

## Element 02– Land Use

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## **1. Introduction**

This element will cover issues related to land use in the City of Milton. This includes an analysis of the City's existing development pattern, identification of the City's Vision for the future, how much regional growth the City will be required to accommodate, and the most appropriate way to accommodate anticipated growth while remaining true to Milton's residential character and small-town charm.

The Washington Growth Management Act (GMA) requires that each city develop a land use element as part of their comprehensive plan. Specifically, RCW 36.70A.070(1) states as follows:

*"A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound."*

In 2012 the City conducted a visioning process that resulted in the adoption of the *2012 Vision Report: A Community of Neighborhoods, a City of Places* (The Visioning Report) This Visioning Report is the outcome of the City's desire to review potential economic and infrastructure opportunities within the City. The visioning exercise began with discussions of an Ad Hoc Committee created by the City Council, which identified general goals, opportunities and constraints for the community. Public input supported the Ad Hoc Committee's desire of preserving the quality and character of residential neighborhoods, while looking for ways to create more inviting destinations, community gathering places, better traffic and pedestrian circulation, more open space for families, creating greater city-wide cohesiveness, and increasing the revenue/tax base. Economic development will be an important means for funding the maintenance of streets, utilities and public/governmental services, in order to preserve the character of the neighborhoods.

The 2012 Vision was adopted with the sole purpose of guiding future updates to the City's Comprehensive Plan. It also created a road map of potential uses and opportunity for development in the City, and identified six (6) main places that serve as destinations for both citizens of Milton and for regional communities. These "places", which are identified in Figure LU-1 and further discussed in the Special Planning Areas section, can benefit from unique guidelines and regulations to achieve their desired development potential. The goals and

policies adopted in this element strive to make that possible. To date, the City has only adopted Goals and Policies for two (2) of these areas, namely the Uptown SPA and the West Milton Commercial District SPA.

There are three ways of classifying property in the City of Milton Comprehensive Plan; Future Land Use Designations, Zoning Districts, and Special Planning Areas.

The Future Land Use Map (LU-2) identifies the Future Land Use Designations in the City of Milton. These designations are the big picture of how future land use should develop over time in the City. The Zoning Map implements the Future Land Use Designations by adopting Zoning Districts, consistent with the goals and policies for each Land Use Designation. Zoning districts have specific regulations for the type, scale and form of development, whereas Land Use Designations provide guidance for which zones are appropriate in that particular Land Use Designation. For example, it is not consistent with the goals and policies of the Light Manufacturing Designation, to have property in that designation zone as a Residential Single-Family Zoning District. Likewise, it is not consistent with the goals and policies in the Single Family Residential Designation to have property in that district zoned as Light Manufacturing Zoning District.

In the City of Milton, the City's Future Land Use Map (Land Use Designations) and the Zoning Map (Zoning Districts) mirror each other. While this is not uncommon most cities have a Land Use Designations that can be implemented by a number of different Zoning Districts; this is not the case in Milton. As such, if someone desires to change the zoning for a particular piece of property, they are also required to apply for a Comprehensive Plan Land Use Designation amendment as well. Furthermore, the term "Land Use Designation" and "Zoning District" can be used interchangeably.

The City has also created Special Planning Areas (SPA's) (Map LU-1 and Figure LU-1). These are discussed in detail in section 6. As mentioned above, SPAs were adopted with the intent of focusing on those areas of the City that have potential for future development and can benefit from unique guidelines and regulations. SPAs are area specific, and can encompass numerous Future Land Use Designations and Zoning Districts.

## **2. Major Issues, Concerns, and Citizen Input**

In creating the future plans and policies identified in this element the following list of issues were identified through a visioning process, online surveys, public participation events, and public meetings;

- How can the City make the adopted 2012 Vision a reality?
- Where should new growth occur? There are some vacant lands as well as opportunities for infill development, but a large portion of Milton is already developed.
- What are the appropriate density considerations for the City to accommodate the projected growth while not impacting the current small town feel and pattern of large lot single family homes?
- How can the City encourage new growth and development to occur in harmony with the existing development pattern and small-town feel?
- Where are the appropriate places to encourage commercial uses to foster the employment and tax base, while maintaining the City's primary residential character?
- How will the proposed Washington State Department of Transportation (WSDOT) projects including the extension of SR 167 affect the land use patterns for the City of Milton?
- With the location of new businesses along Pacific Highway South and Meridian Street East, how can Milton discourage the proliferation of strip-mall type commercial development?
- What steps should the City take to protect the Hylebos Creek area from degradation by polluted stormwater run-off and encroachment from development?
- What opportunities exist to develop a network of open space corridors within the City and urban growth area?
- How and where should the City provide for increased pedestrian safety and encourage the development of walk able, pedestrian engaging environments?
- WSDOT has recently completed the widening of Meridian Street East to a 5-lane highway. How will this change in transportation and land use patterns in the City, and how can the City utilize this change in a positive way?

All of these issues are part of the challenge associated with land use planning in the City of Milton over the next twenty years. The continued growth of the Puget Sound region and the City of Milton will continue to affect the land use pattern and development in the City. However, effective comprehensive planning can assure that the City's vision for the future can be realized.

### **3. Land Use Element Goals & Policies**

#### **GENERAL CITY-WIDE GOALS AND POLICIES**

**Goal LU 1      Establish a development pattern that retains Milton’s small-town charm, while enhancing its tax base and employment potential.**

Pol. LU 1.1      Recognize specific areas within the City that can serve as destinations for citizens of Milton and surrounding communities, including sites shown in Figure LU-1 and discussed in the policies contained herein.

Pol. LU 1.2      Maintain and enhance the City’s character and neighborhood cohesiveness by:

- a. Concentrating non-residential development primarily in the Town Center Special Planning Area, Uptown Special Planning Area, West Milton Commercial District Special Planning Area, and other appropriate locations.
- b. Maintaining or expanding traditional street grids where they currently exist.
- c. Providing public spaces that impart a sense of place that is consistent with Milton’s character.

Sense of place is a feeling instilled in people who experience the unique characteristics of a particular geographic location.

Pol. LU 1.3      Encourage high quality, compact development in the Town Center Special Planning Area, Uptown Special Planning Area, West Milton Commercial District Special Planning Area, and other appropriate locations, in order to create vibrant neighborhood centers; encourage walking, bicycling and transit use; and to provide for mixed uses and choices in housing types.

*Goals and policies specific to the Uptown District and the West Milton Commercial District are contained in Special Planning Areas Goals and Policies*

Pol. LU 1.4      Protect local historic, archeological, and cultural sites and structures through designation and incentives for preservation.

Pol. LU 1.5      The Future Land Use Map (Map LU-2), adopted in this plan, shall establish the future distribution, extent, and location of generalized land uses.

Pol. LU 1.6      Seek to establish and maintain an image that attracts the types of economic activities that best meet the needs and desires of the community.

Pol. LU 1.7      Pursue opportunities to streamline development standards and regulations, in order to provide flexibility in achieving the community’s long-range vision.

- a. Consider a Planned Unit Development (PUD) code to accommodate infill to match the existing development pattern and neighborhood character.

This code could encourage creative projects that are not possible under typical development standards. PUD code can offer increased or better quality open space and/or development bonuses like higher densities or smaller lot sizes. In exchange, the City could require the developer to provide affordable housing, public parks, a development pattern that enhances neighborhood cohesiveness and matches the existing development pattern, or other amenities.

- Pol. LU 1.8 Coordinate and partner with the Puyallup Indian Tribe to ensure efficient development, especially in parts of the City that are within the Puyallup Indian Reservation.
- Pol. LU 1.9 Consider impacts to Joint Base Lewis-McCord and Camp Murray when adopting future comprehensive plan and development regulation updates, and recognize the importance on accommodating veterans and providing support for the armed services.

**Goal LU 2 Promote physical, social and mental well-being through the design of Milton’s built environment.**

- Pol. LU 2.1 Maintain and improve walking and bicycling infrastructure.
- Pol. LU 2.2 Encourage construction of healthy buildings and facilities.
- Pol. LU 2.3 Take advantage of opportunities to foster a healthy local food system through land use decisions.

Healthy buildings minimize indoor air pollution, and may also include features that promote wellbeing such as on-site exercise facilities and healthy food

**ENVIRONMENTAL GOALS AND POLICIES**

- Goal EV 1 Safeguard the natural environment for current and future generations.**
- Pol. EV 1.1 Sustain and strengthen environmental quality and ecosystem function to ensure the health and well-being of people, animals and plants.
- Pol. EV 1.2 Encourage the wise use of renewable natural resources and conservation of nonrenewable resources through educational programs and by example.
- Pol. EV 1.3 Protect the City’s water supply from potential contamination hazards.

*Policies regarding stormwater and potable water and located in the Utilities Element.*

Best Available Science (BAS) is current and evolving scientific information with a high degree of reliability, and that is accessible to users.

