

# TOWN OF STEILACOOM COMPREHENSIVE PLAN



## 2015

**TOWN OF STEILACOOM  
COMPREHENSIVE PLAN  
2015**

**RON LUCAS, MAYOR**

**TOWN COUNCIL**

**PETE FRANKLIN**

**MARION SMITH**

**STEVE STOVALL**

**NANCY HENDERSON**

**BRUCE JUDSON**

**PLANNING COMMISSION**

**SUSAN CABLE, CHAIR**

**CAROL SAYNISCH**

**STEVEN HILLEARY**

**THEDA BRADDOCK**

**BILL MINER**

**JOHN JACOBS**

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# INTRODUCTION & COMMUNITY DESCRIPTION



## **Purpose of the Plan**

This document contains goals and policies to guide the Town of Steilacoom's development for the next twenty years. It reflects the Town's continuing desire to preserve and improve its quiet, clean and historically focused small town atmosphere.

This plan is governed by the laws of the State of Washington, including the Growth Management Act, Chapter 36.70A RCW and RCW 35.63. This plan is also guided by the Puget Sound Regional Council's VISION 2040 planning document, and Pierce Countywide Planning Policies.

The following mission statement was drafted in 1988 to guide the Comprehensive Plan process.

### **Comprehensive Plan Mission Statement**

It is the intent of this Comprehensive Plan to preserve and improve our quiet, clean, and historically focused small residential town atmosphere while at the same time carefully planning for our inevitable growth. To that end we have defined the following goals:

- To maintain Steilacoom as a small residential town with its historical heritage.
- To recognize that Steilacoom is composed of old and new neighborhoods and, while preserving their individual characters, to draw them together into a single community.
- To promote the highest standards to preserve the natural environment and the quality of life.
- To repair, replace, and maintain our infrastructure.
- To assure that land use elements provide guidelines for utilities, public safety, traffic, park planning, and future expansion of the infrastructure.
- To carefully develop the shoreline and increase its accessibility both from the land and from the water.
- To take an active role to ensure the preservation of the marine, mountain, and other natural views to the greatest practical extent.
- To encourage economic growth in the commercial area and encourage expansion of revenue through continued responsible governmental management.
- To recognize that growth and planning are not static, but an ongoing process, and that the Comprehensive Plan should be reviewed and updated periodically.

## **Drafting of the Plan**

This Plan is built upon two prior Plans drafted under the Growth Management Act; the original 1996 Plan and the 2004 update. It is also the result of input by the citizens of the Town of Steilacoom who voiced their opinions and concerns in several public forums, hearings and open houses beginning in 2013.

## Putting the Plan to Use

This comprehensive plan forms the basis on which implementing strategies are formed and adopted. These strategies often take the shape of specific controls placed on development or land use activities; other measures involve future decisions regarding funding sources and priorities. In any event, all strategies will contribute to the achievement of the plan's goals and policies. Some of the procedures and regulations being used at the time of plan adoption were already appropriate and consistent.

As described previously, this comprehensive plan is intended to comply with growth management requirements. To meet these requirements, the plan includes, among other things, certain elements that are identified as mandatory by the GMA. The plan is organized in the manner outlined below.

### *Plan Outline*

Introduction & Community Description

Quality of Life

Land Use

Housing

Transportation

Utilities

Capital Facilities

Economic Development

Parks, Recreation & Open Space

### *Amendment Procedures*

It is likely that amendments to this plan will be appropriate and necessary over the life of its implementation. As required by the GMA, this plan includes conditions under which amendments or revisions can be considered. Under RCW 36.70A.130, the Town must periodically review and revise the Comprehensive Plan and its implementing regulations. The next scheduled review and revision is June, 2023.

### Timing of Amendments

Amendments to this comprehensive plan will occur no more frequently than once every calendar year, except in cases of emergencies described below. All amendment proposals shall be considered concurrently so the cumulative effect of the various proposals can be ascertained. All amendments should, where feasible, be reviewed as part of a coordinated State Environmental Policy Act (SEPA) process so that the environmental impacts of the changes may also be assessed cumulatively.

Comprehensive plan amendments may be adopted whenever an emergency exists.

An emergency for purposes of comprehensive plan amendments is defined in two ways. In the first instance, an emergency is defined as a "disaster" or an "emergency" by the Steilacoom Emergency Preparedness Plan. During times of emergency or disaster,

portions of the comprehensive plan shall be considered to be temporarily amended in order for the Town to conduct those actions necessary to follow the procedures outlined in the Steilacoom Emergency Preparedness Plan. After the disaster or emergency has been ameliorated, the Town Administrator shall make a recommendation to the Town Council regarding whether a permanent comprehensive plan amendment is necessary.

In the second instance, an emergency is defined when the Town Administrator determines that an amendment is necessary to ensure compliance with RCW 36.70A (the Growth Management Act), as may be amended. In such instances, the Town Administrator shall prepare a written staff report which clearly describes the reasons why an amendment is necessary, why it must be considered immediately, and how the amendment will allow compliance with RCW 36.70A, as may be amended. This staff report will be considered by the Planning Commission and Town Council as part of the amendment proposal. In either of the cases described above, emergency amendments will not count as the one set of amendment proposals per calendar year.

The procedure for amending this comprehensive plan is outlined in the Steilacoom Municipal Code Section 18.40. After conducting a public hearing, the Planning Commission is required to make a recommendation regarding the proposed amendment to the Town Council. This recommendation must include a summary of any public testimony taken at the public hearing on the proposed amendments to the comprehensive plan. The Town Council is responsible for taking the final action to adopt, amend, deny, or remand the proposed Plan amendments back to the Planning Commission.

## **Summary of Plan Elements**

### *Quality of Life*

This element describes essential parts of the Town's makeup. Included are goals on community, relationships between the citizens and civic leaders, historic preservation, public safety education, environmental quality, the health and wellbeing of the citizens, relationships with other jurisdictions, education and assessment of the Comprehensive Plan.

### *Land Use*

Most of Steilacoom's land has been developed in one way or another. Previous plans have stressed the importance of preservation of open space as new development takes place. While open space continues to be a focus of this comprehensive plan, recent acquisitions of large areas of open space have lessened the urgency. Instead, redevelopment of existing properties is anticipated to emerge as the primary form of development as fewer parcels of undeveloped land remain.

The proposed land uses illustrated and discussed in the land use element will look familiar to today's residents -- a testimony that they value the vision and foresight of those who have worked to make Steilacoom what it is today.

Found in the land use element, Figure 3.1 summarizes proposed land use for housing, commerce, industry, open space, recreation, public utilities, and public facilities. The

general pattern of land use is essentially unchanged from current land use. The biggest change since the 2004 update concerns the School District properties. The School District realigned the parcels at both the elementary schools and sold the excess lands under the Pierce County Conservation Futures program. As a result, almost 23 acres of open space property have been preserved and are now under Town control. Also 13 acres of the industrial area were added to the high school property to allow future expansion of that campus.

### *Housing*

In 2011, Steilacoom was allocated 3,385 housing units as a target for the year 2030. The 2014 Buildable Lands Report found that the Town has sufficient capacity to meet that goal. As explained in the Land Use Element, the 2030 target has been extended to 2035.

The objective of the housing element is to not only identify areas for housing, but to also influence the type of housing that is built and maintained to ensure housing is available for all existing and future economic segments of the community. The housing element makes special effort to identify those households whose housing needs are not typically met by the private housing market. As in many communities in the region, this element demonstrates a need for rental housing for extremely low and very low income households, in addition to housing for families earning the median income who would like to own their own home.

The housing element supports the consideration of additional flexibility to ensure that adequate housing is available and that the Town's planned open space areas can be retained. This flexibility will increase the potential usefulness of lots of record and of small vacant tracts of land suitable for planned area developments. In addition, flexible provisions will promote development of affordable housing that is compatible with existing neighborhoods.

### *Transportation*

The Transportation element inventories the existing system, adopts design-based level of service standards for all street classifications, and identifies vehicular, bicycle, and pedestrian system expansion needs.

Analysis conducted for this element recognizes the impact of regional growth on the Town's circulation system. The future growth in the cities of DuPont, University Place and Lakewood, and especially at Joint Base Lewis-McChord have greatly added to the amount of commuter traffic passing through Town, especially in the morning and later afternoon hours. The element recommends the consideration of traffic calming strategies to reduce the speed of through traffic on residential streets.

### *Utilities*

The Town of Steilacoom owns and operates much of its utility infrastructure including the electric distribution system, stormwater conveyance system, sanitary sewer system, and water system. Over the last decade, Steilacoom has addressed utility infrastructure needs through the completion of several facility plans. In some cases, these plans have

found that existing facilities are aging and in need of renovation or improvement to meet modern service standards and the demand created by future growth. The utilities element summarizes these plans and integrates their implementation into the capital facilities element. The utilities element also inventories those facilities not owned or maintained by the Town of Steilacoom.

### *Capital Facilities*

The capital facilities element contains an inventory of existing facilities, an analysis of future needs, and an identification of funding strategies for all public capital facilities provided by and/or found within the Town of Steilacoom. Capital facilities include utility systems, buildings, park and recreation sites and improvements, streets, the library, schools, and the ferry dock.

Issues for facilities owned by Steilacoom primarily involve rehabilitation and improvements to correct existing deficiencies. Based on estimated cost, the drinking water distribution system, sanitary sewer system, and street system will require the greatest degree of improvement over the life of this proposal.

The capital facilities element also addresses the need for educational facilities over the next 20 years. School facility needs are described in greater detail in a document prepared by the Steilacoom Historical School District titled *Long Range Facilities Needs Analysis and Strategic Plan*.

The capital facilities element concludes by meeting its obligation to demonstrate the Town's ability to obtain funds needed for planned improvements to its capital facilities and to meet defined level of service standards through 2035.

Utility rate increases, municipal bonds, grants, and the general, utility, or street and arterial funds are among the funding strategies contemplated to rehabilitate existing improvements. The strategies below are considered for their ability to meet facility needs specifically created by new development.

- Install or construct facilities or pay latecomer fees
- Pay general facility fees
- Pay real estate excise tax
- Pay mitigation fees or perform mitigation projects'
- Provide land, rights-of-way or easements

### *Economic Development*

This element summarizes the local economic base, including the Town's strengths and weaknesses. New goals and policies are added encouraging local start-up businesses and businesses in the Town Center.

### *Parks, Recreation and Open Space*

Added to the Comprehensive Plan in 2008, this element describes the Town's recreational and open space assets. This element is designed to meet the State

Recreation and Conservation Office's requirements as a park plan for obtaining grant funding.

### **Consistency / Coordination**

The State Growth Management Act requires that each comprehensive plan be coordinated and consistent with the comprehensive plans adopted by neighboring jurisdictions. To help communities meet this requirement, County-Wide Planning Policies have been adopted by Pierce County and ratified by the Town. 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.

To ensure this regional and countywide coordination, the Town has actively participated in the meetings of Puget Sound Regional Council (PSRC), the Pierce County Regional Council (PCRC), and the Pierce County Growth Management Coordinating Committee (GMCC).

As discussed below, the multicounty planning policies in VISION 2040, along with the Pierce County County-Wide Planning Policies were used in the development of the Town's Comprehensive Plan. The multicounty and County-Wide Planning Policies are required by the State Growth Management Act to ensure coordinated plans within the region, within each county and between adjacent counties. Many of the policies found within this plan are a direct attempt to address the direction provided either by VISION 2040 or by the County-Wide Planning Policies. The development and implementation of the multicounty and County-Wide Planning Policies has led to, and will continue to encourage, cooperative planning between jurisdictions throughout the region. This cooperative effort has not only included the identification of mutual problems, but also has fostered the growing awareness that common solutions can be implemented if local jurisdictions work and plan together.

The Growth Management Act also requires that comprehensive plans be internally consistent to ensure that the vision of the community outlined in the land use element of this plan is supported by needed public services, facilities and programs. The goals, policies, and elements of our plan are consistent with one another and when implemented, will lead to the preservation of the small town character of this community.

### **VISION 2040**

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 a concerted effort to incorporate the goals and policies of VISION 2040 into this Comprehensive Plan.

### *Sustainability*

This Comprehensive Plan acknowledges that the Puget Sound region and the Town of Steilacoom 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 possible.

### *Regional Growth Strategy*

This Comprehensive Plan is aligned with the Regional Growth Strategy and uses the residential and employment growth targets in VISION 2040. The Housing Element identifies housing unit projections to the year 2035, along with affordable housing goals. The Town's Economic Development Element addresses 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 new text, goals and policies as needed to maintain consistency between the Plan and VISION 2040.

### *Implementation Actions*

The Comprehensive Plan also addresses local implementation actions in VISION 2040, including identification of underused lands and population and employment targets.

## **Urban Growth Area / Annexation**

The State Growth Management Act requires that counties designate urban growth areas within which urban levels of growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. The demarcation of this urban growth area is sometimes referred to as the "Urban-Rural Line". Rural levels of development will occur outside of these urban growth areas.

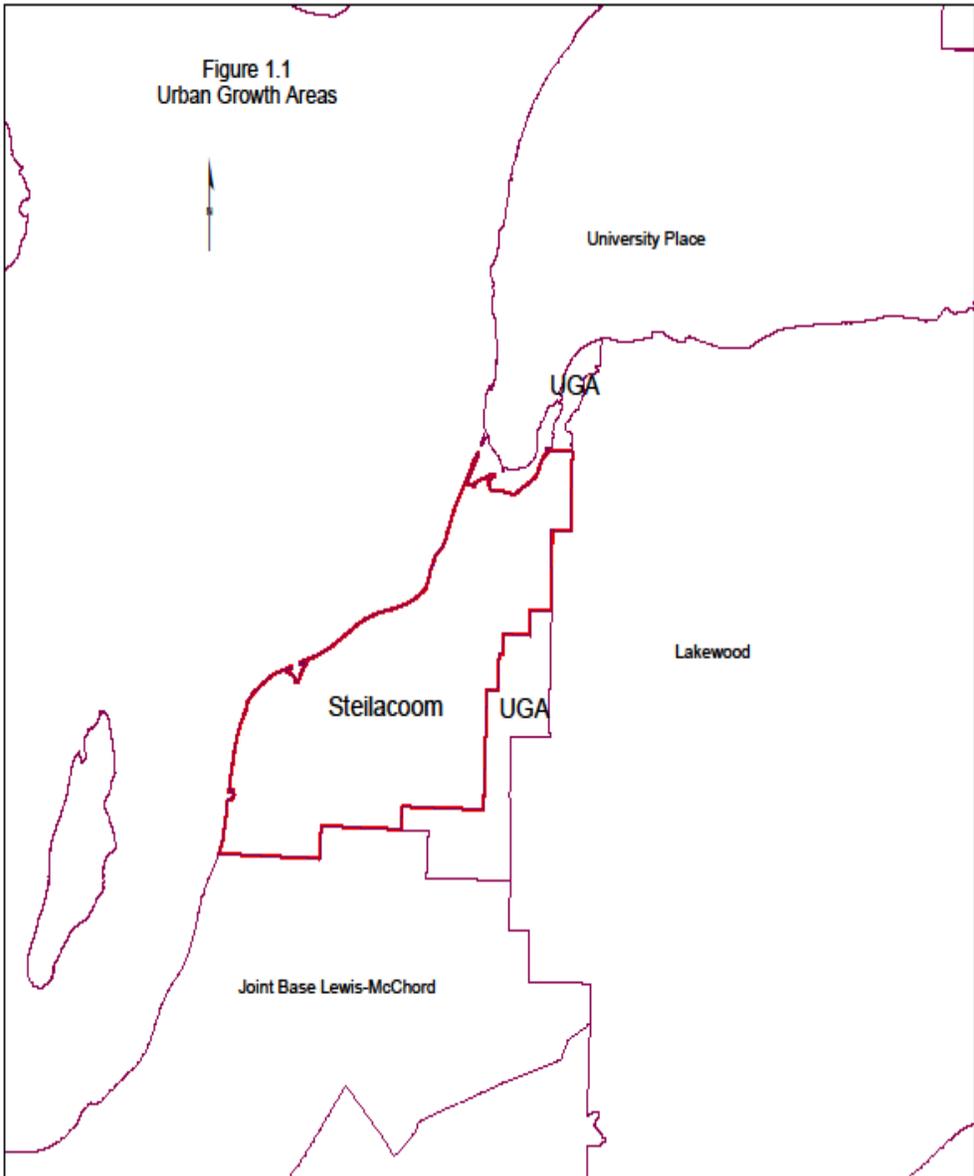
Pierce County adopted Urban Growth Areas for the entire County. Annexation can only occur within an urban growth area. Following incorporation of the cities of Lakewood and University Place, the potential area for annexation to the Town is limited to a small area along Chambers Creek to the north, a narrow strip along Far West Drive to the east, and the area between the current Town boundary and Joint Base Lewis-McChord to the south. See figure 1.1

It is important for the Town to carefully analyze future annexation proposals to ensure compatibility or compliance with the Town's Comprehensive Plan, particularly the level of service standards found in the Capital Facilities Element. A fiscal or cost benefit analysis shall also be conducted and reviewed by the Town Council during its evaluation of an annexation proposal. If an annexation did occur, this Comprehensive Plan would need to be amended to include the new portion of the Town.

## Community Description

### **Geographic Setting and Landscape Character**

The Town of Steilacoom is located in Pierce County, Washington, and is bordered by Puget Sound to the north and west, Joint Base Lewis-McChord to the south, and the Cities of University Place and Lakewood to the north and east, respectively.



Steilacoom's physical setting, natural features, and growth have determined the visual and aesthetic qualities of the Town. Historically, Steilacoom has enjoyed the seclusion often found in small rural towns. As expressed by this plan, many of these characteristics have endured to this day, despite relatively recent urban and suburban growth in surrounding areas.

Ranging in altitude from sea level to approximately 330 feet, the Town's landform is moderately sloped toward Puget Sound. This landform rewards residents and visitors with dramatic views of the water, associated islands, and the Olympic mountain range. Most neighborhoods are found on 5-15% slopes, though severe slopes (up to 70%) are found in the Madrona Park and Chambers Creek areas. This topography formed as a result of the grinding action of advancing and receding glaciers 1.6 million to 10,000 years ago. These glaciers contributed to the formation of Puget Sound and left what is commonly called till. Till is unstratified material that contains a wide variety of particle sizes, from clay to small boulders. Its permeability and depth are consequently variable. Local soils are a combination of glacial till and dead and living organic matter. Relatively inorganic soils in the area are often referred to as "Steilacoom gravel". In general, soils found in Steilacoom are valued more for their suitability for homesites and sand/gravel extraction than for agriculture. Isolated areas of relatively impermeable silty clay loam are found in some areas, particularly west of Union Avenue.

There are 11 major drainage basins or watersheds within the Town of Steilacoom. Some of them do not recognize municipal boundaries and extend into neighboring jurisdictions. These basins drain toward Puget Sound, often via small perennial streams such as the 5th Street, Cedar Street, Cliff Avenue, Chambers Street, and Garrison Springs waterways. Sections of some waterways are channelized and maintained to protect private property and other existing improvements from damage caused by flooding.

The Chambers Creek estuary serves as the northern boundary of Steilacoom. This four mile creek is fed by Steilacoom Lake. The creek is used extensively by wildlife, including migrating native and hatchery salmon. Historically, the Town's industrial land uses have been located in this area.

Farrell's Marsh is a 64 acre wetland and upland natural area located in the Cherrydale neighborhood. The property was acquired by the Town in 1976. Small, possibly interconnected, pockets of forested wetlands are also located in the immediate vicinity.

Significant forested wetlands are located north of the Cormorant Passage development and south of Saltar's Point Elementary School. This area is largely undisturbed, and is home to several large Douglas fir and western red cedar trees. Other wetlands in Steilacoom are located in areas that have relatively thin topsoil over an impermeable clay hardpan layer, or in other shallow areas that collect and retain surface and subsurface water flow for extended periods of time. Historically, fill has been used to facilitate development in some of these areas. Wetlands throughout Town continue to provide varying degrees of ecological functions such as peak flow attenuation, natural water quality treatment, and wildlife habitat.

Steilacoom is within the Clover-Chambers Creek Drainage Basin. This basin encompasses 160 square miles and stretches east to include Parkland, Spanaway, and Joint Base Lewis- McChord. Steilacoom's drinking water originates within this basin. In the past 20 years, much effort has been made to identify and improve the quality of the ground and drinking water within this basin, since it is highly susceptible to contamination from overlying land uses.

The Town has several groundwater springs and seeps that drain into Puget Sound. In many areas, they can be found near the surface, sometimes coming to the surface where there is a change in topography, or where impermeable clay hardpan is found.

The presence of water and fertile soils have blessed Steilacoom with a natural heritage that includes a wide variety of species and habitats. Undeveloped areas are typically second growth mixed lowland forests. Major plant species in these areas include Douglas fir, pacific Madrona, western hemlock, red alder, western hazelnut, common snowberry, oceanspray, Oregon grape, salmonberry, thimbleberry, red huckleberry, sword fern, and salal.

Riparian corridors are located along waterways. This plan recognizes the important wildlife habitat value of both waterways and wetlands. Major plant species in riparian areas and wetlands include western red cedar, big-leaf maple, Oregon ash, Douglas spirea, soft rush, slough sedge, common cattail, reed canary grass, devil's club, and skunk cabbage. Many of the areas described above are illustrated by Figure 3.3 found in the land use element.

Most of Steilacoom's natural landscape has been converted to urban uses since incorporation in 1854. Converted areas sustain commercially available landscape plants typically associated with urban residential development. Because of human activity and limited biological diversity, the habitat value of these areas is low, relative to natural communities. Areas that have been cleared but left vacant are often invaded by non-native species such as Himalayan blackberry; scotch broom, and reed canary grass.

Non-game wildlife species are found throughout Steilacoom. Common wildlife species found in mixed lowland forest are black-tail deer, opossum, raccoon, pileated woodpecker, northern flicker, Steller's jay, common crow, eastern gray squirrel, and other small mammals and passerine birds. Red foxes, screech and great horned owls, and coyotes are also occasionally sighted or heard in these areas. Many of these species, especially those that adapt to urban areas, can be observed in Steilacoom's residential neighborhoods.

Shoreline areas are used by Canada geese; gull species; surface feeding, bay, and duck species; belted kingfisher; great blue herons; and bald eagles. Green-backed herons are annual visitors to the Chambers Creek area. Shellfish, including geoducks, and crabs also inhabit the shoreline but are not harvested to any great degree. Eelgrass beds at the mouth of Chambers Creek and just south of Saltar's Point have been identified by the Washington Department of Ecology. Purple martins and Virginia rails have been observed in the Farrell's Marsh area, as have the more common red-winged blackbirds, mallard ducks, marsh wrens, and other passerine birds.

The Washington State Department of Fish and Wildlife, in cooperation with the Nisqually, Puyallup, and Squaxin Island Indian Tribes, operates a salmon fishery in Chambers Creek. Chinook, chum, and Coho salmon are planted and harvested for commercial and recreational purposes.

## **Cultural History**

### *Native People*

The cultural or human history of the southern Puget Sound region is one that has been shaped by its geography. The daily and spiritual lives of native cultures flourished in the rich habitats and landscapes to which they were connected. Cedar trees provided material for canoes, planks for longhouses and bark for clothing. Lakes and streams contained reeds and grasses that could be woven into mats and baskets while the prairie yielded an abundance of game, roots and berries. Puget Sound waters provided an abundance of foods and other materials that could be fashioned into beautiful tools that served many practical and cultural functions.

In the years before nonnative settlement, the forests of the southern Puget Sound region were inhabited by the people of the Squally Tribe. In all, the Squally Tribe occupied nearly 3,000 square miles in the Puget Sound region. The name Squally, meaning 'place of the wild grass' came from the various herbs and roots which grew in abundance across the prairie. Later the French voyagers would change the name to Nezqually and the American settlers to Nisqually.

Locally, the Steilacoom Tribe of Indians lived in several bands in the area. At treaty times (1850's) they lived throughout the Waughop Lake, Seqaulitchu Creek, Clover Creek, Spanaway, and other areas. A major settlement was located on or near Steilacoom Creek (named later changed to Chambers Creek). As evidenced by their culture and language, the Steilacoom Tribe closely resembled their Nisqually neighbors to the south. Their identity and association with the Steilacoom area as an autonomous tribe is established through baptismal and marriage documents, land records, participation in the 1854 Medicine Creek Treaty, and a strong cultural and social organization. A very high percentage of the 300 Indian residents in the Town of Steilacoom in 1859 were members of the Steilacoom Tribe.

Some of the descendants of the Steilacoom Indians continue to maintain their identity by living in their traditional area. Through marriage others have become associated with other local tribes and are now identified with those groups. The Tribe continues to share a common ancestry, association with the Steilacoom area, and a stubborn determination to have their identity recognized.

### *Nonnative Settlement*

The history of white settlement in the Puget Sound region is indeed brief, when compared with the broader scope of world history or even United States history. Many of the first European explorers in the area thought that Puget Sound was the much sought after "Northwest Passage".

The first permanent white settlement on Puget Sound was established by agents of the Hudson's Bay Company at Fort Nisqually. Today the Fort site is within the City of DuPont, just south of Steilacoom. The settlement quickly became a busy center of Indian trading and the Hudson's Bay Company laid claim to all 600 square miles of what is now Pierce County.

In 1849 the United States Army located a new installation just to the north of Fort Nisqually. The Army named their new outpost Fort Steilacoom. Fort Steilacoom provided concrete evidence of United States sovereignty in the area and also served as a warning to the native Indians that the scattered settlers in the Puget Sound basin were not to be harmed.

### *The Birth of Steilacoom*

The father of Steilacoom was Lafayette Balch, a New England seaman. The Captain saw immediate possibilities for the region when he sailed into Puget Sound from San Francisco on December 5, 1850. Mr. Balch would soon come to establish a regular coast trade route between Puget Sound and San Francisco which proved to be fortuitous, since the search for gold in California created a significant demand for Northwest lumber. Ships sailing north for lumber were loaded with finished wares and implements not otherwise available in the Northwest.

In January 1851, Mr. Balch filed a donation land claim for about 315 acres of land located between Fort Steilacoom and Fort Nisqually. The proximity of the two Forts created a ready market for California merchandise and the location on Puget Sound provided an excellent port. The trees were so plentiful that for a time they could be felled right into the ships. Balch wasted little time in constructing a home and store -- the first buildings in Steilacoom. Balch dubbed his new town Port Steilacoom and filed a plat for his new community in September of 1853. Lafayette Balch rarely missed an opportunity to promote his new settlement and induced settlers to come to the area, even giving them land if necessary. He was ever ready to support public enterprises and gave money and land for various public purposes including a Masonic lodge, county jail, school, and church.

A few months after Balch staked out his donation claim, another claim was made just to the west of Balch's Port Steilacoom. An Indiana lawyer named John B. Chapman and his son John M. Chapman arrived in Puget Sound in the spring of 1851. On October 31, 1851, the younger Chapman filed a donation land claim of about 320 acres which met the western border of Balch's claim. Naming it Steilacoom City, Chapman filed a formal plat for his land in 1853.

For several years the two townsites were involved in an intense rivalry. By 1854, the differences were put aside and the two towns came together to form the City of Steilacoom. Finally, in March of 1854, Steilacoom became the first incorporated municipality in the newly formed Washington Territory.

### *Early Growth and Prosperity*

Steilacoom quickly became known as a center of commerce, government, politics, and industry. The Town occupied a key location for all forms of transportation. A fine wharf

was built at the end of Balch Street, allowing a small ocean steamer and other vessels to bring troops, food, ammunition and other needed supplies at least once a month. Ships docked at Steilacoom were often loaded with lumber, cordwood, fish, and hides to be sent to growing California markets. It did not take long for Steilacoom to become the busiest port in Puget Sound.

Steilacoom also occupied a key position in terms of land transportation. During the early years of settlement and growth in Pierce County there were only five major roads in the area. Three of these routes either began in or traveled through Steilacoom.

By 1858, Steilacoom was clearly the unchallenged leader of Pierce County and a leading contender for the leadership of the Washington Territory. Steilacoom was named the first county seat when Pierce County was established by the Oregon Territorial Legislature in 1852, an honor Steilacoom would hold for nearly thirty years. In addition, Steilacoom became a leading contender for the capital of the Washington Territory.

In addition to becoming the original incorporated town in the Washington Territory, Steilacoom was also home to numerous other "firsts." In 1853, the first Protestant church building in the Washington Territory was built in Steilacoom. A year later, the first school in Pierce County was established in the community. Steilacoom took another major step towards prominence with the construction of the first territorial jail in 1858. The jail building, which stood on Starling Street, was said to be the first all-brick building north of the Columbia River. Steilacoom also laid claim to the first Pierce County Courthouse as well as the first drugstore, library, and successful newspaper.

### *Patterns of Early Development*

As new buildings were constructed, Steilacoom developed very distinctive commercial and residential areas. Business operations were for the most part confined to the waterfront and Commercial Street. Most homes were located either higher on the hill with a better view or on the Chapman's side of Union Avenue. The schools and churches were also located in these more residential areas. Sawmills and a grist mill were located in the Chamber's Creek area north of Town. The activity and population of Steilacoom was concentrated at the north end of Union Avenue, while the south end was less populated and more exclusively residential.

Because they were often hastily built to maximize profit and serve practical, utilitarian purposes, and because of contemporary development pressures, most of the Town's early commercial buildings have been demolished. Conversely, homes were built solidly; many remain to this day. True to their practical intentions, the people of Steilacoom built these buildings to be lived in and, consequently, to last.

### *Disappointment and Stagnation*

Steilacoom experienced its first period of disappointment during the late 19th Century. Tacoma, rather than Steilacoom, was selected as the northern terminus of the Northern Pacific railroad. Olympia, not Steilacoom, became the first capital of Washington. These two events led to a decline in commercial activity that lasted until the 1890's.

At the turn of the century, however, Steilacoom was well on its way to becoming a vacation community for Tacoma, Seattle, and Port Townsend. The general prosperity of these cities left their residents with time and money on their hands. To Steilacoom they came. The Town became increasingly appreciated for its accessible beaches, scenery, and open spaces. The construction of the Tacoma-and Steilacoom Railway in 1890 made transportation convenient for Tacoma business people wanting to get away for the weekend. Not realizing the prophetic nature of their decisions, some adventurous souls began commuting between Tacoma and Steilacoom on a daily basis.

### *Early 20th Century*

The Town's vacation economy was greatly dependent on Steilacoom's tranquil and undisturbed beaches. In 1906 the Northern Pacific Railway announced its intention to run its railway along the waterfront. Construction began in 1912 virtually destroying the economy of the community, pushing Steilacoom back into a quiet existence that would last until the late 1930s and the coming of World War II.

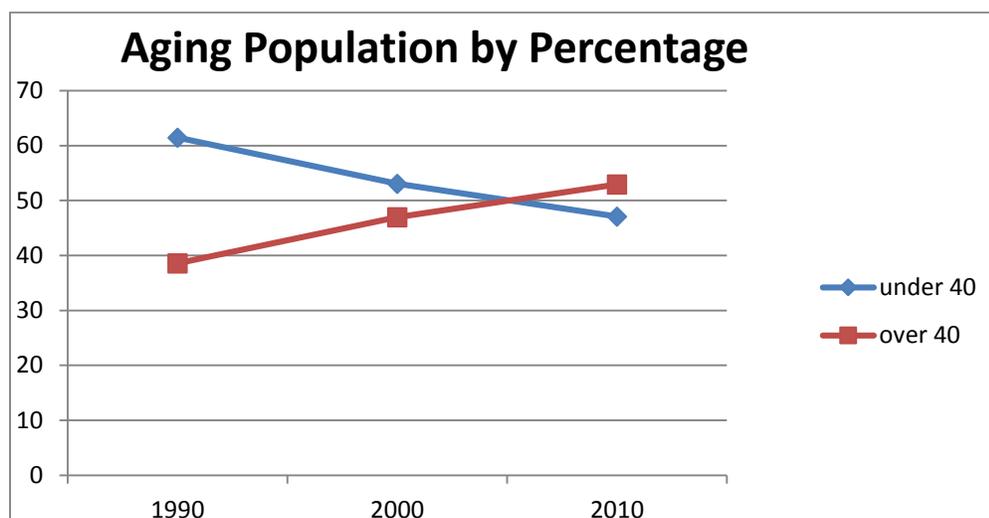
### *Population Growth and Demographic Patterns*

Since the arrival of the railroad Steilacoom has continued to grow as a residential community with limited commercial businesses or services. The population grew at a modest, if not slow rate from 1910-1940. Partially due to growth at Fort Lewis during and after World War II, the population expanded at a moderately rapid rate during the years 1940-1960. The period from 1960 to 1980 saw the quickest increase in total population. More recent growth rates have stabilized as remaining large vacant parcels, especially those zoned for multifamily housing, developed. According to the US Census, the Town's population rose from 5,728 in 1990 to 6,049 in 2000, but dropped to 5,985 in 2010.

Historically, Steilacoom's population was evenly distributed among the age groups. Beginning in the 1960s, however, census data consistently indicated a growing proportion of younger Steilacoom residents, especially in the 5-14, 15-24, and 25-34 age groups. Again, the growth at nearby military bases during this time period was at least partially responsible for this trend.

However, since 1980 census data for Steilacoom strongly suggests this trend has reached its upward peak. Older population cohorts are expected to represent an increasingly larger share of our population over the next 20 years. The population under 40 years old made up over 61% of the Town in the 1990 Census, but had dropped to 47% of the population by the 2010 Census. The population over 40 years old rose from 38.5% in 1990 to almost 53% in 2010.

**Figure 1.2 Age of population over time** (Source, US Census)



Overall, a more culturally diverse population is found in both the Town and Pierce County since 1970. Trends toward a more diverse populace are expected to continue through the 20 year planning period addressed by this plan

Steilacoom's average household size reflects state and national trends toward smaller families and living groups. At 2.51, the community's 1990 average household size was somewhat smaller than Pierce County's. The average household size continued to shrink, to 2.35 in the 2000 Census, and 2.34 in the 2010 Census.

Ultimately, the nature and rate of growth of Steilacoom's population is a function of economics and land supply. Historically, growth has been largely tied to regional migration rates based on periods of economic expansion or decline. This is particularly true in Steilacoom, where the overwhelming majority of residents must depend on other cities or even counties for employment. The decreasing supply of buildable land will result in the continued "leveling off" of growth rates. A more complete discussion of population forecasts can be found in the land use and housing elements of this plan.

### *Current Land Uses*

Steilacoom encompasses an area of approximately 1400 acres. The predominant land use is low to medium density housing. Detached, single family units are the typical housing type. The remaining vacant land is similarly zoned for single-family residences. Approximately 30-35% of Steilacoom's housing is multifamily. The majority of multifamily housing is found in the Rigney neighborhood. Because the majority of vacant land is zoned for single family or duplex housing units, the ratio of single family to multifamily housing units will continue to increase over the planning period.

The majority of vacant land is found in the Salter's Point and Old Town neighborhoods. Full development of remaining vacant areas may be constrained by natural conditions such as wetlands and steep slopes. The 2014 Pierce County Buildable Lands Report provides information on the amount of vacant and underdeveloped or redevelopable lands in each Pierce County jurisdiction. The following chart is current as of 2012.

**Figure 1.3 Acres of Vacant and Underutilized Residential Lands** (Source 2014 Pierce County Buildable Lands Report)

| Zone                           | Acres  |
|--------------------------------|--------|
| R-7.2 zone                     | 33.87  |
| R-9.6 zone                     | 102.1  |
| R-9.6 zone – pipeline projects | 14.96  |
| Multi-Family zone              | 1.24   |
| Commercial General             | .34    |
| Commercial Shoreline           | .12    |
| Total                          | 152.63 |

**Figure 1.4 Acres of Vacant and Underutilized Commercial and Industrial Lands** (Source 2014 Pierce County Buildable Lands Report)

| Zone                 | Acres |
|----------------------|-------|
| Commercial General   | 2.6   |
| Commercial Shoreline | .93   |
| Industrial           | 29.86 |
| Total                | 33.39 |

Commercial land uses are limited to the entrance to Town along Steilacoom Boulevard; the downtown core between Main, Pierce, Commercial and Rainier Streets; around the intersection of Union Avenue and Rainier Street; the ferry landing area along Commercial Street between Seventh and Wilkes Streets; and along Chambers Creek Road next to the mouth of Chambers Creek. Industrial land uses are confined to an area bordering Chambers Bay. The paper mill that operated at this site closed in 2000, and has yet to be replaced with any new use. The buildings and structures of the old mill are being removed for scrap. In the 2014 Buildable Lands Report, half of the Industrial zone is estimated to be unavailable for development due to steep slopes and other natural features. Other land uses represented in Steilacoom include recreation, public structures and related improvements.

Projected population growth will induce a need for quality housing for all economic segments of the community throughout the planning period. To address this need, and to maintain the character of the community, housing is expected to be the predominant future land use in Steilacoom.

As the oldest incorporated community in Washington, Steilacoom takes special interest in the preservation of historically significant sites, structures, and neighborhoods. Many homes and other structures are found on the National Register of Historic Places. Land

uses adjacent to and within the Town's historic district directly and indirectly impact historic resources and the overall character of the Town.

The scale of development in Steilacoom has been in keeping with the landscape, especially in the older residential areas. For the most part, streets and sidewalks are narrow and consistent with the existing development. Traditionally, subdivisions were platted in a grid pattern. More recent development has tended toward larger homes on often larger lots located on curvilinear streets and cul-de-sacs.

Although Steilacoom does not depend on Puget Sound for commerce or travel like it once did, the community continues to feel its strong relationship with the shoreline. Despite the existence of the railroad, access to the water is provided by several private and public locations along the waterfront.

# QUALITY OF LIFE ELEMENT



## Introduction

In one sense, this entire comprehensive plan and the Growth Management Act requirements associated with it addresses numerous interconnected quality of life issues. Although a formal quality of life element is not included in this plan, the community's desire to articulate the following priorities was clearly evident during the development of this plan. The quality of life goals and policies are presented separately as an expression of their importance and because they did not fit easily into other elements of the plan.

Many subjects could potentially fall into the area of "quality of life". These goals and policies emphasize those aspects of life that bring and keep us together as a community -- Town-wide celebrations, historic preservation, environmental quality, a concern for the safety and security of our neighbors, and the education of our residents, to name just a few.

## The Environment

The Town's quality of life is directly affected by the physical environment. To protect the environment, the Town has enacted critical area regulations in line with state policy. Critical areas include wetlands, landslide hazard areas, fish and wildlife habitat areas, frequently flooded areas and critical aquifer recharge areas. The Town has wetland areas scattered throughout the Town, the largest one in Farrell's Marsh Park. Landslide hazard areas occur in areas with steep slopes, especially along the shoreline areas. Fish and wildlife areas also exist primarily along the shoreline, Chambers Bay and some of the drainage waterways. The area surrounding Chambers Bay comprises most of the Town's frequently flooded areas. The entire Town is a critical aquifer recharge area for the Chambers-Clover Creek watershed.

Natural systems, such as streams, wetlands, aquifers, and wildlife corridors cross political boundaries. The Town participates in regional discussions concerning the preservation of open space, critical areas, endangered species through the Pierce County Regional Council and the Puget Sound Regional Council.

Climate change is an emerging threat to the Town's quality of life. As state and federal efforts begin to tackle this issue, the Town is committed to doing what it can to reduce greenhouse gases and conserve water and energy resources.

The University of Washington's Climate Impacts Group and the Department of Ecology coauthored a report entitled *Sea Level Rise in the Coastal Waters of Washington State* in 2008. That report provides high, medium, and low sea level change projection scenarios. For Puget Sound, the report projects sea level rise from a low of 3 inches to a high of 22 inches by the year 2050, and a low of 6 inches to a high of 50 inches by the year 2100.

The areas most vulnerable to rising sea and higher floods are along the shoreline, including the mouth of Chambers Bay, Sunnyside Beach, Saltar's Point and the outlet for the Fifth Street Waterway. The Town's critical areas ordinance and Shoreline Master Program provide regulations on building within flood zones.

More study is needed to determine the threat to Steilacoom posed by sea level rise. According to the Georgetown Climate Center's *Adaptation Tool Kit: Sea level Rise and Coastal Land Use* (2011), the Town should identify potential sea level rise impacts, assess vulnerabilities, designate areas requiring special protection, and identify the land use tools to respond to the identified issues.

## **Health**

The Town has long encouraged physical activity by its residents through the construction of bicycle and walking paths, sidewalks, requirements for new subdivisions to provide pedestrian access, as well as parks and open spaces with both passive and active recreational opportunities.

Healthy living includes access to locally produced food. Steilacoom's Farmer's Market opened in 2007 and has been bringing together local vendors and Town residents each summer since. The Market operates at the Lafayette Street multi-purpose courts on Wednesdays, tying into the Wednesday evening music in nearby Pioneer Park. A part-time Town staff Market Coordinator organizes the Market.

Healthy construction methods, use of water and energy saving appliances, and low impact development methods all contribute to the health of the Town's inhabitants.

## **Quality of Life Goals and Policies**

The Goals and Policies in this Plan are intended to affect the functioning of the Town. Measuring their impact is vital to determining whether the Plan is working. However, not all goals and policies can be measured. As a part of its review of the Comprehensive Plan, the Town will work toward implementing a system of assessments for each measurable Goal and Policy in the Comprehensive Plan.

### ***Quality of Life Goal 1: Common Unity***

*The Town should encourage those activities which foster a sense of community.*

**Policy QL 1.1** The Town should continue to promote a wide diversity of community activities, educational opportunities, and cultural events suitable for all age levels. Examples include the Fourth of July celebration, concert in the park series, Town Clean Up, and various holiday activities.

**Policy QL 1.2** The Town should continue to promote volunteerism, and involvement of community organizations in providing services to the community, schools and children.

**Policy QL 1.3** The Town shall continue to work with the Steilacoom Historical School District and other community-based groups and agencies, such as the Steilacoom Historical Museum Association, the library, and the Steilacoom Tribe, to achieve excellence in education and provide diverse educational opportunities for all Steilacoom residents.

**Policy QL 1.4** The Town should encourage and supervise efforts that allow residents to take a more active role in the maintenance and enhancement of all Town-owned properties and facilities located in residential neighborhoods.

### ***Quality of Life Goal 2: Access to Information and Public Officials***

*The Town should seek ways to make government more responsive to its citizens.*

**Policy QL 2.1** The Town shall continue to promote citizen access to public officials through Town-sponsored residential advisory groups and other boards and commissions, and by conducting public forums to exchange ideas and views between citizens and public officials.

**Policy QL 2.2** The Town shall continue to increase efforts to encourage the participation of individuals and groups that have been previously underrepresented in the public decision-making process.

**Policy QL 2.3** Land use proposals and all related permits shall be processed in a timely, fair, predictable, efficient, and effective manner.

**Policy QL 2.4** The Town should consider the impact of land use ordinances and policies on the rights of private property owners. The Town will take steps to ensure the rights of private property owners are protected and provide a cost effective and timely appeal process.

**Policy QL 2.5** The Town shall encourage citizen participation in government at all levels.

***Quality of Life Goal 3: Historic Preservation***

*The Town should seek ways to preserve and maintain its historic resources.*

**Policy QL 3.1** Continue a Preservation and Review Board as the monitoring agent for compatible architecture in the historic district.

**Policy QL 3.2** The Town's preservation programs and policies should be reviewed and enhanced where necessary. Of particular interest is the development of an active preservation program which emphasizes community outreach and involvement.

**Policy QL 3.3** Efforts to publicize new development proposals within the historic district shall continue to promote community awareness and participation.

**Policy QL 3.4** The Town's preservation program shall honor and reflect the Town's historic character and encourage more community education relating to historic preservation.

**Policy QL 3.5** The Town shall support programs to protect its historic resources. Examples include protection against “demolition by neglect”, education and referral, a special valuation (tax deferral) program, and voluntary designation of homes outside the district.

**Policy QL 3.6** The Town shall consider the impacts of new development and redevelopment on historic and archaeological resources and sites as part of the Town's State Environmental Policy Act review process and require appropriate mitigating measures.

**Policy QL 3.7** The Town should encourage coordinated efforts between the Pierce County Landmark Commission, area colleges, Indian tribes, state agencies, and non-profit organizations, such as the Steilacoom Historical Museum Association and the Steilacoom Tribal Museum, to protect historic and archaeological resources.

**Quality of Life Goal 4: Public Safety Education**

*The Town shall protect the safety of the community and endeavor to support public safety education to all segments of the community.*

**Policy QL 4.1** The Town shall support public safety education for all its citizens. The Town shall cooperate with other agencies and organizations, including the Steilacoom Historical School District, to provide public safety education on a broad variety of topics including: CPR, first aid, bicycle safety training, emergency preparedness, fire prevention programs, home crime prevention, block watch programs, "Safe Place" and similar programs.

**Policy QL 4.2** Enact and enforce Town codes and regulations regarding public safety to ensure a safe environment.

**Policy QL 4.3** The Town will continue to develop and update its Emergency Preparedness Program.

**Policy QL 4.4** Programs that increase contact between Public Safety Officers and individual neighborhoods and that proactively foster a safer community, such as a community-based policing program, should be implemented when financially feasible.

**Policy QL 4.5** The Town shall continue its recruitment and training program of public safety reserves to maintain the level of service standard determined by the Town Council.

**Quality of Life Goal 5: Environmental Quality**

*The Town should maintain and promote a healthy environment and minimize the risk to residents from environmental and man-made hazards.*

**Policy QL 5.1** The Town shall seek to minimize the exposure of residents to the harmful effects of excess noise, light and glare, and water and air pollution.

**Policy QL 5.2** The Town shall seek to protect fish and wildlife resources by preventing the indiscriminate and unnecessary removal of native trees, shrubs, and groundcovers; by promoting the protection and development of areas which provide food, cover, resting, and nesting areas for wildlife; and by protecting and enhancing the quality of aquatic resources.

**Policy QL 5.3** The Town shall seek to ensure that development is properly located and constructed with respect to the limitations of the underlying soils, geological hazards, and areas subject to flooding.

**Policy QL 5.4** Town facilities, services, programs, and procedures shall be designed and managed to conserve resources and reduce demand for facilities with significant adverse environmental impacts. Similarly, procedures, programs, and rate structures shall encourage citizens to conserve resources and to minimize the negative environmental impacts of their use of facilities and services.

**Policy QL 5.5** The Town shall enact and enforce critical areas regulations for wetlands, flood hazard areas, geologically hazardous areas, fish and wildlife habitat areas, and critical ground water recharge areas.

**Policy QL 5.6** The Town shall act in a coordinated manner with other jurisdictions to identify, designate, and conserve resources, and to protect open space and environmentally sensitive lands.

**Policy QL 5.7** The Town shall seek to maintain or improve natural hydrological processes through its land use regulations. Town regulations shall seek to improve water quality through such measures as implementation of low impact development techniques to reduce groundwater pollution.

**Policy QL 5.8** The Town shall continue to promote the conservation of water resources through its land use regulations and management of the water utility

**Policy QL 5.9** The Town shall work to improve the countywide overall air quality for particulates, ozone, and toxics through measures such as implementing Puget Sound Clean Air Agency regulations.

**Policy QL 5.10** The Town shall continue to promote less polluting and energy efficient transportation systems, such as bicycles and buses, in its land use regulations

**Policy QL 5.11** The Town shall strive to meet State mandates on climate change, the reduction of greenhouse gases, and support for alternative energy sources.

**Policy QL 5.12** The Town shall encourage countywide carbon sequestration through increasing the amount of vegetation and canopy cover in urban areas by coordinating the preservation and growth of open spaces and the use of street trees

**Policy QL 5.13** The Town shall work to reduce greenhouse gas emissions by increasing conservation of fuels and/or the use of alternative fuels In Town owned vehicles.

**Policy QL 5.14** The Town shall address sea level rise by identifying potential impacts to the Town, assessing vulnerabilities, designating areas requiring special protection, and identifying necessary actions.

**Quality of Life Goal 6: Health and Wellbeing of Town Residents**

*The Town will design to promote physical, social, and mental well-being so that all people can live healthier and more active lives.*

**Policy QL 6.1** The Town shall continue its efforts to provide an improved environment for walking, bicycling and other physical activity throughout Town.

