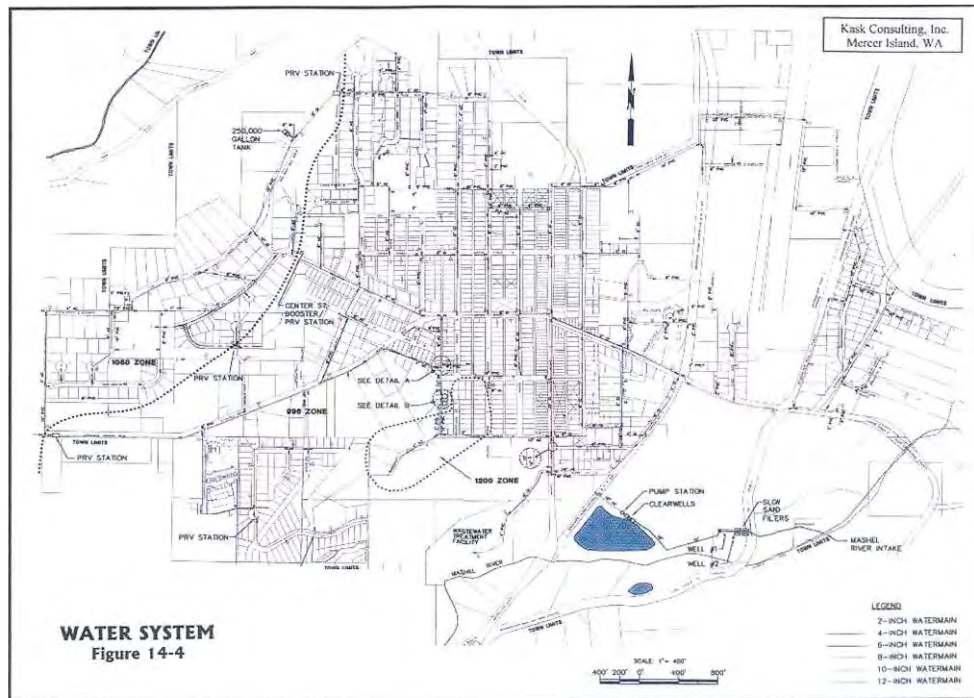
Project	Total Cost	2015 2020	2021 2035
Wastewater Comp Plan	\$100,000	\$100,000	--
Ridge Road Extension	\$143,000	\$143,000	--
System-wide Manholes	\$55,000	\$55,000	--
Gravel Pit Extension North	\$120,000	--	\$120,000
Gravel Pit Extension South	\$80,000	--	\$80,000
Ohop Valley Connector	\$700,000	--	\$700,000
West Eatonville	\$570,000	\$270,000	\$300,000
Total	\$1,768,000	\$568,000	\$1,200,000

16.14 WATER

16.14.1 SERVICE AREA

The existing service area for the Town of Eatonville includes the majority of the homes in the Town limits along with homes on the Eatonville highway west of town and along Hilligoss Lane. There are some homes inside the northern portion of the Town limits that are currently not served by the Town water system but have individual wells. An illustration of the existing water distribution system is shown in Figure 14-4.

**Figure 14-4
Future Basin Flows**



16.14.2 Water Rights. The Town of Eatonville has three certificates of water right listed with the Washington State Department of Ecology. Two of the certificates are for groundwater sources (one with three wells listed and the other with one) and one certificate for surface water. A summary of the Water rights is listed below in Table 14-3. In addition, the Town has a claim for water rights on file with the State of Washington under water rights claim #004455, with an original priority date of June 1908, for a total annual claimed volume of 1,000 acre feet (maximum) and an instantaneous volume of 4.0 cfs.

**Table 14-3
Town of Eatonville Water Rights**

Source	Certificate Number	Priority Date	Total Annual (acre feet)	Instantaneous (gpm)
Groundwater (three wells include Well #2)	G2-01087C	8/18/67	400	250
Groundwater (Well #1)	5676-A	11/29/66	394	360
Surface (Mashel River)	10307	8/18/67	525	1,032
Total Water Rights	-	-	525	1,642

16.14.3 Water Sources. The Town of Eatonville obtains its water from both surface and groundwater sources. Approximately half of the Town's water supply is obtained directly from the Mashel River. The balance of the Town's water supply is obtained from four wells located at the water treatment plant adjacent to the Mashel River

southeast of the downtown. The four wells (wells No. 1, 2, 6 and 7) tap the relatively shallow, unconfined aquifer underlying the Town.

The Mashel River flows from a 52 square mile watershed above the Town. The majority of the watershed is privately owned with approximately 13 square miles of state land. The biggest landowners in the watershed are private timber companies. There also some small holdings by other timber companies and private individuals.