Pol. EV 1.4 Retain and protect wetlands, river and stream banks, ravines, and any other areas that provide essential habitat for sensitive and locally important plant or wildlife species.

Pol. EV 1.5 Protect wetlands to enable them to fulfill their natural functions as recipients of floodwaters and as habitat for wildlife.

Pol. EV 1.6 Require Best Available Science to protect threatened and endangered species and their habitats.

Pol. EV 1.7 In recognition of the important environmental and habitat values related to the wetland areas associated with Hylebos Creek, investigate and pursue appropriate public grants and private methods of financing for the acquisition and restoration of these areas. Strive to create partnerships for the restoration of the Hylebos Creek watershed and associated floodplain.

Green infrastructure uses vegetation, soils, and natural processes to manage water and create healthier urban environments.

Pol. EV 1.8 Promote public education and involvement programs to raise community awareness about Hylebos Creek and the role it plays in the local ecosystem.

Pol. EV 1.9 Promote preservation of the City's existing tree canopy.

Pol. EV 1.10 Encourage the use of low impact development practices and green infrastructure.

**Goal EV 2 Manage development to protect environmentally sensitive lands.**

Pol. EV 2.1 All development activities should minimize disturbance of and adverse impacts to fish and wildlife resources, including spawning, nesting, rearing and habitat areas, and migratory routes.

Pol. EV 2.2 Limit the unnecessary disturbance of natural vegetation and wooded areas in new developments, in accordance with the critical areas ordinance.

Pol. EV 2.3 Manage development in erosion hazard areas using best management practices to promote soil stability and control erosion and sedimentation, for instance by keeping grading to a minimum, by retaining or replanting site vegetation, or by utilizing natural drainage systems.

Best Management Practices (BMP) are physical, structural, and managerial practices that prevent or reduce water pollution.

Pol. EV 2.4 Achieve responsible shoreline use and development, through the City’s Shoreline Master Program, which is incorporated by reference and adopted fully herein, as amended, into the Comprehensive Plan.

Pol. EV 2.5 Identify the impacts of new development on water quality and require any appropriate mitigating measures. Impacts on fish resources should be a priority concern in such reviews.

**Goal EV 3 Take proactive steps to address climate change.**

Pol. EV 3.1 Consider a multi-pronged approach to climate change mitigation, including support for energy efficiency, vehicle trip reduction, and environmental protection.

Pol. EV 3.2 Promote community resiliency through the development of climate change adaptation strategies.

Pol. EV 3.3 Recognize that the science surrounding climate change is constantly evolving and track the best available information to use for planning purposes.

**POTENTIAL ANNEXATION AREA (PAA) GOALS AND POLICIES**

**Goal PAA 1 Plan for coordinated and sustainable urban growth within the City limits and within adjacent, unincorporated parts of the City’s Potential Annexation Area (PAA).**

Pol. PAA 1.1 New development within the City’s unincorporated part of the PAA should take place only if it does not cause level of service standards to diminish below the City’s adopted standards, or if funding is in place to ensure level of service standards are met within a reasonable period of time.

Pol. PAA 1.2 For areas in the PAA that are not currently under the City’s jurisdiction, the City should conduct cooperative land use planning with appropriate county, municipal and tribal governments.

Under the state Growth Management Act, counties designate an Urban Growth Area (UGA) within which urban uses are encouraged and outside of which rural uses are encouraged. Cities share responsibility for managing growth within the UGA.

- Pol. PAA 1.3 Work with the City of Fife and other applicable agencies to determine which jurisdiction will annex the UGA Overlap Area of the PAA, consistent with applicable Countywide Planning Policies.
- Pol. PAA 1.4 In cases of direct petition for annexation, the City of Milton should work with affected jurisdictions to make a determination, consistent with the Countywide Planning Policies. Factors that may be taken into account include site access, common ownership and the City’s service area for utilities.

The UGA includes Potential Annexation Areas (PAA). PAAs are areas currently under County jurisdiction that have been identified through a collaborative process for future inclusion in the City.

**LAND USE DESIGNATION AND ZONING DISTRICT SPECIFIC GOALS AND POLICIES**

**RESIDENTIAL (RS, RM, RMD) LAND USE GOALS AND POLICIES**

**Goal RE 1 Provide a broad range of quality housing choices and levels of affordability to meet the changing needs of residents over time.**

*Policies to accomplish Goal RE 1 are located in the Housing Element.*

**Goal RE 2 Residential development where allowed should be of high quality design and should be consistent with the character of Milton.**

Pol. RE 2.1 The Multi-Family land (RM) land use designation and zoning district is intended to provide opportunities for higher-density housing choices. It can serve as a transition between commercial centers and lower-density residential neighborhoods. Uses allowed within this category include duplexes, garden apartments, small-scale apartment units, and adult retirement communities. The net density for this category shall not exceed twelve to 18 dwelling units per acre.

Pol. RE 2.2 The Single-Family (RS) land use designation and zoning district is intended to help preserve the City’s pattern of larger lot residential neighborhoods. Uses allowed within this category include single-family homes, accessory dwelling units, and mobile home parks. The net density for this category shall not exceed four to six dwelling units per acre.

Pol. RE 2.3 The Residential Moderate-Density (RMD) land use designation and zoning district is intended to provide a transition between the Town Center land use category

and single family residential neighborhoods. It preserves the goal of home ownership and increases the supply and quality of housing in the community by allowing smaller lot sizes. The net density for this category shall not exceed twelve to 18 dwelling units per acre.

Pol. RE 2.4 Consider design guidelines to encourage infill development that maintains or enhances the character of residential neighborhoods.

Pol. RE 2.5 Home occupations may be located in all residential land use districts, in accordance with the Milton Municipal Code.

Pol. RE 2.6 Promote establishment and long-term maintenance of small-scale activity areas within residential areas that strengthen neighborhood cohesiveness and that encourage the physical and social health of residents.

Small scale activity areas provide informal opportunities for residents to interact. Examples include pocket parks, community gardens and public squares.

Pol. RE 2.7 Consider a development character in the Neighborhood Infill area just west of Surprise Lake (shown in Figure LU-1) that includes the following:

- a. Use of a traditional street grid pattern as a basis for design.
- b. Porches facing common areas with parking on the side or to the back of lots.
- c. Establishment of a central park space to serve the community.
- d. Use of a compact development pattern while maintaining the City's existing residential character.
- e. Protection of the environment recognizing downstream impacts to Surprise Lake and Hylebos Creek.

## PLANNED DEVELOPMENT (PD) GOALS AND POLICIES

**Goal PD 1** Planned Development Districts shall be designated where appropriate to provide opportunities for high-quality, environmentally sensitive, master-planned developments that contribute to the City's vision.

Pol. PD 1.1 Planned Development District shall be developed with uses that are consistent with the City's character and contribute to its economic base.

- a. Redevelopment of the Quarry Site in the PD District (shown in Map LU-1) could include such uses as a continuing care retirement community, a combined RV

As of 2014, the only Planned Development District in Milton is the Quarry Site in the northern portion of the City. It contains the largest assemblage of undeveloped land in the City and has significant potential for redevelopment.

resort and sports complex, a mixed-use center, or other appropriate use.

Pol. PD 1.2 Ensure that the Planned Development District:

- a. Provides recreation and healthy living options for residents, such as active and passive open space and pedestrian and bicycle facilities.
- b. Protects sensitive areas including Hylebos Creek and related aquifer recharge areas, riparian corridors, and other critical areas.
- c. Utilizes creative site design to minimize land alteration and preserve natural features and public amenities such as views and treed ridgelines.
- d. Is compatible with the design and scale of planned uses within the Master Plan and surrounding uses.
- e. Mitigates potential conflicts, such as traffic, noise, lighting, and odor, to lessen the impact on planned uses within the Master Plan and surrounding uses.

#### **MIXED USE TOWN CENTER (MX) GOALS AND POLICIES**

**Goal MU 1 Foster a vibrant, walk able, mixed-use town center.**

Pol. MU 1.1 The Mixed-Use Town Center land use designation and zoning district is intended for the Town Center SPA (Map LU-1). This category provides for diversity in types of housing, shopping, civic facilities, recreation, and employment through developments with a mix of office, commercial, and residential uses; as well as home occupations.

Pol. MU 1.2 Encourage new and existing commercial and office development in the Mixed-Use Town Center in order to increase the City's employment base.

Pol. MU 1.3 Encourage development that is visually appealing, at a scale that is appropriate for surrounding uses, and fosters a pleasant and engaging environment for pedestrians.

Pol. MU 1.4 Encourage pedestrian-oriented street design that includes sidewalks, on-street parking and landscape elements such as street trees and street furniture. Off-street parking should be located to the rear or side of buildings, and landscaped, where possible.

