

framework



EXISTING CONDITIONS REPORT

COMPREHENSIVE PLAN UPDATE
CITY OF MILTON, WA

May 2023

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EXECUTIVE SUMMARY

An existing conditions report was conducted for land use, housing, transportation, capital facilities, utilities, parks, recreation, and open space in preparation for the 2024 periodic update to the Milton Comprehensive Plan. Each chapter begins with an overview of the regulatory and planning framework applicable to each topic area, including state, regional, or county mandates that will influence the development of each comprehensive plan element. A thorough analysis of existing conditions is then presented to indicate gaps in Milton's housing stock, transportation infrastructure, capital facilities, and other local assets. The bullets below highlight the key findings of each existing conditions chapter. Supplemental community surveys are included in Appendix A and Appendix C.

Land Use

- **Milton has sufficient land use capacity for housing and employment targets** – Based on buildable lands data created by King and Pierce County, Milton has enough zoned development capacity to absorb county-mandated targets for new homes and jobs.
- **Single-family housing is the predominant land use** – Single-family residential makes up 48 percent of Milton's existing land uses. This trend is expected to continue given the widespread designation of Residential Single-Family (74% of Milton's total zoned area).
- **Limited opportunities for a mix of uses** – Most of Milton's residential neighborhoods do not permit commercial uses and commercial zones like Uptown do not allow housing.
- **Outdated land use regulations** - Zoning and development standards should be updated to align with community planning priorities.
- **Mismatches between existing land uses and zoning** – Some areas include incompatible development or land uses that may not be desirable based on community goals.
- **Highway 99 remains auto-oriented and hostile to non-motorized modes of travel** - Land use and transportation/streetscape improvements should be better aligned along Milton's arterials.

Housing

- **There is a lack of housing variety** considering Milton is largely composed of detached single-family housing and townhomes. The City has limited options for smaller "middle housing" like duplexes, triplexes, courtyard apartments, and other small forms of multi-family housing.
- **Mismatch between unit size and household size** exist and housing units are unnecessarily large for Milton's typical household. Most units include upwards of three bedrooms even though most households are composed of two or three people.
- **Barriers exist for those with lower-than-average incomes.** Lower-income households face high prices and a limited supply of affordable and/or subsidized housing. There is a significant deficit of housing units affordable to households earning less than 50 percent of the area median income.
- **Disproportionate cost burdens** exist among low-income and households of color. Households identifying as Black, Pacific Islander, Hispanic, Asian, or Other Race face higher amounts of extreme cost-burden compared to White, Non-Hispanic households.

- **Buyers and renters priced out, or units not available** - For some of those that would like to stay or move to Milton, the prohibitive costs and lack of choices for housing types are significant barriers. This includes many aging residents for whom "downsizing" choices are limited, or for children of families who would like to stay in Milton but could not afford to buy a house if their income is typical of existing Milton residents.
- **Limited zoned land for new housing development** - As described in the Land Use section of this Report, most of the land zoned for housing is substantially "built out", with limited sites available for new houses or other housing types.
- **Changing demographics** - Milton's population has become increasingly diverse racially and ethnically since 2000. Over the same period, the population of "empty nesters" seniors has grown significantly, and the proportion of school-age children in the population has been shrinking.
- **A housing boom over the past two decades** - There was a surge in population and housing units in Milton over the past two decades, significantly outpacing regional growth targets.
- **Reasonable targets for housing** - King and Pierce Counties have set modest housing growth targets under the state's Growth Management Act, for which land capacity already exists.

Transportation

- **Slow progress on street safety** - Traffic conditions have not significantly changed since the last Comprehensive Plan update in 2015. Speeding and safety are top community concerns.
- **Auto-oriented conditions are concerning for people walking, biking, and rolling** - Safe walking and biking facilities are lacking on many streets.
- **Non-motorized networks are disconnected** - Opportunities exist to improve biking and walking connections to schools, parks, and other community destinations.

Capital Facilities + Utilities

- **Residents are served by a balance of municipal and special district capital facilities** - Milton provides public facilities and capital facility planning for municipal buildings, police services, electric, stormwater, and water. Special district providers serve Milton with fire, emergency services, libraries, sewer, and school services.
- **Population growth and public services needs have initiated the expansion of Milton's municipal buildings** - A municipal complex expansion is expected to take place between 2026 and 2040.
- **Schools and facilities for fire and emergency services are expanding to accommodate the growth of Milton and surrounding areas** - East Pierce County Fire is constructing a new facility in Edgewood (Station 118) and has plans to replace the Milton Fire Station (Station 124). The Fife School District recently opened Fife Elementary School to address increasing student enrollment.
- **Deficiencies in Milton's stormwater, transportation, electric, water, and sewer facilities exist** - Capacity and maintenance enhancements are being addressed in ongoing efforts under the City's capital improvement plan and will be monitored during the 2024 comprehensive plan update.

Parks, Recreation, + Open Space

- **Milton has many quality parks and recreation facilities.**
- **Programming and activities at parks and recreation facilities could be improved to reflect the lifestyles of Milton’s diversifying community** – Existing facilities are relatively uniform and do not address the needs of all ages, abilities, and interests according to the parks, recreation, and open space inventory and the community parks survey responses in Appendix C.
- **Outdated level-of-service standards exist for Milton’s parks** – The evaluation system should be updated to focus more on community priorities and differentiate between facility types.
- **Resources for parks operations and maintenance are limited** – Improvements will be factored into the parks element.



INTRODUCTION

Planning Process and Report Purposes

Introduction

Comprehensive planning is a fundamental method for calibrating municipal goals and objectives and linking them to strategic actions to achieve them over time. Prepared and updated on a periodic basis with community engagement and participation by City agencies, boards, and elected officials, comprehensive plans consider evolving conditions and emerging trends.

This Existing Conditions Report provides facts, analysis, and insights that should be considered during the next stages of the Milton planning process.

State and County Context

Although prepared and approved by the City, Milton is guided by Washington State planning requirements that are contained by state legal codes and the Growth Management Act (GMA), which is codified in RCW Chapter 36.70A and in other related and amended sections of the RCW.

As articulated by the state legislation, the Comprehensive Plan serves as a primary guide for subsequent municipal actions in several categories. It is intended to be a central resource linking goals and objectives, the policies at a municipal level, local standards, and implementing actions. Importantly the Comprehensive Plan includes a requirement for conformity with current zoning and other development regulations, and for the City's capital expenditures.

Planning Mandate and Coordination

Comprehensive Planning Requirement for Milton

Under state requirements in RCW 36.70A.040, Milton is among those communities in 18 populous counties required to prepare full Comprehensive Plans, which includes both Pierce and King Counties.

GMA Goals as a Basis for Milton's Plan

The GMA is focused on planning for adequate and appropriate housing and employment capacity among Washington's communities and unincorporated areas.

The GMA establishes a series of common goals that must be incorporated into every municipal Comprehensive Plan to help ensure coordinated directions. These 14 goals are documented in RCW 36.70A.020 for most topics, and in RCW 90.58.020 for shoreline management.



Urban Growth Areas: Accommodating Future Growth

The state and counties can coordinate and direct anticipated population growth through a process that establishes "Urban Growth Areas", in consultation with the municipalities where growth is likely to occur. Milton is with Urban Growth Areas that have been designated by both Pierce and King Counties.

A special analysis using the state's Buildable Lands Program is used by both Pierce and King Counties to measure changes in housing and employment among constituent communities. The Buildable Lands Program also calculates potential to support future growth based on the use of land and current zoning. Both counties completed Reports in 2021 addressing their portions of Milton—King County's Urban Growth Capacity Report and the Pierce County Buildable Lands Report.

Both counties then allocate growth target for communities, based on the overall growth management frameworks that they establish.

County and State Review of Milton's Plan

To provide coordination between municipal, county, and state growth management, Milton's Comprehensive Plan is subject to review after it is completed by both Pierce and King County. This occurs after Milton completes and approves its Plan. The review process is conducted as required by state law using information from the periodic Urban Growth Capacity Reports. The reviews are intended to determine if growth that is occurring is consistent with the planning goals in the Comprehensive Plan. If the counties find that there are inconsistencies, then a municipality must identify and incorporate "Reasonable Measures" to address them, including either amending or updating their Comprehensive Plan. To date, Milton's planning and development have been found to be aligned, and no Reasonable Measures have been indicated as being needed.

Regional Planning Context

Milton is a member of the Puget Sound Regional Council which provides opportunities for collaborative planning with the larger region composed of King, Kitsap, Pierce, and Snohomish Counties. It also serves as the Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO) and is influential in determining priorities for federal transportation funding and regional growth management under the GMA.

The regional Council adopts multi-county planning policies which it updates periodically. The current collection of policies is contained in *Vision 2050 A Plan for the Central Puget Sound Region*.

Plan Elements

While municipalities can flexibly use Comprehensive Plans to address topics, there are certain categories called "elements" which are required by the state that are described in the legislation "Comprehensive Plans - Mandatory Elements" in RCW 36.70A.070. For Milton,



these include elements for Land Use, Housing, Capital Facilities Plan, Utilities, and Transportation. The RCW requires parks and recreation to be considered under the Capital Facilities Element, although municipalities are allowed to adopt a stand-alone Parks and Recreational element.

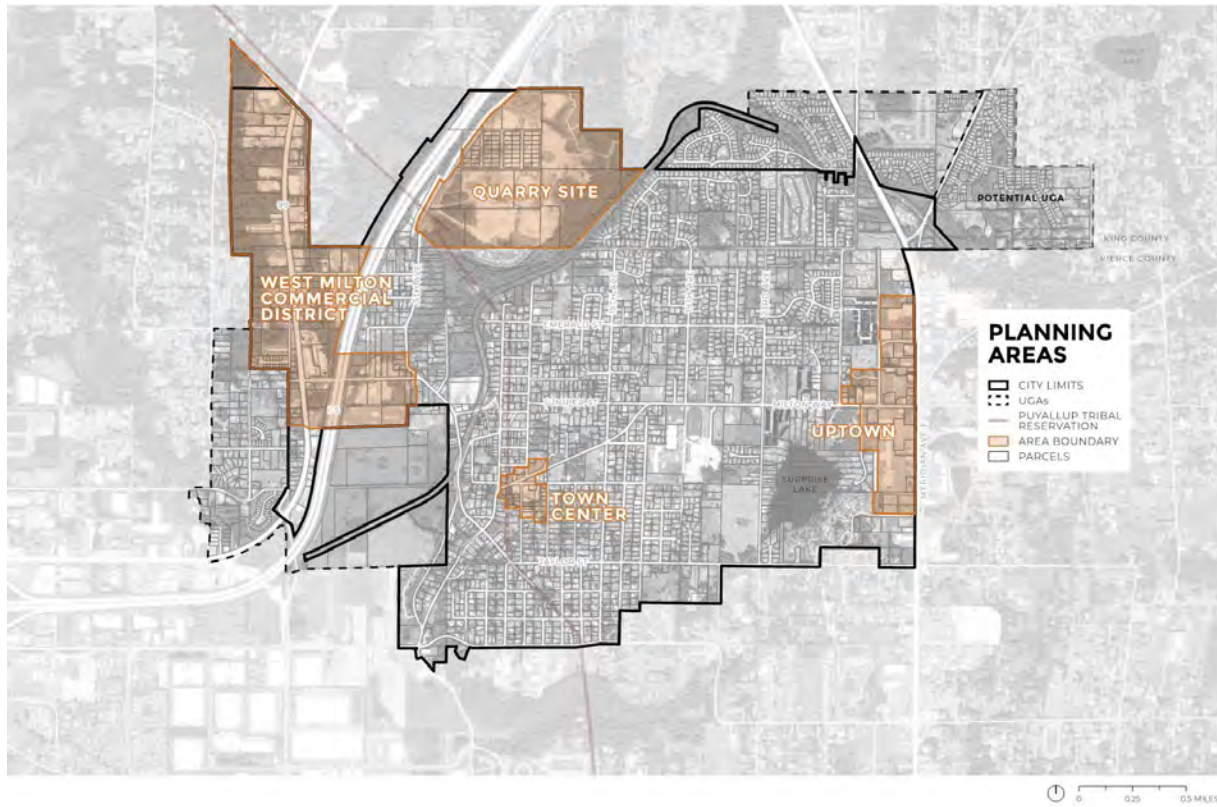
Inventory and Purposes of Existing Conditions Report

The GMA requires an inventory of existing conditions for each required element. This Existing Conditions Report for the City of Milton presents current built and natural conditions for land use, housing, transportation, capital facilities, utilities, and parks, recreation, and open space. This report intends to establish a foundation that supports the development of the Milton Comprehensive Plan and associated State Environmental Policy Act (SEPA) review documents. The data and analyses enclosed are subject to revision as the Comprehensive Plan Update progresses through public review milestones. Community surveys, located in Appendix A and Appendix B were conducted to serve as supplemental information for this report and will be referenced throughout the update process. Additional information on the existing Milton Comprehensive Plan and update process can be found at: <https://www.cityofmilton.net/220/Comprehensive-Plan>.

Planning Area

The planning area for the 2024 Comprehensive Plan Update is the Milton city limits and assigned Potential Annexation Areas in the urban growth areas of King and Pierce County. Figure 1 shows the extent of the planning area.

Figure 1. City of Milton Planning Area



City of Milton, Framework, 2022



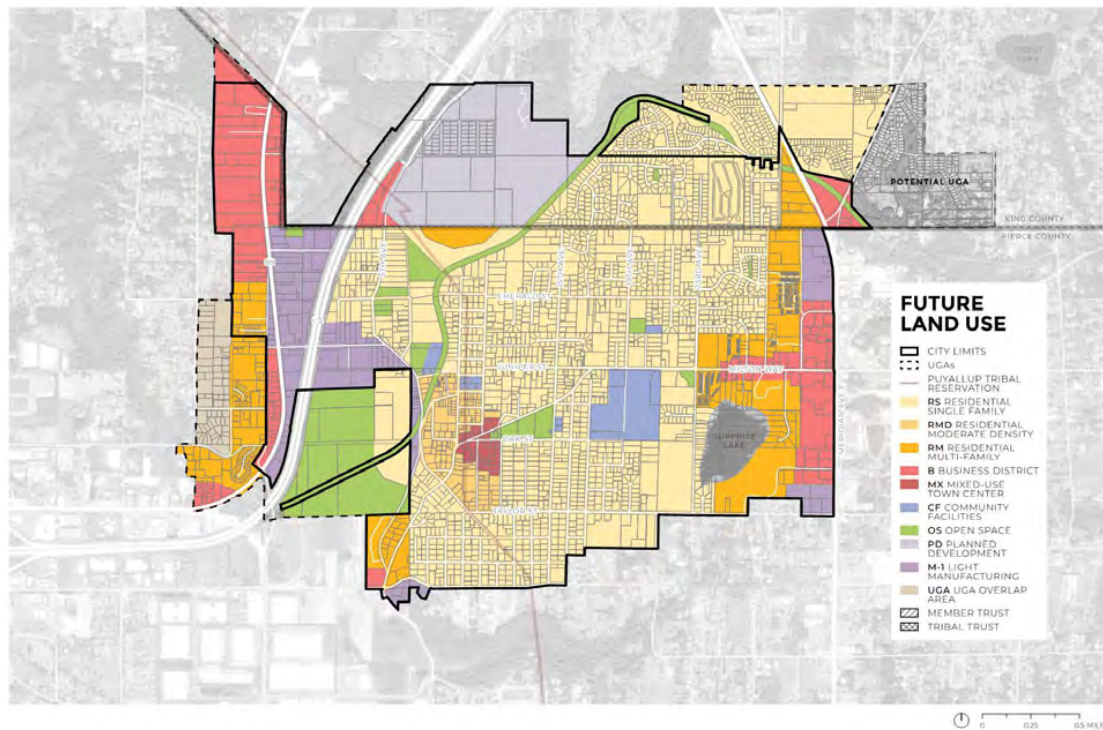
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LAND USE

1.1 Overview

The land use plan is the foundation of the Comprehensive Plan and informs the other elements of the plan. The City must demonstrate that it can provide necessary services to accommodate growth and development anticipated in the land use plan such as parks and open space, capital facilities, and utilities. Other prominent issues such as housing types and affordability, protection of natural and critical areas, and transportation are directly impacted by the land use plan. Zoning and development standards must be consistent with the Comprehensive Plan and directly influence development outcomes to achieve the vision and goals of the Plan. Figure 2 shows the existing Future Land Use Map which mirrors the zoning map.