River Source. The Mashel River intake facility is located east of the water treatment plant at an elevation of approximately 800 feet MSL. The intake facilities consist of three screened intakes and a compressor building. The water from the intake facility flows to the town's new membrane filtration plant. The membrane filtration plant has maximum capacity of 700 gpm (1,000,000 gpd) and is expandable to 1050 gpm (1,500,000 gpd). The overflow at the raw water intake is directed to the fish pond below the abandoned Eatonville Lumber Company mill before reentering the Mashel River. From the new membrane filtration plant, the water flows to the chlorine contact tank then into 2 clear wells (expandable to 3). The existing clear wells hold 126,000 gallons each. As needed, water is pumped using three 50 horsepower booster pumps from the clear wells to the 966 zone reservoir. The Mashel River intake location is shown in Figure 14-5.

Well Sources. The Town currently operates 4 wells located southeast of Town. Well No. 1 was developed in 1966 to depth of 52 feet and fitted with a 12-inch casing and a 5 horsepower pump which provides 200 gpm. Well No. 2 was drilled in 1969 to a depth of 45.5 feet and fitted with a 10-inch casing and a 3 horsepower pump capable of 200 gallons per minute. The two wells are about 100 feet apart and are considered a single source well field. Wells 6 and 7 were drilled in 2003, are located to the north of wells 1 and 2 and are at a depth of 85 feet. Well 6 has the capacity to produce 200 gpm. Well 7 has the capacity to produce 350 gpm. Water from the wells is directed into the raw water basin prior to filtration. Water from wells 1, 2, 6 and 7 are judged by the Washington State Health Department to be under the influence of surface water.

Pump Station. The town installed 3 new booster pumps in conjunction with the construction of a new membrane filtration plant. These pumps are used to pump water from the 2 clear wells at the plant to the 996 reservoir. Each pump has a capacity of 750 gpm. Water is pumped into a common line which is metered using a turbine meter.

16.14.4 Distribution System. The distribution system consists of three pressure zones. The main pump station supplies water via a dedicated line to a 300,000 concrete tank located on a hill southwest of the central portion of the town. There is a normally closed valve which connects the line to the distribution system allowing water to be pumped directly into the distribution system, if necessary, for emergency or maintenance purposes. Water then flows out of the tank into the distribution system.

Pressure Zone 996. The 300,000 gallon concrete tank is located at a base elevation of 966 feet with an overflow elevation of 996 feet MSL. The 30 foot high tank was refurbished with new concrete finish, liner, and roof in 1991. In 2003 the town altered concrete tank to be a common draw fill system replacing the water inlet to the top of the

tank. Included with the 1991 improvements was the installation of a continuous chlorine analyzer, that also measures pH and temperature, located in the booster pump station building next to the concrete tank. The 300,000 gallon reservoir serves the 996 zone through an 8-inch AC line. The distribution system in this zone is composed of 6, 8, and 10-inch AC, PVC, and cast iron piping.

A small pump station is located next to the 300,000 gallon reservoir to serve approximately 15 homes in the 1,200 pressure zone (Hilltop). The pump station contains a 10 horsepower pump, capable of 200 gpm. Water is pumped to the 1077 Zone by a 4-inch AC line which needs to be replaced and upgraded.

Pressure Zone 1050. The homes located on the hill in the northwestern portion of town (Dow Hill) constitutes the 1050 pressure zone. A booster pump station, located along Center Street, provides water to this zone which is served by a 250,000 gallon steel tank. The two horsepower pumps at the booster pump station are activated by the water level in the tank. Piping in this zone consists of 6 and 8-inch waterlines of AC, PVC and cast iron. The 1050 zone is connected to the 996 zone through a 4-inch waterline with a normally closed valve located along the Eatonville highway, and two Pressure Reducing Valves (PRV), one on a bypass line at the Center St. booster pump station and one located near the intersection of Antonie Avenue and Ridge Road.

Pressure Zone 1077. A second storage tank was constructed in 2004 to support growth in the western parts of town. This 500,000 gallon tank serves the 1077 zone and needs to be connected to the 966 zone. This connection requires the installation of a booster pump facility near the 996 reservoir.

16.14.5 Water Usage. The Town of Eatonville began installing service meters in 1984. The number of connections by each type and size of meter is shown in Table 14-4. As of 2016 there are 1055 metered connections. There are currently no unmetered services in Eatonville.