Pol. MU 1.5 Promote pedestrian safety improvements around uses that result in a high volume of traffic.

#### **BUSINESS (B) / LIGHT MANUFACTURING (M-1) DISTRICTS GOALS AND POLICIES**

**Goal B/LM 1 Business and light manufacturing development shall be consistent with the character of Milton, shall be of high quality design, and shall help to meet the community's commercial service needs and employment needs.**

Pol. B/LM 1.1 The Business land use designation and zoning district is intended to provide for business uses that serve the community and the region through the development of integrated commercial centers where traffic congestion, visual interruptions, and other impacts on surrounding uses can be minimized.

Pol. B/LM 1.2 The Light Manufacturing land use designation and zoning district provides for heavy commercial and light industrial uses that are compatible with City character and vision and that contribute to the City's economic mix.

Flex developments support a mix of uses ranging from office to restaurant to light manufacturing. They typically have low rents and are great for startups and small

Pol. B/LM 1.3 Business and light manufacturing uses shall be well buffered from adjacent non-business properties.

Pol. B/LM 1.4 Business and light manufacturing uses should be encouraged along existing commercial corridors in areas such as the Uptown Special Planning Area and the West Milton Commercial District Special Planning Area.

- a. Encourage flex space and business incubation centers along the SR 99 corridor in the West Milton Commercial District Special Planning Area.

Pol. B/LM 1.5 Promote new service-oriented businesses, such as retail and professional businesses.

Pol. B/LM 1.6 Recognize the importance of Businesses and Light Manufacturing lands to City and regional economic sustainability, and strive to prevent the loss of these lands.

Pol. B/LM 1.7 Utilize creative site design to preserve and protect natural features.

Pol. B/LM 1.8 Promote a landmark development to create a welcoming entrance into the City of Milton at the Gateway Site (shown in Figure LU-1) and other appropriate entryway sites into the community.

Pol. B/LM 1.9 Encourage and promote the aggregation of properties to achieve harmonious and interconnected development.

**OPEN SPACE (OS) AND RECREATION GOALS AND POLICIES**

**Goal OS 1 Maintain and enhance a system of parks and open space for the enjoyment of current and future residents.**

Pol. OS 1.1 The Open Space land use designation and zoning district is intended for areas devoted to public recreational facilities such as green corridors (trails, parks, and landscape buffers) and open spaces.

- Pol. OS 1.2 Promote development of an interconnected system of sidewalks and trails in cooperation with regional partners.
- Pol. OS 1.3 Pursue opportunities to increase the number of access points to the Interurban Trail in areas where existing right-of-way touches the trail.
- Pol. OS 1.4 Promote the use of innovative techniques to incentivize preservation of desirable lands as a public benefit and to encourage community partners to participate in expansion of the parks and open space system.
- Pol. OS 1.5 In recognition of the important open space and environmental values related to the wetland areas associated with Hylebos Creek, investigate and pursue appropriate public grants and private methods of financing the acquisition and restoration of these areas.
- Pol. OS 1.6 Promote the addition of public access to Surprise Lake.
- Pol. OS 1.7 Maintain, and consider building new, public buildings that provide space for community members to participate in recreational, civic and cultural activities.
- Pol. OS 1.8 Support the creation of community gardens and farmers markets, in appropriate locations, in order to encourage community access to healthy foods and to provide recreational and social opportunities for residents.

*Additional policies regarding open space and recreation are located in the Parks, Trails, and Open Spaces Element.*

**COMMUNITY FACILITIES (CF) GOALS AND POLICIES**

- Goal CFS 1** Ensure that adequate space is provided for public uses and that these uses are designed and operated in a way that minimizes negative impacts on the community.
- Pol. CFS 1.1 The Community Facilities land use designation and zoning district is intended to provide areas for current and future public facilities such as schools, facilities for City-operated utilities, City buildings, and City-owned parking lots.
- Pol. CFS 1.2 Continue to build on the City’s partnership with the School District to address community needs that are of mutual interest and responsibility for the City and the District.
- Pol. CFS 1.3 Minimize impacts associated with the siting, development, and operation of public facilities and services on adjacent properties and the natural environment.

- a. Strive to site public facilities and services in areas where adjacent land uses are compatible. In cases where this is not feasible the City should encourage buffers and other mitigation measures.
- b. To the extent feasible, public facilities should avoid designated resource lands, critical areas, or other areas where the siting of such facilities would degrade the natural environment.

Pol. CFS 1.4 The multiple use of corridors for utilities, trails, and transportation rights-of-way is encouraged.

Pol. CFS 1.5 Encourage equitable distribution of public facilities and services.

*Additional policies related to this goal are contained in the Capital Facilities Element.*

**ESSENTIAL PUBLIC FACILITIES**

**Goal EPF 1 Provide an efficient review process for the designation, siting and permitting of essential public facilities that offers broad opportunities for participation by affected parties.**

Pol. EPF 1.1 A private or governmental entity may petition to have a facility identified in the City of Milton Comprehensive Plan as a locally significant essential public facility in accordance with the procedures for comprehensive plan amendments. The proponent must provide a justifiable need for the facility and its location in the City based upon forecast needs and a logical service area.

Essential public facilities include those facilities that are typically difficult to site, such as solid waste or recycling handling facilities, regional transportation routes, state and local correctional facilities, in-patient facilities including substance abuse and mental health facilities, and group homes.

Pol. EPF 1.2 Affected parties including agencies, utilities, interested citizens and adjacent jurisdictions shall be given effective and timely notice and opportunities to participate in the review process.

Pol. EPF 1.3 Public hearings for permits required by Federal, State or County regulations should be combined with any public hearings required by City development regulations whenever feasible.

Pol. EPF 1.4 Milton should participate in interjurisdictional approaches to siting essential public facilities.

- Pol. EPF 1.5 Siting criteria should provide for the uniform treatment of similar types of facilities, ensuring a fair review process.
- Pol. EPF 1.6 Siting criteria should be based on the anticipated environmental, economic, and social impacts on adjacent and surrounding areas.
- Pol. EPF 1.7 Siting criteria should provide design standards that make facilities compatible with their surroundings and enable the facilities to be permitted outright in appropriate zoning classifications wherever feasible.
- Pol. EPF 1.8 After a final siting decision has been made, the City should pursue any related financial incentives or other amenities for which the City or its neighborhoods are eligible.

## **SPECIAL PLANNING AREA GOALS AND POLICIES**

**Goal SPA.1 Maintain specific goals and polices for those areas and centers that can benefit from unique approaches to land use planning and economic development.**

- Pol SPA 1.1 Monitor adopted SPA goals and policies for performance, and consider refining, enhancing and modifying the goals and policies for SPA's as necessary to maintain consistency with the City's long-term vision and goals.
- Pol SPA 1.2 Strive to maintain consistency with regional market trends and opportunities provided by the development community, when it does not conflict with the City's long-term vision and goals.
- Pol SPA 1.2 Consider expanding or creating new SPAs after sufficient study to determine the need, appropriateness, and impact to neighborhoods from such changes.

## **UPTOWN SPECIAL PLANNING AREA**

**Goal UD.1 Recognize and enhance the potential of the Uptown Special Planning Area as a vibrant commercial center.**

- Pol. UD 1.1 Strengthen the distinctive visual character of the gateway, buildings and streetscapes to create a positive and memorable impression of the Uptown District Special Planning Area.

- Pol. UD 1.2 Increase the intensity of activity with complementary infill and public uses.
- Pol. UD 1.3 Encourage storefronts oriented toward a “Main Street” along Milton Way with parking located behind the buildings.
- Pol. UD 1.4 Encourage on-street parking along Milton Way where it may enhance the pedestrian environment and is feasible.
- Pol. UD 1.5 Encourage storefront development and signage along Meridian Avenue E (SR 161) that reinforces the gateway entrance to Milton at the Milton Way/Meridian Avenue E intersection.
- Pol. UD 1.6 Support the existing grocery stores that serve as anchors for the retail centers north and south of Milton Way.
- Pol. UD 1.7 Encourage a balanced mix of retail, office and residential uses in the Uptown. In order to promote a lively street environment, limit ground floor uses to retail, with office and residential on the floors above.
- Pol. UD 1.8 Support increased walk ability on Milton Way and Meridian Avenue E through a variety of measures, including new crosswalks, widened sidewalks, increased landscaping, landscaped medians and on-street parking.
- Pol. UD 1.9 Establish an internal circulation system in the commercial areas with internal streets” and pedestrian walkways that clearly define the pedestrian realm.

