

**Town of Wilkeson  
COMPREHENSIVE PLAN  
2002-2022  
Wilkeson, Washington**



**Kask Consulting, Inc.  
Mercer Island, Washington**

**29 December 2005**

# COMPREHENSIVE PLAN

2002-2022

Town of Wilkeson

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# Chapter 1

## INTRODUCTION

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

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

1. Introduction
2. State Requirements
3. County-Wide Planning Policies
4. Definition of Terms
5. Planning Process
6. Community Profile
7. Vision
8. Shorelines
9. Critical Areas
10. Land Use
11. Housing
12. Parks and Recreation
13. Economic Development
14. Utilities
15. Transportation
16. Capital Facilities
17. Siting Essential Public Facilities

The Comprehensive Plan will guide the zoning ordinance, the critical areas protection ordinance, the environmental protection ordinance, the subdivision ordinance, the capital

improvements program, and other legal and administrative actions that shape the physical community. Those legal instruments are required to implement this plan, and therefore, must be consistent with the adopted Comprehensive Plan.

## Chapter 2

# STATE REQUIREMENTS

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

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

Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

9. **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
10. **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen Participation.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public Facilities and Services.** Ensure that public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

The principal focus of the Growth Management Act (GMA) is the comprehensive plan, which the applicable counties and municipalities must adopt. The Town of Wilkeson adopted its GMA Comprehensive Plan in June 1995. In the year 2002, the Town began a major review of the adopted Comprehensive Plan with a view to have it updated before the legislatively established deadline of December 2004. In addition to updating the Comprehensive Plan, counties and municipalities must also update their land development regulations and critical areas ordinances. The Act specifies mandatory plan elements as follows:

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

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

1. comprehensive plans and the planning goals identified in RCW 36.70A.020
2. municipal and county comprehensive plans

3. the comprehensive plans of each municipality and county with those of neighboring municipalities and counties
4. the elements within comprehensive plan (internal consistency)
5. the comprehensive plan and development regulations
6. the comprehensive plan and capital budgets
7. state agency actions and municipal and county comprehensive plans

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

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

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

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



## Chapter 3

# COUNTY-WIDE PLANNING POLICIES

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

1. implement RCW 36.70A.110
2. promote contiguous and orderly development and provision of urban services to such development
3. provide for public capital facilities of a county-wide or state nature
4. provide for county-wide transportation facilities
5. consider the need for affordable housing
6. provide for joint county and city, town planning within urban growth areas
7. provide for economic development and employment
8. analyze fiscal impact.

To develop county-wide planning policies, Pierce County and its municipalities entered into an Interlocal Agreement. The Agreement provided for a Steering Committee, which received support from consultants and a Growth Management Coordinating Subcommittee. The Steering Committee promulgated the County-Wide Planning Policies for Pierce County, and a 60% majority or more of the affected local governments ratified them. The County-Wide Planning Policies in Pierce County have been amended from time to time.

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

- Affordable Housing
- Agricultural Lands
- Economic Development and Employment
- Education
- Fiscal Impact
- Historic, Archaeological, and Cultural Preservation
- Natural Resources, Open Space, and Protection of Environmentally Sensitive Lands
- Siting of Public Capital Facilities of a County-Wide or State-Wide Nature
- Transportation Facilities
- Urban Growth Areas
- Amendments and Transition

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

## Chapter 4

# DEFINITIONS

### 4.1 DEFINITION OF TERMS

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

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

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

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

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

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

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

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

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

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

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

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

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

**Coordination:** consultation and cooperation among jurisdictions.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Mobile Home:** a structure transportable in one or more sections; that in the traveling mode is eight feet or more in width or 32 feet or more in length; or when erected on site, is 320 square feet or more in area; built on a permanent chassis; designed to be used as a dwelling unit, with or without permanent foundation, when connected to the required utilities- which contains plumbing, heating, and electrical systems.

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

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

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

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

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

- a. Pastoral or recreational open spaces that serve active or passive recreational needs, e.g., federal, state, regional and local parks, forests, historic sites, etc.
- b. Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, which can be protected through open space, e.g., critical areas, airport flight zones, wellfields, etc. This category is sometimes referred to as "health and safety" open space.

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

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

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

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

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

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

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

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

**Regional Transportation Planning Organization (RTPO):** the voluntary organization conforming to RCW 47.80-020, consisting of local governments within a region containing one or more counties which have common transportation interests.

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

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

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

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

**Shall:** a directive or requirement.

**Should:** an expectation.

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

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

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

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

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

**Transportation Demand Management Strategies (TDM):** strategies aimed at changing travel behavior rather than at expanding the transportation network to meet travel demand. Such strategies can include the promotion of work hour changes, ridesharing option, parking policies, and telecommuting.

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

**Urban Growth Area:** those areas designated by a county pursuant to RCW 36.70A.110.

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



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

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

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

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

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

## 4.2 ACRONYMS

<b>BPA</b>	Bonneville Power Administration
<b>CBD</b>	Central Business District
<b>CDBG</b>	Community Development Block Grant
<b>CFP</b>	Capital Facilities Plan
<b>CIP</b>	Capital Improvement Program
<b>DCD</b>	Washington State Department of Community Development

<b>DOE</b>	Washington State Department of Ecology
<b>DNR</b>	Washington State Department of Natural Resources
<b>DSHS</b>	Washington State Department of Social and Health Services
<b>EIS</b>	Environmental Impact Statement
<b>EPA</b>	U.S. Environmental Protection Agency
<b>FHA</b>	Federal Aviation Administration
<b>FCC</b>	Federal Communications Commission
<b>FERC</b>	Federal Energy Regulatory Commission
<b>FRA</b>	Federal Housing Administration
<b>GIS</b>	Geographic Information Systems
<b>GMA</b>	Growth Management Act
<b>HOV</b>	High Occupancy Vehicle
<b>HUD</b>	U.S. Department of Housing and Urban Development
<b>LID</b>	Local Improvement Districts
<b>LOS</b>	Level of Service
<b>MPO</b>	Metropolitan Planning Organization
<b>OFM</b>	Washington State Office of Financial Management
<b>PSRC</b>	Puget Sound Regional Council
<b>PUD</b>	Public Utility District
<b>PWTF</b>	Public Works Trust Fund
<b>RCW</b>	Revised Code of Washington
<b>RTPO</b>	Regional Transportation Planning Organization
<b>SEPA</b>	Washington State Environmental Policy Act

<b>SIC</b>	Standard Industrial Classification
<b>TIB</b>	Transportation Improvement Board
<b>UGA</b>	Urban Growth Area
<b>ULID</b>	Utility Local Improvement District
<b>WAC</b>	Washington State Administrative Code
<b>WDOE</b>	Washington State Department of Ecology
<b>WSDOT</b>	Washington State Department of Transportation
<b>WUTC</b>	Washington State Utilities and Transportation Commission

## **Chapter 5**

# **PLANNING PROCESS**

## **5.1 PLAN UPDATE REQUIREMENT**

The Town of Wilkeson is required to update its Comprehensive Plan and Development Regulations by 1 December 2004. The Washington State Legislature in the year 2002 amended RCW 36.70A.(130) by establishing the update deadline and further requiring that the Comprehensive Plan and Development Regulations be updated at a seven-year interval thereafter. The required amendment also mandates that the Comprehensive Plan contain an Economic Development Element and a Parks and Recreation Element. Previously, these two elements were optional elements to be included in the Comprehensive Plan at the discretion of the Town.

## **5.2 EXISTING PLAN**

The Town of Wilkeson began to prepare its Comprehensive Plan in 1993, after the State Legislature adopted Growth Management Act, RCW 36.70A, took affect. The Town Council assigned the task of preparing a draft Comprehensive Plan to the Wilkeson Planning Commission. The Planning Commission, after extensive public review, presented a draft Comprehensive Plan to the Town Council. The Town Council, in turn, held public hearings on the draft Plan and in June 1995, adopted the Wilkeson Comprehensive Plan. The Comprehensive Plan work was followed by updating the Town's Zoning Code. Upon the Planning Commission's recommendation, the Town Council on 21 July 1998 adopted the revised Unified Development Regualtions.

In 2001, the State Legislature mandated that Comprehensive Plans must be updated. The Legislature amended that mandate in 2002 and again in 2003. Wilkeson's Comprehensive Plan must be updated by 1 December 2004. There is a good reason for updating the Comprehensive Plan. The population of the Town has grown from 370 persons in 1990 to 550 persons in 2002. As a result, a number of new housing units have been built in the Town.

## **5.3 PLAN UPDATE PROCESS**

In general, the Growth Management Act requires a deliberate update process that includes three basic steps: 1) review of relevant plans and regulations; 2) analysis of need for revisions; and 3) adoption of appropriate resolutions and/or amendments. The Town of Wilkeson began its Comprehensive Plan update process in 2002 and completed it in 2004.

5.3.1 Role of the Planning Commission. The Town Council assigned to the Planning Commission the responsibility to prepare and present to the Town Council and the public an updated draft Comprehensive Plan and Development Regulations. The Planning Commission, in a methodical and deliberative way, has gone through each element of the existing Comprehensive Plan and has proposed amendments to bring the document up to date with changes in the man-made environment and changes in the regulations, particularly as they relate to the protection of the natural environment. The Planning Commission completed its work on updating the Comprehensive Plan on \_\_\_\_\_ and presented a draft to the Town Council and the citizens of Wilkeson for their review and comment.

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

5.3.3 Public Participation. The Growth Management Act stresses the importance of public participation or public involvement. It does not specify just how it is to be carried out, but calls for cities, towns and counties to "go the extra mile" in involving citizens in the planning process. The Town of Wilkeson chose to conduct two public hearings after the Planning Commission finished a draft of the Comprehensive Plan. One public hearing was conducted on a weekday evening and the other on a Saturday. After the two public hearings, the Planning Commission made revisions to the draft Comprehensive Plan and submitted a revised draft to the Town Council for their review. The Town Council, in turn, conducted two public hearings on the Planning Commission submitted revised draft Plan. The Town Council ordered further adjustment to be made to the draft Plan by the Planning Commission, before final adoption of the updated Comprehensive Plan by the Town Council. A similar public review process was carried out for updating the Development Regulations. (Norte: the above paragraph needs to be reviewed and possibly rewritten at the conclusion of the plan update process)

5.3.4 State Review. All locally adopted comprehensive plans and development regulations are sent to the Washington State Office of Community Development for their review. The Office of Community Development reviews the submitted plans to assure their compliance with the Growth Management Act. The 1995 Wilkeson Comprehensive Plan received accepted by the State without requiring any adjustments or modifications.

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

## Chapter 6

# COMMUNITY PROFILE

### 6.1 HISTORY

Wilkeson was incorporated as a municipality on 10 July 1909. Coal had been discovered thirty-five years before, in 1874. The Flett brothers and their brother-in-law, Mr. Gale filed a claim on Flett or Gail Creek above the present Town of Wilkeson. The coal extracted from the mines as of excellent quality. The Northern Pacific Railroad had been searching for a coal source near to the western terminus of the continental line. In 1877, the railroad built branch line from Tacoma to Wilkeson. The community at the terminus of this line was named Wilkeson, in honor of the Secretary of the Railroad Company, Samuel Wilkeson. In the 1880's and 1890's additional coal veins were discovered. It was reported that one "hill" of coal contained nine million cubic yards of cal, enough to take 50 years to mine at the present rate.

In 1893, the Wilkeson Coal and Coke Company operated the mines for the Northern Pacific Railway Company. Additionally, the Tacoma Coal and Coke Company built the coke ovens and began manufacturing coke in Wilkeson in 1885. Coke is the carbon residue of coal after it is burned, releasing the coal tar and coal gases. It is manufactured by "cooking" the coal in coke ovens to remove the unwanted substances.

The town prospered and reached a population of 2,000 by the early 1900's. In the 1920's and 1930's, the demand for Wilkeson coke declined as better quality coke became available, and as the nationwide demand for cal and coke declined. The decrease in demand for coal resulted in a decline of population from Wilkeson and the area. The existing coke ovens are on the National Register of Historic Places.

In 1908, the Walker Cut Stone Company began quarrying activity at the Wilkeson stone quarry. Because Wilkeson Sandstone is the only sandstone quarried in this country that does not absorb water, it has been used in construction of numerous public and private buildings throughout the United States. Some of these buildings include Washington Temple of Justice, the Washington Capital Dome, the Wilkeson School, and the current Wilkeson Town Hall. The Wilkeson Quarry is on the National Register of Historic Places.

## 6.2 GEOGRAPHIC SETTING

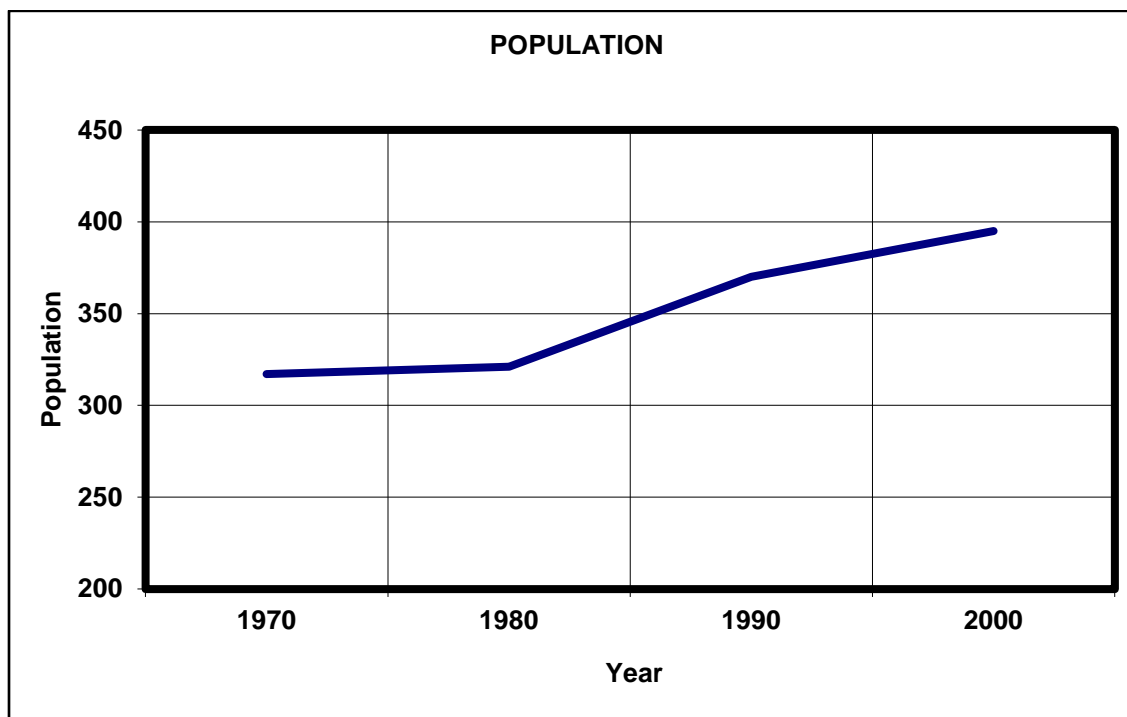
The Town of Wilkeson is located in southeastern Pierce County, along the shores of Wilkeson of Gale Creek and along the road leading to Mount Rainier National Park. The Town of Wilkeson is a small urban community surrounded by forestland and by farmlands to the north. The current population of the Town of Wilkeson is in excess of 400 persons. State Highway 165 connects the Town of Wilkeson with communities in Eastern Pierce County, such Buckley, South Prairie and Carbonados. Wilkeson connects to the City of Boney Lake, Sumner and Tacoma via State Highway 410.

## 6.3 POPULATION

The U.S. Census reports that population of Wilkeson has grown from 317 persons in 1970 to 395 persons in the year 2000. The Washington State Office of Financial Management estimates Wilkeson's population to be 440 in 2005. Population growth for Wilkeson is shown graphically in Figure 6-1 and in table form in Table 6-1.

**Figure 6-1**

**Wilkeson Population**

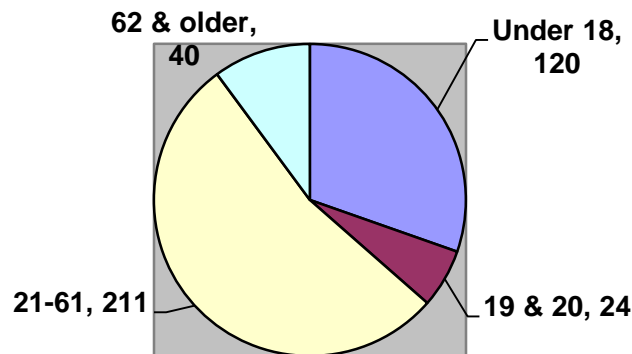


**Table 6-1**  
**Wilkeson Population**

<b>Year</b>	<b>Population</b>
<b>1970</b>	<b>317</b>
<b>1980</b>	<b>321</b>
<b>1990</b>	<b>370</b>
<b>2000</b>	<b>395</b>
<b>2005</b>	<b>440</b>

From 1970 to 2005, population in Wilkeson increased by 123 persons or 38.8 percent. The 2000 U.S. Census reports that there were 140 households in Wilkeson. Of the 140 households, 101 were families. The average family size in Wilkeson in 2000 amounted to 3.37 persons and the average household size amounted to 2.82 persons. In the year 2000, there were 135 persons under the age of 20 and of those 117 were enrolled in K-12 schools and in colleges. The number of persons by age grouping is shown in Figure 6-2

**Figure 6-2**  
**Population by Age Group**  
**Year 2000**





Of the 395 persons, 211 persons in the age group of 19 to 62 or 59.5 percent are in the labor force. Population under the age of 18 amounted to 120 or 30.4 percent. Young adults, in the age group of 19 to 20 years amount to 24 or 6.1 percent. Persons over the age of 62, the retirement group, amounted to 40 or 10.1 percent.

## 6.4 GOVERNMENT

The Town of Eatonville is governed by mayor-council form of government. Five councilmen or council persons are elected at large every four years. The terms are staggered so that no more than three councilmen run for office at one time. The Mayor, who is the chief administrator of the Town is elected by the electorate. The Town employs a clerk-treasurer who is the business manager. The Town retains the services of a part-time attorney and a planner. Public works tasks are handled by a public works superintendent. The Town employs a small police force and fire services are provided by Pierce County Fire District No. 21. Elementary school children attend the Wilkeson Elementary School in Wilkeson. Middle and high school students are bussed to White River School District facilities in Buckley.

## Chapter 7

# VISION AND GOALS

## 7.1 VISION

The overwhelming theme of the Wilkeson citizens is to retain the charm and ambiance that makes Wilkeson unique. The “small town atmosphere” and setting of Wilkeson is important to the citizens and visitors to the community. All other decisions affecting the community should be measured against this rule.