An equivalent residential unit (ERU) means a measure of water use that is equivalent to the average water use of a residence. In 2005 an ERU in Eatonville consumed 310.6 gallons of water per day. Adjusting for unaccounted water use, the 2006 ERU value was raised to 345.1 gallons per day. Since that time significant gains have been made in conservation and in reducing water loss rates. As such, it is expected that the ERU for Eatonville will continue to be reduced significantly. Further study is required and will be completed as part of future department water comprehensive plan updates. In a period, January 2010 to December 2010, Eatonville produced 98,150,000 gallons of water while the customer's meters and town records for unaccountable water (water used for purposes such as fire hydrant testing) indicated that the consumption was 82,495,308 gallons. The difference between these quantities indicates that Eatonville experienced an approximate 15 percent unaccounted loss of water.

The Town's water rights allow for the withdrawal of 525 acre feet, or 171 million gallons of water per year. If the Town were to withdraw water at a continuous rate (24 hours per day – 365 days per year), the Town could legally withdraw 325.5 Gallons per

minute over a year. Based on the annual water rights available and the 2005 value for an ERU, the Town could serve 1,358 ERUs. As of 2006 the town had 370 available ERUs. In 2010, the Town had 327 ERUs available. As of December 2015, the Town has 273 existing ERU's. However, this number is anticipated to increase to 458 ERUs by 2020 with the addition of 185 ERU's as a result of the completion of the third membrane filtration skid. As such, the Town's water system can accommodate the forecasted 2035 load of an additional 368 residential connections and still leave surplus ERUs.

**Table 14-4
Water Connections - 2016**

Meter Size	Number of Meters
3/4 inches	997
1 inch	26
1 ½ inch	8
2 inches	13
2" fire sprinkler	1
3 inch	3
4 inch	1
6 inch	1
6" Fire Sprinkler	2
Fire Hydrant	3
Total	1055

Since 2006, the Town of Eatonville is producing or pumping water at an average rate of 318,444 gallons per day. The maximum daily water production has decreased from 2006 at 713,000 gallons per day to a peak of 582,000 gallons per day in 2016. The water production amounts for an average day and for a maximum day are shown in Table 14-5.

**Table 14-5
Water Production**

Year	Average Water Production gpd	Maximum Day gpd
2006	284,000	713,000
2007	380,000	632,000
2008	381,000	666,000
2009	287,000	692,000
2010	280,000	670,000
2011	NA	566,000
2012	NA	649,000
2013	279,000	542,000
2014	312,000	595,000
2015	330,000	648,000
2016	333,000	582,000

Another measure of water production is gallons per minute. To meet peak day demand, the water source must be able to pump water at a peak rate for a sustainable

period of time. The capacity of the existing wells No. 1, No. 2, No 6, and No. 7, amounts to 850 gallons per minute. This is in addition to water withdraws from the Mashel River. River withdrawals vary depending on seasonal in stream flows and aquifer levels.

Table 14-6
Peak Day Water Production

Year	Gallons per minute
1994	530
1995	485
2003	550
2006-2016	750

Water use varies from month to month. The highest water use usually occurs in the months of July and August. Monthly water use variations are shown in Table 14-7 using the following years as examples.

Table 14-7
Average Daily Production (Gallons)

Month1	2009	2010	2013	2014	2015	2016
January	213,000	207,000	295,000	231,000	267,000	293,000
February	220,000	210,000	327,000	252,000	265,000	295,000
March	224,000	210,000	316,000	246,000	284,000	296,000
April	253,000	195,000	208,000	233,000	280,000	317,000
May	265,000	215,000	228,000	264,000	308,000	370,000
June	373,000	250,000	261,000	329,000	511,000	383,000
July	491,000	431,000	428,000	496,000	491,000	414,000
August	457,500	465,000	383,000	461,000	405,000	492,000
September	292,000	268,000	247,000	347,000	294,000	319,000
October	225,000	291,000	206,000	252,000	251,000	272,000
November	202,000	292,000	218,000	298,000	251,000	310,000
December	224,000	316,000	224,000	298,000	290,000	278,000

16.14.6 Forecasted Demand. As the population of Eatonville increases, the demand for water will increase as well. Future water use can be estimated using the current per capita demand of 186 gallons per capita per day and extrapolating future use based on projected population and population allocations. Forecasted daily water demand is presented in Table 14-8.

Table 14-8
Forecasted Average Daily Water Production

Year	Forecasted Average Daily Use (gallons)
2022	414,000
2027	460,000
2032	506,000
2035	533,600