Figure 2. Existing Future Land Use Map



City of Milton; Framework, 2022

Milton is within King and Pierce counties and receives growth allocations from both for population and employment. Each county has completed the buildable lands process and issued preliminary growth targets and capacity results as shown in Figure 3.

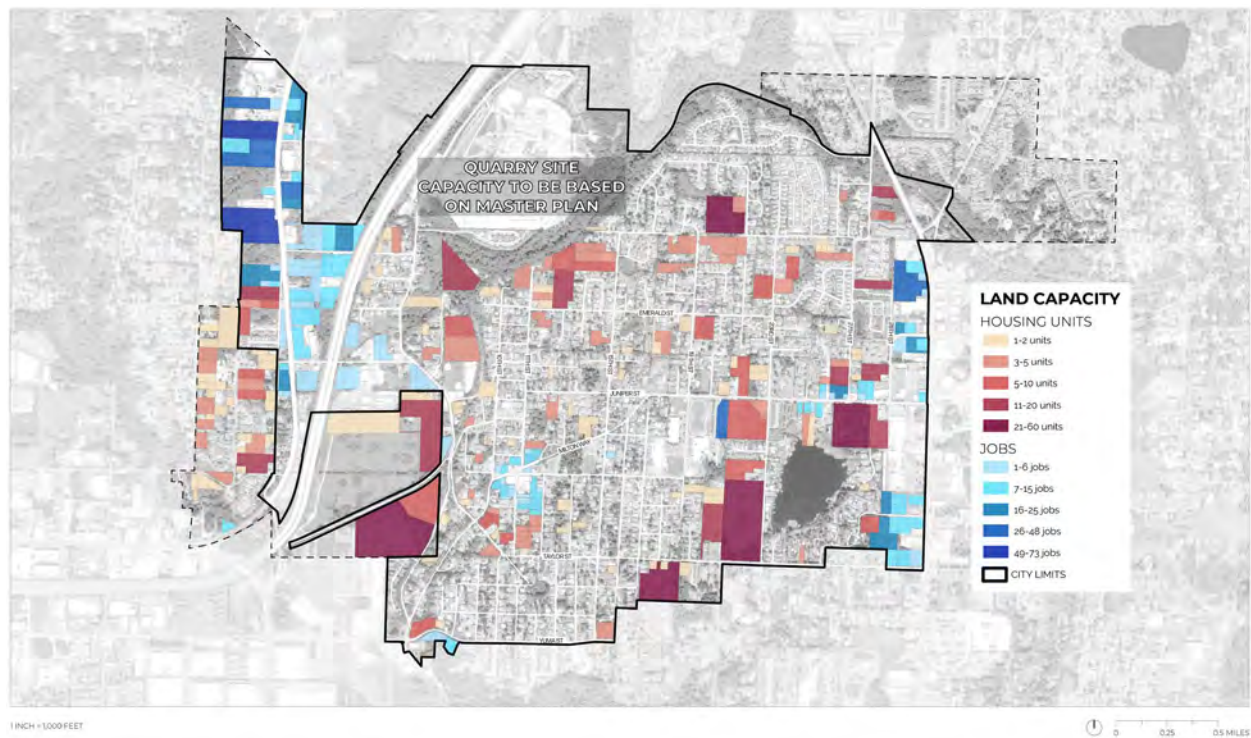
Figure 4 shows how Milton's development capacity for new jobs and housing units are distributed across the city. Milton has sufficient capacity to accommodate the growth targets without any further land use changes. Therefore, any land use changes will be based on community priorities.

Figure 3. Growth Targets + Capacity

Jurisdiction	Housing Target	Housing Capacity	Employment Target	Employment Capacity
King Co.	50	66	900	1,213
Pierce Co.	259	504	441	1,486
Totals:	309	570	1,341	2,699

King County, Pierce County, 2021

Figure 4. Additional Jobs and Housing Capacity on Vacant or Developable Parcels



King County; Pierce County; Framework, 2022

Note: This figure is based on buildable lands data for King and Pierce County. Additional housing units and jobs are estimated for parcels identified to have development/redevelopment potential.

1.2 Key Findings

- **Milton has sufficient land use capacity for housing and employment targets** – Based on buildable lands data created by King and Pierce County, Milton has enough zoned development capacity to absorb county-mandated targets for new homes and jobs.
- **Single-family housing is the predominant land use** – Single-family residential makes up 48 percent of Milton’s existing land uses. This trend is expected to continue given the widespread designation of Residential Single-Family (74% of Milton’s total zoned area).
- **Limited opportunities for a mix of uses** – Most of Milton’s residential neighborhoods do not permit commercial uses and commercial zones like Uptown do not allow housing.
- **Outdated land use regulations** - Zoning and development standards should be updated to align with community planning priorities.
- **Mismatches between existing land uses and zoning** – Some areas include incompatible development or land uses that may not be desirable based on community goals.
- **Highway 99 remains auto-oriented and hostile to non-motorized modes of travel** - Land use and transportation/streetscape improvements should be better aligned along Milton’s arterials.

1.3 Regulatory Context and Planning Framework

Washington State Growth Management Act

The Growth Management Act (GMA) establishes 13 overarching planning goals (RCW 36.70A.020) to guide local jurisdictions in future visioning and in developing plans, regulations, programs, and budgets to implement that vision. The 13 planning goals are summarized below:

- | | |
|--|--|
| <ul style="list-style-type: none"> ▪ Guide growth in urban areas ▪ Reduce sprawl ▪ Encourage an efficient multi-modal transportation system ▪ Encourage a variety of housing types including affordable housing ▪ Promote economic development ▪ Recognize property rights ▪ Ensure timely and fair permit procedures | <ul style="list-style-type: none"> ▪ Protect agricultural, forest, and mineral lands ▪ Retain and enhance open space, protect habitat, and develop parks and recreation facilities ▪ Protect the environment ▪ Ensure adequate public facilities and services ▪ Encourage historic preservation ▪ Foster citizen participation |
|--|--|

The most relevant goals for Milton’s land use plans include focusing growth in urban areas where services exist, reducing sprawl, promoting housing, and expanding economic development activities while protecting the environment.

The land use element is a central part of the Milton Comprehensive Plan and the implementation of GMA land use element requirements (as per RCW 36.70A.070(1):

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 stormwater runoff 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.

Puget Sound Regional Council: VISION 2050

The Puget Sound Regional Council developed VISION 2050 as a regional framework for growth and multi-county planning policies in alignment with the GMA. VISION 2050 presides over the central Puget Sound region.

Milton joins 42 "Cities and Towns" under this framework, which are described as:

Cities and Towns provide important housing, jobs, commerce, and services in their downtowns and local centers. The region's 42 Cities and Towns are expected to accommodate relatively less growth than historical trends and remain relatively stable for the long term (...) Their locally-designated city or town centers provide local job, service, cultural, and housing areas for their communities. These local centers should be identified in local comprehensive plans and become priority areas for future investments and growth at the local level.

As a city within the contiguous urban growth area, Milton "will likely be able to accommodate a larger share of growth due to [its] proximity to the region's large cities, existing and planned transportation systems, and other supporting infrastructure." VISION 2050 also indicates that "Cities and Towns in Snohomish and Pierce counties are expected to accommodate a relatively higher share of their countywide growth compared to King and Kitsap counties."

King County Policies

Countywide planning policies (CPPs) address a range of growth management topics at the county level. Milton's land use policies must be consistent with the 2021 CPPs for King County, ratified April 6, 2022. The most relevant CPPs addressing land use are found in the Development Pattern Chapter; however, other notable policies are found in the Environment Chapter and Economic Chapter. A summary of key CPPs is below:

Development Patterns:

- **DP-3** Develop and use residential, commercial, and manufacturing land efficiently in the Urban Growth Area to create healthy, vibrant, and equitable urban communities with a full range of urban services, and to protect the long-term viability of the Rural Area and Natural Resource Lands. Promote the efficient use of land within the Urban Growth Area by using methods such as:
 - Directing concentrations of housing and employment growth to high opportunity areas like designated centers and transit station areas, consistent with the numeric goals in the Regional Growth Strategy;

- Encouraging compact and infill development with a mix of compatible residential, commercial, and community activities;
 - Providing opportunities for greater housing growth closer to areas of high employment to reduce commute times;
 - Optimizing the use of existing capacity for housing and employment;
 - Redeveloping underutilized lands, in a manner that considers equity and mitigates displacement; and
 - Coordinating plans for land use, transportation, schools, capital facilities and services.
- **DP-4** Focus housing growth in the Urban Growth Area within cities, designated regional centers, countywide centers, locally designated local centers, areas of high employment, and other transit supported areas to promote access to opportunity. Focus employment growth within designated regional and countywide manufacturing/industrial centers and within locally designated local centers.
 - **DP-14** All jurisdictions shall accommodate housing and employment by:
 - Using the adopted growth targets as the land use assumption for their comprehensive plan;
 - Establishing local growth targets for regional growth centers and regional manufacturing/industrial centers, where applicable;
 - Ensuring adopted comprehensive plans and zoning regulations provide capacity for residential, commercial, and industrial uses that is sufficient to meet 20-year growth targets and is consistent with the desired growth pattern described in VISION 2050;
 - Ensuring adopted local water, sewer, transportation, utility, and other infrastructure plans and investments, including special purpose district plans, are consistent in location and timing with adopted targets as well as regional and countywide plans; and
 - Transferring an accommodating unincorporated area housing and employment targets as annexations occur
 - **DP-22** Jurisdictions shall adopt any necessary reasonable measures into their comprehensive plans to promote growth consistent with planned urban densities and adopted housing and employment targets. Reasonable measures should help implement local targets in a manner consistent with the Regional Growth Strategy. Jurisdictions shall report adopted reasonable measures to the GMPC and shall collaborate to provide data periodically on the effectiveness of those measures.

Environment

- **EN-28** Plan for development patterns that minimize air pollution and greenhouse gas emissions, including:
 - Directing growth to Urban Centers and other mixed-use or high-density locations that support mass transit, encourage non-motorized modes of travel, and reduce trip lengths;
 - Facilitating modes of travel other than single-occupancy vehicles including transit, walking, bicycling, and carpooling;
 - Incorporating energy-saving strategies in infrastructure planning and design;
 - Encouraging interjurisdictional planning to ensure efficient use of transportation infrastructure and modes of travel;
 - Encouraging new development to use low emission construction practices, low or zero net lifetime energy requirements, and green building techniques; and

- Reducing building energy use through green building methods in the retrofit of existing buildings.

Economy

- **EC-2** Support economic growth that accommodates employment growth targets (see Table DP1) through local land use plans, infrastructure development, and implementation of economic development strategies. Prioritize growth of a diversity of middle-wage jobs and prevent the loss of such jobs from the region.
- **EC-19** Add to the vibrancy and sustainability of our communities and the health and well-being of all people through safe and convenient access to local services, neighborhood-oriented retail, purveyors of healthy food (e.g., grocery stores and farmers markets), and transportation choices.

Pierce County Policies

Milton's land use policies must also align with Pierce County CPPs, ratified November 14, 2022. Relevant policies are found across chapters for Centers, Economic Development and Employment, Environment, and Growth Targets. A high-level summary of select policies is below:

Centers

- **C-42** Local comprehensive plans should include policies that direct development regulations, including zoning, of the Center of Local Importance to uses that provide a focal point or sense of place for a community and its surrounding area.
- **C-43** The size of a Center of Local Importance and the mix and density of uses are to be locally determined to meet community goals.

Economic Development and Employment

- **EC-1** Jurisdictions will work to achieve a prospering and sustainable regional economy by supporting business and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life. This will involve assuring consistency between economic development plans and policies and adopted comprehensive plans by:
 - Providing within the areas designated for urban development, sufficient land to accommodate projected development including both housing and commerce;
 - Striving for a balance and match of local jobs and local housing;
 - Providing adequate public facilities and services to employment centers and an adequate supply of housing with good access to employment centers;
 - Separating, buffering, or leaving natural buffers between residential development and areas of non-residential development where necessary, due to the type, characteristics, and impacts of the development activity.

Environment

- **ENV-10** Recognizing the unique interconnectedness between a healthy environment and a healthy economy, all jurisdictions, as well as other governmental entities, shall consider policies on environmentally sensitive lands in conjunction with other Countywide Planning Policies, including, but not limited to, policies which address:
 - Urban growth areas;

- Contiguous orderly development and the provision of urban services to such development;
- Capital facility siting;
- Transportation efficiency;
- Siting of transportation facilities;
- Operations and maintenance of transportation facilities;
- Infill development;
- Affordable housing;
- State and local Shoreline Master Programs;
- Goals and mandates of federal and state land jurisdiction agencies including the Washington State Department of Natural Resources, the U.S. Forest Service, the National Park Service and Tribal governments; and
- Watershed management.

Growth Targets

- **GT-1** Jurisdictions shall cooperatively develop and propose objective standards and criteria to develop growth targets for housing and employment within the range set by the State Office of Financial Management's Countywide growth forecasts and considering the VISION 2050 Regional Growth Strategy forecasts and the availability and concurrency of public facilities and services with the impact of development.
- **GT-3** Jurisdictions should incorporate adopted growth targets when updating their local comprehensive plans.
 - Growth targets are the minimum number of residents, housing units, or jobs a given jurisdiction is planning to accommodate within the appropriate planning horizon and are to be developed through a collaborative countywide process that ensures all jurisdictions are accommodating a fair share of growth.
 - The adopted growth targets are based on jurisdictional boundaries at time of adoption, any annexations made after adoption of the growth targets would require reconciliation of growth targets for the affected jurisdictions per GT-5.
 - Targets are informational tools integrated into local land use plans to assist in formulating future residential and employment land needs.



Local Planning and Regulatory Context

Milton's existing comprehensive plan, adopted in 2015, includes a land use element that was revised in 2018. The element acknowledges the continued growth of the Puget Sound region and the resulting impact on Milton. It sets out the following select goals in response to land use issues and opportunities identified by the public:

- **Goal LU 1** Establish a development pattern that retains Milton's small-town charm, while enhancing its tax base and employment potential.
- **Goal LU 2** Promote physical, social, and mental well-being through the design of Milton's built environment.
- **Goal EV 1** Safeguard the natural environment for current and future generations.
- **Goal EV 2** Manage development to protect environmentally sensitive lands.
- **Goal EV 3** Take proactive steps to address climate change
- **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).
- **Goal RE 1** Provide a broad range of quality housing choices and levels of affordability to meet the changing needs of residents over time.
- **Goal RE 2** Residential development where allowed should be of high-quality design and should be consistent with the character of Milton.
- **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.
- **Goal MU 1** Foster a vibrant, walkable, mixed-use town center.

1.4 History

Prior to European settlement, the Puyallup Tribe resided around Tacoma, including the creeks, prairies, and forested areas that cover present-day Milton. The Puyallup Tribe and other Lushootseed speaking people welcomed and supported white newcomers as they began arriving in the region, but soon were forced to sign away their lands and eventually resettled in the Puyallup, Nisqually, and Squaxin Island Reservations (Puyallup Tribe).

Around the turn of the 19th century, Milton was made up of homesteaders and lumber workers who operated a nearby timber mill. The Interurban Railway, built in the early 1900's, connected Milton to Tacoma and Seattle and led to growth of the small town. Over the next several decades, Milton transitioned away from a timber-based economy into a bedroom community for workers of nearby larger cities. Investments in schools, utilities, and other infrastructure propelled Milton to the small city it is today (City of Milton).

1.5 Existing Land Uses

Milton's existing land use pattern is dominated by single-family residential and vacant parcels. Multi-family residential and commercial land also makes up a sizable portion of the

city's total land area. Figure 5 breaks down parcel area by general use categories and Figure 6 shows how land uses are distributed across the city.