## 7.2 GOALS

The following goals listed below are deemed essential to maintaining the quality of life in Wilkeson. They are not necessarily in any priority order. They are equally important.

1. The Town should respect the natural environment in any future development. Slopes in excess of 40 percent, wetlands, Wilkeson/Gale Creek, other rivers and streams, and other critical resource areas should be conserved.
2. The Town should allow annexation only when the property to be annexed pays for its impact on the existing Town services, including public safety, utilities, streets, and school services. The Town should only consider annexation of contiguous land where the critical resources are protected and urban services can logically be extended.
3. The Town should restrict the Urban Growth Boundaries for 2022 to include all Town owned properties, adjacent public use properties, and to those areas where urban services can logically be extended. The Wilkeson Urban Growth Boundary should allow only a marginal increase in population.
4. Wilkeson should continue a multi-year program of improving the existing streets. Any annexed areas should be required to provide streets to Town standards.
5. Bus services for residents should be provided.

6. Wilkeson should investigate placing sidewalks and walking trails in selected areas.
7. Wilkeson should maintain the quality of the utility service as the Town expands.
8. The Town should promote a shopping district and businesses for residents. The Town Council should zone and area for retail services.
9. The Town should investigate the impact of tourism on the community. Because of the interest shown in this issue, further discussion should take place among the residents.
10. The Town should promote the development of cottage industries by providing for home-based businesses in most zoning districts.
11. The Town should preserve the character of the existing business district. A Historic District should be investigated.
12. The Town should continue to provide the municipal services. The Town Council should investigate increasing the availability of Police Service in the community.
13. The “small town” quality of life is important to the residents of Wilkeson. Maintaining that quality of life should be a goal in any new Town program or project.
14. Wilkeson should discuss the need for parks and recreation fully with Town residents. The Town should develop a program of park and recreation improvements that accommodate the majority of the residents’ interests and needs.

## Chapter 8

# SHORELINES

### 8.1 SHORELINES DEFINED

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

### 8.2 SHORELINES JURISDICTION

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

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

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

## 8.3 SHORELINES INVENTORY

In Wilkeson, the shoreline is along the shores of Wilkeson Creek. The shoreline under the jurisdiction of the Town of Wilkeson is shoreline that lies within the corporate boundary of the Town.

## 8.4 ECONOMIC DEVELOPMENT GOAL AND

### POLICIES

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

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

#### **8.4.3 Policies:**

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

## **8.5 PUBLIC ACCESS GOAL AND POLICIES**

**8.5.1 Purpose.** As required by RCW 90.58.100(2)(b), this section makes provision for public access to publicly owned shoreline areas. Shoreline public access is the physical ability of the general public to reach and touch the water's edge and/or the ability to have a view of the water and the shoreline from upland locations. There are a variety of types of public access including picnic areas, pathways and trails (including ADA), floats and docks, promenades, viewing towers, bridges, boat launches, street ends, ingress and egress, parking and others.

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

### **8.5.3 Policies:**

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

## **8.6 RECREATION GOAL AND POLICIES**

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

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

### **8.6.3 Policies:**

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

## **8.7 CIRCULATION GOAL AND POLICIES**

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

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

### **8.7.3 Policies:**

1. Site nonwater-dependent transportation and parking facilities as far upland from the land-water interface as possible to reduce interference with both the shoreline ecology as well as other more appropriate shoreline uses.
2. Route transportation corridors to harmonize with the topography and other natural characteristics of the shoreline.
3. Acquire and develop physical and visual public access along shoreline public roads (i.e., turnouts, viewpoints and rest areas) where appropriate given topography, views and natural features.
4. Where feasible, relocate existing shoreline transportation facilities that are disruptive to public shoreline access, and convert such rights-of-way to new public access routes.

## **8.8 SHORELINE USE GOAL AND POLICIES**

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

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

### **8.8.3 Policies:**

1. Reserve shoreline areas for water-oriented uses, and discourage non-water-oriented uses, except for the following: uses accessory to water-oriented uses; single-family residences; and uses that are part of mixed-use developments supporting water-dependent uses.
2. Discourage uses that permanently and adversely alter the shoreline, or conflict with or pre-empt water-dependent uses.



3. Manage preferred shoreline uses (i.e., water-oriented uses and single family residential use) to maintain or enhance the ecological functions and values of shoreline areas and the character of the zones in which they are located.
4. Manage Town of Wilkeson's shorelines according to the order of use preferences established in the Act:
  - a) Preserve the natural character of the shoreline;
  - b) Promote uses that result in long-term over short-term benefit;
  - c) Protect the resources and ecology of the shoreline;
  - d) Increase public access to publicly-owned areas of the shoreline; and
  - e) Increase recreational opportunities for the public along the shoreline.
5. Encourage the restoration of shoreline areas that have been degraded or diminished in ecological value and function as a result of past activities or catastrophic events.
6. Ensure that all new development in shoreline areas is consistent with the Land Use Element of the Comprehensive Plan and the Washington State Growth Management Act.

## **8.9 CONSERVATION GOAL AND POLICIES**

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

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

### **8.9.3 Policies:**

1. Develop and implement shoreline management practices that ensure a sustained yield of renewable shoreline resources, while preserving, enhancing and restoring unique and nonrenewable shoreline resources (i.e., wetlands and critical wildlife habitat).
2. Regulate natural resource uses to minimize or eliminate adverse impacts to natural systems and the quality of the shoreline environment.

3. Where practicable, require reclamation and restoration of areas that are biologically and aesthetically degraded while maintaining appropriate use of the shoreline.
4. Preserve the scenic aesthetic vistas of shoreline areas to the greatest extent possible.
5. Establish and implement regulations that:
  - a) Preserve critical marine and terrestrial wildlife habitats;
  - b) Effectively control erosion and stormwater runoff; and
  - c) Maintain shoreline scenic and visual qualities.
6. Prohibit interference with the natural dynamic processes of shoreline formation and change except for compelling reasons of public necessity or benefit.
7. Maintain the character of the environment and protect fish and wildlife habitat and water quality by requiring vegetated buffer zones along shoreline areas.
8. Effectively regulate commercial timber harvesting to preserve the environmental and scenic qualities of the shoreline environment.
  - a) Require selective commercial timber harvesting within shorelands;
  - b) Prohibit all commercial timber harvesting within required shoreline vegetated buffer areas;
  - c) Prohibit clear-cutting within shorelands unless specifically permitted under an approved conversion option harvest plan or Class IV General forest practices permit.

## 8.10 HISTORIC, CULTURAL, SCIENTIFIC AND

### EDUCATIONAL GOAL AND POLICIES

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

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

**8.10.3 Policies:**

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

## **8.11 NATURAL ENVIRONMENT**

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

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

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

1. Areas that are currently performing an important or irreplaceable function in the shoreline ecosystem.

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

### **8.11.3 Management Policies:**

1. Prohibit any use or activity that would substantially degrade the ecological functions or natural character of the shoreland area, including, but not necessarily limited to:
  - a. Residences;
  - b. Commercial activities;
  - c. Industrial activities;
  - d. Forestry, except as directed to enhance the natural ecology;
  - e. Agriculture;
  - f. Nonwater-oriented recreation; and

- g. Roads and parking areas that can be located outside of natural designated shorelands.
2. Prohibit construction of new structural shoreline stabilization and flood control works except where there is a demonstrated need to protect ecological functions and mitigation is applied consistent with State Department of Ecology Shoreline Rules.
3. Allow limited access for scientific, historical, cultural, educational, and low intensity recreational purposes, provided that no significant adverse impact on the area will result.
4. Ensure that uses and activities permitted in areas adjacent to the "natural" environment (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## **8.12 PUBLIC CONSERVANCY ENVIRONMENT**

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

1. To protect, conserve and enhance the ecological functions, existing resources, and valuable historic and cultural areas on publicly owned lands.
2. To provide the public with recreational opportunities consistent with ecological protection and enhancement.

**8.12.2 Designation Criteria.** The "public conservancy" environment shall be applied to publicly owned shorelands dedicated for public use as a park, recreational site, or open space that do not meet the designation criteria for the "natural" environment.

### **8.12.3 Management Policies:**

1. Dedicate all parkland improvements for public use or the support of such use.
2. Allow expansion of existing park facilities only when such expansion will increase recreation opportunities for the public, while concurrently preserving or enhancing the ecological functions of the shoreline.
3. Ensure that development practices and proposals demonstrate preservation of natural features and environmentally sensitive methodologies to serve as examples for public education.
4. Prohibit construction of new structural shoreline stabilization and flood control works except where there is a demonstrated need to protect an existing structure and mitigation is applied consistent with State Department of Ecology Shoreline

Rules, or to protect ecological functions. Require new development to be designed to preclude the need for such work.

5. Ensure that resource preservation is given priority over public access, recreation, and development objectives whenever a significant conflict exists.
6. Ensure that uses and activities permitted in areas adjacent to the "public conservancy" environment (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## **8.13 URBAN CONSERVANCY ENVIRONMENT**

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

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

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

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

### **8.13.3 Management Policies:**

1. Require that all reasonable efforts are taken to enhance ecological functions during development and redevelopment. Where possible, require shoreline rehabilitation and public access for all non-water-dependent development.

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

## **8.14 SHORELINE RESIDENTIAL ENVIRONMENT**

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

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

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

### **8.14.3 Management Policies:**

1. Permit developments only in those shoreland areas where hazards to the proposed development can be effectively mitigated and where the environment is capable of supporting the proposed use in a manner that protects and enhances ecological functions.

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

## **8.15 URBAN HIGH-INTENSITY ENVIRONMENT**

**8.15.1 Purposes.** The purposes of the "urban high-intensity" environment are:

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



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

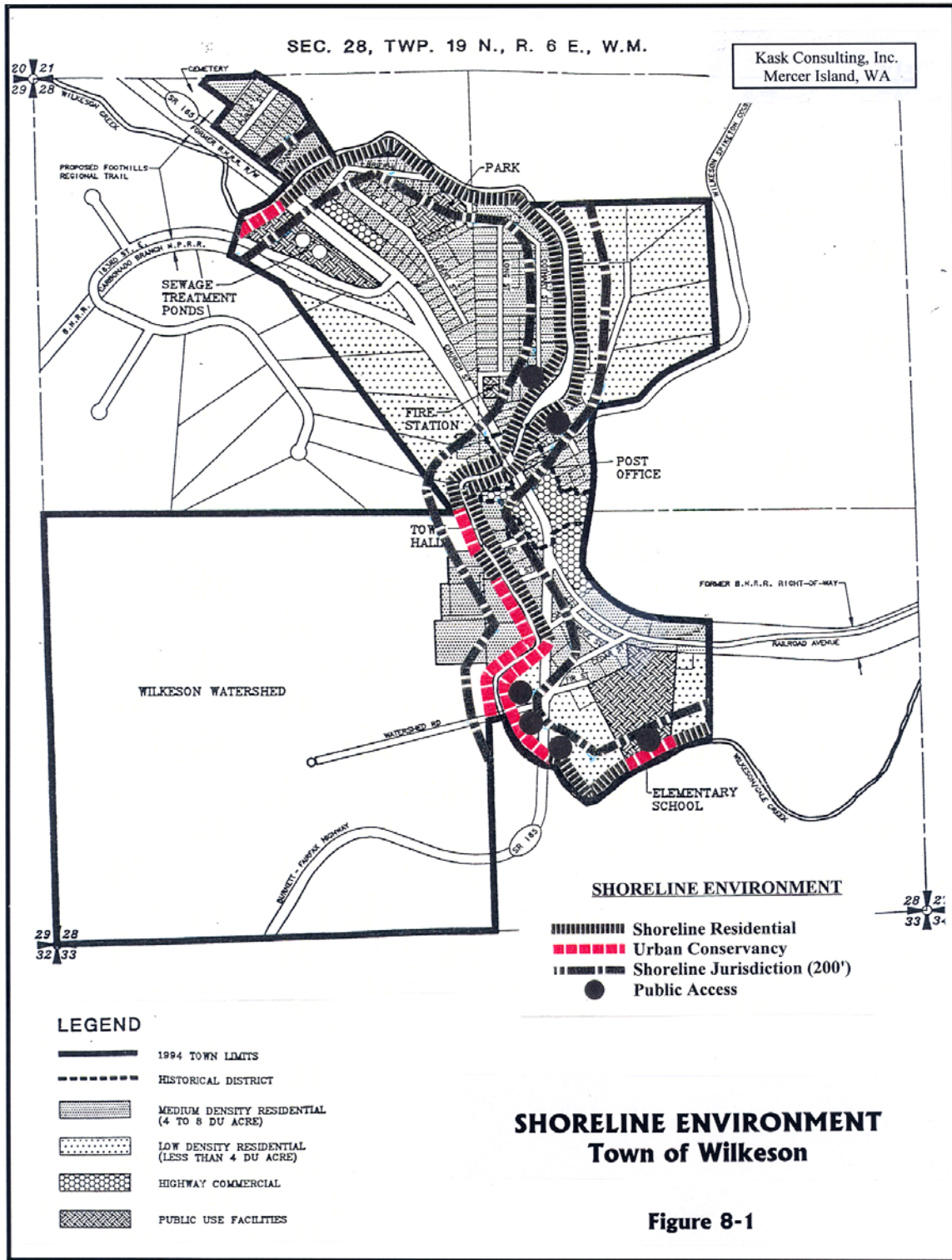
**8.15.3 Management Policies:**

1. Permit water-dependent uses outright. Conditionally permit water-related and water enjoyment uses. Prohibit non-water-oriented uses except as part of mixed-use developments supporting water-dependent uses.
2. Achieve full use of existing urban areas before allowing further expansion of high intensity development. Use reasonable long-range projections of regional economic need to guide the amount of shoreline designated high intensity. Encourage the redevelopment of underused areas.
3. Where appropriate, as a condition of approval for new development at a site within an area shown to be biologically, chemically and/or physically degraded by past activities require that the shoreline be restored to a more ecologically productive state.
4. Where practicable, require visual and physical public access. Where appropriate, require that industrial and commercial facilities be designed to permit pedestrian shoreline access.
5. Ensure that uses and activities permitted in areas adjacent to the "urban high-intensity" environment designation (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## **8.16 SHORELINE MAP**

Shorelines of the Town of Wilkeson are designated urban. Figure 8-1 shows the designations as follows:

- ❑ Residentially zoned land along Wilkeson Creek - Shoreline Residential
- ❑ Parklands along Wilkeson Creek - Urban Conservancy
- ❑ Commercial lands along Wilkeson Creek - Shoreline Residential



## **Chapter 9**

# **CRITICAL AREAS**

## **9.1 INTRODUCTION**

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

## **9.2 RELATIONSHIP TO REGULATIONS**

How land is to be developed within and around critical areas is specified in the development regulations. The critical areas development regulations must be consistent with the Comprehensive Plan and be designed to implement the goals and policies set forth in this chapter. Critical areas development regulations must be reviewed every seven years and updated to reflect changes in State laws and regulations. Further, the critical areas development regulations must be based on scientific standards and must contain language that makes use of the best available science.

## **9.3 WETLANDS**

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

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

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

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

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

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

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

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

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

**9.3.4 Wetland Buffers.** Wetlands need to be buffered to protect them from neighboring development. The higher the value and function of the wetland, the wider the buffer. In Wilkeson, wetlands are buffered, ranging from 150 feet for Class I wetlands to 100 feet for Class II wetlands, to 50 feet for Class III wetlands and to 25 feet for Class IV wetlands. Buffer widths may be modified in certain situations. Non-intrusive development may be permitted in wetland buffer zones, such as walking trails, etc.

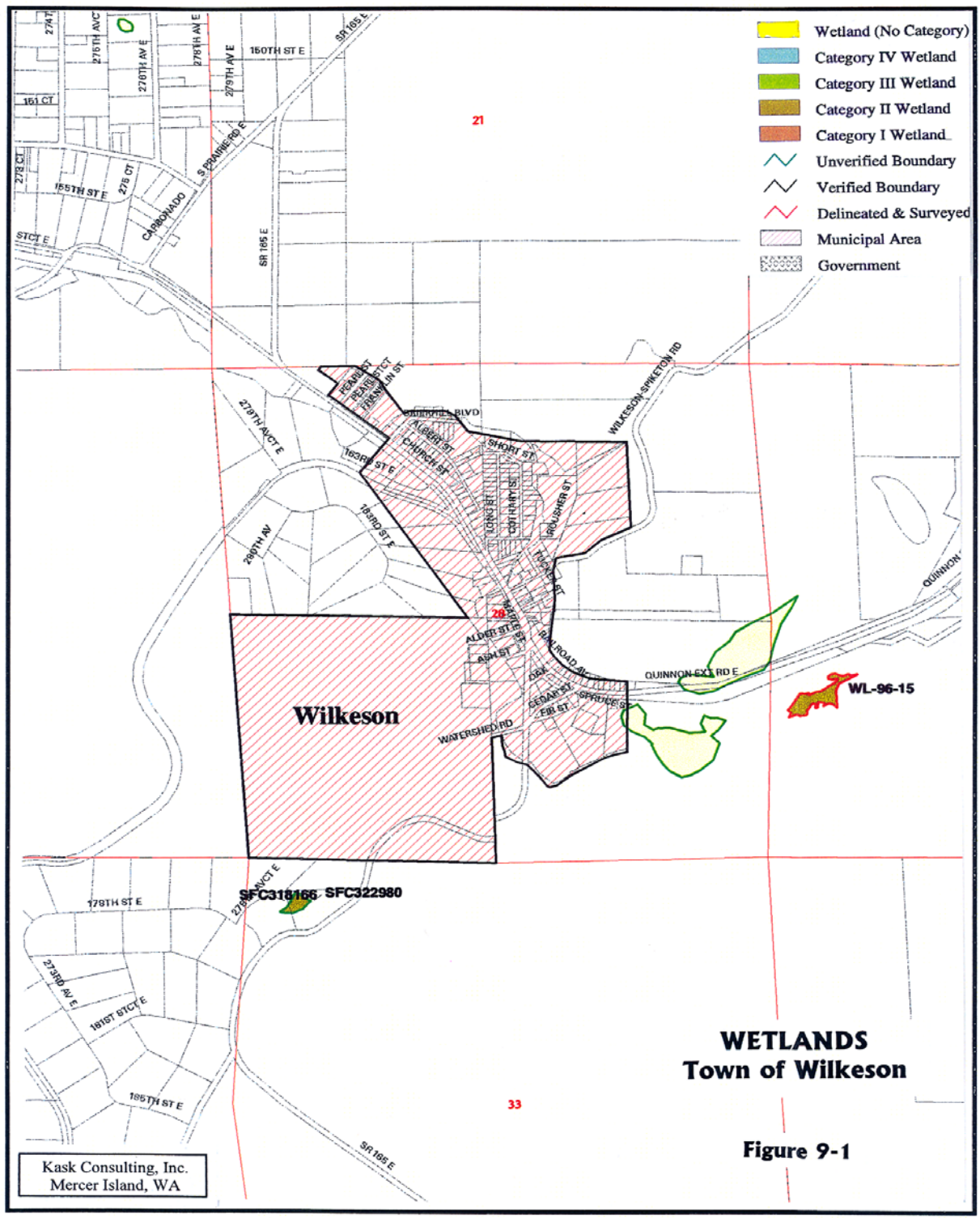
**9.3.5 Development Regulations.** Development in the wetlands environment is regulated by the Town of Wilkeson. The wetlands section of the Critical Areas Ordinance specifies what type of development can take place in the wetlands environment and under what conditions. The applicant may be required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

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

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

**Goal CA-1**

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



## **Policies**

1. Identify and map all wetland areas, including both private and public lands where regulated wetlands exist in the Town of Wilkeson.
2. Protect the natural ability of wetlands to improve the quality of storm water runoff by holding and gradually releasing sotrmwater,
3. Protect the natural ability of wetlands to function as producers of plant matter, provide habitat for fish and wildlife, provide recreational opportunities and provide historical and cultural values.
4. Provide educational opportunities that increase public understanding of the values and functions of wetlands and measures which Town residents can take to maintain wetlands on their properties.
5. When impacts on wetlands can not be avoided, development of wetlands may occur where impacted wetlands are replaced at a ratio exceeding the impacted wetlands and taking into consideration the values and functions of impacted wetlands.
6. Review and when necessary amend the Town of Wilkeson Wetland Management Regulations to provide wetland protection in accordance with the Comprehensive Plan.