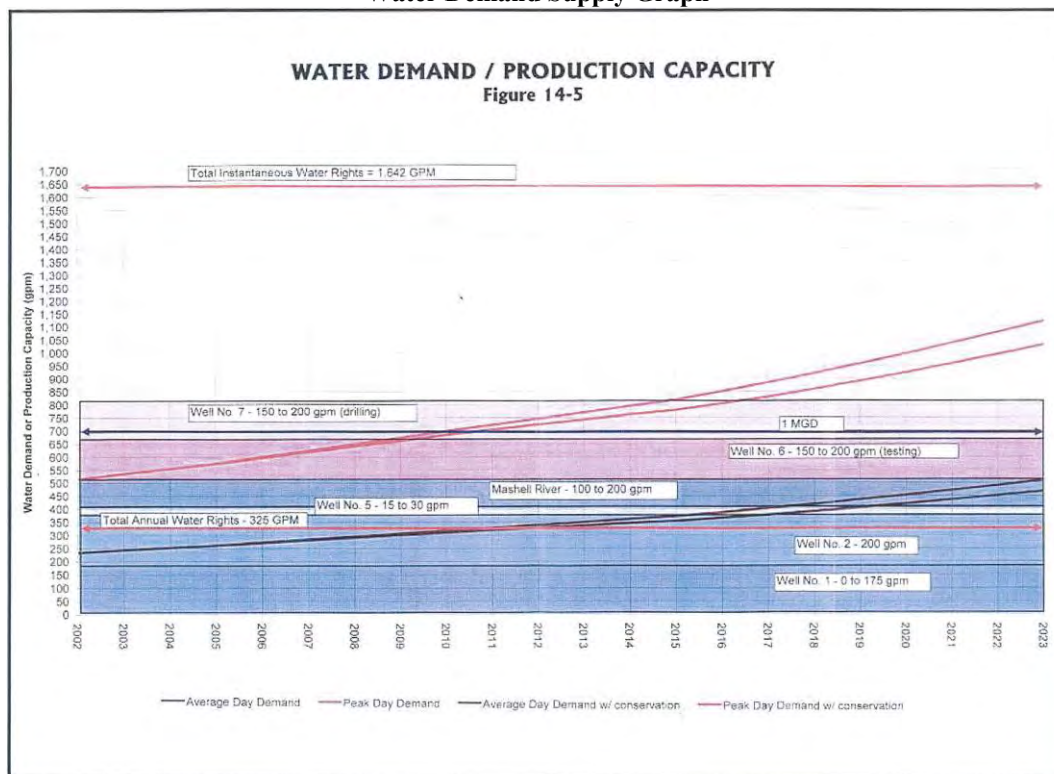
As the population within the service area increases, peak day use can be expected to increase. Forecasted peak day use is forecasted based upon population forecasts and a 2.3 peaking factor from average day use to peak day use. Forecasted peak day production is shown in Table 14-9.

Table 14-9
Forecasted Peak Day Production

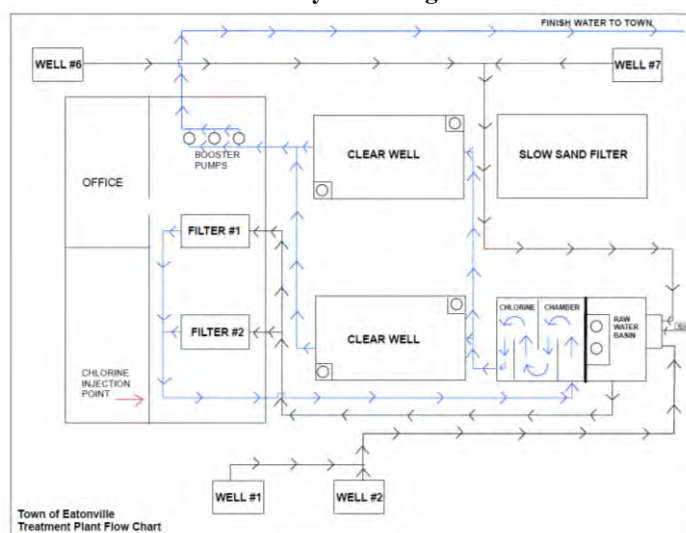
Year	Forecasted Peak Day Production (gallons)	Forecasted Peak Day Flow (gallons per minute)
2017	774,500	537.5
2022	857,000	595
2027	939,500	652
2032	1,022,000	710
2035	1,071,500	767

16.14.7 Water Demand and Production Capacity. It is the responsibility of the Town to assure that the water production is able to meet the demand. The relationship between water demand and production is best illustrated in Figure 14-5. Since water systems must be designed to meet the peak day demand, the peak day demand or the red lines shown in Figure 14-5 are worthy of notice.

Figure 14-5
Water Demand Supply Graph



**Figure 14-5.b.
Water System Diagram**



With a production capacity of 950 gallons per minute, Eatonville’s existing wells have the capacity to meet the forecasted peak daily flow for 2035 of 767 gallons per minute. Due to the limitations of the existing wells and peak day flow forecasts, Eatonville is not expected to approach its instantaneous water right limit of 1,642 gpm prior to 2035.