**Goal UD.2 Design distinctive streetscapes which unify and distinguish the Uptown.**

- Pol. UD 2.1 Design streets to become a strong element of the Uptown’s design identity, using distinctive streetscape standards, including sidewalks, crosswalks, street furniture, street signs, way finding, trees, landscaping and paving.
- Pol. UD 2.2 Ensure that the non-motorized system is internally connected and directly connected to key destinations within the District.
- Pol. UD 2.3 Develop a plan for pedestrians to safely cross roadways both on the periphery and internal to the district, through large properties and parking lots.
- Pol. UD 2.4 Promote shared use of driveways and parking to minimize traffic and pedestrian conflicts.
- Pol. UD 2.5 Orient buildings close to the street with visible pedestrian entrances and transparent windows.

**Goal UD 3 Create a cohesive architectural character that embodies the Uptown Special Planning Area’s Vision.**

- Pol. UD 3.1 Promote a cohesive built environment that is visually consistent and legible.
- Pol. UD 3.2 Encourage a visual and architectural character that is respectful of context and history while seeking to remain current.
- Pol. UD 3.3 Use design standards and form-based codes to achieve modern, contemporary architecture.
- Pol. UD 3.4 Achieve overall consistency in character and quality that identifies the Uptown Special Planning Area as a unique place, while still allowing design flexibility.
- Pol. UD 3.5 Integrate building characteristics with the streetscape, parking and way finding.

**Goal UD 4 Use the design of signs to create a district identity, increase visibility and create a distinguished entry to the City of Milton**

- Pol. UD 4.1 Develop a signage palette that is vibrant, visible and helps create a strong Uptown Special Planning Area identity.
- Pol. UD 4.2 Establish standards for visually prominent commercial signs that increase visibility of businesses and signage while retaining a distinctive district character.
- Pol. UD 4.3 Include sign standards in the form-based codes to ensure integration and compatibility with the overall desired character and function of the Uptown Special Planning Area.

**Goal UD 5 Create a prosperous district by capitalizing on partnerships of business, civic and community organizations to provide a range of economic activities.**

- Pol. UD 5.1 Explore creative options to capture new investment and development, such as through local incentives, tax exemptions or credits or grant programs.
- Pol. UD 5.2 Partner with brokers, land owners and leasing agents to create building and permitting information sheets to assist in the recruiting of potential tenants.

**WEST MILTON COMMERCIAL DISTRICT SPECIAL PLANNING AREA**

**Goal WMCD 1 Support future development of the West Milton Commercial District Special Planning Area as a successful flexible space employment center.**

Pol. WMCD 1.1 Provide regulatory support for a flexible range of employment opportunities that allow for light industrial, retail, office, warehouse, restaurant, and other potential uses. Regulations should recognize the variety in scale and uses that can occur in the District.

Pol. WMCD 1.2 Consider combining the existing Business and Light Manufacturing land use and zoning designations into a single designation that recognizes the industrial commercial mixed-use character of the District. This designation would allow for a broad range flex-space uses throughout the West Milton Commercial District Special Planning Area.

Pol. WMCD 1.3 Provide flexibility in development standards while maintaining an inviting visual environment.

Pol. WMCD 1.4 Monitor and update development standards and guidelines to make sure those standards and guidelines continue to provide flexibility in the range of uses and activities in the West Milton Commercial District Special Planning Area.

**Goal WMCD 2 Establish the West Milton Commercial district's identity as an attractive, efficient and flexible employment center.**

Pol. WMCD 2.1 Achieve overall consistency in character and quality that identifies the West Milton Commercial District Special Planning Area as a unique place, while still allowing design flexibility.

Pol. WMCD 2.2 While recognizing that the West Milton Commercial District Special Planning Area will remain primarily auto-dependent, support standards to promote compact development with strong pedestrian connections and amenities. Pedestrian supportive features may include such elements as sidewalks, crosswalks, street furniture, street signs, way finding, trees, landscaping and paving.

Pol. WMCD 2.3 Encourage the location of buildings close to the street with visible pedestrian entrances and transparent windows.

Pol. WMCD 2.4 Consider design standards that promote shared parking and location of loading and outdoor storage areas to the rear and sides of buildings where possible.

Pol. WMCD 2.5        Establish standards for visually prominent signs that promote the West Milton Commercial District Special Planning Area character.

Pol. WMCD 2.6        Conserve and enhance wetlands, streams and other critical areas through clustering and compact development, while recognizing the operational needs of industrial uses and site limitations.

Pol. WMCD 2.7        Use design standards and form-based codes to encourage the West Milton Commercial District's Special Planning Area desired character. Include sign standards in the form-based code to ensure integration and compatibility with the overall desired character of the District.

**Goal WMCD 3    Recruit, grow and sustain a range of mixed-employment opportunities in the West Milton Commercial District Special Planning Area.**

Pol. WMCD 3.1        Provide incentives for site aggregation that would provide increased flexibility for future development opportunities. Incentives may include flexibility in development standards, expedited permit review or other similar measures.

Pol. WMCD 3.2        Identify and implement incentives that would encourage new development to locate in the West Milton Commercial District Special Planning Area. For example, incentives may include targeted capital improvements such as infrastructure and amenities; regulatory assistance; and reduced permit processing times.

Pol. WMCD 3.3        Expand outreach to the business community, including a regular program of meetings with business owners and managers, ongoing outreach to industry organizations, and continued contact with area business associations.

## **4. Analysis**

### **Current Land Use:**

Milton is a small community characterized by a rural pattern of larger lot residential development surrounded by fields, trees, open vistas, and gardens. The City is primarily a bedroom community, nestled between the urban areas of Tacoma and Seattle. Interstate 5 and State Route 99 (Pacific Highway) intersect the City’s western portion, and State Route 161 (Meridian Street East) creates the City’s eastern most boundaries. Milton Way is the primary east/west route through the City and intersects the City Town Center (See Figure LU-1 for a depiction of Places).

The City is primarily comprised of single-family homes on fairly large lots, with multifamily development creating a buffer to the commercial corridors located in the Uptown Special Planning Area and West Milton Commercial District Special Planning Area. These corridors, along with the City’s Town Center Special Planning Areas, and the quarry site are currently the City’s primary source of employment and tax base, and contain the City’s future employment capacity potential. Furthermore, these areas provide retail, dining, entertainment, transportation and shopping opportunities for the City’s residents, and regional neighbors.

Table LU-1 Current Land Use

Current Land Use	City	%	PAA	%
Residential - Single Family	683.93	46.9%	151.99	44.8%
Residential - Multi Family	108.42	7.4%	4.59	1.4%
Mobile Home Park	23.55	1.6%	0	0.0%
Retirement Facility	31.4	2.2%	0	0.0%
Commercial	154.34	10.6%	0.95	0.3%

Mining	103.67	7.1%	0	0.0%
Utilities/Private Roads	22.95	1.6%	0	0.0%
Religious Services	17.3	1.2%	4.3	1.3%
Parks/Open Space	40.94	2.8%	0	0.0%
Miscellaneous	29.43	2.0%	23.73	7.0%
Public Facilities	39.8	2.7%	1.49	0.4%
Agriculture	26.88	1.8%	5.01	1.5%
Vacant	176.29	12.1%	147.24	43.4%
<b>Total (acres)</b>	<b>1458.9</b>	<b>100%</b>	<b>339.3</b>	<b>100%</b>

Table LU-2 below identifies amount of the City assigned to each future land use designation for the City and its Potential Annexation Area (PAA). Together this area is known as the City's Urban Service Area (USA). This is geographically depicted in Map LU-2.

Table LU-2 Land Use Designations

Land Use Designation	City	%	PAA	%
Residential Single Family (RS)	709.63	48.6%	149.28	44%
Residential Multi-Family (RM)	190.72	13%	59.84	17.6%
Residential Moderate-Density (RMD)	40	2.7%	0	0
Business (B)	167.53	11.5%	5.2	1.5%

Mixed-Use Town Center (MX)	10.86	.7%	0	0
Light Manufacturing (M-1)	115.23	7.9%	0	0
Open Space (OS)	44.18	3%	87.14	25.7%
Planned Development (PD)	143.20	9.8%	0	0
Community Facilities (CF)	37.53	2.6%	0	0
Fife/Milton UGA	N/A		37.84*	11.2
<b>Total (acres)</b>	<b>1458.9</b>	<b>100%</b>	<b>339.3</b>	<b>100%</b>

\*There is an additional Fife/Milton Overlap area located at the western terminus of the Milton Interurban Trail. This area is approximately 8.76 acres in size and has not been included within the table above.

As depicted in the future land use map, the City’s primary land use pattern is single family with a mixed-use town center, all of which is surrounded by multifamily and commercial corridors. The Single-family district accounts for 48% of the city’s land use, while moderate density and multifamily districts account for 2.7% and 13%, respectively. Business (B) and Light Manufacturing (M-1) account for 11.5% and 8%. The largest conglomeration of land under single ownership is in the Planned Development District (PD) and accounts for almost 10% of the City’s land use designations. Open space (OS) and community facilities districts (CF) account for 3%, and 2.6% of the City’s land use designation.