**Policy QL 6.2** The Town shall create design guidelines to encourage construction of healthy buildings

**Policy QL 6.3** The Town shall continue its support for the Steilacoom Farmer’s Market, and encourage community access to agricultural, farmland, and aquatic uses that facilitate the production of fresh and minimally processed healthy foods

**Quality of Life Goal 7: Coordination and Cooperation with Other Jurisdictions and Agencies**

*The Town recognizes that the quality of life of Town residents is strongly affected by the decisions made by other governmental and advisory agencies. The Town's goal is that Steilacoom concerns are reflected and addressed by other agencies whose decisions and activities affect the quality of life of Town residents.*

**Policy QL 7.1** The Town shall continue its participation in various county and regional organizations concerned with the implementation of the Growth Management Act and the planning and funding of transportation projects.

**Policy QL 7.2** The Town supports the development of interjurisdictional programs which address regional problems and issues that affect the Town and the larger Puget Sound region. Examples of regional issues include affordable housing, health care, and economic growth.

**Policy QL 7.3** The Town supports the development and adoption of interlocal planning agreements with Pierce County, the Cities of DuPont, Lakewood and University Place, Joint Base Lewis-McChord and other governments to address concerns relating to land use and development. Of particular concern to the Town are issues relating to mitigation of impacts associated with development outside of the Town boundaries and the provision of adequate public services.

**Policy QL 7.4** The Town supports improving and expanding coordination and cooperation with the Steilacoom tribal organization and members.

**Policy QL 7.5** The Town supports improving and expanding coordination and cooperation with the Nisqually, Puyallup and Squaxin tribal organizations and members.

**Policy QL 7.6.** The Town supports keeping its land uses compatible with the adjoining military areas, Joint Base Lewis-McChord and Camp Murray. The Town will review recommendations from the JBLM Joint Land Use Study to ensure compatibility.

**Policy QL 7.7.** The Town shall notify the commander of Joint Base Lewis-McChord of any comprehensive plan or development regulation change that could affect the mission of the base. Notice shall be in the manner required by RCW 36.70A.530.

**Policy QL 7.8.** The Town shall consider entering into joint service agreements with Joint Base Lewis-McChord on a variety of topics, including but not limited to, public safety and emergency response, environmental conservation and participation in the JBLM Community Connectors Program.

***Quality of Life Goal 8: Assessment of Comprehensive Plan***

*The Town shall work toward a system of assessments for each measurable Goal and Policy in the Comprehensive Plan.*

**Policy QL 8.1.** During each review of the Comprehensive Plan, the Town shall strive to design a performance-based system for evaluating the Goals and Policies under review.

***Quality of Life Goal 9 Education***

*The Town recognizes the importance of education in maintaining the quality of life in Steilacoom. The Town shall support educational opportunities for its citizens.*

**Policy QL 9.1** The Town shall cooperate with the Steilacoom Historical School District on matters of mutual interest, including joint use of facilities and the sharing of information.

**Policy QL 9.2** The Town shall involve the Steilacoom Historical School District in land use regulation decisions through notification of applications for subdivisions and changes to regulations.

**Policy QL 9.3** The Town shall cooperate with the Steilacoom Historical School District in the siting of new schools and school facilities in accordance with Office of the Superintendent of Public Instruction design regulations.

# LAND USE ELEMENT



## Land Use Element

### **Introduction**

Steilacoom's vision of land use incorporates the Town's history as well as its future. General patterns of land use in Steilacoom during the next 20 years will be influenced significantly by the Town's development history.

As of 2012, only about 6% of the land in Steilacoom is vacant, not counting the old paper mill site. According to the 2014 Buildable Lands Report, about 13% of the Town is “underutilized”, that is developed at less than the density permitted by the zoning ordinance.

Future land use planning is guided by a vision in which all uses--housing, open space, recreation, commerce, public facilities, industry, and transportation--are carefully integrated to maintain and enhance the Town's small town atmosphere. A balance of land uses that approximates the current balance dominates the vision. Land use planning must facilitate the best use of all lands, developed and undeveloped, in light of this vision.

The land use illustrated and discussed in this element will look familiar to today's residents, a testimony that they value the vision and foresight of those who have worked to make Steilacoom what it is today. Changes made since the 1994 Comprehensive Plan was enacted have been made with this vision in mind.

### **Planning Assumptions**

The Town made the following assumptions in creating this plan:

#### **There will be no major changes to the land use pattern within the Town**

Residential areas will stay residential, commercial areas will remain commercial, and recreational areas will remain unchanged. This is in keeping with the vision for the Town expressed during the vision and mission statement adopted in 2011 and the shoreline visioning process in 2012.

#### **Redevelopment of the Industrial area will not disrupt the established land use pattern**

The one area that might change use is the Industrial area. Until a plan is submitted for redevelopment, the Town cannot analyze the impacts of redevelopment. However, given the geographic isolation of the Industrial area, its redevelopment will have limited impact on the rest of the Town, except for possible traffic impacts as noted below.

**There will be no major changes to land use pattern outside Town limits**

The types of development in University Place, Lakewood and the surrounding area will not impact the Town during the 20-year life of this Plan. The Town will not have to adapt to external changes in growth patterns.

**The Town will experience gradual infill of residential uses**

The existing residential areas will gradually infill. The lands easiest to build on within Town have largely been built. The existing platted lots remaining have challenges including wetlands, steep slopes, and the high costs of extending streets, utilities and stormwater requirements for limited numbers of new units. Costs of development will keep infill to gradual levels.

**The Town will experience small population increases**

As a result of the gradual rate of residential infill, the Town's population will grow at a modest pace.

**The Town will experience gradual infill of commercial uses**

The Town's limited commercial land areas and relatively small population will attract small commercial operations in keeping with a small Town market.

**The Town's street system will be able to accommodate increased traffic**

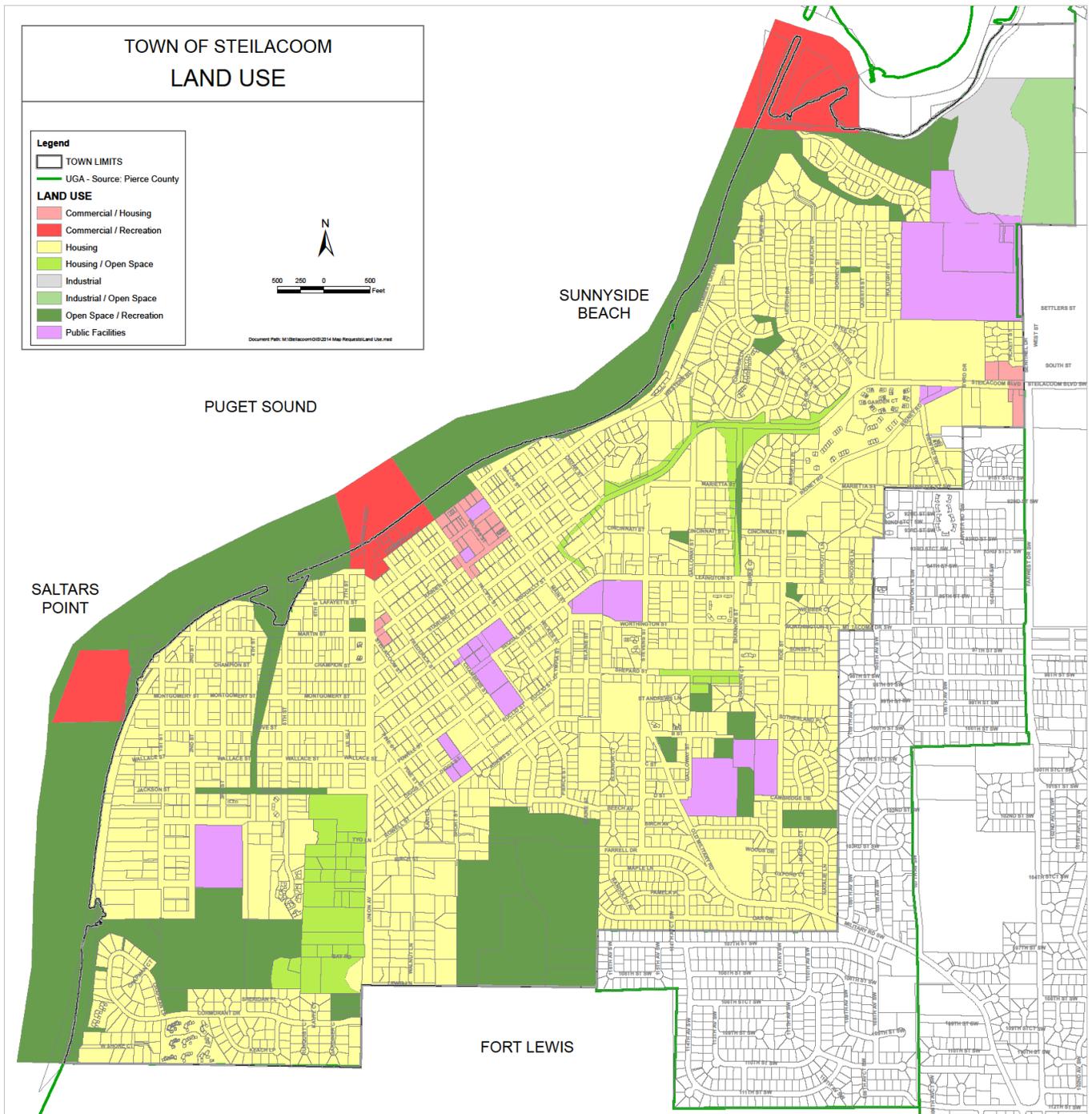
The Town's well-established street system will not be overwhelmed by the projected increases in use due to natural increase in population and the limited increase of commercial activity. The redevelopment of the Industrial area may require upgrades to Chambers Creek Road, but until a development is proposed, the nature of any upgrade is unknown.

**Proposed Land Use**

*General Pattern*

The Figure 3.1 summarizes proposed land use for housing, commerce, industry, open space, recreation, public utilities, and public facilities. The general pattern of proposed land use is essentially unchanged from current land use. Permissible uses in each type of land use area are discussed in the following paragraphs.

Figure 3.1 Land Use Map



## Housing

Housing areas will be primarily residential and supplemented by public facilities that support residential neighborhoods. For example, streets, paths, and utilities will be allowed. Infrastructure for utilities may include, but is not limited to, storm drainage, power, water, sewer, natural gas, and telecommunications facilities. In addition, other small public facilities compatible with the surrounding neighborhood will be allowed.

Flexibility will be implemented for housing development to ensure that adequate housing is available and that the Town's planned open space areas can be retained. The flexibility will increase the potential usefulness of lots of record and of small vacant tracts of land suitable for planned area developments. In addition, flexible provisions will promote development of affordable housing that is compatible with existing development and promote view preservation from existing homes.

## Commercial and Housing

Commercial and housing areas will be characterized by a mix of the two uses. Where these uses are mixed in two-story buildings the commercial use should be on the street level and residences on the other. Public facilities that support businesses and residences will be allowed, as will public facilities that are compatible with surrounding development.

## Commercial and Recreation

Three areas along the shoreline are designated for mixed commercial and recreational use. Commercial enterprises in these three areas should be compatible with waterfront activities, especially recreation. Properties in the commercial area that are residential at the time of adoption of this comprehensive plan may be redeveloped for residential, commercial, or recreational use in the future. Public facilities that support commerce, recreation, and residences or that are compatible with surrounding development will be allowed. All development in the commercial and recreation areas must support the continuity of the existing open space corridors and provide for public access to and from the shoreline.

## Open Space Areas

Several different categories of open space are designated by this plan. Open Space and Recreation, Housing and Open Space, and Industrial and Open Space areas all share some common qualities that should be retained. Open space qualities include mature or dense native vegetation, and shoreline or wetland features. Open space

areas often provide functions such as wildlife habitat, drainage or stormwater retention and natural areas that provide a visual break from surrounding urban development.

Some of the open space areas are designated as critical areas and are highly suitable for use as open space. For such areas, passive recreational uses such as trails and educational signs are preferred, however other types of development may be allowed if it can conform to the Town's critical areas ordinance.

Subdivision of parcels and subsequent development of the Housing and Open Space and Industrial and Open Space areas should be sensitive to the open space and natural qualities of the property. Efforts should be made to design and site development to preserve some of the natural features and vegetation of these areas. The preservation and continuance of open space corridors depicted on Figure 3.4 should be of particular concern.

The majority of the shoreline is proposed to be open space integrated with small areas of commerce and with existing public, railroad, and industrial facilities. These other uses occur within a shoreline/intertidal corridor for which the dominant use is open space and recreation. This corridor is also listed on Figure 3.4. The corridor includes intertidal water and the land beneath, the beach, and vegetation buffering the beach from developed areas. Additional development of other uses along the shoreline must be compatible with the corridor and must support its continuity. The Town's *Shoreline Master Program* is consistent with this Comprehensive Plan.

### Open Space and Recreation

Most of the areas designated for open space and recreation are owned by the Town or the Steilacoom Historical School District. Facilities and improvements to provide access, such as trails and paths, or to provide recreational and educational opportunities should be allowed in these areas if the open space characteristics of the property can be preserved or retained. Open spaces are shown on Figure 3.1.

### Housing and Open Space

Most of the areas designated for housing and open space are owned by private property owners. Much of this land is in large parcels that may be subdivided in the future. The subdivision and subsequent development of these areas should be sensitive to the open space and natural qualities of the property. Some small public facilities may also be developed in these areas. Requirements for the subdivision and development of these areas are set out in the Town's municipal code.

### Industrial and Open Space

A small area near Chambers Creek is currently zoned for industry and is surrounded by open space. The open space provides a natural buffer between the industrial use and

surrounding residences. In addition, much of the open space is designated as a critical area with geologic hazards, wildlife habitat, wetlands, and waterways. Although additional industrial uses are not precluded in this area, such uses must preserve the existing natural features and vegetation must be compatible with and support the continuity of the open space corridor listed on Figure 3.4, and must retain a natural vegetative buffer between the industrial use and surrounding residences. The Madrona/Chambers Creek corridor includes the creek's water and intertidal water flowing through the creek and Chambers Bay, the land beneath the water, the beach and marshy land surrounding the creek and bay, and vegetation buffering the creek and bay from developed areas.

## Public Facilities

Areas identified on the land use map for public facilities include facilities such as schools, libraries, and Town-owned buildings. To improve visual clarity, public facilities that occur throughout the Town, such as paths and utilities, are not shown on the land use map, Figure 3.1. Such facilities are discussed in the transportation, utilities, and capital facilities elements.

Public facilities are allowed within the Town as discussed elsewhere in this element. Requirements for public facilities shall comply with the goals and policies of the capital facilities element and will be clarified in revisions to the Town's municipal code during implementation of this plan.

## Industrial

The Town's industrial area is surrounded by open space, as shown on Figure 3.1, to ensure adequate buffers between the industrial use and lands dedicated to other uses. Industrial uses that occupy some portion of the surrounding open space area must preserve the existing natural features and vegetation, must be compatible with and support the continuity of a natural open space corridor, and must retain a natural vegetative buffer between the industrial use and surrounding residences.

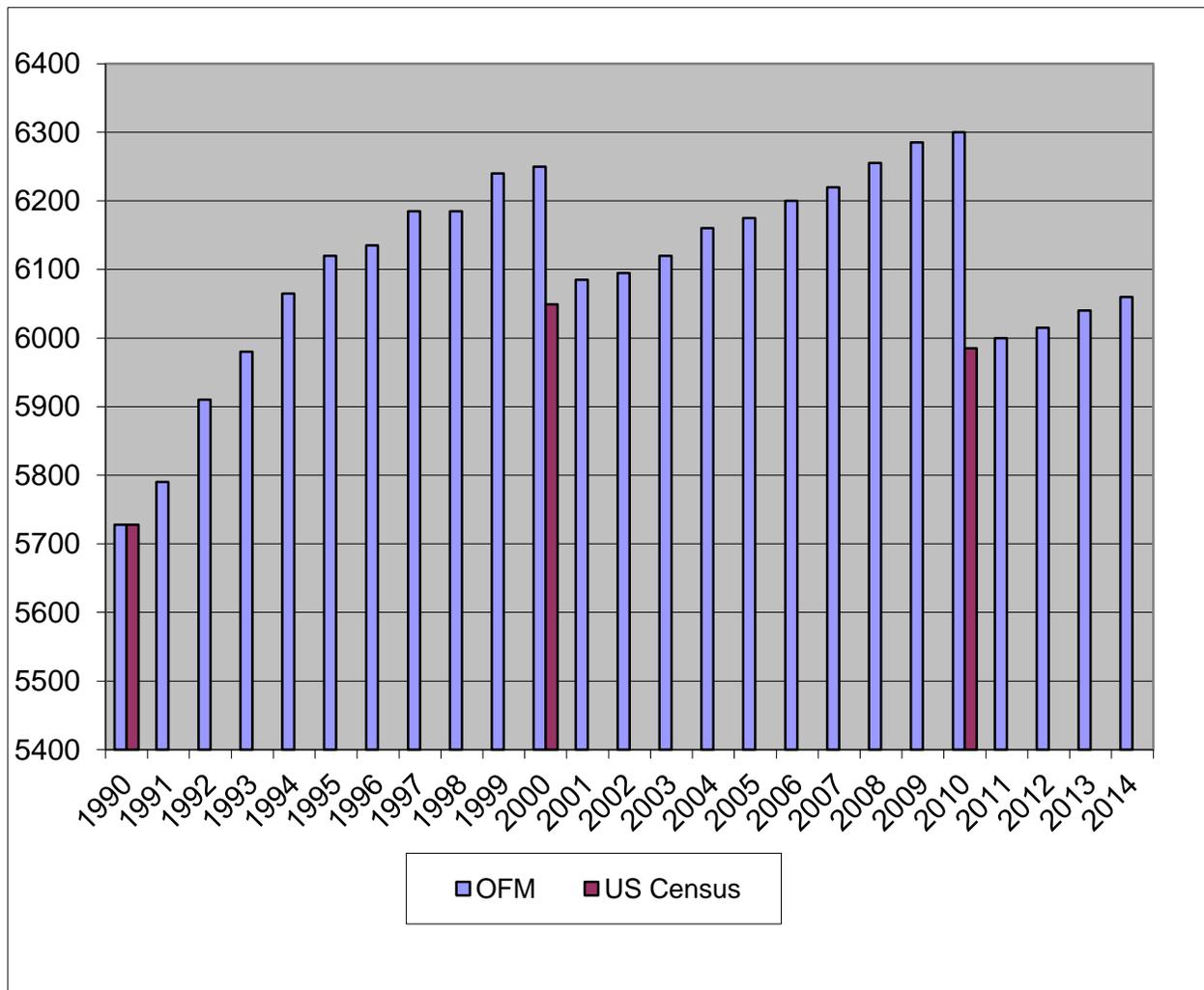
Environmental impacts should be evaluated whenever changes to existing industrial uses are proposed. Only industrial uses for which environmental impacts can be mitigated will be allowed.

Following closure of the paper mill in 2000, the future of this area has been the subject of much discussion. No definite plans for the site have been proposed, but future use may include non-industrial uses. Any request for re-designation and rezoning will require a careful public review.

### Population Density and Building Intensity

The State Office of Financial Management estimates the Town's population yearly using building permit information supplied by the Town and estimates of vacancy rates and household size from OFM's own sources. OFM estimated that the Town's population increased by 522 persons between 1990 and 2000, reaching 6,250 in 2000. The Town's estimated population was significantly revised downward to 6,049 in the 2000 Census. This pattern was repeated in the next decade. Between 2000 and 2010, OFM projected an increase of 251 persons, or a total population of 6300 in 2010. The 2010 Census set the Town's population at 5,985, a loss of 64 citizens from 2000.

**Figure 3.2 Population Estimates 1990-2014** (Sources OFM, Census)



## Planning Horizon

Under GMA, the Town is required to plan for a 20-year projected population. The latest population allocation for Steilacoom was made in 2010, projecting a population of 6,835 by the year 2030, which is less than the previous estimate of 6,900 by the year 2022. The lesser figure reflects a number of factors, including the regional growth strategy of VISION 2040, slower housing starts than prior decades and the change of several acres of land from residential zoning to deed-restricted open space. Residential population densities are 4 to 6 units per acre in most of the Town, with 12 dwelling units per acre in the multi-family zone. Further information on population is contained in the Housing Element.

The planning horizon for this Comprehensive Plan is the year 2035. WAC 365-196-400(2)(a) recommends that the planning horizon for each Comprehensive Plan “must be at least the twenty-year period following the adoption of the comprehensive plan.”

The Town has collaboratively set population and employment targets along with the other jurisdictions in Pierce County for the year 2030. Those targets were adopted by the Pierce County Council in Ordinance 2011-36s in accordance with VISION 2040 and Countywide planning policies in 2011. The Town does not have adopted population or employment targets beyond the year 2030.

Both the Washington Department of Commerce and the Puget Sound Regional Council have suggested that the Town unilaterally adopt 2035 targets for the purposes of this Comprehensive Plan. PSRC has suggested that all the small cities within Pierce County extend the adopted 2030 targets to 2035 by a straight line method. PSRC also recommended that all the small cities in Pierce County reduce their share of employment growth for the added five year period.

Adopting unilateral 2035 targets places the Town in an awkward position. Pursuant to the adopted Countywide Planning Policies, population and employment targets are to be adopted a part of a countywide process. Reducing its share of the employment growth should be done in cooperation with the other Pierce County jurisdictions.

Current housing trends show that the Town is unlikely to meet its 2030 housing target. In the four years since the targets were adopted, the Town has issued permits for an average of nine housing units per year. To meet the target of 3,385 housing units, construction of around 35 units per year from 2015 to 2030 would be necessary, and would be at a pace not seen since the 1980s.

Similarly, the 2014 Pierce County Buildable Lands Report determined that the Town requires an additional 135 new jobs to meet the 2030 employment target. The number of new jobs created has been negligible since 2010. No new commercial building development has been applied for since 2010. The Town has the capacity for 388 new jobs, primarily in the Industrial area.

In light of the CWPP requirement to set population and employment targets in collaboration with other jurisdictions and the current growth rate this Comprehensive Plan assumes that the 2030 population and employment numbers will carry over to 2035 without change.

The Town anticipates that the population and employment allocation will be better synchronized with the next required Comprehensive Plan update in 2023. When the population and employment targets are updated, this Plan will be updated to reflect any change.

### Housing Intensity

In housing areas, the building intensity goal is to reach a Town-wide average of 4 dwelling units per acre. Housing patterns will be dominated largely by previous development and platting. Density in the multifamily areas and the Old Town and Saltar's Point areas will be greater than 4 dwelling units. In contrast, the natural constraints to development in critical areas may result in below-average building intensity regardless of the maximum allowable density per acre.

Per WAC 365-196-300, each residential zone is assigned an assumed density for calculating its residential capacity. The assumed density for the R-7.2 zone is 6 dwelling units per acre, for the R-9.6 zone the assumed density is 4.5 dwelling units per acre, and for the Multi-Family zone the assumed density is 12 dwelling units per acre. Actual densities in each zone could be more or less than the assumed density.

Following the 1994 Comprehensive Plan, properties in the Old Town and Saltar's Point areas were rezoned to 7,200 square foot minimum lot sizes, the original platted size of lots in Balch's plat. For properties over 2.5 acres, the Town adopted Planned Area Development regulations that encourage the retention of open space, view preservation and protection of critical areas while allowing reasonable use of the land. These provisions serve to retain the existing pattern of housing intensity variations throughout the Town.

As part of the 2004 update, the Town eliminated zoning designations requiring development at less than four dwelling units per acre. All the Town's residential zones allow densities at urban levels of density as required by the Central Puget Sound Growth Management Hearings Board decisions.

Certain areas of Town have significant critical areas including geohazardous areas, wetlands, and wildlife habitat. Additionally, the entire Town is an aquifer recharge area. Because most of the Town was platted and developed prior to critical area protection regulations, the remaining undeveloped parcels are especially important to retain critical area functions. The Town's critical areas ordinance is designed to retain those functions.

## Commercial Building Intensity

Commercial uses are allowed in approximately 20 of the Town's 1400 acres. Lot coverage is not restricted in the commercial zones, but height is restricted to 26 feet to maintain view corridors and the look and feel of the Town. Side yard setbacks are only required where commercial zones adjoin residential zones.

## Industrial Building Intensity

Industrial uses are allowed in a small area near Chambers Creek. Much of this contains critical areas. Some of the area is designated as open space in the land use map. Development in this area is subject to the natural constraints of the land, to the critical areas ordinance, and to the development requirements described for open space. Building intensity and other development requirements for open space areas allowing industrial use are set out in the zoning ordinance.

## Public Facilities Building Intensity

Building intensity for a public facility often depends upon the purpose of the facility. Any public facility that is proposed will be subject to the provisions described in the land use and capital facilities elements of this plan. To harmonize with surrounding development, building intensity for a public facility should conform to the building intensity of the surrounding area.

## Open Space Building Intensity

Building intensity in open space areas will be subject to the natural constraints to development imposed by the land, since most contain critical areas. Any development must be low density and must conform to the Town's critical areas ordinance. In addition, any development must preserve the natural features and vegetation characterizing these areas. Building intensity and other development requirements for open space areas are set out in the zoning ordinance.

## *Critical Areas and Natural Resource Lands*

The 1990 Washington Growth Management Act (GMA) includes a requirement to designate, classify, and enact development standards for critical areas. Critical areas are defined as the following areas and ecosystems: wetlands, areas with a critical recharging effect on aquifers used for potable water, fish and wildlife habitat conservation areas (including waterways), frequently flooded areas, and geologically hazardous areas.

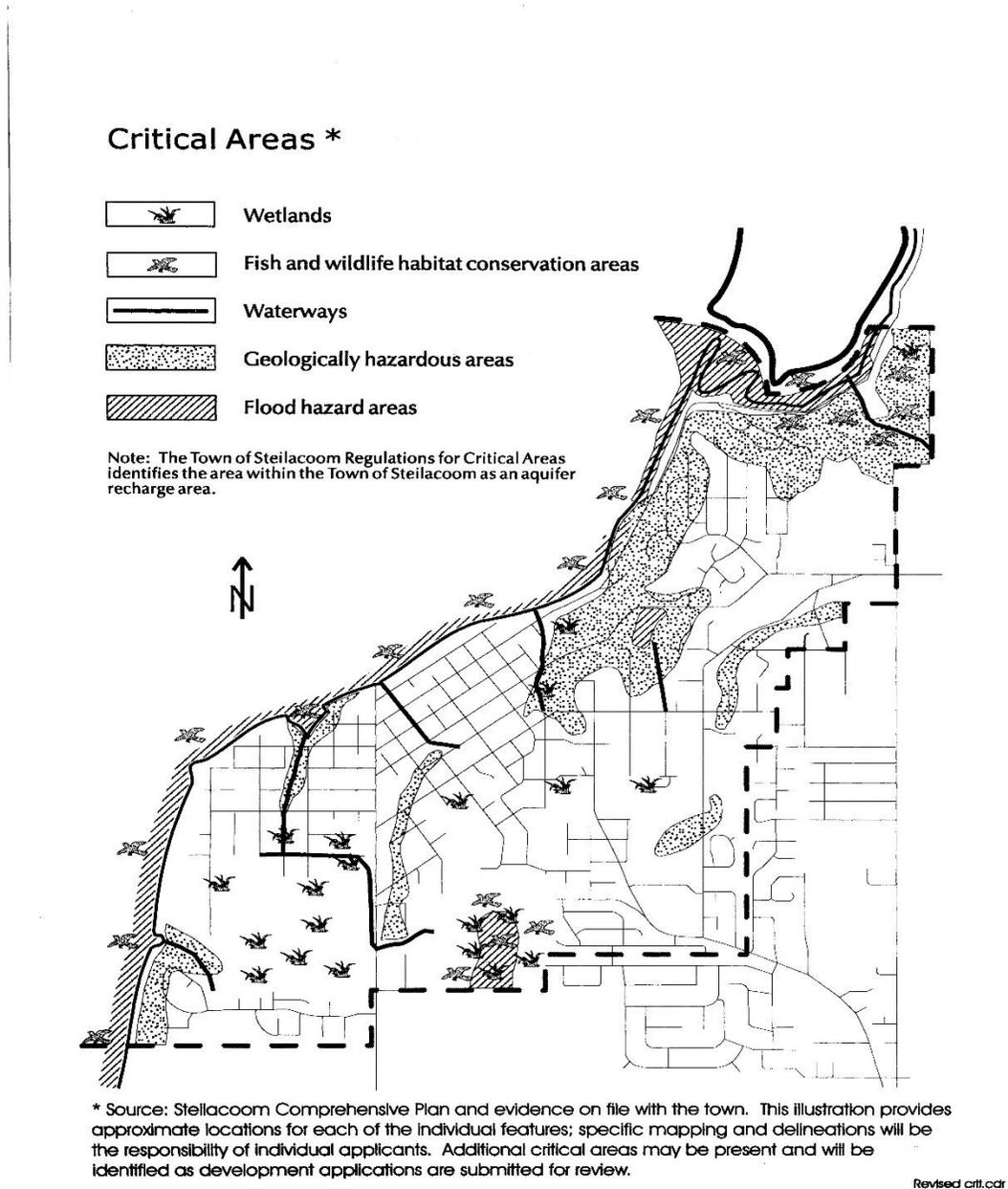
Figure 3.3, the critical areas map, identifies known or suspected critical areas. Areas with a critical recharging effect on aquifers used for potable water are not illustrated since the entire Town is within the Clover-Chambers Creek Groundwater Management

Area, which has a critical recharging effect on the Tacoma and Clover-Chambers Creek Aquifers. The inclusion of this map in the land use element does not preclude the designation of additional critical areas that may be identified subsequent to the adoption of this plan.

Adopted concurrently with the 2004 revisions to the Comprehensive Plan is was a revised critical areas ordinance incorporating the use of best available science.

The GMA also requires the designation of natural resource lands of long-term commercial significance. These areas include forest, agriculture, and mineral resource lands. Natural resource lands are not found within the current Town boundaries of Steilacoom.

Figure 3.3 Critical Areas



## *Open Space and Recreation*

Figure 3.4 Open Space and Public Facilities, identifies areas of open space, open space corridors, and lands useful for recreation, wildlife habitat, trails, and connection of critical areas. The map includes lands currently dedicated for open space and recreation and vacant lands that would provide the greatest usefulness if dedicated in the future. Many of the identified lands have additional value as natural stormwater management facilities. Allowed uses within open space areas in addition to allowable development density, are discussed earlier in this element under the heading "Proposed Land Use".

Open space corridors include direct connections between corridors wherever possible. In addition, connections with natural buffers at the Town boundaries are included. The corridors and their potential connections are depicted in Figure 3.4. Through these connections, a greater continuity is achieved--open space corridors originating in many areas of Town eventually connect to the shoreline/intertidal corridor, Chambers Creek Canyon Park, and the creek and shoreline segments of the proposed Countywide trail system.

Existing and future Town pathways connect to and go through corridors. The Town-wide trail system is described in the transportation element. These corridors also allow wildlife, including the iconic black tailed deer, to move throughout Town.

Some public facilities such as schools conventionally incorporate open space while fulfilling their primary function. Such public facilities are also indicated on the open space map, although they are not specifically designated as open space. The value to the community of all open space will be maximized through cooperative coordination of the open space uses of such public facilities, especially if the open space can be integrated into a continuous network throughout the Town. Wherever possible, public facilities adjoining open space areas should incorporate open space that abuts the open space area as well as incorporating natural buffers for other surrounding uses.

To further enhance the value of all open space within the Town, cooperative joint use of open space should be explored and encouraged among all entities managing public facilities with open space. Cooperative joint-use opportunities should also be explored with owners of private lands potentially useful as open space.

The Town acquired three separate parcels of open space land from the Steilacoom Historical School District through the Pierce County Conservation Futures program. In 2007, the Town acquired 18 acres of land located south of Saltar's Point Elementary and north of the Cormorant Passage development. In 2009, the Town acquired two parcels of open space located between the Public Works Building and Cherrydale Elementary. In both cases, the School District determined that the land was surplus to the District's needs. The lands are deed-restricted and must be held for open space purposes.

Successfully maintaining open space in the balance of land uses and ensuring that open space corridors are protected will require a structured approach to open space planning and management. Mechanisms must be implemented to ensure that some of the vacant lands identified as most useful for open space are secured as open space prior to buildout. Methods to preserve open space that should be considered include providing incentives to property owners, protecting unimproved Town owned tracts and rights-of-way, soliciting donations of land, exchanging or selling Town owned tracts to obtain other tracts with greater significance, purchasing development rights, and purchasing additional tracts of open space.

**Figure 3.4: Open Space Corridors and Potential Connections**

| <b>Corridor</b>          | <b>Potential Connections To</b>  |
|--------------------------|--|
| Shoreline/intertidal     | At the northern boundary, Chambers Creek Park and the creek and shoreline segments of the proposed Countywide trail system |
| Farrell's Marsh to shore | Shoreline/intertidal corridor  |
| Tunnel of Trees          | Shannon Street corridor  |
| Shannon Street           | Tunnel of Trees  |
| Madrona/Chambers Creek   | Shoreline/intertidal corridor, Chambers Creek Park and the creek segment of the proposed Countywide trail system           |

### *Siting Essential Public Facilities*

The location of any public facility will be related to the facility's function, size, service area, and compatibility with the surrounding neighborhood and with the community as a whole.

All public facilities located within the Town must:

- Harmonize with surrounding development and provide buffers
- Be conveniently accessible to users of the facility, especially regarding proximity to adequate transportation facilities when the service area extends beyond the Town
- Ensure that traffic, environmental, and other impacts are mitigated

The Town must have early and continuous involvement with determining the needs, locations, and designs for federal, State, regional, and County facilities located within the Town. Any such facilities that impose detrimental effects on the community must be packaged with facilities or programs having clear benefits for the community.

## Managing Steilacoom's Waters

Land use management within Steilacoom will only be effective if the management of Steilacoom's waters is also addressed. The management of Steilacoom's waters is currently addressed in the following documents:

- *Water Comprehensive Plan*
- *Comprehensive Stormwater Management Plan*
- *Infiltration/Inflow Program*
- *Shoreline Master Program, Chapter 16.08 SMC*
- *Regulations for Critical Lands Chapter 16.16 SMC*

The role of each of these documents in Steilacoom's land and water management is described below. Each of these documents should be analyzed during implementation of this plan and revised as needed to ensure consistency with this plan.

### *Potable Water*

The Town has rights to ground water quantities sufficient to meet potable water demand through buildout. The Town's water system is the subject of the *Water Comprehensive Plan*. The *Water Comprehensive Plan* identifies projects required to protect the quantity and quality of water used for public purposes. The *Water Comprehensive Plan* is updated on a continuing basis.

### *Wastewater Management*

The *Infiltration/Inflow Program* describes the Town's wastewater collection and pumping system and the improvements required to ensure effective management of the Town's wastewater.

### *Stormwater Management*

Drainage, flooding, and stormwater runoff are the subject of the *Comprehensive Stormwater Management Plan*. The *Comprehensive Stormwater Management Plan* identifies deficiencies in the Town's stormwater system and describes projects necessary to correct deficiencies, mitigate impacts, and cleanse discharges entering Puget Sound.

Pursuant to the Stormwater Management Plan and other directives, the Town adopted the 2001 Department of Ecology Stormwater Manual, and regulations for inspection and repair of both private and public stormwater facilities.

The reduction of the quantity of stormwater infiltration and inflow entering the sewage collection system is the subject of the *Infiltration/Inflow Program*. Most stormwater currently entering the sewage system will be entering the stormwater management system upon completion of the infiltration and inflow reduction program. This source of stormwater was included in the analysis for the *Comprehensive Stormwater Management Plan*.

### *Wetlands and Waterways*

*Steilacoom Municipal Code Title 16.16, Critical Land Areas*, together with other applicable municipal code, governs the management of development in critical areas including wetlands and waterways.

### *Shoreline and Coastal Water Management*

Steilacoom's *Shoreline Master Program* was re-written through a public process starting in 2009. The Town received approval from the Department of Ecology for the revisions and the new Master Program was approved in June 2013. The Master Program, codified in Chapter 16.08 of the Steilacoom Municipal Code, regulates development in a 200-foot wide strip along the Puget Sound and Chambers Creek shoreline. As part of the Master Program, a shoreline inventory and characterization report was prepared as well as a restoration program. The Master Program now specifically incorporates the Town's Critical Areas ordinance.

### **Center of Local Importance**

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. Steilacoom 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.

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 are appropriate for Steilacoom 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 Town adopted a locally designated Town Center in 2012 following the criteria in VISION 2040. In 2014, the Pierce County Countywide Planning Policies were amended to include criteria for all jurisdictions to adopt "centers of local importance" or CoLI.

The Town Center includes the area bounded by Balch Street, Rainier Street, Union Avenue and the Puget Sound shoreline. See Figure 3.5. 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 Steilacoom's Town Center encompasses several of the characteristics listed in Policy UGA-50.

**Commerce:** The largest commercial area in Town is located between Main, Pacific, Rainier and Commercial Streets. Also included in the Town Center is the shoreline commercial area surrounding the ferry dock and the neighborhood commercial area at Union Avenue and Rainier Street.

**Cultural:** The Town Center includes Town Hall and the multi-use courts on Lafayette Street. These venues are the site of many Town-sponsored cultural events including the Farmers Market, Fourth-of-July celebration, Apple Squeeze,

and Tree Lighting celebration. The Steilacoom Historical Museum, Nathaniel Orr Home and Orchard, Steilacoom Tribal Museum, Bair Hardware Museum, Church Bell Monument, and Byrd Mill Monument are all within the Town Center. Pioneer Park hosts the annual Summer Concert series.

**Housing:** The Town Center includes condominiums, single family residences, apartment buildings and a mixed-use development including commercial businesses and apartments.

#### *Size, Mix and Density of Uses*

Steilacoom's Town Center is sized to include the downtown core. Since at least the 1995 Comprehensive Plan, and likely before, the downtown area has been designated as the "central focus of the Town", as evidenced by Land Use Goal 6 and its policies. 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.

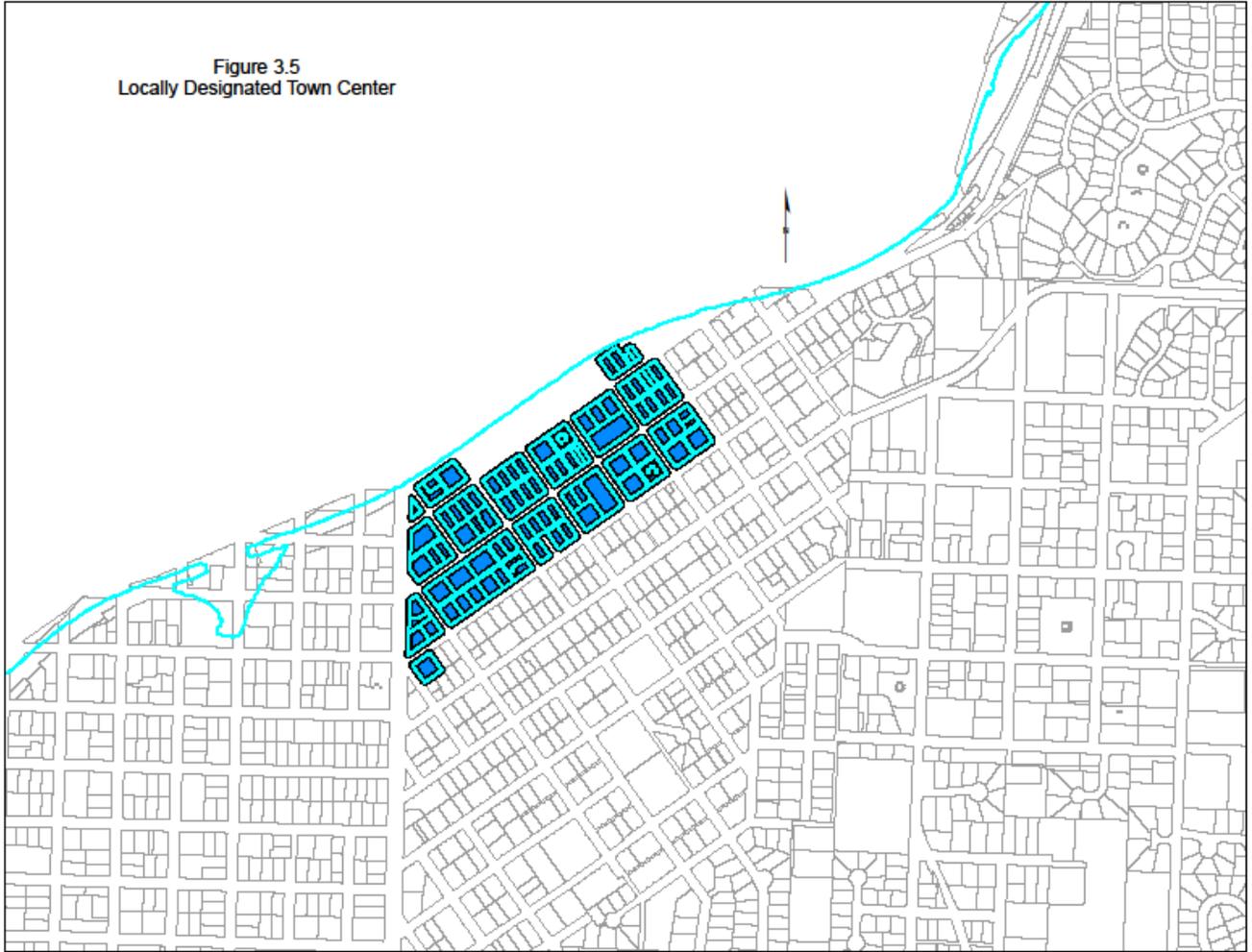
#### *Role of the Center*

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

#### *Transportation Options*

The Town Center has a variety of transportation options available in keeping with the Town polices on alternatives to the automobile. The Center is designed to be pedestrian friendly with sidewalks on Rainier, Lafayette, Commercial, Main, and Wilkes Streets as well as Union Avenue. Bike lanes are on Lafayette Street and Union Avenue. Pierce Transit Route 212 loops through the area on Main, Lafayette, and Commercial Streets and Union Avenue. The Pierce County Ferry operates from its dock at the foot of Union Avenue.

Figure 3.5  
Locally Designated Town Center



## **Regional Cooperation**

Land uses, environmental issues and watershed planning cross political boundaries. The Town's participation in regional policy making includes membership in the Puget Sound Regional Council and the Pierce County Regional Council which set general land use policies for the region and the county respectively. Although not a formal member, the Town also monitors the activities of the Chambers-Clover Watershed Council, which monitors the health of the Chambers-Clover Creek watershed.

## **Potential Annexation Areas**

The Town's Urban Growth Areas consist of two areas of unincorporated Pierce County. The largest area is to the east and south of the Town limits, and is a shared UGA with the City of Lakewood. The Town provides sewer service to the Arrowhead subdivision portion of this area.

The other area is to the north of the Industrial area along the east bank of Chambers Creek. This area is owned by Pierce County Parks, and is part of the Chambers Creek Properties that include the regional sewer plant and the Chambers Bay golf course.

Under existing policies, the Town must carefully consider designating any portion of these two areas as potential annexation areas. Further study is required to determine the value to the Town these areas may provide.

## Land Use Goals and Policies

Land use goals and policies support the continuation and enhancement of shared neighborhood characteristics while encouraging development in keeping with each neighborhood's unique features. In accord with the vision, the following land use goals and policies have an underlying theme: Steilacoom is, and will remain, a community in which developed and undeveloped lands and waters reflect the Town's human and natural history.

The human uses and natural influences of land and water are reflected in the following organization of Steilacoom's land use goals and policies:

- ▶ Neighborhood character
- ▶ Natural vegetation
- ▶ View preservation
- ▶ Open space and critical areas
- ▶ Water quality and management
- ▶ Central focus of Town
- ▶ Waterfront character
- ▶ Commercial character

Additional land use goals are organized under the categories *siting essential public facilities* and *annexation, urban growth area, and interlocal planning*.

### **Land Use Goal 1: Neighborhood Character**

*The land use element will maintain a strong sense of community identity through proactive land use planning that addresses the unique characteristics of each neighborhood area.*

**Policy LU 1.1.** The current ratio of single family to multifamily housing should be maintained or increased to preserve the predominantly single family character of the Town.

**Policy LU 1.2.** Neighborhoods with significant multifamily housing areas should incorporate open space, natural buffers, public facilities, and recreational facilities with sufficient capacity to serve a dense population and designed to fill the needs of all types of households residing in those neighborhoods.

**Policy LU 1.3.** Home occupations should conform to the character of existing residential neighborhoods. Short term lodging businesses, such as Bed and Breakfasts, should be allowed within residential neighborhoods.

**Policy LU 1.4** The Town supports the restoration and maintenance of historic buildings in the Historic District and throughout Town. New construction within the Historic District should enhance the qualities of the historic area.

**Policy LU 1.5.** The Town shall encourage physical activity through the installation of walking paths, sidewalks, and bicycle paths in residential neighborhoods.

## ***Land Use Goal 2: Natural Vegetation***

*Natural vegetation will be a consistent landscape element throughout the Town.*

**Policy LU 2.1.** Landscaping in publicly and privately owned open spaces should encourage preservation of existing natural vegetation and should incorporate native species. Guidelines may be developed to encourage preservation of natural vegetation during the development process. Landscaping guidelines shall not apply to privately-owned residential properties.

**Policy LU 2.2.** The Town should facilitate maintenance and improvement of the landscape in Town-owned open space and forested areas.

**Policy LU 2.3.** Open space transitions incorporating natural vegetative buffers should be provided between areas of different building intensity. Where possible, transitional open space should be contiguous with open space located within the areas of different building intensity.

**Policy LU 2.4.** Vegetation may be used along streets to enhance the streetscape, where practical. Vegetation shall not interfere with roadways, sidewalks or utilities.

**Policy LU 2.5.** The Town should develop landscaping guidelines for Town owned or controlled properties throughout the Town. Landscaping guidelines should be consistent with critical area regulations and with view preservation regulations and guidelines.

## ***Land Use Goal 3: View Preservation***

*Marine, mountain, and wooded views should be given high priority in land use policies and programs.*

**Policy LU 3.1.** The Town shall develop and maintain view preservation policies or guidelines for vegetation on Town-owned or controlled land. View preservation guidelines shall be consistent with open space and critical area regulations and with landscaping guidelines.

**Policy LU 3.2.** Flexible standards should be considered to encourage new structures and modification of existing structures to be developed and sited in a manner that will minimize obstruction of views from existing homes, businesses, parks, and similar structures and facilities.

#### **Land Use Goal 4: Open Space and Critical Areas**

*The natural landscape provided by open space, natural buffers, and minimally developed critical areas (wetlands, wildlife habitat, areas with a critical recharging effect on aquifers used for potable water, flood hazard areas, and geologically hazardous areas) will be part of the landscape character of the Town.*

**Policy LU 4.1.** The Town will establish standards, criteria, and regulations for development in critical areas, natural buffers, and areas designated as open space. The Town shall include the best available science in developing development regulations to protect the functions and values of critical areas. Town regulations shall adopt a no net loss approach to protecting the functions and values of critical areas. The Town shall give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries.

**Policy LU 4.2.** Reduction of residential lot sizes, density bonuses, planned area developments, cluster housing, and similar flexible development techniques will be considered when designed to preserve open space, protect critical areas, or provide natural vegetative buffers while allowing reasonable use of property. Critical areas shall be placed in protected open space tracts as part of new development.

**Policy LU 4.3.** The Town will consider increasing the amount of property permanently dedicated as open space, as resources allow. Preference will be given to properties having the greatest significance as critical areas. Methods that the Town may use include, but are not limited to, providing incentives to property owners, dedicating unimproved Town-owned tracts and street rights-of-way, soliciting donations of land, exchanging or selling Town-owned tracts to obtain other tracts with greater significance, purchasing developmental rights, and purchasing additional tracts of environmentally sensitive areas.

**Policy LU 4.4.** Environmental protection and open space policies, regulations, and guidelines will be consistent with other policies, regulations, and guidelines. Examples of such policies and programs are those concerning the siting of essential public facilities; affordable housing; transportation; shoreline management; infill development; and applicable goals and mandates of federal, state, and local agencies. Provisions will be included in regulations and guidelines for the resolution of conflicts that may arise.

**Policy LU 4.5.** Town procedures and programs should be structured to: avoid environmental harm if possible; to minimize and mitigate all unavoidable environmental damage, restore and improve the environment if possible; complete the nearshore restoration projects in the 2013 Shoreline Master Program; and increase the environmental education and awareness of Town employees and citizens.

**Policy LU 4.6** The Town regulations shall encourage positive incentives to promote conservation of critical areas and other environmentally sensitive lands.