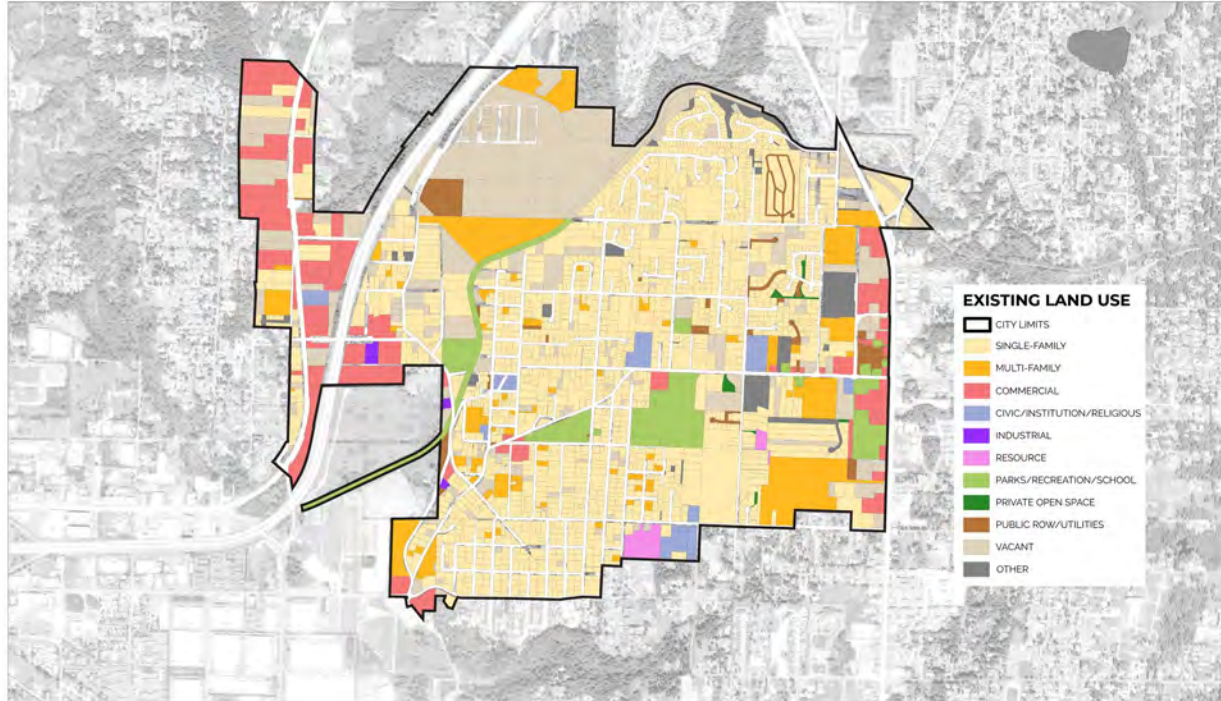
Figure 5. Existing Land Use in Milton, 2022

General Use Category	Parcel Acres
Private Open Space	3.1
Industrial	3.1
Resource	9.6
Civic/Institutional/Religious	27.9
Public ROW and Utility	29.8
Other	36.3
Public Parks, Recreational Facilities, & Schools	79.6
Commercial	142.5
Multi-Family Residential	148.8
Vacant	307.4
Single-Family Residential	735.3
Total	1523.4

City of Milton; King County; Pierce County; Framework, 2022

Note: This figure sums parcel acres by current land use activities as defined in county assessment data. It includes some parcels identified as "street" or "public right-of-way."

Figure 6. Milton Existing Land Use Map, 2022



1 INCH = 1000 FEET

0 0.25 0.5 MILES

City of Milton, Framework, 2022

Figure 7. Residential Street in Milton



Framework, 2022

Figure 8. Commercial Buildings on Meridian Avenue



LoopNet

1.6 Existing Land Use Designations

Future Land Use and Potential Annexation Areas

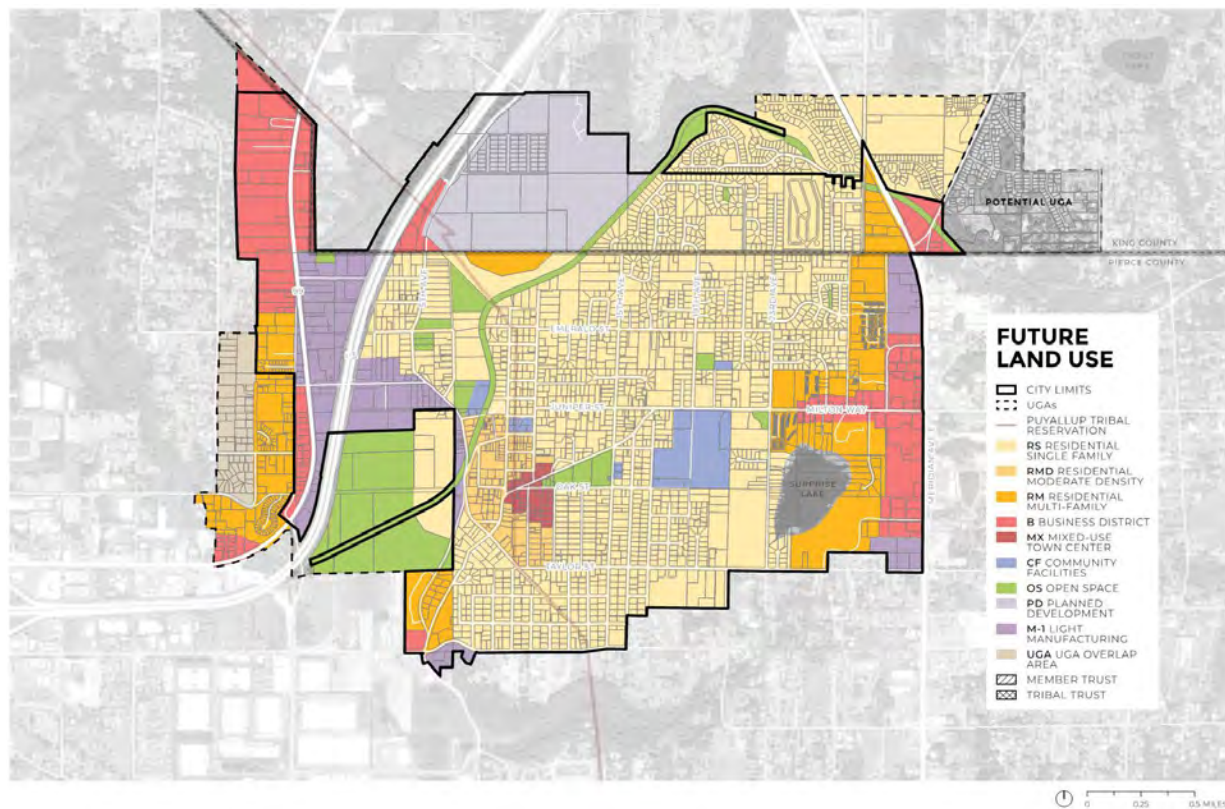
Future land use designations provided in the 2015 comprehensive plan are listed below in Figure 9 and mapped in Figure 10.

Figure 9. Existing Land Use Designation

Land Use Category	Acres	% of Total Area
Mixed-Use Town Center District	13.4	0.3%
UGA Overlap Area	39.6	0.8%
Community Facilities District	42.1	0.8%
Residential Moderate-Density District	53.7	1.1%
Open Space District	151.4	3.0%
Planned Development District	151.7	3.0%
Light Manufacturing District	201.0	4.0%
Business District	221.8	4.4%
Residential Multi-Family District	465.1	9.2%
Residential Single Family District	3,731.4	73.6%
Total	5,071.3	

City of Milton, Framework, 2022

Figure 10. Existing Future Land Use Map



City of Milton, Framework, 2022

Figure 11. Residential Multi-Family Development South of Milton's Quarry Site



Grandbrige Real Estate Capital

The planned land use established by the existing future land use map reinforces much of the same pattern of existing uses today, dominated by single-family and multi-family residential. The areas of focus in the existing future land use plan are Milton's mixed-used town center, a planned development area in north Milton (Quarry Site), and the potential annexation areas (labeled as potential urban growth areas) to the northeast, northwest, and southwest of the existing city boundary.

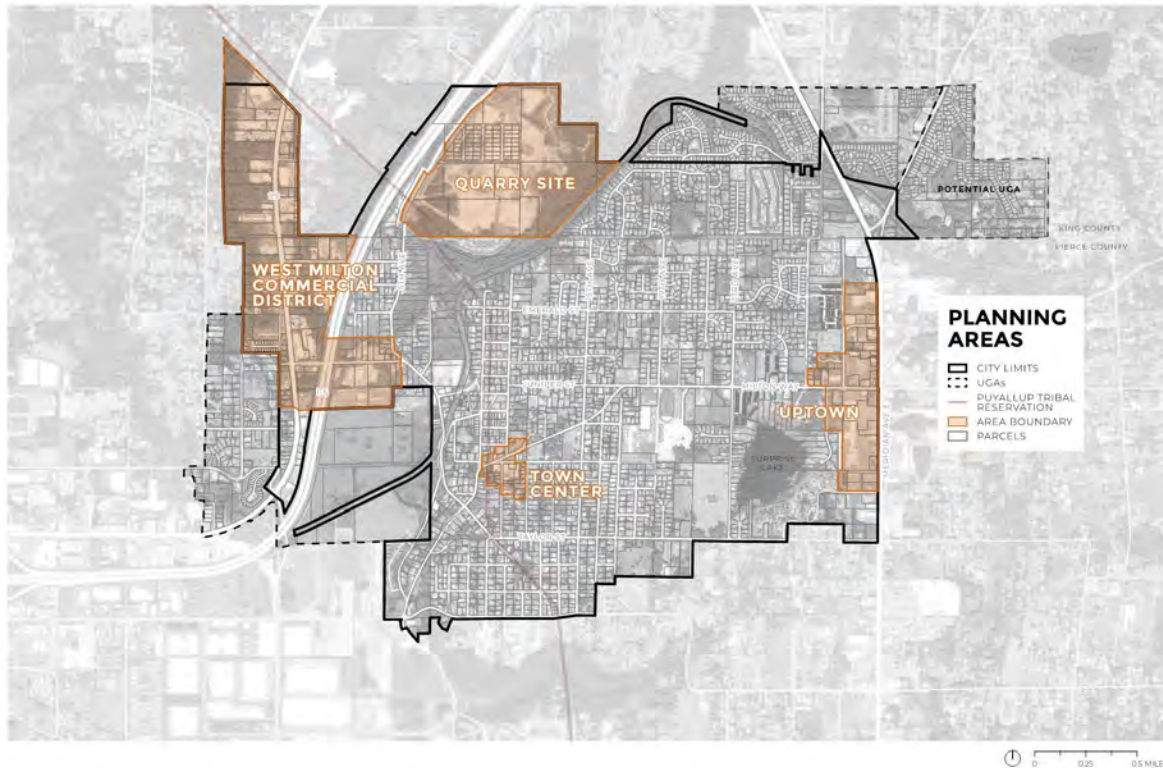
The City intends to update its future land use map in the 2024 Update for alignment with growth targets and community land use goals. Milton also plans to designate the following four 22 potential annexation areas (PAAs) in its future land use map:

- **King County (PAA):** This area sits to the northeast of the Milton city limit and primarily includes land that would be designated for single-family residential.
- **South Trout Lake Gap:** Also northeast of the Milton boundary, including single- and multi-family residential use designations.
- **Pierce County (PAA #1):** Located northwest of Milton, this area would be designated as a business district and extend the commercial development along Highway 99.
- **Pierce County (PAA #3 and #4):** This area is located southwest of the existing city limit and would include a mix of multi-family, business district, open space, and single-family designated land.

Areas and Districts

Figure 12 shows the four planning areas identified in Milton's existing comprehensive plan: Uptown District, West Milton Commercial District, The Quarry Site, and Town Center.

Figure 12. Existing Planning Areas



City of Milton, Framework, 2022

Each special planning area was created during a visioning process in 2012; all have since been regarded as local opportunities to establish Milton as a city of places. The following pages introduce each planning area and its adopted vision.

Uptown District

The 63-acre Uptown District Special Planning Area is located along Milton's eastern boundary. This area contains an existing commercial center that serves Milton, Edgewood, and regional pass-through traffic. Grocery stores anchor a string of strip retail shopping centers that take the form of single-story buildings behind large surface parking lots. Existing zoning for this area supports commercial uses.

The Jovita Boulevard Realignment Project, a recent effort to improve the area, extended Emerald Street and installed intersection signals at Emerald and Meridian Avenue.

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.

Figure 13. Existing Development Along Milton Way



LoopNet

Figure 14. Concept Sketch of Milton's Uptown District



Seth Harry & Associates; City of Milton

West Milton Commercial District

The West Milton Commercial District, formerly Milltown SPA, is a 200-acre site along Pacific Highway (Highway 99) in the northwest corner of Milton. Existing land uses are predominately commercial and light manufacturing, and the area includes some small wetlands and sections of Hylebos Creek. The area is auto-dependent with few public amenities.

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.

Figure 15. Existing Development Along Highway 99



Google, 2022

Figure 16. Existing Development Along Porter Way



Google, 2022

The Quarry Site

The Quarry Site is the largest area under single ownership in Milton. Located along the city's north boundary, this area is zoned Planned Development District and primarily used for surface mining, recycling facilities, concrete crushing, and public utility facilities.

One approved master plan exists for the Quarry Site. Milltown Landing covers about 10 acres of the site and is proposed to include single-family detached homes. The remainder of the site is being developed with a large warehouse facility with a senior housing complex on the north end.

Figure 17. Current Mining Activities on Milton's Quarry Site



Google, 2022

Town Center

The Town Center, formerly Midtown Village SPA, marks the historic core of Milton. This area once offered residents with daily needs like retail, dining, entertainment, and various services and now primarily consists of Mixed-Use Town Center zoning.

Existing conditions include Dave's Restaurant, various shops and services, and underutilized commercial space. Single-ownership of a large portion of this area and nearby Milton Community Park are two characteristics that suggest high potential for redevelopment.

Milton's Community Park and the immediate surrounding area can truly become the city's town 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 neighborhood-serving amenities and diverse housing options.

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

Figure 18. Concept Sketch for Milton Town Center



Seth Harry & Associates; City of Milton

1.7 Existing Zoning and Development Standards

Milton's zoning districts mirror what is designated in the existing future land use map. Purpose statements are listed below and Figure 19 shows dimensional standards for each district.

- **Residential (RS):** to provide a safe, attractive, and stable environment for residential development, where the predominant development pattern will be single-family dwellings. Uses other than single-family dwellings shall be allowed only to the extent that they support low-density residential development.
- **Residential Moderate Density (RMD):** to provide a safe, attractive, and stable environment for residential development where the predominant development pattern will be single-family dwellings. Uses other than residential dwelling units shall be allowed only to the extent that they support moderate density residential development.
- **Residential Multifamily (RM):** to provide adequate area for the development of a range of housing types at a moderate density, consistent with the carrying capacity of the city's resources. Uses in the RM zone other than residential are allowed only to the extent that they promote and support moderate density residential development.
- **Business (B):** to provide adequate and appropriate areas within the city where office, retail and other commercial uses can be developed. In identifying appropriate areas for business zones, factors such as visibility and access to roads with high traffic counts are considered.
Business districts are intended to provide goods and services in support of the city's residential population. Due to the relative scarcity of appropriate areas for business development, however, residential uses are not permitted.
- **Mixed-Use Town Center (MX):** to encourage the development of a compact town center within the city of Milton, in furtherance of the goals of the comprehensive plan. It is envisioned that this town center will contain a mixture of land uses which will promote pedestrian access and small-scale shops and services within walking distance of residential areas.
- **Community Facilities (CF):** to preserve sufficient land in the community to provide necessary services which are usually provided by government or utilities.
- **Light Manufacturing (M-1):** In furtherance of the comprehensive plan, this classification is intended to provide for the location and grouping of light manufacturing activities and uses involving the processing, handling, and creating of products and technological processes.
- **Planned Development (PD):** to allow for the future development of that land in a manner which is consistent with the goals of the comprehensive plan, without immediately performing costly studies that may be outdated by the time the land is proposed for development.
- **Open Space (OS):** to set aside and preserve for quiet public enjoyment those unique areas within the city which, due to their size, configuration or visual appeal, present special opportunities to assist in meeting the city's need for passive recreation.