## **9.4 CRITICAL AQUIFER RECHARGE AREAS**

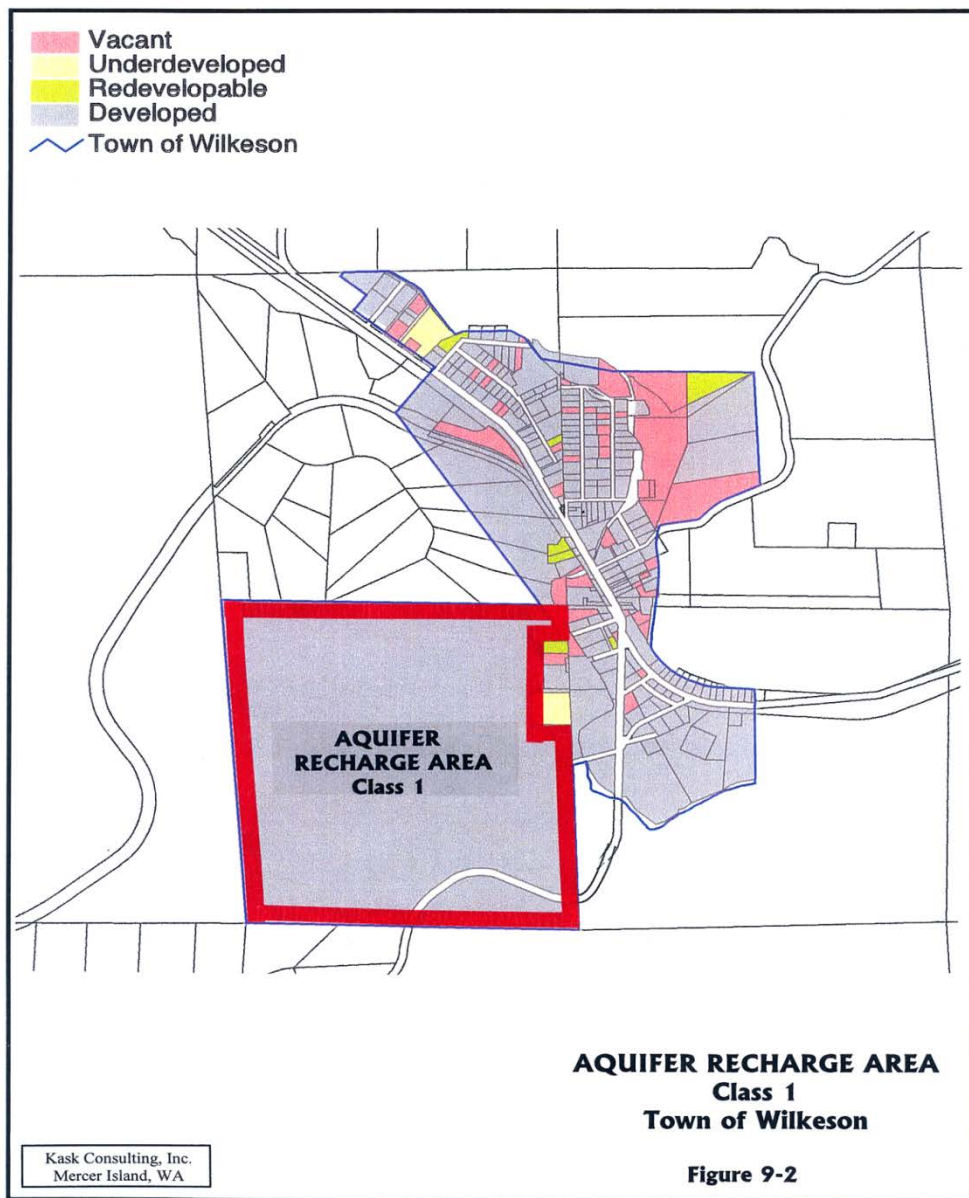
As precipitation reaches earth it becomes part of a snow pack, enters into lakes, streams, rivers, oceans, wetlands, seeps into the soil to be taken up by plant roots, or seeps into the ground and becomes groundwater. As groundwater moves through the ground it may discharge to surface water features,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

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

As aquifers discharge they in turn are recharged. Recharge occurs primarily as a result of the infiltration of rainfall and secondly by the movement of water from adjacent aquifers or water bodies. The rate and quantity of water entering the ground depends on several factor. Natural factors include amount of precipitation, soil type conditions, vegetation, and topography.

Man-made factors include impervious surfaces associated with development, the channeling of runoff, changes in soil condition such as compaction, and removal of vegetation. Aquifers can also be affected by contamination. A hazardous waste spill can have severe adverse impacts on an aquifer, possibly making the water unusable for years.

Water supply for the Town of Wilkeson comes partly from springs located in the Tree Farm area. The wells are located in close proximity and therefore, the assumption is that the wells draw water from the same aquifer. Pierce County identified aquifer recharge areas around the Town of Wilkeson are shown in Figure 9-2.





**9.4.1 Classification.** Critical aquifers in Wilkeson are classified as Class 1 and Class 2 aquifers. Class 1 aquifer is a source for public water supplies as Class 2 aquifer is not. Extra care should be taken to protect the water quality in Class 1 aquifers. Wilkeson's Development Code identifies land use activities that are prohibited in Class 1 and Class 2 aquifers unless mitigating measures are applied.

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

### **Goal CA – 2**

*Prioritize and protect aquifer recharge areas to ensure that water quality and quantity are maintained or improved.*

### **Policies**

1. Identify and map aquifer recharge areas.
2. Take active measures to ensure adequate recharge of aquifers utilized by the Town of Wilkeson residents for domestic water supplies, and to protect the quality of water in those aquifers.
3. Develop performance standards and regulate land uses for activities which can adversely impact water quality or quantity in aquifers, consistent with state and federal laws and regulations.
4. Require that new development meets the performance standards and that existing facilities be retrofitted, where feasible, to meet the standards.
5. Pursue both natural and engineered solutions to maintain aquifer recharge quality. Natural solutions (e.g., maintaining undisturbed vegetation) are preferred.
6. Provide for aquifer recharge through the use of stormwater management technologies which best protect water quality.

## **9.5 GEOLOGICALLY HAZARDOUS AREAS**

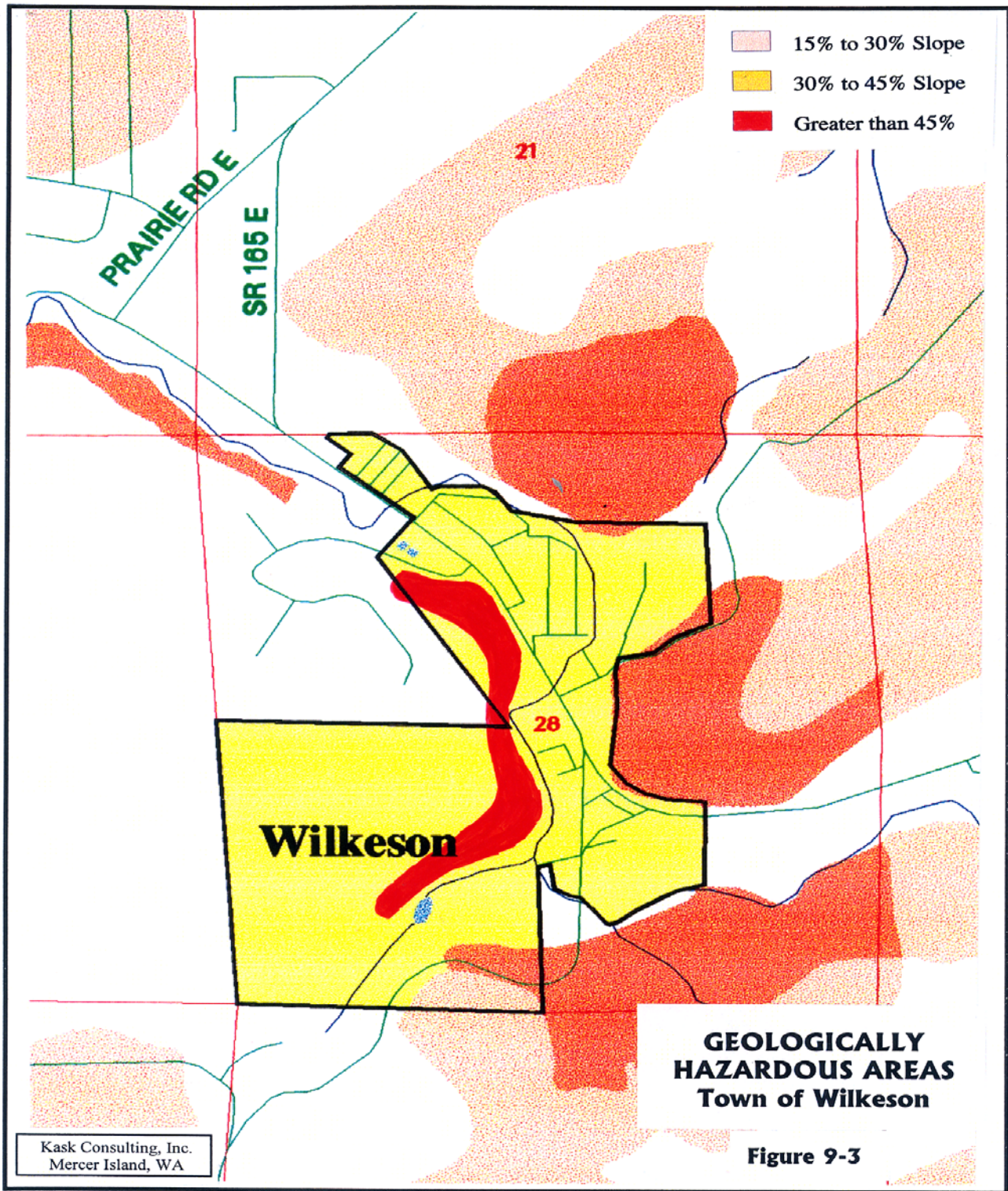
Geologically hazardous areas include areas susceptible to erosion, sliding, earthquake, or other geological events. They pose a threat to the health and safety of citizens when incompatible

commercial, residential, or industrial development is sited in areas of significant hazard. Geologically hazardous areas also have an important function in maintaining habitat integrity. Mass wasting events, such as landslides and debris flows, contribute needed sediment and wood for building complex instream habitats, estuarine marshes, and beaches important for fisheries, wildlife, and recreation. At the same time, mass wasting events can harm habitat and lead to the need for stream restoration.

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

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

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



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

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

- Areas of historic failures, such as those areas delineated by the U.S. Department of Agriculture Natural Resources Conservation Service as having a "severe" limitation for building site development; or areas designated as quaternary slumps, earth flows, mudflows, lahars, or landslides on maps published by the U.S. Geological Surveyor Washington State Department of Natural Resources Division of Geology and Earth Resources.
- Areas with all three of the following characteristics:
  - Slopes steeper than 15 percent.
  - Hillsides intersecting geologic contacts with a relatively permeable sediment overlying a relatively impermeable sediment or bedrock.
  - Springs or ground water seepage.
- Areas that have shown movement during the Holocene epoch (from 10,000 years ago to the present) or which are underlain or covered by mass wastage debris of that epoch.
- Slopes that are parallel or sub parallel to planes of weakness (such as bedding planes, joint systems, and fault planes) in subsurface materials.
- Slopes having gradients steeper than 80 percent subject to rock fall during seismic shaking.
- Areas potentially unstable as a result of rapid stream incision, and/or stream bank erosion.
- Areas located in a canyon or on an active alluvial fan, presently or potentially subject to inundation by debris flows or catastrophic flooding.

- Any area with a slope of 40 percent or steeper and with a vertical relief of ten or more feet except areas composed of consolidated rock. A slope is delineated by establishing its toe and top and measured by averaging the inclination over at least ten feet of vertical relief.

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

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

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

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

### **Goal CA – 3**

*Avoid the endangerment of lives, property, and resources in geologically hazardous areas.*

#### **Policies**

1. Identify and map all geologically hazardous areas.
2. Establish land use practices in geologically hazardous areas so that development does not cause or exacerbate natural processes which endanger lives, property, and resources of the citizens of the Town of Wilkeson.
3. Ensure that property owners in geologically hazardous areas are educated and notified about the presence of hazardous areas and the threat which they pose.
4. Geologically hazardous area should be utilized as open space whenever possible.

5. Where the effects of geologic hazards can be mitigated, require appropriate standards for site development and for the design of structures in areas of geologic hazards.
6. Require geotechnical studies and mitigation for development activities in erosion, landslide, and seismic hazard areas, with the amount of information required based on the severity of the hazard or hazards at the development site.

## **9.6 FREQUENTLY FLOODED AREAS**

The 100-year flood plain is the area that has a 1 percent probability of inundation in any given year. Within the flood plain lies the floodway, which has higher velocity flow and substantially greater hazard. The area within the flood plain and outside the floodway is called the flood fringe. A flood fringe is generally associated with standing water rather than rapidly flowing water. To avoid the devastating and costly damage which, historically, results from flooding, the utilization of the floodway and flood fringe must be in accordance with the Town of Wilkeson adopted development ordinances.

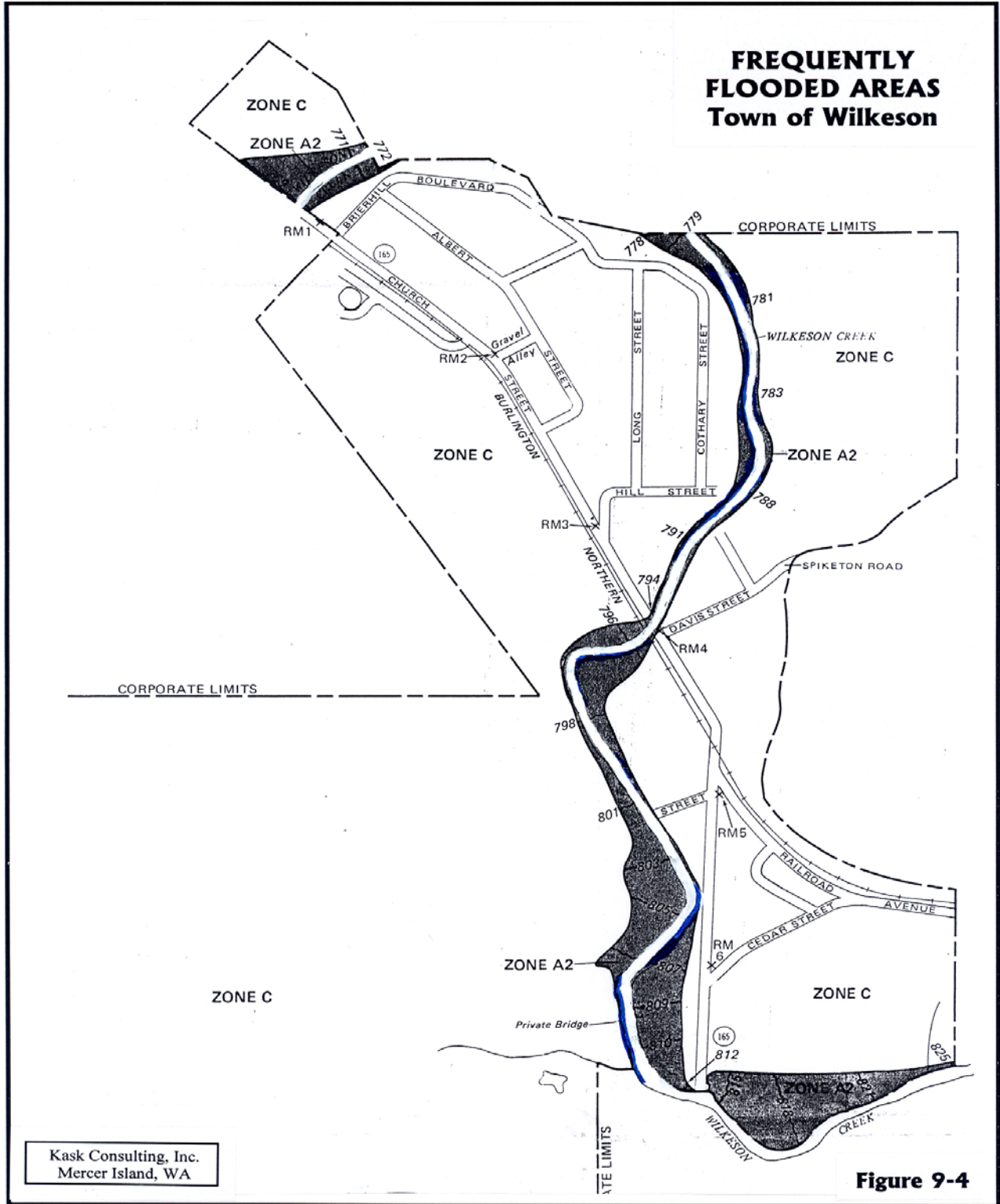
The areas subject to flooding in and around the Town of Wilkeson have been identified and mapped and are shown in Figure 9-4. The areas subject to flooding include the 100-year flood plain identified and mapped by the Federal Emergency Management Agency, commonly known as FEMA. The National Flood Insurance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

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

### **Goal CA - 4**

*Establish land use practices in frequently flooded areas so that development does not cause or exacerbate natural processes which endanger the lives, property, and resources of the citizens of the Town of Wilkeson*

# FREQUENTLY FLOODED AREAS Town of Wilkeson



Kask Consulting, Inc.  
Mercer Island, WA

**Figure 9-4**

## **Policies**

1. Encourage low intensity land use activities, including recreational land uses in floodplain areas.
2. Direct critical facility development away from areas subject to frequent flooding where the effects of hazards cannot be mitigated.
3. Where the effects of hazards can be mitigated, require appropriate standards for site development and for the design of structures in areas subject to flood hazard.
4. Maintain the Town of Wilkeson's eligibility in participating in the National Flood Insurance Program.