**Policy LU 4.7** The Town shall include consideration of its policies on environmentally sensitive lands when addressing other policies, including urban growth areas, capital facility siting, transportation efficiency, siting of transportation facilities, operations and maintenance of transportation facilities, infill development, affordable housing, Shoreline Master Programs, goals and mandates of federal and state land jurisdiction agencies including the Washington State Department of Natural Resources, the U.S. Forest Service, the National Park Service and Tribal governments, and watershed management.

***Land Use Goal 5: Water Quality and Management***

*Surface, ground, storm, waste, and coastal waters will be managed in an ecologically responsible manner and as interconnected components of the Town's ecosystem.*

**Policy LU 5.1.** Private and public development and redevelopment projects will be conducted in a way that preserves or improves the viability of each component of the water ecosystem and of the entire ecosystem.

**Policy LU 5.2.** Town procedures and programs will be structured to minimize pollutants entering storm, surface, ground, and coastal waters from Town-owned and Town-maintained properties. Town procedures and programs will encourage the Town's citizens to minimize nonpoint pollutants contributed from buildings, landscapes, automobiles, boats, and similar sources.

**Policy LU 5.3.** The quality of stormwater runoff should be improved, flooding due to stormwater runoff should be reduced, and the erosion of land by stormwater runoff should be minimized.

**Policy LU 5.4.** The quality of ground water should be improved, with priority given to protecting aquifers providing potable water.

**Policy LU 5.5.** Town procedures and programs should be structured to minimize the Town's consumption of ground water and to improve the ground water conservation habits of the Town's citizens.

**Policy LU 5.6.** The Town shall encourage water quality improvement through low impact development methods including bioretention, green roofs, permeable pavement and similar techniques.

***Land Use Goal 6: Central Focus of Town***

*The vitality of the downtown area should be preserved and enhanced as the central focus of the Town.*

**Policy LU 6.1.** The development of the Town's downtown commercial area should be encouraged, provided such development contributes to Steilacoom's small town atmosphere.

**Policy LU 6.2.** Existing downtown commercial land uses and community activities should be encouraged to remain in the downtown area.

**Policy LU 6.3.** Opportunities to develop a Town square for outdoor public gatherings and special events in the downtown area should be explored.

**Policy LU 6.4.** The current boundaries of the downtown commercial core should be retained.

**Policy LU 6.5.** Commercial development outside the downtown core should be limited to sites adjoining arterial streets or areas already characterized by commercial uses.

**Policy LU 6.6.** Development within the designated Town Center should be designed to create a walkable, compact, and transit-oriented community which maintains the Town's historical character, with a mix of residential, commercial and cultural uses.

***Land Use Goal 7: Waterfront Character***

*Shoreline bordering Puget Sound and Chambers Creek should be managed through the continued administration of the shoreline master program with emphasis on public access, environmental conservation, and recreational uses. Commercial, industrial, and residential uses should be considered lower priority.*

**Policy LU 7.1.** Any future waterfront development and redevelopment shall mitigate the impact of motor vehicle traffic in the areas surrounding the development. The needs of pedestrians, public transit, and bicyclists shall be considered in site design.

**Policy LU 7.2.** Commercial and recreational development, reuse, and rehabilitation of undeveloped or underused properties in and around the dock facilities should be encouraged. Redevelopment options should include residential use for properties that are characterized by residential use at the time of the adoption of the comprehensive plan.

**Policy LU 7.3.** The Shoreline Master Program should be updated as required by law. The Program shall remain consistent with the Comprehensive Plan and development regulations. The Master Program shall contain restoration projects and goals for use of the shoreline area.

### **Land Use Goal 8: Commercial Character**

*Commercial facilities and enterprises should harmonize with and contribute to Steilacoom's small town atmosphere.*

**Policy LU 8.1.** Commercial facilities and enterprises that provide services, goods, entertainment, and community gathering places for the residents of the Town should be encouraged.

**Policy LU 8.2.** A mix of residential, recreational, public, and commercial land uses will be allowed in commercial areas.

**Policy LU 8.3.** To protect the tax base, natural resource industries and commercial development should be retained and encouraged.

**Policy LU 8.4.** Cooperation between the business community, Town residents and Town government should be cultivated.

**Policy LU 8.5.** Design standards, guidelines, and regulations for the downtown business district should be developed to encourage and regulate, as applicable, storefront commercial and mixed use development.

**Policy LU 8.6.** Commercial strip development should be avoided.

### **Land Use Goal 9: Siting Essential Public Facilities**

*Essential public facilities will be allowed in locations appropriate for the services provided and the people served. Essential public facilities will harmonize with the surrounding development and with the natural features of the surrounding land, water, and vegetation.*

**Policy LU 9.1.** Small public facilities intended to serve a few neighborhoods may be located within a neighborhood. Examples of these facilities include neighborhood parks, drainage facilities, and electrical transformer boxes. Facilities should be sited, designed, and buffered (through fencing, landscaping, and similar means) to fit in harmoniously with the surrounding neighborhood.

**Policy LU 9.2.** Larger public facilities intended to serve the entire Town should be located to be conveniently accessible to Town residents. Examples of these facilities include community parks, schools, government offices, and similar facilities. Facilities should be sited, designed, and buffered (through fencing, landscaping, and similar means) to fit in harmoniously with the surrounding neighborhood. These facilities should also be designed to enhance and complement the historic significance of the Town.

**Policy LU 9.3.** Public facilities having service areas that extend substantially beyond the Town boundaries should be sited in a location appropriate to the

transportation needs of the users of the facility. Facilities which generate a significant amount of truck, automobile, or foot traffic should be located on arterial streets. School facilities should be given some flexibility to locate on non-arterial streets. Developers of these facilities shall be required to make necessary infrastructure improvements to support the facilities. These improvements may include, but are not limited to, street construction, signage, sidewalks, streetlights, bus shelters, benches, parking, utility lines, and similar improvements. These public facilities may require extensive buffering to ensure that the surrounding neighborhoods are not negatively impacted. Special attention to noise, light, glare, dust, and traffic shall be made. These facilities should also be designed to enhance and complement the historic significance of the Town.

**Policy LU 9.4.** The Town recognizes that some federal, state, regional, and county facilities may impose detrimental effects on the Steilacoom community if located within the Town. Such facilities should be packaged with facilities or programs having clear benefits for the community. This could involve co-location of facilities, for example, parking lots with public parks.

**Policy LU 9.5.** Needs for public facilities essential to Steilacoom shall be identified in the capital facilities element. Needs should be based on deficiencies or programs identified within the Town's comprehensive plan and other Town plans. These plans include the electrical, sewer, water, stormwater, parks, public safety, and similar plans.

**Policy LU 9.6.** Federal, state, regional, and county facility needs shall be determined by those respective agencies with input from the Town. Early involvement with the Town when determining facility needs and location requirements is strongly encouraged. If it is determined that facilities will be located within Town, early consultation with the Town regarding the facility design shall be required. Special effort shall be given to siting facilities so that the facilities are conveniently located for the majority of the users of the facilities. Mitigation shall be required to ensure that facilities do not adversely impact the surrounding neighborhoods or the Town as a whole.

**Policy LU 9.7** Any application for a federal, state, regional or county essential public facility shall include written justification from the proposing agency for siting the facility within Steilacoom. The proposing agency shall include a public process for reasonable input by affected residents as a part of its application.

**Policy LU 9.8.** Proposed state and regional essential public facilities shall advance the goals of this Comprehensive Plan including promotion of economic development, employment opportunities and protection of the environment. The proposal shall reflect a fair distribution of other such facilities throughout the county and have a positive fiscal impact and on-going benefit to the Town. If possible, the proposal shall promote affordable housing.

**Land Use Goal 10: Annexation, Urban Growth Area, and Interlocal Planning**

*The Town shall participate in interlocal planning efforts through the Puget Sound Regional Council and the Pierce County Regional Council. Annexation within the Steilacoom urban growth area should be considered only where it is consistent with the long-term goals of the community.*

**Policy LU 10.1.** Interlocal planning will be coordinated with other jurisdictions as necessary to manage issues and areas of mutual interest. Where applicable, countywide planning policies should be observed during interlocal planning.

**Policy LU 10.2.** To maintain the small town character of the community and conform to natural vegetation goals and policies, annexation should include open space and natural areas whenever possible.

**Policy LU 10.3.** Changes to the Town boundaries are serious issues which shall be carefully reviewed by the Town. All annexation proposals will be reviewed in at least one public hearing that allows the Town's current citizens and citizens of the proposed annexation to discuss the economic and technical feasibility of the annexation and the potential conformance of the annexation area with the Town's vision, goals, and policies.

**Policy LU 10.4.** The Town will promptly consider all proposed amendments to the Countywide Planning Policies.

**Policy LU 10.5.** Any proposed revision to the Town's Urban Growth Boundaries shall be the subject of public hearings before the Town Planning Commission and Town Council. If approved by the Town Council, proposed revisions to the UGA shall be processed as provided for in the Countywide Planning Policies.

**Policy LU 10.6** The Town shall cooperate with other jurisdictions in Pierce County to provide information necessary for the buildable lands report and consistency evaluation required by RCW 36.70A.215. The Town shall utilize the buildable lands report and the consistency evaluation in future planning efforts as required by RCW 36.70A.215.

# HOUSING ELEMENT



## HOUSING ELEMENT

### Introduction

Some of the most significant challenges facing communities planning under GMA are requirements related to housing. Specifically, the Act requires a housing element that recognizes the vitality and character of established neighborhoods and that makes adequate provisions for the existing and projected housing needs of all economic segments of the community.

Demographic statistics illustrate the complex and sometimes overwhelming need for quality affordable housing across the country. The costs of land and housing have risen dramatically in many areas of Washington.

Median housing values and contract rents for Pierce County and Steilacoom are illustrated in Figure 4.1.

**Figure 4.1 Median housing values and contract rent 1990 -2010** (source US Census)

|                      | Median Housing Value |           |           | Median Contract Rent |       |        |
|----------------------|----------------------|-----------|-----------|----------------------|-------|--------|
|                      | 1990                 | 2000      | 2010      | 1990                 | 2000  | 2010   |
| <b>Pierce County</b> | \$81,500             | \$149,600 | \$251,400 | \$373                | \$554 | \$911  |
| <b>Steilacoom</b>    | \$96,300             | \$188,500 | \$298,000 | \$399                | \$679 | \$1049 |

It is likely that the Steilacoom housing market will continue its trend toward more expensive units as the supply of developable vacant land decreases over time. Also contributing to the cost of housing in Steilacoom are the well-known Puget Sound views, small town characteristics, and other cultural and physical amenities enjoyed in the community. The resulting high land costs encourage the development of large, higher priced homes. Trends such as these emphasize the need to preserve and maintain the existing housing stock while providing quality rental units for those families or individuals that are not able to or prefer not to purchase their own homes.

This element addresses all applicable requirements of the Growth Management Act and the County-Wide Planning Policies for Pierce County, Washington by including: an inventory and analysis of existing and projected housing needs, the identification of sufficient land for housing, a statement of housing goals and policies, and adequate provisions for existing and projected housing needs of all economic segments of the community. This element is consistent with other elements of this comprehensive plan. Consistency ensures that the findings and recommendations of the housing element will not conflict with the land uses described in the land use element.

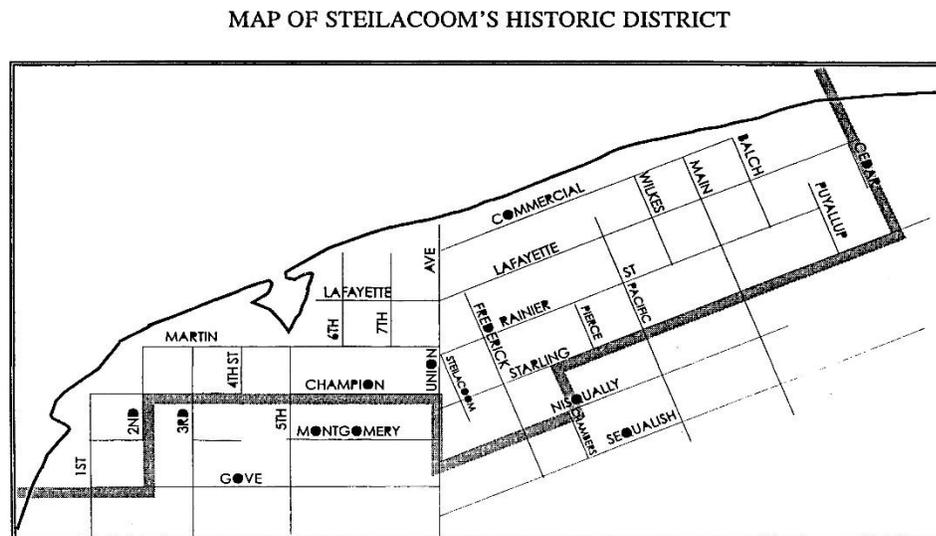
## Historic District

The Town of Steilacoom was incorporated in 1854, the first incorporated town in the newly formed Washington Territory. The new town served as a busy center for commerce in the early days of the Territory. In 1975, the Town's historic district was the first district placed on the National Register of Historic Places in Washington State. Regulations encouraging preservation of Steilacoom's architectural past are detailed in Steilacoom Municipal Code Chapter 2.14.

Since 1985, the Town has been a Certified Local Government, a designation that reflects the Town's commitment to historic preservation. CLG status allows the Town to compete for historic preservation grants administered by the State Office of Archaeology and Historic Preservation and made available through the National Park Service.

The Historic Preservation and Review Board reviews proposed changes to the exterior of buildings within the Historic District, as well as new construction. The boundaries of the Historic District are shown on Figure 4.2.

Figure 4.2 Historic District



## **Land Use Assumptions**

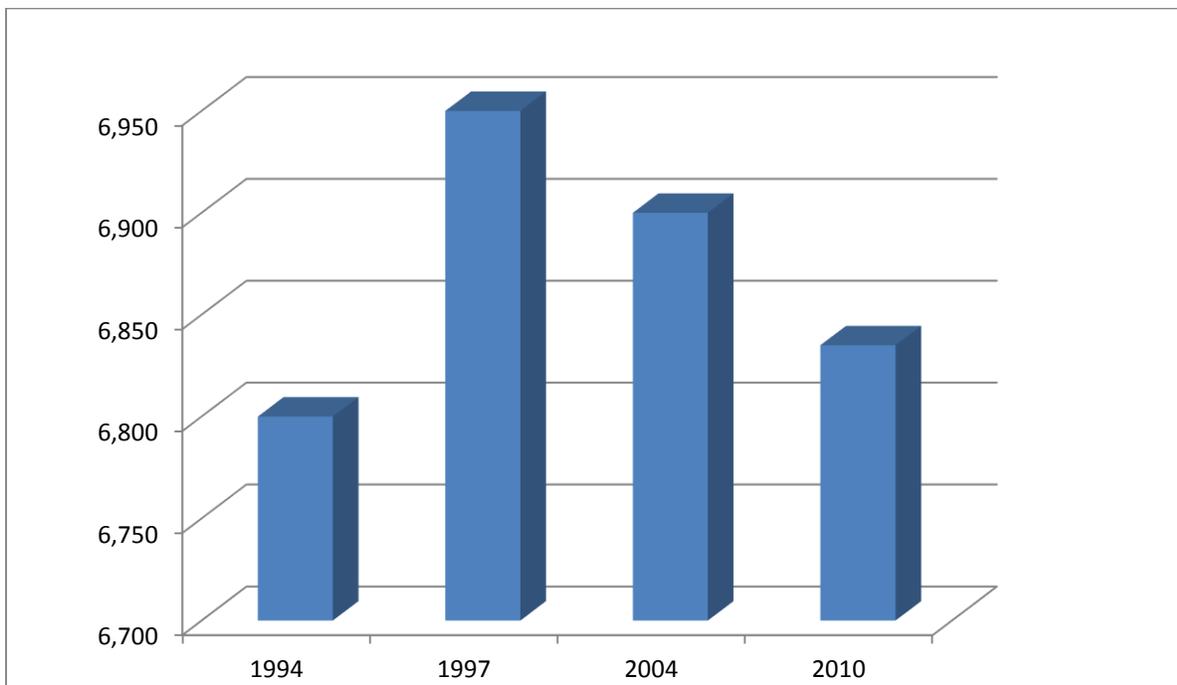
As set forth in the Land Use Element, the Town assumes that there will be a gradual increase in new residences throughout town, but no change to the land use pattern. Vacant or underutilized land will gradually be developed in accordance with the established land use pattern. The 2035 target of 3,385 total dwelling units can be accommodated within the area designated for housing under the current zoning regulations.

## **Population Projections**

The Growth Management Act requires each community within Pierce County to estimate how many new residents it can expect in the next 20 years. This population estimate is used to determine housing, as well as public service and facilities, within the community and throughout the region.

Twenty-year population projections for Pierce County have been made in 1994, 1997, 2004 and 2010. Each projection has been based upon the state of the economy at the time the projection was made. In 1994, the Town estimated that it should plan for a population of 6,800 by the year 2014. In 1997, the allocation was boosted to 6,950 by the year 2017.

**Figure 4.3 20-Year Population Projections**



Population projections made in the 2000s reflect the slower pace of growth the Town has experienced, as well as a better understanding of the buildable lands in Town. The latest population target requires the Town to plan for a population of 6,835 by the year 2030. This Comprehensive Plan assumes that the 2030 population numbers will carry over to 2035 without change

In addition to the population targets, the 2010 targets included a housing unit target of 3,385 dwelling units and an employment capacity target of 788 for the Town. The targets are adopted by Pierce County Council ordinance following a recommendation by the Pierce County Regional Council, and have targets for each jurisdiction within the County. The 2014 Buildable Lands Report determined that the Town has sufficient land capacity to meet all these targets. This Comprehensive Plan assumes that the 2030 population and employment numbers will carry over to 2035 without change

### *Housing Capacity*

All the jurisdictions within Pierce County are required to participate in a “Buildable Lands Report” by RCW 36.70A.215. This report is designed to determine the amount of undeveloped and underdeveloped land remaining in each jurisdiction, and the amount of housing units that can be accommodated under the current zoning regulations. Pierce County collects data from all 23 incorporated jurisdictions in the county, and issues the report. The first report was in 2002, the second in 2007, and the most recent in 2014.

The 2014 Report estimates that the Town has about 137 net acres of vacant or underutilized lands left for residential development in the R-7.2, R-9.6, MF, CS and CG zones. The net figure is arrived at by subtracting out 12% for roads, 10% for critical areas and 5% for parks and open space. Additionally, there are nearly 15 acres in the R-9.6 zone that have at least preliminary approval for development encompassing 54 lots.

In the 2010 Census reported that the Town had 2,793 existing housing units, including houses, apartments and condominiums. The 2014 Buildable Lands Report estimates that the Town has capacity for another 676 housing units under the current zoning regulations, which is more than enough to accommodate the target of 3,385 dwelling units.

The acreage available for housing is calculated by deducting from the gross acreage assumed percentages for roads, critical areas and park and open space. The 137 acres also includes a large percentage of land that could be developed at higher densities under the current zoning. This underdeveloped land may or may not be redeveloped.

This undeveloped and underdeveloped land represents about 10% of the Town's total land area. Most vacant unplatted parcels are found in the Saltar's Point and Cherrydale neighborhoods. Platting these areas will require attention to environmental constraints,

especially wetlands. These sites may also be potential sites for assisted living facilities, group homes, townhouses, and other nontraditional housing types.

The remaining vacant land is comprised of previously platted residential lots that are generally 7200-9600 square feet in size. These lots are suitable for one single family detached home and are concentrated in the Saltar's Point and Old Town neighborhoods. Some of these lots have existed since the Town of Steilacoom incorporated. It is likely that some of them remain undeveloped because of natural environmental constraints.

### **Current and Future Aggregate Demand for Housing**

The Great Recession that began in 2007 took its toll on the Steilacoom housing market, as it did throughout the United States. Vacancy rates rose from 3.3% in the 2000 Census to 8.4% in the 2010 Census. The State Office of Financial Management places the vacancy rate at 8.3% for 2014. The relatively high vacancy rate compared to that experienced in the prior decade indicates a lower demand for housing within the Town.

Permits for new single family residences dropped from 15 in 2000 to 6 in 2010. In 2013, the Town issued permits for only 9 new single family homes. Platting activity has also dropped. No plat applications, for housing developments of five or more lots, have been applied for since 2009. None of the last three plats, granted preliminary approval between 2007 and 2009, have yet to be developed.

It is expected that the housing market will recover, but whether it will be as strong as that seen between 2000 and 2008 is unknown. Steilacoom remains a desirable location. Given the current housing situation, it is more probable that the rate of housing production will remain around 10 homes per year for the foreseeable future.

### **Assessment of Housing Needs**

The Growth Management Act requires an inventory and analysis of existing and projected housing needs. Many factors determine the extent of the need for housing. This assessment summarizes the requirement to consider existing and projected housing need. Population characteristics and the existing housing stock are reviewed to identify those segments of the community that will have the most significant needs over the next twenty years.

### **Inventory of Current Housing Stock**

The Town's housing units are primarily in single family units. Data from the 2000 and 2010 Census is set out in Table 4.4

**Figure 4.4. Inventory of Housing Units by Structure Type**

| Housing Type      | 2000 Census | 2010 Census |
|-------------------|-------------|-------------|
| Single unit       | 1862        | 1986        |
| Two or more units | 786         | 807         |

*Population Characteristics*

Demographic characteristics and trends are important to consider when determining housing needs. It is particularly critical to consider the segments of the community whose housing needs are not typically met by the private housing market. Examples of these segments may include the young, elderly, the very low income, and those with other special needs.

The 2010 Census data for Steilacoom confirmed an aging population trend, most probably due to lifestyle changes, advances in health care technology, and the general aging of the "baby boom" generation. Data from the 1990, 2000 and 2010 Census indicates that age groups over 40 are representing an increasingly larger share of Steilacoom's population. The population under 40 years of age made up 61.5% of the population in 1990. By 2010, that percentage had shrunk to 47.1%. See Table 4.5. The anticipated growth in older age groups will not only impact housing, but also community service activities.

**Figure 4.5 Population by Age 1990 – 2010 (Source: US Census)**

|                             | 1990  | 2000  | 2010  | Change<br>1990 -<br>2010 | % 1990 | % 2000 | % 2010 |
|-----------------------------|-------|-------|-------|--------------------------|--------|--------|--------|
| <b>Total<br/>Population</b> | 5,728 | 6,049 | 5,985 | +257                     |        |        |        |
| <b>Under 10</b>             | 847   | 710   | 646   | -201                     | 14.8   | 11.7   | 10.8   |
| <b>10 – 19</b>              | 719   | 823   | 712   | -7                       | 12.6   | 13.6   | 11.9   |
| <b>20 – 29</b>              | 1,031 | 822   | 771   | -260                     | 18.0   | 13.6   | 12.9   |
| <b>30 – 39</b>              | 922   | 854   | 689   | -233                     | 16.1   | 14.1   | 11.5   |
| <b>40 – 49</b>              | 756   | 912   | 764   | +8                       | 13.2   | 15.1   | 12.8   |
| <b>50 – 59</b>              | 650   | 800   | 924   | +274                     | 11.3   | 13.2   | 15.4   |
| <b>60 – 69</b>              | 489   | 622   | 758   | +269                     | 8.5    | 10.3   | 12.7   |
| <b>70 – 79</b>              | 240   | 360   | 468   | +228                     | 4.2    | 6.0    | 7.9    |
| <b>80 and over</b>          | 74    | 146   | 253   | +179                     | 1.3    | 2.4    | 4.3    |

U.S. Census data continues to show a decreasing number of married couple households, especially those with children under 18 years of age. In 1990, 61.3% of family households in Steilacoom were married couples; in 2000 that percentage dropped to 53.7%, in 2010 the figure was 50.3%. Single parent families and the number of households with at least one person aged 60 or greater have simultaneously increased over the same time period.

Ethnically, the Town, as well as Pierce County, will likely continue the diversification illustrated by prior U.S. Censuses. Racial and ethnic breakdowns are set out in Table 4.6.

**Figure 4.6 Racial and Ethnic makeup 1990-2010.** (Source: US Census)

| Year | Total Population | Total one race | White | Black / African American | American Indian/ Alaska Native | Asian | Hawaiian Pacific Islander | Other | Two or more races | Hispanic Latino | Total pop 18+ |
|------|------------------|----------------|-------|--------------------------|--------------------------------|-------|---------------------------|-------|-------------------|-----------------|---------------|
| 2010 | 5985             | 5546           | 4616  | 280                      | 44                             | 436   | 83                        | 87    | 439               | 402             | 4770          |
| 2000 | 6049             | 5694           | 4746  | 405                      | 51                             | 355   | 37                        | 100   | 355               | 327             | 4671          |
| 1990 | 5728             | *              | 4719  | 530                      | 52                             | 324*  | *                         | 103   | *                 | 260             | 4327          |

*\*Note: The 1990 Census did not have responses for “one race” or “two or more races”, and included Hawaiian/Pacific Islanders in the Asian category.*

### **Affordable Housing**

RCW 36.70A.020(4) mandates that the Town encourage the availability of affordable housing to all economic segments of the population, along with promoting a variety of residential densities and housing types, and encouraging preservation of the existing housing stock. Because income is an indication of buying power, it is perhaps the single most significant factor when considering housing needs and affordability.

Under the Countywide Planning Policies for Pierce County, affordable housing means housing available to households earning up to 80% of the countywide median income. (Policy AH-3.1.1)

According to the US Census, the median income for Pierce County for 2008-2012 was \$59,105. Therefore, affordable housing for the purposes of this Comprehensive Plan is housing affordable to households with incomes of \$47,284 per year or less.

Affordable housing for owned dwelling units includes the cost of the mortgage, amortization, taxes, insurance and condominium or association fees, if any, that cost no more than 30% of the owner’s gross annual household income. Affordable housing for rental units is defined to include rent and utility costs. WAC 365-196-410 (e)(i) (A) and (B).

**Figure 4.7 Owner Costs as a Percentage of Household Income 2005-2012 average  
Town of Steilacoom (Source, US Census)**

| Percentage of Household Income | Percentage of Households |
|--------------------------------|--------------------------|
| 30.0 to 34.9%                  | 10.3%                    |
| 35.0% or greater               | 15.8%                    |
| Total                          | 26.1%                    |

**Figure 4.8 Gross Rent as a Percentage of Household Income 2005-2012 average  
Town of Steilacoom (Source, US Census)**

| Percentage of Household Income | Percentage of Households |
|--------------------------------|--------------------------|
| 30.0 to 34.9%                  | 16.5%                    |
| 35.0% or greater               | 28.2%                    |
| Total                          | 44.7%                    |

Not surprisingly, a greater percentage of renters spend more than 30% of their income on housing costs than do homeowners.

Figures 4.7 and 4.8 include all income brackets. The percentages of households at or under the County median income spending more than 30% on housing costs are set out in Figure 4.9

**Figure 4.9 Monthly housing costs as a percentage of household income 2007-2011 5-year average Town of Steilacoom (Source: US Census)**

| Annual Income        | Housing Costs 30% or more of monthly income, owner occupied | Housing Costs 30% or more of monthly income, rental |
|----------------------|---|---|
| Less than \$20,000   | 6%  | 16.9%   |
| \$20,000 to \$34,999 | 5.3%  | 15.1%   |
| \$35,000 to \$49,999 | 4.2%  | 12.4%   |

This table illustrates that the greatest need for affordable housing is in the rental segment.

#### *Populations with Special Needs*

According to the Pierce County Consortium's *2010-2015 Consolidated Plan (Consolidated Plan)*, the groups listed under Figure 4.10 often have special housing

needs. In many cases, these housing needs are met in higher density urban areas where community, health, and employment services are typically concentrated. The *Consolidated Plan* did not determine the extent of housing need for these special needs populations for individual municipalities or areas.

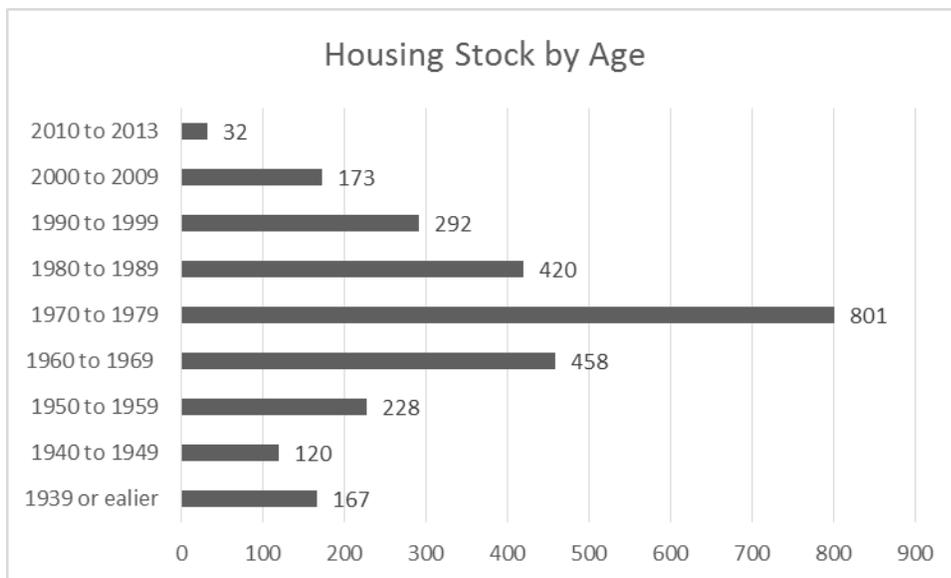
**Figure 4.10: Special Needs Populations**

- Seniors and Frail Elderly
- Persons with Disabilities
- Large Households
- Single Parent Households
- Persons with HIV/AIDS
- Victims of Domestic Violence
- Alcohol and Drug Abuse
- Households on Public Assistance
- Homeless

*Condition of Housing Stock*

About 6% of the existing housing stock was built before 1940. Steilacoom experienced a large housing boom between 1960 and 1990, when 63% of the housing stock was constructed. The continued maintenance of these homes should be encouraged to preserve the current and future stock of affordable units. Older Town residents on limited incomes often have difficulty keeping up with ongoing maintenance. Needed repairs are sometimes deferred as a result.

**Figure 4.11 Housing stock by decade built**



Source: 2009-2013 American Community Survey, Town records

### *New Housing Units Needed To Reach Growth and Affordability Targets*

In order to reach the Town's housing target of 3,385 units, the Town would have to add 592 units to the existing stock of 2,793 units (Census 2010). A housing unit is can be any space used for a domicile, a single family home, an apartment, a condominium, a duplex unit or accessory dwelling unit. The 2014 Buildable Lands Report estimates that the Town will have to add an additional 63 "displaced units" to meet the target. This is because some of the new units will be built on land currently underdeveloped, for example, having one house on enough land to support two or more lots. Pierce County assumed that some existing dwelling units will have to be demolished, or displaced, to make way for redevelopment, and then replaced, leaving the Town with a target of 655 new units.

As stated earlier, the Town has sufficient land area to accommodate 676 new dwelling units at the current zoning levels. However, this calculation understates the Town's capacity as it does not include Accessory Dwelling Units, which are available in the R-7.2 and R-9.6 zones, or duplex construction, which is allowed on 14,000 square foot lots in the R-7.2 and R-9.6 zone.

In Figure 4.12, using data from the 2014 Buildable Lands Report, the number of potential new dwelling units that could be created by zoning district are shown. The net acres of underdeveloped or vacant land were calculated by Pierce County after subtracting out areas for roads, critical areas and park spaces. The next two columns show the calculations for the number of either single family units or duplex units. To derive potential single family units, the net acreage was divided by the minimum lot size for the zoning district. For the R-7.2 zone, the minimum lot size is 7,200 square feet, for the R-9.6 zone, the minimum lot size is 9,600 square feet. To derive potential duplex units, the net acreage was divided by the minimum lot size for a duplex, which is 14,000 square feet for both zones, then multiplied by two units. These numbers are added to the exiting single family lots, that is, lots that meet the minimum lot size for the particular zone and are too small to develop as duplex lots.

Depending on how the remaining acreage is developed, the Town has capacity to absorb a significant increase in population without a change in zoning. The Town's capacity exceeds its 2035 target.

Redevelopment of the Industrial area into mixed-use commercial and residential area could occur, which could significantly increase the amount of area available for use as housing. This Comprehensive Plan does not include the Industrial area in its residential calculations. No plan for redeveloping the Industrial area has been submitted to the Town, and redevelopment would require a Comprehensive Plan amendment and much study prior to becoming reality.

**Figure 4.12 Potential Dwelling Units by Zone**

| Zoning District | Net Acres of Underdeveloped or Vacant Land | Number of Potential Single Family Units | Number of Potential Duplex Units | Number of Potential Multi-family Units | Existing Single Unit lots (includes those with preliminary approval) | Total Units <i>Single Family</i> | Total Units <i>Duplex</i> |
|-----------------|--|---|----------------------------------|--|--|----------------------------------|---------------------------|
| R-7.2           | 13.25                                      | 80                                      | 82                               | n/a                                    | 93   | 173                              | 175                       |
| R-9.6           | 74.18                                      | 334                                     | 460                              | n/a                                    | 149  | 483                              | 609                       |
| MF              | 1.24                                       | n/a                                     | n/a                              | 15                                     | n/a  | 15                               | 15                        |
| CS              | .34  | n/a                                     | n/a                              | 4                                      | n/a  | 4                                | 4                         |
| CG              | .12  | n/a                                     | n/a                              | 1                                      | n/a  | 1                                | 1                         |
| Total           |  |   |                                  |  |  | 676                              | 804                       |

The Town’s goal is that 25% of the Town’s 20-year growth be affordable housing, or housing that costs less than \$1175 per month. The Town is planning for 655 new housing units, of which 25%, or 164, should be affordable. The Town’s median rental cost is \$1049 per month, which is below the ‘affordable’ rate. The Town assumes that most, if not all, new affordable units will be rental units rather than owner-occupied.

Therefore the Town needs to produce, over the next 20 years, 164 units of housing that rent for less than the median rental. The R-9.6 zone alone has room for 460 new duplex units, but most residential development in Town over the last decade has been in single family construction. Because of the economic downturn, no new housing developments have been proposed in Steilacoom since 2009. The Town should monitor new development and, if necessary, consider incentives to encourage more affordable housing choices.

**Strategies to Meet Existing and Future Housing Needs**

*Local Strategies*

➤ Adequate Land Designated for Housing

The Growth Management Act requires that the housing element identify "sufficient land for housing, including, but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities." All of these types of housing can be built on land designated for residential uses in Steilacoom. Government-assisted single family and duplex units, and manufactured housing are permitted on any land zoned for residential use.

The development of new multifamily units can occur on property currently used for multifamily purposes as part of a redevelopment project. A small number of new apartment units could also be built in conjunction with redevelopment of commercial

lands. Group homes and foster care facilities are permitted in all residential zones. Assisted living facilities are conditional uses within all residential areas.

As noted above, the land use element designates sufficient land to meet the housing needs of all residents, regardless of the type of housing units they will live in.

RCW 35.21.687 requires the Town identify and catalog Town-owned real property that is not required for Town purposes, and is suitable for development of affordable housing. As of 2014, the Town does not have any real property in this category. If the Town decides to surplus any of its real property, the suitability of the property for affordable housing will be included in the decision to surplus the property.

#### ➤ Affordable Housing

The Growth Management Act also requires that the housing element "make adequate provisions for existing and projected [housing] needs of all economic segments of our community." (RCW 36.70A.070(2)). Special strategies are included within this housing element to ensure that this requirement is met.

Part of the existing and future need for affordable housing and special housing are addressed at a regional level. Those in need of affordable housing or special housing (i.e. homeless or emergency shelters, nursing homes, and correctional and juvenile institutions) often are in need of other services such as counseling, medical care, and job training. These types of services cannot be effectively provided by small and moderate sized communities.

To meet these service needs, Pierce County and its towns and cities (with the exception of Tacoma, Bonney Lake and Lakewood) have joined together as members of the Pierce County Urban Consortium. The Consortium receives money from the Community Development Block Grant (CDBG) fund, the Emergency Shelter Grant (ESG) program, and the Home Investment Partnership Program (HOME) program. The amount of money received varies from year to year based on a host of variables. The objectives of the Consortium are to fund projects that benefit low and moderate income people, to prevent or eliminate slums or blight, and to meet urgent needs threatening community health or welfare. Each year, the Consortium distributes funds to the member jurisdictions that have submitted applications. Any agency receiving this federal funding is required by the National Affordable Housing Act of 1990 as amended to publish a Consolidated Plan.

A Consolidated Plan has been prepared by the Pierce County Department of Community and Economic Development on behalf of all members of the Consortium. The Consolidated Plan describes barriers to affordability and sets out a 5-year strategy to eliminate these barriers. The Consolidated Plan also describes housing strategies for people not ordinarily served by the private real estate market (i.e., the homeless, people leaving mental and physical health institutions, and those in need of temporary or

emergency shelters). As a member of the Consortium, residents of the Town of Steilacoom also have access to other housing and community service programs including, but not limited to, the Pierce County Housing Repair Program, Homeownership and Opportunity for People Everywhere (HOPE) and Home Investment in Affordable Housing (HOME).

➤ Accessory Dwelling Units

Allowing accessory dwelling units, sometimes called "mother-in-law apartments", can provide a way for Steilacoom residents to provide housing to older parents, siblings, friends, and others. The small income obtained from renting an accessory dwelling unit can provide low or fixed income Steilacoom home owners with the additional resources they need to keep their homes, do basic home repairs, and buy necessities such as food and medicine. Accessory dwelling units are allowed in all residential zones, subject to compliance with certain regulations.

➤ Cluster / Small Lot Development / Duplexes

Cluster and small lot development can potentially reduce the costs associated with land development and may lead to the provision of more affordable housing for moderate income residents. The length of utility lines such as water and sewer lines, and roads and sidewalks are typically shorter and therefore less expensive when houses are built closer together. Cluster development is allowed in new subdivisions of more than 2.5 acres under the planned area development regulations.

Duplexes can reduce construction costs in the same manner as clustered housing. Duplexes are allowed in all residential zones on lots that exceed the minimum sizes.

➤ Group Homes / Adult Family Homes / Assisted Living Facilities

Continued allowance of group and adult family homes in residential zones can also lead to the development of housing units for those who need affordable housing and/or who have special needs. Assisted living facilities can address the needs of residents who require more intensive medical care and/or supervision. Group homes and adult family homes are allowed in all residential zones as required by state law. Assisted living facilities are allowed in all residential zones subject to a conditional use permit.

➤ Boarding Houses

Boarding houses with five (5) or fewer residents are currently allowed in all residential areas. Boarding houses can provide a particularly inexpensive housing opportunity for residents. Homesharing is a related strategy in which two or more unrelated individuals share the rental cost of a home. Military personnel and college students are often able to take advantage of homesharing opportunities. Boarding houses are allowed in all residential zones subject to compliance with certain regulations.

### ➤ Manufactured Housing

Manufactured or modular homes are permitted in all residential areas of Steilacoom. Design and construction materials have improved substantially for housing of this type. The use of manufactured housing can reduce the cost of new construction by up to 30%. The construction of manufactured housing is supported by the Town of Steilacoom Municipal Code.

### ➤ Mixed Use Development

Mixed use development refers to the combination of housing with other types of land uses. Apartments located above commercial buildings form an example of mixed use development. Town regulations permit housing units in commercial areas as a way to increase the supply of housing affordable to median and below median income households.

### ➤ Property Tax Exemption Programs

As required by State law, the Pierce County Assessor administers a property tax exemption program whereby lower income senior and disabled homeowners can qualify for exemptions on portions of their property tax assessment, depending on income. Steilacoom homeowners that qualify for this program are encouraged to take advantage of its benefits as a way to reduce housing costs.

### ➤ Reduced Utility Rates

Some communities offer reduced utility rates for low income residents and/or senior citizens in an effort to stabilize the cost of housing. Rate reductions are particularly helpful to those families earning extremely low and/or fixed incomes. The Town's HELP program assists qualified residents, who, in times of crisis, have exhausted all other types of financial assistance for paying delinquent utility bills. The Town pursues potential ways to expand this program through grant funding opportunities on a regular basis.

### ➤ Monitoring

In addition to the effectiveness of its housing strategies, the Town shall continue to document the demographic trends and housing needs as new and more complete information becomes available. New information of this type shall be considered for incorporation into the housing element as appropriate. Local efforts to document the condition of the community's housing stock and trends in demolition, in particular, are encouraged.

➤ Disseminate Information

The Town shall display and distribute information regarding existing County and State housing programs and services.

## **Regional Efforts**

➤ *Pierce County Urban Consortium*

Continued participation by Steilacoom in the Consortium, and support of the implementation of the Consolidated Plan are important steps to help meet the regional need for affordable and special housing and necessary support services.

## **Assessment of Progress toward Goals**

To measure the Town's progress toward achieving the Housing Element's Goals and Policies, the Town staff shall annually compile and issue a report containing the following information:

Number of new housing developments approved, methods used to achieve compatibility with surrounding neighborhood, and methods used to enhance the natural characteristics of the land

- Number of building permits for new residential units issued
- Number of new housing units in plats approved prior to 2004
- Number of multi-family and duplex housing units approved
- Ratio of multi-family to single family housing units in Town
- Number of group homes, modular homes, assisted living facilities, accessory dwelling units, and other non-traditional dwellings issued
- Number of design reviews completed by the Preservation & Review Board, number approved as submitted, number approved as modified, and number rejected
- Extent and nature of contact between Town and County Consortium
- List of surplus land considered appropriate for low-income housing
- Number of permits issued for housing repair, maintenance and rehabilitation projects
- Number of affordable housing units permitted
- The Town's CLG status
- Information from Planning Commission neighborhood meetings, including number, topic, date, attendance
- Information from Planning Commission surveys

This report shall be presented to the Planning Commission and Town Council. The report may be used as a basis for revision, refinement or enhancement of the Comprehensive Plan and implementing regulations.

## Housing Goals and Policies

Housing is often described by physical characteristics such as architectural styles, date of construction, condition, and dwelling type, size and density. Physical descriptors alone do not adequately define how housing contributes to neighborhood character. Ultimately, a neighborhood's character can only be made complete by its residents and their relationships to one another and to their shared environment. In Steilacoom, a small town atmosphere is the most valued aspect of neighborhood character.

The housing goals and policies encourage preservation of essential qualities of Steilacoom's small town atmosphere, while also providing housing in an environmentally responsible manner. These qualities include diversity, historic significance, and neighborliness.

Rising land and improvement costs and other factors, together with comparatively modest increases in household income, make housing affordability a critical issue throughout the region. While not recommending substantial increases in density, the housing goals and policies do support the consideration and implementation of innovative land use and regulatory strategies to ensure housing is available for all existing and future economic segments of the community.

The housing goals and policies are organized as follows:

- ▶ Neighborhood identity
- ▶ Households and community
- ▶ Affordability

### ***Housing Goal 1: Neighborhood Identity***

*Housing will enhance Steilacoom's small town atmosphere by promoting the retention of unique neighborhood identities and characteristics.*

**Policy H 1.1.** New housing developments shall be sited and designed to be compatible with the surrounding neighborhood and enhance natural characteristics of the land.

**Policy H 1.2.** Within the Town's Historic District, design review shall emphasize preservation of or compatibility with architectural styles found within the District and the surrounding neighborhood.

**Policy H 1.3.** The Town shall strive to maintain its Certified Local Government designation.

## ***Housing Goal 2: Households and Community***

*Residential areas should promote a sense of community in residents.*

**Policy H 2.1.** The Town recognizes the importance that public facilities and improvements such as streets, sidewalks, parks and schools play in maintaining and enhancing the livability of residential neighborhoods. Public facilities and improvements should be sited and designed to enhance the neighborhoods where they are located whenever possible.

**Policy H 2.2.** New residential developments should be designed to incorporate elements such as common open spaces, recreational areas, and sidewalks to provide residents with opportunities to live and play together.

**Policy H 2.3.** New residential developments should be designed to provide its residents with opportunities for physical activity, including walking and bicycling paths.

**Policy H 2.4.** The Town's regulations shall encourage a range of residential development types including retirement facilities.

**Policy H 2.5.** New residential development shall incorporate low impact development techniques including bioretention, green roofs, permeable pavement and similar techniques.

## ***Housing Goal 3: Housing Affordability***

*The Town will encourage the availability of housing for all existing and projected economic segments of the community, with the goal of satisfying at least 25% of the Town's twenty-year population growth allocation through housing affordable to those earning 80% or less of the countywide median income.*

**Policy H 3.1.** The Town recognizes the fact that the existing housing stock is an important source of affordable housing units. The housing element will establish provisions to preserve the existing housing stock through repair, maintenance, and rehabilitation.

**Policy H 3.2.** Development regulations and standards should avoid unnecessary barriers to the renovation and improvement of existing homes built to previous Town standards.

**Policy H 3.3.** Development regulations should respond to the housing needs of community residents and those who cannot afford or do not choose to live in single family housing.

**Policy H 3.4.** Group homes, modular homes, assisted living facilities, accessory dwelling units, and similar nontraditional housing types shall be allowed

whenever these units can be designed and maintained to be compatible with the surrounding neighborhood and community.

**Policy H 3.5.** Development regulations and standards should provide flexibility to allow single family homes to be built on lots platted to previous Town standards. Issues such as maximum lot coverage and setbacks should be included within the regulations to ensure that these infill homes will not detract from the character of the surrounding neighborhood.

**Policy H 3.6.** The Town should consider all available local, county, state, and federal funding opportunities and private resources in the development of affordable housing and should participate in the regional or countywide coordination of housing related plans and programs.

**Policy H 3.7.** The Town shall maintain an inventory of surplus public lands that may be suitable for use by nonprofit housing providers to use for affordable housing. The Town shall consider affordable housing needs and opportunities associated with properties described in the inventory before disposing of them.

**Policy H 3.8.** The Town shall periodically monitor and assess progress toward meeting its 20-year population allocation using the available data and analyses provided by federal, state, and Town sources.

**Policy H 3.9.** The Town shall comply with all federal and State anti-discrimination and housing laws. The Town shall treat all residential structures occupied by persons with handicaps in the same manner as all other similarly situated residential structures occupied by a family or other unrelated persons.

**Policy H 3.10.** The Town shall explore and identify opportunities to reduce land costs for non-profit and for-profit developers to build affordable housing, including:

- Dedication or sale at less than market value of surplus land for affordable housing projects.
- Identification of opportunities to assemble, reutilize, and redevelop existing parcels.
- Review and streamlining of development standards and regulations to advance public benefit, provide flexibility, and minimize housing costs.

# TRANSPORTATION ELEMENT



## Transportation Element

### Introduction

The function of the Town's circulation system is to provide for the movement of people and goods. It ranges from the movement of an individual on foot or bicycle to commuters using the ferry system.

The Growth Management Act calls upon communities to rethink the traditional approach to transportation planning. The Act is explicit in its assertion that land use and transportation cannot be planned independent of each other.

How is this different than the past? Traditionally, communities have planned for transportation improvements in reaction to traffic congestion and other related problems. This approach can result in wider streets that encourage faster speeds, more traffic, and related impacts like noise and air pollution. Although our physical location limits the degree of growth that will occur over the next 20 years, we should anticipate the need to preserve and maintain existing transportation facilities as infill development occurs in and adjacent to the Town of Steilacoom. The approach taken in this element will allow the community to avoid the piecemeal transportation planning that typically happens in reaction to development on a project-by-project basis. In addition to circulation needs within the Town, this element will also address transportation issues associated with people and goods traveling through Steilacoom. Above all, the transportation element and its related goals and policies provides an opportunity for the residents of Steilacoom to articulate their desire for a transportation network that is in keeping with the character of the Town. Town residents clearly place a high priority on developing and maintaining policies and services that provide safe vehicular and pedestrian access to properties, while maintaining the maximum possible level of comfort, well-being and aesthetic enjoyment.

### *Growth Management Requirements*

As described previously, GMA requires comprehensive plans to establish a direct link between land use and transportation. This linkage is largely made through requirements to ensure transportation facility needs created by a specific development are in place at the time permits are issued for the development.