The Single-Family District (RS) allows for a development pattern of large lots, in order to maintain the City’s small-town character and charm. The character of single-family development is different on the south and north sides of Milton Way. North of Milton way is characterized by subdivision type developments situated within a larger block pattern; while south of Milton Way the development character has a tighter block structure, with larger, more uniform lot configuration. Recent development in the single-family district has consisted of infill via short plats, small subdivisions, and associated single-family development. Significant challenges exist in assuring that new single-family development conforms with, and enhances, the exiting residences.

The Multifamily District (RM) serves the City’s need of providing a variety of housing types and densities. Multi-family housing currently exists abutting the City’s Uptown District Special Planning Area, in the form of apartment complexes, condos and townhomes. The multifamily designation also applies to portions of land in the City’s southwest portion, and along 70<sup>th</sup> Avenue.

Much of the City’s commercial development is located in the Uptown Special Planning Area adjacent to Meridian Street East and, and the West Milton Commercial District Special

Planning Area along Pacific Hwy and Porter Way. This area has various land use designations including Business (B), Light-Manufacturing (M-1) and Residential Multi-Family (RM). The intersection at Milton Way and Meridian Avenue stands as the city's main intersection and the center of the Uptown Special Planning Area, which provides dining, retail shopping, and services catering to the regional population and the traveling public. It is currently a space characterized by large parking lots, fast traveling traffic, and unleased storefronts.

The West Milton Commercial District Special Planning Area along Pacific Highway acts as a connector between commercial areas in Fife and Federal Way and contains the Business (B) and Light Manufacturing (M-1) zoning districts. The development pattern of the West Milton Commercial District Special Planning Area consists of auto and large machinery repair services, contractor yard, retail and other regional services. However, the district is currently underutilized and does not match the vision of the City; as development extends into the district, the SR 99 corridor will become prime real estate for development, because of its current access and its relatively low cost.

The intersection of Milton Way and Oak St is located at the center of the Mixed-Use Town Center (MX). Immediately adjacent to the eastern tip of Milton Community Park, this area has historically been the City's town center. The area contains local services such as dining, retail and entertainment. Being immediately adjacent to Milton Community Park (aka Triangle Park), the town center area has a unique mix of residential, commercial, civic and recreational opportunities within walking distance.

In 2007 the City annexation portions of the old Milton Electric Rail line, in order to complete the construction of the Interurban Trail. The Interurban Trail crosses through the City and continues into Edgewood and Fife, providing a large vegetated pedestrian, bicycle, and equestrian trail linking open spaces, parks, and environmentally sensitive areas within the City. Other parks and public facilities including, Milton Community Park, Hill Tower Park, Olympic View Park, Sterling Crest Park, Sterling Heights Park, and West Milton Park, provide additional recreational opportunities and open space located within the City. In total there is approximately 40 acres of parks and open space in the City.

Parks, open space and recreational opportunities are covered in the Parks Element.

### **Environmental**

The City is required under GMA to adopt regulations for the protection of critical areas and their buffers. "Critical areas" include;

- Wetlands
- Aquifer Recharge Areas
- Fish and Wildlife Habitat Conservation Areas
- Frequently flooded areas
- Geologically hazardous areas

## Wetlands

There are a number of isolated and interrelated wetlands located within the City. Wetlands are defined as *“areas that are inundated or saturated by surface water or groundwater 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.”* In Milton,

the vast majority of wetlands are associated with the Hylebos Creek and its associated tributaries and flood plain. However, due to the topography and soil type of Milton there are also scattered depressional wetlands in swampy, or marshy areas, and along seasonal watercourses throughout the City. The general location of wetlands is shown in Map LU-4. This map shows the approximate location of known wetlands and the area where the physical conditions are right for wetlands to exist.

Protection of Critical Areas is addressed in the City’s Critical Area Ordinance, and requires new development to mitigate adverse environmental impacts.

Wetlands perform functions that are impossible or difficult and costly to replace. Wetlands provide erosion and sediment control -- the extensive root systems of wetland vegetation stabilize stream banks, 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.

## Aquifer Recharge Areas

The City of Milton obtains all of its water from underground aquifers and protects this resource through the regulation of aquifer recharge areas. An aquifer recharge area is defined as *“areas where the prevailing geologic conditions allow infiltration rates which create a high potential for contamination of ground water resources or contribute significantly to the replenishment of ground water”*. Aquifer recharge areas are shown on Map LU-5.

The primary source of aquifer recharge is through infiltration of rainfall and by the movement of water from adjacent aquifers or water bodies. Natural factors include the amount of precipitation, soil type and conditions, vegetation, and topography. Man-made factors include impervious surfaces, the chemicals and pollutants generated by those surfaces, the channeling of runoff, changes in soil condition such as compaction, and the 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.

Further discussion and detail of the aquifers and Milton’s wells can be located in the City’s Water System Plan.

In order to protect the primary source of aquifer recharge, it is important to maintain and, where possible, enhance the recharge characteristics of the remaining open space through minimization of impervious surface cover, the retention or detention of stormwater, and the

exploration of low impact development techniques for enhancing and protecting recharge characteristics.

### Fish and Wildlife Habitat Conservation Areas

*Fish and Wildlife Habitat Conservation Areas are considered “areas that serve a critical role in sustaining needed habitats and species for the functional integrity of the ecosystem, and which, if altered, may reduce the likelihood that the species will persist over the long term. These areas may include, but are not limited to, rare or vulnerable ecological systems, communities, and habitat or habitat elements including seasonal ranges, breeding habitat, winter range, and movement corridors; and areas with high relative population density or species richness. Counties and cities may also designate locally important habitats and species.”*

In Milton these areas primarily include the Hylebos Creek, its tributaries and associated flood plain. There have been numerous restoration activities associated with the Hylebos Creek including the West Milton Nature Preserve, West Hylebos Wetlands and the WSDOT Wetland Mitigation immediately north of the City.

Map LU-4 shows the general location of Fish and Wildlife Habitat Conservation Area within the City. Protection of these areas is often regulated by the Departments of Ecology, the Department of Fish and Wildlife, and City regulations.

### Frequently Flooded Areas:

Development with the 100-year floodplain is regulated based on FEMA floodplain maps adopted by the Critical Areas Ordinance. The 100-year floodplain is a term that describes an area of land that would be affected by a flood event that has a one percent (1%) chance of occurring, or being exceeded, in a given year. This area is comprised of two components: the floodway and the floodplain. Generally, the floodway is the area of fastest moving, deepest water usually located around an existing stream or body of water. The fringe is the area that the existing body of water “overflows” into.

Historically a river’s floodplain has provided critical habitat for salmonid species and numerous forms of wildlife, as well as providing storm water storage capacity. However, development in the floodplain has limited the capacity of this area to provide critical habitat and storm water capacity.

The City’s flood plain is primarily located along the Hylebos Creek and Surprise Lake and its outfall. The outfall of Surprise Lake converges with the Hylebos Creek in the City’s PAA. The large wetland associated with this convergence will be restored as mitigation for the SR-167 project. This area is shown in Map LU-2.

### Geologically Hazardous Areas

Geologically hazardous areas include Erosion hazard areas, Landslide Hazard areas, Seismic hazard areas, mine hazard areas, volcanic hazard areas. All of these areas are depicted on Map LU-3. Due to the topography and drainage characteristics of Milton, the most pressing of these hazard areas are erosion, landslide and seismic hazard areas.

Erosion is the wearing away of the earth's surface by the wind, water, or ice. The primary source of erosion is through surface drainage ditches, streams, surface water flows, and stormwater movement. The effect of this on the land is highly dependent on the soil type and slope. The more severe the slope and less stable the soil type, the higher potential for erosion. Other factors such as vegetation removal and construction activity also play a factor.

### Landslide

Erosion hazard areas are defined as those lands susceptible to the wearing away of their surface by water, wind, or gravitational creep. The two primary determinants of these areas are soil type and slope. The U.S. Department of Agriculture's Natural Resources Conservation Service identifies lands or areas underlain by soils having "moderate to severe," "severe," or "very severe" erosion potential. These soils contain high percentages of silt and very fine sand. As the clay and organic matter content of these soils increase, the erodibility decreases. Clays act as a binder of soil particles and reduce erodibility. However, once clays are detached from the soil they are easily transported by water and settle out very slowly.

Well-drained and well-graded gravels and gravel sand mixtures are the least erodible soils. Coarse, gravel soils are highly permeable and have a good absorption capacity that prevents or delays, and thus reduces the amount of surface water runoff. Areas at risk for soil erosion and landslides are illustrated in Maps LU-3.

### Seismic

The region surrounding Milton is susceptible to earthquake activity. The U.S. Geological Survey Seismotectonic Map of the Puget Sound Region shows that the source, or epicenter, of several earthquakes, with a focal depth of less than 35 km, originated within five miles of the City between July 1970 and December 1978.