## **9.7 FISH AND WILDLIFE HABITAT CONSERVATION AREAS**

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

**9.7.2 Wildlife Habitat Areas.** Wildlife habitat can be described as the geographic area containing the necessary combination of food, water and protective cover for the survival and propagation of a species of animals. Habitats differ between species, but are closely related to the plant communities. A single plant community such as a wetland, for example, may provide all the necessary habitat requirements for certain small mammals or amphibians. Larger mammals may require more than one plant community to complete their habitat, such as forest cover and wetland for food and water. Wildlife conservation habitat areas, in the vicinity of the Town of Wilkeson, have been identified by the Washington State Department of Fish and Wildlife and are shown in Figure 9-5.



**FISH AND WILDLIFE  
HABITAT AREAS  
Town of Wilkeson**



Kask Consulting, Inc.  
Mercer Island, WA

**Figure 9-5**

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

**Goal CA – 5**

*Provide for the maintenance and protection of habitat areas for fish and wildlife.*

**Policies**

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

## Chapter 10

# LAND USE

### 10.1 INTRODUCTION

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

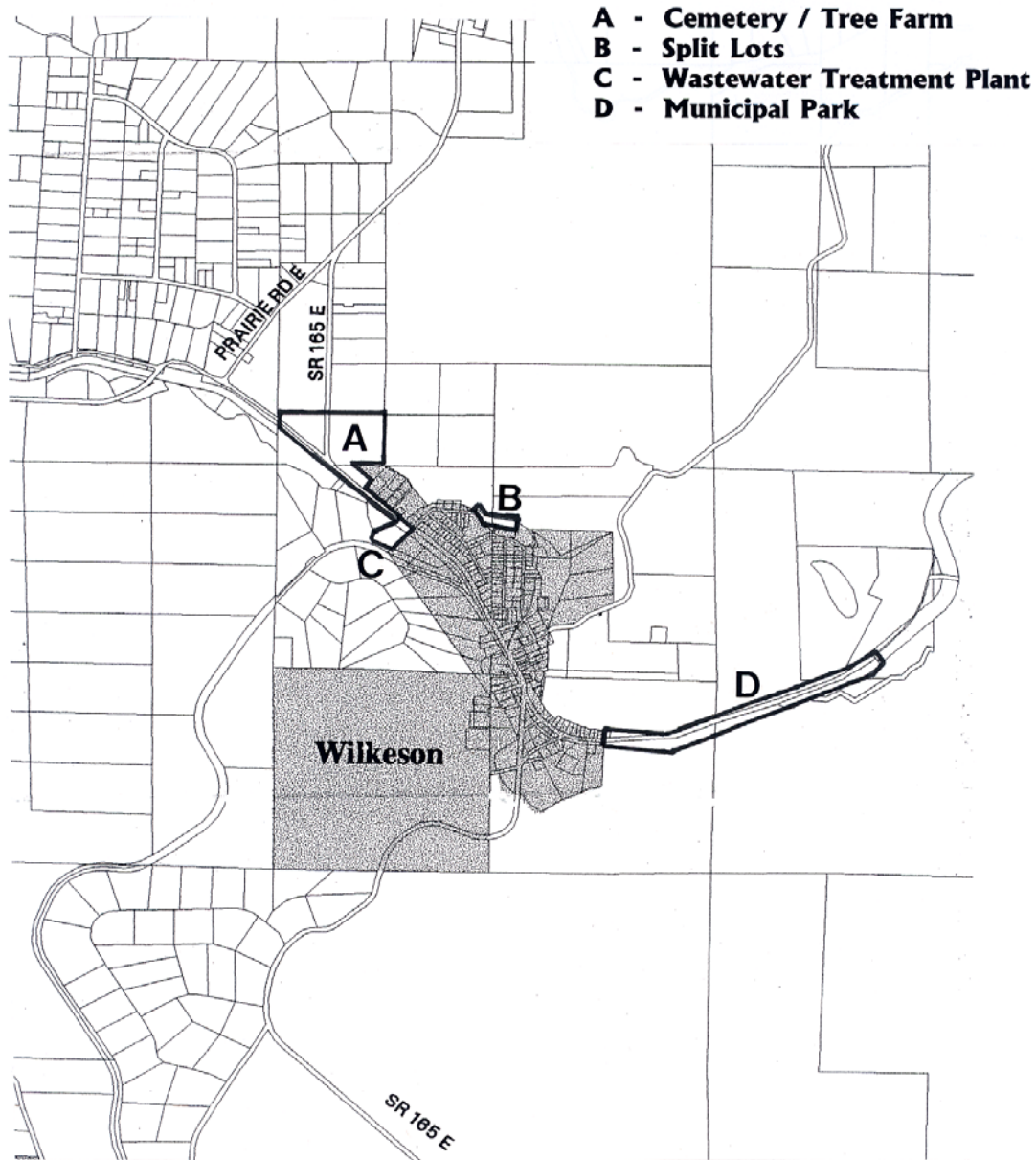
### 10.2 PLANNING AREA

**10.2.1 Municipal Boundary.** Wilkeson's municipal boundary is shown in Figure 10-1. Within the municipal boundary are the Wilkeson's tree farm and watershed. The land area within the municipal boundary amounts to about 299.0 acres.

**10.2.2 Urban Growth Area.** The urban growth area for the Town of Wilkeson corresponds with the municipal boundary. The Town proposes to expand its urban growth area beyond the current municipal boundary to include Town owned land to the north and to the east. The proposed northern expansion area includes the Historic Pioneer Cemetery along Jones Road and the nine acre tree farm, located north of the Catholic Cemetery and east of SR-165. In addition, the Town proposes to expand the urban growth area to include a Town owed parcel of land north of the wastewater treatment plant. In addition, the Town proposes to expand the urban growth area to include residential properties that are now bisected by Wilkeson Creek, north of Town. The proposed eastern expansion area contains the Town owned linear parkland, containing the historic coke ovens. The four proposed urban growth area expansions are shown in Figure 10-1.

### 10.3 EXISTING LAND USE

**10.3.1 Municipal Boundary.** Land within the existing corporate boundary of Wilkeson amounts to 299.0 acres, of which 155.5 acres constitutes the Wilkeson tree farm/watershed area. The existing land use by major category is shown in Table 1-1.



**Proposed  
 URBAN GROWTH AREA EXPANSIONS  
 Town of Wilkeson**

Kask Consulting, Inc.  
 Mercer Island, WA

**Figure 10-1**

**Table 10-1**  
**Exiting Land Use**

<b>Land Classification</b>	<b>Acres</b>	<b>Percent</b>
<b>Residential</b>	<b>101.2</b>	<b>33.8</b>
<b>Commercial</b>	<b>6.4</b>	<b>2.2</b>
<b>Recreational</b>	<b>4.4</b>	<b>1.5</b>
<b>School</b>	<b>14.3</b>	<b>4.8</b>
<b>Watershed/tree farm</b>	<b>155.5</b>	<b>52.0</b>
<b>Other government</b>	<b>6.0</b>	<b>2.0</b>
<b>Road &amp; utility r-o-w</b>	<b>11.2</b>	<b>3.7</b>
<b>Total</b>	<b>299.0</b>	<b>100.0</b>

**10.3.2 Proposed Urban Growth Area Expansion.** The Town is proposing to expand the urban growth boundary beyond the current municipal corporation boundary. The proposed four expansion areas are shown in Figure 10-1. Area “A” amounts to 17.5 acres of which 13.8 acres are in the historic pioneer cemetery and the tree farm. The Catholic cemetery amounts to 2.0 acres and the SR-165 right-of-way amounts to 1.7 acres. The proposed expansion of the urban growth boundary would permit the Town to annex these lands into the Town.

Area “B” amounts to 0.5 acres. The intent is to move the urban growth boundary to the north to coincide with Wilkeson Creek. The current Town boundary bisects a number of residential lots whereby part of the lot is in the Town and part in Pierce County. The proposed urban growth boundary expansion would permit the part of the affected residential lots to be annexed into the Town of Wilkeson.

Area “C” amounts to 2.0 acres. The Town of Wilkeson owned land where the wastewater treatment plant sits is bisected by the Town boundary. Part of the treatment plant land is in the Town limits and 2.0 acres are outside. The Town is proposing to expand the urban

growth boundary so that all of the wastewater treatment plant land is eligible to be annexed to the Town.

Area “D” is the linear parkland that was given to the Town by Pierce County. The land area amounts to 9.4 acres. The historic coke ovens are in the land area. The purpose of expanding the urban growth boundary in this area is to allow the Town to annex this area into the Town, thus enabling the Town police the patrol the area and keep vandals from destroying the historic coke ovens.

## **10.4 CRITICAL AREAS**

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

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

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

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

**10.4.4 Steep Slopes.** Steep slopes are subject to erosion caused by stormwater runoff and landslides. Slopes over 15 percent and over 30 percent need to be identified and mapped. Development in steep slope areas need to be preceded by geological or geotech investigations

and reports to assure that the proposed development is adequately anchored to the hillside and the likelihood of landslide or erosion is minimized. Steep slope areas are shown in Figure 9-3.

**10.4.5 Frequently Flooded Areas.** Frequently flooded areas in the Town of Wilkeson are shown in Figure 9-4. Development in the frequently flooded areas is allowed but the lowest habitable floor area of a residential structure must be constructed above the 100 year flood level. The U.S. Emergency Management Agency maintains flood area maps.

**10.4.6 Fish and Wildlife Habitat.** Fish habitat area in the Town of Wilkeson is limited to Wilkeson Creek. Wildlife habitat areas in the Wilkeson vicinity are along the beds, Wilkeson Creek beds as shown in Figure 9-5. Wildlife habitat areas need to be protected to allow wildlife to live in harmony with urban development and allow migrating wild life access to water.

## **10.5 POPULATION AND EMPLOYMENT**

**10.5.1 Population Forecast.** Population of Wilkeson is forecasted to amount to 550 persons in the year 2022. This forecast is based on the assumption that the historic three percent per year growth rate will carry forward for the next twenty years, resulting in the 2022 population of 550 persons. The Washington State Office of Financial Management estimates that the Wilkeson's 2005 population is 440 persons. The 2022 population forecast of 550 persons for Wilkeson has been adopted by the Pierce County Council as a planning target number.

**10.5.2 Employment Forecast.** Total employment in the Town of Wilkeson amounts to 76 jobs in the year 2000. This number is based on a Town conducted survey of known businesses in Town. The largest single employer is the White River School District with 18 employees. The number of employees in Wilkeson is forecasted to amount to 146 jobs, based on the assumption that the past employment growth trend will carry into the future at an annual rate of growth of three percent.

**10.5.3 Housing Unit Forecast.** The housing units growth from the year 2005 to 2022 is forecasted to amount to 52 housing units. This forecast is based on the assumption that the 110 person increase in population from 2005 to 2022 will demand 48 housing units based on 2.3 persons per housing unit (year 2000 US Census number). In addition to the 48 housing units, about seven percent or four of the housing units will always remain vacant.

## **10.6 GROWTH FORECAST**

**10.6.1 Buildable Land Supply.** A buildable land survey taken in the year 2000 shows that in Wilkeson there are 138 lots that are occupied with housing units. In addition, there

are 50 vacant residential lots of which 37 lots are available for development of new housing. Discounting the usual seven percent vacancy rate, leaves 34 lots open to absorb new development. By the year 2005, six of these lots have already been built upon, leaving 28 lots available for development. A buildable land area map, as prepared by Pierce County, is shown in Figure 10-2.

**10.6.2 Buildable Land Demand.** The forecasted increase of 110 persons from 2005 to 2022 requires 49 additional housing units. With only 28 lots available for development, leaves 21 lots short. This forecasted shortfall of buildable land can be met by expanding the urban growth area by about six acres or promoting multi-family development in Wilkeson.

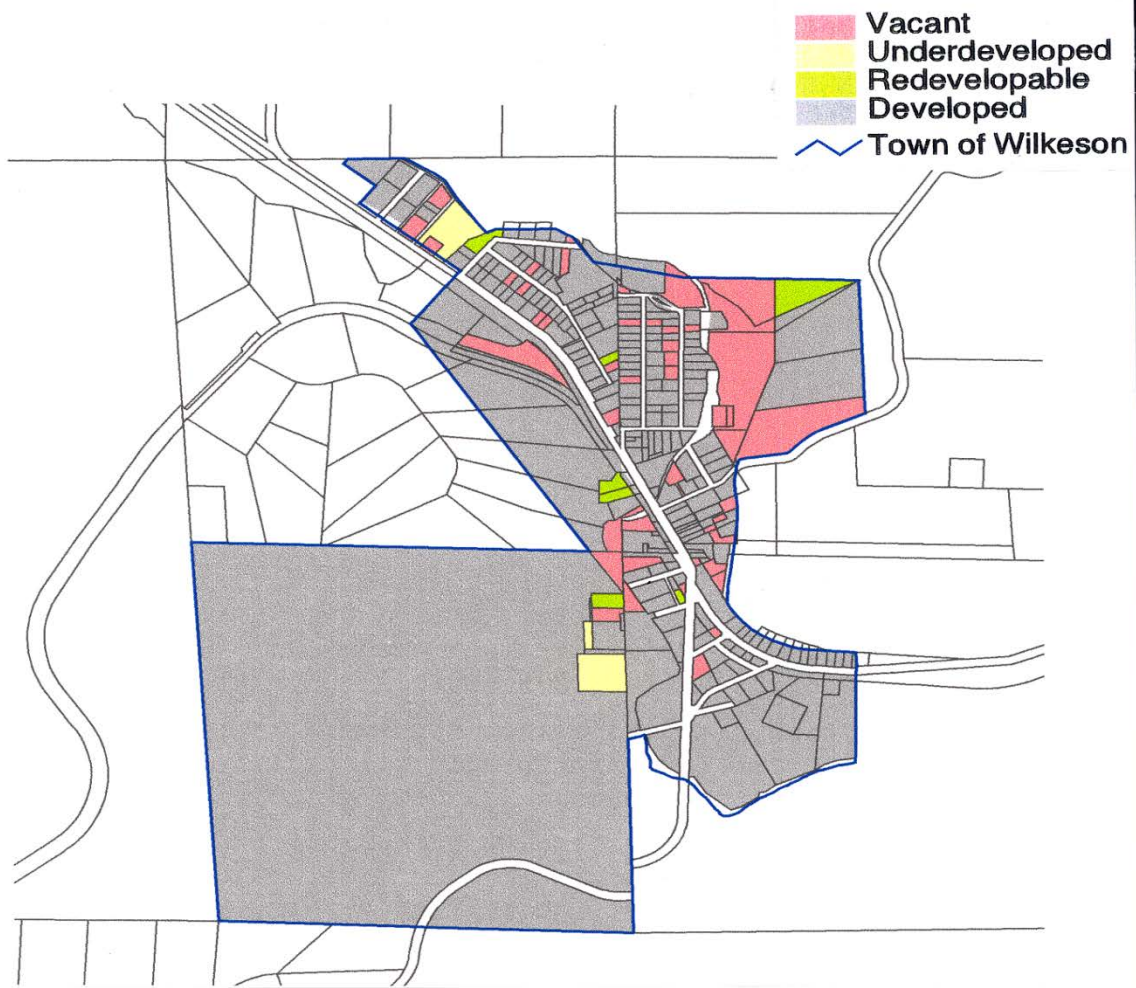
## **10.7 LAND USE GOALS AND POLICIES**

**10.7.1 Goal.** The Town should allow only a limited amount of growth which will complement the character and services currently available in Wilkeson.

### **10.7.2 Policies:**

1. The Town should enact urban growth boundaries for the year 2022 that restrict Town growth to those areas where urban services can logically be extended. The new Wilkeson Urban Growth Boundaries should allow only a marginal increase in population and should maintain the rural character of the Wilkeson region.
2. The Town should expand urban growth boundaries to include all public use lands such as cemeteries, municipally owned tree farms, parks, recreational open spaces, and land in utility services use.
3. The Town should expand urban growth boundaries to include tax lots where part of the tax lot is in the corporate boundary of the Town and part of the tax lot that is in the County.
4. The Town Council should allow annexations to Wilkeson only when the property to be annexed pays for its impact on the exiting Town services, including public safety, utilities, streets and school services.





**BUILDABLE LANDS INVENTORY  
Town of Wilkeson**



Department of Planning & Land Services  
August 21, 2002

**Figure 10-2**

5. The Town should only consider annexation of contiguous land where the natural resource lands and critical areas are protected and urban services can logically be extended.
6. The Town Council should review the Capital Facilities Element of this Town Comprehensive Plan and adopt those financing plans needed for future development as a Capital Improvement Program. Annually this budget should be reviewed and updated upon the needs of the Town for the next six years.

10.7.3Goal. The Town should respect the natural environment in any future development.

#### 10.7.4Policies:

1. The Town Council should enact ordinances to identify and protect the public from mine hazards in Town.
2. The Town Council should enact regulations and ordinances to protect natural resource lands and critical areas, including the streams and rivers, wetlands, slopes, groundwater recharge areas, watersheds, forest lands and other critical resource areas from the detrimental effects of development.
3. The Town Council should enact regulations to protect new development from the potential subsidence of mines.
4. The Town should incorporate the Priority Habitats and Species (PHS) Program of the Washington State Department of Fish and Wildlife in order to protect natural habitat from unacceptable intrusion.

10.7.5Goal. The Town should promote orderly development of the Urban Area.

#### 10.7.6Policies:

1. The Land Use Map adopted in this Plan should establish the future distribution, extent, and location of generalized land uses, pending land use zoning.
2. The Land Use Categories on the Land Use Map are as follows: 1) Residential Single Family; 2) Residential Multifamily; 3) Commercial; and 4) Public Use.

3. Coordinate new development with the provision of an adequate level of services and facilities, such as schools, water, transportation, parks, provision of police and fire services, and establishment in the capital facilities element.
4. Establish a procedure to assess the growth impacts of development proposals.
5. Protect existing and proposed residential areas from conflicting nonresidential uses.
6. Seek to establish and maintain an image appropriate for the community to assist in most effectively attracting the types of economic activities which best meet the needs and desires of the community.
7. Aggressively seek to abate all potentially blighting influences.