To assist in its desire to connect land use and transportation, the GMA requires this transportation element to address the following subject areas:

- A description of land use assumptions used in estimating travel
- Estimated impacts to state-owned transportation facilities
- Facilities and service needs based on an inventory of existing facilities, travel forecasts and level of service standards.
- Finance, including an analysis of funding capability and a multi-year financing plan and a discussion of how additional funding will be raised or assumptions reassessed if probable funding falls short
- Intergovernmental coordination efforts
- Demand management strategies

- A pedestrian and bicycle component
- Consistency among the Transportation Element, the six-year plan required by RCW 35.77.010 and the ten-year state plan required by RCW 47.05.030

The GMA also requires counties to develop countywide planning policies that cover a wide range of subjects. The purpose of the policies is to ensure a level of consistency between all comprehensive plans within a given county. Adopted in June of 1992, and amended and updated on several occasions since, the County-Wide Policies for Pierce County, Washington include a policy on "Transportation Facilities and Strategies". This policy identifies facilities that are countywide in nature. In Steilacoom, these facilities include the ferry dock, railroad, and all transit stops and shelters. The policies go on to describe the multimodal network as roads, public transit facilities, nonmotorized facilities, ferries, airports, parking facilities, and facilities related to transportation demand management.

Finally, the Countywide policies require coordination on transportation issues ranging from level of service standards to sources of funding. Consistency with the County-Wide Policies and the requirements of the Growth Management Act must be demonstrated.

The Puget Sound Regional Council (PSRC) has been designated as the Regional Transportation Planning Organization (RPTO) and the Metropolitan Planning Organization (MPO) for the Snohomish, King, Kitsap and Pierce County area. The Town is a constituent member of the PSRC. MPOs are charged with developing regional transportation plans under federal laws. RPTOs are charged with developing regional transportation plans under state law. PSRC has adopted a Metropolitan Transportation Plan known as *Transportation 2040* for the Central Puget Sound area, including Steilacoom. The plan contains policies, goals and funding sources to address regional transportation issues. This Comprehensive Plan is consistent with *Transportation 2040*, although no regional transportation improvements are identified for Steilacoom in the regional plan.

RCW 36.70A.070 requires that the Town inventory state owned transportation facilities within its jurisdictional boundaries, and to estimate the impact of the Town's land use assumptions on state-owned transportation facilities. The Town has no state-owned transportation facilities within its borders.

## **1. Land Use Assumptions**

The recommendations contained in the transportation element assume that land uses in Steilacoom will not significantly change over the next 20 years, as set forth in the Land Use Element. For the most part, land use patterns will remain as they currently exist, although future land development regulations include flexible site development strategies that will allow infill development that helps achieve the goals and policies of the comprehensive plan. More detailed information regarding land use assumptions and population projections within the Town of Steilacoom are fully described in the land use and housing elements.

Also, the Town assumes that the existing Town street system will be adequate to handle the expected increase in population and use for the next 20 years. Therefore, no new roads are proposed. Transportation projects will concentrate on repair of existing infrastructure. Budgeting for future projects is based on this assumption.

Projected land use and growth assumptions for adjacent areas and jurisdictions are described in the Comprehensive Plans for Pierce County and the Cities of Tacoma, University Place, DuPont, and Lakewood.

## 2. Traffic Impacts to State Owned Facilities

No specific traffic impacts to state-owned transportation facilities are contemplated by this plan. It is assumed that population growth in Steilacoom will place further demand on Interstate 5, Highway 16 and other state facilities in the region, but no larger a proportionate demand than Town residents currently place on the system. The *Washington Transportation Plan, 2007-2026*, produced by the Washington State Transportation Commission and the Washington State Department of Transportation pursuant to RCW 47.05.010, does not identify any state transportation needs or projects in the Steilacoom area.

The only state-owned transportation facility in the Town of Steilacoom is the ferry dock and facilities operated by the Department of Corrections to service McNeil Island. Since the closure of the penitentiary on the island, use of the ferry has dropped significantly. It provides service to the Department of Social and Health Services civil commitment facility on the island, as well as the closed prison.

## 3. Facilities and Service Needs

### Inventory of Existing Transportation Facilities and Services

Figure 5.1 Summary of Inventory

| Facility or Service | Description                      |
|---------------------|----------------------------------|
| Airports            | None                             |
| Water:              |                                  |
| Port                | None                             |
| Ferries:            |                                  |
| Pierce County       | Anderson & Ketron Islands        |
| DOC                 | McNeil Island facilities         |
| Marinas             | 1 Private facility               |
| Surface:            |                                  |
| Freeway             | None                             |
| State Highway       | None                             |
| Town Streets        | 32 miles of improved streets     |
| HOV                 | None                             |
| Rail:               |                                  |
| Passenger           | Amtrak (corridor only; no stops) |
| Freight             | BNSF (corridor only; no stops)   |
| Other               | Private spur to Industrial Area  |

|                                       |                          |
|---------------------------------------|--------------------------|
| Transit:                              |                          |
| Pierce Transit                        | Route 212                |
| Sound Transit                         | None                     |
| Non-motorized Facilities              |                          |
| Sidewalks                             | 9.6 miles                |
| Facilities of Statewide Significance  | None                     |
| Facilities of Regionwide Significance | Pierce County Ferry Dock |

### *Historical Background*

Steilacoom's transportation system has changed dramatically since incorporation in the mid-Nineteenth century. Early on, water provided an immediate and economically critical mode of transportation. The harbor was an integral part of an active trade route between Steilacoom and San Francisco. There was a time when more than one wharf dotted Steilacoom's shoreline. The Town was a regular stopover for the group of small ferries known as the "Mosquito Fleet". The first true road in Steilacoom was the Steilacoom-Olympia Road built in 1841. Traces of this road can still be seen in aerial photographs of the Farrell's Marsh area. A monument to this road can be found at the intersection of Olympia and Washington Streets.

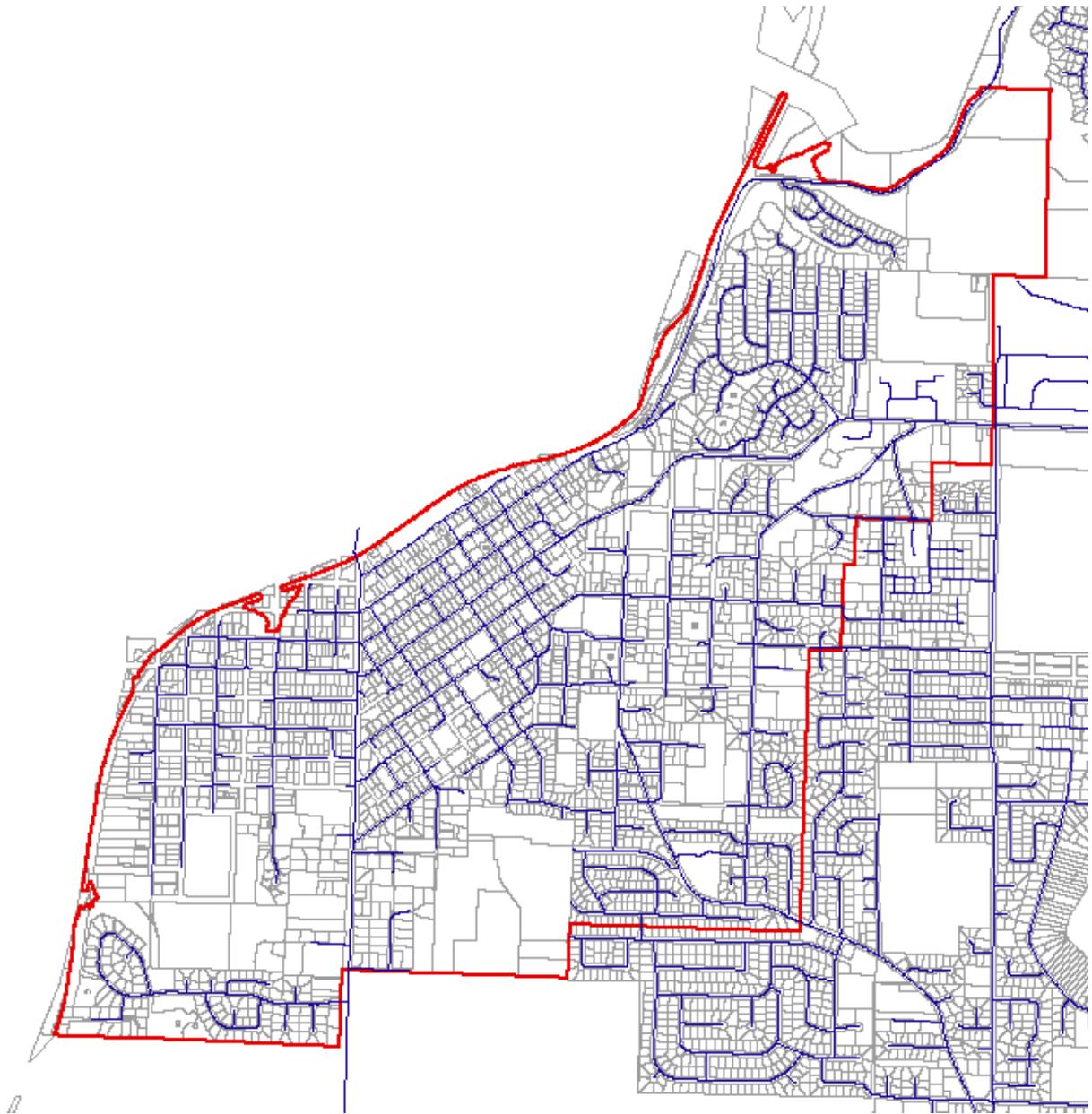
Another early land route connected Steilacoom and Puyallup. Known as the Byrd Mill Road, this route was a major route of escape during the Yakima Indian wars of 1855 and 1856. Eventually the name of this road was changed to Old Military Road when it was improved and extended to Seattle in the late 1850's. In 1941, the road was designated "State Historical Road Number One" by the State Legislature. A monument to this effect was placed at the intersection of Lafayette and Frederick Streets.

Rail first became important to Steilacoom residents in the early 1890's. It was at this time that the Tacoma-Steilacoom Railway was completed. The tracks for this nine-mile electric streetcar route were laid along what is now Chambers Creek Road. W.L. Bair's drug and hardware store was the end of the line. Constructed in fine detail, the streetcars provided excellent transportation between Steilacoom and Tacoma until 1915.

Over the years, the transportation system has become oriented toward the automobile. Employment opportunities within the Town boundaries are very limited. For this reason, most Steilacoom residents must commute to work. These same residents must also leave Town for retail shopping and other business, service, and recreational needs.

Most of Steilacoom's residential streets were platted in a grid pattern typical of the era. As seen in Figure 5.2, the majority of these street right-of-ways had been improved by 1994.

Figure 5.2 Improved Streets



## Land Transportation Facilities

### Street Network

Streets are public spaces for many activities and functions that are important elements of our community. Driving, biking, walking, rolling wheelchairs, pushing strollers, chatting with neighbors, and parking all occur in our streets.

The majority of the land transportation network is characterized by small residential streets that carry varying, but generally low, levels of traffic. Four relatively high volume streets -- Chambers Creek Road, Steilacoom Boulevard, Old Military Road, and Union Avenue -- connect the community to outlying urban areas and Interstate 5. Moderate volume roads that begin and end within Steilacoom include Rigney Road, Main Street, Lafayette Street, Rainier Street, Roe Street, Lexington Street, and Sequalish Street. All other roads in Steilacoom are local residential streets.

The majority of the Town's rights-of-way were dedicated in plats before 1941. The Town has approximately 32 miles of paved public streets. Several miles of dedicated but unimproved rights-of-way exist throughout Town.

Steilacoom's low and moderate volume streets range from 20-28 feet in width. Typical widths for high volume streets are 28-44 feet. Most Steilacoom streets have been developed within public right-of-ways that are 60 or 66 feet wide. Dead end streets serving a limited number of properties often have right-of-ways that are 40 or 50 feet wide. That portion of the Union Avenue right-of-way extending from the ferry dock south to the intersection of the Jefferson Street right-of-way is 100 feet wide. Parking is available along some streets, although 2-hour time limits are enforced in nearly all residential neighborhoods, especially in the Old Town and Saltar's areas. Street edges are either vertical curb and gutter, rolled edge, or thickened asphalt edge. Some of the older streets in town have no particular edge treatment.

The standard speed limit in Steilacoom is 25 MPH, and 20 MPH in school zones. Speed limits are 30 MPH on three arterials: Chambers Creek Road from the Town limits to Sunnyside Beach; Union Avenue from the Town limits to Powell Street; and Steilacoom Boulevard from the Town limits to Puyallup Street.

Average daily traffic counts are valuable data used in determining levels of service and design standards. Adjusted daily traffic counts for the four entrance arterials are shown in Figure 5.3.

**Figure 5.3 Adjusted Average Daily Traffic Counts 2008-2014**

|                             | <b>2008</b> | <b>2010</b> | <b>2012</b> | <b>2014</b> |
|-----------------------------|-------------|-------------|-------------|-------------|
| <b>Chambers Creek Road</b>  | 5241        | 4822        | 4330        | 4881        |
| <b>Old Military Road</b>    | 1884        | 2849        | 3314        | 3613        |
| <b>Steilacoom Boulevard</b> | 11668       | 11057       | 9228        | 11027       |
| <b>Union Avenue</b>         | 7300        | 7706        | 6683        | 7698        |

Source: Steilacoom Public Works

The data show that traffic has been relatively stable on three of the four roadways over the past six years, with the volume of traffic increasing on Old Military Road. The

heaviest traffic occurs during commuting hours in the morning and evening, with the peak hours on most roads around 4:00 PM. According to the US Census, fewer Steilacoom workers are driving to work alone. The 2005-2012 American Community Survey reports that about 76% of Steilacoom workers drive alone, compared to 85% in the 1990 Census. Traffic counts for inbound and outbound traffic are roughly equal during the midday hours of 9:00 AM to 3:00 PM.

Truck traffic is a significant concern to many Steilacoom residents. In addition to noise and congestion they generate, heavy trucks effectively increase the rate at which streets deteriorate. In order to prevent continued deterioration of the street system, the Town enacted a truck route ordinance in 2001. This route allows truck traffic traveling through Steilacoom to use Union Avenue, Rainier Street and Steilacoom Boulevard. This route has substantially lessened the truck traffic through Town, as has the closure of the gravel pit north of Chambers Creek. Trucks with local destinations are, of course, allowed to use Town streets to reach their destination.

### Transit Facilities and Services

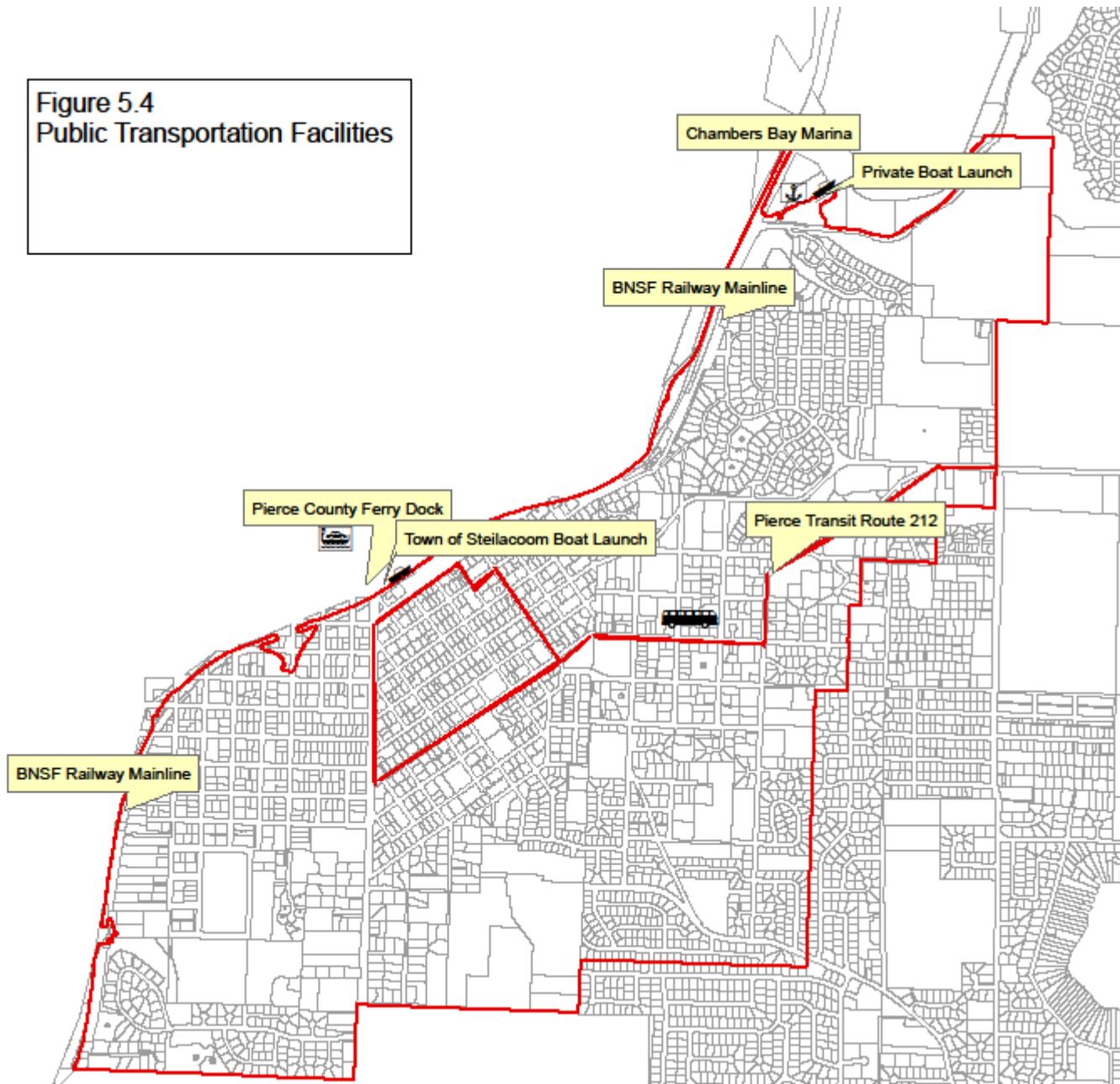
Pierce Transit's current motorbus system includes a local fixed route (Route 212) to and through Steilacoom. The ridership on the Steilacoom route is still relatively modest when compared to other fixed routes in the overall transit system. As indicated by Figure 5.4, the terminus for this route is found at the corner of Union Avenue and Commercial Street, near the ferry dock. This route provides bus transit to the Lakewood Transit Center. By changing busses at this transit center, Steilacoom residents are able to reach the Tacoma Mall, North Tacoma, Downtown Tacoma, and Parkland areas.

Pierce Transit's financial situation has forced service cuts throughout its system. In October 2011, Pierce Transit prioritized Pierce College over the Town for service on Route 212. Weekday Steilacoom service was reduced from twenty-seven to seven trips per day in each direction. For the sections of Route 212 that serve the Town and Pierce College, ridership fell from an average of over 2,000 boardings per month in October 2011 to an average of just under 700 boardings per month through the end of 2012. However, ridership began edging upward in 2013 (averaging 750 boarding per month) and the trend continued in 2014 (averaging 870 boardings per month).

Route 212 currently provides service from Steilacoom to the Lakewood Transit Center at two-hour intervals, beginning at 5:30 am and ending at 7:45 pm. There are five Saturday and four Sunday roundtrips. Demand for specialized services, such as vanpools and paratransit, is expected to increase over the next 20 years.

While Pierce Transit's short-range planning efforts do not call for increased routes in or around Steilacoom, changes in future land uses and commute patterns around Steilacoom and Pierce College may warrant service improvements.

Figure 5.4  
Public Transportation Facilities



## Pedestrian and Bicycle Facilities

Steilacoom prides itself on being a community of walkers. Residents walk for many different reasons -- to exercise, to recreate or socialize, to keep abreast with changes in their neighborhoods, and to get from one place to another without having to drive. Walking can be very pleasant and enjoyable in Town, however, many neighborhoods do not have safe facilities to walk on, have too much vehicular traffic or traffic which travels too fast. This Transportation Element recognizes that our streets are places where residents walk, talk and visit with one another, and not just places for vehicles. Our sense of community can be strengthened by providing facilities where people meet and talk with one another, allowing them to develop friendships, increasing neighborhood security, and leading to a stronger commitment to the Town. When everyone is driving in cars, there can be very limited social contact between neighbors and social contact is essential to developing a commitment to one's neighborhood and community. This Plan, therefore, encourages pedestrian facilities to be considered whenever feasible and reasonable, and supports increasing the safety of the pedestrian environment and aesthetic quality of streets and neighborhoods by the addition of planting strips.

The Town currently has a mixture of concrete sidewalks, asphalt pathways and gravel paths. Approximately 27,450 linear feet (or about 16% of the total length) of improved streets of Steilacoom streets have sidewalks on one side of the right-of-way. Approximately 9,200 linear feet of existing streets have (or 12% of total length of improved streets) sidewalks on both sides of the right-of-way.

The Town has begun a program to improve the previously unimproved trails and maintain the existing trails throughout Town. Many of these trails are in unimproved rights-of-way. The goal is to provide an interconnected walking trail and sidewalk system. Other trails are maintained as part of established subdivisions and are used somewhat more frequently. Lastly, trails are found in some of Steilacoom's open space and recreational facilities, most notably Farrell's Marsh.

Portions of Union Avenue, Lafayette Street, Worthington Street and Steilacoom Boulevard include bicycle lanes. Sequash Street and Lexington Street were recently reconstructed to include bike lanes and sidewalks on both sides of the street. In these locations, bicycle lanes are indicated by pavement striping and are 5-8' wide.

## Railroad

The railroad tracks depicted in Figure 5.4 along Steilacoom's shoreline were first built by the Northern Pacific Railway in 1912. Access to much of Steilacoom's tranquil and undisturbed beaches (upon which the local economy was significantly dependent) was lost as a result.

Now owned by the Burlington Northern and Santa Fe Railway Company, the double track is used by an average combined total of 60 freight and passenger trains per day, counting both directions. Neither passenger nor freight trains make scheduled stops in Steilacoom.

The Washington State Department of Transportation undertook a study of high-speed rail service in the Pacific Northwest Rail Corridor, running from Vancouver, British

Columbia to Eugene, Oregon. The Amtrak *Cascades* Plan for Washington State (April 2000) calls for passenger trains to be re-routed from Tacoma through Lakewood to avoid the curves and single-track tunnels at Point Defiance, thus bypassing Steilacoom. The new route is currently slated to begin in 2017. Freight service will continue along Steilacoom's shoreline for the foreseeable future.

Regardless of future uses, the Town of Steilacoom looks forward to continuing to improve upon its constructive relationship with the BNSF Railway.

Steilacoom is fortunate to have a fine example of a small town train depot. Built in 1914, this depot is located near the intersection of Union Avenue and Commercial Street. The depot, last used for storage, is no longer in use. The restoration and reuse of the depot is consistent with goals and policies relating to historic preservation and is encouraged by this element.

### *Water Transportation Facilities*

#### Ferry Facilities and Services

Water transportation facilities include two ferry terminals, one private marinas, and one public boat launch. Ferry operations are owned and maintained by the Pierce County Public Works Department and the Washington State Department of Corrections. Both of these agencies share the same dock area. As indicated by Figure 5.4, the dock facility is located at the northern end of Union Avenue. A portion of the Union Avenue right-of-way between Lafayette and Commercial Streets includes three ferry queuing lanes. As part of the reconstruction of Union Avenue in 1998, the capacity of the ferry queuing lanes was increased.

According to the *2013-2026 Fourteen-Year Ferry Program*, the Pierce County ferry fleet consists of the 54-car M/V *Christine Anderson* and the 54-car M/V *Steilacoom II*. The *Steilacoom II* can hold more foot passengers than the *Christine Anderson*.

The dock area is limited in its ability to accommodate additional ferry-related traffic and other activity. The Town, the State Department of Corrections and Pierce County jointly participated in the Steilacoom Ferry Location Study in 1995 to determine whether the landing should be moved to another location outside of Town. The study determined that the ferry landing should remain in Steilacoom. The location study also recommended further study of parking facilities around in the dock area. The Steilacoom Ferry Terminal Parking and Circulation Study was completed in 1997. It recommended improving the vehicle queuing lanes on Union Avenue, a parking structure, and better coordination between the Pierce Transit bus schedule and the ferries, among other items. Neither funding nor public support for the parking structure materialized. The other recommendations have been adopted and put into effect.

The Washington Department of Corrections operates a ferry to McNeil Island. The state correctional center on the island closed in 2011. The ferry is used to provide maintenance support to the old prison facility and access to the State Special Commitment Center (SCC) for civilly committed sexual offenders, operated by the Department of Social and Health Services.

### *Private Marinas*

There is a private marina at the mouth of Chambers Creek. The private marina at Saltar's Point burned in October 2009 and has not been rebuilt.

### *Public Boat Launch*

The Town owned public boat launch is found in the ferry dock area at the end of Union Avenue. There is an associated Town owned float and gangway where small powerboats can be temporarily tied up after launching or before loading onto a trailer. Parking for trailers is available close by.

A private boat launch is located at the marine dry storage in Chambers Bay.

### *Air Transportation Facilities*

There are currently no air transportation facilities within the Town of Steilacoom. Due to geographic constraints, community character, and lack of demonstrated need, the comprehensive plan does not contemplate the addition of airport facilities.

Military aircraft from Joint Base Lewis-McChord frequently fly over Steilacoom. Flight patterns are restricted to minimize noise impact in residential areas.

### **Level of Service Standards**

Required by the Growth Management Act, level of service standards serve as a gauge to judge the performance of the overall transportation system. Level of service standards are often capacity based. Capacity based standards typically require a development to fund transportation improvements if the traffic levels created by that development cause the street or intersection to exceed predetermined levels.

An alternative approach to level of service is based on street design standards. This approach is often suitable in smaller communities where overall congestion is not expected to be a major issue. As shown by Figure 5.5, a functional classification system has been developed to assist in the improvement of existing and future streets and related facilities. The classification proposed for existing and proposed streets are based on existing and projected average daily traffic (ADT) and function. Function, in particular, is the primary consideration for both neighborhood collectors and residential streets, since these streets carry similar traffic levels. Function is described as a given street's role in the requirement to provide for the safe movement of people and goods. The use of these standards will allow the efficient, orderly improvement of not only the Town's streets, but also related facilities like transit stops, parking areas, bicycle lanes, sidewalks, and trails. Their adoption represents a desire to balance the needs of drivers with the other groups that share the road -- residents, pedestrians, bicyclists, and bus riders, while improving and streamlining the administration of the Town's land development regulations.

Because these LOS are based on street function, rather than capacity, reductions in vehicle use due to transportation demand management techniques will not alter the LOS.

## Minimum Design Standards

Figure 5.5 also summarizes minimum design standards for Steilacoom streets. The minimum standard allows safe passage of vehicles, including emergency vehicles; provided that the streets are being used for their intended function (i.e. people are only parking where parking has been incorporated into the street design). Unless otherwise noted, minimum standards are applied consistently to all streets according to the specific classification and street involved.

**Figure 5.5 Design-based Level of Service Standards**

| Classification                         | Streets  | Primary Function   | Minimum Standard   | Discretionary Improvements  |
|--|--|--|--|---|
| Principal Arterial<br>8000 - 30000 ADT | Steilacoom Boulevard*  | Provides principal connection to adjacent urban centers  | Two 12' driving lanes with center turn lane. Bike lane and pedestrian facilities on both sides. Planting strip where possible. No on-street parking. Thickened asphalt edge. | Center turn lane can be eliminated where there are no turning movements. Curb and gutter. Eliminate sidewalks where pedestrian traffic is low. Traffic calming strategies.  |
| Minor Arterials<br>3000 – 9000 ADT     | Commercial St (Wilkes to Union); Chambers Creek Rd; Lexington St; Lafayette St (Union Ave to Chambers Creek Rd); Old Military Rd* ; Puyallup St (between Starling and Rainier); Rainier St.; Rigney Rd; Roe St.; Sequalish St; Stevens St* . (south of Lexington St.); Union Ave | Provide secondary connection to adjoining urban areas. Also, connect residential neighborhoods to town center and public facilities                      | Two 11' driving lanes Paved path or sidewalk on at least one side of the street. Many minor arterial s are designated bike routes. Thickened asphalt edge.                   | Parking lanes, curb and gutter, and paved paths and sidewalks can be required on both sides of the street where necessary. Asphalt paths may be more appropriate than concrete sidewalks in some cases. Planting areas between street and walkways, and traffic calming strategies should be given special consideration. |
| Downtown Streets                       | Commercial (Main to Union); Lafayette (Cedar to Union); Main St (Rainier to Commercial); Pacific (Rainier to Charlie's Park); Wilkes (Rainier to Commercial)   | Preserve and enhance the character of the roadways adjacent to the town's central core by providing ample on-street parking facilities, reducing traffic | Two 11' driving lanes, curb and gutter. Parking on one side. A bike lane if part of a designated route. 5-7' wide sidewalks on   | Other traffic calming strategies such as speed bumps, traffic circles, and curb extensions can be considered to further reduce speeds and discourage through traffic.   |

|  |   |   |   |   |
|--|---|---|---|---|
|  |   | speeds and improving pedestrian safety                          | both sides of the street.                         |   |
| Neighborhood Collector<br><br>Less than 4000 ADT | Gove St; Main St;*<br>Martin St; Starling St;<br>Third St; Washington St  | Connect residential neighborhoods to other neighborhoods        | Two 11' driving lanes with thickened asphalt edge | Sidewalks, bike lanes and parking lanes can be added where specified. Traffic calming strategies should be considered.  |
| Residential Streets<br><br>Less than 4000 ADT    | All other streets   | Low volume streets that provide access to individual residences | Two 11' driving lanes with thickened asphalt edge | Two 10' driving lanes may be used on dead end streets with a cul-de-sac or hammerhead that serve a limited number of properties. Sidewalks and parking lanes can be required if necessary. Traffic calming strategies should be considered. |
|  | *For funding purposes, these roads are considered "principal or minor arterials" by Federal and State transportation agencies |   |   |   |

A fifth classification, "downtown streets" is applied to those streets in the downtown core. As described by Figure 5.5, these standards are designed to preserve the character of the Town's central commercial area by recommending improvements that provide ample on-street parking and appropriate pedestrian facilities while reducing speeds and discouraging through traffic. This classification system was adopted into the Town's street standards ordinance in 2002.

### *Discretionary Improvements*

As shown in the far right column of Figure 5.5, several transportation improvements are discretionary in nature. These improvements include parking lanes, bike lanes, sidewalks, planting strips, and trails. Traffic calming strategies described below, as well as vertical curb and gutter, should also be considered discretionary improvements for arterials, collectors, and residential streets. With the exception of bike and parking lanes, discretionary improvements are pedestrian-related. Safe and convenient pedestrian facilities should be fully integrated into the Town's transportation system as a means of accommodating and encouraging pedestrian recreational and commuter travel. These improvements have been designed so that, when completed, the Town will benefit from a fully connected pedestrian circulation network that will provide safe

routes to various destinations. Special emphasis has been placed on connections to schools, parks, and other public places.

Several factors should be considered when determining appropriate street edges. Topography, suitable provisions for stormwater, safety, level of pedestrian and bicycle traffic, construction and maintenance costs and aesthetics should all be weighed when deciding if a particular street should have vertical curb and gutter, rolled edge, or a raised asphalt edge.

As their name implies, discretionary improvements will not be required in all circumstances. For example, it may not be appropriate for all minor arterials to have sidewalks. Rather, they will be required and funded on a case-by-case basis, depending on street location, function, and neighborhood character. The standards and locations for discretionary improvements are explained below.

#### ➤ Parking Lanes

Unless otherwise noted, on-street parking lanes will be provided on at least one side of the street. Angle parking should be considered as a potential traffic calming strategy to slow down or reduce resident and nonresident traffic. If appropriate, parking of this type will require approximately 18 feet of the right-of-way, depending on the angle of the stalls. In all other locations, parallel parking lanes will be 8 feet wide. Parking lane surfaces may be either asphalt or stabilized crushed rock, depending on aesthetic, maintenance, and stormwater conveyance considerations.

#### ➤ Bike Lanes

Bike lanes will be a minimum of 5' wide where there is a vertical curb. Bike lane widths must be a minimum of 6' wide along streets without vertical curbs. Some streets will have both bike and parking lanes on the same side of the street. In this case, a total of 12' is required in addition to traffic lanes. Bike lanes should always be one-way facilities and carry traffic in the same direction as adjacent motor vehicle traffic. Wrong-way riding is a major cause of bicycle accidents and violates the Rules of the Road as stated in the Uniform Vehicle Code. Bicycle lanes may also be suitable for use by walkers and joggers if they are at least 8 feet in width.

#### ➤ Sidewalks and Pedestrian Paths

Minimum standards call for sidewalks on both sides of the street for principal arterials and downtown streets. Sidewalks will be 5 feet wide and constructed of concrete. Downtown streets, however, will have sidewalks that range from 5-7 feet in width. Minor arterials should have a sidewalk or pedestrian path on at least one side of the street. Sidewalks and paths on neighborhood collectors and residential streets are discretionary. Pedestrian paths along streets are asphalt walkways which are normally 5 feet in width; however, these paths can be wider or narrower depending upon projected use and the natural characteristics of the land. Pedestrian facilities, whether sidewalks or paths, should be designed and constructed in a manner that allows for safe and convenient pedestrian movement throughout the Town. Pedestrian facilities should also be designed and sited to provide an aesthetically pleasant walking environment that complements and enhances adjacent neighborhoods.

### ➤ Planting Strips

Goals and policies first developed during the public involvement component of this comprehensive plan emphasize, among other things, the desire to separate pedestrian improvements from driving lanes wherever possible to improve safety. This separation can be accomplished with the addition of planting strips. Planting areas should also be used to soften and improve the street environment for pedestrians. The incorporation of planting strips should be considered in all proposed street improvements, but especially for higher volume streets like principle arterials, minor arterials, and neighborhood collectors. Planting strips should be vegetated with low maintenance, low growing drought tolerant plant materials that are native to the region. Provisions should be made to ensure the plants survive, including watering systems. Street trees may be considered where they will not adversely impact surrounding views or cause damage to the roadway.

### ➤ Trails

Trails are pedestrian improvements that are not associated with improved streets. Often, trails will be found within otherwise unimproved street right-of-ways. In other instances, trails may be required as part of new development. Where called for, trails should be constructed of stabilized, compacted crushed rock. Their widths may range from 4-6 feet depending on anticipated use. The removal of vegetation should be kept to the minimum to construct and maintain the improvement. In 1999, the Town adopted the Trails and Pathways Plan to implement pedestrian pathways and trails throughout Town.

### Unimproved Street Rights-of-Way

Many of Steilacoom's unimproved streets were platted in the mid-1800s. As outlined in the transportation element goals and policies, this comprehensive plan recognizes that it may not be in the best public interest to improve all of the currently platted streets. By not improving all the platted streets, there will be a reduction in paved surfaces, stormwater runoff and long-term maintenance costs to the Town. Specific street and/or alley vacations are not recommended or proposed by this plan.

The following criteria should be considered to determine which streets should be left unimproved:

- *Street continuity and property access:* The transportation network must provide for vehicular and pedestrian travel while ensuring access to all platted lots.
- *Utility plans:* The decision to leave some streets unimproved must take into account and be consistent with the recommendations of current utility and capital facility plans and programs.
- *Consistency with comprehensive plan:* Decisions to leave street right-of-ways unimproved must be consistent with the land use element and all other applicable elements of the Town of Steilacoom Comprehensive Plan.
- *Preservation of open space and critical areas:* The street network should minimize construction and enhance pedestrian and other nonmotorized travel. Construction of trails and other open space improvements may be required in-

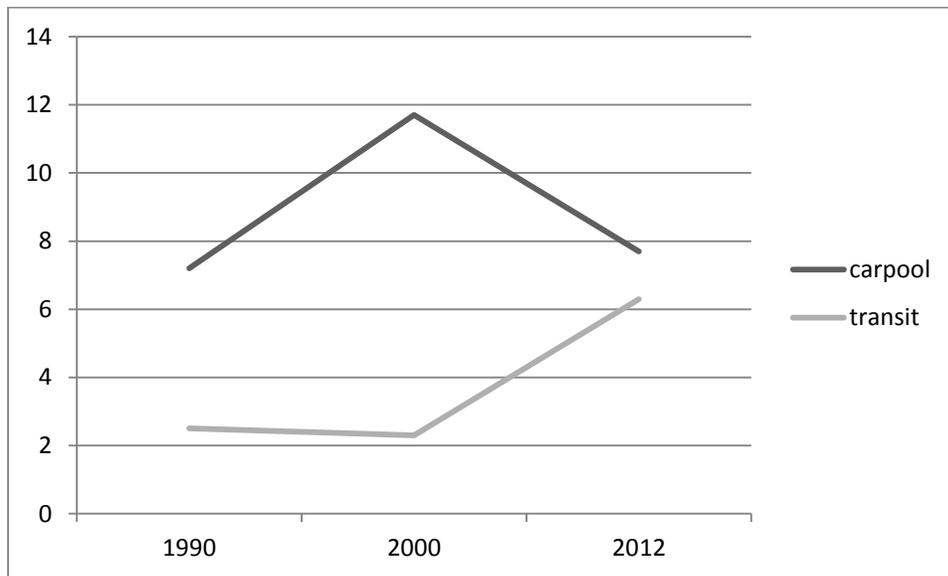
lieu of the street. Also, wetlands and wildlife habitat corridors will be protected by leaving key right-of-ways undeveloped.

### Transit Level of Service

The Town's LOS for transit is hourly service between 6 AM and midnight. Pierce Transit is currently not meeting this LOS due to its funding issues. As described in the inventory section of this element, the Town of Steilacoom is served by one Pierce Transit local fixed route. All of the Town's land area is within Pierce Transit's service area with SHUTTLE and vanpool service available. Approximately 70% of the Town's *land area* is within 1/4 mile of the local fixed route. The percentage of the Town's *population* that is within 1/4 miles of the fixed route is greater since most areas outside 1/4 mile of the fixed route are low-density single-family neighborhoods. The Cherrydale and Madrona neighborhoods are areas that are generally outside 1/4 mile of the transit fixed route. The Cormorant Passage subdivision and the western portion of Chapman's Part in the Saltar's neighborhood are also outside 1/4 mile of the transit fixed route at this time. With the exception of the 130-unit Steilacoom Woods complex, all Steilacoom multifamily developments are within 1/4 miles of the transit fixed route. All areas zoned for multifamily housing were developed before 1993. An increase in multifamily areas is not proposed by the land use element in this comprehensive plan. Likewise, no additional capital improvements or additional routes are prescribed for the Steilacoom area in the Pierce Transit System Plan.

Steilacoom's use of carpools and transit has varied over the last 20 years. Data from the US Census and the Census' American Community Survey shows that a relatively small portion of the workforce in Steilacoom uses either method to get to work. Transit ridership rose from 2.3% of Steilacoom commuters to 6.3% between 2000 and 2012.

**Figure 5.6** Carpool and Transit Use in Steilacoom, 1990 – 2012, percentage of commuters (Source, 1990 and 2000 Census, 2008-2012 ACS)



Recent cuts in Pierce Transit service to Steilacoom will probably translate into fewer persons using transit to commute to work. The Town has made improvements to the streets used by Pierce Transit, including Lexington, Sequash, Main, Lafayette, Wilkes and Commercial Streets and Union Avenue. The reduction in service to the Town is a function of Pierce Transit's financial structure, not the state of the Town's infrastructure.

### **Level of Service Standards for State and Regional Facilities**

RCW 36.70A.070 requires the Town to include in its inventory of transportation facilities those facilities owned by the State. As mentioned above, the only state facility is the Department of Correction's ferry dock. This Plan does not propose any level of service standards for state facilities.

The Pierce County Ferry system is a facility of regional significance. The ferry system provides between 10- 15 trips out of Steilacoom per day, depending on the day, sailing to Anderson and Ketron Islands. The Town does not set the schedule for the ferry system and the level of service is really set by the County. For purposes of this Comprehensive Plan, the LOS is 10 trips from the Steilacoom dock per day.

### **Specific Actions for Facilities below LOS Standards**

Streets that do not meet the Town's LOS standards are prioritized and scheduled for remedying along with other street projects in the Six-Year Transportation Improvement Plan and Capital Facilities Plan.

Transit level of service standards are outside the Town's ability to unilaterally remedy. The Town is committed to discussions with Pierce County and Pierce Transit to ensure reasonable levels of service for ferry and bus service.

### *Traffic Forecasts*

Traffic forecasts typically consist of projections based on existing traffic levels and anticipated land use patterns and growth rates. Their value is in their ability to estimate the effect of various growth patterns and land use types on an existing transportation system. Although they do give a general indication of trends and expectations, the forecasts completed for this plan are limited by the constraints inherent in the data set, growth assumptions, and traffic model that were used. Forecasts for each of Steilacoom's four major entrance arterials are provided in this element.

- Steilacoom Boulevard
- Old Military Road
- Chambers Creek Road
- Union Avenue

Traffic forecasts for the four arterials are set out in Figure 5.7. These forecasts are based on data collected by the Town between 2008 and 2014. The Town projects that traffic will increase slightly, but not dramatically. No major projects are seen either within or outside of Town that would increase the traffic on Town streets.

The traffic forecasts assume that no major changes will be made to the infrastructure outside of the Town. Pierce County has no plans to construct a bypass road between the Steilacoom-DuPont Road and Washington Boulevard. Construction of internal roadways within Joint Base Lewis-McChord may lessen congestion on Interstate 5, which may in turn lessen the traffic seeking to bypass I-5 by going through Steilacoom. Those internal roadways are now under construction, so their impact will not be felt for several years. Improvements to Interstate 5 are also projected to speed traffic through the JBLM area.

**Figure 5.7 Projected Average Daily Traffic Counts, 2014 - 2030**

| Street            | 2014  | 2016  | 2018  | 2020  | 2022  | 2024  | 2026  | 2028  | 2030  |
|-------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Chambers Creek Rd | 4881  | 4930  | 4979  | 5029  | 5079  | 5130  | 5181  | 5190  | 5190  |
| Old Military Rd   | 3613  | 3649  | 3686  | 3722  | 3760  | 3797  | 3835  | 3840  | 3840  |
| Steilacoom Blvd   | 11027 | 11137 | 11249 | 11361 | 11475 | 11589 | 11705 | 11710 | 11710 |
| Union Ave         | 7698  | 7775  | 7835  | 7931  | 8011  | 8091  | 8172  | 8180  | 8180  |

### Transportation Management and Expansion Needs to Meet Current and Future Demand

In general, the range of solutions available to address transportation needs fall into two categories -- those that *increase* the capacity of the existing system and those that *decrease* the demand for improvements. Often, solutions to transportation needs involve strategies from both demand side and supply side categories.

#### Transportation System Expansion Needs

According to the Puget Sound Regional Council, the region’s population of more than 3.5 million generated more than 80 million miles of travel every day in 2006, or 21.5 miles per person. *Transportation 2040* projects the region’s population will increase to nearly 5 million by 2040, and vehicle miles traveled is projected to increase from 80 million daily vehicle miles traveled to over 102 million daily vehicle miles traveled by 2040. Total daily person trips in the region are projected to increase 40 percent by 2040.

Steilacoom’s target population for 2035 is 6,835, an increase of 850 persons or 14% over the 2010 Census population of 5,985. This modest population increase, along with the recent reconstruction of the Town’s major streets, means that transportation expansion projects will concentrate on non-motorized improvements for the near future.

During the past decade, the Town has rebuilt most of its arterials and minor arterials including replacing underground utilities. The rehabilitation of these streets ~~is~~ was required to accommodate through traffic forecasted for the Town's principal and minor

arterials, the increase in traffic created by infill development within the community, and the desire to provide a balanced transportation network that recognizes the needs of pedestrians and cyclists. Now that the majority of rehabilitation work has been completed, the Town will concentrate on pedestrian and non-motorized improvements, pavement overlays and intersection improvements. Pavement overlays are considered maintenance projects, and not expansion projects, so are not included in Figure 5.8. These, like all Steilacoom streets and related improvements, will be developed to the standards described in this element.

**Figure 5.8: Transportation System Expansion Projects**

| <b>Street</b>                              | <b>Project Type</b>       | <b>From</b>      | <b>To</b>         |
|--|---------------------------|------------------|-------------------|
| Steilacoom Boulevard                       | Sidewalks & Bike Lanes    | Puyallup Street  | Farwest Drive     |
| Pacific Street                             | Sidewalk                  | Sequalish Street | Rainier Street    |
| Roe Street                                 | Sidewalks, ADA retrofit   | Rigney Road      | Old Military Road |
| Union Avenue / Rainier Street intersection | Intersection improvements |                  |                   |
| Chambers Creek Road                        | Sidewalk & Bike Lane      | Sunnyside Beach  | Town limits       |
| Martin Street                              | Sidewalk retrofit         | Union Avenue     | 2nd Street        |
| Various rights-of-way, dedicated pathways  | Trail system              | Townwide         |                   |

*Mobility for All*

The Town recognizes that not all segments of the population have equal access to transportation. Persons with disabilities, the elderly and the young may not be able to drive an automobile, and persons with low income might not be able to afford one. The Town’s network of sidewalks, bike lanes and walking paths may not provide sufficient transportation options to those with mobility issues, particularly if travel is required outside of the Town limits. Since there are limited options for goods and services within Steilacoom, connections to Lakewood, University Place and Tacoma are especially important.

The Town is committed to ensuring all new sidewalks meet the federal Americans with Disabilities Act (ADA) standards, particularly with respect to width and sidewalk ramps.

Pierce Transit provides options for persons with mobility issues. The regular bus system is a low cost alternative to driving. Additionally, Pierce Transit offers discounted fares for seniors, youth, persons with disabilities, and those with a Medicare Card. Persons with certain physical limitations may also use the paratransit SHUTTLE service. SHUTTLE provides door-to-door transportation service for eligible participants. SHUTTLE is available within Steilacoom on weekdays.

Pierce Transit also organizes vanpools which can provide lower transportation costs for groups of 5 to 15 people.

The Town will continue discussions with Pierce Transit, Pierce County and other agencies to improve transportation options for the mobility impaired in the South Sound area.

#### **4. Funding Needs and Sources**

The GMA requires the Transportation Element of the Comprehensive Plan include a multi-year financing plan based on the identified needs in the transportation systems plan. The financing plan for the Transportation Element provides a basis for the Town's annual Six-Year Transportation Improvement Program (TIP). As required by the GMA, the financing program also includes a discussion of how additional funding will be raised and/or level of service standards will be reassessed to assure that the Transportation Element can adequately support the land use plan. Alternatively, the Town may reassess its land use plan.

The transportation financing program becomes a subset of the Town's Capital Facilities Plan Element. The GMA requires the Capital Facilities Element to include at least a six-year plan that finances capital facilities and identifies the sources of public money for the projects.

The Town's long range transportation plan consist of defined projects for the Six-year Transportation Improvement Plan (TIP) and a long term maintenance plan for the remaining 14 years of the Comprehensive Plan.

The Town evaluated existing and forecast traffic volumes, traffic operations, public safety, and street conditions to create a recommended list of transportation improvement projects. The improvements address safety and roadway preservation, upgrades to existing roads and construction of new non-motorized projects to support the forecast economic development and growth in the Town. These projects take advantage of known grant sources to maximize the dollars raised locally.

A brief description of each project is presented in Figure 5.9. Figure 5.9 identifies the roadway or intersection, the project limits, a description of the improvements, and a planning level cost estimate. Planning level cost estimates were prepared for each project based on typical per unit costs, by type of roadway and scope of the improvement.

Improvement to or construction of new local streets to serve new subdivisions are not explicitly defined in the long-range plan and are assumed to be built through developer mitigation requirements.

To maximize the use and efficiency of the existing and future transportation infrastructure, the Town of Steilacoom will continue with a comprehensive, systematic maintenance program. The program will evaluate arterials and local roadways for pavement condition, signage, sight distance restrictions (such as vegetation blocking sight lines), and neighborhood traffic impacts. Traffic control devices, including stop signs and other regulatory signage, will be monitored and serviced regularly. As needed, the program will also be used to evaluate speed limits based on functional classification, design, and roadway conditions.

The Town's manual Pavement Management System (PMS) provides a consistent and systematic approach for identifying maintenance projects each year. The PMS also provides input regarding the need to rebuild existing streets, instead of performing an overlay.

To assure that the existing and future transportation infrastructure is preserved in a cost-effective manner, the Town will allocate annual budget resources to maintaining existing infrastructure.

Figure 5.9 summarizes the list of capital transportation improvement projects based on the analyses of existing conditions and traffic forecasts. Further information on the source of funding for each project along with its implementation year is provided in the Capital Facilities Element in Figure 7.7.