Site-specific geologic characteristics will also influence how an area responds to ground shaking and the potential extent of damage. Natural and artificial unconsolidated materials, such as clay and silt deposits, sediments in river deltas, and materials used as land fill commonly amplify ground movements more than consolidated sediments and bedrock.

The Seismic Hazard Areas Map (Map LU-3) shows areas of high risk to seismic activity. The majority of earthquake damage in the Milton planning area will be as a direct result of liquefaction of alluvial soils with a high-water table, typical of the scenarios found in the western area of the City and the lowland areas.

## 5. Growth and Change

The Office of Financial Management (OFM) is tasked, under GMA, with providing population projections for Counties. These projections, associated data, and development and market trends are then used by the PSRC and the counties to determine appropriate housing growth forecasts and targets for the counties and cities.

Table LU-3 below, identifies the City’s historical census population counts, as well as intercensal estimates of population and housing by OFM. Also included in Table LU-3 are forecasted housing growth targets prepared by PSRC, and projected population for the years 2025-2040 prepared by the City of Milton. For the purposes of this Comprehensive Plan, these figures are combined into one table but should not be used comparatively due to the differing methodology in their preparation. See the text above Table 12 of the housing element for more information. The forecasted housing growth targets prepared by PSRC are useful for determining transportation impacts at a regional level, whereas the City has chosen to prepare its own future population projections to plan for demand for local services.

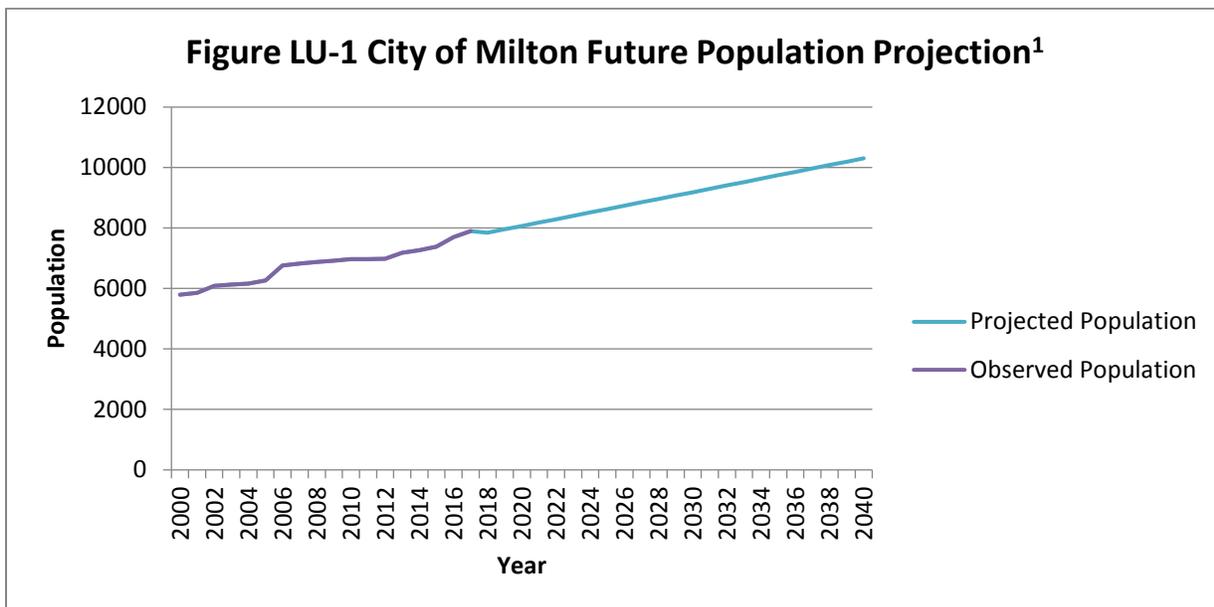
Table LU-3 Population and Households											
Year	1990 <sup>1</sup>	2000 <sup>1</sup>	2010 <sup>1</sup>	2011 <sup>2</sup>	2012 <sup>2</sup>	2013 <sup>2</sup>	2014 <sup>2</sup>	2025	2030	2035	2040
<b>Population</b>	4,995	5,795	6,968	6,975	6,985	7,185	7,265	8,628 <sup>3</sup>	9,187 <sup>3</sup>	9,747 <sup>3</sup>	10,307 <sup>3</sup>
<b>Households</b>		2,197	2,988					3,041	3,544 <sup>4</sup>	3,553 <sup>4</sup>	3,549 <sup>4</sup>

<sup>1</sup> Decennial Census

<sup>2</sup> Washington Office of Financial Management (OFM) Estimate

<sup>3</sup> City of Milton Population Projection

<sup>4</sup> Puget Sound Regional Council (PSRC)—Land Use Vision dataset, Fall 2017



<sup>1</sup>This population projection was prepared by the City of Milton using a linear growth model assuming a consistent growth trend of that seen between the years 2000-2017 based on OFM estimates. The City of Milton amended its Comprehensive Plan in December 2017, to resolve its Comprehensive Plan certification through PSRC. As such, additional data available from the Office of Financial Management (OFM) was available to inform its population projection.

The Growth Management Act (GMA) requires cities to encourage new development to locate in urban areas where adequate public facilities exist, or can be provided in an efficient manner. To accomplish this, cities in coordination with the County, have designated a countywide urban growth area (UGAs). Within this UGA are Cities and their associated Potential Annexation Areas (PAAs)

The GMA sets forth guidelines for the sizing of PAAs for counties and cities. King and Pierce counties' countywide planning policies provide a framework from which county and city comprehensive plans are developed and adopted. The framework is intended to ensure consistency between the comprehensive plans of the county and its municipalities. Additionally, the countywide planning policies provide guidance regarding the process and criteria for establishing PAAs.

The Puget Sound Regional Council (PSRC) is a regional planning organization consisting of King, Pierce, Kitsap and Snohomish County. Through the adoption of Vision 2040, the PRSC implements regional policies related to transportation planning, economic development, and growth management.

Based on the requirements contained within the GMA and King and Pierce County county-wide planning policies, Milton has designated a PAA which is shown in the Future Land Use Map, LU-2. The location, use, density, and intensity of future growth identified in this map, was created to successfully establish the type of development envisioned by its citizens and to accommodate the City's growth projections.

In order to provide for coordinated and efficient regional growth, Milton coordinates its growth assumptions with targets adopted by King and Pierce counties in their Countywide Planning Policies. The projected growth is measured in the form of additional dwelling units and additional jobs. Capacity to accommodate the targets was evaluated in the Buildable Lands Reports adopted by each of the counties as required by the GMA.

For the Pierce County portion of Milton, the target is for the city to add 240 housing units between 2008 and 2030. For the King County portion of Milton, the target is for the city to add 50 housing units between 2006 and 2031. The adopted targets are consistent with Milton's role in the Regional Growth Strategy as a Small City.

Both Pierce and King Counties create a Buildable Lands Report as a tool for evaluating the ability of local plans and regulations to accommodate targeted growth based on actual development trends. This report identifies the cumulative capacity for employment and residential growth in the County Comprehensive Urban Growth Area, which includes the cities and towns and their associated PAAs.

The Buildable Lands analysis identifies vacant and underutilized land, suitable for development or redevelopment. Land "suitability" takes into consideration estimates of how critical areas protection, land that might be needed for public purposes (e.g. parks, storm drainage), and land needed for future streets will affect development of these vacant and underutilized parcels. It also means adjusting the amount of vacant and underutilized land

using a market factor or discount factor to exclude land that, based on historical trends is not reasonably expected to become available for sale or lease during the planning horizon. This land is then compared to the City's development trends, and regulations, to determine the City's employment and dwelling unit capacity.

The City also utilizes the Buildable Lands Reports as a planning tool to determine if the City can accommodate its growth targets. Planning for sufficient future capacity provides assurance that the City can achieve its vision for the future while accommodating its proportionate share of regional growth allocations.

As mentioned above, planning for growth targets takes the form of comparing employment and dwelling unit need and the City's capacity to provide for employment and housing units, based on current zoning regulations and space available for development. When discussing "allocations", this is the amount of regional growth that has been assigned to Milton by the applicable county in the form of adopted growth targets. Under the GMA, targets represent the minimum amount of growth we are required to accommodate.

PSRC produces forecasts of future growth that incorporate data from the growth targets along with planned levels of growth included in the Regional Growth Strategy in VISION 2040. The city has used PSRC, County and State sources for information about how much growth to anticipate in the future.

Table LU-8 shows the City's housing unit capacity, as determined through the GMA required buildable lands review.