**10.7.7 Goal.** The Town should actively influence the future character of the Town by managing land use change and by developing Town Facilities and services in a manner that directs and controls land use patterns and intensities.

**10.7.8 Policies:**

1. Coordinate future land uses with the Transportation element of this Plan.
2. Provide residential areas that offer a variety of housing densities, types, sizes and locations to meet future demand.
3. Ensure that new development does not outpace the Town's ability to provide and maintain adequate public facilities and services, by allowing new development to occur only when and where adequate facilities exist or can be provided. The Town will not issue and development permits which result in a reduction of the Level of Service below the LOS standard adopted for the public facilities identified in the Capital Facilities Element.
4. The town will coordinate concurrency review. Developers shall provide information relating to impacts that the proposed development will have on public facilities and services. The Town shall evaluate the impact analysis and determine whether the development will be served by adequate public facilities.

5. Require adequate buffering whenever new commercial uses abut residential neighborhoods.
6. Influence the development of unincorporated land near the Town in a manner that minimizes the adverse impacts upon the Town and its residents.
7. The town should coordinate with those agencies providing social services in the Town. The agents managing each of these facilities and services need to work with the Town to incorporate their future plans.

10.7.9 Goal. The Town shall maintain and support the existing and future recreational and cultural activities in Wilkeson.

10.7.10 Policies:

1. The Town Council should coordinate the provision and funding of recreation activities with the White River School District. The two bodies should also investigate provisions of recreation/social activities for citizens of all ages.
2. Wilkeson should develop existing parks and provide for future parks and open spaces as new areas are annexed and developed.
3. Areas desiring to annex to Wilkeson should be required to provide adequate parks and to provide an adequate tax base to fund the maintenance.
4. The Town Council should continue to provide police services cooperatively with surrounding communities. The Town should continue to search for cost effective methods to provide public safety services.

10.7.11 Goal. The Town shall coordinate growth and development with adjacent jurisdictions to promote and protect inter-jurisdictional interests.

10.7.12 Policies:

1. The Town will coordinate inter-jurisdictional review of land use activities in the urban growth area.
2. The Town shall adopt the County-Wide Planning Policies and the Vision 2020 Regional Planning Policies.

3. The Town shall evaluate the siting of essential public facilities in accordance with the procedures in this Plan and the County-Wide Planning Policies.

## **10.8 LAND USE PLAN**

The Land Use Plan, as shown graphically in Figure 10-3, has been designed to meet the goals and policies as detailed above. The Land Use Plan has also been prepared to meet the Growth Management Act goals and the County-Wide Planning Policies, plus the Puget Sound Regional Council Vision 2020 Plan policies. This Land Use Plan is supported by the municipal utility and transportation services and its fulfillment does not render any of the utilities or transportation facilities incapable of providing services. This Land Use Plan is internally consistent with the utilities, transportation, housing, economic development and parks and recreational element. This Land Use Plan recognizes and incorporates into it the Shoreline management requirements and the critical areas management.

The Land Use Plan provides for orderly development of single family residential, multifamily residential, commercial, and public uses. The Land Use Plan has adequate development capacity to accommodate the 20-year population and housing projections, provided some of the residential development takes place in multifamily housing developments.

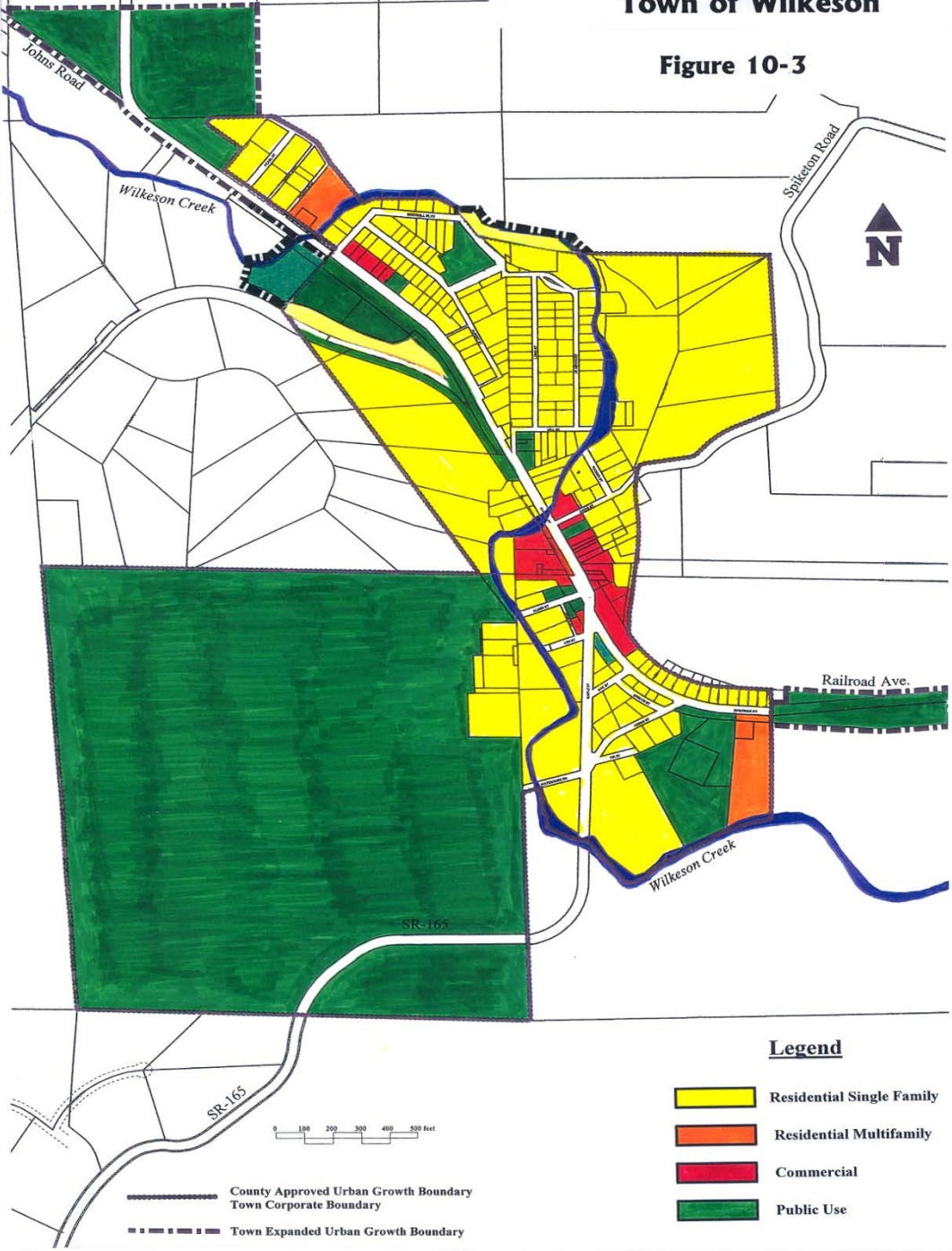
## **10.9 HISTORIC DISTRICT**

An Historic District in Wilkeson has been created by the Town Council adopted Historic District Ordinance. The boundaries of the Historic District are shown in Figure 10-4. The Historic District boundaries coincide with the commercial district boundaries and include the Town Hall and Post Office public uses. The Historic District Ordinance regulates development in the District.

Kask Consulting, Inc.  
Mercer Island

# COMPREHENSIVE PLAN Town of Wilkeson

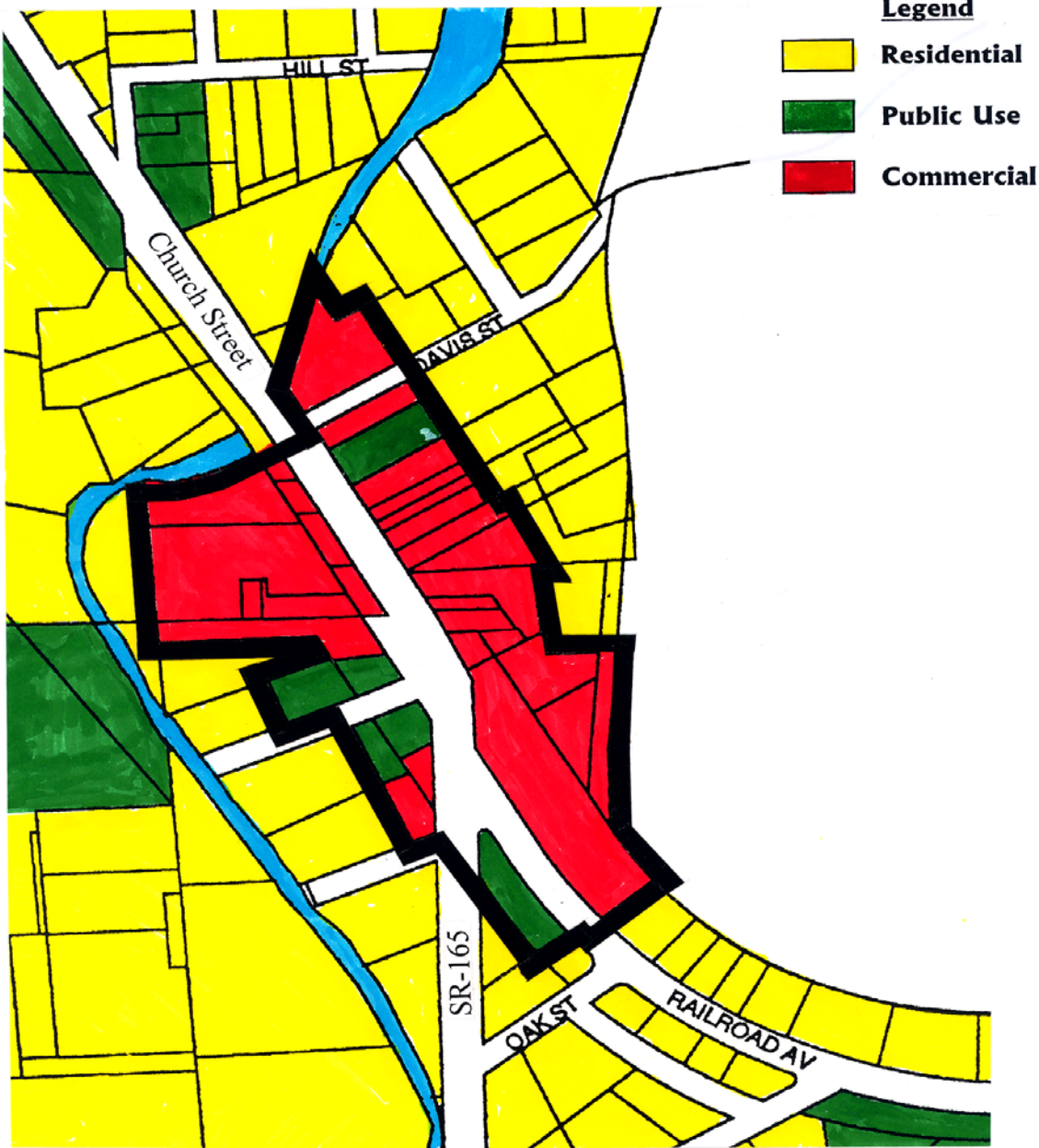
Figure 10-3



### Legend

- Residential Single Family
- Residential Multifamily
- Commercial
- Public Use

- County Approved Urban Growth Boundary
- Town Corporate Boundary
- Town Expanded Urban Growth Boundary



**HISTORIC DISTRICT  
Town of Wilkeson**

Kask Consulting, Inc.  
Mercer Island, WA

**Figure 10-4**

## Chapter 11

# HOUSING

## 11.1 INTRODUCTION

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

## 11.2 HOUSING GOALS AND POLICIES

**11.2.1 Purpose.** Goals within the Growth Management Act encourage the availability of affordable housing to all economic segments of the population and preservation of existing housing stock. The Growth Management Act goals also promote a variety of residential densities and housing types, discourage urban sprawl, and encourage a fair and efficient permit process for development. The Growth Management Act does not define the item “affordable housing”, but its use in the Act indicates that it should be broadly construed to refer to a wide range of housing types at varying costs, capable of meeting the needs of all economic segments of the community.

**11.2.2 Goal.** Promote the detached single family housing form through a variety of approaches to development; and to preserve, protect, and strengthen the vitality and stability of existing neighborhoods.

### **11.2.3 Policies.**

1. Promote community involvement to achieve neighborhood improvement.
2. Reduce the appearance and noise problems in residential areas through the separation of incompatible uses.
3. Enhance the appearance of and maintain public spaces in residential areas.



4. Review the Town's development regulations to ensure that they promote neighborhood quality by protecting residential areas from undesirable activities through aggressive enforcement of adopted Town codes.
5. Ensure that housing is compatible in intensity with surrounding land uses, traffic patterns, historic properties, and environmentally sensitive features, and seek gradual transitions of density rather than abrupt transitions.
6. Promote the necessary upkeep of housing units in order to protect against deterioration in the overall aesthetic quality of neighborhoods.

11.2.4Goal. Allow a variety of densities and housing types so that the Town can provide housing opportunities to meet a variety of needs, including affordable housing and housing which meets the special needs of those with problems relating to age or disability.

#### 11.2.5 **Policies.**

1. Encourage and promote a wide range of residential development types and densities in various parts of the Town to meet the needs of a diverse population and provide affordable housing choices for all income levels.
2. Encourage the preservation of existing affordable housing, which will be dispersed throughout the Town.
3. Encourage housing opportunities for people with special housing needs. These homes are best located in residential areas that are near supportive community services, recreational and commercial facilities.
4. Encourage multi-family housing in areas designated for such uses.
5. Work with and support Pierce County in developing incentives and subsidy programs to preserve and enhance below-market housing.
6. Explore all available federal, state and local programs and private options for financing affordable and special needs housing.

7. Encourage and support social and health service organizations that offer support programs for those with special needs, particularly those programs that help people remain in the community.
8. Encourage development and availability of residential lots in order to maintain a proper relationship between housing and population with respect to supply and demand, thus helping to maintain availability and affordability.
9. Provide for the elimination of the effects of discrimination in housing based on race, color, religion, sex, age, handicap or national origin, and should provide safeguards against such discrimination in the future.
10. Promote the mix of residential and commercial uses in the downtown commercial core of the Town.
11. Coordinate with state and regional health care and housing programs.

### 11.3 AFFORDABLE HOUSING PLAN

Affordable housing is defined according to the interpretation found in the Growth Management Act – Procedural Criteria, WAC 365-195-07(6). This term “applies to the adequacy of housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the marketplace will guarantee adequate housing for those in the upper economic brackets but that some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons.”

## Chapter 12

# PARKS AND RECREATION

## 12.1 INTRODUCTION

The Parks and Recreation section of the Comprehensive Plan serves as an expression of the community's objectives, needs and priorities for recreation planning. In all communities, recreation provides an important personal as well as social outlet. Parks and recreation facilities are common areas which all people living within the Town as well as visitors can enjoy. They provide places for exercise, sports, children's playgrounds, relaxation, and community gatherings. Parks and Recreation areas also enhance the aesthetic quality of the Town. They serve as important communities centers and are among the most enjoyed places within the community.

As with other facilities and services which the Town provides, parks and recreation must be planned for to meet the changing demands that occur with growth. When the population increases, there is an increased demand placed upon existing facilities. As such, parks and recreation areas and opportunities must be expanded to meet the growing needs. Adequate land must be set aside for these purposes, and capital funds must be made available to develop the facilities. By incorporating parks and recreation into the Comprehensive Plan, it can be made certain that provisions will be made to prepare for future needs so that the citizens of Wilkeson will continue to enjoy a high level of parks and recreation services into the future.

## 12.2 INVENTORY OF EXISTING FACILITIES

**Roosevelt Park.** The Town of Wilkeson maintains approximately 1.5 acres of park land located in the north central portion of the Town, lying just north of Roosevelt Street. The park area is currently available for both passive and active recreational activities. The active area is serviced with children's playground equipment and picnic tables.

**Coke Ovens Park.** Coke Ovens Park is located outside the corporate boundary of the Town of Wilkeson. It is an extension of land on both sides of Railroad Avenue extended east. The land area amounts to about 9.4 acres. The parkland encompasses the historic coke ovens site.

**Wilkeson Elementary School.** Wilkeson Elementary School, which is located in the southeast portion of the Town, provides public recreational opportunities within the Town. The elementary school has playground and playfield areas which can be utilized as park and

recreation facilities when school is not in session.

**Watershed.** Located in the southwest section of the Town is the Wilkeson Watershed. This 13 acre site is set aside to provide the Town with its drinking water resource.

**Tree Farm.** Also located in the southwest section of the Town is the Wilkeson Tree Farm. The 143 acre have been set aside from development as a resource conservation area and provides open space as well as wildlife habitat. A Forest Management Plan has been established for the maintenance of tree farm and calls for sequential timber harvest on six plots.

**Pierce County Rails/Trail.** Pierce County is in the process of constructing a walking trail that utalizes the former rail road right of way. The trail enters the Town form the northwest and exists in a westerly direction and curves to the south entering the Town of Carboando.

**Mt. Ranier National Park.** The Town of Wilkeson is in close proximity to Mt Ranier National Park, which provides recreational opportunities on a regional level. The park area provides recreational hiking, camping, fishing, mountaineering, and other outdoor activities in the immediate vicinity of the Town. Wilkeson is a waypoint to the park, connecting the Puget Sound Metropolitan Area with the National Park.

## **12.3. STANDARDS**

**12.3.01 Park Classification.** For the purpose of identifying level of service standards, the existing park types within the Town, and those which are not within the Town but provide service to residents of the Town should be categorized. The classification system utilized for the Town of Willkeson is intended to serve as a guide for the identification of the variety of recreational opportunities and for the provision of a well-balanced park system. The important consideration is to provide a variety of park types which satisfy the broad range of community recreational needs.

**Regional Parks.** Regional Parks/Reserves are areas of natural quality for resource-oriented outdoor recreation, such as viewing and studying nature, hiking, fishing, boating, camping, and swimming. These areas may include active play areas, but, typically 80 percent of the site is managed for natural resource preservation. Regional parks and reserves service a multi-community area with a one hour drive time to the park. The minimum per capita acreage standard for this type of park is 5 to 10 acres per 1,000 population with a desired 50-acre minimum size.

**Community Parks.** Community Parks are defined as recreation areas capable of supplying a broad range of active and passive activities. Community parks typically contain both natural settings and developed play areas. Facilities normally provided at community parks include: swimming pool or beach, field and court games, picnicking, nature study and also serve

as nodes for a Townwide pathway system. The minimum per capita acreage standard for a community park is 8 acres per 1,000 population with a desired 8 acre minimum size.