Figure 5.10 summarizes the Town's projected transportation revenue for the 20-year life of the Comprehensive Plan. A total of \$11.6 million will be needed to fully fund the capital improvements over the 20 year horizon of the Transportation Element. Of these costs, over \$7.8 million are allocated for the Six-year TIP projects. The remaining \$3.8 million in capital costs are needed for the Town's long term maintenance plan.

Funding sources for transportation projects are primarily from general fund revenues and grants. In 2015, the Town Council authorized the creation of a Town-wide Transportation Benefit District, which could provide additional funds for transportation projects in the future. At this time, the Benefit District has not imposed any taxes or fees.

Most grant sources are for arterials. In the past decade, the Town has reconstructed or repaved the majority of streets meeting grant funding criteria. It is anticipated that grant funding will become harder to secure following completion of the projects in the TIP. Therefore, no grant funding is assumed beyond the year 2020, but the Town will continue to seek new grants as they become available.

**Figure 5.9 Capital Transportation Improvement Projects**

| Priority number | Project Identification   | Project Description   | Estimated Cost |
|-----------------|--|---|----------------|
| 1               | Lafayette St/Chambers Creek Road Overlay Project                             | Lafayette St/Ch. Creek Rd from Cedar St to Town limits<br>Grind and overlay   | \$660,000      |
| 2               | Union Avenue Overlay and Ramp Corrections Project                            | Union Ave from S. Town Limits to Commercial Street<br>Grind and overlay, correct ADA sidewalk ramps                           | \$1,125,000    |
| 3               | Steilacoom Boulevard Non-Motorized Improvements (Town of Steilacoom portion) | Steilacoom Blvd. from Puyallup St to Farwest Drive<br>Design/construct curb/gutter/sidewalk/bike lane within existing roadway | \$2,119,000    |
| 4               | Hewitt Drive Grind and Overlay Project                                       | Hewitt Drive from Steilacoom Blvd. to Puget Drive<br>Grind and overlay  | \$483,000      |
| 5               | Martin Street Grind/Overlay/Sidewalk Project                                 | Martin St. from Union Avenue to 2 <sup>nd</sup> Street<br>Grind and overlay and sidewalk retrofit                             | \$1,270,000    |
| 6               | Lexington Street Grind and Overlay Project                                   | Lexington St. from Roe St. to east Town limits<br>Grind and overlay and sidewalks   | \$360,000      |
| 7               | 3rd Street Grind and Overlay Project   | 3 <sup>rd</sup> St. from Gove Street to Jackson Street<br>Grind and overlay   | \$452,000      |
| 8               | Frederick Street Grind and Overlay Project                                   | Frederick St. from Sequalish St. to Lafayette St<br>Grind and overlay   | \$215,000      |
| 9               | 1 <sup>st</sup> Street Grind/Overlay/Geo-grid Project                        | 1 <sup>st</sup> Street from Champion St. to southern terminus<br>Grind/Overlay/Geo-grid roadway                               | \$517,000      |
| 10              | Cambridge Court Overlay Project  | Cambridge Ct. from Roe St to Cambridge Drive intersection<br>Grind/Overlay/Geo-grid roadway                                   | \$180,000      |

|    |  |  |           |
|----|--|--|-----------|
| 11 | Pacific Street Sidewalk Project        | Pacific Street from Sequalish Street to Rainier Street<br>Sidewalk replacement | \$260,000 |
| 12 | Natalie Lane Grind and Overlay Project | Natalie Lane, east and west sections<br>Grind and Overlay                      | \$180,000 |

**Figure 5.10 Financing Strategy Summary**

| Revenue Sources                 | 2015 to 2035 Revenues |
|---------------------------------|-----------------------|
| Interest                        | \$21,500              |
| Motor Vehicle Fuel Taxes        | \$3,144,950           |
| Other Revenue Sources           | \$2,718,997           |
| Grants and Other Awards         | \$3,732,125           |
| Cash                            | \$2,004,654           |
| <b>Total Estimated Revenues</b> | <b>\$11,622,226</b>   |

### *Reassessment Strategy*

The funding strategy is based on grants and other outside funding that the Town does not control. The Town may be able to shift revenues from other funding programs to address specific needs as biennial budgets are prepared. In addition, the Town is committed to reassessing its transportation needs and funding sources each year as part of the annual Six-Year Transportation Improvement Program (TIP). This allows the Town to match the financing program with improvement projects. In order to maintain the vitality of the Town's transportation system, the Town should use the following principles in its funding program:

As part of the development of the annual Six-Year Transportation Improvement Program, the Town will:

- Balance improvement costs with available revenues;
- Review each project design to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards;
- Vigorously pursue grants from state, federal, and regional agencies to help fund and implement improvements;
- Work with regional and local agencies to develop multi-agency grant applications for projects that serve regional travel;
- Consider the imposition of traffic impact fees and other funding sources; and
- If the actions above are not sufficient, consider changes in the level of service standards, revising the project, or revising the land use assumptions.

## **5. Intergovernmental Cooperation Efforts**

The Town is committed to working with Pierce County, Pierce Transit, Joint Base Lewis-McChord, and the Cities of University Place, Lakewood and DuPont on transportation issues, including bicycle and pedestrian facilities, which are of mutual concern. Notice of projects concerning the Town's arterials is provided to the neighboring jurisdictions in time for their review and input.

Similarly, the neighboring jurisdictions provide the Town with notice of their planned transportation actions that affect Steilacoom.

Town's LOS are based on street standards, rather than capacity. Coordination of the Town's LOS with other jurisdictions that use capacity based LOS is resolved by matching the paving width and lane configuration with the other jurisdiction. The four arterials that connect the Town to other jurisdictions; Steilacoom Boulevard, Chambers Creek Road, Old Military Road and Union Avenue; all match the road widths and lane configurations of the roadway in the adjoining jurisdiction.

The major portion of the Town's road system is complete, and only small steady increases of use due to population increases are forecast. No new roads or other transportation systems are planned for the Town, or in the immediate surrounding area. Therefore, the Town does not foresee its transportation systems having any major impact on surrounding jurisdictions' transportation systems.

## **6. Transportation Demand Management**

Receiving greater attention in recent years, transportation demand management strategies focus on measures that reduce the demand for new or expanded facilities. Examples include increases in transit service, promotion of car and vanpooling through the designation of HOV lanes, traffic calming strategies, and the use of land use and zoning policies that generate fewer trips. The following transportation demand strategies are recommended by this comprehensive plan:

### ➤ Traffic Calming

The traffic calming principles recommended by this plan seek to maximize mobility while creating a safer and more livable community. Taken together, they recognize that streets do not serve only the needs of cars. They are also for social interaction, walking, and cycling. This element lays the groundwork for strategies that reduce traffic flow and preserve the character of commercial and residential areas. Their principle objectives are to encourage motorists to slow down and pay more attention to pedestrians and bicyclists, and to create a safer and more pleasant environment for residents. Ultimately, these strategies can cause through traffic to choose alternate, more appropriate routes.

The application of specific strategies to individual streets should be carefully considered with extensive input from neighborhood residents to ensure the desired effect is achieved. The traffic calming strategies found below are among the tools that may be considered during implementation of this comprehensive plan.

### **Example Traffic Calming Strategies:**

- Traffic circles
- Speed bumps or tables
- Raised crosswalks
- Medians, especially near intersections
- Angle parking, as opposed to parallel

- Full, semi and diagonal diverters
- Increased incentives to use public transit
- Narrow driving lanes
- Interrupted sight lines
- Narrow distance between curbing to create "neck-downs" or "chokers" (also called curb extensions)
- Textured pavement
- Neighborhood "speed watch" program
- Promote pedestrian and bicycle facility improvements
- Creation of cul-de-sacs by closing off an existing intersection
- Modify curbing to create "serpentine" shaped driving lane

#### ➤ Pedestrian and Bicycle Facilities

This element lays the groundwork for an overall improvement in the Town's nonmotorized circulation system. When implemented, these improvements will create an integrated network that will provide an incentive to walk or bike across Town. Appropriately, this network will link up with other modes of transportation including transit and ferry service. The 1999 Trails and Pathways Plan further refined the pedestrian circulation system. In large part, the projects contemplated in the Trails and Pathways Plan have been completed.

The non-motorized circulation system is implemented through projects approved in the Six-Year Transportation Plan.

#### ➤ Transit System Promotion

Proposed street standards take into account facilities that would promote the use of public transit. These facilities include, but are not limited to sidewalks, on-street parking, landscaped areas, and bicycle routes. Although the relatively low density, single-family residential infill development that will occur in the future will likely not justify significant increases in transit service, all new development, but especially public facilities, assisted living facilities, boarding houses, and group homes should all consider transit needs and services during site selection and site plan development.

To promote transit use, the Town of Steilacoom could also establish a cooperative program with Pierce Transit and area businesses that would support local commerce and encourage transit use.

#### ➤ Improved Coordination of Ferry and Bus Schedules

Efforts to improve ferry and bus schedules are ongoing. Progress in coordinating schedules has been made in this area since the 1994 Comprehensive Plan. Efforts to increase public transit have been hampered by Pierce Transit's reduction in service to the Town. The Town will continue to work with Pierce Transit and Pierce County to increase mobility and to decrease the number of single occupant vehicles arriving at the ferry dock area.

## **7. Bicycle and Pedestrian Facilities**

The Town's efforts to increase and enhance bicycle and pedestrian facilities are described above. The Town has taken an integrated approach to non-motorized transportation. Discussion of both bicycle and pedestrian facilities are included in discussions of transportation expansion projects, intergovernmental cooperation, demand management and health and safety.

## **8. Consistency between Transportation Element and Six-year Plan**

The Town's Transportation Element and six-year transportation plan are consistent with each other. The Element provides background information on transportation needs and deficiencies, and the six-year plan prioritizes the planned improvements based on budget, need and coordination with other utility plans.

The Town's Transportation Element and six-year plan are required to be consistent with the State's 10-year plan required by RCW 47.05.010. As stated above, the *Washington Transportation Plan, 2007-2026* does not identify any state transportation needs or projects in Steilacoom. The projects identified in this Element are not expected to have an impact on any state transportation facilities.

## **Air Quality**

The central Puget Sound area (Snohomish, King and Pierce Counties) does not meet federal air quality standards for automobile emissions. Therefore, federal law requires certain actions be taken to reduce vehicle pollutants. In order to receive federal funding for transportation projects, the region and each jurisdiction within the region must demonstrate efforts to reduce vehicle pollutants.

The Town, through the Puget Sound Regional Council, supports development of transportation control measures and mobile source emission reduction programs to attain or maintain air quality health standards.

This plan promotes transportation strategies to reduce vehicle pollutants that are appropriate to a small town, i.e., pedestrian walkways, bicycle lanes, traffic calming devices, retention of open space corridors in unused rights of way, and encouragement of public transit.

## **Concurrency**

The Growth Management Act requires that infrastructure keep pace with development through concurrency requirements. RCW 36.70A.070(6)(b) provides that new developments that cause the level of service on locally owned transportation facilities to drop below the standards adopted in the comprehensive plan be denied unless there are improvements or strategies to accommodate the new development approved

concurrently with the development. “Concurrent” is defined to mean either that the improvements or strategies are in place at the time of the development or that there is a financial commitment to make improvements or implement the strategies within six years. Steilacoom has a concurrency ordinance in Chapter 18.36 SMC. Transportation facilities include multi-modal facilities, non-motorized facilities and facilities for the Town Center.

### **Health and Safety**

The health of the general populace is supported by the provision of non-motorized transportation infrastructure including sidewalks, paths and bike lanes, all of which are encouraged by this element.

Additionally, the safety of the public is a priority in the design of streets, bike lanes and sidewalks. Good design separates vehicle, bike and pedestrian traffic and provides ample room for each. Design of walking paths and sidewalks shall comply with the Americans with Disabilities Act standards to allow use by all residents.

## **Transportation Goals and Policies**

Like the Growth Management Act itself, the transportation element goals and policies reiterate the unmistakable relationship between transportation and land use. To the extent possible, the policy statements below communicate the desire to address the potential for significant increases in daily traffic by emphasizing non-motorized facilities and recommending the consideration of strategies that will reduce the speed of, if not divert nonresident traffic. The policies also recognize that streets are places where a variety of activities occur. Town streets are important to provide access and movement for pedestrians and bicyclists, and to a lesser degree, vehicles. Streets also provide residents a place to meet and socialize with one another.

Where the development of new streets and related improvements are called for, design-based level of service standards will be used to determine street or pathway cross-sections at the time new development or redevelopment is proposed. The use of these standards will ensure that transportation-related improvements will contribute to the overall character of the community, while being provided in a timely and predictable manner.

The goals and policies also address parking, and recognize the unique position in which the Town finds itself. The Town, though primarily residential, also is the location of the Anderson and Ketron Island ferry terminal and the state ferry to McNeil Island. Both of these region-serving ferry facilities share a common ferry dock facility and are located within the Town's Historic District. These ferry facilities require a great deal of parking which is currently provided immediately adjacent to the dock in the form of at-grade parking lots. The traffic associated with the ferry operations, and the visual and land use implication associated with such a large portion of the limited waterfront commercial area being devoted to parking are also addressed by the policies.

### ***Transportation Goal 1: Traffic Reduction***

*Enhance the quiet, pedestrian-focused atmosphere of the Town by taking positive steps to reduce traffic levels created by Steilacoom residents and through traffic.*

**Policy T 1.1.** Encourage coordinated efforts with neighboring jurisdictions, Pierce County and the State of Washington on transportation issues of mutual concern. Promote ways to mitigate impact of increased traffic from neighboring jurisdictions and facilities, and from ferry operations to Ketron, Anderson and McNeil Islands.

**Policy T 1.2.** The Town shall enhance traffic calming and demand management strategies to reduce vehicle trips and congestion caused by growth within the Town and in surrounding jurisdictions. Evaluation of such strategies should consider neighborhood compatibility and desired objectives.

**Transportation Goal 2: Pedestrian Focus and Alternatives to the Automobile**

*Increase the pedestrian focus of the Town while promoting the use of alternative modes of transportation by providing and maintaining pedestrian and bicycle facilities.*

**Policy T 2.1.** The development and redevelopment of streets and other transportation-related improvements should contribute to the pedestrian orientation of the community by including sidewalks, bicycle lanes, and paths. Such improvements should be physically separated from streets.

**Policy T 2.2.** Landscaping and other means to soften and enhance the pedestrian environment and aesthetic quality of the streetscape should be incorporated into the design of streets.

**Policy T 2.3.** Public transit use shall be promoted by working with transit providers to expand service as feasible, enhance existing transit facilities and ensure new development provides for needed transit improvements.

**Policy T 2.4.** Potential uses for unimproved street and utility right-of-ways shall include pedestrian and/or bicycle circulation facilities.

**Transportation Goal 3: Maintenance and Expansion Needs**

*Identify and meet transportation system expansion and maintenance needs created by existing and projected traffic levels through adopted transportation improvement and trails plans.*

**Policy T 3.1.** Establish design-based level of service standards for streets and associated improvements that complement neighborhood character while safely accommodating forecasted traffic levels. Traffic forecasts should be based on local and regional land use assumptions. System expansion needs created by new development must be constructed or planned within 6 years of development approval.

**Policy T 3.2** All transportation system facilities should be designed, constructed and maintained to ensure safe movement of vehicles, goods, pedestrians, and bicycles. New transportation facilities should be designed, constructed and maintained to be useable by all persons, including those with special needs.

**Policy T 3.3.** The Town shall develop streets in accordance with the established grid structure, except where not feasible due to physical features.

**Policy T 3.4** The Town shall improve safety in the transportation system by working toward the State of Washington’s zero death and disabling injury target.

**Policy T 3.5** The Town shall protect the transportation system from disasters by following the preparedness, prevention, mitigation, response and recovery strategies and procedures adopted in the Steilacoom Hazard Mitigation Plan and the State Comprehensive Emergency Management Plan.

**Policy T 3.6.** The Town shall seek to reduce the cost of the transportation system through its operations, pricing program, demand management and system management strategies.

**Policy T 3.7.** New development that results in a drop in the level of service on locally owned transportation facilities below the standards adopted in this comprehensive plan shall be denied unless there are improvements or strategies to accommodate the new development approved concurrently with the development. If not constructed with the development, transportation facilities must be constructed within six years of developmental approval. Transportation facilities include multi-modal facilities, non-motorized facilities and facilities for the Town Center.

**Policy T 3.8** The Town will work with Pierce Transit, Pierce County and other agencies to increase mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young, and low-income populations.

***Transportation Goal 4: Parking***

*Parking areas should be provided and maintained for commercial, recreational, and residential areas.*

**Policy T 4.1.** Parking area siting and design criteria should be established and enforced to ensure new facilities are adequately screened to reduce their negative aesthetic impacts.

**Policy T 4.2.** The adoption and enforcement of future and existing parking-related ordinances and policies should minimize the impact of nonresident parking in residential areas.

**Policy T 4.3.** The Town shall conduct periodic parking surveys to determine long and short term parking needs. The study should also include a plan of action to resolve identified problems or needs.

**Policy T 4.4.** The Town will address parking problems and solutions with other agencies and local jurisdictions. The Town recognizes that these solutions may have to be implemented outside of the Town boundaries.

**Policy T 4.5.** The Town encourages the reduction of waterfront and shoreline area used for at-grade parking. New at-grade parking in the waterfront and shoreline areas should be discouraged. Water dependent and water related businesses and park and recreational facilities are more appropriate uses for the waterfront and shoreline areas and should be encouraged.

***Transportation Goal 5: Funding***

*Identify funding needs and sources necessary to complete identified transportation system improvements.*

**Policy T 5.1.** Cost estimates and funding sources for transportation improvements shall be integrated into the capital facilities element of the comprehensive plan and the six-year street program required by RCW 35.77.110 on an annual basis.

**Policy T 5.2.** A discussion will be initiated during the budget process to determine how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards are met if probable funding falls short of meeting identified needs.

**Policy T 5.3.** Preservation of existing infrastructure shall be considered in any funding decision.

**Policy T 5.4** The Town shall review local transportation funding options during each budget cycle.

***Transportation Goal 6: Environmental Concerns***

*Promote a sustainable transportation system that provides infrastructure and services in a clean, effective, efficient and cost effective manner.*

**Policy T 6.1** The Town shall seek to reduce pollution in the Town's vehicle fleet through the use of cleaner fuels, less polluting vehicles and alternative fuels as those technologies become available.

**Policy T 6.2** Transportation system improvements shall be designed and implemented to minimize and mitigate adverse environmental impacts on land use, air and water quality, energy consumption, and quality of life.

**Policy T 6.3.** Transportation facilities shall be located and constructed to discourage adverse impacts on water quality and other environmental resources. Low impact development techniques and other environmentally approaches should be used for the design, construction and use of transportation facilities.

***Transportation Goal 7: Regional Network***

*Recognize that Steilacoom is part of a larger regional transportation network*

**Policy T 7.1.** The Town shall provide funding for transportation facilities to maintain and enhance the Town Center.

**Policy T 7.2.** The Town shall coordinate with state and local transportation providers in support of regional transportation goals.

**Policy T 7.3.** The Town recognizes the ferry dock, railroad, and transit facilities as significant components of the regional multimodal transportation network.

# UTILITIES ELEMENT



## UTILITIES ELEMENT

### Introduction

The utilities element is included in the comprehensive plan to ensure that adequate utility services are planned for Steilacoom's future. Steilacoom has addressed utilities issues through the preparation of several facility plans since 1992. This element summarizes the information contained in those plans. In addition, it summarizes information about utilities not owned by Steilacoom. In the future, the Town may initiate changes in ownership and franchises to improve utility efficiency, effectiveness, and services or to decrease overall cost to recipients of services.

The utility infrastructure is well established throughout Steilacoom. With few exceptions, primary utility lines extend throughout the Town. There are scattered areas throughout Town where primary utility do not exist, mostly in the Old Town and Saltar's Point neighborhoods. New development usually requires extending secondary lines to feed individual connections, however, in some cases extending primary lines will be required. In old areas of Town, many facilities are aging and need renovation or improvement to meet modern service standards.

Existing facilities and proposed expansions and additions to facilities are described in detail in the Town's comprehensive plans for each of the following Town-owned utilities:

- Water system – 2010 Water System Plan, Gray & Osborn
- Sanitary sewer collection and pumping system – 2009 Comprehensive Sewer System Update, RH2
- Stormwater management – 2013 Stormwater Comprehensive Plan Update, Gray & Osborn
- Electric power distribution – 2007 Distribution System Review and Rate Impact Analysis, ZE Power Engineering

Services for some Town-owned utilities are supplemented by other service providers. Sewage treatment is provided by Pierce County. Electric power is supplied by Bonneville Power Administration and carried into Steilacoom on Tacoma City Light transmission lines. A small number of residents are served by Lakewood Water District, Tacoma City Light, or Puget Sound Energy, rather than by the Steilacoom utilities.

The following utilities are not owned by government entities:

- Solid waste collection, recycling, and disposal, provided by LeMay, Incorporated (associated facilities are not located within the Town)
- Natural gas service, provided by Puget Sound Energy
- Local telephone service, provided by CenturyLink
- Long distance and mobile telephone services, provided by numerous companies
- Cable television, provided by Comcast
- Electrical service, provided by Puget Sound Energy or Tacoma City Light

Each utility is discussed in a separate section in this element.

## **Land Use Assumptions**

As set forth in the Land Use Element, the Town assumes that there will be a gradual increase in new commercial and residential development throughout town, but no change to the land use pattern. No large scale additions to the utility infrastructure is contemplated. Rather, most utility construction will involve repair of existing infrastructure and incremental additions for new service to infill development. Budgeting for future projects is based on this assumption.

### ***Water System***

Water service is provided to most of Steilacoom by a Town-owned water utility. Approximately 50 Steilacoom single-family residences, two apartment complexes and a gasoline station are served directly by Lakewood Water District, all other residences and businesses are served by the Town. The Town does not provide service outside of its corporate boundaries. The Town's retail service area is shown on Figure 6.1.

Formerly, the Town's wells provided the source for water. Since 1998, the Town has purchased water from the Lakewood Water District, freeing the Town from the costs of treating the water to drinking level standards. The Town's number 4 well located at the end of Ira Light Street remains as an emergency and back up source to the purchased supply. Well number 1, located near Cherrydale Park, could also be used in an emergency.

The Town has two active storage tanks on Roe Street, each with a capacity of 500,000 gallons. The Town has reserved an additional 2,000,000 gallons of storage capacity in the Lakewood Water District. As of 2013, there are over 177,000 lineal feet of water distribution main serving 2,271 metered connections.

Further details on the water utility are available in the 2010 Water Comprehensive Plan prepared by Gray & Osborne for the Town. The 2010 plan was not officially approved by the Department of Ecology until late 2014, due to concerns about the amount of water available to the Town from the Lakewood Water District. Once those concerns were resolved, the plan was approved.

The EPA estimates that Americans use between 80 and 100 gallons per day per person. The Town retains ownership of municipal water rights of approximately 672 acre-feet annually, enough to provide 6,000 people with 100 gallons per day. The Town's agreement to purchase water from the District is set to be renewed in 2017. Between the agreement with Lakewood Water District and the Town's own water rights, the Town has sufficient water availability to support the Town through the next 20 years.

Major projects for the water system include replacement of older, smaller pipes throughout Town.

### ***Sanitary Sewer System***

Sewage collection service is provided within the Town's boundaries by a Town-owned utility. The Town also provides sewage collection service outside of the Town boundaries to the Arrowhead development adjoining Steilacoom Boulevard and Far West Drive. Sewage is conveyed for treatment to a Pierce County facility outside of Town. The Town's sewer service area is shown on Figure 6.2.

As of 2009, the Town served 2,800 sewer customers. Approximately 60 residences in Steilacoom have septic systems that were installed prior to the development of the sewage collection system.

The system also serves two elementary schools, Steilacoom High School, Western Washington State Hospital, the industrial area, and several small retail and food service establishments in the downtown commercial district.

The system consists of approximately 34 miles of gravity sewer mains and 3 miles of force mains. A primary pump station located across from Sunnyside Beach Park sends the effluent to the Pierce County facility through an 18 inch force main. There are seven other lift stations throughout town.

The Town has a sanitary sewer agreement with Pierce County for treatment of sewage at the County's Chambers Creek Wastewater Regional Treatment Plant. That agreement grants the Town permanent capacity rights within the treatment plant. The County must accept and treat the wastewater the Town sends to the plant. The Town's 7.8 million gallon per day Sunnyside Lift Station send the Town's effluent to the County facility.

The 2009 Comprehensive Sewer System Update, prepared by RH2 Engineering, assumed that the Town's sewer service area would approach a residential population of 9,900 at "saturation", or total build-out, based on population projections from the Town and County at that time. According to the Update, the Town's lift stations and trunk system have capacity to handle projected flows at "saturation development." The Town's population projections have been revised downward since 2009, meaning the system will have capacity for the 20 year planning period.

However, the system was installed in several increments beginning in 1921, and much of it was not constructed to modern standards. For example, sewer lines built prior to 1921 consisted mainly of clay pipe, while concrete material was used from 1921 to the 1970s. Polyvinyl chloride (PVC) pipe is now used. The Town's 2009 Comprehensive

Sewer System Update identifies deficiencies concentrated in some of the old portions of the system and projects required to correct those deficiencies. Much of the system's deficiency is attributed to deteriorated clay and concrete pipes that allow ground or storm water to enter into the sewer system. Improvements to the sanitary sewer system, therefore largely involve the replacement of old sewer pipe.

New development is responsible for providing mains, lift stations and lateral connections as necessary to serve the new lots. For individual new homes on lots without an existing connection, the homebuilder is responsible for constructing a new lateral connection to the Town's specifications.

Connection to the Town sewage system is mandatory if a main is located in a street within 300 feet of the proposed new building. New septic systems are only allowed if a main is not within 300 feet, and must be constructed to Tacoma-Pierce County Health Department standards. Failed septic systems must be replaced with a connection to the sewer system if a main is within 300 feet.

Further information about the sewer system is available in the Town's 2009 Comprehensive Sewer System Update.

Figure 6.1 Water System Boundaries

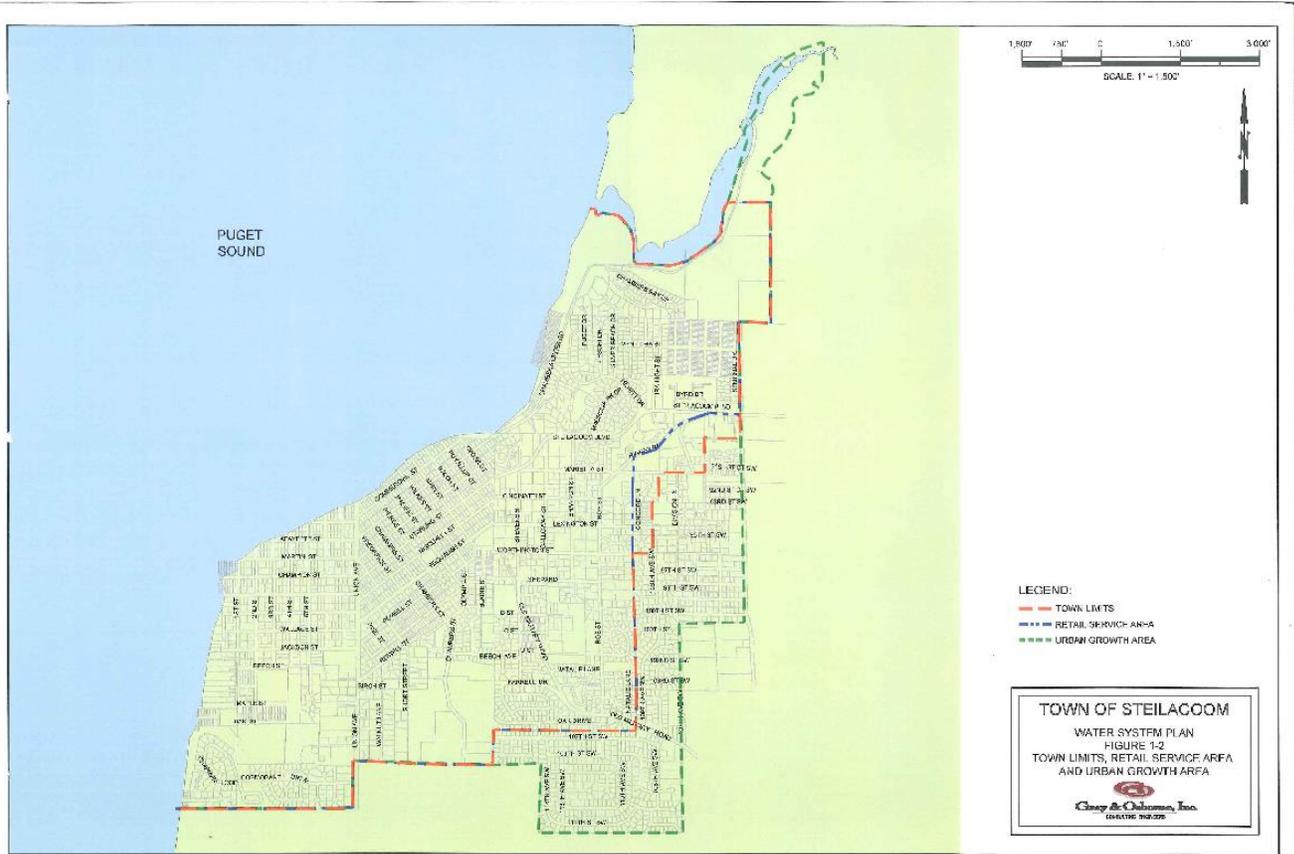
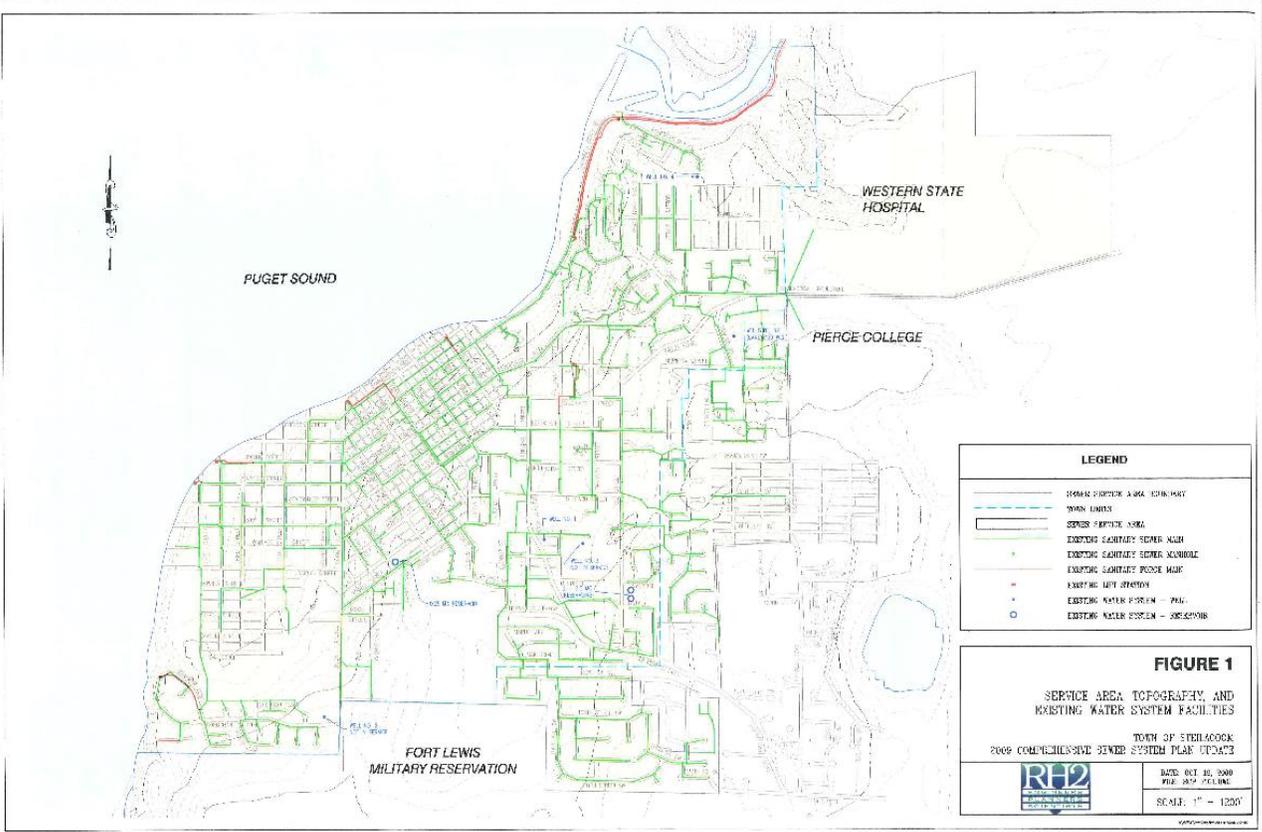


Figure 6.2 Sewer System Service Area



## ***Stormwater Management System***

The area serviced by the Town's stormwater management system includes the entire Town, and extends east and south beyond the Town boundaries. Nearly all surface water is discharged to the Puget Sound via five major drainage ways. A sixth drainage way located within the Shannon Street right-of-way is landlocked and does not discharge directly to Puget Sound.

The existing system consists of 128,000 linear feet of stormwater pipe, 27,300 linear feet of open ditch, 1,600 catch basins, two detention facilities, 13 water quality facilities, and five storm filter vaults. The Town has seven marine outfalls where the drainage enters Puget Sound:

- 5th Street Waterway
- Chambers Street Waterway
- Cedar Street Waterway
- Chambers Bay Outfall
- 2nd and Champion Streets Outfall
- Chapman Loop Outfall
- Cliff Street Waterway

The 2013 Stormwater Comprehensive Plan Update describes the modeling used to determine which portions of the system do not meet the Washington Department of Ecology's *Stormwater Management Manual for Western Washington*. Those areas are proposed for improvements.

The Stormwater Comprehensive Plan includes an analysis of nonpoint source pollution within Town and ways to control nonpoint source pollution, a facility operation and maintenance plan, including street sweeping standards, catch basin cleaning, ditch mowing, and use of biofiltration swales, capital improvement projects and financing for such projects.

The proposed capital improvement projects in the Plan were prioritized in the following order:

1. Town-identified problem areas, priority given to deteriorated systems
2. Existing facilities that experience flooding during the 2-year storm event based on hydraulic modeling.
3. Existing facilities that experience flooding during the 25-year storm event based on hydraulic modeling.
4. Existing facilities that do not have capacity in the 2-year storm event without surcharging based on hydraulic modeling.
5. Areas without stormwater conveyance systems.

Areas identified as problem areas are:

- Culverts along Union Avenue
- Chambers Street Waterway outfall
- Balch Waterway culverts
- Chambers and Frederick Streets
- Braecrest Circle to Nisqually Street
- Cedar Street right of way and Steilacoom Boulevard
- Marietta Street
- Roe Street
- Shepard Street
- Farrell Drive culverts
- Steilacoom Boulevard
- Marietta Place
- Maple Lane
- Saltar's Point Elementary
- Beech Avenue
- Lafayette Street
- Jackson Street culverts
- 2<sup>nd</sup> Street culverts at Montgomery and Gove Streets

Most projects will be done in conjunction with other utility work.

Further information about the stormwater management system is available in the 2013 Stormwater Comprehensive Plan Update prepared by Gray & Osborn for the Town.

### ***Electric Power Distribution System***

Electric power is distributed throughout most of Steilacoom by Town-owned facilities. The power distribution facilities serve the Town's residents, schools, and commercial users. In addition, power is distributed to well pumps in the water system and pump stations in the sewer system. The Town does not distribute power outside the Town boundaries. As of 2007, the Town had 2,874 electric customers. A small number of Steilacoom residences are served by Tacoma City Light or Puget Sound Energy rather than by the Steilacoom electric utility.

As of 2007, the system consists of 28.4 miles of underground cables, 1.5 miles of overhead wires, 450 transformers, 420 street lights, and 197 underground vaults. Power is purchased from the Bonneville Power Administration and delivered to a substation to the east of Town. From the substation, power is distributed through four primary feeder lines: Madrona, Cherrydale, Union Avenue and Lexington.

Further information about the electric system is available in the 2007 Distribution System Review and Rate Impact Analysis, compiled by ZE Power Engineering for the Town.

### ***Natural Gas Distribution System***

Natural gas is provided in Steilacoom by Puget Sound Energy facilities. The system is capable of supplying 600,000 cubic feet of gas per hour to the Town limits and distributing it across the Town using high and intermediate pressure lines. There are approximately 3,500 feet of high pressure supply lines and approximately 35 miles of intermediate pressure supply lines in the Steilacoom area.

High pressure lines supply gas at pressures ranging from 150 to 260 pounds per square inch (psi). Four district regulators within the Steilacoom area reduce pressure to 25 to 60 psi for distribution through intermediate lines. Depending on demand, commercial, industrial, institutional buildings may be supplied gas by high or intermediate pressure lines. Individual residences are served by intermediate pressure lines. The pressure is reduced to approximately .5 psi at each residence's meter.

Information provided by Puget Sound Energy indicated that no major facilities expansions or upgrades within Steilacoom are planned. However, as new development occurs Puget Sound Energy may install facilities serving the development upon agreement with the developer. Similarly, facilities may be installed upon agreement with owners of existing buildings.

### ***Telecommunications System***

Land line telecommunications service is provided in Steilacoom by CenturyLink. Existing telecommunications facilities are capable of servicing 100 percent of the Town after all buildable land is developed. Minor facility modifications may be required in some neighborhoods to incorporate advanced technologies that efficiently accommodate increased demand for services.

CenturyLink regards the exact nature of its infrastructure as proprietary information. The system is capable of serving the entire Town through its system, a mix of copper wire and fiber optic cable. CenturyLink did not provide the Town with plans for the Steilacoom area.

A submerged main cable enters Puget Sound at Saltar's Point Beach to carry telecommunications service to McNeil and Ketron Islands.

Long distance telephone service is provided by a number of companies, including CenturyLink. These companies use CenturyLink's lines to provide their service, and have no facilities within the Town.

Mobile telephone service, including cellular and PCS systems, relies on radio transmissions to carry telephone messages. Service is available in Town from a number of providers, some through facilities located outside Town limits.

There is one cellular telephone facility within the Town limits, located between the Public Safety Building and the Community Center. The tower is owned by Crown Castle, and is located on land leased from the Town. The tower is capable of supporting four antenna arrays. T-Mobile, AT& T Wireless and Clear (a subsidiary of Sprint Wireless) have antennas on the tower and supporting equipment below.

### ***Cable Television System***

Cable television is provided in Steilacoom by Comcast. Existing cable television facilities are currently capable of servicing approximately 98 percent of the Town.

Information provided by Comcast indicated that no major facilities expansions or upgrades within Steilacoom are planned. However Comcast engineers work closely with utility companies, the county, and the Town to stay informed on proposed developments so that cable facilities can be part of the developers' plans. Consequently, joint trench projects can be anticipated in the future.

### ***Conclusion***

Utilities goals and policies call for cost-effective and efficient utility systems that deliver high quality services. Thus, renovation and improvement projects for Town-owned facilities must balance service quality gained with customer cost incurred. Similarly, future proposals for changes in ownership, franchises, rates, and operating methods, must be evaluated as part of the biennial budget process to ensure satisfactory quality and reasonable cost are maintained or improved.

## **Utility Goals and Policies**

The goals and policies for the utility element recognize the need to rehabilitate existing improvements and provide for service demands created by new growth. In addition, they clearly express an interest in exploring appropriate rate structuring, conservation programs and other demand management strategies.

### ***Utility Goal 1: Provide cost effective service***

*Provide and maintain public utility facilities and services to all persons living within existing utility service areas in a cost effective manner.*

**Policy U 1.1.** Public utility maintenance and rehabilitation programs should be implemented to reduce maintenance costs and minimize rate increases.

**Policy U 1.2.** Establish a process by which the feasibility of retaining public ownership and maintenance responsibilities for utilities can be evaluated on a regular basis.

**Policy U 1.3.** Public utility rate structures should consider the impact of services fees on all economic segments of the community. If appropriate, this analysis may consider the need for a utility bill subsidy or donation programs to assist those households that are spending a disproportionate share of their income on utilities.

**Policy U 1.4.** Promote recycling, energy conservation, yard waste, and other demand management programs to reduce the need for rate increases and new facilities created by future growth.

**Policy U 1.5.** The Town shall maintain capital construction and reserve funds for each Town utility. The Town shall adequately fund all Town operated utilities.

### ***Utility Goal 2: Provide for future growth***

*New utility improvements will be provided to adequately serve demands created by new growth.*

**Policy U 2.1.** The proposed location of future utilities must be consistent and compatible with other plan elements.

**Policy U 2.2.** Provide utility services outside of the Town limits only when there is adequate capacity and the extension will not cause a long-term rate increase to existing utility customers.

**Policy U 2.3.** Work with Pierce County, neighboring jurisdictions, and other utility providers to ensure consistency between each jurisdiction's utility and to coordinate procedures for making specific land use decisions on multi-jurisdictional regional facilities to achieve consistency in timing and substantive requirement.

**Policy U 2.4.** Joint use of transportation rights-of-way shall be encouraged for new utilities whenever possible.

**Policy U 2.5.** New construction shall avoid the use of on-site septic systems. To reduce the extent of on-site sewage disposal, existing septic tanks should be eliminated when they are no longer functional or when sanitary sewer becomes available.

**Policy U 2.6.** The Town shall provide funding for utility facilities to maintain and enhance the Town Center.

**Policy U 2.7** The Town should coordinate with private utilities, including telecommunication companies, natural gas and cable providers when Town-owned utility facilities are being installed or street construction projects are scheduled.

**Policy U 2.8** The Town shall encourage the collocation of telecommunication facilities to reduce the unnecessary proliferation of individual, single-user towers. Collocation shall be required unless an applicant can demonstrate to the satisfaction of the Town that collocation on an existing tower is not feasible and not consistent with service quality and access for Town residents.

**Policy U 2.9** The Town shall utilize performance standards for wireless communication facilities to minimize the visual impact of antennas and towers and to ensure quality service to Town residents.

***Utility Goal 3: Respect the Environment***

*Utility operations shall be conducted in a manner that promotes conservation of resources and alternatives to fossil fuel sources.*

**Policy U 3.1** The Town shall encourage the use of alternative energy sources within the Town.

**Policy U 3.2** The Town's regulations shall require protection of drinking water sources and aquifers.

**Policy U 3.3** The Town shall cooperate with other jurisdictions and water purveyors to identify and develop drinking water sources for the Town's residents.

# CAPITAL FACILITIES ELEMENT



## Capital Facilities Element

### Introduction

The purpose of the capital facilities element is to set policy direction for determining capital improvement needs and for evaluating proposed capital facilities projects. The element also establishes funding priorities and a strategy for utilizing various funding alternatives. It represents the Town's policy plan for the financing of public facilities for the next 20 years, and includes the current six-year financing plan for capital facilities.

The Growth Management Act requires that the Town's capital facilities element discuss all public capital facilities within the Town boundaries regardless of ownership. This means that the capital facilities owned by the school district and by the county, state, and federal government must also be contained within this element.

This element has been integrated with other elements of the comprehensive plan to ensure consistency. The capital facilities element specifically evaluates the Town's fiscal capability to provide the public facilities necessary to support the land use vision of the community. It builds upon and combines previous work that the Town has accomplished such as utility plans, the six-year Transportation Improvement Program, and the Long Term Financial Plan. The element also relies upon the financial resources and long range plans of the Steilacoom Historical School District, Pierce County, and the Washington State Department of Corrections.

The element recognizes that residents and agencies from outside the Town will use and impact the capital facilities of our community. The employees and visitors of Department of Corrections/McNeil Island Prison, military and civilian personnel at Fort Lewis, residents and employees from Pierce and Thurston Counties, and users of the Pierce County ferry facility all will have real impacts on the Town's streets and parks. The Capital Facility goals and policies stress the importance and need for outside residents and agencies to contribute to the capital facility development and maintenance within Town. In addition, the goals and policies require mitigation in cases when adverse impacts are caused.

The Capital Facilities Element includes:

- An inventory of existing capital facilities owned by public entities
- An analysis and forecast of existing and future needs for capital facilities
- A discussion of revenue sources and possible funding opportunities
- A Six-Year Capital Improvement Program
- A capital facilities implementation and monitoring section

The capital facilities element promotes efficiency by requiring the Town to prioritize capital improvements for a longer period of time than a single budget year. It also requires coordination between other government bodies to ensure that all levels of government are working together to help us achieve our community vision. Long range

financial planning presents the opportunity to schedule projects so that various steps in development logically follow one another, with regard to relative need, economic feasibility, and community benefit. In addition, the identification of funding sources results in the prioritization of needs and requires that the benefits and costs of projects are evaluated explicitly.

### **Land Use Assumptions**

As set forth in the Land Use Element, the Town assumes that the land use pattern will remain the same, that the Town will experience modest population increases and that the street network will be able to accommodate the projected increase in traffic over the next 20 years. Therefore, capital facility projects will be directed at maintenance of and enhancements to existing facilities. Budgeting for future projects is based on this assumption.

### **Inventory of Capital Facilities**

The capital facilities element is concerned with needed improvements that are of relatively large scale, are generally nonrecurring high cost, and may require multi-year financing. Day to day operating items such as paper, desks, and shovels are not included. The list of facilities and improvements has been limited to major components in order to analyze community needs at a level of detail that is both manageable and reasonably accurate.

For purposes of this capital facilities element, capital improvements are those major facilities or items which cost \$5,000 or more and which require the expenditure of public funds over and above annual operating expenses. These facilities and items will generally have a life or use expectancy of more than ten years and will result in an addition to the Town's fixed assets and/or extend the life or usefulness of existing capital improvements. The cost of capital improvements may include design, engineering, permitting, environmental work, land acquisition, construction, landscaping, initial furnishings, and equipment.

Facilities and improvements which cost less than \$5,000, routine maintenance (e.g. painting and re-roofing), and the Town's rolling stock (e.g. police cars, public works trucks) will be addressed in the Town's annual budget and not within this capital facilities element. The element will also not include the capital expenditures or improvements of private or nonprofit organizations that provide services or facilities to the public.

Figure 7.1 summarizes all existing publicly owned capital facilities. This table is followed by detailed descriptions for both town-owned buildings and those capital facilities owned by other government agencies. The land use, utilities, and transportation elements, in addition to the Comprehensive Park and Recreation Plan should be reviewed for more detailed descriptions of town-owned facilities not described in this text.

**Figure 7.1: Existing Publicly-Owned Capital Facilities**

| <b>Town-Owned Capital Facilities</b> | <b>Other Government-Owned Facilities</b> |
|--------------------------------------|--|
| Water System                         | Pierce County Library                    |
| Sanitary Sewer System                | Pierce County Ferry Landing Bridge       |
| Electric Power System                | Steilacoom School District Facilities    |
| Buildings                            |  |
| Parks and Recreation System          |  |
| Storm Water Management System        |  |
| Streets and Roads                    |  |

*Inventory of Existing Town-Owned Buildings*

The town owns six buildings:

- Town Hall, 1717 Lafayette Street
- Administration Building, 1715 Lafayette Street
- Community Center, 2301 Worthington Street
- Public Works Building, 1030 Roe Street
- Public Safety, 601 Main Street
- Storage Building, 1100 Diggs Street

These buildings are described below:

➤ **Town Hall, 1717 Lafayette Street**

This facility was built in 1930 and remodeled in 1987. The 5,245 square foot building provides space for a wide variety of uses. The front of the building is landscaped and a sprinkler system was installed in 1990. This main floor of the building is divided by internal walls into four sections as follows: office space, a kitchen, a main hall, and a conference room. The following paragraphs describe each of the upper sections and the lower level and how they are used.

*Kitchen*

The 480 square foot kitchen includes several appliances and sufficient counter and cupboard space to support limited banquet preparation. A storage area is adjacent to the kitchen and contains the town's banquet tables and chairs.

*Main hall*

The main hall, with 2,965 square feet, is the largest section and includes a public address system. This section includes the building's primary entrance and a foyer facing Lafayette Street. Coat racks and restrooms are adjacent to the foyer. An attic area above the women's restroom is currently used for storage. The main hall is used for:

- Town government meetings
- Public meetings
- Town-sponsored programs
- Public and private rentals

### *Conference room*

The conference room is 758 square feet. It is used by the town's staff and citizen committees for meetings during the weekday and often times during weeknights. After working hours, it provides a public meeting room for small groups, especially when the main hall is occupied.

### *Office Space*

The north wing of the building houses the Mayor's office and three office/storage spaces. This area was formerly used for the Town library, and was remodeled in 2000.