### **Employment Capacity**

Employment capacity of the City is determined by first determining the amount of "underutilized" land in the Business (B), Mixed Use Town Center (MX), and Light Industrial (M-1). The term "underutilized" refers to a particular piece of property can be developed in a manner that would support more jobs, than it currently provides. "Potential employment capacity" is the amount of jobs a property can provide if redeveloped under current development regulations, assumptions about development trends, and a regionally applied jobs per square foot of gross floor area standard. "Current employment provided" uses the same analysis above, with the main difference being the gross building square footage. By comparing potential employment capacity for a particular piece of property, with the currently provided employment, a ratio can be determined. This ratio is used to set a threshold for a property being classified as "underutilized".

The amount of underutilized land is then reduced according to local development regulations, critical area constrains, and an additional reductive factor is included to achieve a net acreage of land that is considered underutilized. Vacant land, the applicable zoning districts is also identified.

The final net underutilized acreage of vacant and underutilized is then compared to the same regionally applied jobs per square foot of gross floor area standard, used above, to determine a city's employment capacity.

For the Pierce County portion of Milton, the target is for the city to add 444 jobs between 2008 and 2030. For the King County portion of Milton, the target is for the city to add 160 jobs between 2006 and 2031. The targets are consistent with Milton's role in the Regional Growth Strategy as a Small City.

Tables LU-4 through LU-7 below, identify the City's employment need, as identified by the King and Pierce County Countywide Planning Polices and the PSRC forecast projections, as well as the City's employment capacity

Pierce County:

Table LU-4 Pierce County Employment Needs in City of Milton					
2010 Total Employment Estimate <sup>1</sup>	Adopted 2030 Total Employment Target <sup>2</sup>	Total Employment Growth (2010-2030)	Adjusted Employment Growth <sup>3</sup>	Displaced Employees	Additional Employment Needs
1,855	2,337	482	424	161	584

1. PSRC 2010 Covered Employment Estimate.

2. Adopted by Ordinance No. 2011-36s.

3. The total employment allocations are reduced by 12.1% to account for mobile workers and work-at-home employees for the commercial/industrial land needs analysis.

Table LU-5 Pierce County Employment Capacity in City of Milton				
Type	Zoning District	Net Acres	Employees per Acre	Employment Capacity
Commercial	MX	2.15	19.37	42
	B	83.86	19.37	1,624
	CF	1.61	19.37	31
Industrial	M-1	58.15	8.25	480
<b>Total Employment Capacity</b>				<b>2,177</b>

\*Numbers are rounded and may not calculate correctly as shown.

King County:

Table LU-6 King County Employment Needs and Summary in City of Milton	
<u>Growth Target Update, 2006 to 2012</u>	
Jobs Growth Target (2006-2031)	<b>160</b>
<u>Jobs Changes, 2006-2012:</u>	
Plus Annexation Area Target	0
Plus Job Loss, 2006-2012	17
Net Adjustment to Target	<b>17</b>

<b>Net Adjustment to Target</b>	17
Remaining Target (2012-2031)	<b>177</b>
2006 Job Capacity	(from 2007 BLR) <b>2,470</b>
<b>Six-year adjustment to capacity***</b>	17
Final 2012 Job Capacity	<b>2,487</b>
Surplus/Deficit Capacity	<b>2,310</b>

Puget Sound Regional Council

The PSRC produces forecasts of future growth in households and employment. The Land Use Vision dataset, which is based on county adopted growth targets and the Regional Growth Strategy in VISION 2040, is most applicable to local comprehensive planning. The resulting employment growth allocation for Milton is shown in table LU-7. As shown in tables 5 and 6 above the City has the ability to accommodate 4,487 jobs, which exceeds the forecasted growth of 899 between the years 2014 and 2035, forecasted by PSRC.

Table LU-7 Combined Employment Growth Allocation					
Year	2010	2014	2020	2030	2035
<b>Employment</b>	2,003	2,413	2,829	3,049	3,312

**Housing Unit Capacity**

The ability of the City of Milton to accommodate anticipated housing unit growth depends on two factors: the quantity of developable land and achieved densities. The City’s housing unit capacity is fully analyzed in the Housing Element (see Tables 10 and 11). Table LU-8 below identifies the results of this analysis and shows the City’s ability to accommodate the City’s proportionate share of housing growth in the region.

Further analysis of the City’s residential Capacity can be found in the Housing Element

Table LU-8 Housing Unit Capacity	
	Capacity
<b>King County</b>	388 units <sup>1</sup>
<b>Pierce County</b>	602 units <sup>2</sup>
<b>City Wide</b>	990 units

<sup>1</sup> 2014 King County Buildable Lands Report, see Housing Element Table 11<sup>2</sup> 2014 Pierce County Buildable Lands Report, see Housing Element Table 10

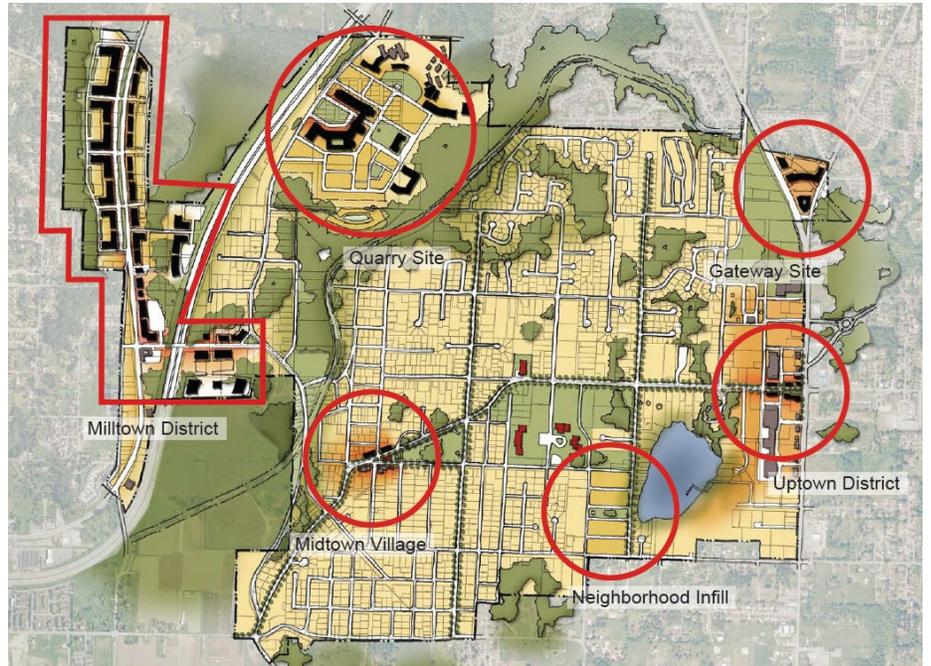
**Amending the Potential Annexation Area**

A City’s existing PAA currently abuts the Cities of Fife, Tacoma, and Federal Way. Expansion or alteration of the City’s PAA requires coordination with the neighboring City and approval by the County council. There is also a portion of PAA, along the City’s westernmost boundary,

that is identified as “UGA Overlap Area”. This is an area of unresolved PAA, meaning that it “could” belong to either City. In order to provide the appropriate level of urban services to this area, the cities of Fife and Milton will need to determine the most efficient boundary lines. Pierce County’s Countywide Planning policies provide direction for the correct location of PAA boundary lines, and are the primary source of guidance in determining their correct location.

## **6. A City of Places**

In 2012 the City went through a visioning process, to create a road map for the required update to the City's Comprehensive Plan. Through this process it was discovered that Milton has a unique opportunity to further establish itself not only as a community of neighborhoods but as a city of places. Specific areas within the city would serve as destinations for both citizens of Milton and surrounding communities while other places begin to function as destinations at a regional scale. These places are also opportunities for economic redevelopment and include:



**Figure LU-2: A City of Places**

### **Special Planning Areas (SPAs)**

- Uptown District
- West Milton Commercial District (formerly Milltown SPA)
- The Quarry Site
- Neighborhood Infill
- Town Center (formerly Midtown Village SPA)
- Gateway Site

### **Uptown District Special Planning Area**

#### **Introduction**

The 63-acre Uptown District Special Planning Area is located along the City's eastern boundary. The area is generally bounded by Meridian Avenue E along the east, 28th Avenue S to the west and the edges of the existing commercial centers to the north and south. Milton Way runs east/west through the Uptown District Special Planning Area, bisecting the District into north and south halves.

The Uptown District Special Planning Area encompasses an existing commercial center that serves the Cities of Milton and Edgewood and regional pass-through traffic on Meridian

Avenue E. Two existing shopping centers are located on the north and south sides of Milton Way, and oriented toward Meridian Avenue E. Each center is anchored by a grocery store and supported by a variety of related retail uses. Existing development character is typical of traditional suburban style retail shopping centers, with one-story buildings to the rear of each site and parking areas developed between the buildings and Meridian Avenue E. Land use designations and implementing zoning districts are for commercial business uses, consistent with existing and envisioned development

The major streets in the Uptown District Special Planning Area are Meridian Avenue E and Milton Way. Meridian Avenue E is also known as State Route 161, providing north/south regional connections to Pierce and King County destinations. Milton Way is designated as a minor arterial in Milton, providing mobility and access to destinations within the City. The intersection at Milton Way and Meridian Avenue E stands as the City's main intersection. Jovita Boulevard E feeds into the District from the east, directly across from the entrance to the northerly commercial center.