Another consideration is the limitations placed on the pumping by Eatonville’s existing water rights. Eatonville is limited to an instantaneous water right and an annual water right. The annual water right is set at 525 acre feet per year. This can be extrapolated to an average of 325 gallons per minute. As shown in Figure 14-5 and prior to the construction of the new water treatment plant, Eatonville’s Water Rights were forecasted to be exhausted in 2012. However, with improvements in efficiency and water loss rates, the town is still well under its annual and instantaneous water right limits. In 2010, the town pumped water at an average rate of 193 gpm.

16.14.8 Conservation. Currently, the Town of Eatonville produces water which is not accounted for in service meter data. In 1995, 39 percent of the water produced was lost and unaccounted for. This water not only represents a monetary loss but is also water that could be used to accommodate new growth under the existing water right, a consideration that will become increasingly important as the Town expands. The town made significant gains on water loss in 2009 by bringing loss down to levels as low as 4% per month.

As part of the Town’s effort to reduce unaccounted for water in the system, a meter testing program may be considered to ensure accurate meter readings. On a three year rotation, the master meter at the main pump station would be tested to determine accuracy and repaired if necessary. The service meters of the largest users, such as the schools and commercial accounts, would also be targeted for periodic calibration testing. Residential

service meters should be replaced every fifteen years. And finally, implementation of a meter replacement program rotating older meters out of service is recommended.

16.14.9 Projects. A considerable amount of work has taken place to improve the Town of Eatonville's water system. In 2002 and 2003, two wells were drilled to help supply a new treatment plant. The new treatment plant was finished in 2006 and has greatly improved the town's drinking water quality. If growth continues as projected, it appears Eatonville could potentially approach its annual water right limit around 2032. While current supplies are adequate, the town needs to continue to seek new water rights or alternative water sources.

Water Department Comprehensive Plan. The town's water department comprehensive plan is now more than 6 years old and is due for an update as the physical and financial conditions within the department and system have changed drastically. A water department comprehensive plan update can likely be completed for a cost in excess of \$120,000.

Filtration Plant. The town's new filtration plant has been completed and is operating at 66% capacity. A third membrane filtration skid will allow the plant to produce at maximum capacity. The estimated cost of the third skid is \$550,000.

Booster Pump & Clear Well. The town needs to construct a new booster pump to tie its new reservoir to the old concrete hilltop reservoir. The cost of this improvement is estimated at \$500,000. The town also needs to develop an additional clear well at the water treatment plant. The estimated cost of this improvement is \$100,000.

Distribution System. Incremental distribution system extensions and enlargements are being made constantly as the overall system expands. New pipe is being laid and older and small caliper pipe is gradually being replaced to permit greater volumes to pass and improve fire flow. The estimated cost of distribution system extensions and improvements amounts to about \$80,000 per year.

Remote Read Meters. The town is in the process of replacing its manual read meters with new remote read meters. It has replaced approximately 1/3 of all meters in the town. The total remaining cost for the replacement and the reading equipment is \$275,000.

Table 16-6
Water Projects Cost and Timing

Project	Total Cost	2015-2020	2021-2032
Water Comp Plan	\$1120,000	\$120,000	
Filtration Plant	\$550,000		\$550,000
Booster Pump	\$225,000	\$225,000	
Clear Well	\$225,000		\$225,000
Distribution System Imp.	\$1,440,000	\$480,000	\$960,000
Remote Read Meters	\$275,000	\$150,000	\$125,000
Total	\$2,835,000	\$975,000	\$1,860,000

16.14.10 Financing. The predominant water revenue is generated locally from water user charges and water hookup fees. The current water hookup fee is \$5,000. The water hookup fee is estimated to generate about \$50,000 to \$280,000 per year. Water projects are also being funded from the Washington State Public Works Trust Fund at a low or zero interest rate. It is anticipated that major extensions of water systems, particularly to the west, will be financed through the Local Improvement District mechanisms.

16.15 ELECTRICAL SERVICE

16.15.1 Electrical Services. The Town provides electrical service to about one thousand residential, commercial and institutional connections. The Town purchases power from the Bonneville Power Administration and sells it to its customers with a markup to cover the cost of distribution. The Town charges an electric service hookup fee of \$600. The Bonneville Power Administration delivers wholesale power to the Town at the electric substation in the Ohop Valley at 115 kilovolts. The substation, owned and operated by the Bonneville Power Administration, transforms the power down to 7,200 volts which is then distributed throughout the Town. The Town has a policy to underground existing overhead power in residential and commercial areas.

Electrical Undergrounding. The town continues in its effort to underground power lines throughout the town. It is estimated that the town will need to spend \$100,000 per year on electrical undergrounding projects for the foreseeable future.

Carter Street Electrical Undergrounding. The town has installed decorative street lighting, conduit and vaults in conjunction with the Carter Street reconstruction project. The town still needs to purchase hardware and to pull and terminate cable before the project will be completed. The estimated project cost is \$20,000.