### *Lower level*

The lower level consists of office space, currently unoccupied. There are also ADA-compliant public restroom facilities, accessible from the Main Street side.

#### ➤ Administration Building, 1715 Lafayette Street

The 4,114 square foot administration building has a 3,520 square foot main floor and a 594 square foot basement. The administration building was built in 1952 as a fire station, enlarged in the early 1960s, and remodeled in the late-1970s to accommodate Town offices.

The administration building is no longer used for Town functions. The administration building is currently leased to the State Department of Social and Health Services.

#### ➤ Community Center, 2301 Worthington Street

This 13,950 square foot multipurpose building was built in 1981 with Housing and Urban Development funds, and remodeled in 1998. Because of its source of construction funding, the Community Center provides service to all residents within the Steilacoom Historical School District. It is located on a 4-acre wooded lot. The Center houses the town's recreation department and is used by youth, adults, and senior citizens. This facility is handicapped accessible and is designated as the town's Red Cross Emergency Shelter.

The focus of the Community Center is an auditorium (3,876 square foot) that can be divided into three separate sections. The auditorium has a public address system. Also included is a 450 square foot stage with lighting, a theater size movie screen, and a production room. The Center also has a fully equipped weight room, restrooms, staff offices, a workroom, a kitchen, and a lounge with a fireplace.

Also housed at the Center are the Town's payroll and human resource personnel.

➤ Public Works, 1030 Roe Street

The 8,500 square foot public works building was constructed in 1988. It includes a 2,000 square foot shop; 3,000 square feet of offices; 1,500 square feet of inventory storage; and 2,000 square feet of closets, locker rooms, restrooms, and general storage. A 3,000 square foot covered area is located just north of the public works building for vehicle and equipment storage. The Public Works building itself houses personnel, equipment, and documents supporting the following services:

- Administration
- Accounting
- Purchasing, inventory, and accounts payable
- Public Works Department
- Community Development Department
- Street maintenance
- Vehicle maintenance
- Parks and grounds maintenance
- Custodial and building maintenance
- Supervisory Control and Data Acquisition (SCADA) system

➤ Public Safety, 601 Main Street

The public safety building was originally constructed in 1976. The building was last remodeled in 1998 to encompass 9,675 square feet. The building includes an arrestee holding room; a break room; a generator room; a utility room; a heating room; a training room; showers and restrooms; administrative offices; storage rooms; and a vehicle bay.

In addition to being designated as the emergency management tactical operations center in the town's *Emergency Operations Plan*, the Public Safety building houses personnel, equipment, and documents supporting the following services:

- Law enforcement
- Emergency medical
- Animal control
- Disaster recovery management
- Training
- Town Clerk

➤ Storage Building, 1100 Diggs Street

A storage building located on approximately 1.7 acres is currently leased to the Steilacoom Historical School District. It was formerly used by public works, which vacated it in 1989 to move to the public works building on Roe Street. The Town uses a portion of the upper floor for document storage.

## ***Inventory of Other Government-Owned Capital Facilities***

### ➤ Steilacoom Historical School District

The Steilacoom School District was established in 1852 and in 1975 the Steilacoom, DuPont, and Anderson Island schools were consolidated into the Steilacoom Historical School District. The District covers the Town of Steilacoom, City of DuPont, Anderson, McNeil and Ketron Islands, and other unincorporated areas to the north and east of Town. More detailed information on the District's facilities can be obtained from the Steilacoom Historical School District.

#### *Cherrydale Primary*

Cherrydale Primary is a kindergarten through second grade school located on a 7.24 acre site at 1201 Galloway Street. Originally constructed in 1962, the building was remodeled in 1998. Cherrydale Primary has about 40,487 square feet housing classrooms, office space, a library and space for other school functions.

#### *Saltar's Point Elementary School*

Saltar's Point Elementary School is the School District's main intermediate grade center, housing students in grades 3-5. It is located on a 7.69 acre site at 908 Third Street. Saltar's Point was rebuilt in 1998 and now has around 53,000 square feet. A modular two-classroom unit was added in 2013.

#### *Administrative Center*

The Administrative Center, located in the Old Pioneer School, 511 Chambers Street, is located on a 3.26 acre site and houses the administration offices for the District. This building is the oldest in the District dating to 1916. The original building, built in 1854, burned down, and was replaced with the current structure. Other modifications and additions were added on when the building served as a school, most recently housing a middle school of grades 6 through 8. The school closed when a new middle school was built in DuPont in 2008.

In 2014, the 1916 main building was renovated from classrooms to offices and most of the later additions were removed.

The District owns the block next door, formerly used as the play field for the middle school. Since the middle school was relocated to DuPont, the field has been used for the high school girls' softball team.

#### *Steilacoom High School*

Steilacoom High School houses grades 9-12 and is located on a 32.5 acre site at 54 Sentinel Street. This school, built in 1980, has 135,891 square feet of space, following an addition in 2007. It has classrooms, a library, specialized rooms, gymnasiums, an auditorium, and administrative offices to serve its 800-plus students. Outdoor athletic facilities such as a track, tennis courts, and baseball and football fields exist on the school site.

### *510 Chambers Building*

The School District's administrative offices were located at 510 Chambers Street until they were moved to the Administrative Center in 2014. The building is a single story, occupies approximately 2,500 square feet and was built in 1986. The building is now used for a variety of school district purposes.

### *Bus Barn*

The District also owns the property at 710 Chambers which houses the school's bus barn with assorted outbuildings. This land also includes the former middle school football field. The District is considering selling these parcels.

#### ➤ Pierce County Library District

##### *Steilacoom Branch Library*

A new, approximately 4040 square foot, facility at the corner of Steilacoom Boulevard and Rigney was opened in 1995. In addition to the main library area for written, audio, and visual materials, this new facility has restrooms, a public meeting room for 20 people; a staff work room, and a small study room that can be used for tutoring.

#### ➤ Pierce County/State of Washington Facilities

##### *Ferry Landing Bridge and Support Facilities*

Pierce County has provided ferry service from its Steilacoom ferry facility to Anderson Island since 1938, and to Ketron Island since 1962. Prior service to the Islands was provided by private persons and companies. All ferry system equipment, including ferry vessels, is owned by Pierce County which contracts with private companies to operate the ferry service. Pierce County also provided transportation services to McNeil Island for a short time, however, the Washington State Department of Corrections currently owns and operates its own ferry and barge services.

The current ferry landing bridge is 138 feet long and 19 feet wide. It is made of a combination of steel and timber and has a concrete pontoon flotation system. Support facilities include a passenger waiting facility that has a restaurant space and restrooms, and a Department of Correction facility with office and restroom space. Several wooden dolphins and wingwalls are located around the landing bridge to protect the bridge from impacts from ferries. Connected to the landing bridge is a Town-owned gangway and float that enhance the nearby Town boat launch.

## **Analysis and Forecast of Existing and Future Capital Facility Needs**

### *Level of Service Standards*

In order to determine existing capacity and future capital improvement needs, level of service standards are required. Level of service (LOS) standards are an indicator of the

extent or degree of service provided by, or proposed to be provided by a facility or improvement. These standards set out in a clear manner what the expectations of the community are in regards to facilities and services. These levels of service, the land use vision, or the capital facilities program may need to be modified in the future in response to changing community expectations or vision, revenue shortfalls, or unforeseen or emergency expenditures.

It is important to note that the level of service standards listed below should be considered minimums. Future capital improvements are not limited to meeting these standards, and in some cases the Town may choose to exceed these standards.

The Town's adopted utility comprehensive plans, referenced in the Utility Element, and the Parks, Recreation and Open Space Element, contain capital and non-capital improvements that exceed the level of service standards. These plans contain many additional projects and improvements that, although desirable for the community, are not essential to the day-to-day operation of the Town. Figure 7.2 identifies level of service standards that are used to determine what capital improvements are essential to the community. The level of service standards for parks include school playfields as park and open space acreage.

**Figure 7.2: Level of Service Standards**

| <b>Facility/Improvement</b>    | <b>Level of Service Standard</b>  |
|--------------------------------|---|
| Fire/EMS/Law Enforcement       | 3.5 min. average priority response time   |
| Fire Flow                      | I.S.O. standard   |
| Library                        | 20 hours open/week within town  |
| Parks                          | Mini parks: .25 acres/1000 residents<br>Neighborhood: 2 acres/1000 residents<br>Community: 5 acres/1000 residents |
| Open Space                     | 15.55 acres/1000 residents  |
| Power                          | Electric  |
| Arterial Streets               | Two 11' driving lanes; thickened asphalt edge; sidewalk or paved path on one side                                 |
| Sanitary Sewer                 | Municipal System, secondary treatment   |
| Schools-Grades K-6             | OSPI standard   |
| Schools-Grades 7-8             | OSPI standard   |
| Schools-Grades 9-12            | OSPI standard   |
| Solid Waste -Garbage           | Once a week curbside pickup   |
| Solid Waste-Recycle/Yard Waste | Twice a month curbside pickup   |

|                            |  |
|----------------------------|--|
| Stormwater                 | ECY Stormwater Manual standards  |
| Town Government Facilities | Adequate square footage and layout to meet needs of the community                |
| Transit                    | Service every hour to regional transit center                                    |
| Water                      | Class A system, required water quality standards, storage for emergency demands. |

**Capital Improvement Needs**

The capacity and needs for capital facilities, except for Town Building Facilities described below, are identified in the other comprehensive plan elements, in particular the Utility and Transportation Elements which provide the infrastructure support for the Land Use Element. The analysis of capacity and needs for Town Building Facilities is provided below. The capital improvements needed to provide the existing and future level of service standards are described in Figure 7.3. This represents a summary table of the analysis conducted in other elements of this comprehensive plan, and in the adopted Water, Sanitary Sewer, and Stormwater utility plans, and the Parks and Open Space Plan.

Figure 7.4 provides information regarding needed capital improvements for non-Town owned capital facilities. This information is taken directly from plans and programs that have been adopted by the Steilacoom Historical School District, Pierce County, and the Washington Department of Corrections.

**Town Building Level of Service**

This section describes the projected uses and the capital improvements required to maintain existing service levels and to improve service levels where deficiencies exist for town-owned buildings. A complete description of current uses and improvements is included in this element.

- Buildings are owned and maintained by the town for the following uses:
- Public safety
- Public works
- Town government and administration
- Community activities

Levels of service for town buildings include state and federal standards for buildings as well as local goals for critical services. Definitions of building-related standards and service levels follow.

**Figure 7.3 Summary of Needed Capital Improvements**

|  | 2015  | 2016  | 2017  | 2018   | 2019   | 2020  |
|--|---|---|---|--|--|---|
| Transportation                           | <p>Chambers Creek Road: <i>grind &amp; overlay Cedar Street to town limit</i></p> <p>Union Ave: <i>grind &amp; overlay town limit to ferry dock</i></p> <p>Steilacoom Blvd: <i>design non-motorized improvements Puyallup to town limit (Phillips Road)</i></p> <p>Hewitt Drive: <i>grind &amp; overlay</i></p> | <p>3<sup>rd</sup> Street: <i>grind &amp; overlay, Gove to Beech</i></p> <p>1<sup>st</sup> Street: <i>grind &amp; overlay, Gove to southern end</i></p> <p>Frederick Street: <i>Sequalish Street to Lafayette</i></p> <p>Pacific Street: <i>sidewalks, Sequalish to Rainer</i></p> <p>Lexington Street: <i>grind &amp; overlay, sidewalks Roe to town limits</i></p> | <p>Cambridge Ct.: <i>grind/overlay entire roadway</i></p>                 | <p>Natalie Ln.: <i>grind/overlay entire roadway (both sections)</i></p>  | <p>Steilacoom Blvd.: <i>Construct non-motorized improvements</i></p> | <p>*Martin Street: <i>reconstruct, Union to 2nd</i></p>   |
| Electric<br><br><i>Cable replacement</i> | <p>Union Ave: <i>Town limit to Sequalish</i></p> <p>Chinook Lane</p> <p>Chambers Creek Road: <i>Chambers Bay to pump station</i></p>  | <p>3<sup>rd</sup> Street: <i>Gove to Beech Street</i></p> <p>1<sup>st</sup> Street: <i>Gove to southern end</i></p> <p>Euclid Street: <i>East of Chambers</i></p>   | <p>Beech Avenue: <i>West of Stevens Street</i></p> <p>Cambridge Court</p> | <p>Natalie Lane</p> <p>Manitoba St.: <i>Bonney St. to Ira Light St.</i></p> <p>Sentinel Dr.</p> <p>High School: <i>Ira Light to Sentinel Dr.</i></p> | <p>5<sup>th</sup> St.: <i>Montgomery St. to Champion St.</i></p>     | <p>Shannon St.: <i>Lexington St. to (and including) Shannon Ct.</i></p> <p>Weber Ct.</p> <p>Roe St.: <i>Lexington St. to Old Military Rd.</i></p> |

|                           |   |   |   |   |   |   |
|---------------------------|---|---|---|---|---|---|
|                           |   | <p>Puyallup Street:<br/><i>Starling Street to Lafayette</i></p> <p>Chambers Street:<br/><i>Sequalish Street to Beech</i></p> <p>*Martin Street: <i>Union to 2nd</i></p> |   |   |   |   |
| <i>Cable Installation</i> | 1 <sup>st</sup> Street:<br><i>southern end to Cormorant Drive</i>   |   |   |   |   |   |
| <i>Cable Injection</i>    | Various areas   | Various areas   |   |   |   |   |
|                           |   |   |   |   |   |   |
| Sanitary Sewer            | <p>Short Street:<br/><i>Sequalish to Diggs</i></p> <p>Pine Street:<br/><i>Sequalish to Powell</i></p>                         | <p>Washington Street:<br/><i>Garfield to Olympia</i></p> <p>3<sup>rd</sup> Street:<br/><i>Gove to Jackson</i></p>   | Pacific St.:<br><i>Sequalish St. to Euclid St.</i>  | Wallace St.:<br><i>5<sup>th</sup> St. to 7<sup>th</sup> St.</i> | Champion St.: <i>5<sup>th</sup> St. to Union Ave.</i> | <p>*Martin Street:<br/><i>Union Ave. to 2<sup>nd</sup> St.</i></p> <p>Champion St.: <i>2<sup>nd</sup> St. to 3<sup>rd</sup> St.</i></p> |
|                           |   |   |   |   |   |   |
| Water                     | <p>1<sup>st</sup> Street:<br/><i>Gove to southern end</i></p> <p>Pacific Street:<br/><i>Sequalish St. to Starling St.</i></p> | 3 <sup>rd</sup> Street:<br><i>Gove to Beech</i>   | Nisqually St.:<br><i>Frederick St. to Balch St.</i> | 5 <sup>th</sup> St.: <i>Gove St. to Martin St.</i>              | Champion St.: <i>5<sup>th</sup> St. to Union Ave.</i> | <p>*Martin Street:<br/><i>Union Ave. to 2<sup>nd</sup> St.</i></p> <p>Champion St.: <i>1<sup>st</sup> St. to 4<sup>th</sup> St.</i></p> |
|                           |   |   |   |   |   |   |

|            |   |  |                                    |  |                           |  |
|------------|---|--|------------------------------------|--|---------------------------|--|
| Stormwater | Union Ave culvert replacement                                   | Chambers Street:<br><i>Nisqually Street re-routing project</i><br><br>Chambers Street:<br><i>Waterway outfall rehabilitation</i> | (no project)                       | Steilacoom Blvd.: Culvert replacement and enhancements | (no project)              | *Martin Street:<br><i>Union Ave. to 2<sup>nd</sup> St.</i><br><br>Cedar St. (drainage way):<br>Steilacoom Blvd. to Lafayette St. |
| Parks      | Saltar's Point Beach entrance<br><br>Cherrydale Park Playground | Play structures at Perkins, Cormorant and Sunnyside Parks  | Farrell's Marsh: trail and signage | Sunnyside Beach upgrades                               | Town-wide trail/path work | Fishing dock & boat float repair and replacement<br><br>Train depot acquisition  |

\*The Martin Street project is dependent upon obtaining a stormwater grant from the Department of Ecology.

#### Figure 7.4: Summary of Capital Improvements Needed By Other Government Agencies

| Agency                                | Project  | Amount    | Years       | Source  |
|---------------------------------------|--|-----------|-------------|---|
| Steilacoom Historical School District | No projects are contemplated within Steilacoom | \$0       | 2014 – 2019 | SHSD Capital Facility Plan 2011-2013  |
| Pierce County                         | Ferry lane improvements                        | \$200,000 | 2014-2015   | Pierce County 14-year Ferry Capital Facilities Plan, Pierce County, 2014-2018 |
|                                       | Second Ferry Slip                              | unknown   | 2015-2016   | Application by Pierce County to Town for shoreline permit                     |

## **Building Standards**

As mandated by law, all new construction, renovation, and remodeling of the town's buildings must comply with the building codes that are made law by the Washington State legislature and adopted by the State Building Code Council. The State Building Code will consist of the current edition of the International Building Code as amended by the State Building Code Council, beginning in 2004

In addition, all new buildings must comply with Titles I and II of the Americans with Disabilities Act (ADA). For existing buildings, the ADA requires that corrective measures be considered to improve accessibility where feasible or required during major renovation.

### *Town Building Needs*

The numbers of Town employees were reduced dramatically in 2000 due to loss of revenue from two sources; the closure of the paper mill and repeal of the State motor vehicle excise tax, a portion of which funded the sales tax equalization program. Staffing was cut back to sustainable levels given the new economic reality. With no new revenue source on the horizon, the Town has no plans to hire additional public works employees in the foreseeable future.

There is sufficient room within the existing buildings to house Town employees and existing programs.

## **Prioritization and Cost Estimates of Capital Improvement Needs**

### *Town-Owned Capital Facilities*

The identified capital improvements listed in Figure 7.3 were compiled from the Town's adopted utility plans, the Park, Recreation, and Open Space Plan, the Town facility analysis performed above, the Town's Six Year Transportation Improvement Program, and the other Comprehensive Plan Elements. Where given, cost estimates were based upon information from Town consultants, records of past expenditures, and best professional judgment.

Several factors were taken into consideration to develop Figure 7.3 including:

#### Economic . . .

- potential for funding
- impact on future operating budgets
- timeliness of opportunity

#### Quality of Service . . .

- health, safety, and welfare factors
- environmental impact
- effect on quality of service
- existing service deficiency concerns

Feasibility . . .

- citizen support
- legal requirements

Consistency and Coordination . . .

- goals and policies of the Town Comprehensive Plan
- Countywide and Multicounty Planning Policies
- VISION 2040
- linkage to other planned projects

*Capital Improvement Needs: Facilities Not Owned by the Town of Steilacoom*

**Steilacoom Historical School District**

In its current Capital Facility Plan, the District has provided information on the square footage of its buildings, its level of service by grade level and the minimum level of service set by the Office of the Superintendent of Public Instruction. Capacities and enrollments for all the District’s elementary grades were combined into one number, including schools in DuPont and on Anderson Island. They were not broken down by individual school.

**Figure 7.5 Existing Capacities of Steilacoom Schools**

| School                    | Grades | 2013 square footage | OSPI Level of service | District Level of Service | Capacity            | 2013 Enrollment     |
|---------------------------|--------|---------------------|-----------------------|---------------------------|---------------------|---------------------|
| Cherrydale Primary        | K - 3  | 40,487              | 90 sq. ft/student     | 97.5 sq. ft/student       | <i>Not provided</i> | <i>Not provided</i> |
| Saltar’s Point Elementary | 4 - 5  | 53,039              | 90 sq. ft/student     | 97.5 sq. ft/student       | <i>Not provided</i> | <i>Not provided</i> |
| Steilacoom High School    | 9 - 12 | 135,891             | 130 sq. ft/student    | 159.87 sq. ft/student     | 850                 | 813                 |

*Source: SHDD Capital Facility Plan 2013 – 2019.*

According to the District, no new buildings or major work is planned for the Steilacoom buildings. If new elementary space is required, the District will start work on a new school in DuPont.

**Pierce County Ferry Operations**

Pierce County planned to increase the capacity of the ferry holding lanes in Steilacoom and work with the Town to install a toll booth within the lanes in 2014. This project is still in the planning stages and more work is necessary before changes to the ferry lanes can begin.

## Current and Possible Funding Sources

This section of the capital facilities element describes the current sources of Town revenue and various methods and sources of funding that may be used in the future. The possible funding sources listed within this element are subject to change and should be periodically reviewed for applicability and appropriateness for the Town. These sources have not been limited to those which are currently in use or those that will be used in the Six Year Schedule of Improvement.

**Figure 7.6: 2015-2016 Sources of General Fund Revenue**

| Source                     | Amount             |
|----------------------------|--------------------|
| Total, All Taxes:          | \$3,370,726        |
| Licenses and Permits       | \$78,575           |
| State Shared Revenue       | \$74,372           |
| Charges for Services       | \$221,715          |
| Fines and Forfeitures      | \$15,000           |
| Miscellaneous              | \$405,049          |
| Intergovernmental Revenues | \$12,600           |
| Transfers                  | \$577,486          |
| Agency                     | \$51,005           |
| <b>Total</b>               | <b>\$4,806,528</b> |

*Note: amounts have been rounded off, and are approximate.*

### *Possible Funding Sources*

The following are major sources of funding that could be explored to meet existing and projected capital improvement needs. These funding sources are divided into the following categories. Funding sources within each of these categories are described in greater detail in the following pages.

- Debt Financing
- Local Multi-Purpose Levies
- Local Single Purpose Levies
- Local Non-Levy Financing Mechanisms
- State Grants and Loans

- Federal Grants and Loans
- Utility Rates

## **Debt Financing**

*Short-Term Borrowing:* The extremely high cost of many capital improvements-projects require local governments to occasionally utilize short-term financing through local banks.

*Revenue Bonds:* Bonds financed directly by those benefiting from the capital improvement. Revenue obtained from these bonds is used to finance publicly owned facilities. The debt is retired using charges collected from the users of these facilities. In this respect, the capital project is self-supporting. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without a voter referendum.

*Industrial Revenue Bonds:* Bonds issued by a local government, but actually assumed by companies or industries that use the revenue for construction of plants or facilities. The attractiveness of these bonds to industry is that they have comparatively low interest rates due to their tax-exempt status. The advantage to the jurisdiction is the private sector is responsible for retirement of the debt.

*General Obligation Bonds:* Bonds backed by the full tax authority of the jurisdiction on the value of the property within the jurisdiction. Voter-approved bonds increase property tax rates and dedicate the increased revenue to repay bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

## **Local Multipurpose Levies**

*Ad Valorem Property Taxes:* The Town is prohibited from raising its levy more than 1% of the highest amount levied, before adjustments for new construction and annexation. A temporary or permanent excess levy may be assessed with voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

*Business and Occupation Tax:* Tax of no more than 0.2% of gross value of business activity. Assessment or increase of the tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities. Steilacoom does not currently levy this tax.

*Local Option Sales Tax:* Retail sales and use tax of up to 1%. The local governments that levy the second 0.5% may participate in a sales tax equalization fund. Assessment of this option tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

*Real Estate Excise Tax (REET):* The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities, and the Growth Management Act authorized another 0.25% for capital facilities.

Revenues must be used solely to finance new capital facilities, or repairs of existing facilities, as specified in the capital facilities element.

*Utility Tax:* Up to a 6% tax on the gross receipts of electric, gas, telephone, cable TV, water, sewer, and stormwater utilities. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

### **Local Single Purpose Levies**

*Emergency Medical Services Tax:* Property tax level of \$0.50/1000 assessed valuation for emergency medical services. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

*Motor Vehicle Fuel Tax:* Tax paid by gasoline distributors. Local jurisdiction receives 11.53% of total tax receipts. State shared revenue is distributed by the Department of Licensing. Revenues must be spent for highway construction, maintenance, or operation; policing of local roads; or related activities.

*Local Option Fuel Tax:* A Countywide voter approved tax equivalent to 10% of statewide Motor Vehicle Fuel Tax and a special fuel tax of 2.3 cents per gallon. Revenue distributed to Town on a weighted per capita basis. Revenues must be spent for highway construction, maintenance, or operation; policing of local roads; or related activities.

*Commercial Parking Tax:* Tax on commercial parking businesses based on gross proceeds, the number of parking stalls, or on the customer rates. Tax imposed by local referendum. Revenues must be spent for highway construction, maintenance, or operation; policing of local roads; highway related activities; public transportation planning and design; and other transportation related activities.

### **Local Non-Levy Financing Mechanisms**

*Fines, Forfeitures, and Charges for Services:* This includes various administrative fees and user charges for services and facilities operated by the jurisdiction. Examples are franchise fees, sales of public documents, permits, sale of public property, and all private contributions to the Town. Revenue from these sources may be restricted in use.

*Impact Fees:* These fees are paid by new development based upon its impact to the delivery of services. Impact fees must be used for capital facilities needed by growth, not for current deficiencies in levels of service, and cannot be used for operating expenses. These fees must be equitably allocated to the specific entities that will directly benefit from the capital improvement, and the assessment levied must fairly reflect the true costs of these improvements. Impact fees may be imposed for public streets, parks, open space, recreational facilities, school facilities, and fire protection facilities. The Town currently assesses a school impact fee for the benefit of the School District on new residential construction. The impact fees are collected by the Town when building permits are issued, and remitted to the School District.

*Lease Agreements:* Agreements allowing the procurement of a capital facility through lease payments to the owner of the facility. Several lease packaging methods can be

used. Under the lease-purchase method the capital facility is built by the private sector and leased back to the local government. At the end of the lease, the facility may be turned over to the Town without any future payment. At that point, the lease payments will have paid the construction cost plus interest.

*Privatization:* Privatization is generally defined as the provision of a public service by the private sector. Many arrangements are possible under this method ranging from a totally private venture to systems of public/private arrangements, including industrial revenue bonds.

*Reserve Funds:* Revenue that is accumulated in advance and earmarked for capital improvements. Sources of funds can be surplus revenues, funds in depreciation reserves, or funds resulting from the sale of capital assets.

*Special Assessment District:* District created to service entities completely or partially outside of the jurisdiction. Special assessments are levied against those who directly benefit from the new service or facility. Includes Local Improvement Districts (LIDs), Road Improvement Districts, Utility Improvement Districts, and the collection of development fees. Funds must be used solely to finance the purpose for which special assessment district was created.

*Special Purpose District:* District created to provide a specified service. Often the district will encompass more than one jurisdiction. Includes districts for fire facilities, hospitals, libraries, metropolitan parks, airports, ferries, parks and recreation facilities, cultural art/stadiums/convention centers, sewers, water flood control, irrigation, and cemeteries. Voter approval required for airport, parks and recreation facilities, and cultural art/stadiums/convention center districts. The district has authority to impose levies or charges. Funds must be used solely to finance the purpose of which the district was created.

*Street Utility Charge:* Fee up to 50% of actual costs of street construction, maintenance, and operations charged to businesses and households. The tax requires local referendum. The fee charged to businesses is based on the number of employees and cannot exceed \$2.00 per employee per month. Owners or occupants of residential property are charged a fee per household that cannot exceed \$2.00 per month. Both businesses and households must be charged. Revenue may be used for activities such as street lighting, traffic control devices, sidewalks, curbs, gutters, parking facilities, and drainage facilities.

*User Fees, Program Fees, and Tipping Fees:* Fees or charges for using park and recreational facilities, solid waste disposal facilities, sewer and water services, surface water drainage facilities. Fee may be based on measure of usage, flat rate, or design features. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

## **State Grants and Loans**

*Centennial Clean Water Fund:* Grants and loans for the design, acquisition, construction, and improvement of water pollution control facilities, and related activities to meet state and federal water pollution control requirements. Revenues distributed by

the Department of Ecology with a 25 - 50% match. Use of funds limited to planning, design, and construction of water pollution control facilities, stormwater management, ground water protection, and related projects.

*Community Development Block Grants:* Grant funds available for public facilities, economic development, housing, and infrastructure projects which benefit low and moderate income households. Grants distributed by the Department of Community Development primarily to applicants who indicate prior commitment to a project. Revenue restricted in type of project and may not be used for maintenance and operations.

*Community Economic Revitalization Board:* Low interest loans and occasional grants to finance infrastructure projects for a specific private sector development. Project must create or retain jobs. Funds distributed by the Department of Trade and Economic Development primarily to applicants who indicate prior commitment to a project. Revenue restricted in type of project and may not be used for maintenance and operations.

*Public Works Trust Fund:* Low interest loans to finance capital facility construction, public works emergency planning, and capital improvement planning. To apply for the loans the Town must have a capital facilities element in place and must be levying the original 1/4% REET. Funds are distributed by the Department of Community Development. Loans for construction projects require matching funds generated only from local revenues or state shared entitlement revenues. Public works emergency planning loans are at 5% interest rate, and capital improvement planning loans are no interest loans with a 25% match. Revenues may be used to finance new capital facilities, or maintenance and operations of existing facilities.

*State Parks and Recreation Commission Grants:* Grants for parks capital facilities acquisition and construction. Distributed by the Parks and Recreation Commission to applicants with a 50% match.

*Transportation Improvement Account:* Revenue available for projects to alleviate and prevent traffic congestion caused by economic development or growth. Entitlement funds are distributed by the State Transportation Improvement Board subject to a 20% match. Revenue may be used for capital facility projects that are multimodal and involve more than one agency.

*Urban Arterial Trust Account:* Revenue available for projects to alleviate and prevent traffic congestion. Entitlement funds are distributed by the State Transportation Improvement Board subject to a 20% match. Revenue may be used for capital facility projects to alleviate roads that are structurally deficient, congested with traffic, or have accident problems.

*Water Pollution Control State Revolving Fund:* Low interest loans and loan guarantees for water pollution control projects. Loans distributed by the Department of Ecology. Applicant must show water quality need, have a facility plan for treatment, and show a dedicated source of funding for repayment.

## **Federal Grants and Loans**

*Department of Health Water Systems Support:* Grants for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grants distributed by the State Department of Health through intergovernmental review and with a 60% local match.

*Federal Aid Bridge Replacement Program:* Funds available with a 20% local match for replacement of structurally deficient or obsolete bridges, including ferry landing bridges. Funds are distributed by the Washington State Department of Transportation on a statewide priority basis.

*Federal Aid Emergency Relief:* Revenue available for restoration of federal aid system roads and bridges which have been damaged by extraordinary natural disasters or catastrophic failures. Local agency declares an emergency and notifies the Division of Emergency Management of the Washington State Department of Transportation, upon approval entitlement funds available with a 16.87% local match.

*Federal Aid Safety Program:* Revenue available for improvements at specific locations which constitute a danger to vehicles or pedestrians as shown by frequency of accidents. Funds are distributed by the Washington State Department of Transportation on a statewide priority formula and with a 10% local match.

*Federal Aid Urban System:* Revenue available for construction and reconstruction improvements to arterial and collector roads that are planned for by the Puget Sound Regional Council and the Federal Highway Administration. Funds may also be used for non-highway public mass transit projects. Funds are distributed by the Washington State Department of Transportation with a 16.87% match.

## **Rates**

*Utility Rates:* Revenues for replacement and repair of existing capital improvements and for new capital improvements can be collected through utility rates. Portions of rates collected to pay for the future replacement of existing facilities which wear out over time are frequently referred to as "Depreciation Funds".

## **Six-Year Capital Improvement Program**

This section of the capital facilities element determines whether sufficient revenue will be available under the current budgeting assumptions to fund needed capital improvements. It provides an analysis of revenue sources available for capital improvements and balances these revenues against anticipated expenditures for capital improvements.

This program is organized on a fund basis, to coincide with the organization of the Town's annual operating budget. The funds include: transportation, parks and open space, electric, storm drain, water and sewer. Using this process, estimates of annual revenue surpluses and shortfalls are determined. A proposed funding source for currently unfunded capital projects has also been provided.

The Schedule of Improvements provided in the following pages sets forth each capital project planned for construction over the next six years and presents estimates of the resources needed to finance the projects. The Six Year Schedule of Improvements reflects the goals and policies of the capital facilities element and the rest of the comprehensive plan. The first year of the Schedule of Improvements is included within the annual capital budget, while the remaining five-year program provides long term planning. Only the expenditures and appropriations in the annual budget are binding financial commitments. The projections for the remaining five years are not binding, and the capital projects recommended for future development may be altered or not developed due to changing circumstances. The Six Year Schedule of Improvements is a rolling plan that will be revised and extended annually to reflect revenue projections, implementation of utility plans and changing circumstances.

The water, sewer and electrical utilities derive funding from their rate structure. Monies generated pay for the maintenance and operation of each utility, as well as contribute to capital expenditures. Capital expenditures are funded by general facilities fees, grant monies and transfers from the operating funds. It is the Town's intent to eventually be able to fund capital improvements without transfers from the operating funds. The ending year cash row in Figure 7.7 shows the accumulating reserves for this eventuality.

**Figure 7.7 Six-Year Schedules of Improvements 2015-2020**  
**Sewer Utility Capital Projects**

| <b>Revenues</b>  | <b>2015</b>        | <b>2016</b>        | <b>2017</b>      | <b>2018</b>      | <b>2019</b>      | <b>2020</b>      |
|--|--------------------|--------------------|------------------|------------------|------------------|------------------|
| Interest   | \$2,000            | \$1,000            | \$1,000          | \$1,000          | \$1,000          | \$1,000          |
| General Facilities Fees                                  | \$7,105            | \$7,105            | \$7,105          | \$7,105          | \$7,105          | \$7,105          |
| Transfers from Active Funds                              | \$450,000          | \$356,000          | \$200,000        | \$200,000        | \$250,000        | \$250,000        |
| <b>Total Revenues</b>                                    | <b>\$459,105</b>   | <b>\$364,105</b>   | <b>\$208,105</b> | <b>\$208,105</b> | <b>\$258,105</b> | <b>\$258,105</b> |
| Beginning Cash   | \$649,796          | \$648,901          | \$583,006        | \$491,111        | \$349,216        | \$177,321        |
| <b>Total Resources</b>                                   | <b>\$1,108,901</b> | <b>\$1,013,006</b> | <b>\$791,111</b> | <b>\$699,216</b> | <b>\$607,321</b> | <b>\$435,426</b> |
| <b>Projects</b>  |                    |                    |                  |                  |                  |                  |
| Pipeline Replacement                                     |                    |                    |                  |                  |                  |                  |
| Pine St.: Sequalish St. to Powell St.                    | \$170,000          |                    |                  |                  |                  |                  |
| Short St.: Sequalish St. to Diggs St.                    | \$280,000          |                    |                  |                  |                  |                  |
| Washington St.: Garfield St. to Olympia St.              |                    | \$140,000          |                  |                  |                  |                  |
| 3 <sup>rd</sup> St.: Gove St. to Jackson St.             |                    | \$240,000          |                  |                  |                  |                  |
| Pacific St. Sequalish St. to Euclid St.                  |                    |                    | \$180,000        |                  |                  |                  |
| Wallace St.: 5 <sup>th</sup> St. to 7 <sup>th</sup> St.  |                    |                    |                  | \$340,000        |                  |                  |
| Champion St.: 5 <sup>th</sup> St. to Union Ave.          |                    |                    |                  |                  | \$420,000        |                  |
| Champion St.: 2 <sup>nd</sup> St. to 3 <sup>rd</sup> St. |                    |                    |                  |                  |                  | \$150,000        |
| Martin St. (various sections)                            |                    |                    |                  |                  |                  | \$240,000        |
| <b>Other</b>   |                    |                    |                  |                  |                  |                  |
| Flow Monitoring  |                    | \$40,000           |                  |                  |                  |                  |
| Commercial Street Lift Station Generator                 |                    |                    | \$50,000         |                  |                  |                  |
| Sewer Comp Plan Update                                   |                    |                    | \$60,000         |                  |                  |                  |
| Video Inspection   | \$ 10,000          | \$10,000           | \$10,000         | \$10,000         | \$10,000         | \$10,000         |
|  |                    |                    |                  |                  |                  |                  |
| <b>Total Projects</b>                                    | <b>\$ 460,000</b>  | <b>\$430,000</b>   | <b>\$300,000</b> | <b>\$350,000</b> | <b>\$430,000</b> | <b>\$400,000</b> |
|  |                    |                    |                  |                  |                  |                  |
| <b>Ending Year Cash</b>                                  | <b>\$648,901</b>   | <b>\$583,006</b>   | <b>\$491,111</b> | <b>\$349,216</b> | <b>\$177,321</b> | <b>\$35,426</b>  |

## Water Utility Capital Projects 2015 – 2020

| <b>Revenues</b>  | <b>2015</b>      | <b>2016</b>      | <b>2017</b>      | <b>2018</b>      | <b>2019</b>      | <b>2020</b>      |
|--|------------------|------------------|------------------|------------------|------------------|------------------|
| Interest   | \$100            | \$100            | \$100            | \$100            | \$100            | \$100            |
| General Facilities Fees                                  | \$5,750          | \$5,750          | \$5,750          | \$5,750          | \$5,750          | \$5,750          |
| Transfers from Active Funds                              | \$350,000        | \$150,000        | \$350,000        | \$400,000        | \$400,000        | \$400,000        |
| <b>Total Revenues</b>                                    | <b>\$355,850</b> | <b>\$155,850</b> | <b>\$355,850</b> | <b>\$405,850</b> | <b>\$405,850</b> | <b>\$405,850</b> |
| Beginning Year Cash                                      | \$0              | \$215,850        | \$157,700        | \$28,550         | \$14,400         | \$160,250        |
| <b>Total Resources</b>                                   | <b>\$355,850</b> | <b>\$371,700</b> | <b>\$513,550</b> | <b>\$434,400</b> | <b>\$420,250</b> | <b>\$566,100</b> |
| <b>Projects</b>  |                  |                  |                  |                  |                  |                  |
| 1 <sup>st</sup> St.: Gove St. to southern end            | \$140,000        |                  |                  |                  |                  |                  |
| Pacific Street: Sequalish St. to Starling Street         |                  | \$214,000        |                  |                  |                  |                  |
| Nisqually St.: Frederick St. to Balch St.                |                  |                  | \$485,000        |                  |                  |                  |
| 5 <sup>th</sup> St.: Gove St. to Martin St.              |                  |                  |                  | \$420,000        |                  |                  |
| Champion St.: 5 <sup>th</sup> St. to Union Ave.          |                  |                  |                  |                  | \$260,000        |                  |
| Champion St.: 1 <sup>st</sup> St. to 4 <sup>th</sup> St. |                  |                  |                  |                  |                  | \$240,000        |
| Martin St.: 2 <sup>nd</sup> St. to Union Ave.            |                  |                  |                  |                  |                  | \$300,000        |
| <b>Total Projects</b>                                    | <b>\$140,000</b> | <b>\$214,000</b> | <b>\$485,000</b> | <b>\$420,000</b> | <b>\$260,000</b> | <b>\$540,000</b> |
|  |                  |                  |                  |                  |                  |                  |
| <b>Ending Year Cash</b>                                  | <b>\$215,850</b> | <b>\$157,700</b> | <b>\$28,550</b>  | <b>\$14,400</b>  | <b>\$160,250</b> | <b>\$26,100</b>  |

## Stormwater Utility Capital Projects 2015 – 2020

| Revenues  | 2015             | 2016             | 2017             | 2018             | 2019             | 2020               |
|---|------------------|------------------|------------------|------------------|------------------|--------------------|
| Interest  | \$25             | \$25             | \$25             | \$25             | \$25             | \$25               |
| General Facilities Fees                                   | \$1,625          | \$1,625          | \$1,625          | \$1,625          | \$1,625          | \$1,625            |
| Transfers from Active Funds                               | \$280,000        | \$680,000        | \$125,000        | \$375,000        | \$250,000        | \$1,321,750        |
| <b>Total Revenues</b>                                     | <b>\$281,650</b> | <b>\$681,650</b> | <b>\$126,650</b> | <b>\$376,650</b> | <b>\$251,650</b> | <b>\$1,323,400</b> |
| Beginning Year Cash                                       | \$0              | \$1,650          | \$3,300          | \$129,950        | \$16,600         | \$268,250          |
| <b>Total Resources</b>                                    | <b>\$281,650</b> | <b>\$683,300</b> | <b>\$129,950</b> | <b>\$506,600</b> | <b>\$268,250</b> | <b>\$1,591,650</b> |
| Projects  |                  |                  |                  |                  |                  |                    |
| 5 <sup>th</sup> Street Waterway – Union Avenue Culvert    | \$280,000        |                  |                  |                  |                  |                    |
| Chambers Street Waterway Outfall Replacement              |                  | \$490,000        |                  |                  |                  |                    |
| Chambers Street/Nisqually Street: Re-routing Project      |                  | \$190,000        |                  |                  |                  |                    |
| Steilacoom Blvd.: Culvert replacement and enhancements    |                  |                  |                  | \$490,000        |                  |                    |
| Martin St., Union Ave. to 2 <sup>nd</sup> St.             |                  |                  |                  |                  |                  | \$550,000          |
| Cedar St. Right of Way: Steilacoom Blvd. to Lafayette St. |                  |                  |                  |                  |                  | \$1,040,000        |
| No project  |                  |                  | \$0              |                  | \$0              |                    |
| <b>Total Projects</b>                                     | <b>\$280,000</b> | <b>\$680,000</b> | <b>\$0</b>       | <b>\$490,000</b> | <b>\$0</b>       | <b>\$1,590,000</b> |
| <b>Ending Year Cash</b>                                   | <b>\$1,650</b>   | <b>\$3,300</b>   | <b>\$129,950</b> | <b>\$16,600</b>  | <b>\$268,250</b> | <b>\$1,650</b>     |

## Transportation Capital Projects 2015 –2020

| Revenues  | 2015               | 2016               | 2017             | 2018             | 2019               | 2020               |
|---|--------------------|--------------------|------------------|------------------|--------------------|--------------------|
| Interest  | \$5,000            | \$5,000            | \$500            | \$500            | \$500              | \$500              |
| General Facilities Fees   |                    |                    |                  |                  |                    |                    |
| Motor Vehicle Fuel Taxes  | \$125,798          | \$125,798          | \$125,798        | \$125,798        | \$125,798          | \$125,798          |
| Other Revenue Sources   | \$500,000          | \$1,046,976        | \$53,702         | \$53,702         | \$42,452           | \$1,827            |
| Grants and Other Awards   | \$1,654,000        |                    |                  |                  | \$1,181,250        | \$896,875          |
| <b>Total Revenues</b>   | <b>\$2,284,798</b> | <b>\$1,177,774</b> | <b>\$180,000</b> | <b>\$180,000</b> | <b>\$1,350,000</b> | <b>\$1,025,000</b> |
| Beginning Year Cash   | \$1,378,428        | \$626,226          | \$0              | \$0              | \$0                | \$0                |
| <b>Total Resources</b>  | <b>\$3,663,226</b> | <b>\$1,804,000</b> | <b>\$180,000</b> | <b>\$180,000</b> | <b>\$1,350,000</b> | <b>\$1,025,000</b> |
| Projects  |                    |                    |                  |                  |                    |                    |
| Chambers Creek Rd Grind & overlay: Cedar St. to town limits                     | \$660,000          |                    |                  |                  |                    |                    |
| Union Avenue Grind & overlay: town limits to Commercial St. (ferry dock)        | \$1,125,000        |                    |                  |                  |                    |                    |
| Steilacoom Blvd. design non-motorized improvements: Puyallup St. to Farwest Dr. | \$769,000          |                    |                  |                  |                    |                    |
| Hewitt Drive, entire length: grind & overlay                                    | \$483,000          |                    |                  |                  |                    |                    |
| Lexington Street, Roe St. to east town limits: grind & overlay plus sidewalks   |                    | \$360,000          |                  |                  |                    |                    |
| 3 <sup>rd</sup> Street; Gove Street. to Jackson St.: grind & overlay            |                    | \$452,000          |                  |                  |                    |                    |
| 1 <sup>st</sup> Street Gove Street to S. terminus                               |                    | \$517,000          |                  |                  |                    |                    |
| Frederick Street; Sequalish St. to Lafayette St.: grind & overlay               |                    | \$215,000          |                  |                  |                    |                    |
| Pacific Street. sidewalks: Sequalish Street to Rainier St:                      |                    | \$260,000          |                  |                  |                    |                    |
| Cambridge Court, entire length: grind & overlay                                 |                    |                    | \$180,000        |                  |                    |                    |

|   |             |             |           |           |             |             |
|---|-------------|-------------|-----------|-----------|-------------|-------------|
| Natalie Lane, east and west sections: grind & overlay                                   |             |             |           | \$180,000 |             |             |
| Steilacoom Blvd. non-motorized improvements: (construction) Puyallup St. to Farwest Dr. |             |             |           |           | \$1,350,000 |             |
| Martin St., Union Avenue to 2 <sup>nd</sup> St.: reconstruction                         |             |             |           |           |             | 1,025,000   |
| <b>Total Projects</b>   | \$3,037,000 | \$1,804,000 | \$180,000 | \$180,000 | \$1,350,000 | \$1,025,000 |
|   |             |             |           |           |             |             |
| <b>Ending Year Cash</b>   | \$626,226   | \$0         | \$0       | \$0       | \$0         | \$0         |

## Electric Utility Capital Projects 2015 – 2020

| Revenues  | 2015               | 2016               | 2017             | 2018             | 2019             | 2020             |
|---|--------------------|--------------------|------------------|------------------|------------------|------------------|
| Interest  | \$3,000            | \$3,000            | \$3,000          | \$3,000          | \$3,000          | \$3,000          |
| General Facilities Fees   | \$9,250            | \$9,250            | \$9,250          | \$9,250          | \$9,250          | \$9,250          |
| Transfers from Active Funds   | \$900,000          | \$1,300,000        | \$330,000        | \$530,000        | \$430,000        | \$760,000        |
| <b>Total Revenues</b>   | <b>\$912,250</b>   | <b>\$1,312,250</b> | <b>\$342,250</b> | <b>\$542,250</b> | <b>\$442,250</b> | <b>\$772,250</b> |
| Beginning Year Cash   | \$619,592          | \$19,842           | \$2,092          | \$12,342         | \$9,592          | \$9,842          |
| <b>Total Resources</b>  | <b>\$1,531,842</b> | <b>\$1,332,092</b> | <b>\$344,342</b> | <b>\$554,592</b> | <b>\$451,842</b> | <b>\$782,092</b> |
| <b>Projects</b>   |                    |                    |                  |                  |                  |                  |
| <b>Cable Replacement</b>  |                    |                    |                  |                  |                  |                  |
| Chambers Creek Rd., Cedar St. to north town limits: cable replacement and enhancement | \$550,000          |                    |                  |                  |                  |                  |
| Union Avenue, Sequash St. to S. town limits   | \$750,000          |                    |                  |                  |                  |                  |
| Chinook lane, entire length   | \$150,000          |                    |                  |                  |                  |                  |
| 1 <sup>st</sup> St., Gove St. to S. end   |                    | \$280,000          |                  |                  |                  |                  |
| 3 <sup>rd</sup> St., Gove St. to Beech St.  |                    | \$230,000          |                  |                  |                  |                  |
| Beech Avenue, W. of Stevens St.   |                    | \$220,000          |                  |                  |                  |                  |
| Euclid St., E. of Chambers St.  |                    | \$150,000          |                  |                  |                  |                  |
| Puyallup Street between Lafayette Street and Rainier Street (up bank)                 |                    | \$150,000          |                  |                  |                  |                  |
| Cambridge Court (entire length)   |                    |                    | \$320,000        |                  |                  |                  |

|   |             |             |           |           |           |           |
|---|-------------|-------------|-----------|-----------|-----------|-----------|
| Manitoba St.,<br>Bonney St. to Ira<br>Light St.   |             |             |           | \$90,000  |           |           |
| Natalie Ln, entire<br>length  |             |             |           | \$210,000 |           |           |
| Sentinel Dr.,<br>Steilacoom Blvd.<br>to N. end  |             |             |           | \$95,000  |           |           |
| High School, Ira<br>Light to Sentinel<br>Dr.  |             |             |           | \$150,000 |           |           |
| 5 <sup>th</sup> St. Gove St. to<br>S. end   |             |             |           |           | \$110,000 |           |
| Montgomery St.,<br>5 <sup>th</sup> St. to Union<br>Ave.   |             |             |           |           | \$90,000  |           |
| Champion St., 1 <sup>st</sup><br>St. to 4 <sup>th</sup> St. and<br>5 <sup>th</sup> St. to Union<br>Ave. |             |             |           |           | \$230,000 |           |
| Shannon St. and<br>Shannon Ct., S. of<br>Lexington St.  |             |             |           |           |           | \$250,000 |
| Weber Ct., entire<br>length   |             |             |           |           |           | \$150,000 |
| Roe St.,<br>Lexington St. to<br>Old Military Rd.  |             |             |           |           |           | \$320,000 |
| <b>Other Projects</b>   |             |             |           |           |           |           |
| Cable Injection   | \$50,000    | \$50,000    |           |           |           | \$50,000  |
| Replace Switches  | \$12,000    |             | \$12,000  |           | \$12,000  |           |
| Install cables<br>along trail from<br>Cormorant to 1 <sup>st</sup><br>Street                            |             | \$250,000   |           |           |           |           |
| <b>Total Projects</b>   | \$1,512,000 | \$1,330,000 | \$332,000 | \$545,000 | \$442,000 | \$770,000 |
|   |             |             |           |           |           |           |
| <b>Ending Year Cash</b>   | \$19,842    | \$2,092     | \$12,342  | \$9,592   | \$9,842   | \$12,092  |

## Parks and Recreation Capital Projects 2015 – 2020

| Revenues  | 2015      | 2016      | 2017      | 2018      | 2019     | 2020        |
|---|-----------|-----------|-----------|-----------|----------|-------------|
| Interest  | \$1,000   | \$1,000   | \$1,000   | \$1,000   | \$1,000  | \$1,000     |
| Sales & Use Tax –Voter Approved                               | \$41,000  | \$41,000  | \$41,000  | \$41,000  | \$41,000 | \$41,000    |
| General Fund Contribution                                     |           |           |           | \$15,180  | \$18,000 | \$88,000    |
| Other Town Fund Contributions                                 |           |           |           |           |          |             |
| 3 <sup>rd</sup> Party Funding, Grants & Awards                |           |           |           |           |          | \$1,000,000 |
| <b>Total Revenues</b>   | \$42,000  | \$ 42,000 | \$ 42,000 | \$ 42,000 | \$60,000 | \$1,130,000 |
| Beginning Year Cash   | \$337,820 | \$278,820 | \$220,820 | \$142,820 | \$0      | \$0         |
| <b>Total Resources</b>  | \$379,820 | \$320,820 | \$262,820 | \$200,000 | \$60,000 | \$1,130,000 |
| Projects  |           |           |           |           |          |             |
| Cherrydale Park Improvements                                  | \$100,000 |           |           |           |          |             |
| Play Structures, Perkins Park, Cormorant Park and other parks |           | \$100,000 |           |           |          |             |
| Farrell’s Marsh Trails Improvements: Trailhead, Other Areas   |           |           | \$120,000 |           |          |             |
| Sunnyside Beach Enhancements                                  |           |           |           | \$200,000 |          |             |
| Trail Signage: Interpretive and Directional                   |           |           |           |           | \$60,000 |             |
| Fishing Dock and Boat Float Enhancements                      |           |           |           |           |          | \$130,000   |
| Railroad Depot  |           |           |           |           |          | 1,000,000   |
|   |           |           |           |           |          |             |
| <b>Total Projects</b>   | \$100,000 | \$100,000 | \$120,000 | \$200,000 | \$60,000 | \$1,130,000 |
|   |           |           |           |           |          |             |
| <b>Ending Year Cash</b>                                       | \$278,820 | \$220,820 | \$142,820 | \$0       | \$0      | \$ 0        |

**Figure 7.8: Six-Year Schedule of Improvements Non-Town Owned Capital Facilities**

***Steilacoom Historical School District***

No capital expenditures are expected at this time

***Pierce County Ferry***

Pierce County Ferry Capital Expenditures 2014-2018 (in Steilacoom)

|                    | 2014              | 2015 | 2016    | 2017 | 2018 |
|--------------------|-------------------|------|---------|------|------|
| <b>Project</b>     |                   |      |         |      |      |
| Lane Modifications | \$200,000         | -    | -       | -    | -    |
| Second Ferry Slip  | -                 | -    | unknown | -    | -    |
| Funding Source     | County Ferry Fund |      | unknown |      |      |

Source: Pierce County 2013-2026 Fourteen Year Ferry Program

**Monitoring and Evaluation**

Periodic monitoring and assessment of the capital facilities element is essential to ensure the effectiveness of this element and the implementation of the comprehensive plan. This element will always cover a six year period so it need to be reviewed and amended annually to add an additional year and to reflect changes in revenue, project costs, or other circumstances. The annual review will be conducted by Town staff and the Town Council. The review will include an examination of the following circumstances:

- Any corrections or modifications relating to project cost, scope or priority, revenue sources or amounts, community support of projects, Comprehensive Plan amendments, or date of project construction;
- Any changes necessary to ensure consistency with other elements of the comprehensive plan or capital plans of other public agencies;
- The effectiveness and success of previous capital improvement projects to address level of service deficiencies; and,
- Efforts made to secure grants or public-private partnerships to finance the provision of capital improvements.