Figure 19. Land Development Dimensional Regulations

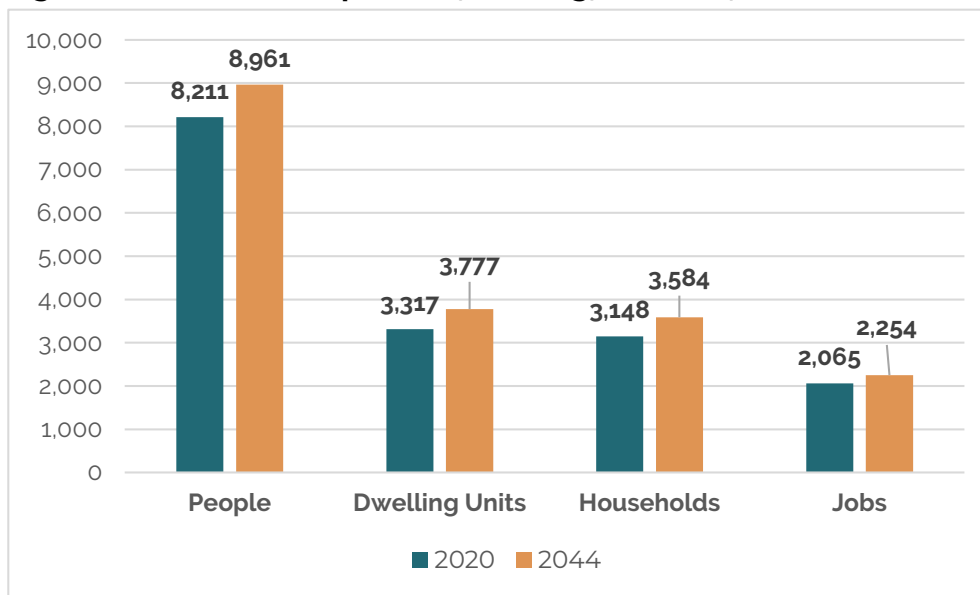
Standards	RS ⁴	RMD ⁴	RM ⁴	MX ⁴	B	M-1	OS	CF
Minimum Lot Area	8,000 sq. ft.	4,000 sq. ft.	8,000 sq. ft.	3,000 sq. ft.	3,000 sq. ft.	12,000 sq. ft.	0 sq. ft.	3,000 sq. ft.
For an Accessory Apartment	9,600 sq. ft.	8,000 sq. ft.	n/a	n/a	n/a	n/a	n/a	n/a
For a Duplex Unit	12,000 sq. ft.	10,000 sq. ft.	n/a	n/a	n/a	n/a	n/a	n/a
Standard Net Density for Multiple Units	n/a	12 du/ac	12 du/ac	12 du/ac	n/a	n/a	n/a	n/a
Maximum Net Density⁴	5.45 du/ac ¹	18.00 du/ac ²	18.00 du/ac ²	18.00 du/ac ³	n/a	n/a	n/a	n/a
Minimum Lot Width	75 ft.	45 ft.	60 ft.	40 ft.	40 ft.	75 ft.	n/a	20 ft.

City of Milton, Framework, 2023

1.8 Current and Future Population, Housing, and Jobs

Milton had a population of 8,211 people as of 2020 and is expected to grow by nine percent, or 750 persons, by 2044 (see Figure 25 in the Housing chapter for county population projections). Figure 20 below estimates local growth in dwelling units and households by assuming unit production tracks population growth and slight decrease in household size (2.5 people per household is assumed for 2044 versus 2.61 people in 2020, which tracks with historical and forecast trends). Estimated job growth is based on county population projections and carries forward the 2020 ratio of 0.25 jobs for every person. A market demand study was not conducted; these figures are rough estimates.

Figure 20. Estimated Population, Housing, and Jobs; 2020 and 2044



U.S. Census Bureau; PSRC, 2022

Notes: 1) Population estimate based on county projections; 2) Dwelling unit and household estimates assume elasticity of demand of 1 and assume a decrease in persons per household (2.61 in 2020 down to 2.5 in 2044); 3) Job estimates based on 2020 people-to-jobs ratio.

Figure 21. Residential Neighborhood and Recreation Facilities in Milton



Redfin; NWMLS

Milton is required to accommodate its share of regional growth by developing comprehensive plan policies and by adjusting land use capacities through zoning changes. The City has received housing and growth targets from King and Pierce County in the updated 2021 Countywide Planning Policies. Figure 22 shows growth targets and capacities for housing units and jobs in Milton over the 2044 planning horizon. The estimates below suggest Milton has adequate capacity to meet its growth targets, but it is possible not all housing permits or pipeline jobs will be realized.

Figure 22. Milton Growth Targets and Capacities for Housing and Jobs; 2020-2044

Targets and Capacity	Housing	Jobs
King County Housing/ Jobs Growth Target (2020-2044)	50	900
Pierce County Housing/ Jobs Growth Target (2020-2044)	259	441
Estimated Permits (2020-2022)	137	N/A
Remaining Target (2022-2044)	172	1,341
Parcel Capacity in King County (2020-2044)	66	1,213
Parcel Capacity in Pierce County (2020-2044)	504	1,486
Total Capacity	570	2,699
Capacity Surplus/Deficit versus Target	398	1,358

Washington Office of Financial Management; PSRC; King County; Pierce County; Framework, 2022



1.9 Summary of Land Use Conditions and Trends

Housing and employment targets set by King and Pierce County will heavily influence the future of land use in Milton. Relatively modest growth targets for 2044—compared to the past 20 years of growth—should be easily achieved based on the land capacity that exists across the city. The uniformity of Milton's planned development pattern, however, suggests the city will remain as bedroom community without many of the non-residential uses that support the daily living of residents.

Under its existing future land use map, Milton is predominantly planned for single-family (76% of the City) or multi-family residential (9% of the City). Very few opportunities for mixed-use development exist; most residential neighborhoods do not permit commercial uses and commercial zones like Uptown do not allow housing. Most non-residential areas along Highway 99 and Meridian Avenue are auto-oriented and hostile to people walking, biking, or rolling. As Milton considers the next 20 years of growth, it will be important for land use and development regulations to reflect community goals for safe and connected pedestrian infrastructure and the goods and services that make a community complete.



02

HOUSING

2.1 Overview

This section provides a profile of Milton's residents and their housing by giving a historical perspective of Milton's growth and projections of how housing needs may be accommodated in the future. The information and insights will become a foundation for the Housing Element in the Comprehensive Plan.

2.2 Key Findings

- **There is a lack of housing variety** considering Milton is largely composed of detached single-family housing and townhomes. The City has limited options for smaller “middle housing” like duplexes, triplexes, courtyard apartments, and other small forms of multi-family housing.
- **Mismatch between unit size and household size** exist and housing units are unnecessarily large for Milton's typical household. Most units include upwards of three bedrooms even though most households are composed of two or three people.
- **Barriers exist for those with lower-than-average incomes.** Lower-income households face high prices and a limited supply of affordable and/or subsidized housing. There is a significant deficit of housing units affordable to households earning less than 50 percent of the area median income.
- **Disproportionate cost burdens** exist among low-income and households of color. Households identifying as Black, Pacific Islander, Hispanic, Asian, or Other Race face higher amounts of extreme cost-burden compared to White, Non-Hispanic households.
- **Buyers and renters priced out, or units not available** - For some of those that would like to stay or move to Milton, the high costs and lack of choices for housing types are significant barriers. This includes many aging residents for whom "downsizing" choices are limited, or for children of families who would like to stay in Milton but could not afford to buy a house if their income is typical of existing Milton residents.
- **Limited zoned land for new housing development** - As described in the Land Use section of this Report, most of the land zoned for housing is substantially "built out", with limited sites available for new houses or other housing types.
- **Changing demographics** - Milton's population has become increasingly diverse racially and ethnically since 2000. Over the same period, the population of "empty nesters" seniors has grown significantly, and the proportion of school-age children in the population has been shrinking.
- **A housing boom over the past two decades** - There was a surge in population and housing units in Milton over the past two decades, significantly outpacing regional growth targets.
- **Reasonable targets for housing** - King and Pierce Counties have set relatively modest housing growth targets under the state's Growth Management Act, for which land capacity already exists.

2.3 Data Analysis Approach and Data Sources

The evaluation of population, housing needs, land capacity, and discriminatory patterns is complicated due to Milton's dual-county location. King County also requests additional information not required by the state or Pierce County for comprehensive plans. Some data is currently unavailable, or not disaggregated by county. The census tracts do not correspond



to the boundaries of the City, either, which limits that ability to accurately estimate some population and housing characteristics.

As a result, the information has been compiled where it is available and expressed on a city-wide basis.

This analysis and information does not include potential future annexations that would change the land area, population, housing units, and other characteristics of housing in Milton except where specifically noted.

The following resources were consulted in the development of this section:

- American Community Survey, U.S. Census Bureau, 5 Year Data, 2016-2020.
- Transportation Planning Products (CTTP) using ACS Census Data
- Countywide Planning Policies for Pierce County, Washington, May 10, 2020.
- King County 2021 Countywide Planning Policies, December 21, 2021.
- King County Regional Homelessness Authority, June 2022.
- *King County Urban Growth Capacity Report*, King County Growth Management Planning Council, 2021.
- LEHD Employment Statistics (LODES), U.S. Census Bureau
- *Pierce County Buildable Lands Report*. Pierce County Planning & Public Works, September 30, 2021.
- *Pierce County Growth Targets (Draft)*, Pierce County, Growth Management Coordinating Committee Presentation, June 8, 2022.
- Pierce County Urban Growth Capacity Report. King County, June 2021.
- U.S. Census Bureau Data
- U.S. Department of Housing and Urban Development FY 2022 Income Limits Documentation System
- U.S. Department of Housing and Urban Development, Point-in-Time Counts and Housing Inventory Counts
- Vision 2050 A Plan for the Central Puget Sound Region. Puget Sound Regional Council, October 2020.

2.4 Regulatory Context and Planning Framework

The components of this section and the future Housing Element respond, in part, to a set of requirements provided by the state's Growth Management Act and to more detailed categories associated with comprehensive plans prepared for King County communities.

Washington State Growth Management Act

The State GMA requires that Housing Elements consider information and analysis of various housing characteristics (RCW 36.70A.070). Relevant to this Report, portions of these requirements specify that the Housing Element:

- Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the Washington Department of Commerce, including:
 - Units for moderate, low, very low, and extremely low-income households; and
 - Emergency housing, emergency shelters, and permanent supportive housing.
- Identifies sufficient capacity of land for housing including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area boundary, consideration of duplexes, triplexes, and townhomes.
- Makes adequate provisions for existing and projected needs of all economic segments of the community, including:
 - Consideration of housing locations in relation to employment location; and
 - Consideration of the role of accessory dwelling units in meeting housing needs.
- Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:
 - Zoning that may have a discriminatory effect;
 - Disinvestment; and
 - Infrastructure availability.

The Washington State Department of Commerce has been tasked to provide the types of detailed methodologies, inventories and projected needs for housing affordability and housing types that are listed as required for the housing element of municipal Comprehensive Plans through HB 1220. They have not yet completed these tasks as of the preparation of this Existing Conditions Report, due to delays in the 2020 U.S. Census results. The completion of these portions is currently scheduled to be completed by December 2022.

Puget Sound Regional Council: VISION 2050

Milton is a member of the Puget Sound Regional Council (PSRC), which provides multi-county planning coordination and serves a role in managing growth, in concert with the counties and communities within a 4-county area which includes both King and Pierce County. The PSRC's Vision 2050: Plan for the Central Puget Sound Region includes some an overall goal and policies that help shape the growth management context for housing in Milton. The

countywide planning policies implement the guidance provided for housing in the Vision 2050 Plan.

Regional Housing Goal:

The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.

Source: Vision 2050: Plan for the Central Puget Sound Region

The following policies are particularly relevant to Milton's circumstances and its comprehensive plan

- **MPP-H-1** Plan for housing supply, forms, and densities to meet the region's current and projected needs consistent with the Regional Growth Strategy and to make significant progress towards jobs/housing balance.
- **MPP-H-2** Provide a range of housing types and choices to meet the housing needs of all income levels and demographic groups within the region.
- **MPP-H-3** Achieve and sustain – through preservation, rehabilitation, and new development – a sufficient supply of housing to meet the needs of low-income, moderate-income, middle-income, and special needs individuals and households that is equitably and rationally distributed throughout the region.
- **MPP-H-4** Address the need for housing affordable to low- and very low-income households, recognizing that these critical needs will require significant public intervention through funding, collaboration, and jurisdictional action.
- **MPP-H-5** Promote homeownership opportunities for low-income, moderate-income, and middle-income families and individuals while recognizing historic inequities in access to homeownership opportunities for communities of color.
- **MPP-H-6** Develop and provide a range of housing choices for workers at all income levels throughout the region that is accessible to job centers and attainable to workers at anticipated wages.
- **MPP-H-9** Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the region.
- **MPP-H-10** Encourage jurisdictions to review and streamline development standards and regulations to advance their public benefit, provide flexibility, and minimize additional costs to housing.
- **MPP-H-12** Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations that may result from planning, public investments, private redevelopment, and market pressure. Use a range of strategies to mitigate displacement impacts to the extent feasible.

Additional policies are focused on communities with potential for transit-oriented development and growth centers.



King County Policies

The *King County 2021 Countywide Planning Policies* were adopted on December 21, 2021. These policies are used in shaping growth targets and reviews of Comprehensive Plans regarding overall coordination with growth management goals.

King County Housing Goal:

Provide a full range of affordable, accessible, healthy, and safe housing choices to every resident in King County. All jurisdictions work to:

1. Conduct a housing inventory and analysis;
2. Implement policies and strategies to meet housing needs equitably;
3. Measure results and provide accountability; and
4. Adjust strategies to meet housing needs.

Source: King County 2021 Countywide Planning Policies

Summary of King County Housing Policies

These are excerpts from the King County Housing policies that are linked to comprehensive planning:

- **H-1** All comprehensive plans in King County combine to address the countywide need for housing affordable to households with low-, very low-, and extremely low-incomes, including those with special needs, at a level that calibrates with the jurisdiction's identified affordability gap for those households and results in the combined comprehensive plans in King County meeting countywide need.
- **H-2** Prioritize the need for housing affordable to households at or below 30 percent AMI (extremely low-income) by implementing tools such as:
 - Increasing capital, operations, and maintenance funding;
 - Adopting complementary land use regulations;
 - Fostering welcoming communities, including people with behavioral health needs; Adopting supportive policies; and
 - Supporting collaborative actions by all jurisdictions.
- **H-4** Conduct an inventory and analysis in each jurisdiction of existing and projected housing needs of all segments of the population and summarize the findings in the housing element. (Detailed requirements below).
- **H-5** Evaluate the effectiveness of existing housing policies and strategies to meet a significant share of countywide need. Identify gaps in existing partnerships, policies, and dedicated resources for meeting the countywide need and eliminating racial and other disparities in access to housing and neighborhoods of choice.
- **H-6** Document the local history of racially exclusive and discriminatory land use and housing practices, consistent with local and regional fair housing reports and other resources.

Additional policies are focused on implementation, including cooperative relations, processes, and outcomes including increased equity and housing supply. They also focus on

regional priorities to locate density near transit and achieve a balance of jobs and housing within communities.

King County established additional requirements for municipal planning in 2021, which include the following evaluations under its policy H-4:

- Affordability gap of the jurisdiction's housing supply as compared to countywide need percentages and needs for housing affordable to moderate income households;
- Number of existing housing units by housing type, age, number of bedrooms, condition, tenure, and AMI limit (for income-restricted units);
- Number of existing emergency housing, emergency shelters, and permanent supportive housing facilities and units or beds, as applicable;
- Percentage of residential land zoned for and geographic distribution of moderate- and high-density housing in the jurisdiction;
- Number of income-restricted units and, where feasible, total number of units, within a half-mile walkshed of high-capacity or frequent transit service where applicable and regional and countywide centers;
- Household characteristics, by race/ethnicity:
 - Income (median and by AMI bracket)
 - Tenure (renter or homeowner)
 - Size
 - Housing cost burden and severe housing cost burden;
- Current population characteristics:
 - Age by race/ethnicity;
 - Disability
- Projected population growth;
- Housing development capacity within a half-mile walkshed of high-capacity or frequent transit service, if applicable;
- Ratio of housing to jobs in the jurisdiction;
- Summary of existing and proposed partnerships and strategies, including dedicated resources, for meeting countywide housing need, particularly for populations disparately impacted;
- The housing needs of people who need supportive services or accessible units, including but not limited to people experiencing homelessness, persons with disabilities, people with medical conditions, and older adults;
- The housing needs of communities experiencing disproportionate harm of housing inequities including Black, Indigenous, and People of Color (BIPOC); and
- Areas in the jurisdiction that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and public capital investments.