Decorative Street Lighting. The town intends to install decorative street lighting throughout the town center in accordance with the Town Center and Corridor Study dated 2/26/2010. This project requires a sustained investment over many years. In many instances, an investment in street lighting can be used as match for street grant. It is estimated that this project will require an investment of \$100,000 per year for 8 years.

Light Department Comprehensive Plan Update. The town has not updated its electrical comprehensive plan in more than 10 years. Further, many of the regulations governing the department are more than 30 years old. Significant department planning and study is required in order to understand future demands, projects, and revenue. A department comprehensive plan and regulation updates can be prepared for \$130,000.

LaGrande Connector. The Town of Eatonville, for some time, has planned to connect its electrical network to a power supply at the LaGrande substation. This connection would provide an alternative connection or feeder, other than the Ohop Valley substation. In the event of a power failure at the Ohop Valley substation, Eatonville can

get its power through the second feeder from LaGrande. The estimated cost of the LaGrande feeder is about \$500,000.

Table 16-7
Electrical Projects Cost and Timing

Project	Total Cost	2015 2020	2021 2035
Electrical Undergrounding	\$2,100,000	\$600,000	\$1,500,000
Carter Street Undergrounding	\$20,000	\$20,000	
Decorative Street Lighting	\$800,000	\$600,000	\$200,000
Electrical Comp Plan Update	\$130,000	\$130,000	
LaGrande Connector	\$500,000		\$500,000
Annual Expansion	\$1,800,000	\$600,000	\$1,200,000
Total	\$5,350,000	\$1,950,000	\$3,400,000

16.15.2 Financing. Expansion of electrical service is financed through hookup fees and set-aside from rate payments, an amount for capital improvements.

16.16 PUBLIC SAFETY

16.16.1 Projects.

Police Department. It is anticipated that the Police Department needs to purchase a new patrol car every year at an estimated cost of about \$44,000 each.

Table 16-8
Public Safety Projects Cost and Timing

Project	Total Cost	2015 2020	2021 2035
Police cars	\$1,155,000	\$330,000	\$825,000
Total	\$1,155,000	\$330,000	\$825,000

16.16.2 Financing. Police and fire equipment purchases are financed from the Town general fund and through the Fire/EMS levy. A new EMS Levy was passed in 2008 to generate 0.50 per \$1,000 assessed valuation. A Levy Lid Lift for a fire department was also passed in 2008 and was set at \$1.02 per \$1,000 in assessed valuation. These revenue sources increased by 1% in 2009 and 2010. The purchase of a new aid car requires the setup of a reserve fund.

16.17 STORMWATER FACILITIES

16.17.1 Projects. Provide stormwater management services by constructing new and improving existing facilities on a sustainable basis. The amount of money that the Town can expend on capital improvements amounts to about \$10,000 per year.

Stormwater Comprehensive Plan Update. The town's current stormwater department plan is now more than 6 years old and is in need of update. It is estimated that a stormwater plan update will cost in excess of \$100,000.

Water Quality and Detention Projects. The town needs to construct water quality and detention improvements at its stormwater outfalls on Lynch Creek and the Mashel River. It is estimated that the total project cost for these improvements would be \$250,000.

Eatonville Highway Stormwater Trunk Reconstruction. That town intends to replace a 1,300 foot section of deteriorated and undersized stormwater trunk line along Eatonville Highway to Center Street West between Skylar Way and Pennsylvania Ave N. This project will require substantial street repairs and is estimated to cost \$2,000,000.

Mashel Avenue Stormwater Upgrades. The town is working with the Nisqually Indian Tribe on a project which would allow a diversion of stormwater between the Lynch Creek outfall and the Mashel River outfall to help spawning salmon during years when water levels in the Mashel River are especially low. This project requires the construction of new stormwater mains between Center Street and the Mashel River. This project is expected to cost \$500,000 and will only be funded upon the receipt of grant funds to cover the entire project cost.

Table 16-9
Stormwater Projects Cost and Timing

Project	Total Cost	2015 2020	2021 2035
Stormwater Comp Plan Update	\$100,000	\$100,000	
Quality & Detention Projects	\$250,000	\$150,000	\$100,000
Eatonville Hwy Truck Reconst	\$400,000		\$2,000,000
Mashell Ave Storm Upgrades	\$500,000	\$200,000	\$300,000
Total	\$2,850,000	\$450,000	\$2,400,000

16.17.2 Financing. Revenue for financing stormwater improvements comes from an assessment of \$400 per residential and commercial building permit and from monthly utility charges totaling \$7.80 (\$4.10 for elderly and low income residents) per month. The amount of financing generated per year amounts to about \$115,000 per year.