The various elements of the Comprehensive Plan may require amendment if the potential sources of funding listed within the Six Year Schedules of Improvements are not obtained. Potential amendments necessitated by funding shortfalls shall be evaluated based upon the economic, quality of service, feasibility, and consistency and coordination factors listed above. Active public participation in this amendment process shall occur in the manner required by the Town’s growth management public participation plan. The land use element will be reassessed as part of the annual review of the Capital Facilities Element to determine if any changes are necessary.

## Needs Assessment

In addition to the annual review, long range planning for the community requires periodic assessments of community needs. To provide the Town Council with information regarding the needs of the community, the Town will conduct a public services needs assessment every three years beginning in 2005. The public services needs assessment shall include:

1. An updated inventory of all capital facilities within Town, including the capacity of each facility.
2. A forecast of the expected future needs for each existing and proposed facility.
3. Proposed locations and capacities of new, proposed or expanded capital facilities.
4. Funding sources for expected capital facilities for the next six years.
5. If probable funding falls short of existing needs, a reassessment of the land use, capital facilities and other Plan elements.

Public services are defined to mean:

- ✓ Fire protection & suppression
- ✓ Law enforcement
- ✓ Public health
- ✓ Education
- ✓ Recreation
- ✓ Environmental protection
- ✓ Other governmental services

Public facilities are defined to mean:

- ✓ Streets and sidewalks
- ✓ Street lighting
- ✓ Traffic controls
- ✓ Domestic water systems
- ✓ Storm and sanitary sewers
- ✓ Parks and recreational facilities
- ✓ Schools
- ✓ Publicly owned buildings

Citizen input on the adequacy of the Town's public facilities and public services is needed to make the public services needs assessment meaningful. Citizen input may be sought through surveys, public hearings, or other means reasonably calculated to reach a broad segment of the Town's citizens.

The public services needs assessment is intended to gauge community needs, and is not limited to availability of Town facilities. The assessment shall include Town-sponsored services, services provided by other sources, and services not currently provided.

## **Capital Facilities Goals and Policies**

The goals and policies for the capital facilities element are intended to meet the current and future public service and facility needs of the community. When implemented, the goals and policies will ensure that these needs will be funded and provided concurrently, as growth occurs.

### **CF Goal 1: Provide Needed Services and Facilities**

*The Town of Steilacoom shall endeavor to provide needed public facilities and services to all residents in a manner which protects investments in existing facilities, maximizes use of existing facilities, protects the natural environment, and promotes the character of the community.*

**Policy CF 1.1.** Capital improvements shall be provided to correct existing deficiencies, to replace worn out or obsolete facilities, and to extend the life or usefulness of existing facilities as indicated in the Six Year Schedule of Improvements of this Element.

**Policy CF 1.2.** Capital improvement projects identified in the other elements of this Comprehensive Plan shall be included in the Six Year Schedule of Improvements of this Element and the annual capital budget.

**Policy CF 1.3.** The Town shall conduct periodic needs assessment studies to determine potential capital projects. Proposed capital improvement projects shall be evaluated and prioritized using the following criteria:

- a. Whether the project is needed to correct existing deficiencies, replace needed facilities, or extend the life or usefulness of existing facilities;
- b. Eliminate or diminish public hazards;
- c. Financial feasibility;
- d. Long-term maintenance and operational costs;
- e. Plans of other governments;
- f. Local budget impact;
- g. Overall environmental considerations;
- h. Americans with Disabilities Act considerations

**Policy CF 1.4.** The Town will emphasize capital improvement projects which promote preservation or revitalization of residential and commercial areas within Town.

**Policy CF 1.5.** The Town shall make efforts to secure grants and similar sources of funding, and establish public-private partnerships, whenever possible to finance the provision of capital improvements.

**Policy CF 1.6.** The design of capital improvements shall be in keeping with the small town and historic character of the community. In particular, the design and scale

of improvements shall be sensitive to the surrounding neighborhood where the improvement is located.

**Policy CF 1.7.** Whenever feasible, joint use facilities that can serve varied community needs should be designed.

**Policy CF 1.8.** The primary goal of the Town's stormwater capital improvements shall be to reduce erosion and flooding problems associated with the Town's drainage facilities while integrating with the natural ecosystem in a manner that protects and, where possible, restores fish and wildlife habitat. To facilitate achieving integration with the natural ecosystem and protection of fish and wildlife habitat, partnerships should be established with and between private citizens; private and/or nonprofit groups; adjacent jurisdictions; county, regional, and state agencies; and the Steilacoom Historical School District.

**Policy CF 1.9.** The primary goal of the Town's sanitary sewer capital improvements shall be to reduce the amount of storm related infiltration and inflow into the sanitary sewer system.

**Policy CF 1.10.** The primary goals of the Town's water capital improvements shall be to increase the hydraulic capacity of the system to meet fire flow demands, and to increase amount of standby and reserve storage available within the system. A secondary goal shall be to improve the quality of the potable water.

**Policy CF 1.11.** The primary goal of the Town's transportation improvements shall be to address a multimodal system which includes accommodation of vehicles, pedestrians, cyclists, transit users, and ferry riders to meet the varied transportation needs of the community and the region.

**Policy CF 1.12.** The primary goal of the Town's electrical capital improvements shall be to improve the reliability of the Town's electrical system and to complete the undergrounding of overhead power lines.

**Policy CF 1.13.** With all Town-owned capital facilities, ongoing maintenance and replacement of worn out or obsolete parts shall be considered and included in the Town's annual budget and work program.

**Policy CF 1.14.** The goals of the Parks, Recreation, and Open Space Plan shall govern the Town's capital improvements for park, recreational and open space activities.

**Policy CF 1.15.** The Town's capital projects shall be designed to protect, maintain, conserve, and/or enhance, as appropriate, natural resources, critical areas and designated open space.

**Policy CF 1.16.** The Town shall provide funding for capital facilities to maintain and enhance the Town Center.

**CF Goal 2: Sources of Funding**

*The Town of Steilacoom shall endeavor to ensure that the cost of capital improvements is funded by those who benefit from the improvements.*

**Policy CF 2.1.** Each future development shall be responsible for facility improvement costs necessitated by the respective development.

**Policy CF 2.2.** General facility fees shall be evaluated annually to ensure that the charges reflect the cost to the Town of providing new utility hookups.

**Policy CF 2.3.** Permit fees and service charges shall be evaluated annually to ensure that the charges reflect the cost to the Town of providing facilities, services, and items.

**Policy CF 2.4.** The Town shall work with other governmental agencies in areas of mutual concern and benefit to develop, use, and maintain capital facilities.

**Policy CF 2.5.** The Town shall continue to consider new sources of funding, including impact fees and a street utility, for capital facilities.

**Policy CF 2.6.** The Town shall ensure that adequate funding is available for proposed capital facility projects.

**CF Goal 3: Concurrency**

*Ensure that new development within the Town occurs only when adequate public facilities to support the development are available.*

**Policy CF 3.1.** The Town shall maintain a concurrency management ordinance as an implementation tool for this Comprehensive Plan.

**Policy CF 3.2.** Street level of service standards shall apply to all new streets and to the redevelopment of existing streets.

**CF Goal 4: Needs Assessment**

*The Town shall conduct a needs assessment to ensure that public facilities and services are available. A needs assessment shall be conducted when determined by the Town Council.*

**Policy CF 4.1.** Consistent with the Quality of Life Goals identified in this Comprehensive Plan, the Town shall conduct a public services needs assessment of all the citizens. "Public services" shall include fire protection and suppression, law

enforcement, public health, education, recreation, environmental protection and other governmental services. "Public facilities" shall include streets, sidewalks, street lighting, traffic controls, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, schools and publicly owned buildings.

**Policy CF 4.2.** The needs assessment shall seek citizen input on the adequacy of the Town's public facilities used to provide public services. Lack of Town facilities in which to provide the service does not preclude an assessment of need.

**Policy CF 4.3.** The needs assessment shall include Town-sponsored services and those services provided by other sources.

**Policy CF 4.4.** As part of the needs assessment, the Town shall:

1. Compile an updated inventory of capital facilities, and note the capacity of each facility.
2. Forecast the expected future needs for each existing and proposed facility, based on the needs assessment.
3. Identify locations and capacities of new, proposed or expanded capital facilities.
4. Identify funding sources for expected capital facilities for the next six years.
5. Reassess the land use, capital facilities and other Plan elements when probable funding falls short of existing needs.

# ECONOMIC DEVELOPMENT ELEMENT



## ECONOMIC DEVELOPMENT ELEMENT

### **Introduction**

This element represents the Town's policy plan for economic development for the next 20 years. Land determined to be appropriate for commercial and industrial use has been identified on the land use maps adopted under the Land Use Element. Available public utilities and capital facilities are addressed in the Capital Facilities and Utilities Elements.

Steilacoom is a predominantly residential community with small areas set aside for local commerce, and a large industrial area at the Town's northern border. The intent of these policies is to 1) retain existing businesses, 2) encourage business that promotes and enhances Steilacoom's small town atmosphere, and 3) encourages the best use of the industrial area.

RCW 36.70A.070(7) requires economic development elements to contain three parts: a summary of the local economy, a summary of the strengths and weaknesses of the economy, and an identification of policies, programs and projects to foster economic growth and development.

### **Land Use Assumptions**

As set forth in the Land Use Element, the Town assumes that commercial activity will gradually infill into the existing commercially zoned areas over the next 20 years. The Industrial area may redevelop with commercial activity, but until the owners of the property produce a plan for the property, the impact will be unknown. The Town's target of 138 new jobs by 2035 in part depends on new commercial activity at the Industrial site.

### *Summary of the Local Economy*

According to the *2008-2012 American Community Survey*, Steilacoom had 5,116 residents over age 16, of which 2,996 were in the labor force. The civilian labor force had 2,679 people of which 2,541 were employed. There were 317 in the military labor force. Most civilian employment is concentrated in management (46.5%) and sales or office occupations (28.2%). A small percentage (3.2%) work at home, while the rest commute on average 26 minutes to their place of employment.

The Town's largest employer is the Steilacoom Historical School District. The Town's mix of non-governmental occupations include restaurants, gas station/convenience stores, professional offices and several small shops. There are numerous home occupations, mostly part time avocations.

The Town has a large industrial area on its northern edge, the site of a former paper mill. The mill, closed in December 2000, once provided a large portion of the tax base for the Town. The old mill buildings have been mostly demolished, but the current owners have not announced plans for reusing the property.

Steilacoom’s economic development is dependent on four factors: the continued success of the existing businesses, recruitment of new businesses that complement the Town, development or redevelopment of the vacant or underused commercial properties, and redevelopment of the industrial area.

**Summary of Strengths and Weaknesses**

Steilacoom possesses many strengths. The Town’s historic atmosphere is well established, with small-scale shops and restaurants providing a pre-existing ambiance for new development. Steilacoom residents have a median income higher than that of the rest of Pierce County, and are better educated than the average county resident.

Table 8.1 Comparison of Income  
*Source: 2008-2012 American Community Survey*

|                                      | Steilacoom | Pierce County |
|--------------------------------------|------------|---------------|
| Median Household Income              | \$69,423   | \$59,105      |
| Mean Earnings                        | \$87,581   | \$73,006      |
| Percent Families below poverty level | 4.1%       | 8.5%          |

Table 8.2 Education of Population over 25  
*Source: 2008-2012 American Community Survey*

|  | Steilacoom | Pierce County |
|--|------------|---------------|
| Percent with High School education or higher | 94.4%      | 90.4%         |
| Percent with bachelor’s degree or higher     | 35.3%      | 23.6%         |

The building and land use permit processes are streamlined and capable of quick and thorough review and decision-making. The Town has existing infrastructure; its streets and utilities have capacity for new development.

In addition to the commercial properties, there is a large 80+ acre industrial area available for use. The site has several buildings, high voltage power connections and a railroad spur.

The Town is not without its challenges. The Town is mainly a residential area. There are conflicting visions for commercial development among the Town’s residents. The Town is not on a major highway or road. Outside of the industrial area, there are few lots left

zoned for commercial development. New development will consist of infill or redevelopment. All commercial buildings are subject to architectural review by the Preservation and Review Board, which adds additional time, costs and challenges to the permitting process.

Table 8.3 Vacant and Underutilized Commercial Land Adjusted for Undevelopable Areas

Source: 2014 Buildable Lands Report

| Zoning Designation   | Vacant    | Underutilized |
|----------------------|-----------|---------------|
| Commercial General   | .69 acres | 1.91 acres    |
| Commercial Shoreline | .19 acres | .74 acres     |
| Industrial           |           | 29.86 acres   |
| Total                | .88 acres | 32.51 acres   |

The industrial site is not well situated, as it is several miles from Interstate 5. Residential development and Chambers Creek, both factors that may inhibit new industrial uses, surround the site. Redevelopment as a commercial site would require changes to the Comprehensive Plan and zoning designations depending on the use proposed.

## **Economic Development Goals and Policies**

The goals and policies for the economic development element recognize the Town's need to support its existing businesses, while attracting new business that enhance the Town's existing atmosphere and quality of life.

### ***Economic Development Goal 1. The Town shall support existing businesses***

**Policy Econ 1.1.** The Town shall process applications for permits and licenses in a timely and efficient manner.

**Policy Econ 1.2.** The Town shall maintain adequate public facilities and service levels through the Capital Facilities and Utilities Elements. The Town shall provide funding for infrastructure projects beneficial to existing businesses in the Town Center and other commercial zones.

**Policy Econ 1.3.** The Town shall work cooperatively with existing businesses and the Chamber of Commerce on matters of mutual interest. The Town shall share information and entertain public-private ventures to enhance the Town.

**Policy Econ 1.4.** The Town shall periodically review its regulatory, taxing, facility financing and expenditure practices and assess the impact on local businesses.

**Policy Econ 1.5.** Home occupations that are consistent with the character of adjoining properties and neighborhoods shall be permitted.

### ***Economic Development Goal 2. The Town shall encourage appropriate new businesses***

**Policy Econ 2.1.** The Town shall work with the Tacoma-Pierce County Economic Development Board to attract new businesses compatible with the current zoning.

**Policy Econ 2.2.** The Town shall work with the Washington State Department of Commerce and other appropriate agencies to maintain and enhance the Town's commercial areas.

**Policy Econ 2.3.** The Town shall consider redevelopment of private and public commercial areas for commercial and mixed-use development projects that include retail shops, professional offices, and living spaces.

**Policy Econ 2.4.** Future development within the Town Center shall be compatible with zoning and historic district regulations.

**Policy Econ 2.5.** Commercial and industrial uses shall be compliant with environmental and critical areas regulations.

**Policy Econ 2.6.** The Town shall support efforts to assist small and start -up businesses.

***Economic Development Goal 3. The Town shall encourage appropriate use of the industrial area***

**Policy Econ 3.1.** The Town shall consider redevelopment of the industrial area that is economically viable and maximizes the benefit to the Town.

**Policy Econ 3.2.** Future development of the industrial area shall be compatible with surrounding uses. Industrial uses shall maintain a buffer from residential development.

**Policy Econ 3.3.** The Town shall adopt regulations allowing business park-style developments within the industrial zone.

***Economic Development Goal 4. The Town shall use Steilacoom's recreational opportunities as a source of economic development.***

**Policy Econ 4.1.** The Town shall encourage businesses that cater to recreational uses; bicycling, kayaking, diving, sailing, boating and others; to use and develop the Town's recreational resources.

***Economic Development Goal 5. The Town will consider the economic impacts of Joint Base Lewis-McChord on the Town in any future economic planning efforts.***

**Policy Econ 5.1.** Future economic planning efforts shall include consideration of JBLM staffing levels, housing demand and any anticipated transitioning of military personnel to civilian life.

# PARKS, RECREATION AND OPEN SPACE ELEMENT



## INTRODUCTION

### **Purpose of the Element**

Parks, open space, and recreational services make an essential contribution to our wellbeing. Parks provide opportunities for physical recreation, social interaction, cultural and educational activities, and pleasing vistas. They are places for people to meet and congregate, stroll and sit, play and exercise. Open space areas increasingly serve to protect environmentally sensitive lands that perform valuable biological and cultural functions. Recreational services provide exercise and social interaction necessary for maintaining individual health and wellbeing.

Our free market system does not always provide for the facilities necessary to adequately address recreational needs. Unfortunately, these areas are often the most difficult land uses to site or fit in after a development pattern is established. This element of the Comprehensive Plan addresses these concerns by proactively considering present and future parks, recreational and open space facilities and needs as the community sets policy direction and evaluates capital improvements for all public services and facilities. It also addresses all applicable requirements of the *Washington Growth Management Act (GMA)* and the *County- Wide Planning Policies for Pierce County, Washington (County Policies)*. In accordance with these requirements, an inventory of existing conditions and facilities will be combined with the recreational goals and policies of the community to establish level of service standards (LOS) for each park and facility type.

While use of Steilacoom park facilities and participation in recreational programs are available to residents of Lakewood, University Place, DuPont, and the nearby military bases, the primary thrust and intent of this element is to provide recommendations aimed toward improving the quality of life for the residents of Steilacoom. Toward this end, the element recommends commitment of Town resources to maintain and improve existing and future facilities.

The Capital Facilities Element includes a six-year capital improvement program for parks, recreation and open space.

### **History of Steilacoom Parks and Recreation Planning**

Park planning is not new to Steilacoom. In 1965, the Town prepared its first park plan in conjunction with a statewide recreation planning effort. A 1972 comprehensive community survey clearly indicated a strong desire to improve existing parks and acquire lands for future park expansion. These efforts led to the 1974 Parks and Recreation Plan. It was during this period that the 64 acre Farrell's Marsh property was acquired and the Town's Community Center was conceived and completed. The 1974 plan was updated in 1984 and again in 1995. Major accomplishments between 1974 and 1993 include the construction of Charlie's Park, Peace Clock and other Lafayette Street improvements, Webber Court Park, Robert Anderson Bandstand, and Byrd Mill Park, as well as the acquisition and restoration of the Church Bell Monument. Today, Steilacoom residents enjoy about 35 acres of improved park land (including school playfields) and nearly 113 acres of publicly-owned unimproved natural open space.

## Land Use Assumptions

As set forth in the Land Use Element, the Town assumes that the land use pattern will remain unchanged and that the Town will experience modest population increases over the next 20 years. Therefore, parks, recreation and open space projects will be directed primarily at maintenance of and enhancements to existing facilities, although acquisition of new parks or open space areas may occur if circumstances permit.

## Legal Context

The Town of Steilacoom's 1995 *Parks, Recreation, and Open Space Plan* was developed in compliance with then existing requirements and recommendations. In 2008, the Plan was revised and reformatted as an element of the Comprehensive Plan.

Each of the following statutes and the agencies that administer them, directly or indirectly concerns itself with the recreation and open space needs of local and regional populations. The legal context described below provided a framework around which this element was developed. These requirements are incorporated into the element where applicable.

### *Washington State Growth Management Act (GMA)*

The Growth Management Act includes several goals and requirements regarding parks and open space. The Act includes 13 major planning goals. One of these goals is to:

*"Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water and develop parks and recreation facilities." - RCW 36.70A.020(9)*

RCW 36.70A.070(8) sets out the requirements for a park and open space element of a Comprehensive Plan. In addition to implementing and being consistent with the capital facilities plan element, the element must contain:

- An estimate of park and recreation demand for at least a ten year period;
- An evaluation of facilities and service needs; and
- An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

RCW 36.70A.160 requires the Town to identify open space corridors within and between urban growth areas. These corridors are to include "lands useful for recreation, wildlife habitat, trails, and connection of critical areas".

The GMA also requires comprehensive plans to demonstrate internal consistency among all plan elements. For example, if the parks element recommends a certain course of action or strategy, this recommendation must be reflected in the Land Use and Capital Facilities Elements. Open space and recreation considerations are found in the Land Use Element. This element is consistent with the Land Use and Capital Facilities Elements.

### *County-Wide Planning Policies for Pierce County, Washington*

The County-Wide Planning Policies for Pierce County were established by interlocal agreement among the local jurisdictions within the County under the provisions of RCW 36.70A.210. The County-Wide Planning Policy on Natural Resources, Open Space and Protection of Environmentally-Sensitive Lands contains 17 policies and goals that encourage local jurisdictions to identify and protect open space areas. This element is consistent with the County-Wide Policies.

### *Washington State Recreation and Conservation Office*

The Washington State Recreation and Conservation Office (RCO), formerly the Interagency Committee for Outdoor Recreation (IAC), administers funds from several state and federal sources. In turn, these funds are made available to eligible jurisdictions for outdoor recreation and conservation purposes. To be eligible, applicants must adopt park plans that contain RCO's minimum guidelines. This element was drafted to meet the RCO's current guidelines.

### *Regional Park Plans*

Pierce County, the City of Lakewood, and the City of University Place operate parks near the Town. The Chambers Creek Properties and Fort Steilacoom Park are the major regional parks just outside the Town limits.

The Chambers Creek Properties consist of County-owned land along Puget Sound and Chambers Creek within the corporate boundaries of the Cities of University Place and Lakewood on Steilacoom's northern border. The County is developing the area in cooperation with the cities pursuant to a Master Site Plan completed in 1997. The plan includes the existing regional wastewater treatment facility and government buildings along with a golf course, beach access and a trail through the Chambers Creek canyon. The Town, while not a signatory to the Master Site Plan, participated in the 10-year update of the Master Plan along with the County, University Place and Lakewood.

Fort Steilacoom Park consists of 340 acres located at the intersection of Steilacoom Boulevard and 87th Avenue SW, just east of Town. The park is owned by the State of Washington in trust, and managed by the City of Lakewood. The Town of Steilacoom has assisted in the park's recent development, by contributing \$50,000 over four years, and an additional \$2,500 for an off-leash dog area. The park has hiking trails, ball fields and picnic areas.

### *Americans with Disabilities Act*

The Americans with Disabilities Act (ADA) was passed into federal law in 1990. Titles I and II of the ADA affect local governments in significant ways. Specifically, these sections require new local government facilities, programs and services, including parks and recreation, be open to individuals with disabilities. The ADA also requires corrective measures be considered for currently inaccessible existing facilities where feasible.

This element recognizes the need to formally evaluate existing park facilities and notes where changes are needed to achieve accessibility. Likewise, it is assumed that all future facilities will be developed in compliance with the accessibility standards as

outlined in the ADA.

## **CITIZEN INVOLVEMENT**

The 1995 Parks Recreation and Open Space Plan drew on the input of the five Planning Advisory Committees (PACs) formed in the early 1990s to assist in drafting the 1994 Comprehensive Plan. Budget and staffing cuts forced the elimination of the PACs as well as the Park and Recreation Advisory Board in 2000.

Citizen input for comprehensive planning is a key component of the GMA. Citizen participation was encouraged and solicited throughout the update process. In September 2003, the Town issued a survey to gauge citizen concerns with the Town parks. The Planning Commission held a Parks, Recreation and Open Space Open House June 13, 2005. Comments were solicited from the public at the event. A survey was distributed in June 2005 in conjunction with the open house. Using the information from the survey and the open house, a revision to the 1995 plan was drafted.

In 2006, the draft element was refined in a series of public workshops centered on level of service standards. In 2007, the Town completed a Public Services Needs Assessment. Information from the needs assessment questionnaire and public hearings were incorporated into the draft parks element.

A public hearing on the draft revision was held in the summer of 2008, and public hearings were held before the Town Council prior to adoption of the element.

During 2014-2015, the inventory and six-year plan has been updated as part of the 2015 Comprehensive Plan update.

### **Definition of Open Space**

The term “open space” can have different meanings. For the purposes of this Comprehensive Plan, open space has the following definition:

“Open space” means land and/or water area that is predominantly undeveloped, characterized by undisturbed natural vegetation, and is set aside to serve the purposes of:

1. Protecting, conserving and enhancing natural or scenic resources, critical areas and natural systems,
2. Protecting air, potable water and waterways that flow into Puget Sound,
3. Providing park and recreation opportunities,
4. Promoting conservation,
5. Enhancing aquifer recharge,
6. Enhancing the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature preservations or sanctuaries or other open space, and/or
7. Protecting, conserving and enhancing wildlife corridors and connectivity between open space areas.

Open space excludes tidelands, shorelands, areas occupied by dwellings, impervious surfaces that are not incidental to open space purposes, such as a

parking lot, and areas that were clear cut or extensively logged within five years of submittal.

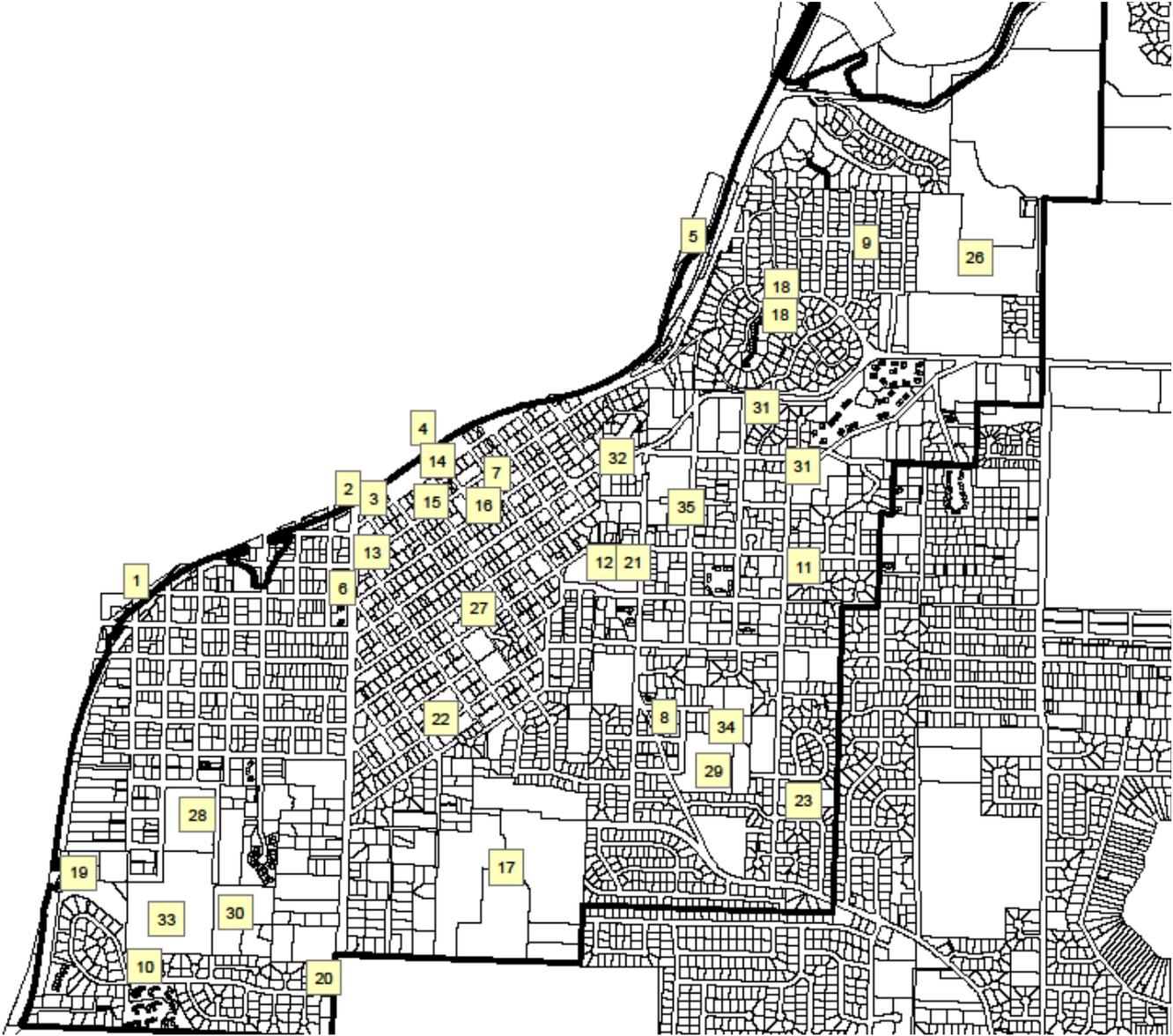
Vacant properties are not open space, as they have not been specifically designated or reserved for that purpose. The Town may acquire open space by many means including purchase, gift, dedication as part of a subdivision approval, intergovernmental transfer, or other means. Property acquired by deed may have restrictions which govern the use of the property.

## **INVENTORY OF EXISTING RESOURCES**

An inventory of existing open space and recreation-related resources provides a foundation upon which the identification of future needs can be based. The availability of vacant land is a critical component of this information and will also be included in this inventory, as will trails and indoor facilities. Indoor facilities serve a variety of functions, including municipal meetings, community services, and recreation. Indoor and some outdoor facilities are available by reservation for groups or organizations.

This inventory consists of a summary of facilities followed by detailed descriptions of each site, grouped by facility type. The descriptions identify each facility's location, major features, and size. Figure 9.1 identifies the location of existing parks, schools, trails, and other open space resources by number. A summary of facility types is provided by Figure 9.2. Site numbers found on Figure 9.2 correspond to the sites depicted by Figure 9.1. Figure 9.2 is followed by definitions for each park type.

Figure 9.1 Parks and Open Space Areas  
Numbers correspond to descriptions in Figure 9.2



**Figure 9.2: Summary of Park and Recreation Facilities**

|                                       | <b>Facility</b>                | <b>Size (Acres)</b> |
|---------------------------------------|--------------------------------|---------------------|
| Community Parks and School Play Areas |                                |                     |
| Site#                                 |                                |                     |
| 1                                     | Saltar's Point Beach           | 1.00                |
| 2                                     | Clyde V. Davidson Fishing Pier | .25                 |
| 3                                     | Boat Launch and Parking        | .75                 |
| 4                                     | Pioneer Orchard Park           | 1.00                |
| 5                                     | Sunnyside Beach                | 6.00                |
| 26                                    | Steilacoom High School         | 14.0                |
| 27                                    | Administration Center          | 1.4                 |
|                                       | <b>Total Community Parks:</b>  | <b>24.4</b>         |

Neighborhood and School Play Areas

|       |                                       |              |
|-------|---------------------------------------|--------------|
| Site# |                                       |              |
| 6     | Perkins Park                          | .50          |
| 7     | Lafayette Street Multi-purpose Courts | .25          |
| 8     | Cherrydale Park                       | .80          |
| 9     | Manitoba Park                         | .30          |
| 10    | Cormorant Passage Park                | 1.60         |
| 11    | Webber Court Park                     | .50          |
| 12    | Community Center Play Area            | .50          |
| 29    | Cherrydale Primary School             | 4.00         |
| 28    | Saltar's Point Elementary School      | 3.00         |
| 35    | Harlock Place Park                    | .50          |
|       | <b>Total Neighborhood Parks:</b>      | <b>11.95</b> |

**Figure 9.2: Summary of Park and Recreation Facilities (Cont.)**

| <b>Facility</b>   |                                      | <b>Size (Acres)</b> |
|---|--------------------------------------|---------------------|
| <b>Mini Parks</b>   |                                      |                     |
| <b>Site#</b>  |                                      |                     |
| 13  | Byrd Mill Road Marker                | .20                 |
| 14  | Church Bell Monument                 | .25                 |
| 15  | Charles Buchanan Park                | .25                 |
| 16  | Lafayette Street Peace Clock Area    | .10                 |
| <b>Total Mini Parks:</b>  |                                      | <b>.80</b>          |
| <b>Open Space</b>   |                                      |                     |
| 17  | Farrell's Marsh                      | 64.00               |
| 18  | Madrona Park Tracts                  | 5.12                |
| 19  | Cliff Avenue Waterway                | 6.00                |
| 20  | Cormorant Drive/Union Avenue         | 2.00                |
| 21  | Community Center Open Space          | 2.00                |
| 22  | Old Public Works Building Open Space | .70                 |
| 23  | Roe Street Water Tanks               | 2.50                |
| 30  | Boise Cascade Open Space             | 8.00                |
| 31.   | Marietta Park Tracts                 | 2.26                |
| 32.   | Sunnyside Heights Tract F            | .56                 |
| 33.   | Saltar's Point Open Space            | 18.85               |
| 34.   | B Street Well Site                   | 1.00                |
| <b>Total Unimproved Open Space:</b>   |                                      | <b>112.99</b>       |
| <b>Total Area, Publicly-Owned Park and Open Space Facilities (Excluding Buildings):</b> |                                      | <b>150.14 Acres</b> |

- *Community parks*

Community parks are centrally located open spaces having special attraction to the entire community. Among Steilacoom's community parks are play areas found at Old Pioneer School and Steilacoom High School. The area listed for the schools is that of the developed sports fields, which may be restricted to students and other authorized users. Some park users are likely to come from outside the local service area. Community parks typically offer experiences not available elsewhere in the immediate

vicinity. Facilities that may be found in community parks include community or recreation centers, public meeting areas, play courts, picnic areas, restrooms, and swimming areas. Steilacoom's community parks vary widely in size, from less than one acre to 12 acres.

- *Neighborhood parks*

Neighborhood parks are specialized facilities that serve a concentrated or limited population or specific group such as children or senior citizens. Play areas at both Saltar's Point Elementary and Cherrydale Primary Schools are defined as neighborhood parks. The area listed for the schools is that of the developed play areas.

Neighborhood parks are often within walking distance of the residential areas they serve. Steilacoom's neighborhood parks are ½ - 3 acres in size. Specific facilities that may be found in neighborhood parks may include playground equipment, tennis courts, picnic grounds, multipurpose courts, restrooms, and open space play fields.

- *Mini Parks*

Mini parks are sites providing special interest or views. They often commemorate a historic event or site and are smaller than either community or neighborhood parks. Mini parks often contain benches or other seating, gazebos, a picnic table or two, old-fashioned swing, special landscaping, and historical markers or monuments.

- *Publicly-owned open space and trails*

Open spaces are natural in character. They provide natural buffers between adjoining land uses and neighboring residential areas, and in many cases protecting environmentally sensitive lands. Wildlife often use open space as habitat, traveling within and between them. Open space also provides opportunities for nature-oriented education and other forms of passive recreation. They typically have a limited amount of developed, active recreation facilities. Descriptions of current facilities in this category follow.

Nearby regional park and open space facilities are also available to Steilacoom residents. Totaling about 1250 acres, these facilities are also described in this inventory.

### **Detailed Descriptions of Outdoor Facilities: *Community Parks***

#### **1. *Saltar's Point Beach***

*Location:* Entrance to this beach is on First Street.

*Description:* This 1 acre park is located on the Puget Sound and has been a waterfront park since 1904. Saltar's Point is a gravel beach with a small grassy area. Because of the tidal pools and sea life, school districts utilize this beach as an environmental classroom. A new bridge providing a viewing area for those unable to navigate the stairs down to the beach opened in 2015. In 1999, the Town declared the park a Marine Conservation Area. The State Department of Fish and Wildlife has classified the park, including tidelands, as a conservation area. No harvesting of marine animals is permitted in the park.

*Facilities Include:* 500 feet of shoreline access, restrooms, drinking fountain, picnic

table, a covered open-air picnic shelter and interpretive signs. Facilities were built in 1939 by the Works Progress Administration and have since been maintained by the Town. Parking is limited.

*View Guidelines:* This park is a view sensitive property.

1. No limit to height of existing oak tree. Height of a replacement tree should be approximately 40 feet at maturity. Along Champion Street, shrubs should be maintained at a maximum height of five feet to provide views from the sidewalk.
2. No additional trees should be planted on the beach or along Champion Street.
3. Volunteer trees are not permitted to grow.

## 2. *Clyde V. Davidson Fishing Pier*

*Location:* End of Union Avenue

*Description:* This pier was built in cooperation with the Department of Corrections in 1983. The pier area is .25 acres in size and is 250 feet in length. It is located adjacent to a docking area used jointly by a Pierce County ferry to Anderson and Ketron Islands, and a State Department of Corrections ferry to McNeil Island Correctional Facility (access restricted). The pier provides a fishing and crabbing site for all age groups while also offering excellent views of Balch Passage. Use is heaviest at dusk and after dark. Unfortunately, the location of the pier and depth of the water limits fishing opportunities.

*Facilities Include:* Temporary boat moorage (float). The fishing pier connects with the Pierce County ferry terminal and the Department of Corrections ferry landing dock. Parking is limited.

*View Guidelines:* This is a view sensitive site.

## 3. *Boat Launch and Parking*

*Location:* Adjacent to the-Ferry Dock at Union Avenue and Commercial Street

*Description:* This boat launch is owned by the Town of Steilacoom, as is the adjoining parking area. The launch is located near the ferry landing and fishing pier. The .75 acre site can accommodate launching of one boat at a time. Due to sand and shallow water, the boat launch can only accommodate boats smaller than 21 feet in length. Launching is almost impossible at low tide.

*Facilities Include:* There are 55 parking stalls, five of which are large enough to accommodate a vehicle and boat trailer. Parking fees are collected at a nearby pay box.

*View Guidelines:* This is a view sensitive site.

## 4. *Pioneer Orchard Park*

*Location:* 1600 and 1700 block of Commercial Street

*Description:* This 1 acre park was purchased from Burlington Northern Santa Fe Railway. Dedicated on August 20, 1976, Pioneer Orchard Park was built by the community as a bicentennial project. This park is centrally located in the Town's historic district. Major views from the park include McNeil and Fox Islands, Balch Passage, the

Narrows Bridge and the Olympic Mountains.

*Facilities Include:* Benches, an old-fashioned double swing, apple trees grafted from local historical orchards and an irrigation system. A bandstand (60 ft. diameter) was completed in 1991 to accommodate concerts, weddings, and other special events.

*View Guidelines:* This park is a view sensitive property.

1. Maintain trees to a maximum height of approximately 26 feet.
2. Additional trees may be planted; maximum height approximately 26 feet.
3. Volunteer trees are not permitted to grow.

## 5. Sunnyside Beach

*Location:* Park entrance is along Chambers Creek Road

*Description:* This 6 acre park is located on Puget Sound and is the most widely utilized park area in Steilacoom. Citizens participate in passive and active activities including picnicking, scuba diving, beach combing, volleyball, swimming and sunbathing.

*Facilities Include:* Fourteen hundred feet of saltwater shoreline, restrooms, picnic tables, handicapped-accessible paths, covered open-air picnic shelter with electrical outlets, sand volleyball courts, swings, play structure and a parking lot with a bike rack. Parking fees are collected at a self-serve pay box. Major park improvements, including a restoration of the shoreline, were completed in 1995. The park is home to the Wind Pavilion, a public art piece owned by the Washington State Arts Commission.

*View Guidelines:* This park is a view sensitive property.

1. No maximum tree height for existing trees.
2. Additional trees may be planted in the park / lawn areas, with priority on shade and broad canopy. No trees to be planted in beach area (between grass areas and seashore.)
3. Volunteer trees are not permitted to grow.

## Detailed Descriptions of Outdoor Facilities: *Neighborhood Parks*

### 6. Perkins Park

*Location:* Corner of Union and Martin Streets

*Description:* This .50 acre park was donated in 1972 to the Town as a memorial to Mary Fletcher Perkins and her work as a local doctor. The area was developed into a neighborhood park in 1975.

*Facilities Include:* Large grass area with an established play area, which includes swings, play structure, and drinking fountain. Picnic tables, two portable restrooms, and an irrigation system are also at this site.

*View Guidelines:* This park may be considered a view sensitive property.

1. Limit the height of the junipers to approximately 26 feet; replace as needed with similar species. Maintain a dense vegetative screen on the north property line

adjoining the residential properties; no height restriction on this vegetation. Preserve oak and pear trees consistent with the current growth pattern (no height limit); replace as needed with similar species.

2. Additional trees may be planted; maximum height of new trees approximately 26 ft. Remove all volunteer trees.

### 7. *Lafayette Street Multi-purpose Courts*

*Location:* On the corner of Lafayette and Wilkes Streets

*Description:* These courts were re-surfaced and a new chain link fence was installed in 2005. The .25 acre site now contains a singles tennis court, a basketball half-court, and hopscotch, four-square and marbles courts. When not being used for these purposes, the courts occasionally serve as a convenient location for booths and benefit sales in conjunction with street fairs and other special events, as well as sport use. Parking is generally ample. However, due to the downtown location and adjacent businesses, court users may find parking spaces at a premium during certain hours of the day.

*View Guidelines:* This park is a view sensitive property.

1. No additional trees are to be planted on these sites given the existing uses; in the event land uses change, subsequent landscape plans should include trees that would be slow growing and typically not grow larger than 26 feet in height.
2. Volunteer trees are not permitted to grow.

### 8. *Cherrydale Park*

*Location:* On the corner of Old Military Road and "B" Street

*Description:* This .80 acre parcel of land near Cherrydale Elementary School provides space for a tennis court and a basketball court enclosed by a chain link fence. The park also has a large grassy area. Parking is limited.

*View Guidelines:* This park is not a view sensitive property.

1. There is no limit to tree height.
2. Replace trees as needed with same or similar species to sustain a mixed forest. Additional trees may be planted.
3. Volunteer trees are not permitted to grow.

### 9. *Manitoba Park*

*Location:* Manitoba Street between Queets and Bonney Streets.

*Description:* This .30 acre open space area is an unimproved street right-of-way that was developed into a small park in the late 1970's. It is used by neighborhood children and their parents.

*Facilities Include:* Split rail fence, swing set, play structure, picnic table and irrigation system.

*View Guidelines:* This park is not a view sensitive property.

1. There is no limit to tree height.
2. Trees may be introduced to this site.
3. Volunteer trees are not permitted to grow

#### 10. *Cormorant Passage Park*

*Location:* Corner of Cormorant Drive and Chapman Loop

*Description:* This 1.6 acre area was created as a storm retention pond but was converted to a neighborhood park. The stormwater retention facility was removed in 1994 to address safety concerns. A trail connects this park area with First Street which leads to Salter's Point Beach.

*Facilities Include:* Concrete basketball court with one hoop, play structure, picnic tables (one covered), gazebo, and an irrigation system. This park is the trail head for the 1st Street walking trail.

*View Guidelines:* This park is a view sensitive property.

1. No height limit to the Douglas firs adjoining the homes on Casey Court; limit placement of Douglas fir or species of similar growth habits to the east property line to buffer the residences. Maintain the street trees at approximately 26 feet; replace as needed with similar species.
2. Additional trees may be planted, typically not to exceed 26 feet in height.
3. Volunteer trees not permitted to grow.

#### 11. *Webber Court Park*

*Location:* Corner of Lexington and Roe Streets

*Description:* This .50 acre property was dedicated to the Town in 1983 for use as a storm water retention area. It was subsequently developed into a park in 1992. Since its opening ceremony, this park has become the most popular neighborhood park in Steilacoom.

*Facilities Include:* Basketball, four square, hopscotch, play structure, rock stream with bridge, 9,000 sq. ft. of turf play area, 700 sq. ft. of shrubs, sprinkler system.

*View Guidelines:* This park is not a view sensitive property.

1. There is no limit to tree height.
2. Replace Madrona trees as needed with same or similar species; otherwise, no additional trees should be planted.
3. Volunteer trees are permitted to grow.

#### 12. *Community Center Play Area*

*Location:* Directly behind the Community Center, 2301 Worthington Street.

*Description:* This half-acre area is used by smaller children that are visiting the

community center during the weekday and by other neighborhood children in the evenings and on weekends. It is immediately next to a large greenbelt that is described in the unimproved open space section.

*Facilities Include:* A multipurpose sport court large enough for volleyball, two basketball hoops, and a medium size play structure. The area is .5 acres in size.

*View Guidelines:* This park is not a view sensitive property.

1. There is no limit to tree height. Replace trees as needed with same or similar species to sustain a mixed forest. No clearing or cutting of tree or plant materials.
2. Additional trees may be planted; new trees should be planted on regular schedule to sustain a mixed forest.
3. Volunteer trees are permitted to grow.