Neighborhood Parks. Neighborhood Parks are defined as recreation areas providing primarily active recreation opportunities. Facilities may include: softball and baseball diamonds, playground equipment, tennis courts, basketball goals and other intensive facilities. Passive recreation opportunities may also be provided if a natural setting exists. Due to size limitations, nonconforming uses should be carefully planned to avoid conflicts. The recommended minimum level of service standard for a neighborhood park is 2.0 acres per 1,000 population with a range of 1-10 acres in size.

School Sites. School Sites provide intensive recreational activities which also serve to fulfill a recreation need in the Town. They are similar in size and function to neighborhood parks, and help to satisfy the demand for park and recreation facilities.

Urban Pathways. Urban Pathways provide an opportunity within an urban setting for walking and bicycling. Where possible, they provide links to other recreational areas, scenic vistas, historic points of interest, and often provide public access to a waterfront. These pathways are typically designed as a portion of a statewide or local trail system. Trail systems service the entire community.

Open Space Sites. Open Space Sites are undeveloped sites which serve a variety of uses. These lands may include, but are not limited to wetlands; wetland buffers; public access sites; and wildlife habitat areas. These sites rarely provide recreational attributes and are managed to conserve the resource on the site. There are no recommended acreage requirements for the provision of open space lands in the Town.

**12.3.02 Level of Service Standards.** The level of service standards used in this plan have initially been established in the 1988 Comprehensive Park and Recreation Plan for the Town. These standards have been reviewed and compared to standards established by the National Recreation and Park Association (NRPA), the Statewide Comprehensive Outdoor Recreation Plan (SCORP), and other communities with similar demographic profiles and physical attributes to determine applicability.

A universally accepted standard methodology is the per capita acreage standard. The per capita acreage standard, expressed as the number of acres of a specific park category or the number of facilities of a specific type per thousand population, is intended to determine whether the overall number of park sites and facilities is sufficient to satisfy the recreation demands. The recommended per capita acreage requirements for the various park classifications within the Town are shown in Table A.

Table 12-1  
Level of Service Standards-Park and Recreation Facilities

<b>Park Type</b>	<b>Level of Service Standard</b>
<b>Regional Park</b>	<b>5-10 acres / 1,000 population</b>
<b>Community Park</b>	<b>8 acres / 1,000 population</b>
<b>Neighborhood Park</b>	<b>2 acres / 1,000 population</b>
<b>Walking/Hiking Trails</b>	<b>1 mile / 5,000 population</b>

## **12.4 ASSESSMENT OF NEEDS**

The assessment of needs for park and recreation facilities within the Town of Wilkeson is based upon the level of service standards established above, and the Town population. A needs assessment has been done for both the 2005 population and the forecasted 2022 population. This allows for current deficiencies to be highlighted, as well as future planning needs.

The 2005 population of Willkeson as reported by the Washington State Office of Financial Management was 440 persons. According to populations forecasts presented in Chapter 10 of the Wilkeson Comprehensive Plan, this population is expected to increase by 2022 to a population of 550 persons. The 2005 an 2022 park and recreation demand and needs for the Town of Wilkeson are presented in Table 12-2.

The demand and needs assessment indicates that there is a future unment need for both community and neighborhood parks within the Town of Wilkeson. For 2012, there is an future need for 0.2 acres of neighborhood parkland. For community parks, there is an existing need for 8 acres. Although the existing population size does not require 8 acres according to the level of service standards, community parks should be at least 8 acres in size. Currently, there are no community parks within the Wilkeson area, and therefore there is a need for one to be developed.

Table 12-2  
1997 Park and Recreation Demand and Needs

<b>Park Type</b>	<b>Level of Service Standard</b>	<b>Existing Acreage</b>	<b>2005 Demand</b>	<b>2022 Need</b>
<b>Regional Park</b>	<b>5-10 acres / 1,000</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Community Park</b>	<b>8 acres / 1,000</b>	<b>9.4</b>	<b>4.4 acres</b>	<b>-</b>
<b>Neighborhood Park</b>	<b>2 acres / 1,000</b>	<b>1.5</b>	<b>1.1 acre</b>	<b>-</b>
<b>Walking/Hiking Trails</b>	<b>1 mile / 5,000</b>	<b>1.0 miles</b>	<b>0.2 miles</b>	<b>-</b>

For regional parks, the Town of Wilkeson is too small in size to provide a regional park. Furthermore, the close proximity to Mt. Rainier National Park provides adequate regional park area to service the demand of the Town.

## **12.5 PARK AND RECREATION PLAN**

Instead of acquiring land for additional parks, the Town should look to further develop the existing neighborhood park and the community park. At the Roosevelt Park, additional play equipment is always welcome. At the Coke Ovens Park, the restoration of the historic coke ovens and the surrounding area is in need of financing.

## **12.6 GOALS AND POLICIES**

**12.6.1 Goal.** Maintain and develop a system of active parks and recreation facilities, that is attractive, safe, functional, and available to all segments of the population.

### **12.6.2 Policies.**

1. Identify and set aside permanent open space through acquisition or other means.

2. Buy, lease or otherwise obtain additional private and school lands and facilities for parks, and recreation throughout the Town, and specifically in those areas of the Town facing intense population growth and/or commercial development.
3. Actively seek land and funds from a variety of sources to help implement a park acquisition and development program.
4. Coordinate park planning and use of facilities with other Town projects, and non-profit, private or public groups to assure maximum use of recreational facilities. Coordination efforts should include the following:
  - a. Encourage a variety of uses in all existing public schools and facilities to efficiently meet the recreational needs of the community.
  - b. Cooperate and coordinate with other jurisdictions in the planning and development of regional parks and recreational facilities.**
  - c. Coordinate park planning, acquisition and development with other Town projects and programs that implement the Comprehensive Plan.
  - d. Develop and implement a plan for a coordinated park, beautification, recreation facility.
5. Design a plan for development of current undeveloped park land, and monitor and evaluate existing park facilities to assure they meet safety and sanitary standards.
6. Develop park maintenance plan and ensure park maintenance provisions for any park lands or facilities donated to the Town.
7. Design park and recreation facilities in a manner sufficiently feasible to allow modification as population composition and recreation values change.
8. Obtain for preservation natural areas which are ecologically sensitive to urbanization or represent a valuable natural and aesthetic asset to the community.



## Chapter 13

# ECONOMIC DEVELOPMENT

## 13.1 INTRODUCTION

This Economic Development Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address the economic development in the Town of Wilkeson and the adjacent Urban Growth Area. It represents the community's policy plan for the next twenty years. Economic Development Element describes how the goals in the other plan elements will be implemented through Town policies and regulations, and thus, it is a key element in implementing the comprehensive plan.

The Economic Development Element has also been developed in accordance with Pierce County's County-Wide Planning Policies, and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Economic Development Element specifically considers the existing economy in Wilkeson and the potential for future economic development.

The Economic Development Element will guide decision making to achieve the community goals as articulated in the Wilkeson Vision Statement. The Economic Development Element specifically addresses the following goals of the Vision Statement (See Page 7-2):

No. 8. The Town should promote a shopping district and businesses for residents. The Town Council should zone an area for retail services.

No. 9. The Town should investigate the impact of tourism on the community. Because of the interest shown, in this issue during the public survey further discussion should take place among the residents.

No. 10. The Town should promote the development of cottage industries by providing for home-based businesses in most zoning districts.

No. 11. The Town should preserve the character of the existing business district. A Historic District should be investigated.

## 13.2 INVENTORY AND ANALYSIS

13.2.1 Major Employers. In the past the major employers had been the coal mines and sandstone quarry. In recent years these employment opportunities have diminished.

Currently, most residents commute to other cities in Pierce and King Counties. Only approximately 4 percent of the residents work in Wilkeson. Many of these residents are self-employed, while others work for the Wilkeson Elementary School, or at the few stores, restaurants and taverns in Town. Today, there are no employers of over 20 people in Wilkeson.

13.2.2 Analysis of Town Economic Assets. Wilkeson has many advantages for economic development. The location and setting make the community a prime tourist location and, possibly, a tourist destination.

Assets:

- The location of Wilkeson, on a major route to Mt. Rainier National Park, means that a great number of regional and national tourists are passing through Wilkeson during the summer months.
- Wilkeson is a destination of the Pierce County Foothills Trail. It has abundant hiking trails near the Town.
- There are eight structures and locations in Wilkeson on the State or National Register of Historic Places.
- The business district is compact, has historic buildings, and has abundant space available for new retail stores. It is a well defined area on the major transportation route through the Town.
- The Town Council, Planning Commission and Wilkeson Booster Club (the local commercial club) have a very favorable view towards promotion of tourism.
- The Town has promoted festivals to attract tourists, such as Wilkeson Handcar Races each July.
- The main streets are adequate for traffic.
- Within the past two years Wilkeson has improved the parking at Town Hall, and within the business district.
- Small town quality of life.
- Good to excellent school system.

Weaknesses:

- The Town lacks hotel and motel space for guests.

- The population of Wilkeson is not large enough to support a variety of retail activities.
- The water system is not adequate for large numbers of people.
- Wilkeson currently lacks tourist service retail establishments. Wilkeson needs to enhance its regional promotion efforts outside Pierce County.

## 13.3 FUTURE NEEDS AND ALTERNATIVES

13.3.1 Analysis of Economic Activities. Currently, approximately 4 percent of the residents work in Wilkeson. The largest employers are the Town of Wilkeson and the White River School District. Other retail commercial establishments employ only a few full time employees.

## 13.4 GOALS AND POLICES

This section discusses the goals and .policies to drive the economic development of Wilkeson. The goals and policies of the Economic Development Element reflect the Vision Statement for the Town of Wilkeson.

13.4.01 Goal. The Town should actively influence the future character of the Town to enhance the economic opportunities available in Wilkeson.

### 13.4.02 Policies:

1. The Town should enact regulations to preserve the historic character of the business district.
2. The Town should promote tourism opportunities throughout the community, but especially in the business district.
3. The Town should encourage new businesses that cater to local residents needs. They should work with the Pierce County Economic Development Board and the local Chambers of Commerce to promote these businesses.
4. The Town Planning Commission should develop a plan for the business district which provides for shopping for residents and tourists, and provides parking areas and walking areas. This area should promote the historic qualities of Wilkeson.

13.4.03 Goal. The Town should actively promote tourism.

13.4.04      Policies:

1. The Town should actively promote tourism by encouraging tourist shops, sporting goods stores, bed and breakfast inns, and other businesses which attract tourism. They should work with the Pierce County Economic Development Board and local recreation and tourism groups.
2. The Town Planning Commission should conduct periodic surveys of citizens to ascertain residents' feelings on issues of tourism.

13.4.05      Goal. The Town should promote the development of cottage industries.

13.4.06      Policies:

1. The Town Planning Commission should review the regulations governing home-based industries and provide for those industries in most residential and commercial districts.
2. The historical character of Wilkeson should be preserved in the business district.
3. The business district with its commercial and government buildings should be established as a commercial/governmental center of the community. The Town should actively promote this concept in the Zoning Ordinance, Historic District regulations and its discussions with outside economic development organizations.
4. The Town should adopt a special commercial designation for the business district in the Zoning Ordinance. Regulations should promote central business district businesses and the historical character of Wilkeson.

## Chapter 14

# UTILITIES

## 14.1 WATER

14.1.01 Ability to Provide Water. Wilkeson receives its water from a series of springs, located in the tree farm area, southwest of Town. The springs produce a maximum of 142 gallons per minute or 201,600 gallons per day.

Often, water use is measured in “Equivalent Residential Units” or “ERU’s.” An ERU is a residential water connection. Often institutional, commercial and industrial water users are converted to ERU’s for purposes of ease and simplification of calculations. Water loss is also expressed in ERU’s. Measured in ERU’s, the water production capacity of Wilkeson is 514 ERU’s. Wilkeson’s water supply versus peak day demand in gallons and ERU’s is shown in Table 14-1.

**Table 14-1**

**Water Supply vs. Peak Day Demand in Gallons and ERU’s**

Year	Supply	Wilkeson’s Demand	Surplus or (Deficiency)
<b>2005</b>	<b>201,600 gallons</b>	<b>139,552 gallons</b>	<b>62,048 gallons</b>
<b>2005</b>	<b>514 ERU’s</b>	<b>356 ERU’s</b>	<b>158 ERU’s</b>
<b>2025</b>	<b>201,600 gallons</b>	<b>164,640 gallons</b>	<b>36,960 gallons</b>
<b>2025</b>	<b>514 ERU’s</b>	<b>420 ERU’s</b>	<b>94 ERU’s</b>

Another test on Wilkeson’s ability to provide water is its water rights. Wilkeson’s water rights, claim number 02667, limits maximum instantaneous flow rate to 250 gallons per minute and maximum annual volume to 225 acre feet. Wilkeson’s water rights are shown in Figure 14-2 and current and forecasted 2025 water use are shown in Table 14-3.

**Table 14-2**  
**Water Rights**

Year	Existing Water Rights		Consumption		Status Excess (Deficiency)	
<b>2004</b>	<b>250 gpm</b>	<b>225 afy</b>	<b>150 gpm</b>	<b>77 afy</b>	<b>100 gpm</b>	<b>148 afy</b>
<b>2005</b>	<b>250 gpm</b>	<b>225 afy</b>	<b>152 gpm</b>	<b>78 afy</b>	<b>98 gpm</b>	<b>147 afy</b>
<b>2025</b>	<b>250 gpm</b>	<b>225 afy</b>	<b>184 gpm</b>	<b>119 afy</b>	<b>66 gpm</b>	<b>106 afy</b>

Wilkeson’s water rights are adequate to service Wilkeson’s water needs twenty years into the future. The water rights also permit Wilkeson to add to its water use load approximately 140 additional ERU’s. At some future date, Wilkeson should seek approval from Department of Ecology to amend its water rights certificate to allow deep well water withdrawal. At that time, the Town also needs to explore the possibility of expanding the water rights.

**Table 14-3**  
**Water Demand in Wilkeson Expressed in ERU’s**

Year	Residential ERU’s	Commercial ERU’s	Water Loss ERU’s	Total ERU’s
<b>2004</b>	<b>306</b>	<b>11</b>	<b>35</b>	<b>352</b>
<b>2005</b>	<b>310</b>	<b>11</b>	<b>35</b>	<b>356</b>
<b>2025</b>	<b>363</b>	<b>15</b>	<b>42</b>	<b>420</b>

Wilkeson’s water supply system consists of approximately 12,000 linear feet of 4 inch through 10 inch piping, with a majority of the system constructed of 6 inch asbestos cement piping. Fire hydrants are located periodically throughout the Town.

14.1.02 Water Needs. Wilkeson’s twenty year water needs are driven primarily by its population growth. Pierce County Council, charged with population forecasting and sub-area allocations at the county level, have set the 2022 population target for Wilkeson at 550 persons. Extending this for three years, results in a 2025 population forecast number of 575 persons. It should be noted that Wilkeson has a long-term commitment to provide water to Rainier Ranch.

The Washington State Office of Financial Management, charged with providing up to date population numbers for counties and municipalities has estimated the 2004 Wilkeson population to be at 426 persons. Thus, the twenty year population increase amounts to 149 persons or 53 households, using the year 2000 US Census household size of 2.82 persons.

In 2005, the Town of Wilkeson services 356 ERU's, including service to Rainier Ranch. The number of ERU's grows to 420 by year 2025. Each ERU consumes 392 gallons of water per peak day. The Town of Wilkeson water needs in 2005 then amount to 139,552 gallons per peak day. By 2025, the water needs have grown to 164,640 gallons per peak day, an increase of 25,080 gallons per peak day.

14.1.03 Needed Improvements. Wilkeson's water system is in need up upgrading. Specifically, the Department of Health is taking water samples at the springs to determine whether the spring water is surfacewater inundated. The laboratory research is inconclusive at this time, waiting for a final sample to be taken and tested sometime in the winter of 2005-06. If it turns out that the spring water is indeed surfacewater inundated, then the Town has three options to remedy the situation. One option is to construct a water filtration plant at the site of the springs at an estimated cost of about \$1,000,000. Another option is drill a deep well of sufficient capacity and replace the water source coming from the springs with water from the deep well. The construction of a well is estimated to cost somewhere around \$430,000. A new well also requires an additional water storage tank at an estimated cost of about \$500,000. A further option is to tap into the City of Tacoma water system at Buckley. This option is estimated to cost in the neighborhood of about \$3,800,000. No decision on any of the options has been made by the Town Council. It all depends on the Department of Health's determination whether the Wilkeson's spring water source is surfacewater inundated or not.

Aside from the Department of Health concerns outlined above, the Town needs to develop a second water source, in addition to the springs. The second water source, most likely, will be a deep well with sufficient capacity equal to or surpass the combined capacity of the springs. A location for a new well should be on the north end of Town, located on the nine acre Town owned site, currently in tree farm use. It will be prudent, at the same time to build a storage tank at the site to service the north end of Wilkeson.

The problems at the current water tank that limit its use to somewhere less than its full capacity of 240,000 gallons are being addressed. Cathodic mechanisms have been installed that extend the life of the water tank for many years. The water level in the tank is back up to near the top. Its operating capacity has been restored to near its design capacity.

The Department of Health has approved the revisions to the current Water Comprehensive Plan. They did place some temporary restrictions on the issuance of water connections pending on further updating the plan, particularly in the area of having to complete

the hydraulic modeling. Once that is done, the restrictions on the issuance of water hookups should be lifted.

## 14.2 WASTEWATER MANAGEMENT

14.2.01 Collection System. The Town of Wilkeson presently owns, operates, and maintains a domestic wastewater collection and interceptor system consisting of 42 manholes, two lift stations, approximately 7,500 linear feet of pressure and gravity sewer pipe, and an eight inch diameter gravity outfall system of approximately 200 feet. Approximately 60 acres of the Town have sewer service available by this system.

Many of the existing sewer lines are concrete, but the Long Street sewer is PVC pipe. Each underground lift station consists of two submersible pumps each in a 1,200 gallon wet well. Lift Station No. 1 pumps flow from the south of Town under Wilkeson Creek at about Davis Street. Lift Station No. 2 is located at the sewage treatment plant and pumps all of the collected sewage flow into the sewage treatment plant headworks.

14.2.02 Treatment Facility. In the mid 1990's the Town upgraded its treatment plant. Today, the new treatment plant has a capacity to serve a population base of about 850 persons or 355 connections. The current wastewater load at the treatment plant is about 150 connections. The plant has been designed to handle a peak month load of 130,000 gallons per day or 250 gallons per minute per peak hour. The new treatment facility has the capacity to serve the needs of the Town well beyond the plan target year of 2022.

## 14.3 SURFACEWATER

Wilkeson Creek, which flows through the Town from the south to the north, is a major tributary of South Prairie Creek. Wilkeson Creek is composed of 12.3 miles of stream with headwaters formed from the South and West Forks of Gale Creek. The upper watershed originates in pristine, heavily forested, mountainous terrain.