16.18 CONCURRENCY

16.18.1 Capital Facilities and Land Use. The Growth Management Act requires that urban services be provided for urban development. The Act further stipulates that development within Cities, Towns and unincorporated urban growth areas be at urban levels of density (typically greater than four housing units per acre). In order to meet the requirements of the Growth Management Act, municipalities and counties must therefore, be able to provide urban services to development throughout their corporate or

urban growth area boundaries. Provision of urban services should also be planned for urban growth areas surrounding municipalities, since these areas are designated for urban development and may be annexed.

In order to assure that urban services are provided to all areas of urban level development, coordination between the capital facilities plan and the land use plan becomes a necessity. The capital facilities plan must look at the land use plan and identify those areas planned for development where urban services are not available. In cases where certain urban services are not available, the capital facilities plan must establish a specific program of projects that extend services into those areas.

In certain cases it may be found that urban services cannot be extended into areas planned for urban development. There could be a lack of funding to complete particular projects. Or, projects necessary to expand capacity or service area may require a number of years before they can be completed. Where it is found that urban services cannot be provided in a timely manner, it becomes necessary to go back and reassess the land use plan. Changes may need to be made in the type of land use planned for particular areas. The size of urban growth areas may also need to be adjusted.

With each update of the capital facilities plan, concurrency with the land use plan should be reexamined. Likewise, whenever changes are proposed to the land use plan, the capital facilities plan must be consulted.

16.18.2 Need For A Concurrency Management System. Level of service standards are established to provide a measuring stick by which the adequacy of municipal services can be gauged. It is important that level of service standards be met in order to assure high quality services. As growth occurs, however, maintaining level of service standards becomes a difficult job. Additional growth requires additional capacity to maintain the same quality of services. The Town, in managing unincorporated urban growth areas, must continuously expand upon its service capacity to keep pace with growth. Proper management and planning become vital in this process.

If level of service standards are to be maintained as growth occurs, it is necessary for adequate services to be in place to serve new development at the time that they are needed by the new development. This is what is known as concurrency. In order to achieve concurrency, it is necessary to create a balance between growth in service demand and growth in service capacity. If a balance is not achieved, demand for municipal services may outgrow the Town's capacity to provide those services. As a result, levels of service will drop.

How can the Town achieve concurrency? The most effective way is to establish a concurrency management system. The concurrency management system provides a method for measuring whether capital facilities are adequate to serve new development at the time the development is proposed. By instituting a system such as this, the Town can avoid situations where the demand created by new development exceeds existing capacity. Most importantly, the concurrency management system directly integrates land use

planning with capital facilities planning, by making sure that adequate capital facilities are available before new development can be approved.

With a concurrency management system, concurrency is determined by comparing the capacity of capital facilities required by each development to the unused capacity that is actually available. To do this, a concurrency test is performed. If the unused available capacity is equal to, or greater than, the capacity required, the applicant passes the concurrency test. If the unused available capacity is less than the capacity required, the applicant fails the concurrency test. A concurrency test must be performed before development plans can be approved by the Public Works Department.

16.18.3 Model Concurrency Ordinance. An ordinance can be used to establish a concurrency management system within the Town. The concurrency management system it establishes provides the necessary regulatory mechanism for evaluating requests for development to ensure that adequate facilities can be provided within a reasonable time of the development impact. Under the ordinance, a concurrency test is required to assure that new development will not decrease current service levels below locally established minimum standards. The concurrency test is performed prior to permit approval. Upon passing the concurrency test, a certificate of capacity shall be issued, which will apply only to the specific land uses, densities, intensities, and development project described in the application and development permit.

The concurrency management system requires concurrency tests to be performed for new development in relation to roads, transit, potable water, electric utilities, sanitary sewer, solid waste, storm water management, law enforcement, fire, emergency medical services, schools, parks, and libraries. The ordinance sets the framework for concurrency test procedures, establishes which types of development permits require a concurrency test and which do not, and provides a process for appeals and review.

16.19 SUMMARY

A summary of capital facilities is presented below. The summary assumes that a significant amount of money comes from outside sources such as grants and loans. Additionally, the summary also assumes that a number of projects will be bond financed. Bond financing, in some instances, may extend beyond the twenty-year planning period. In instances of bond financing, Table 16-10 shows the principal amount of debt incurred at the time of bonds issuance. Once bonds are sold and debt has been incurred, the bond redemption schedule will result in a different cash flow table as shown in Table 16-10.