### 35. Harlock Place Park

*Location:* 502 Galloway Street

*Description:* This half-acre park was donated to the Town in 2014 following a citizen-led fundraising effort. The park is named in honor of a pioneering Steilacoom family that owned the surrounding area. The park is undeveloped, and is intended to remain in a natural state. A monument is planned to be erected within the park.

*View Guidelines:* No guidelines have been set for this park.

## Detailed Descriptions of Outdoor Facilities: *Mini Parks*

### 13. Byrd Mill Road Marker

*Location:* Corner of Lafayette Street and Union Avenue

*Description:* This pocket park was dedicated in 1989 as a Washington State Centennial Project. It is situated on a .20-acre site.

*Facilities Include:* Stone monument, cement patio, one bench, picnic table, drinking fountain, and irrigation system.

*View Guidelines:* This park is a view sensitive property.

1. There is no limit to the height of the existing cedar tree.
2. No additional trees should be planted. Replace the cedar tree as needed with same or similar species to sustain character of the existing tree.
3. Volunteer trees are not permitted to grow.

### 14. Church Bell Monument

*Location:* Wilkes Street, between Lafayette and Commercial Streets.

*Description:* Built by the Washington State Historical Society in 1908, this granite monument commemorates the first protestant church built north of the Columbia Church. The original bell from the Methodist-Episcopal Church is found at the top of the monument. The monument and the .25 acre parcel on which it stands was deeded by

the State of Washington to the Town of Steilacoom in 1991. A complete restoration of the monument was completed in 1992.

*Facilities Include:* Large granite monument, bell, concrete benches, and sidewalk.

*View Guidelines:* This monument may be a view sensitive property.

1. Maintain junipers at a height not to exceed 26 feet.
2. Other trees or vegetation may be added to compliment the monument; maximum height of materials would be approximately 26 feet.
3. Volunteer trees not permitted to grow.

#### 15. *Charles Buchanan Park*

*Location:* On a vacated portion of Pacific Street between Commercial and Lafayette Streets

*Description:* Dedicated in November 1989, this .25 acre site serves as a link between the downtown area and the dock area. This view park is also known as "Charlie's Park".

*Facilities Include:* Decking, benches, covered seating area, interpretive signage, landscaped areas, night lighting, and an irrigation system.

*View Guidelines:* This park is a view sensitive property.

1. There is no limit to tree height for the existing shore pine.
2. Additional trees may be planted; maximum height approximately 26 feet.
3. Volunteer trees not permitted to grow.

#### 16. *Lafayette Street Peace Clock and Seating Area*

*Location:* On the south side of Lafayette Street, between Wilkes and Pacific Streets.

*Description:* Dedicated in March of 1990, the peace clock and adjoining seating area and planters make an attractive addition to the Town's commercial area. The entire .10-acre site is within the Lafayette Street Right-of-Way.

*Facilities Include:* Large electric clock, landscaping including ornamental fruit trees, planters, benches, and drinking fountain.

*View Guidelines:* This monument may be a view sensitive property.

1. Maintain the ornamental trees in approximately the same form- maximum height approximately 26 feet.
2. No additional trees should be planted.
3. Volunteer trees not permitted to grow.

### **Detailed Descriptions of Outdoor Facilities: *Unimproved Open Space***

#### 17. *Farrell's Marsh*

*Location:* Entrances are located at Chambers Street, Beech Street, Farrell Drive, and Oak Drive

*Description:* This 64 acre property was acquired in 1975 with funds from the Interagency Committee for Outdoor Recreation. This area is largely undeveloped and is used by many residents for walking and bird watching. The site contains 8 wetland areas ranging from 1-15 acres in size. Both forested and unforested wetlands are found here. These wetlands provide significant wildlife habitat while acting as natural stormwater sediment retention areas that protect downstream properties and Puget Sound from flooding and siltation.

This area is bordered by residential neighborhoods on the east, north, and west, and by Joint Base Lewis-McChord on the south. Parking is limited.

*Facilities Include:* 64 acres of undeveloped natural areas, 3500 linear feet of fresh water shoreline, and trails with a foot bridge.

**View Guidelines:** *Property is not view sensitive.*

1. There is no limit to tree height.
2. Native trees should be planted on a regular schedule to sustain a mixed forest.
3. Volunteer trees are permitted to grow.

#### 18. *Madrona Park Tracts*

*Location:* Madrona Park Divisions 2, 3 & 4.

*Description:* These open space areas were dedicated to the Town with the approval of the various Madrona Park Subdivisions. Potential uses of the properties, as expressed by the developer, included: parks, trails, emergency roadway, open space, drainage facilities, utilities, or parking. Tract A of Division 2 is a 1.15 acre site located along the north edge of Steilacoom Boulevard between Hewitt Drive and Madrona Park Drive. Tract B of Division 2 is a 1.38 acre site at the corner of Steilacoom Boulevard and Madrona Park Drive. Tract B of Division 3 is a .73 acre site along the north edge of Steilacoom Boulevard between Madrona Park Drive and the western edge of the subdivision. There are four open space tracts in Division 4; Tract C is a 1-acre natural area that contains natural springs, vegetation, and a gravel path along Hewitt Drive at the intersection with Chinook Drive. Tract D is a pathway between the cul-de-sac on Tatoosh and Western Road. Tract E is .50-acres in size and contains an unimproved pathway off Hewitt Drive near Leschi Drive ending at an excellent view of the Town and Puget Sound. Tract F parallels Chambers Creek Road along the Northwestern edge of the plat. Adjacent to Division 5 are the rights-of-way for Manitoba Avenue and Chambers Creek Road. The Chambers Trail site links Hewitt Drive and Chambers Creek Road through these rights-of-way.

*Facilities Include:* A gravel path has been established along the south side of Hewitt Drive.

*View Guidelines:*

Tracts A and B of Division 2 and Tract B of Division 3, also known as the Madrona Park-Trail and Detention Area, are not view sensitive properties.

1. There is no limit to tree height.
2. Additional trees may be planted. No clearing or cutting of tree or plant materials

3. Volunteer trees are permitted to grow.

*Tract C of Division 4 is a view sensitive property.*

1. Consistent with covenants in Madrona Park Division 4, trees may not exceed a height of 15 feet elevation. When trees are cut down and effectively removed from the site, each tree shall be replaced with one or more trees that grow approximately 26 feet in height; replacement tree shall be approved by the town.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow to a maximum height of 26 feet; trees with a normal mature height in excess of 26 feet shall be removed to present impacts to views.

*Tract D of Division 4, also known as the Tatoosh Trail site is a view sensitive property.*

1. Maximum tree height approximately 26 feet.
1. Trees may be introduced.
2. Volunteer trees should be removed to prevent impacts to views; work must have prior town approval.

*Tract E of Division 4 is a view sensitive property.*

1. No trees are recommended.
2. Maximum height of vegetation should be approximately 15 feet.
3. Volunteer trees are not permitted to grow.

*The Chambers Trail Site is a view sensitive property.*

1. Maximum tree height approximately 26 feet.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow to a maximum height of 26 feet; trees with a normal mature height in excess of 26 feet shall be removed to prevent impacts to views; work to cut or trim shall have prior town approval.

## 19. Cliff Avenue Waterway

*Location:* Near the neighborhood park found in the Cormorant Passage subdivision.

*Description:* The Cliff Avenue Waterway is a naturally occurring stream. This stream has created a steep ravine that is undevelopable. For this reason, the 6 acre parcel was deeded to the Town by the developers of the Cormorant Passage subdivision in the early 1980s. The waterway empties into Puget Sound at a small outlet often called Grant's Cove.

*Facilities Include:* None

*View Guidelines:* Portions of this open space are view sensitive.

1. With two exceptions, there is no limit to tree height.
  - a. Keep vegetation within 20 feet of Chapman Loop, described as an improved park area, to a maximum height of approximately 26 feet.

- b. The area to the west (adjoining the railroad tracks and toward Ketron Island) vegetation should be kept at approximately 26 feet in height.
2. Volunteer trees are permitted to grow

## 20. *Cormorant Drive/Union Avenue Open Space*

*Location:* The northwest corner of the intersection of Cormorant Drive and Union Avenue.

*Description:* This 2-acre open space consists of four parcels. The middle two parcels include the site of a deactivated Town water well. This well was deactivated in the early 1970's due to poor water quality. It consists of a small clearing where the well facilities once stood. The clearing is surrounded by forest. It is unused at the present time. The other two parcels flank the well site to the north and south. These were dedicated to the Town as open space during the approval of the Cormorant Passage plat.

*Facilities Include:* None

*View Guidelines:* This site is not view sensitive

1. There is no limit to tree height.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow.

## 21. *Community Center Open Space*

*Location:* Near the Steilacoom Community Center, 2301 Worthington Street.

*Description:* Approximately 2.5-acres of wooded open space are found just north of the Community Center. Several trails have been formed over the years and are maintained as such. A new stormwater detention pond was installed within the open space and the adjoining Public Safety building lot in 2004 as part of the reconstruction of Stevens Street and Old Military Road. The disturbed area has been replanted with native vegetation.

*Facilities Include:* Trails. Considerable parking is available.

*View Guidelines:* Not a view sensitive property.

1. There is no limit to tree height. Replace trees as needed with same or similar species to sustain a mixed forest. No clearing or cutting of tree or plant materials.
2. Additional trees may be planted; new trees should be planted on regular schedule to sustain a mixed forest.
3. Volunteer trees are permitted to grow

## 22. *Old Public Works Building Open Space*

*Location:* Just north of the old Public Works building, south of Powell and east of Short Streets.

*Description:* This parcel is .7-acres in size and has no improvements at the present

time.

*Facilities Include:* None.

*View Guidelines:* A view sensitive property.

1. There is no limit to height of existing trees, though they may have portions of the canopies thinned to provide view windows. Future trees on the Short Street right of way should include native or naturalized species that would typically not exceed 26 feet in height.
2. Additional trees may be planted.
3. Volunteer trees should be removed to prevent impacts to views

### 23. *Roe Street Water Tank Site*

*Location:* On Roe Street, just south of Cambridge Drive.

*Description:* This 2.50-acre site contains a pair of large, above ground water storage tanks. The open space not taken up by the tanks serves as a buffer for the adjacent Cambridge and Oxford Court subdivisions.

*Facilities Include:* The area currently contains two picnic areas. Maintained lawn areas include an underground irrigation system.

*View Guidelines:* Not a view sensitive property.

1. There is no limit to tree height. Replace trees as needed with same or similar species to sustain a mixed forest.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow.

### 24. *Boise Cascade Open Space*

*Location:* Between the Cormorant and Executive Court developments.

*Description:* This 8 acre site was purchased from the Boise Cascade Company, and contains forested wetlands.

*Facilities Include:* None

*View Guidelines:* Not a view sensitive property.

1. There is no limit to tree height.
2. Native trees should be planted on a regular schedule to sustain a mixed forest
3. Volunteer trees are permitted to grow.

### 31. *Marietta Park Tracts*

*Location:* Tract A is located along the northern and western border of the Marietta Park development, along the Shannon Street and Steilacoom Boulevard rights-of-way. Tract B is located at the southwestern corner of the intersection of Marietta Street and Rigney Road.

*Description:* Tract A was dedicated to the Town for park and open space purposes with the plat. Tract B was originally privately owned open space, and was acquired by the Town following tax foreclosure in 2005.

*Facilities Include:* None

*View Guidelines:* Tract A is not a view sensitive property. No guidelines have been established for Tract B.

1. There is no limit to tree height. No clearing or cutting of tree or plant materials.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow.

### *32. Sunnyside Heights Tract F*

*Location:* Tract F is located along Steilacoom Boulevard, along the southeastern edge of the plat.

*Description:* Tract F is steeply sloped away from Steilacoom Boulevard, and contains many trees that make up the Tunnel of Trees.

*Facilities Include:* None

*View Guidelines:* No guidelines have been established for Tract F.

### *33. Saltar's Point Open Space*

*Location:* North of the Cormorant development between Cormorant Park on the west and the Boise Cascade Open Space on the east.

*Description:* This area was formerly owned by the Steilacoom Historical School District. It was purchased in 2008 by Pierce County using Conservation Futures funds, and given to the Town as open space. It contains 18.85 acres of forest and forested wetlands, including approximately three acres formerly part of the Saltar's Point Elementary School property.

*Facilities Include:* None

*View Guidelines:* No guidelines have been established for this property.

### *34. B Street Well Site*

*Location:* On the south side of B Street adjacent to the back entrance to Cherrydale School.

*Description:* This one acre site contains a deactivated Town well. The area is forested.

*Facilities Include:* None.

*View Guidelines:* This property is not view sensitive.

1. There is no limit to tree height.
2. Additional trees may be planted.
3. Volunteer trees are permitted to grow

**Trails**

Steilacoom prides itself on being a community of walkers. Sidewalks, pathways, and trails are constructed of various surfaces, including concrete, asphalt, compacted gravel, or soil. Bike lanes are also found along several Steilacoom streets. All existing (and proposed) pedestrian improvements are fully described in the Transportation Element.

The Town initially adopted a *Trails and Pathways Plan* in 1999 to coordinate development of trails and pathways throughout Town. The *Trails and Pathways Plan* will be updated periodically.

**Detailed Descriptions of Indoor Facilities**

**24. Town Hall**

*Location:* 1717 Lafayette Street

*Description:* Built in 1930, this facility was remodeled in 1987, 1998 and again in 2006-7. The 5,245 square foot building is used for Town governmental functions, Town sponsored programs and public and private rentals.

*Facilities Include:* 2,965 square foot main hall with a public address system, 480 sq. foot kitchen (with refrigerator, stove, microwave, and coffee pots), 758 square foot conference room, banquet tables and chairs. The lower level was remodeled to provide office space. The front of the building is landscaped and a sprinkler system was installed in 1990.

*View Guidelines:* The Town Hall is a view sensitive property.

- 1. The existing dogwood should be limited in height to that of the Town Hall roof.
- 2. No additional trees are to be planted on these sites given the existing uses; in the event land uses change, subsequent landscape plans should include trees that would be slow growing and typically not grow larger than 26 feet in height.
- 3. Volunteer trees are not permitted to grow.

**25. Community Center**

*Location:* 2301 Worthington Street.

*Description:* This 13,950 square foot multipurpose building was built in 1981 with Housing and Urban Development funds, and remodeled in 1998. Because of its source of construction funding, the Community Center provides service to all residents within the Steilacoom Historical School District. It is located on a 4-acre wooded lot. The Center houses the town's recreation, payroll and personnel departments, and is used by youth, adults, and senior citizens. This facility is handicapped accessible and is designated as the town's Red Cross Emergency Shelter.

*Facilities Include:* The focus of the Community Center is an auditorium (3,876 square foot) that can be divided into three separate sections. The auditorium has a public address system. Also included is a 450 square foot stage with lighting, a theater size

movie screen, and a production room. The Center also has a fully equipped exercise room, restrooms, staff offices, a workroom, a kitchen, and a lounge with a fireplace.

*View Guidelines:* The site is not a view sensitive property.

1. There is no limit to tree height. Replace trees as needed with same or similar species to sustain a mixed forest.
2. Additional trees may be planted; new trees should be planted on regular schedule to sustain a mixed forest.
3. Volunteer trees are permitted to grow.

### **Facilities Not Owned or Maintained by the Town of Steilacoom**

Approximately 50.5 acres or 33% of the community's total open space and recreational areas are not owned by the Town of Steilacoom. Most of this acreage is owned and maintained by the Steilacoom Historical School District, the rest are jointly owned by the residents of the subdivisions in which they are located. These areas are summarized by the following section.

Steilacoom Historical School District

#### *26. Steilacoom High School*

*Location:* 54 Sentinel Way.

*Description:* The high school was completed in the early 1980s, and was remodeled in 2007. The high school play fields are primarily used for high school athletic events. The school's tennis courts are the highest quality and most used courts in Steilacoom. For the purposes of this element the developed sports fields are included in the community park category.

*Facilities Include:* Steilacoom High School houses grades 9-12 and is located on a 32.5-acre site. This school has 135,891 square feet of space. It has two gymnasiums and a 300-seat auditorium. Outdoor athletic facilities such as a track, tennis courts, and baseball and football fields exist on the school site.

#### *27. Administration Center*

*Location:* 511 Chambers Street

*Description:* In 2014, this building was converted from a school to the School District's administration building.

*Facilities Include:* Adjoining the building to the north is a 1.4 acre softball field. The former middle school football field, located to the east of the building across Sequalish Street is now unused.

#### *28. Saltar's Point Elementary School*

*Location:* 908 Third Street.

*Description:* Saltar's Point Elementary School is the School District's main intermediate grade center, housing students in grades 3-5. For the purposes of this element, the outdoor play area is counted as neighborhood park acreage.

*Facilities Include:* Saltar's Point was rebuilt in 1998 and now has around 53,000 square feet, including 18 classrooms and 1 gymnasium. The school sits on 7.69 acres with 1 soccer/baseball field and a large wooden jungle gym play structure. These outdoor play areas total 3.1 acres in size.

#### 29. *Cherrydale Primary School*

*Location:* 1201 Galloway Street

*Description:* Cherrydale School was built in 1962 and was remodeled in 1998. Kindergarten, first, and second grades are taught here. For the purposes of this element, this outdoor play area is counted as neighborhood park acreage.

*Facilities Include:* The Cherrydale Elementary School is a 40,487 square foot building with 15 classrooms and 1 multipurpose room. The school sits on 7.24 acres with 1 baseball field, 1 covered play area and 1 wooden jungle gym area. The outdoor play areas total 3.4 acres.

### **Dedicated Privately-Owned Open Space**

Although their contribution to Steilacoom's overall open space system is recognized, the following areas are not considered in the analysis of demand and need for open space. These areas are typically part of the subdivisions in which they are located. Although protected as open space, they cannot be improved or accessed in most cases. Provided for informational purposes, the following is a list of such areas:

- Madrona Park Slope Control Easement Areas, 10.00 acres (estimate)
- Chambers Bay Division I Tract A, 2.5 acres (estimate)
- Chambers Bay II Tracts B and C, 4.00 acres
- Shannon Glen Tract A, 1.10 acres
- Southcott Tract A, .30 acres
- Mill Site Picnic Area, .50 acres
- Sunnyside Heights Tracts C, D and G, 1.92 acres
- Executive Court Tracts A, B, C & D; 2.12 acres

A few private developments also maintain on-site recreation facilities for use by the families of those specific developments. Such improvements are typically associated with multifamily complexes. Examples include Village Green (small outdoor swimming pool, tennis court, and unimproved play area), Steilacoom Woods (small children's big toy), Chambers Bay II (pickle ball court and basketball hoop), Sunset Gardens (small outdoor pool and two tennis courts).

## **Regional Facilities**

### *35. Western State Hospital*

*Location:* Western State Hospital is a mental health institution operated by the Washington Department of Social and Health Services. It is located just outside the Steilacoom Town boundary, along the north side of Steilacoom Boulevard. The facilities described below may be open to the public by special arrangement.

*Description:* The recreational facilities described below may be open to the public at certain times and under proper supervision.

*Facilities Include:* Inside facilities include a gymnasium, a four lane bowling alley, one game room, one racquetball court, one weight room and a multipurpose auditorium. Outside facilities include two softball fields, one soccer field, one outdoor pool, and a picnic area with covered shelter, picnic tables and benches.

### *36. Pierce College at Fort Steilacoom*

*Location:* 9401 Farwest Drive SW, just east of Steilacoom.

*Description:* The two-year college is situated on 140 acres next to Fort Steilacoom Park.

*Facilities Include:* Pierce College provides a variety of facilities for citizens in Pierce County. Men's and women's locker room, weight/exercise room, 2 lecture halls, amphitheater, tennis courts, classrooms and parking are available. Most facilities require user fees. The Fitness Center was renovated in 2005.

### *37. Fort Steilacoom County Park*

*Location:* On Steilacoom Boulevard, between Far West Drive and Elwood Drive SW.

*Description:* Fort Steilacoom Park is the largest consolidated regional park facility in Pierce County. At one time, the park site was part of the Western State Hospital complex. This 328 acre park contains a variety of recreation opportunities and experiences.

*Facilities Include:* Softball/baseball fields, open play areas with swings, slides and climbing structures, picnic areas, fitness and horse riding trails, stables, competitive soccer fields and parking. The park also contains Waughop Lake. This lake is circled by a 1 mile asphalt walking/bicycling path.

### *38. Lakes High School*

*Location:* On Farwest Drive, South of Fort Steilacoom Park and Pierce College.

*Facilities Include:* The school maintains a swimming pool that is open for public use. Also found on the school grounds are two ball diamonds, 10 tennis courts, running track, and a football/soccer field.

### *39. Fort Steilacoom Golf Course*

*Location:* Entrance is located at 8202 87th Avenue.

*Description:* The course is owned by Pierce County and operated by a concessionaire.

*Facilities Include:* A 105 acre golf course, 9 holes (par 34), putting green, pro shop, and parking. A Frisbee golf course is also found on site.

#### 40. Forest Park Playfield

*Location:* Entrance is located at 11524 Old Military Road.

*Description:* This 4 acre park was donated to Pierce County in 1955. It is surrounded by residential housing. The park is currently used as a combination soccer and baseball/softball field.

*Facilities Include:* Combination soccer/baseball/softball field, limited playground equipment, and parking.

#### 41. Chambers Creek Canyon Park and Chambers Creek Properties

*Location:* Chambers Creek Canyon Park is located on Steilacoom's northern boundary. The nearest access is found at the bridge that crosses Chambers Creek, adjacent to the paper mill. The Chambers Creek Properties also include the land north of Chambers Bay along Puget Sound.

*Description:* The 200 acre park was dedicated in 1991. It is one component of the 928 acre Chambers Creek Properties. Improvements within the canyon are limited.

*Facilities Include:* Within the park are several miles of maintained and unmaintained trails, wildlife habitat, and wetlands.

The other 700-plus acres of the Chambers Creek Properties include a regional wastewater treatment plant, new championship golf course, maintained trails, a large meadow, and an off-leash dog park. Planned future development include a boat launch, moorage, beach access, picnic areas, play areas, environmental learning center, a boardwalk and more trails.

#### 42. Lakewood YMCA

*Location:* 9715 Lakewood Drive SW in Lakewood.

*Description:* Completed in January 1992, this branch of the YMCA offers many facilities and recreational activities available to Steilacoom residents.

*Facilities Include:* The facility includes multipurpose gyms, indoor running track, handball/racquetball courts, weight rooms, swimming pool, therapy pool, and instructional pool, children's nursery, multipurpose room, and a gymnastics gym. A playfield and sand volleyball court are located outside.

### **Other Monuments**

As the first incorporated town in Washington, Steilacoom has been the site of many important buildings and events. In addition to the Church Bell Monument and the Byrd Mill Road Marker listed under Mini-parks above, three other monuments to historic places have been erected in Town.

*Chambers Mills.* Thomas Chambers opened a grist mill on Chambers Bay in 1850, followed by a sawmill in 1852 and a flour mill in 1855. A monument to these mills is

located on the shoulder of Chambers Creek Road east of the marina.

*First County Courthouse.* The first Pierce County Courthouse was located on Martin Street. A monument to the courthouse is located at 611 Martin Street, west of Perkins Park.

*First Jail.* The first jail in the Territory of Washington was erected in 1858. A monument to the jail is located on Starling Street, just east of the intersection with Main Street.

### **Vacant Land**

Vacant land could be considered for acquisition as park and open space lands. Special consideration should be given to areas within open space corridors illustrated by Figure 3.3 of the Land Use Element, and properties with critical area constraints.

According to the 2014 *Pierce County Buildable Lands Report*, there were approximately 88 acres of public and private vacant land remaining within the Town of Steilacoom in 2012. This represents approximately 6% of the Town's total land area. The vacant land that is not dedicated to open space falls into four categories:

- Unbroken tracts that are not suitable for building because they are wetlands or other critical areas (see Land Use Element Figure 3.3)
- Unbroken tracts that, subject to a study or their natural constraints prior to development, potentially could accommodate development
- Vacant lots that can accommodate one or two housing units or other development
- Vacant lots that, as currently platted and under current zoning, are too small to accommodate a house or other development

## **ANALYSIS OF NEED AND DEMAND**

### **Introduction**

The need and demand for park and recreation facilities and services is often based on a comparison of current and projected population data to a predetermined level of service standards. Such standards are typically described as acres of park/per 1000 residents. Similar methods are used to identify the need for specific types of facilities, such as softball fields. Although national standards are guidelines that provide a framework with which current and future park and recreation deficiencies can be identified, they often do not consider the recreation demands that vary from community to community.

The level of service standards take into account demographic characteristics of the Town and the service levels currently being provided or needed. They also incorporate information collected from local citizens. The resulting service standards reflect community values and existing conditions that are unique to Steilacoom.

### **Park, Recreation, and Open Space Needs**

Park and recreation needs are often identified by comparing existing facilities to national standards such as those of the National Recreation and Park Association (NRPA). In the 1995 plan, the Town adopted the NRPA's suggested LOS criteria. Since that time,

however, the park and recreation field has recognized that a community is better served by determining its own specific priorities than simply adopting national standards.

Figure 9.3 below contrasts current levels of service with NRPA standards for three park categories. These categories are defined earlier in this element. Indicated levels of service are expressed as acres of park/per 1000 residents. Figure 9.3 is based on 25 acres of community parks (including schools); 13 acres of neighborhood parks (including schools); and 0.8 acres of mini-parks.

**Figure 9.3: Comparison of Current and Future Park acreage with NRPA Standards in Acres per 1000 residents**

| Park Classification       | 2010 Census (pop. 5,985) | 2035 Projection (pop. 6,835) | NRPA Standard |
|---------------------------|--------------------------|------------------------------|---------------|
|                           |                          |                              |               |
| <b>Community Parks</b>    | 4.18                     | 3.66                         | 5-8           |
| <b>Neighborhood Parks</b> | 2.17                     | 1.9                          | 2             |
| <b>Mini Parks</b>         | .13                      | .11                          | .25-.5        |

The NRPA standards have several limitations, including no deference to local preferences, no standards for open space, and no recognition of the regional park facilities located on the Town’s northern and eastern boundaries. If the NRPA standards were adopted, Steilacoom would need to provide additional space in each of the three park categories.

**Facilities**

The NRPA has also established standards for specific park and recreation improvements such as softball fields, tennis courts, swimming pools, bicycle trails, and volleyball courts. As example of this type of standard is 1 softball field for every 5000 residents. The NRPA standards are contrasted with Steilacoom's existing level of service for individual improvements in the following table.

Standards for badminton courts, handball courts, ice hockey rinks, field hockey facilities, and golf driving ranges are also provided by the NRPA. Although these facilities are not found within Steilacoom at this time, many of them are available at nearby regional facilities.

**Figure 9.4: Facility Type Standards**

| Facility                | Number | 2010 # per population (5,985) | 2035 # per population (6,835) | NRPA Standard |
|-------------------------|--------|-------------------------------|-------------------------------|---------------|
| Basketball (Full Court) | 1      | 1:5985                        | 1:6835                        | 1:5000        |
| Tennis                  | 8      | 1:748                         | 1:854                         | 1:2000        |
| Volleyball (sand)       | 2      | 1:2992                        | 1:3417                        | 1:6000        |
| Baseball                | 1      | 1:5985                        | 1:6835                        | 1:5000        |
| Football                | 1      | 1: 5985                       | 1:6835                        | 1:20000       |
| Soccer                  | 1      | 1:5985                        | 1:6835                        | 1:10000       |
| Running Track           | 1      | 1:5985                        | 1:6835                        | 1:20000       |
| Adult Softball          | 1*     | 1:5985                        | 1:6835                        | 1:5000        |
| Youth Softball          | 4*     | 1:1496                        | 1:1708                        | NA            |
| Multi-Use Courts        | 4      | 1:1496                        | 1:1708                        | 1:10000       |
| Community Center        | 1      | 1:5985                        | 1:6835                        | NA            |

*\*One softball field at the Pioneer School is counted as both a youth and adult facility.*

Meeting NRPA standards would require the Town to add an additional full basketball court, baseball diamond and adult softball diamond. However, if these facilities were added, the Town would provide more facilities than called for by the NRPA. These figures reflect only what is available within the Town limits, and do not include the facilities available at regional facilities outside Town. For instance, the four baseball/softball fields and 5 soccer fields at Fort Steilacoom Park are utilized by Town residents.

### **Demand for Recreational Opportunities**

Whereas the need for park and recreation facilities is identified through level of service standards, the demand for park and recreation facilities refers to the preferences of

local residents and the ability of the current park and recreation system to meet these preferences. Though difficult to quantify, the goals and policies of this element clearly give an indication of the recreational priorities of Steilacoom residents. Recreational preferences and priorities can also be determined through the collection of citizen input through oral and written survey, further analysis of population characteristics, and level of participation in existing recreation programs that utilize park and recreation facilities. Also considered in the analysis of demand are service area deficiencies and the condition of existing facilities. Service area deficiencies can be used to identify neighborhoods that do not have convenient access (within  $\frac{1}{3}$  mile) of an existing park or recreation facility.

#### *Expressed Demand for Park Improvements, Facilities or Programs Not Currently Provided.*

In 2003, 2005, and 2007 the Town surveyed Town residents in part to determine what park, recreational and open space activities and facilities were wanted by Town residents. At the top of the list of recreational activities favored by the residents were walking, hiking and running. Not surprisingly, completion of an integrated walking path system through Town was strongly supported.

#### *Existing Facilities and Town-Sponsored Park and Recreation Programs*

The Town sponsors a number of recreational programs which make use of the parks and other Town facilities, and the school fields. Additionally, the Town's facilities are used by other organizations for recreational programs.

The Community Center hosts a toddler program, gymnastics, karate, scouting, before and after school programs and summer camps for youths. For adults, the Center has several exercise and dance programs. The Center has a program for adults including lunches, health checkups and recreational tours.

The Town sponsors indoor soccer, baseball, and other seasonal sports activities for youth, utilizing the Town and school facilities. With the addition of new ball field facilities at Fort Steilacoom Park, the availability of ball fields in the region has been increased.

Responses to the 2005 survey indicated that residents support more programs for youth and seniors, without specifying the types of programs desired. Responses to the 2007 Needs Assessment questionnaire indicated strong support for youth and senior programs, with various types of exercise the clear favorite types of programs. Further research is needed to make decisions about which programs to offer.

#### *Convenient Access to at Least One Improved Park or Recreation Facility*

The Town considers that its residents have convenient access if their residence is between  $\frac{1}{4}$  mile and  $\frac{1}{3}$  mile from a developed park. Most areas in Town are convenient to developed parks. The largest underserved area is west of Farrell's Marsh.

## **Regional Factors**

The increasing expense of operating and maintaining parks has led to inter-jurisdictional cooperation to develop regional parks. Beginning in 2005, the Town joined with the City of Lakewood and Pierce County to fund improvements for Fort Steilacoom Park. The City of Lakewood now operates and maintains this State-owned 328 acre site. Fort Steilacoom Park is immediately adjacent to the Town's eastern boundary and contains 5 soccer fields, 4 baseball/softball diamonds, hiking and equestrian trails, picnic areas and a large child's play area.

The Town has also been involved in the planning for Pierce County's Chambers Creek Properties, located immediately north of the Town. The properties contain the regional sewer treatment plant and other County buildings. The County is developing the remaining property into parkland according to a master plan. The area is described above.

## **Level of Service Standards**

The following level of service standards reflects consideration of the preceding analysis of demand and need. These standards will require additional review and revision to keep pace with changes in population characteristics and recreational preferences of Steilacoom residents.

In none of the recent surveys did the respondents request new large park areas. There seems to be general satisfaction with the amount of area devoted to parkland within Town. Instead, the survey respondents focused on development of new facilities and programs within the existing parks, as well as a trail system. There has also been an expression of support for additional passive open space.

The two large regional parks, Chambers Creek and Fort Steilacoom, provide similar recreational experiences as the Town's community and neighborhood parks and are located literally on the Town's borders. The regional parks cannot replace Town parks on a 1-for-1 basis since they are not under Town control and are less easily accessible to Town residents than Town facilities. Nonetheless, the two parks provide 1250 acres of park area, and no doubt mitigate the need for additional active parkland within Town.

Therefore, the Town's LOS reflects the Town's needs as opposed to the NRPA's suggested standards, especially in setting the LOS for community and neighborhood parks. These standards are subject to periodic review and revision as the needs of the community evolve.

LOS standards reflect the minimum acceptable acreage for each category. Parks and open space enhance the quality of life, and having more acreage than required under the LOS standards is desirable. The Town should acquire more land in each category if the circumstances are favorable.

**Figure 9.5: Minimum Level of Service Standards**

| Park Classification       | Town Level of Service Standard | Acres of parkland | Park acres per 1,000 population |              |
|---------------------------|--------------------------------|-------------------|---------------------------------|--------------|
|                           |                                |                   | 2010 (5,985)                    | 2035 (6,835) |
| <b>Community Parks</b>    | 3 acres per 1,000 population   | 25                | 4.1                             | 3.6          |
| <b>Neighborhood Parks</b> | 1 acre per 1,000 population    | 13                | 2.2                             | 1.9          |
| <b>Mini Parks</b>         | .10 acres per 1,000 population | .8                | .13                             | .12          |
| <b>Open Space</b>         | 15 acres per 1,000 population  | 111.99            | 18.7                            | 16.4         |

**Summary of Need and Demand**

The statements below summarize several priorities that have been identified from the preceding discussion of the need and demand for park and open space facilities in Steilacoom.

- The Town’s current inventory of parks and open space exceeds the LOS for the foreseeable future. However, as the Town’s population increases, more park and open space area will become necessary. The Town must investigate opportunities to acquire park and open space as those become available.
- Only a few Steilacoom residences are greater than 1/3 mile from an improved park facility. The vast majority of the Town’s residential areas have convenient access to developed parks.
- Many park and recreational opportunities are provided by properties and improvements owned and maintained by the Steilacoom Historical School District, and by the regional parks located on the Town’s borders.
- There is considerable public support for a Town-wide interconnected trail/pathway system. This non-motorized circulation system would be used for both transportation and recreation. It would integrate bicycle lanes, sidewalks, and trails.
- Undeveloped open space clearly makes a substantial contribution to the character of the community. The loss of this open space to housing development is a concern voiced by many Steilacoom residents. The Fifth Street Waterway and Tunnel of Trees are most often mentioned as high value open spaces that should be protected from development if possible. Surplus School District property may provide opportunities for additional open space. The Town should

be ready to acquire additional open space as opportunities arise.

- The Town supports a variety of recreational opportunities. Surplus School District property may provide opportunities for additional recreational facilities.
- Further analysis is required to document the recreational preferences of Steilacoom residents.

## **Six Year Capital Improvement Program**

Briefly outlined below are a description of projects and funding sources that make up the Town's six-year capital improvement program (CIP) for parks, recreation and open space.

### **2015**

Saltar's Point Beach Entrance. The Town will landscape around the new Saltar's Point Beach pedestrian overpass. Funding is from Town sources.

Cherrydale Playground. The Town will create a playground designed for younger children at Cherrydale Park. The playground will include age-appropriate structures and toys for children 3 to 5 years of age. Funding is from Town sources.

### **2016**

Play structures at various parks. Upgrades and replacement structures will be made in Perkins Park, Cormorant Park and other parks as necessary. Funding is from Town sources.

### **2017**

Trail enhancement in Farrell's Marsh Park. Improvements to the trail and signage system in the Marsh will be made which may include a pedestrian bridge over the creek, wetland observation area, and a boardwalk along the south end of the park. Improvements will follow the guidance of the Farrell's Marsh Management Plan, *How do we keep it natural?* (Bruce Dees and Associates, 1998). Funding is from Town sources.

### **2018**

Sunnyside Beach enhancements. Improvements will be made to the playground equipment, volleyball court and picnic areas. Efforts at shoreline stabilization may be undertaken as necessary. Funding is from Town sources.

### **2019**

Town wide trail/path enhancements. Improvements to trails and paths throughout town including interpretive and directional signage. Improvements will follow the guidance of the *1999 Trails and Pathways Plan*, or as updated. Funding is from Town sources.

### **2020**

Fishing dock & boat float enhancement. Repair and replace as necessary the pilings and walking surfaces of the dock and float. Funding is from Town sources.

Railroad depot. The project includes the acquisition and development of the historic train depot on Commercial Street. Funding is from third party sources including grants and awards.

### **Opportunities for Funding**

The Town of Steilacoom will use the voter approved 1/10th of 1 cent sales and use tax for each year of the CIP. The remainder of proposed funding is through interest, third party funding such as grants and awards, the Real Estate Excise Tax (REET) or the general fund.

There are three major funding sources that will be used to implement the CIP. Amounts from each source may vary from year to year. Exact amounts will be determined annually, as more precise funding levels are identified and considered for approval during development of the Town's capital budget. The level at which grant funding will be available cannot be known with certainty. Shortfalls that may occur if third-party funding does not materialize in a given year may be made up through a combination of the REET and Town of Steilacoom General Fund.

If third party funding is not available and local resources are not sufficient, the identified projects may be deferred or eliminated.

#### *Town of Steilacoom General Fund*

The Town of Steilacoom has not appropriated funds from the general fund for park and recreation capital improvements in recent years. General fund monies are used for the maintenance of existing facilities. This element assumes that no appropriations from the general fund will be approved for the years 2008-2013 to fund park capital facilities.

#### *Real Estate Excise Tax*

The real estate excise tax is collected at the time real property changes ownership. As provided for by state law, the Steilacoom Town Council has directed that 1/4 of 1 % of this tax be deposited in a land acquisition fund and reserved for the acquisition of property. In the future, this funding source may also be used to provide capital improvements. It is estimated that this tax will generate approximately \$110,000 annually.

#### *Grant and Award Programs*

Many projects described in the CIP are potentially eligible for grant and award programs administered by county, state, and federal agencies. It is anticipated that the Town will be competitive in obtaining grant money for several of the capital projects being contemplated. Most of the grants found on the following partial list would require some type of local match from the Town of Steilacoom. Often, one park project may be eligible for two or more grants.

- Washington Department of Ecology Coastal Zone Management 306 and 306A Grants
- Washington Department of Natural Resources Aquatic Lands Enhancement

#### Account (ALEA)

- Washington Department of Natural Resources Wetland Stewardship Program
- Washington State Recreation and Conservation Office Grant programs
- Washington State Parks and Recreation Commission Grants
- Centennial Clean Water Fund
- Pierce County Conservation Futures Program

#### *Other Funding Sources*

Many debt financing, local multipurpose levies, single purpose levies, and non-levy financing mechanisms are identified and described in the Capital Facilities Element of the *Comprehensive Plan*. These mechanisms can be utilized to fund public facilities, including park acquisition and improvement projects. Additional funding opportunities follow.

#### *Private Donations or Dedications*

Donations can be in the form of outright gifts of property, time, site furnishings, or funds for recreational purposes. Dedications usually refer to conveyances of real estate to the Town for a specific use as indicated on the final plat of a subdivision. Some cities require developers to dedicate this property for parks. Another option is to allow a fee to be paid in lieu of dedicating land (Parks Impact Fee).

#### *User Fees*

User fees are levied on participating individuals and groups when using certain facilities. Such fees are used to offset the cost of operating and maintaining the facilities. Presently, user fees are collected for public reservation and use of the Community Center, Town Hall, Sunnyside Beach picnic shelter, and Robert Anderson Bandstand. Fees are reduced and/or waived for some facilities for other agencies, community groups, and Town residents. Currently, user fees are deposited into the general fund and help defray a portion of the cost of facility and park maintenance.

#### *Conservation Easements or Public Purchase of Development Rights*

Usually in a form similar to a contract, easements are grants of property rights and/or public access to specific privately owned land. These arrangements require the cooperation and participation of the owner(s). Depending on the circumstances, owners can be compensated in exchange for development rights. Participating property owners are often eligible for significant reductions in property and estate tax assessments.

#### *Cooperative or Joint Use Agreements*

These agreements would establish a more clearly defined and proactive working relationship with entities that provide recreational opportunities other than the Town of Steilacoom. Examples include the Steilacoom Historical School District, Pierce County, and owners of private boat marinas.

### *Adopt-a-Park Program*

The Town's Adopt-a-Park Program allows residents to take a more active role in the appearance of their neighborhood while providing an opportunity to somewhat reduce maintenance costs.

## GOALS AND POLICIES

The following goals and policies are statements of purpose that the Town of Steilacoom wishes to accomplish. As such, they can and should be used to evaluate their achievement throughout the life of this element. They are consistent with the Land Use Element, *County-Wide Planning Policies for Pierce County*, and the Washington Growth Management Act. Perhaps more importantly, the goals and policies reflect the desire of the community to make available a variety of park and recreation experiences for all residents of the local service area.

The development of goals and policies for this element was initiated by the five Planning Advisory Committees (PACs) in the 1990s, and has been carried forward with minor adjustments to reflect changes since their original adoption.

### ***PROS Goal 1: The Town shall provide ongoing recreational facilities and programs.***

**Policy PROS 1.1.** The Town shall continue to provide a variety of programs and services based on demographic characteristics and recreational needs of the community. Surveys, analysis of current census data and other methods of assessment should be used to identify characteristics and preferences.

**Policy PROS 1.2.** The Town should either host or make Town facilities available for a wide variety of seasonal activities and cultural events open to all age groups and ability levels, such as the Fourth of July Celebration and the Concert in the Park Series. The Town should assist civic groups that wish to sponsor community events.

**Policy PROS 1.3.** To the maximum extent reasonable, new and upgraded park and recreation facilities and services should be accessible to physically challenged people as per the Americans with Disabilities Act.

**Policy PROS 1.4.** Provide adequate funding and administer appropriate user fees for the maintenance and operation of the Town's recreational facilities and services.

### ***PROS Goal 2: Procure property throughout Town to be used for passive and active recreational opportunities.***

**Policy PROS 2.1.** Evaluate the park level of service standards every three to five years to reflect the projected needs of the community so that current park and recreation system deficiencies can be identified on a regular basis.

**Policy PROS 2.2.** Develop a capital improvements program to purchase property to correct identified short and long term park and recreation deficiencies.

**Policy PROS 2.3.** Acquire and improve outdoor recreational facilities to meet the need and demand for a variety of recreational experiences. Examples include

community, neighborhood, and mini parks.

**Policy PROS 2.4.** Explore potential opportunities to identify, obtain, enhance, and improve the Town's unique natural areas. The protection of these areas may allow the preservation of sensitive environmental resources, while providing opportunities for park and recreation facilities. Examples include, but are not limited to, the Boise Cascade wetlands, shoreline areas, waterway corridors, and the distinctive entrances to Town like the Tunnel of Trees, Old Military Road, and the tree canopy along Union Avenue.

**Policy PROS 2.5.** Explore alternatives to public purchase of property and facilities to help meet the future recreation and open space needs of the community. These alternatives may include flexible zoning, conservation easements, transfer of development rights, donation, and current use assessment.

**Policy PROS 2.6.** Land development regulations found in the Steilacoom Municipal Code should include measurable provisions requiring dedication of open space in new subdivisions.

**Policy PROS 2.7.** The Town will consider retaining vacant publicly owned property as open space when such property becomes available for purchase.

**Policy PROS 2.8.** The Town will seek to establish a contiguous trail system throughout Town.

**Policy PROS 2.9.** Land development regulations will require future developments to provide walkways, trails, paths or sidewalks connecting the new development with contiguous areas.

**Policy PROS 2.10.** Land development regulations will require future developments to retain and improve trails and pathways identified in the current Town Trails and Pathways Plan.

***PROS Goal 3: Actively seek control of the shoreline for active and passive recreational use.***

**Policy PROS 3.1.** Manage shoreline resources through the continued administration and amendment of the Steilacoom *Shoreline Master Program* with emphasis on public access, conservation and both active and passive recreational uses.

**Policy PROS 3.2.** Explore all opportunities to increase public access to the shoreline. Strategies that should be considered include: use of unimproved public street right-of-ways and permanent acquisition of privately-owned land.

**Policy PROS 3.3.** Public/private cooperative uses of the shoreline should be encouraged. Such efforts should involve the mill property, Burlington Northern Santa Fe Railway, Pierce County and other public and private entities.

***PROS Goal 4: Enhance, create, and maintain a Town wide, interconnected trail system.***

**Policy PROS 4.1.** Incorporate multi-use trails and other pedestrian improvements in any new street development or redevelopment and within existing street rights-of-way. Such improvements should be consistent with the Transportation Element of the *Steilacoom Comprehensive Plan* and the Trails and Pathways Plan, linking existing trail segments, sidewalks, and bike paths whenever possible. Safety, accessibility, bicycles, and relationship to other modes of transportation should all be given consideration in planning and design of walks and paths.

**Policy PROS 4.2.** Sidewalks, trails and pathways should be permanently constructed as streets are upgraded or as funding becomes available.

**Policy PROS 4.3.** Coordinate with neighboring jurisdictions to link bike and walking trails to University Place, Lakewood, DuPont and Fort Steilacoom.

**Policy PROS 4.4.** Publish and maintain a map or guidebook illustrating Steilacoom's non-motorized circulation system.

**Policy PROS 4.5.** Consider installing fitness stations in parks and along pathways.

***PROS Goal 5: Provide and plan for the maintenance and upkeep of all parks, trails, and recreational areas.***

**Policy PROS 5.1.** Create and implement a maintenance plan and policies to ensure consistency in park/trail maintenance and staff needs.

**Policy PROS 5.2.** Organize and supervise citizen volunteer groups and other service organizations to assist in the maintenance of parks and trails.

**Policy PROS 5.3.** Educate the townspeople on the importance of taking care of their recreational areas, shorelines, parks, trails and open space.

**Policy PROS 5.4.** Install professional, consistent signing in all parks.

**Policy PROS 5.5.** Provide for the safe use of park and recreation facilities by routine inspections and adequate funding for safety improvements. Specific improvements that should be considered to increase safety include fencing and lighting.

**Policy PROS 5.6.** Pursue cooperative projects with Burlington Northern Santa Fe Railway to provide and maintain safe pedestrian crossings in high use areas.

***PROS Goal 6: Encourage joint use/cooperation with neighboring localities and other interest groups.***

**Policy PROS 6.1.** Allow for the use of school playgrounds as neighborhood and community parks in the overall park system of the Town.

**Policy PROS 6.2.** Work with the Steilacoom Historical School District to develop a joint use agreement that coordinates and provides for: use of school facilities, maintenance needs, equipment, staff, and identified improvements to school facilities.

**Policy PROS 6.3.** Opportunities to establish mutually beneficial joint use/cooperative agreements and financial support with other public and private agencies and institutions should be explored as a way to address local and regional recreation needs. Examples of groups include Pierce County, the cities of University Place, Lakewood and DuPont, Western State Hospital Lakewood YMCA, State of Washington Departments of Corrections, Ecology, Fish and Wildlife and Natural Resources, Recreation and Conservation Office, local Native American tribes, community service organizations and local school districts.

**Policy PROS 6.4** The Town shall explore opportunities for cooperative planning with adjoining jurisdictions on opportunities to enhance parks, open spaces, trails and bicycle lanes.

***PROS Goal 7: Research and actively secure funding from public and private sources for new recreational facilities, programs, and improvements.***

**Policy PROS 7.1.** Increase public awareness of the Town Trust Fund for donations.

**Policy PROS 7.2.** Budget staff time to seek and develop appropriate grant applications.

**Policy PROS 7.3.** Establish conditions or criteria under which a limited number of revenue generating concessions such as sports equipment, dive rentals, food, and refreshments could be allowed.

***PROS Goal 8: Create a public process to review park and recreation needs and proposed policy changes.***

**Policy PROS 8.1.** The Planning Commission shall solicit public participation when reviewing park planning, funding, and implementation programs and procedures. Input from youth and youth groups should be specifically targeted.

**Policy PROS 8.2.** The Town Council should regularly review fee schedules for facilities, services, or equipment necessary to accommodate public and private events.

**Assessment of Progress Toward Goals**

To measure the Town's progress toward achieving the Parks, Recreation and Open Space Element's Goals and Policies, the Town staff shall annually compile and issue a report containing the following information:

- A description of land or development rights acquired for park or open space purposes

- A description of capital projects completed, undertaken, or not undertaken
- A description of funding sources for capital projects and programs
- A description of Town-sponsored recreational programs, including the number of persons participating, the demographics of the groups involved, the cost of the program, and other data
- A description of user and/or citizen surveys for existing recreational programs
- A description of user and/or citizen surveys for proposed recreational programs
- A description of interjurisdictional and regional interactions concerning parks, open space, and recreational projects and programs

This report shall be presented to the Planning Commission and Town Council. The report may be used as a basis for revision, refinement or enhancement of the Comprehensive Plan and implementing regulations.

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