Local drainage system consists of natural drainage courses, roadway ditches, and culverts consistent with a rural setting. There is very little control of storm water. The 100-yr floodplain extends beyond the shoreline of the Creek, approximately 300 feet at the worst location. The floodplain is only 60 feet wide at Davis Street and is up to 250 feet wide west of Cedar Street.

## 14.4 GOALS AND POLICIES

14.4.01 Goal. The Town of Wilkeson should facilitate the development and maintenance of all utilities at the appropriate levels of service to accommodate present and future population of Wilkeson.



#### 14.4.02 Policies:

1. The Town does not provide energy, communications or landfill disposal services. These facilities are currently provided by private companies and Pierce County. To facilitate the coordination of these services, the Town should discuss and exchange population forecasts, development plans and technical data with the agencies identified in this Plan.
2. The Town shall promote whenever reasonably feasible co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions to the public and reduce the cost to the public of utility delivery.
3. New development shall be allowed only when and where all public utilities are adequate, and only when and where such development can be adequately served by public utilities without reducing levels of service elsewhere.
4. The Town should coordinate land use planning with the utility providers' planning. The Town should adopt procedures that encourage providers to utilize the Land Use Element and Urban Growth Area in planning future facilities.
5. The Town will assure that the Comprehensive Plan designates areas available for the location of utility facilities.

14.4.03 Goal. The Town will encourage design that minimizes the impacts associated with the sighting, development, and operation of utility services on adjacent properties and the natural environment.

#### 14.4.04 Policies:

1. Electric power substations should be sited, designed, and buffered (through extensive screening and/or landscaping) to fit harmoniously with their surroundings. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light and glare impacts. Visual and land use impacts resulting from electrical system upgrades shall also be mitigated.
2. The impacts from utility distribution lines on the visual and physical environment should be mitigated by requiring the undergrounding of utility distribution lines to minimize clutter and potential damage to the lines and surrounding properties from wind and other natural conditions in new developments of five units or more.

14.4.05 Goal. The Town of Wilkeson will provide adequate water and sanitary sewer service for all its residents.

14.4.06 Policies:

1. New development shall be allowed only when and where water and wastewater collection and disposal services are adequate, and only when and where such development can be adequately served by essential public utilities without reducing levels of service elsewhere.
2. The Town of Wilkeson should adopt and enforce water and sewer design standards for all construction.
3. The Town should review the existing water and sewer systems and adopt a multi-year plan to correct any existing deficiencies.

## Chapter 15

# TRANSPORTATION

## 15.1 EXISTING CONDITIONS

**15.1.1 Street Classification.** The Washington State Department of Transportation defines three street functional classification categories, which are applicable to urban areas such as the Town of Wilkeson. In Wilkeson, streets, roads and highways are classified as arterials, collectors or local access streets. Streets, roads and highway classifications in and around Wilkeson are shown in Figure 15-1.

**Arterial streets, roads and highways** provide for traffic movements into, out of, and through the Town. Many of the trips using arterials have neither their origin nor their destination within Wilkeson, but are generated by the surrounding areas of Pierce County. Arterials carry the highest traffic volumes and serve the longest trips. The traffic movement function is emphasized at the expense of convenient access to adjacent land uses. In Wilkeson, arterial routes also provide local access to businesses and residences. In Wilkeson, the following streets are classified as arterials:

- SR-165 or Church Street from north Town limits to south Town limits

**Collector streets and roads** provide for movement within neighborhoods and funnel neighborhood trips onto the arterial street system. Collectors typically carry moderate traffic volumes, relatively shorter trips than the arterials and little through traffic. In Wilkeson, the following streets are classified as collectors:

- Brierhill, Short, and Long Streets from Church Street to Church Street
- Davis Street from Church Street to east Town limits
- Railroad Avenue from Church Street to east Town limits

**Local streets** comprise all roadways and streets not otherwise classified as arterials or collectors. Their main function is the direct access to abutting properties, often at the expense of traffic movement - low speeds and delays caused by turning vehicles are common.

# Street Classification and Transportation Plan

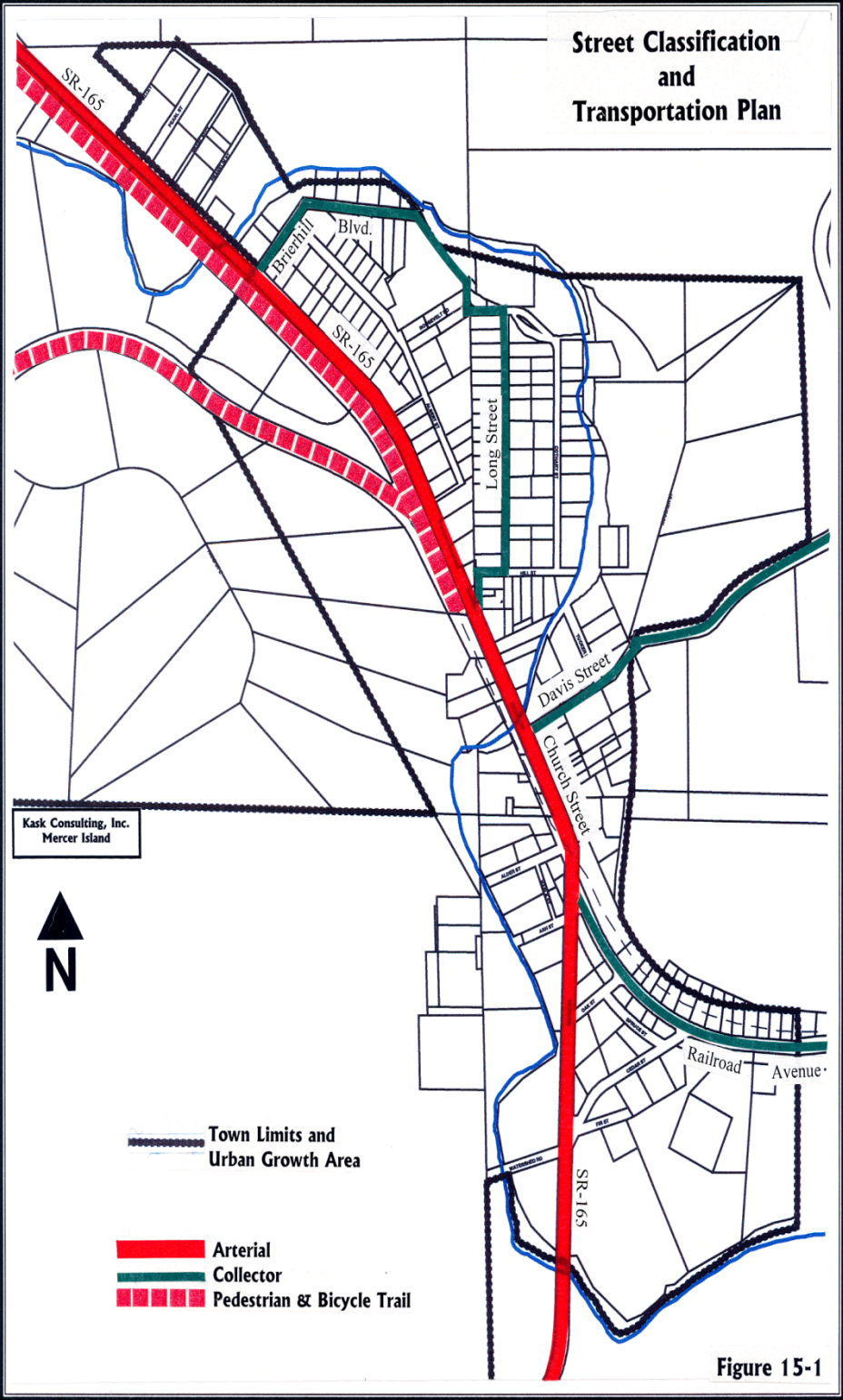


Figure 15-1

15.1.2 Design Standards. Street design standards for arterial, collector and local access streets are specified in the Pierce County Public Works Development and Construction Standards Manual. Storm drainage design is specified in the Pierce County Stormwater Management and Site Design Manual.

15.1.3 Ideal Classification System. In an ideal system streets would be laid out in a rectangular grid with a functionally strict hierarchy, and a sharp differentiation between classifications. Land use patterns, topography constraints and environmental considerations dictate an irregular street system, and the classification system can only achieve a rough approximation of these ideal guidelines.

The higher classified streets handle the highest traffic volumes. Arterials account for only 5 to 10 percent of the total highway mileage in an urban area, but carry 40 to 65 percent of the total travel (measured in vehicle miles of travel). Local streets, on the other hand, comprise 65 to 80 percent of the system but carry only 15 to 20 percent of the travel demand.

15.1.4 Jurisdiction. State Road 165 is under the jurisdiction of the State of Washington, Department of Transportation. All other streets within the Town boundaries are under the jurisdiction of the Town of Wilkeson.

## **15.2 TRAFFIC CHARACTERISTICS**

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

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

15.2.3 Hourly Variations. The hourly travel variations for a typical high volume intersection in the Town of Wilkeson are as follows: AM peak hour occurs at 10 AM, after which volume decreases slightly between 12 Noon and 2 PM. After 2 PM, travel volumes again increase and peak between 3 and 5 PM.

## **15.3 YEAR 2005 TRAFFIC VOLUMES**

Traffic volumes on SR-165 have held steady over the years at or about 3,500 vehicles per day. The source of this data is the Washington State Department of Transportation 2005 annual Traffic Report. Traffic volumes on Railroad Avenue amount to about 1,000 vehicles per day. All other collectors carry less than 1,000 vehicles per day.

## 15.4 TRAFFIC ACCIDENTS

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

## 15.5 LEVEL OF SERVICE

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

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

Existing levels of service have been calculated at select street segments in the Town of Wilkeson's and is shown below. The following tables outline general guidelines commonly used by transportation planners for determining level of service on roads based on average weekday traffic. The tables pertain to two lane roads in rural towns as shown in Tables 15-1 and 15-2.

- SR-165 Church Street “C”
- Railroad Avenue “A”

**Table 15-1**  
**Level of Service**  
**Average Weekday Traffic**  
**Two Lane Roads and Streets**  
**No Turn Lanes at Intersection**

<b>Level of Service</b>	<b>Average Weekday Traffic Volume</b>
<b>A</b>	<b>0 to 1,000</b>
<b>B</b>	<b>1,100 to 3,000</b>
<b>C</b>	<b>3,100 to 6,000</b>
<b>D</b>	<b>6,100 to 9,000</b>
<b>E</b>	<b>9,100 to 12,500</b>
<b>F</b>	<b>12,600 +</b>

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

**Table 15-2**  
**Level of Service**  
**Average Weekday Traffic**  
**Two Lane Roads and Streets**  
**With Turn Lanes at Intersections**

<b>Level of Service</b>	<b>Average Weekday Traffic Volume</b>
<b>A</b>	<b>0 to 3,000</b>
<b>B</b>	<b>3,100 to 6,000</b>
<b>C</b>	<b>6,100 to 9,000</b>
<b>D</b>	<b>9,100 to 12,000</b>
<b>E</b>	<b>12,100 to 16,000</b>
<b>F</b>	<b>16,600 +</b>

## **15.6 ACCESS CONTROL**

Access control is a technique used in designing roads to manage where and in what way automobiles will be able to enter and exit the road. Access control typically means limiting the number of driveways connecting commercial and residential sites directly to a road. Under access control, entrances and exits to the road via driveways are restricted. The Washington State Department of Transportation reviews and comments on permit applications filed with the Town of Wilkeson for driveway access to SR-165 within the Town limits.

## **15.7 TRUCK ROUTES**

Truck traffic in Wilkeson is primarily generated by the logging, quarry, and delivery truck traffic. Trucks tend to travel north and south on State Route 165. Further, significant rock quarry related truck traffic takes place on Railroad Avenue.



## **15.8 PUBLIC TRANSIT**

Pierce Transit does not serve the Town of Wilkeson with any regular routes. The closest bus stop is in the City of Buckley or along SR-410. There are no employers in Town that employ twenty or more people other than Wilkeson School. Many of the teachers and employees at the School live in Wilkeson. Therefore, the initiation of a transportation demand management program is problematical.

## **15.9 PEDESTRIAN AND BICYCLE FACILITIES**

Pierce County Department of Parks and Recreation has built and is operating a pedestrian and bicycle trail on the former Burlington Northern Railroad right-of-way. The trail enters Wilkeson at the north Town limits, extends south for a distance of about one-third of a mile on the west side of SR-165 or Church Street, then doubles back to the northwest and exists at the western town limits. The location of the trail is shown in Figure 15-1.

## **15.10 LAND USE AND TRANSPORTATION**

In 1980, Wilkeson had a population of 321. By 1990, the Town's population had increased 15 percent to 370 and by 2000, population had further increased by 7 percent to 395. Population forecasts predict an increase in population to 550 by the year 2022. Wilkeson's forecast population of 550 persons by 2022 is about 39 percent greater than the 2000 population. This increase must be planned and guided in order to accommodate future growth while maintaining the high quality of life in Wilkeson.

**Table 15-3**

<b>Year</b>	<b>Historic</b>	<b>2003 Forecast</b>
<b>1980</b>	<b>321</b>	
<b>1990</b>	<b>370</b>	
<b>2000</b>	<b>395</b>	
<b>2005</b>	<b>440</b>	
<b>2010</b>		<b>472</b>
<b>2015</b>		<b>505</b>
<b>2022</b>		<b>550</b>

## Population Forecasts

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

### 15.11 FORECASTED 2022 TRAFFIC VOLUMES

To a great extent, future traffic volumes are driven by population growth in a community. Population in Wilkeson is forecasted to increase by 25 percent from year 2005 to 2022. Therefore, it is safe to estimate that traffic volumes on the arterials and select collectors are going to increase proportionately. The following traffic volumes are forecasted for the below listed arterial and collector streets:

- SR-165                                      4,400      Level of service    “C”
- Railroad Avenue                            1,300      Level of service    “B”

In 2022, level of service “C” can be attained on SR-165. Therefore, no capacity increasing improvements on SR-165 are necessary. Future traffic volumes do not appear to require capacity increasing improvements on collector streets.

### 15.12 RECOMMENDED IMPROVEMENTS

A list of recommended street and road improvements is presented in Table 16-2, in the Capital Facilities Element, Chapter 16. All the projects with the exception of Vine Street construction are resurfacing projects. The list of needed improvements far exceeds the moneys available to the Town of Wilkeson. Unless the State Legislature appropriates more money for small rural towns, most of the needed improvements are put-off indefinitely.

Financing of the above street projects must come from various State and Federal grants. The Town does not have the financial capability to undertake any of the Chapter 16 listed projects with local funds.

## 15.13 COORDINATION

Planning, design and construction of transportation facilities that cross jurisdictional lines, needs to be coordinated with neighboring governmental entities. Also, transportation projects that influence or impact the neighboring governmental jurisdiction need to be coordinated. In Wilkeson, this coordination has been and will continue with Pierce County Public Works Department and the Washington State Department of Transportation.

## 15.14 GOALS AND POLICIES

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

### 15.14.2 Pierce County: County-Wide Planning Policies.

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

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

15.14.3 Town of Wilkeson. The transportation goals for the Town of Wilkeson are to emphasize the movement of people and goods rather than vehicles in order to obtain the most efficient use of transportation facilities, and to establish a minimum level of adequacy for transportation facilities throughout the Town through the use of consistent and uniform standards. The specific actions taken to implement this goal are discussed in Chapter 16, Capital Facilities.

15.14.4 Goal. The Town of Wilkeson will provide safe, convenient and efficient transportation facilities for all residents and visitors to Wilkeson.

15.14.5 Policies:

1. To maintain its existing rural and small town character, Wilkeson adopts Level of Service standard for “D” for its Town roadway facilities and services, and Level of Service of “C” for the State Highway.
2. The Town shall not issue development permits or annex areas where projects require transportation improvements that exceed the Town’s financial ability to provide these in accordance with the adopted level of service standards. However, the developer may provide these necessary improvements in transportation facilities and services.
3. The Town shall adopt a long range Transportation Improvements Program (TIP) to maintain and improve all Town streets to adopted design and maintenance standards. The Town will annually fund a portion of this program that is within their ability to finance through Town funds and other sources.
4. All new development shall provide streets to the Town’s level of service design standards. The Town shall adopt and enforce the appropriate zoning and subdivision regulations to assure that new developments are providing adequate streets and pedestrian ways.

15.14.6 Goal. The Town of Wilkeson should provide pedestrian ways for school children and others to walk throughout the Town.

15.14.7 Policies:

1. All new construction or reconstruction of streets shall include adequate provisions for sidewalks for pedestrians (non-motorized) travel. Arterial streets and significant Town roads shall also include provisions for sidewalks for pedestrian travel.
2. The Town and the School District shall jointly identify major pedestrian routes to the Wilkeson School. The Town should adopt a program to provide those routes with pedestrian facilities where none exist as soon as possible with the Town’s financial capability.

15.14.8 Goal. Because of the needs of the senior population and other transit dependent residents, the provision of some sort of mass transit from Wilkeson to the major employment/shopping centers in Pierce County is important to the future of the Community.

#### 15.14.9 Policies:

1. Wilkeson Town Officials should begin discussion with Pierce Transit to provide adequate bus service to Wilkeson residents, especially for those that are “transit dependent.”
2. Wilkeson Town Officials shall adopt a program to encourage voluntary Park-and-Ride for the Town commuting work force. This program shall include the eventual designation of an appropriate area as a Park-and-Ride lot.

#### 15.14.10 Goal. Protect air quality from adverse impacts.

#### 15.14.11 Policies:

1. Alternative modes of travel to the single-occupant vehicle shall be encouraged in order to reduce energy consumption, air pollution, and noise levels.
2. The Town of Wilkeson transportation system should conform to the federal and state Clean Air Acts by maintaining its conformity with the Metropolitan Transportation Plan of the Puget Sound Regional Council.
3. The Town of Wilkeson should work with the Puget Sound Regional Council, the State Department of Transportation, transit agencies and other jurisdiction in the development of transportation control measures and other transportation and air quality programs where warranted.

### 15.15 RECOMMENDED STREET PLAN

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

## Chapter 16

# CAPITAL FACILITIES

## 16.1 SCOPE AND PURPOSE

**16.1.1 Scope.** The Town of Wilkeson Capital Facilities Plan is a multi-year prioritized schedule of capital facilities. It includes those projects necessary for the Town of Wilkeson to deliver urban area services to its constituent public. The 2002-2022 projects in the Town of Wilkeson Capital Facilities Plan include: parks and recreation, sewer, water, transportation, storm drainage, and police. It does not include the following: schools, electric power, fire, emergency medical services and telecommunications.

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

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

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

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

## **16.2 DEFINITIONS**

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

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

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

## **16.3 GOALS AND POLICIES**

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

### **16.3.2 Project Prioritization Policies**

1. Projects mandated by law, as well as by state and federal regulations, will receive priority consideration.
2. Projects necessary to correct existing deficiencies will receive priority consideration.
3. Projects previously initiated will be completed in subsequent phases and will receive priority consideration.

