

PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

TOWN OF EATONVILLE COMPREHENSIVE PLAN

June 28, 2018



BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.¹ This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Regional Transportation Plan](#), and [Growth Management Act](#) requirements.

DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the Town of Eatonville, adopted by the town on March 26, 2018. PSRC last certified the Town of Eatonville's comprehensive plan amendments in 2005. PSRC staff reviewed the periodic update to the comprehensive plan and coordinated with town staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the Town of Eatonville comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council certifies that the transportation-related provisions in the Town of Eatonville 2018 comprehensive plan update conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

The remainder of this report contains a summary of the PSRC review of the Town of Eatonville comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights

¹ The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the town is needed to more fully address VISION 2040, Regional Transportation Plan, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

Part I: Conformity with Growth Management Act Transportation Planning Requirements

SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

Land use assumptions and forecasts of travel demand that are internally consistent and consistent with growth targets.

Service and facility needs, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

Financing and investments, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

Intergovernmental coordination with neighboring cities, counties, and regional and state agencies.

Demand management, including programs to implement the Commute Trip Reduction Act.

Pedestrian and bicycle planning, including project funding and capital investments, education, and safety.

Land uses adjacent to airports, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Town of Eatonville's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- ☑ The plan includes provisions to support bicycle and pedestrian mobility, including an inventory of existing facilities, goals and policies that support a safe and convenient environment for walking and bicycling, and planned investments. (Goal T-1).
- ☑ Goal T-2 and supporting policies emphasize interjurisdictional cooperation on transportation facilities and services, such as coordinating with county, regional, and local transportation providers to readily adapt to changes in transportation technology and available resources.
- ☑ Section 10.7.8 calls for the protection of Swanson Airfield from incompatible land uses and updates to local regulations to incorporate Federal Aviation Administration best practices.

DISCUSSION: AREAS FOR FURTHER WORK

The town should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- Pursuant to RCW36.70A.070, the planning period should be consistent throughout the plan. When 2010 data was not available, the plan applies growth rates to older data to align to the base year of 2010. The town is encouraged to update the plan with new data, specifically traffic counts, when it becomes available.

Part II: Consistency with Regional Plans and Policies

OVERVIEW

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and the Regional Transportation Plan, the region's long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region's residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The plan includes a VISION 2040 context statement.

Environment

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

- Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.
- Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.
- Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.
- Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Eatonville comprehensive plan addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- The plan includes policies to protect and preserve water quality through aquifer recharge (Goal CA-2).
- Goals CA-3 and CA-4 promote development that does not exacerbate the risk of natural disasters and risk to life and property in seismically hazardous and frequently flooded areas.
- The plan includes policies to protect and enhance existing natural resources and environmentally sensitive areas and includes an inventory of mapped environmentally sensitive areas (Goal CA-5, Figures 9-1 – 9-5).

DISCUSSION: AREAS FOR FURTHER WORK

The town should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- VISION 2040 and the Regional Transportation Plan call for reducing greenhouse gas emissions and adapting to impacts related to climate change. While the plan calls for reducing greenhouse gas emissions (Goal T-2, Objective 2d), the plan can be strengthened by including policies that address adaptation to impacts related to climate change. See page 42 of VISION 2040 for an overview of climate change and related policies and page 20 in the Regional Transportation Plan for information on the four-part greenhouse gas reduction strategy (land use, user fees, choices, and technology).

Development Patterns – Including the Regional Growth Strategy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

Urban areas, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

Centers, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

Unincorporated urban areas, including policies that advance annexation and orderly transition of governance.

Resource lands, including identification of steps to limit development.

Regional design, addressing local provisions that apply the Regional Transportation Plan Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

Health and active living, addressing healthy environment, physical activity and well-being, and safety.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The town's comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- The plan supports efficient use of urban land by encouraging redevelopment and development of underutilized and vacant land with existing infrastructure (Goal LU-6, LU-11).
- The plan identified a center of local importance (CoLI) as a site for future compact commercial growth to provide goods and services for the everyday needs of the immediate neighborhoods. (Section 10.6b)
- The plan supports annexation of the town's affiliated urban growth area (Section 10.2.2).
- The plan supports the Regional Transportation Plan Physical Design Guidelines through various policies that address complementary land uses and pedestrian-oriented design. Policies focus on buffering residential areas from commercial uses and transportation corridors, and support maintenance and expansion of pedestrian and other nonmotorized facilities (Goal LU-2, LU-5).