Pierce County Policies

The *Countywide Planning Policies for Pierce County, Washington* were adopted and effective as of May 10, 2020. These policies are used in shaping growth targets and reviews of Comprehensive Plans regarding overall coordination with growth management goals and consistency with the county planning framework.

Pierce County Housing Policies and the Regional Framework

The Pierce County housing policies are based on the regional plan *Vision 2040* which "recognizes that to meet the demands of a growing and changing population in the central Puget Sound, the region needs to develop vibrant communities that offer a diverse and well-distributed mix of homes affordable to both owners and renters in every demographic and income group."

Source: Countywide Planning Policies for Pierce County, Washington

Excerpts of the goals that should be considered in shaping Milton's policies include:

- **AH-1** The County, and each municipality in the County, shall determine the extent of the need for housing for all economic segments of the population, both existing and projected for its jurisdiction over the planning period.
- **AH-2** The County, and each municipality in the County, should explore and identify opportunities to reutilize and redevelop existing parcels where rehabilitation of the buildings is not cost-effective, provided the same is consistent with the countywide policy on historic, archaeological, and cultural preservation.
- **AH-3** The County, and each municipality in the County, shall encourage the availability of housing affordable to all economic segments of the population for each jurisdiction.
 - **3.2** Affordable housing needs not typically met by the private housing market should be addressed through a more coordinated countywide approach/strategy.
 - **3.2.1** Each jurisdiction may adopt plans and policies for meeting its affordable and moderate-income housing needs in a manner that reflects its unique demographic characteristics, comprehensive plan vision and policies, development and infrastructure capacity, location, and proximity to job centers, local workforce, and access to transportation.
 - **3.3** It shall be the goal of each jurisdiction in Pierce County that a minimum of 25% of the growth population allocation is satisfied through affordable housing.
 - **3.3.1** Each jurisdiction should provide a sufficient supply of special needs housing opportunities that is equitably and rationally distributed throughout the County.
- **AH-5** Jurisdictions should plan to meet their affordable and moderate-income housing needs goal by utilizing a range of strategies that will result in the preservation of existing, and production of new, affordable, and moderate-income housing that is safe and healthy.
 - **5.1** Techniques to preserve existing affordable and moderate-income housing stock may include repair, maintenance, and/or rehabilitation and redevelopment to extend the useful life of existing affordable housing units.
 - **5.1.1** Jurisdictions should seek and secure state funds such as the Housing Trust Fund, and federal subsidy funds such as Community Development Block Grant, HOME Investment Partnership, and other sources to implement housing preservation programs.

- **5.2** Jurisdictions should promote the use of reasonable measures and innovative techniques (e.g., clustering, accessory dwelling units, cottage housing, small lots, planned urban developments, and mixed use) to stimulate new higher- density affordable and moderate-income housing stock on residentially-zoned vacant and underutilized parcels.
- **5.3** To promote affordable housing and ensure access to services and jobs, jurisdictions should consider the availability and proximity of public transportation, governmental and commercial services necessary to support residents’ needs.
- **5.4** Jurisdictions should consider providing incentives to developers and builders of affordable housing for moderate- and low-income households, such as but not limited to:
 - **5.4.1** A menu of alternative development regulations (e.g., higher density, reduced lot width/area and reduced parking stalls) in exchange for housing that is ensured to be affordable.
 - **5.4.2** A toolkit of financial incentives (e.g., permit and fee waivers or multi- family tax exemptions) and grant writing assistance, through the regional housing organization, that may be dependent on the amount of affordable housing proposed.
 - **5.4.3** A toolkit of technical assistance (e.g., mapping, expedited processing and permit approval) to affordable housing developers that may be dependent on the amount of affordable housing proposed.
- **5.5** Jurisdictions should consider inclusionary zoning measures as a condition of major rezones and development.

Additional policies are focused on considering various options to create specific strategies, programs, and tools to achieve municipal housing goals. They also focus on how future documentation and coordination might best be accomplished.

Local Planning and Regulatory Context

Milton's existing comprehensive plan, adopted in 2015, includes a housing element that was updated in 2018. The element acknowledges the continued growth of the Puget Sound region and the resulting impact on Milton. It sets out the following goals and policies in response to housing issues and opportunities identified by the public:

GOAL 1 - The City shall ensure adequate housing for all current and future residents of Milton by achieving and maintaining a high-quality residential housing stock.

- **Policy 1.1** The City will strive to set the conditions to encourage the development of a variety of housing types, including providing public facilities.
- **Policy 1.2** The City shall conserve its existing housing stock through such measures as code enforcement, appropriate zoning, participation in rehabilitation programs, and discouraging the conversion of housing to inappropriate nonresidential uses.
- **Policy 1.3** The City shall encourage the installation of appropriate supporting infrastructure in areas that are designated for higher density housing.

GOAL 2 - Maintain the City's small-town character and protect existing single-family neighborhoods.

- **Policy 2.1** The city's land use and housing plans should strive to maintain the predominantly single-family residential character of Milton while ensuring adequate capacity to accommodate growth forecasts.
- **Policy 2.2** New development should be consistent with the character of existing neighborhoods.
- **Policy 2.3** The City shall encourage development of housing with a pedestrian orientation that promotes a sense of community and safety. This will ensure that residential neighborhoods are adequately buffered from noise, odors, and other environmental stresses.
- **Policy 2.4** The City will promote new residential development in the form of single-family homes, townhouses, duplexes, and accessory dwelling units around the Town Center area, at a density that will allow pedestrian access to commercial areas, employment, schools, services, and parks or recreational areas.
- **Policy 2.5** The City shall allow home occupations in residential areas where such home occupations or professions are incidental to the primary residential use and are conducted in a manner that does not change the home's residential character.
- **Policy 2.6** Multi-Family and mixed-use housing should be located in the areas that are most appropriate to handle the increase impact from higher densities.
- **Policy 2.7** New divisions of land should be laid out and designed in such a way as to preserve neighborhood cohesiveness and match the existing housing pattern.
- **Policy 2.8** Site and Building design for multifamily and mixed housing should be consistent with the neighborhood design and promote cohesiveness.
- **Policy 2.9** Continually investigate a variety of code amendments in order to protect the small-town character and assure the development regulations implement the Comprehensive Plan.
- **Policy 2.10** Assure that site, landscaping, building, and design regulations create effective transitions between different land uses and densities.
- **Policy 2.11** The City should utilize available means including code enforcement and grant opportunities to protect neighborhoods from blight and dilapidation.

GOAL 3 - Encourage the provision of a variety of housing types and densities, while recognizing the need for a range of affordable housing.

- **Policy 3.1** The City shall implement non-discriminatory zoning regulations for group homes, consistent with the Federal Fair Housing Act, so that different classes of group homes are permitted in appropriate residential neighborhoods.
- **Policy 3.2** The City's strategy for providing "affordable housing" shall rely on: (1) Protecting the quality of Milton's older neighborhoods to retain existing, affordable housing stock. (2) Allowing manufactured housing within single family neighborhoods. (3) Allowing manufactured home parks and multiple family developments in appropriate but limited areas. (4) Consideration of inclusionary or incentivized zoning techniques. (5) Encourage multi-family development in centers where urban services currently exist.
- **Policy 3.3** The City will coordinate its affordable housing policy with the applicable affordable housing policies adopted by King County and Pierce County.

- **Policy 3.4** The City shall provide for accessory dwelling units in residential zones for low to moderate income, small family, single persons, or seasonal occupants, as long as the unit maintains the appropriate residential character and quality living environment.
- **Policy 3.5** The City should compile and make available housing and housing agency services information to assist low- and moderate-income families in finding adequate housing and to assist non-profit developers in locating suitable sites for affordable housing.
- **Policy 3.6** The City's development regulations should not unnecessarily add to housing costs.
- **Policy 3.7** The City should explore participation in State housing programs, such as the Housing Assistance Program and the State Housing Finance Commission's homeownership loan program, that facilitate home ownership by low- and moderate-income families.
- **Policy 3.8** Manufactured homes should be treated the same as stick build homes and be allowed in the same zones in which the City authorizes single family residential development.
- **Policy 3.9** Partnerships with United Way and other non-profit or religious entities should be explored to assist in low-income housing and people with housing crisis.

2.5 Population and Household Characteristics

Population

Milton is a relatively small community among Puget Sound municipalities and has an overall population of about 8,211 individuals. This is a limited component of the regional population, which the same source estimates at over 3 million residents currently. About 86% of the residents are within the Pierce County portion with the remainder in King County.

Milton's population is about 72% White, with about 28% composed of several other races and ethnicities (see Figure 23). Milton has a slightly larger proportion of White residents and those of Hawaiian origin than either King County or Pierce County. About 11% of Milton residents are Hispanic, proportions that are like the Hispanic representation in the populations of both counties. People of Asian origin are more strongly represented than in Pierce County but form a smaller proportion than in King County as a whole. The Milton population includes Black, Indigenous and people with multiple racial or ethnic backgrounds at lower proportions than either of the two counties.

Figure 23. Milton Population by Race/Ethnicity

Race/Ethnicity:	Milton		King County		Pierce County	
		Percent of Total		Percent of Total		Percent of Total
White	5,907	71.9%	1,295,401	58.2%	585,988	65.7%
Hispanic	931	11.3%	218,763	9.8%	100,534	11.3%
Black	113	1.4%	141,566	6.4%	59,311	6.7%
Asian	696	8.5%	405,835	18.2%	56,167	6.3%
Two Or More Races Other	382	4.7%	127,070	5.7%	66,879	7.5%
Indigenous	19	0.2%	10,307	0.5%	8,071	0.9%
Single Race Other	-	0.0%	9,449	0.4%	2,352	0.3%
Hawaiian	163	2.0%	16,673	0.7%	12,560	1.4%
Total	8,211		2,225,064		891,862	

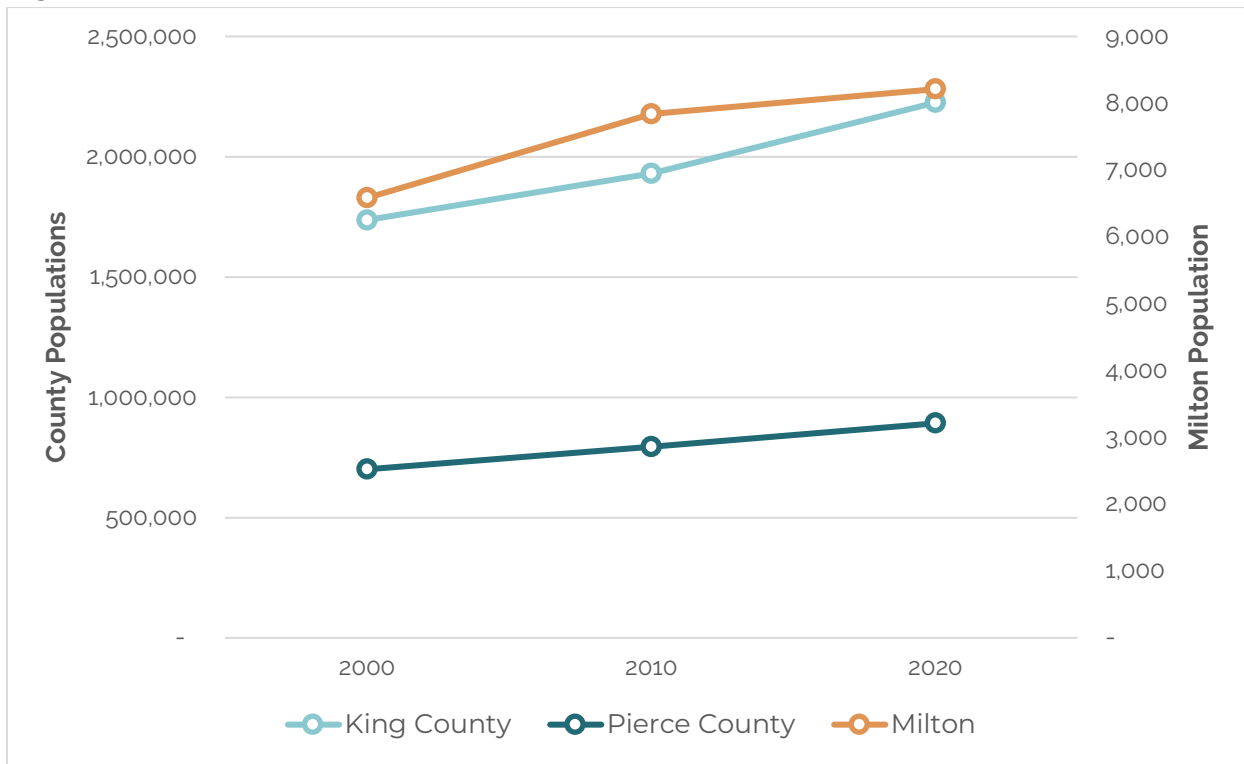
U.S. Census Bureau ACS 5-Year Data, 2016-2020

Projected Population Growth

Milton's population has been growing at a significant rate for several decades and is expected to continue to absorb new residents into the future.

The amount of growth between 2000 and 2010 averaged 125 additional residents per year for a decade growth rate of only 19%, which was higher than the trends for Pierce and King counties. But Milton's growth slowed over the last decade; between 2010 and 2020. During this time, Milton added an average of over 37 residents per year, reaching a 10-year increase of 5% (see Figure 24). Over 20 years, Milton's growth rate (25%) nearly matches that of King (28%) and Pierce County (27%).

Figure 24. Historical Growth Trends



U.S. Census Bureau, Framework, 2022

Extrapolated into the future, the growth rates of the last two decades would be unsustainable without dramatic changes in zoning and land use, without which there would be insufficient capacity.

As a result, the projected growth targets prepared by both Pierce and King County assume a much more modest rate of growth, which are within the practical capacity of Milton to absorb new residents as discussed in the segment on Housing and Land Capacity below.

Both King and Pierce County have projected growth associated with targets for new housing development from 2020 to 2044. Using this as a basis, Figure 25 shows the projected net population growth would be about 31 new residents added annually, and a total population growth of 750 residents.



Figure 25. Milton Growth Rates Based on County Projections

	2020	2044	Net Growth	24-YR Growth Rate/Year	Percent Increase, 2020-2044
Population in Pierce County	7,057	7,657	600	25	9%
Population in King County	1,154	1,304	150	6	13%
Total	8,211	8,961	750	31	9%

King County, 2021; Pierce County, 2022

Notes: 1) Projection for King County were extrapolated from 2044 Housing Target of 50 additional units/3.0 persons/unit; 2) King and Pierce County start points have been generalized as 2020.

At a regional and county level, policies are intended to channel most growth into large metropolitan cities, core cities, and high-capacity transit communities rather than towards cities and towns like Milton. The projected growth rates for Milton are consistent with that overall strategy.

However, should Milton choose to increase its capacity for growth, then it may experience higher growth rates. For example, if the allowable unit types and residential zoning are revised, then growth rates could expand, in keeping with market conditions and absorb a greater portion of regional growth.

Milton's demographic composition has been changing as the population has grown, without any dramatic changes in its zoning or provision of affordable housing over the past 10 years. Available data over this period of growth indicate that the population gain was entirely composed of non-White racial and ethnic populations. If these trends continue, the population will continue to have increasing representation by various ethnic and racial groups.

The increases over the past 10 years are substantial in the Hawaiian, Latino, and Black populations—all at greater rates of change than in either King or Pierce County. The increase in races indicated as "Other" was also substantial and tracked with King and Pierce County. Although there was growth in the Asian population, the rate of increase was lower than in surrounding counties. The percentage decrease in the White population was small, but more than the changes in either county. The relatively small proportion of the population that identifies as Indigenous decreased over the past 10 years.