Table 16-10
Summary of Capital Improvement Projects and Timing

Project	Total Cost	2015 2020	2021 2035
Parks and Recreation	\$1,550,000	\$350,000	\$1,200,000
Roads and Streets (Motorized)	\$11,521,120	\$234,690	\$11,286,430
(Non-Motorized)	\$ 50,000	\$ 15,000	\$ 35,000

Sewer	\$1,768,000	\$568,000	\$1,200,000
Water	\$2,835,000	\$975,000	1,860,000
Electrical service	\$5,350,000	\$1,950,000	\$3,400,000
Public Safety	\$1,155,000	\$330,000	\$825,000
Stormwater	\$2,850,000	\$450,000	\$2,400,000
Total	\$27,079,120	\$4,872,690	\$22,206,430

The above presented Capital Facilities Plan demonstrates within reasonable bounds that concurrency will be met in parks and recreation, transportation, sewers, water, electric service, stormdrainage, police, fire, and emergency services for the period 2015 – 2035.



Chapter 17

SITING ESSENTIAL PUBLIC FACILITIES

17.1 INTRODUCTION

Essential public facilities are usually capital facilities, typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, water treatment and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities (RCW 36.70A.200). Pierce County may also identify additional public facilities that are essential to providing services.

The following outlines a process for determining where essential public facilities could be located and what development standards are appropriate. This process is intended to avoid duplication in approval process, consider the long-term as well as short-term costs of alternative siting criteria, provide for effective public review, major facility location, and emphasize reasonable compatibility with neighboring land uses.

17.2 LOCATIONAL CONSIDERATIONS

The following locational issues should be taken into consideration when essential public facilities are proposed to be sited in the Town of Eatonville:

1. Equitable distribution of public facilities should occur so that no one jurisdiction assumes more than their fair share.
2. Siting issues among Cities, the County, the State, and between the County, State and federal agencies, need to be coordinated to eliminate untimely reviews and delays.
3. The siting of some essential public facilities is limited by the nature of the facilities' operational requirements and the siting requirements of state and federal agencies which need to be taken into account prior to and during the public review process. Specific siting needs for each type of facility and a need to identify design requirements and standard mitigation techniques should be stated as part of any siting decision.

4. Future expansion of a facility is often determined by the initial siting and design decisions, which need to be acknowledged in the public review process.

17.3 PUBLIC REVIEW PROCESS

It is essential that the public will be given an opportunity to review and comment on proposed location, construction and operation of essential public facilities. The following is a list of issues to be addressed in the public review process:

1. Affected public shall be consulted in preparing recommendations and shall be given the opportunity for effective review and comment.
2. Notice and opportunity to review and comment on draft recommendations shall be given to affected public.
3. Proposals for siting essential public facilities shall contain rationale for why that facility is needed.
4. Recommendations for essential public facilities shall contain a rationale for why the facilities listed need to be located in the Town of Eatonville.
5. When identifying essential public facilities with siting difficulties, the characteristics of the facility that make it difficult to site shall be indicated.

17.4 EVALUATION OF INFORMATION

For the public to be able to review and comment on proposed essential public facility location, construction, and operation, a certain amount of quantifiable information needs to be in the hands of the public. The following is a suggested minimum list of information needed. More detailed and specific information is needed depending on the type of essential public facility proposed.

1. Evaluation criteria shall be consistent in the treatment of siting essential public facilities and should recognize the need for compliance with County-wide policies and criteria.
2. Evaluation criteria shall consider more than one site.
3. Siting criteria shall be based on the following and consider the impacts on:
 - a. Natural features and critical areas
 - b. Existing land use and development in adjacent and surrounding areas

- c. Existing Comprehensive Plan designations for surrounding areas
- d. Present and proposed population density of surrounding areas
- e. Environmental impacts and opportunities to mitigate environmental impacts
- f. Effect on critical areas and designated open space areas
- g. Spin-off (secondary and tertiary) impacts
- h. Effect on the likelihood of associated development being induced or precluded by the siting of the facility.
- i. Cumulative impacts essential public facilities taken as a group.

17.5 GOALS AND POLICIES

17.5.1 Goal. Assure that essential public facilities sited in the Town of Eatonville take into consideration the provisions in the Comprehensive Plan.

17.5.2 Policies.

1. When siting essential public facilities, the proposal shall take into account the Town of Eatonville Comprehensive Plan, particularly the land use, housing, transportation, utilities, critical areas, shoreline, and parks and open space elements.
2. Ensure that the siting of essential public facilities will include and provide for a public process with quantifiable information.
3. Ensure that the essential public facilities siting process provides adequate data necessary to evaluate the siting of the proposed facility.
4. Recognize the Swanson Airport as an essential public facility and discourage land uses or activities that may impact the operation of the airport.



Chapter 18

IMPLEMENTATION STRATEGIES

18.1 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%.¹ 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-3 & 4)

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

¹ 18.04.110 Eatonville Zoning Code, page 18-27

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

18.2 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 an average 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):

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.

18.3 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 where adequate rights-of-way exist.

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.