DISCUSSION: AREAS FOR FURTHER WORK

The town should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- VISION 2040 supports the development of centers within jurisdictions, including town centers and activity nodes (MPP-DP-11). The town is commended for identifying a CoLI and is encouraged to complete additional planning (such as a subarea plan) for the center identified in the plan.

Housing

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

Increased housing production opportunities, including diverse types and styles for all income levels and demographic groups.

Affordable housing needs, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

Regional housing objectives in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The town's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- The plan includes multiple strategies to address affordable housing, including preservation of existing housing and securing funding and resources from public and private partners (Goals H-1, H-3).
- The plan includes multiple policies supporting a diversity of housing types, including housing for seniors and special needs populations (Goal H-2).

DISCUSSION: AREAS FOR FURTHER WORK

The town should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- RCW 36.70A.070(2)) requires comprehensive plans to include an inventory and analysis of existing and projected housing needs and adequate provisions for existing and projected needs of all economic segments of the community. The town's housing element includes a limited needs assessment. It should be expanded to include additional information on special needs housing, housing affordability/cost burden, and projected future housing needs for a variety of income levels. Future work should be done to identify a full range of housing needs as a basis for potential future plan amendments. PSRC's [Housing Element Guide](#) can provide additional guidance in this work. For more tools and strategies to consider, see the PSRC [Housing Innovations Program](#). PSRC staff is also available to provide assistance.

Economy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

Retention and recruitment efforts that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

Equitable benefits and impacts, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

Adequate housing growth in centers through collaboration with the private sector and provision of infrastructure.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The town's comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ The plan supports home businesses and occupations that are compatible with single-family zoning and recognizes that home businesses and occupations contribute to the livelihood of many residents (Goal ED-1, Objective 1c).
- ☑ The plan acknowledges the importance of environmental health in economic development efforts and calls for maintaining relationships with the Nisqually Tribe to continue to restore salmon habitat (Goal ED-1, Objective 1d).
- ☑ The plan promotes the establishment of local businesses and services, including health care facilities, to meet the daily needs of residents (Goal ED-2).

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

Transportation

SCOPE OF REVIEW

VISION 2040 and the Regional Transportation Plan call for local comprehensive plans to address the following transportation policy topics:

Maintenance, management, and safety, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

Support for the regional growth strategy, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

Improved transportation options and mobility, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

Linking land use and transportation, including integrating Regional Transportation Plan Physical Design Guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Eatonville comprehensive plan addresses the major transportation emphases in VISION 2040 and the Regional Transportation Plan, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- ☑ Goal T-1 calls for increased multimodal transportation options, including new and repaired pedestrian facilities that meet ADA guidelines, and an expansion of bicycle facilities (Goal T-1, Objectives 1a, 1b)

DISCUSSION: AREAS FOR FURTHER WORK

The town should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans (please also see comments addressing Growth Management Act transportation planning requirements on page 3 of this report):

- ☐ The Growth Management Act requires level-of-service standards for all locally owned arterials and transit routes, and the multicounty planning policies call for other modes, such as biking and walking, to be addressed as well (MPP-DP-54-56). PSRC commends the town for including policies that are supportive of walking, biking and transit and encourages Eatonville to continue developing policies, standards, and regulatory approaches that incorporate multiple travel modes. The plan should include level-of-service

standards that address multiple modes of transportation. This analysis will help with the evaluation of needs when comparing the inventories to the standards, as well as respond to the MPPs on multimodal concurrency. The Washington State Department of Commerce’s Transportation Element Guidebook has information on how to set level-of-service standards and identify system needs (pages 143-150 and 183-189) (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).

- MPP-T-14 – MPP-T-16 and the Regional Transportation Plan emphasize a transportation system that provides increasing mobility and choice in transportation. The draft plan contains provisions that are supportive of a range of transportation modes, including bicycling, and walking. Integration of these concepts would be improved by adopting a complete streets approach to multimodal transportation needs. See VISION 2040, page 83, and the Regional Transportation Plan.

Public Services

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

Promote more efficient use of existing services, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

Promote renewable energy and alternative energy sources.

Plan for long-term water needs, including conservation, reclamation and reuse.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Eatonville comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- ☑ The plan includes policies to ensure coordination with Pierce County to ensure the efficient and equitable siting of capital facilities (Section 16.3.4).

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on public services.

Conclusion

PSRC staff thanks the town for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <https://www.psrc.org/our-work/plan-review>. If the town has questions or needs additional information, please contact Laura Benjamin at 206-464-7134 or LBenjamin@psrc.org.