4. Projects providing for the renovation of existing facilities resulting in preservation of the community's prior investment or reducing maintenance and operating costs will receive priority consideration.
5. Projects whose construction or acquisition result in new or substantially increased operating costs will be considered after an evaluation of needs and operating costs have been identified.

### **16.3.3 Financing Policies**

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

### **16.3.4 Planning Policies**

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



5. Coordinate with Pierce County to provide a set of standardized codes and regulations relating to capital facilities and community improvements.

### **16.3.5 Capital Facilities Plan Policies**

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

## **16.4 REVENUE SOURCES**

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

- *Fiscal Responsibility.* Necessitates a more conservative approach toward the authorization of new facilities, discouraging over-commitment of resources.
- *Flexibility.* Does not commit future revenues, thereby allowing greater flexibility to meet changes in future needs.
- *Reduced Interest.* Frees these interest payments for other uses.
- *Borrowing Capacity.* Conserves borrowing capacity, both in terms of legal limits and fiscal prudence, for periods of greater need. Present fiscal flexibility is traded for greater future flexibility.
- *Counter Cyclical Balance.* Using high revenues in good years for capital avoids expanding services to a level that can't be afforded in poor years.

- Simple Administration. No bond issues to pass, no complex arbitrage regulations, no debt service to administer.

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

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

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

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

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

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

Debt financing requires the pay back of not only the principal, but also interest. The interest rate on municipal bonds is relatively low but, even at a low interest rate; 15 to 20 year

loan repayments generate a substantial interest cost. Therefore, governments have been inclined to stay away from debt financing whenever possible. However, debt financing does have its advantages which are described briefly below:

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

**General Obligation Bonds.** General obligation bonds are backed by the value of the property within the Town (full faith and credit). There are two types of general obligation bonds: voter-approved and capital notes. Voter-approved bonds increase the property tax rate, with the increased revenue dedicated to paying principal and interest on the bonds. Capital note bonds are authorized by the vote of the Town Council without the need for voter approval. Principal and interest payments for capital note bonds come from general government revenues.

This method of bond approval does not utilize a dedicated funding source for paying the bondholders.

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

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

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

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

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

## **16.5 ANNEXATIONS**

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

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

## **16.6 COORDINATION**

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

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

## **16.7 LEVEL OF SERVICE STANDARDS**

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

No two communities are the same. A community's basic needs vary from locale to locale. Also, there is no consensus among urban planners and public works engineers of what constitutes national standards. Further, there is no one standard that measures everything. In most instances there are a number of standards for each service. For example, fire service standards can be response time, staffing level, equipment mix, fire flow, or a combination thereof. Therefore, comparing Town of Wilkeson's current level of service standards with a set of standards that appear to represent a median value of a greater cross section of communities provides some value but should not be taken as absolute or something that Town should strive to achieve. Level of service standards are discussed in greater detail in the parks and recreation chapter, the transportation chapter and the utilities chapter. A comparison of service standards is shown in Table 16-1.

**Table 16-1****Comparison of Level of Service Standards**

Type of Service	Town of Wilkeson	Other Urban Areas
Parks		
Neighborhood	2.0 acres / 1,000 popul.	1.6 acres / 1,000 popul.
Community	8.0 acres / 1,000 popul.	2.6 acres / 1,000 popul.
Wastewater	300 gallons / household / day	250 gallons / household / day
Water	300 gallons / household / day	300 gallons / day / household
Streets	LOS "C" – Highway Capacity Manual	LOS "C" - Highway Capacity Manual
Storm drainage	100 year flood 2.0 inches in 60 min.	50 year flood 2.0 inches in 90 minutes
Fire	5 minute response time	5 minute response time
Emergency medical services	5 minute response time	4-6 minute response time
Police	3 officer / 1,000 population	1 officer / 1,000 population

## 16.8 PROJECT PRIORITIZATION

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

**16.8.1 Project Identification.** Before project prioritization can take place, the projects need to be identified. A list of capital projects needs to be drawn out and categorized by function such as sewer, water, streets, stormwater, etc. Each category has its own unique financing scheme and financing source. A guide for identifying capital improvement projects is listed below:

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

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

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

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

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

*6. Description.* Give a narrative description of the project and include any pertinent information. Indicate whether the project is to replace existing facilities, equipment, and land or is an addition involving an increase in service delivery. A description of land acquisition projects should include dimensions, overall characteristics, and unusual conditions. Include reference to any studies or other relevant information regarding each project.

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

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

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

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

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

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

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



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

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

## **16.9 PLAN AND PROGRAM**

**16.9.1 Capital Facilities Plan** . A capital facilities plans cover a period of twenty years. For the Town of Wilkeson, the Capital Facilities Plan extends from 2002 to 2022 and coincides with the time period of the Comprehensive Plan.

**16.9.2 Capital Facilities Program.** A capital facilities program cover a period of six years. For the Town of Wilkeson, the Capital Facilities Program covers the period of 2006 through 2011.

## **16.10 PARKS AND RECREATION**

**16.10.1 Projects.** Develop the part of the Coke Ovens Park that is closest to the Town and contains the historic coke ovens and the rail road track used for the Push Cart Races. The development should include landscaping, a parking lot, rest room facilities and historic story board.

**16.10.2**      **Cost and Timing.** The estimated cost and timing of carrying out the identified projects is about \$250,000. The project can be carried out in the time period from 2008 through 2011.

**16.10.3**      **Financing.** The most likely sources of financing are grants from the Washington State Interagency Committee for Outdoor Recreation and from the Pierce County real estate excise tax fund. These sources normally require a 5 to 10 percent local match.

## **16.11      ROADS AND STREETS**

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

The six year program of projects for street improvements is shown in Table 16-2. These projects are necessary to maintain and upgrade the existing system. Improvements on SR-161 or Church Street is the responsibility of the State of Washington.

**16.11.2**      **Financing.** The six-year Capital Improvement Plan for roadway and street improvements amounts to \$894,000 and can be financed by combining a number of local, State, and Federal sources.

*Motor Vehicle License Fees.* The Town of Wilkeson collects a modest amount from the State of Washington.

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

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

**Table 16-2**  
**Program of Projects – Roads and Streets**  
**2006 - 2011**

Projects	Cost	Financing Source	
		Street Fund	Other
(Dollars)			
<b>2007</b>			
1. Albert Street from SR-165 to Brierhill Road – resurface	\$272,000	\$12,000	\$260,000
2. Davis Street from SR-165 to Spikerton Road – resurface	\$66,000	\$6,000	\$60,000
3. Rousher Street from Davis Street to Wilkeson Creek – resurface	\$23,000	\$3,000	\$20,000
<b>2008</b>			
1. Pearls Street Court from SR-165 to SR-165 – resurface	\$383,000	\$8,000	\$375,000
<b>2009</b>			
1. Ash street from SR-165 to Wilkeson Creek – resurfacing	\$30,000	\$3,000	\$27,000
2. Maple Street from Alder Street to Ash Street – resurfacing	\$30,000	\$3,000	\$27,000
<b>2010</b>			

1. Oak-Spruce Streets from Railroad Street to Oak-Cedar Streets – resurfacing	\$55,000	\$5,000	\$50,000
<b>2011</b>			
1. Vine Street from Davis Street to Church Steet – aquire property and construct a street	\$35,000	\$35,000	
<b>TOTAL 2006-2011</b>	<b>\$894,000</b>	<b>\$75,000</b>	<b>\$819,000</b>

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

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

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

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

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

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

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

*Development Fees.* A transportation benefit district may impose a fee or charge on the construction or reconstruction of residential buildings, commercial buildings, industrial buildings, or on any other building or building space, or on the development, subdivision, classification, or reclassification of land. The fee or charge must be used exclusively for transportation improvements constructed by the transportation benefit district.

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

## **16.12 SEWER**

16.12.1 **Projects.** With the improvement of the sewage treatment plant, the Town of Wilkeson has adequate treatment capacity to handle the 20 year projected growth in population and commercial activity. Almost all of the sewer improvements in the next twenty years will be the expansion of the collection system. The most notable project is the extension of a sewer loop around Pearl Street Court at an estimated cost of about \$120,000.

16.12.2 **Financing.** Various state and federal grant programs are available to fund wastewater treatment plant construction, upgrade and modernization. Very little grant money is available for sewer main extensions. The main funding source, outside the sewer

service and connection fees is the Washington State Public Works Trust Fund. The trust fund makes moneys available for sewer and water improvements at a low or zero interest rate. The local match for the Trust Fund loan can be secured by forming a Local Improvement District. The Town is also assessing a sewer connection fees which are earmarked for the treatment plant maintenance and upkeep. Additional financing comes from an amount of set aside form the conventional sever service charges. It is anticipated that the Pearl Street Court sewer extension will require the formation of a Local Improvement District to raise the local share of the anticipated grant funding.

## **16.13 WATER**

**16.13.1 Projects.** The Washington State Department of Health is evaluating the quality of Wilkeson's potable water. Indications are that the spring water is surfacewater inundated and requires filtration. The results of the analysis of water samples taken over a period of a year will be forthcoming soon. If the finding of the Health Department is that Wilkeson's water is surfacewater inundated, then a filtration plant must be constructed to filter the water or the Town needs to find an alternate source that is contamination free.

The estimated cost of constructing a filtration plant to handle the population of 550 persons plus the service area of Rainier Ranch is estimated to amount to about \$1,000,000. The cost of drilling a high yield well is estimated at \$450,000, plus a storage tank at about \$500,000.

**16.13.2 Financing.** The predominant water revenue is generated locally from water user charges and water hookup fees. Water projects are also being funded form the Washington State Public Works Trust Fund at a low or zero interest rate. As stated earlier, it is entirely possible that the filtration plant may not be necessary or its construction may move into the 2012 to 2022 time period.

## **16.15 PUBLIC SAFETY**

### **16.15.1 Projects.**

It is anticipated that the Police Department needs to purchase a new patrol car every four years at an estimated cost of about \$50,000 each.

**16.15.2 Financing.** Police equipment purchases are financed from the Town general fund. A reserve fund needs to be set up for the purchase of the new police cars where a nominal amount of money is deposited every year until the purchase amount has been collected.

## **16.16 CONCURRENTLY**

**16.16.1 Capital Facilities and Land Use.** The Growth Management Act requires that urban services be provided for urban development. The Act further stipulates that development within Cities, Towns and unincorporated urban growth areas be at urban levels of density (typically greater than four housing units per acre). In order to meet the requirements of the Growth Management Act, municipalities and counties must therefore, be able to provide urban services to development throughout their corporate or urban growth area boundaries. Provision of urban services should also be planned for urban growth areas surrounding municipalities, since these areas are designated for urban development and may be annexed.

In order to assure that urban services are provided to all areas of urban level development, coordination between the capital facilities plan and the land use plan becomes a necessity. The capital facilities plan must look at the land use plan and identify those areas planned for development where urban services are not available. In cases where certain urban services are not available, the capital facilities plan must establish a specific program of projects that extend services into those areas.

In certain cases it may be found that urban services cannot be extended into areas planned for urban development. There could be a lack of funding to complete particular projects. Or, projects necessary to expand capacity or service area may require a number of years before they can be completed. Where it is found that urban services cannot be provided in a timely manner, it becomes necessary to go back and reassess the land use plan. Changes may need to be made in the type of land use planned for particular areas. The size of urban growth areas may also need to be adjusted.

With each update of the capital facilities plan, concurrency with the land use plan should be reexamined. Likewise, whenever changes are proposed to the land use plan, the capital facilities plan must be consulted.

**16.16.2 Need For A Concurrency Management System.** Level of service standards are established to provide a measuring stick by which the adequacy of municipal services can be gauged. It is important that level of service standards be met in order to assure high quality services. As growth occurs, however, maintaining level of service standards becomes a difficult job. Additional growth requires additional capacity to maintain the same quality of services. The Town, in managing unincorporated urban growth areas, must continuously expand upon its service capacity to keep pace with growth. Proper management and planning become vital in this process.

If level of service standards are to be maintained as growth occurs, it is necessary for adequate services to be in place to serve new development at the time that they are needed by the new development. This is what is known as concurrency. In order to achieve concurrency, it is

necessary to create a balance between growth in service demand and growth in service capacity. If a balance is not achieved, demand for municipal services may outgrow the Town's capacity to provide those services. As a result, levels of service will drop.

How can the Town achieve concurrency? The most effective way is to establish a concurrency management system. The concurrency management system provides a method for measuring whether capital facilities are adequate to serve new development at the time the development is proposed. By instituting a system such as this, the Town can avoid situations where the demand created by new development exceeds existing capacity. Most importantly, the concurrency management system directly integrates land use planning with capital facilities planning, by making sure that adequate capital facilities are available before new development can be approved.

With a concurrency management system, concurrency is determined by comparing the capacity of capital facilities required by each development to the unused capacity that is actually available. To do this, a concurrency test is performed. If the unused available capacity is equal to, or greater than, the capacity required, the applicant passes the concurrency test. If the unused available capacity is less than the capacity required, the applicant fails the concurrency test. A concurrency test must be performed before development plans can be approved by the Public Works Department.

**16.16.3 Model Concurrency Ordinance.** An ordinance can be used to establish a concurrency management system within the Town. The concurrency management system it establishes provides the necessary regulatory mechanism for evaluating requests for development to ensure that adequate facilities can be provided within a reasonable time of the development impact. Under the ordinance, a concurrency test is required to assure that new development will not decrease current service levels below locally established minimum standards. The concurrency test is performed prior to permit approval. Upon passing the concurrency test, a certificate of capacity shall be issued, which will apply only to the specific land uses, densities, intensities, and development project described in the application and development permit.

The concurrency management system requires concurrency tests to be performed for new development in relation to roads, transit, potable water, electric utilities, sanitary sewer, solid waste, storm water management, law enforcement, fire, emergency medical services, schools, parks, and libraries. The ordinance sets the framework for concurrency test procedures, establishes which types of development permits require a concurrency test and which do not, and provides a process for appeals and review.



# 16.18 SUMMARY

A summary of capital facilities is presented below, in Table 16-3. The summary assumes that a significant amount of money comes from outside sources such as grants and loans. Additionally, the summary also assumes that a number of projects may be bond financed. Bond financing, in some instances, may extend beyond the twenty-year planning period.

**Table 16-3**

**Summary of Capital Improvement Projects and Timing**

Project	Total Cost	2006 2011	2012 2022
<b>Parks and Recreation</b>	<b>\$250,000</b>	<b>\$250,000</b>	
<b>Roads and Streets</b>	<b>\$894,000</b>	<b>\$894,000</b>	
<b>Sewer</b>	<b>\$120,000</b>	<b>\$120,000</b>	
<b>Water</b>	<b>\$1,950,000</b>		<b>\$1,950,000</b>
<b>Public Safety</b>	<b>\$50,000</b>	<b>\$50,000</b>	
Total	\$3,264,000	\$1,314,000	\$1,950,000

The above presented Capital Facilities Plan demonstrates within reasonable bounds that concurrency will be met in parks and recreation, transportation, sewers, water, and police, for the period 2002 – 2022.

## **Chapter 17**

# **SITING ESSENTIAL PUBLIC FACILITIES**

## **17.1 INTRODUCTION**

Essential public facilities are usually capital facilities, typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities (RCW 36.70A.200). Pierce County may also identify additional public facilities that are essential to providing services.

The following outlines a process for determining where essential public facilities could be located and what development standards are appropriate. This process is intended to avoid duplication in approval process, consider the long-term as well as short-term costs of alternative siting criteria, provide for effective public review, major facility location, and emphasize reasonable compatibility with neighboring land uses.

## **17.2 LOCATIONAL CONSIDERATIONS**

The following locational issues should be taken into consideration when essential public facilities are proposed to be sited in the Town of Wilkeson:

1. Equitable distribution of public facilities should occur so that no one jurisdiction assumes more than their fair share.
2. Siting issues among Cities, the County, the State, and between the County, State and federal agencies, need to be coordinated to eliminate untimely reviews and delays.
3. The siting of some essential public facilities is limited by the nature of the facilities' operational requirements and the siting requirements of state and federal agencies which need to be taken into account prior to and during the public review process. Specific siting needs for each type of facility and a need to identify design requirements and standard mitigation techniques should be stated as part of any siting decision.

4. Future expansion of a facility is often determined by the initial siting and design decisions, which need to be acknowledged in the public review process.

## **17.3 PUBLIC REVIEW PROCESS**

It is essential that the public will be given an opportunity to review and comment on proposed location, construction and operation of essential public facilities. The following is a list of issues to be addressed in the public review process:

1. Affected public shall be consulted in preparing recommendations and shall be given the opportunity for effective review and comment.
2. Notice and opportunity to review and comment on draft recommendations shall be given to affected public.
3. Proposals for siting essential public facilities shall contain rationale for why that facility is needed.
4. Recommendations for essential public facilities shall contain a rationale for why the facilities listed need to be located in the Town of Wilkeson.
5. When identifying essential public facilities with siting difficulties, the characteristics of the facility that make it difficult to site shall be indicated.

## **17.4 EVALUATION OF INFORMATION**

For the public to be able to review and comment on proposed essential public facility location, construction, and operation, a certain amount of quantifiable information needs to be in the hands of the public. The following is a suggested minimum list of information needed. More detailed and specific information is needed depending on the type of essential public facility proposed.

1. Evaluation criteria shall be consistent in the treatment of siting essential public facilities and should recognize the need for compliance with County wide policies and criteria.
2. Evaluation criteria shall consider more than one site.

3. Siting criteria shall be based on the following and consider the impacts on:
  - a. Natural features and critical areas
  - b. Existing land use and development in adjacent and surrounding areas
  - c. Existing Comprehensive Plan designations for surrounding areas
  - d. Present and proposed population density of surrounding areas
  - e. Environmental impacts and opportunities to mitigate environmental impacts
  - f. Effect on critical areas and designated open space areas
  - g. Spin-off (secondary and tertiary) impacts
  - h. Effect on the likelihood of associated development being induced or precluded by the siting of the facility.
  - i. Cumulative impacts essential public facilities taken as a group.

## **17.5 GOALS AND POLICIES**

17.5.1 Goal. Assure that essential public facilities sited in the Town of Wilkeson take into consideration the provisions in the Comprehensive Plan.

### 17.5.2 Policies.

1. When siting essential public facilities, the proposal shall take into account the Town of Wilkeson Comprehensive Plan, particularly the land use, housing, transportation, utilities, critical areas, shoreline, and parks and open space elements.

2. Ensure that the siting of essential public facilities will include and provide for a public process with quantifiable information.
3. Ensure that the essential public facilities siting process provides adequate data necessary to evaluate the siting of the proposed facility.