Figure 26. Population Trends in Race/Ethnicity, 2010-2020

	Milton	King County	Pierce County
Percent Change in American Indian Population	-21%	-9%	5%
Percent Change in White Population	-4%	-2%	2%
Percent Change in Asian Population	7%	61%	34%
Percent Change in Black Population	32%	27%	23%
Percent Change in Race Other Population	95%	99%	88%
Percent Change in Hispanic or Latino Population	113%	41%	53%
Percent Change in Hawaiian Population	147%	38%	78%

U.S. Census Bureau

Population by Age

Overall Distribution

The demographic distribution of the population by age is like that for King and Pierce County, varying only slightly in the proportions of different age groups. Historically within Milton, this distribution has shifted in important ways.

Relative to twenty years ago, seniors make up a much larger proportion of the population. According to US Census Data, seniors made up 12% of the population in 2000; today, they are about 17%. Considering the overall Milton population growth during that time frame, the total population of those 65 or older has doubled over that period.

Those residents who are 55 or older can be considered likely to be "empty nesters", with relatively few children living at home. Since 2000, the proportion of the population in this category has risen from 21% to 30% of Milton residents. In concert with the overall population growth, the number of potential "empty nesters" has more than doubled.

On the other end of the age distribution, there are fewer school-aged children in Milton as a percentage of the population. In 2000, those between 5 and 19 years old represented 22% of the population. As of 2020, this age group was only 18% of Milton residents. Nevertheless, there has been a small total increased population of about 160 school age children.

Figure 27. Milton Population by Age, 2020

	Number	Percent of Total
Total Population	8,211	
Age Under 5	518	6%
Age 5 to 9	491	6%
Age 10 to 14	547	7%
Age 15 to 19	383	5%
Age 20 to 24	406	5%
Age 25 to 34	1,405	17%
Age 35 to 44	1,237	15%
Age 45 to 54	930	11%
Age 55 to 59	528	6%
Age 60 to 64	518	6%
Age 65 to 74	609	7%
Age 75 to 84	357	4%
Age Over 85	282	3%

U.S. Census Bureau ACS 5-Year Data, 2016-2020

The age distribution in Milton may change in the future, based on demographic and housing patterns. As the older generation "downsizes" into smaller units that may be available in Milton or elsewhere, families with school-age children may move into their former homes. The number of children is expected to increase as the third generation of "Baby Boomers" begin to have families—these are the grandchildren of the "Boomers".

Another trend may occur in view of the high cost of housing in the region. Increasingly, some aging residents may provide or share their homes with their children. If there are ways to accommodate multi-generational families, then aging-in-place and expanding numbers of families with school-aged children may occur simultaneously.

Racial and Ethnic Distribution of Age Groups

There are significant differences in the racial and ethnic distribution among age groups within the Milton population. Figure 28 indicates the overall distribution among the groupings identified through the most recently available U.S. Census data.

Figure 28. Population by Age, Race/Ethnicity

Ages	White		Hispanic		Asian		Hawaiian		Black		Indigenous		Two or More Races		Other Race	
	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total	Count	Percent of Total
<5	256	4%	59	6%	33	5%	24	15%	0	0%	0	0%	150	26%	0	0%
5-9	267	5%	98	11%	39	6%	52	32%	0	0%	0	0%	96	16%	13	16%
10-14	360	6%	93	10%	71	10%	3	2%	0	0%	20	24%	34	6%	12	15%
15-19	283	5%	29	3%	32	5%	0	0%	0	0%	6	7%	48	8%	14	18%
20-24	240	4%	127	14%	10	1%	19	12%	0	0%	0	0%	13	2%	0	0%
25-34	845	14%	241	26%	168	24%	40	25%	5	4%	28	34%	119	20%	17	21%
35-44	975	17%	103	11%	116	16%	7	4%	29	26%	22	27%	53	9%	9	11%
45-54	655	11%	125	13%	83	12%	6	4%	45	40%	6	7%	26	4%	0	0%
55-64	898	15%	48	5%	64	9%	0	0%	34	30%	0	0%	31	5%	7	9%
65-74	527	9%	8	1%	59	8%	7	4%	0	0%	0	0%	8	1%	8	10%
75-84	320	5%	0	0%	29	4%	5	3%	0	0%	0	0%	3	1%	0	0%
>85	281	5%	0	0%	0	0%	0	0%	0	0%	0	0%	1	0%	0	0%
Total	5,907		931		704		163		113		82		582		80	

U.S. Census Bureau ACS 5-Year Data, 2016-2020

Grouping the age-related information into relevant segments by both age and race/ethnicity categories provides several useful observations. These data (Figure 29) have implications for the overall Comprehensive Plan and Housing Element. The following are key observations regarding select age groups:

- **School-age Children** - School-age children are between 5 and 19 years old. Those identifying as Hispanic, Asian, Hawaiian, Indigenous, or Other Race make up a greater proportion of school age children compared to the White population.
- **Empty Nesters** - Individuals who may no longer provide housing for their children are typically 55 years-old or older. The proportion of empty nesters among White, Asian, and Black populations is substantially greater than for other racial and ethnic groups. Most families with school-age children identify as Hispanic, Hawaiian, Indigenous, Other, or Two or More Races.
- **Seniors** - The seniors in Milton are represented by those 65 years-old or older. A large proportion of seniors identify as White, Asian, or Other.

Figure 29. Select Age Groups by Race/Ethnicity

Age Cluster	White	Hispanic	Asian	Two or More Races	Hawaiian	Black	Indigenous	Other Race
School Age (5-19 years)	15%	24%	20%	12%	34%	0%	32%	49%
Empty Nesters (55+ years)	34%	6%	22%	7%	7%	30%	0%	19%
Seniors (65+ years)	19%	1%	13%	2%	7%	0%	0%	10%

U.S. Census Bureau ACS 5-Year Data, 2016-2020

Household Size

Household size is another important community composition characteristic, especially when it comes to evaluating existing dwelling sizes (discussed in 2.6 Housing Supply and Condition below). According to U.S. Census data in Figure 30, Milton's average household size (2.61 persons/household) is greater than in King County, but smaller than Pierce County. The number of different size households is displayed in Figure 31.

Figure 30. Average Household Size, 2020

	Milton	King County	Pierce County
Average Household Size	2.61	2.43	2.64
Total Households	3,148	900,061	330,999

U.S. Census Bureau ACS 5-Year Data, 2016-2020

Figure 31. Household Size, 2020

	Milton		King County		Pierce County	
1-Person Household	844	27%	268,855	30%	82,960	25%
2-Person Household	1,203	38%	305,304	34%	112,610	34%
3-Person Household	471	15%	136,885	15%	55,808	17%
4-Person Household	275	9%	120,213	13%	46,583	14%
5-Person Household	134	4%	43,154	5%	19,839	6%
6-Person Household	147	5%	14,627	2%	8,035	2%
7- or more Person Household	74	2%	11,023	1%	5,164	2%
Totals	3,148	100%	900,061	100%	330,999	100%

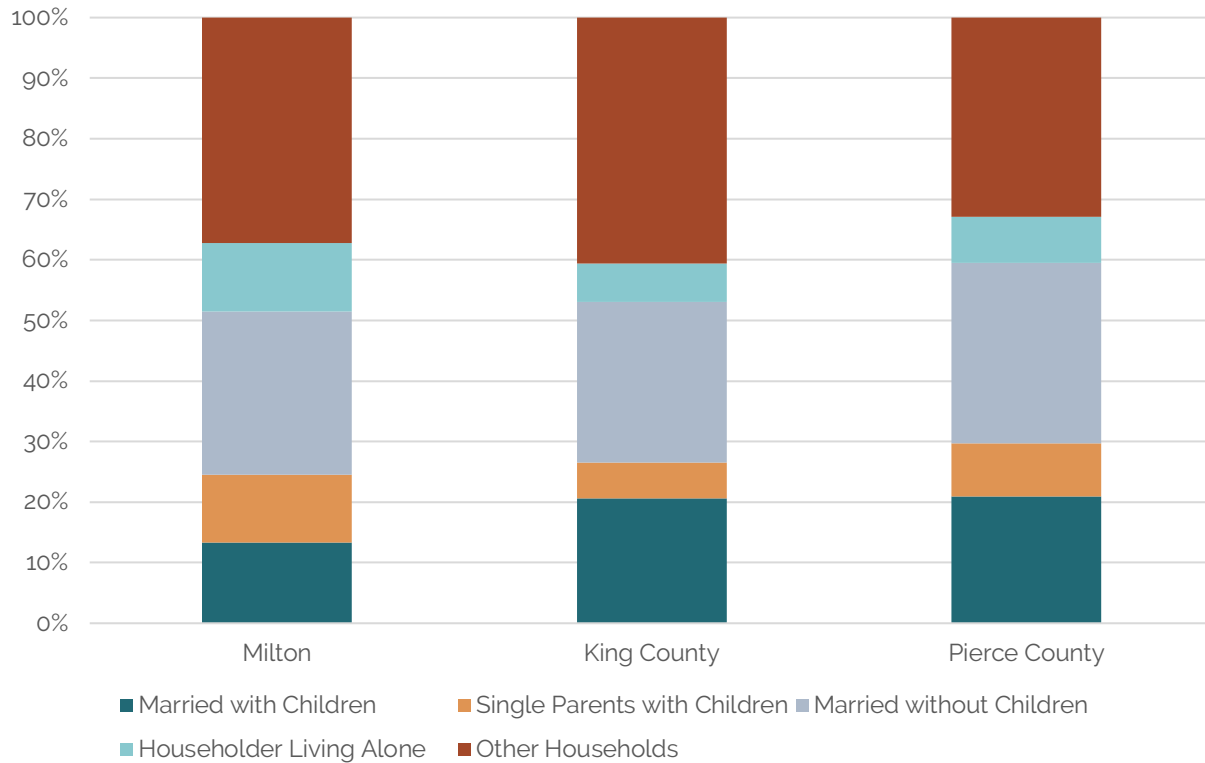
U.S. Census Bureau ACS 5-Year Data, 2016-2020

Household Composition

Understanding the composition of households can help inform the housing and dwelling types needed. Figure 32 shows that Milton has fewer households composed of married couples with children (13% of all households) compared to King and Pierce County (both have 21%). Single parents living with children and householders living alone are more prevalent in Milton compared to King and Pierce County. Many householders in Milton are married without

children (27%), which mirrors county household compositions. Most households, however, are categorized as “other households,” which includes cohabitating couple households, non-family households, and other non-traditional household types.

Figure 32. Families and Single-Person Households, 2020



U.S. Census Bureau ACS 5-Year Data, 2016-2020

Special Needs Population

Disabilities

Approximately 980 individuals (12 percent of Milton residents) are living with a disability (Figure 33). This includes six types of challenges: hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and independent living difficulty. Among these categories, nearly 50%, or 462 individuals are reported to have difficulty walking.

Figure 33. Milton’s Estimated Population Living with a Disability, 2020

	Total	Milton With a disability	% with a disability	King County % with a disability	Pierce County % with a disability
Total civilian non-institutionalized population	8,211	980	11.9%	9.8%	13.1%
Population under 18 years	1,801	100	7.8%	4.8%	6.2%
With a hearing difficulty		14	0.8%	0.4%	0.4%
With a vision difficulty		23	1.3%	0.4%	0.9%
With a cognitive difficulty		91	7.1%	3.3%	4.3%
With an ambulatory difficulty		14	1.1%	0.5%	0.8%
With a self-care difficulty		14	1.1%	0.8%	1.0%
With an independent living difficulty		0	0.0%	0.0%	0.0%
Population 18 to 64 years	5,162	412	14.2%	14.1%	21.6%
With a hearing difficulty		100	1.9%	1.4%	2.4%
With a vision difficulty		88	1.7%	1.2%	2.0%
With a cognitive difficulty		144	2.8%	3.6%	5.1%
With an ambulatory difficulty		148	2.9%	2.8%	5.0%
With a self-care difficulty		78	1.5%	1.1%	2.0%
With an independent living difficulty		187	3.6%	2.6%	4.2%
Population 65 years and older	1,248	468	75.1%	70.5%	76.9%
With a hearing difficulty		237	19.0%	13.4%	16.0%
With a vision difficulty		107	8.6%	5.4%	6.6%
With a cognitive difficulty		91	7.3%	8.8%	8.6%
With an ambulatory difficulty		300	24.0%	19.6%	21.4%
With a self-care difficulty		83	6.7%	7.5%	7.6%
With an independent living difficulty		213	17.1%	14.2%	13.5%

U.S. Census Bureau ACS 5-Year Data, 2016-2020

The distribution of those living with disabilities is uneven among age groups; nearly half are residents who are 65 or older. This suggests the importance of anticipating the need for accessible housing choices and units adapted to various disabilities for the seniors and aging empty nesters in Milton.

Although there are relatively few federal HUD assisted housing units in Milton, nearly 30% of those units are occupied by individuals living with disabilities. Affordable housing strategies should consider the importance of housing that is accessible and adapted to those with various disabilities.

Approximately 175 individuals with disabilities have significant difficulties accomplishing normal self-care activities. This indicates the importance of housing options that can accommodate those with limited self-care capabilities.

Figure 34. Milton Disability and Race, 2020

	Total	Milton With a disability	Milton Percent with a disability	King County Percent with a disability	Pierce County Percent with a disability
Total civilian noninstitutionalized population	8,211	980	11.9%	9.8%	13.1%
SEX					
Male	4,079	442	10.8%	9.4%	13.2%
Female	4,132	538	13.0%	10.2%	13.0%
RACE AND ETHNICITY					
White alone	6,487	765	11.8%	10.8%	14.0%
Black or African American alone	113	37	32.7%	11.9%	13.0%
American Indian and Alaska Native alone	82	6	7.3%	17.2%	18.2%
Asian alone	704	66	9.4%	6.0%	10.3%
alone	163	20	12.3%	9.7%	11.9%
Some other race alone	80	22	27.5%	7.1%	6.3%
Two or more races	582	64	11.0%	9.3%	10.0%
White alone, not Hispanic or Latino	5,907	758	12.8%	11.1%	14.5%
Hispanic or Latino (of any race)	931	58	6.2%	7.0%	8.2%

U.S. Census Bureau ACS 5-Year Data, 2016-2020

Understanding the racial disparities among those living with a disability can also be informative for housing needs (Figure 34). Rates of disability among Milton's Hispanic or Latino, Asian, Indigenous/Alaskan Native, and White residents are roughly equal to that of King and Pierce County. Individuals identifying as Black or "Some other race alone" in Milton, however, experience much higher rates of disability compared to county averages.

Seniors

The share of senior citizens living in Milton has increased from 12% in 2000 to about 17% in 2020 (see Figure 27). Although those 65 years and older are a relatively small proportion of the population today, this cohort is expected to grow, tracking county trends, especially as baby boomers retire. Accessible housing location and design features are among the characteristics necessary for this segment of the population.

Single-Parents

Census data estimates that single parents make up 11.2% of Milton households. This is slightly higher than the estimates for King County (6%) and Pierce County (8.7%).