The Jovita Boulevard Realignment Project, a shared project between the Cities of Milton and Edgewood, extends Emerald St east past Meridian connecting to Jovita Blvd, and also installed a new signalization at the intersection of Emerald/Meridian. The realignment improves the safety, grid network, traffic distribution and congestion by increasing the intersection spacing on Meridian Avenue S.

#### Uptown District Vision

The Uptown District Special Planning Area is to become the City's premier commercial center, characterized as a vibrant and inviting gateway to the City of Milton. Features, such as storefronts near the streets, parking located behind buildings, streetscape improvements, on street parking options and entry signs will revitalize the Uptown District Special Planning Area and create a distinguished gateway to the City.

Through urban revitalization efforts, Milton's commercial center will be transformed into the vibrant, pedestrian friendly commercial center it deserves to be. The commercial area will once again give the citizens of Milton a sense of ownership and distinguished character while acting as a gateway to the city.

### **West Milton Commercial District Special Planning Area (formerly Milltown SPA)**

#### Introduction

The 200-acre West Milton Commercial District Special Planning Area generally extends along Pacific Highway E (State Route 99) in the northwest corner of the City of Milton. The area is generally defined by existing Business and Light Manufacturing land use designations and zoning districts. Approximate boundaries include 10th Street E to the south and the King / Pierce county boundary to the north. The eastern boundary is provided by Interstate-5 for the majority of the District, with the exception of a small area east of Interstate-5 in the vicinity of the Porter Way/5th Avenue intersection. To the west, the District is generally bounded by Pacific Highway E and properties fronting this road.

The land immediately surrounding Pacific Highway E can be characterized as commercial and light industrial, consisting of storage, auto service facilities and similar uses. This area is crossed by Hylebos Creek and contains some small wetland areas.

Although there are some roads that access Pacific Highway E, the dispersed road and development patterns do not support a pedestrian-oriented environment. The area is primarily automobile dependent with few public amenities.

#### West Milton Commercial District Vision

The potential for future development along the Pacific Highway E (SR 99) corridor in Milton is anticipated to increase significantly as development along this corridor in the Cities of Fife and Federal Way extends to the north and south into Milton. The Pacific Highway E (SR 99) corridor provides an ideal opportunity for flex development, characterized as buildings that support a mix of uses from administrative, office, light assembly, storage, laboratory, restaurant or other compatible uses. Because rental rates are typically inexpensive, flex-space provides a great opportunity for start-up businesses and, because it is flexible, offers businesses an opportunity to naturally develop and evolve within the district.

### **The Quarry Site**

#### Introduction

The Quarry Site is the largest aggregation of parcels under single ownership and contains high potential for development. The property is zoned Planned Development District (PD) which allows for development consistent with an approved Master Plan. A Master Plan is a concept level development plan that is approved by Council and allows for flexibility of development regulations and phasing of development. In 2008 construction began on the development of an assisted living facility, as part of a previously approved Master Plan, which has since expired. Currently the Quarry Site has one approved master plan (Milltown Landing) which

covers approximately 9.9 acres (approximately 14% of quarry site). The area of the Quarry Site that does not have an approved master plan is limited in its uses to surface mining, recycling facility, concrete crushing and public utility facilities.

Through the process of review and approval of a Master Plan, the City has the ability to work with the property owners, to encourage adoption of a Master Plan that will further implement the City's adopted Visioning Report.

### Quarry Site Vision

Even without direct access to the interstate, this site can transform from its current use to a destination development - while maintaining Milton's character. The Visioning Report identifies two viable concepts, although different in use and infrastructure needs. The concepts include a Continuing Care Retirement Community (CCRC) and an RV Resort combined with a Sports Complex.

A CCRC is a retirement community that meets a variety of aging care needs, from independent living to assisted living to nursing home care. The community is typically anchored by retail to form a compact, walkable mixed-use community.

Additional attributes of CCRC's include:

- Tiered approach to the aging process
- Consists of apartments, condominiums, or single-family homes
- Supports light commercial and retail facilities on-site
- Residents pay entrance fee and monthly charges
- Establishes new infrastructure that supports Milton's tax base

A RV Resort combined with a Sports Complex, can serve as another viable development scenario for the Quarry Site. Currently, there is not an immediate sports complex serving the area. With a growing number of club and traveling teams there is a constant need for new sports facilities. This region of the state acts as a hub for RV's, but it lacks an adequate and desirable destination for travelers. Additional attributes include:

- High-end RV park supports regional athletic field and enchanted theme park in Federal Way
  - With sites prices competing with hotel costs, revenues would be high
- RV owners know where they are going before they leave their driveway - an identified regional location
- Regional athletic center features:
  - Indoor and outdoor sports fields
  - Eateries for family gathering or adults to watch children play
  - Activities spread throughout the day so there is no single influx of traffic
  - Potential practice venue for professional and semi-professional teams
- High potential to support a hotel

- This is a development that could provide for the city immediately and redevelop 20 years later
  - Minimal new infrastructure
- All season viability
- Potential for Federal Way to help fund a future interchange

## **Neighborhood Infill Site(s)**

### Introduction

There are numerous underutilized properties in the city that have the potential to develop and greatly affect the surrounding neighborhoods upon their redevelopment. Generally, speaking, these are parcels that are of sufficient size to accommodate a large subdivision of 40+ single family homes. As identified in the visioning report, the property west of Surprise Lake has extremely high potential redevelopment into a residential subdivision. There are a few other properties in the City that have the same characteristics and potential for redevelopment; all of which are zoned single family.

### Infill Vision

The outcome of the visioning report identifies the potential for these properties to be developed in a manner that supports and enhances the existing residential development pattern, and promote neighborhood cohesiveness. Development principles to accomplish this generally include:

- Take advantage of and use traditional Milton blocks as a basis for design
- Incorporate alleyways to put garage doors in the back of residential lots versus on the street
- Establish a central park space to serve the new community and surrounding neighborhood
- Using current block and street to determine spatial layout but at a higher density to meet city design standards for growth
- Provide key example for graphic code and development standards

## **Town Center (formerly Midtown Village)**

### Introduction

The Town Center SPA consists mainly of the Mixed-Use Town Center (MX) land use designation and zoning district. This is the area immediately surrounding the intersection of Oak St, Milton Way, and 11<sup>th</sup> Ave. Historically this has been the central core of Milton. Prior to the development of the shopping centers in the Uptown District Special Planning Area, this

area provided Milton's residents with the day to day needs such as, retail, dining, entertainment and various services.

The area currently has a large mixed use building that houses Dave's Restaurant, and various shops and services. Additionally, this area includes underutilized commercial space, and contains potential for redevelopment. A large portion of the property in this district is under single ownership, which assists in working with property owners in implementing the City's vision for redevelopment of this area.

The use of Milton Community Park includes City sponsored events such as Milton Days, and houses the City's numerous memorials. Additionally, the park is heavily used by various youth sports organizations and residents. This large recreational opportunity adds to the viability of the Town Center area becoming the City's true civic core and town center.

### Town Center Vision

Milton's Community Park and the immediate surrounding area can truly become the city's town center and civic center. Milton Community Park is central to the entire community and is already a destination to its citizens.

The concept for the Town Center SPA is to create a walkable, mixed-use neighborhood with City Hall as the anchor. Attributes of this plan include:

- The City Hall and Community Center located at west tip of
- Milton Community Park
- A stage built off the building, extending into the park
  - Used for concerts, public gatherings, outdoor eating, etc...
- An amphitheater built into landscape taking advantage of natural topography
- Kemper Playfield relocated to east side of amphitheater
- Adjacent commercial buildings receive façade treatments
- On-street parking surrounding park
- Safe and visible pedestrian street crossings encouraging walkability
- Street trees and planters line streets to add barriers between pedestrians and traffic while softening the streetscape
- Encourages residential and mixed-use infill

With the relocation of City Hall, Milton's identity and character will be restored to the city. Milton is characterized as a community of neighborhoods and a city of places, but the Town Center SPA will become the centerpiece of Milton.

### **Gateway Site(s)**

There are certain areas around the City that can act as a district gateway to the City. Namely these include the intersections of Meridian St/Military Rd, Porter Way/Pacific Hwy E, and Meridian St/Milton Way. This gateway creates a recognizable sense of place, where people

recognize they are entering Milton based on a unique development look and feel, and landmark buildings, associated with the gateway area.