Group Quarters

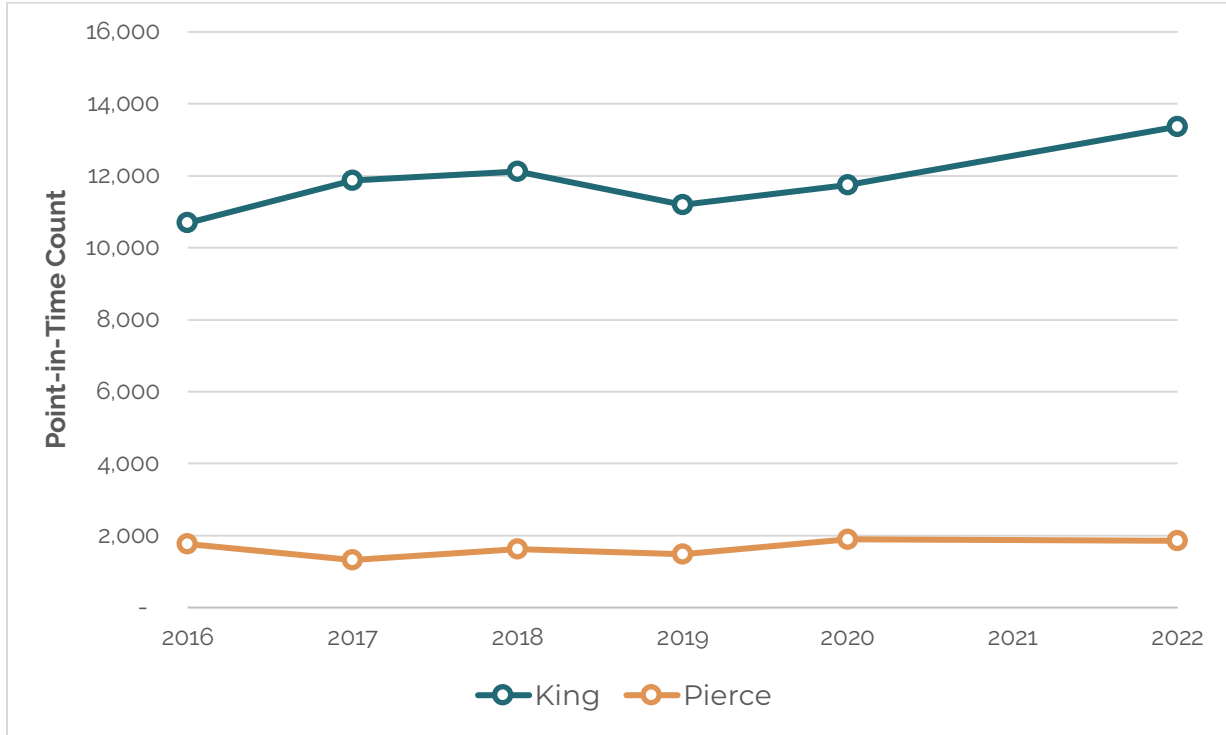
According to ACS 5-Year Estimates 2016-2020, 9 individuals were living in group quarters in Milton. This number may increase as assisted living and other care facilities become more prevalent in the community.

Homeless Population

Estimating the total homeless population is difficult, and not much information is available at the city-level. Point in Time (PIT) counts are collected at the county level during one night in

January. In 2022, an estimated 13,368 and 1,851 people were experiencing homelessness in King County and Pierce County, respectively. These counts are understood to significantly underestimate the actual number of unsheltered individuals. For example, a cross-systems analysis of King County suggests over 40,000 people experienced homelessness at some point in 2020.

Figure 35. Point-in-Time Count by Year (King and Pierce County), 2016-2022



King County Department of Community and Health Services, 2020-2022; HUD Point-in-Time Count & Housing Inventory Count, Framework, 2022\

2.6 Housing Supply and Condition

This section examines Milton's housing supply, including the amount, type, and condition of units.

Housing Units

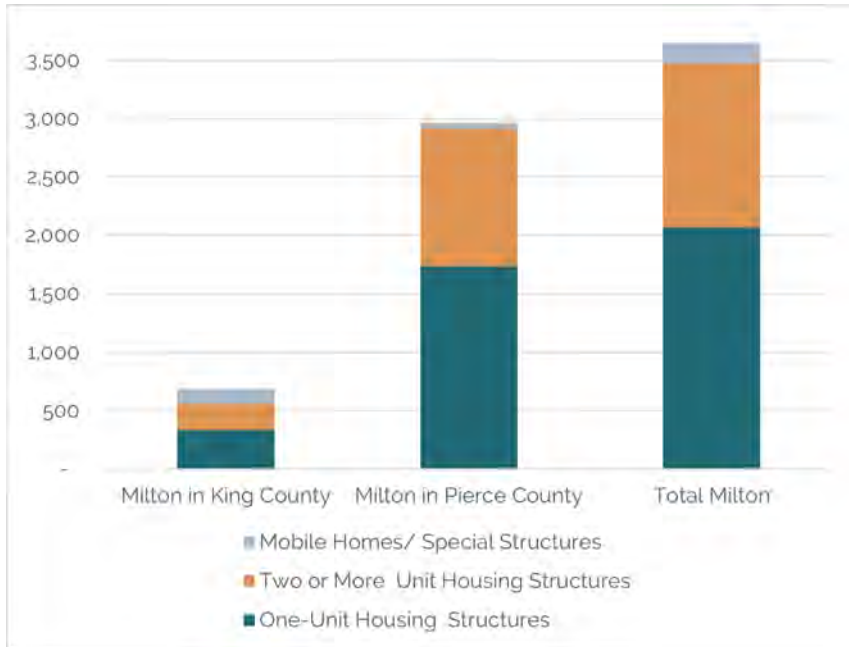
Housing Unit Count

Historical data available from the U.S Census indicate a significant 30-year trend of growth in housing units. From 1990 to 2020, Milton's housing stock grew from 2,165 units to 3,650—about a 69 percent increase. Although some of this growth can be attributed to annexations that may have occurred during this period, an overall upward trend is evident.

Figure 36 indicates the number of units in the Pierce County area (south of Alder Street) and King County area (north of Alder Street) of Milton based on three general housing types—

one-unit dwellings, two-or-more unit dwellings, and mobile homes or special structures. The distribution of these types is relatively consistent between the King and Pierce County areas. However, the King County portion of Milton includes a lower proportion of single-unit dwellings and higher proportion of mobile home/special structure dwellings.

Figure 36. Total Housing Units in Milton by County Area, 2020



U.S. Census Bureau, Framework, 2022

Figure 37. Heather Hills Mobile Home Neighborhood



Heather Hills

Housing Unit Tenure

Although some housing units are unclassified by tenure (i.e. it's unknown if residents are renting or owning), ACS estimates in Figure 38 indicate that about 55 percent of households own their housing, with about 40 percent renting.

Figure 38. Housing Units by Tenure, 2020

	Milton		King County		Pierce County	
	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (includes those that are not classified by tenure)	3,317		952,344		351,346	
Renter-Occupied Households	1,325	40%	391,715	41%	121,513	35%
Owner-Occupied Units	1,823	55%	508,346	53%	209,486	60%

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Tenure varies among household race and ethnicity (see Figure 39). Households identifying as American Indian or Alaskan Native, Asian, White, or Other Race are predominately owners. Households identifying as Black/African American, Native Hawaiian/Other Pacific Islander, or Two or More Races are disproportionately renters.

Figure 39. Housing Unit Tenure by Race, 2020

	Rental Housing	Ownership Housing	Proportion Ownership Housing
American Indian and Alaska Native Alone Householder	0	16	100.0%
Asian Alone Householder	19	148	88.6%
Some Other Race Alone Householder	8	13	61.9%
White Alone, not Hispanic or Latino Householder	972	1503	60.7%
Hispanic or Latino Householder	142	142	50.0%
Black or African American Alone Householder	52	15	22.4%
Two or More Races Householder	150	13	8.0%
Native Hawaiian and Other Pacific Islander Alone Householder	26	0	0.0%

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Distribution of Units by Type and Tenure

Figure 40 breaks down Milton's housing stock by housing type and tenure. According to American Community Survey estimates, there were 3,317 housing units in Milton as of 2020. An estimated 92% of housing units existed within structures and about 7% were in mobile homes. There was a negligible number of units consisting of vans, boats, or other housing types.

Milton's housing stock is largely composed of single-unit structures (about 60% of all units) and larger multi-family buildings (9% of all units occur in buildings with 50+ units). The small remainder of units exist in "missing middle" forms of housing that contain between 2 and 20 units. Such housing types include duplexes, triplexes, fourplexes, cottage courts, and other forms of small house-scale multi-family buildings.

Owner-occupied units primarily consist of detached or attached single-family units in townhouse developments or 2-family homes (93% of all ownership units), with only 7 percent in structures with three or more units. Conversely, about 65 percent of rental housing takes the form of structures with three or more units.

Figure 40. Milton Housing Units by Type and Tenure, 2020

	Owner Occupied		Renter Occupied		Subtotals	
	Units	% of Total Categorized	Units	% of Total Categorized	Units	% of Total Categorized
Units in Structures						
Housing Units - 1 Detached Unit	1,401	44.5%	310	9.8%	1,711	54.4%
Housing Units - 1 Attached Unit	155	4.9%	45	1.4%	200	6.4%
Housing Units - 2 Units	2	0.1%	80	2.5%	82	2.6%
Housing Units - 3 to 4 Units	11	0.3%	134	4.3%	145	4.6%
Housing Units - 5 to 9 Units	36	1.1%	190	6.0%	226	7.2%
Housing Units - 10 to 19 Units	14	0.4%	176	5.6%	190	6.0%
Housing Units - 20 to 49 Units	57	1.8%	41	1.3%	98	3.1%
Housing Units - 50 or More Units	-	0.0%	282	9.0%	282	9.0%
<i>Subtotals, Units in Structures</i>	1,676	53.2%	1,258	40.0%	2,934	93.2%
Other Housing Types						
Housing Units - Mobile Homes	144	4.6%	67	2.1%	211	6.7%
by Units in Structure - Boat, RV, Van, etc.	3	0.1%	-	0.0%	3	0.1%
Totals						
Total Housing Units by Category	1,823	57.9%	1,325	42.1%	3,148	100.0%
Units not Classified by Type					169	
Total Housing Units					3,317	

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Figure 41. Lakeside Residential Development



NWMLS

Housing Unit Size

The number of bedrooms per unit is commonly used as a proxy for housing size. Figure 42 shows that Milton is primarily composed of 2- or 3-bedroom units, although the distribution of unit size varies by tenure. Generally, owner-occupied units tend to have more bedrooms than renter-occupied units.

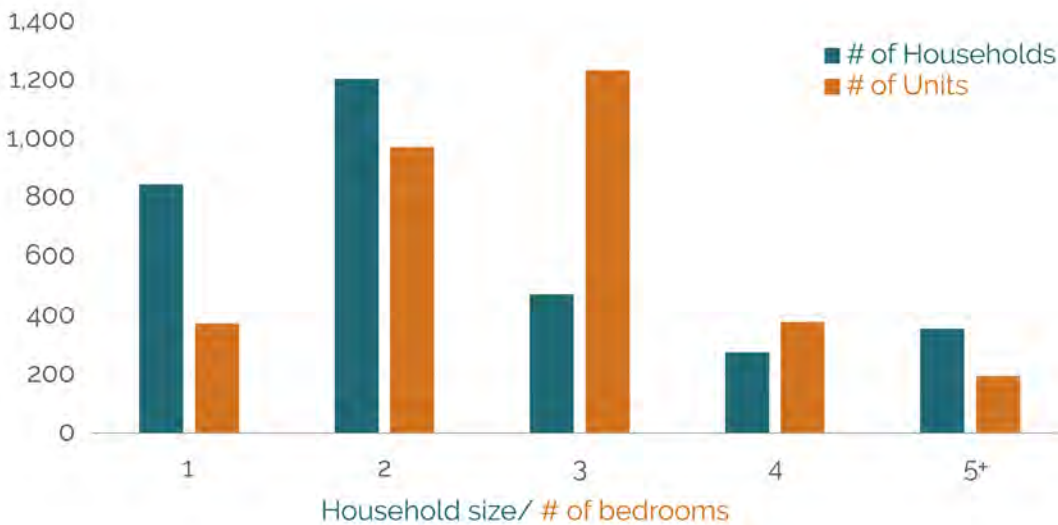
Figure 42. Milton Housing Units by Number of Bedrooms, 2020

	Owner Occupied		Renter Occupied	
	Units	% of Owner-Occupied	Units	% of Renter-Occupied
No Bedrooms	3	0.2%	46	3.5%
1 Bedroom	12	0.7%	312	23.5%
2 Bedrooms	300	16.5%	670	50.6%
3 Bedrooms	980	53.8%	254	19.2%
4 Bedrooms	363	19.9%	14	1.1%
5 or More Bedrooms	165	9.1%	29	2.2%
Totals	1,823		1,325	

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

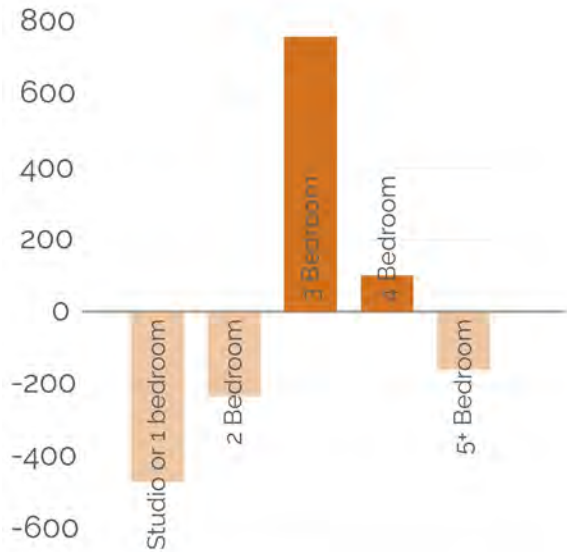
Figure 43 provides a comparison between housing unit size, based on number of bedrooms, and household size, based on number of people. Figure 44 shows that studio, one-bedroom, and two-bedroom units have the largest deficit in Milton based on 2020 household sizes. The City also has a deficit of 5+ bedroom units, which are likely needed for large and multi-generational households.

Figure 43. Household Size versus Unit Size (by bedroom) in Milton, 2020



U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Figure 44. Housing Unit Size Deficit Based on Household Size in Milton, 2020



U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Figure 45. Townhouse Development in Milton Generally Offers Smaller Units



Framework, 2022

Condition

Based on the various indicators of substandard housing tracked by the U.S. Census Bureau, the overall condition of the housing stock in Milton is good, with no visible patterns of substantially deteriorated buildings. ACS estimates for 2020 indicate that only 2.3 percent of the units had incomplete plumbing, and 4.5 percent had incomplete kitchen facilities.

Figure 46. Milton Housing Units by Year Built

Year Built

The age of residential structures is the most important indicator of structural integrity. The functional life of a residential unit is about 40 years, after which additional investments are required to maintain structural and environmental adequacy. Most of the housing stock in Milton is relatively new—nearly 60% of the units were constructed since 1980 and 90% since 1950. Only about 5% of the houses are more than 80 years old and many have been built since 2000 (Figure 46).

Date of Construction	Units	Percent of Total
1939 or Earlier	152	5%
1940 to 1949	175	5%
1950 to 1959	300	9%
1960 to 1969	207	6%
1970 to 1979	530	16%
1980 to 1989	516	16%
1990 to 1999	647	20%
2000 to 2009	506	15%
2010 to 2013	203	6%
2014 or Later	81	2%
Total	3,317	

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Vacancy Rates

Vacancy rates are an important housing market indicator and can forecast changes in housing prices and demand. Figure 47 shows the vacancy rates for Milton, King County, and Pierce County based on unit type. As with King and Pierce County, Milton's rental housing stock experiences higher vacancy rates than owner-occupied housing units. The rental and overall vacancy rates in Milton, however, are slightly higher than that of King or Pierce County which might suggest that housing costs are higher than what residents—especially renters—are willing and able to pay. A higher rental vacancy rate may also be explained by unattractive locations or subpar management or maintenance of rental properties.

Figure 47. Vacancy Rates, 2020

Unit Type	Milton Percent	King County Percent	Pierce County Percent
Owner-Occupied Vacany	1.0%	0.9%	1.0%
Renter-Occupied Vacancy	7.5%	3.6%	3.6%
Overall	3.8%	2.0%	1.9%

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Subsidized Housing

Subsidized housing refers to housing managed by public agencies that received Federal, State, and local funding sources, incentives, and subsidies. According to HUD, Milton had a total of 46 subsidized units as of 2020—36 of these units were rented with housing choice vouchers and 6 were project-based assisted housing units (Figure 48). The average household income of those residing in subsidized housing is \$13,131 (13% of the Milton AMI).

Figure 48. Milton Subsidized Housing Breakdown, 2020

	Milton
Total HUD Subsidized Housing Units	42
Public Housing Assisted Housing Units	0
Housing Choice Vouchers Assisted Housing Units	36
Project Based Housing Assisted Housing Units	6
Average Household Income in HUD Assisted Housing Units	\$13,121
Percent HUD Assisted Housing with Household Income \$4,999 or Less	3%
Percent HUD Assisted Housing with Household Income \$5,000 to \$9,999	25%
Percent HUD Assisted Housing with Household Income \$10,000 to \$14,999	40%
Percent HUD Assisted Housing with Household Income \$15,000 to \$19,999	20%
Percent HUD Assisted Housing with Household Income \$20,000 or More	12%

U.S. Department of Housing and Urban Development, Picture of Subsidized Household, 2020

Income Restricted Housing (AMI Limits)

To qualify for housing subsidies under federal and state programs like those listed in Figure 48, households must earn 80 percent or less of the Area Median Income (AMI). This threshold is considered as baseline; other subsidies require lower incomes.

The AMI standards are updated annually and based on geographic areas. For the portions of Milton within King County, AMI limits are based on developed areas that include Seattle and Bellevue; for the portion in Pierce County, AMI limits are determined based on incomes across the entire county, including those living in Tacoma. Qualifying incomes are then adjusted to consider the size of the family (Figure 49).

Figure 49. Income Limits for 80% Area Median Income, 2022

	King County Area Income Standards	Monthly Income Available for Housing at 30% of Income	Pierce County Area Income Standards	Monthly Income Available for Housing at 30% of Income
80% Income Limits				
1-Person Families	\$66,750	\$1,669	\$56,850	\$1,421
2-Person Families	\$76,250	\$1,906	\$65,000	\$1,625
3-Person Families	\$85,800	\$2,145	\$73,100	\$1,828
4-Person Families	\$95,300	\$2,383	\$81,200	\$2,030
5-Person Families	\$102,950	\$2,574	\$87,700	\$2,193
6-Person Families	\$110,550	\$2,764	\$94,200	\$2,355
7-Person Families	\$118,200	\$2,955	\$100,700	\$2,518
8-Person Families	\$125,800	\$3,145	\$107,200	\$2,680
Area Median Income	\$134,600	\$3,365	\$101,800	\$2,545

Note: For portions of Milton in King County, the standards for Seattle-Bellevue Metro Area apply. HUD FY 2022 Income Limits Documentation System

As an indication of housing affordability, a 2-person household earning 80 percent of the county median incomes might be able to afford rent and utilities costing between \$1,625 and \$1,906 per month. Available U.S. Census statistics suggest that this would be above the median gross rent in Milton for a rental unit, which was reported to be \$1,398 per month in 2020. But as anecdotal review of the costs of available rental units in Milton suggests that recent rents are significantly higher, likely due to high regional demand and inflationary pressures. On-line rental information services provide some calculations of median rents, but they vary widely. For example, in September 2022, the following rent levels were indicated for Milton on several websites:

- **Rent Cafe** - \$1,991 for a 901 SF apartment (typically the size of a large 1-bedroom apartment)
- **Zillow** - \$2,349; this source indicated that only 8 units were listed
- **Zumper** - \$1,471 for a 1-bedroom apartment

Amount of Housing Units at Different Price Levels

Cost of Rental Units

Figure 50 shows gross rent paid in Milton, King County, and Pierce County in 2020. Most rental units in Milton have a monthly gross rent of \$1,000 or more (82%), which is a smaller proportion compared to King County (87%) and a larger proportion compared to Pierce County (76%). Overall, Milton has a less varied inventory of housing units for rent with a smaller proportion of units that rent for less than \$500 compared to both counties.

Figure 50. Gross Rent, 2020

Gross Rent	Milton		King County	Pierce County
	Occupied Units	% of Total	% of Total	% of Total
\$200 or Less	12	0.9%	0.8%	0.6%
\$200 to \$299	0	0.0%	2.0%	1.4%
\$300 to \$499	4	0.3%	2.2%	1.7%
\$500 to \$749	50	3.9%	2.6%	5.4%
\$750 to \$999	156	12.1%	6.0%	14.6%
\$1,000 to \$1,499	541	41.9%	25.0%	38.4%
\$1,500 to \$1,999	329	25.5%	29.5%	26.5%
\$2,000 or More	199	15.4%	32.0%	11.4%
Occupied Units Paying Rent	1291			
Median Rent	\$1,398		\$1,695	\$1,338

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Figure 51. Existing Rental Housing in Milton



Apartments.com

Cost of Homeowner Units

Figure 52 provides an overview of the owner-occupied units in Milton. With about 72 percent of units with a mortgage and about 28 percent of units without a mortgage, Milton's owner-occupied housing stock mirrors that of King and Pierce County. Median monthly payments for both mortgaged and unmortgaged units in Milton tend to be like Pierce County, but less expensive compared to King County.

Figure 52. Monthly Owner Costs, 2020

Monthly Owner Cost	Milton		King County	Pierce County
	Occupied Units	% of Total	% of Total	% of Total
Total Owner-Occupied Housing Units	1,823		508,346	209,486
Housing units with a mortgage	1,332	1,332	364,832	152,193
Less than \$500	8	0.6%	0.3%	0.5%
\$500 to \$999	166	12.5%	2.2%	5.0%
\$1,000 to \$1,499	241	18.1%	8.1%	17.7%
\$1,500 to \$1,999	507	38.1%	17.2%	31.4%
\$2,000 to \$2,499	285	21.4%	19.2%	23.2%
\$2,500 to \$2,999	112	8.4%	16.7%	11.6%
\$3,000 or more	13	1.0%	36.2%	10.6%
Median (dollars)	\$1,804		\$2,588	\$1,924
Housing units without a mortgage	491	491	143,514	57,293
Less than \$250	57	11.6%	2.7%	5.9%
\$250 to \$399	31	6.3%	4.2%	9.4%
\$400 to \$599	159	32.4%	13.6%	26.5%
\$600 to \$799	60	12.2%	23.5%	28.2%
\$800 to \$999	129	26.3%	22.2%	16.1%
\$1,000 or more	55	11.2%	33.9%	13.9%
Median (dollars)	\$598		\$853	\$651

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Overcrowding

The Department of Housing and Urban Development defines overcrowded housing as a unit where there is an average of more than one person living per room. A total of 32 units (1% of all units) were classified as overcrowded in Milton as of 2020, which is less common compared to King and Pierce counties (Figure 53). A disproportionate number of the overcrowded units in Milton, however, are renter-occupied (about 75% of all overcrowded units).

Figure 53. Overcrowded Housing by Tenure, 2020

	Milton		King County		Pierce County	
	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units	3,317		952,344		351,346	
Overcrowded Housing Units	32	1.0%	35,205	3.7%	10,044	2.9%
Owner-Occupied						
1.01 to 1.5 Occupants/Room	5	16%	5,624	16%	2,930	29%
1.51 to 2 Occupants/Room	3	9%	1,933	5%	637	6%
2.01 or More Occupants/Room	-	-	256	1%	97	1%
Renter-Occupied						
1.01 to 1.5 Occupants/Room	22	69%	13,044	37%	4,166	41%
1.51 to 2 Occupants/Room	2	6%	11,604	33%	1,893	19%
2.01 or More Occupants/Room	-	-	1,843	5%	321	3%

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Overcrowded housing also varies by race in Milton. Figure 54 disaggregates the City's 32 overcrowded housing units by different racial groups. Seventy-three percent of householders identifying as Native Hawaiian or Other Pacific Islander are experiencing overcrowding in their homes.

Figure 54. Overcrowded Housing by Race, 2020

Race of Householder	Percent Overcrowded of Total Households in Racial Group
Native Hawaiian & Other Pacific Islander	73.1%
Asian	3.0%
Two or More Races	1.2%
Hispanic or Latino	1.1%
White	0.2%
Black	0.0%
American Indian & Alaska Native	0.0%
Some Other Race	0.0%

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Ratio of Housing to Jobs

Regional and county policies seek a closer correlation between the number of jobs in a community and the amount of housing. A theory suggest that workers will be able to find employment without long commutes, creating more sustainable transportation patterns.

Recent statistics from the U.S. Census indicate that there are 3,148 households in rental or owner-occupied units in Milton (ACS 2015-2020). There were 1,707 jobs in Milton in 2019 from another U.S. Census source (LEHD Employment Statistics (LODES). This is a ratio of 1.84 household per job in the City. These sources also indicate a 23% increase in jobs from ten years earlier, which would match the increase in population over the same period.

Statistics provided by the counties vary considerably from the federal sources. King County reported an employment base of 120 jobs in 2018, citing PSRC sources (*King County Urban Growth Capacity Report*, 2021). Pierce County reported an estimated 2020 employment base of 2,203 jobs (*Pierce County Growth Targets, Pierce County Draft*, June 8, 2022.). Combined, this would be a current employment base of 2,323 jobs, resulting in a households/jobs ratio of 1.36.

Looking ahead, Pierce County has set a target of 441 additional jobs by 2044, an increase of 20% over the level that they assume to be existing. However, King County (with 12% of Milton's land area) has set a target of 900 new jobs by 2044. This would be an 850% increase in that portion of Milton alone.

Milton is a geographically small and predominately residential community located with excellent access to nearby major employment centers in the Seattle/Tacoma area. Housing and job proximity may not substantially reduce commuting patterns, depending upon the type of jobs and qualification of the working population, and the types of jobs available within the same community. Milton has substantial access to an enormous range of jobs within the Puget Sound region. Census Transportation Planning Products (CTTP) using ACS Census data indicates that commute times for Milton workers mirror the current average commute times in King and Pierce County.

Another rapidly changing factor not reflected in traditional statistics is the frequency of employees working from their homes. Accelerated by the pandemic, many employees are working remotely on either a part-time or full-time basis.

Finally, for many workers and businesses, the type of employment is not fixed to the address of the employer. For example, the jobs associated with the trucking terminals and construction companies in Milton require travel away from the place of business.

2.7 Housing Affordability

Household Income

According to 2020 ACS data, Milton's median annual household income was \$77,064 (see Figure 55). This is lower than the average for King County (\$99,158) but like the median income for Pierce County (\$76,438).

An important planning benchmark for housing is Area Median Income (AMI) which provides a benchmark for a variety of housing programs and subsidies. For example, individuals or households may become eligible for affordable housing units if their incomes are at specified levels that are less than the AMI.

The applicable areas used to calculate these averages for the King County portion of Milton would be the Seattle-Bellevue, WA HUD Metro FMR Area (which includes all of King and Snohomish Counties.) The applicable standard for the remaining portions of Milton would be the AMI for Pierce County, as calculated by HUD.

In the time frame corresponding to the income statistics above (2020), the AMI applicable to the King County portion of Milton was \$113,000; the AMI for the Pierce County portions of Milton was \$87,300. But the current AMI basis for the two different areas has risen sharply over just the past two years, which is a substantive indication of the rapid and significant rise in marginal housing costs for those that did not previously own their home. The 2022 AMI for King County was \$134,600 and \$101,800 for Pierce County. This is an increase of about 19 percent and 17 percent, respectively.

Household incomes are reported among different brackets during the ACS (Figure 55). The distribution for Milton household incomes in 2020 was more representative of Pierce County and included a smaller proportion of households within high income brackets compared to King County.

Figure 55. Milton Household Income, 2020

	Milton		King County		Pierce County	
	No.	% of Total	No.	% of Total	No.	% of Total
Household Income \$10,000 or Less	96	3.0%	35,669	4.0%	13,781	4.2%
Household Income \$10,000 to \$14,999	101	3.2%	22,801	2.5%	8,693	2.6%
Household Income \$15,000 to \$24,999	111	3.5%	42,915	4.8%	19,225	5.8%
Household Income \$25,000 to \$34,999	252	8.0%	45,412	5.0%	22,971	6.9%
Household Income \$35,000 to \$49,999	284	9.0%	73,318	8.1%	37,282	11.3%
Household Income \$50,000 to \$74,999	659	20.9%	126,371	14.0%	60,382	18.2%
Household Income \$75,000 to \$99,999	478	15.2%	106,531	11.8%	49,566	15.0%
Household Income \$100,000 to \$149,999	767	24.4%	172,067	19.1%	65,887	19.9%
Household Income \$150,000 to \$199,999	206	6.5%	104,796	11.6%	28,589	8.6%
Household Income \$200,000 or More	194	6.2%	170,181	18.9%	24,623	7.4%
Total Households with Income Data	3,148		900,061		330,999	
Median Household Income	\$77,064		\$99,158		\$76,438	

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Figure 56 includes the limited income data disaggregated by race. Of the few racial groups for which income data exists, the 2020 ACS indicated that the median income for Hispanic or Latino households was higher than the City median (\$87,155), while the median incomes for White householder (Not Hispanic or Latino) was within 3 percent of the overall City average, at \$79,567. Those identifying as Two or More Races had a median income of about 75% of the City average, at \$65,235.

The distribution of households among different income brackets varies by race. About 60 percent of households identifying as Black or African American, Native Hawaiian and Other Pacific Islander, or Some Other Race earn less than \$50,000 per year.

Figure 56. Milton Household Income by Race, 2020

Income Bracket	White, not Hispanic or Latino		Hispanic or Latino		Asian		Black or African American		Native Hawaiian & Other Pacific Islander		American Indian & Alaska Native		Two or More Races		Some Other Race	
	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Under \$25,000	255	10%	15	5%	4	2%	34	51%	0	0%	0	0%	0	0%	0	0%
\$25,000 to \$49,999	390	16%	56	20%	32	19%	4	6%	16	62%	0	0%	41	25%	13	62%
\$50,000 to \$74,999	485	20%	46	16%	49	29%	0	0%	3	12%	0	0%	109	67%	8	38%
\$75,000 to \$99,999	402	16%	29	10%	33	20%	14	21%	0	0%	0	0%	0	0%	0	0%
\$100,000 to 124,999	267	11%	48	17%	41	25%	0	0%	0	0%	16	100%	1	1%	0	0%
\$125,000 to 149,999	306	12%	90	32%	0	0%	0	0%	0	0%	0	0%	12	7%	0	0%
\$150,000 to 199,999	181	7%	0	0%	3	2%	15	22%	7	27%	0	0%	0	0%	0	0%
\$200,000 or More	189	8%	0	0%	5	3%	0	0%	0	0%	0	0%	0	0%	0	0%
Total Households with Income Data	2,475		284		167		67		26		16		163		21	
Median Household Inc.	\$79,567		\$87,155		N/A		N/A		N/A		N/A		\$65,235		N/A	

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

Estimating Households by Percent of Median Income

This section estimates the demand for affordable housing by estimating the number of households at each Housing Need category identified in Countywide Planning Policies. King and Pierce County define specific income ranges based on the following percentages of Area Median Income (AMI):

- **Extremely Low Income:** 30 percent and below AMI
- **Very Low Income:** 31 to 50 percent of AMI
- **Low Income:** 51 to 80 percent of AMI
- **Moderate Income:** 80 to 120 percent of AMI

These ranges are typically based on HUD median income and adjusted for household size. For the purposes of this report and the subsequent Housing Element, the City of Milton will use median income from the U.S. Census ACS and not adjust incomes levels according to household size. This simplification is appropriate for comprehensive planning as the purpose is to plan for affordable housing rather than establish housing payment limits.



The median household income in Milton was \$77,064 in 2020. Figure 57 shows economic groupings based on this figure.

Figure 57. Economic Groupings by Percentage of Milton’s Median Income

Economic Grouping	Income No More Than
Extremely Low Income (Under 30% AMI)	\$23,119
Very Low Income (30-50% AMI)	\$38,532
Low Income (50-80% AMI)	\$61,651
Moderate Income (80-100% AMI)	\$77,064

U.S. Census Bureau, ACS 5-year Estimates 2016-2020

County median income is used when estimating the number of households in each income category as a ratio of AMI. Data limitations and Milton’s geographic location, however, mean several assumptions must be made to arrive at this estimate. First, ACS categorizes household incomes by \$5,000 to \$10,000 ranges rather than the number of households according to ratios of AMI. Therefore, the income ranges below must be rounded to the nearest \$1,000. Second, an even distribution of households within each ACS-assigned income range must be assumed to re-classify households into the AMI ranges specified. Third, this analysis uses \$79,619 as the median household income, which is a weighted average of King and Pierce County median household income based on the percentage of Milton’s population residing in each county.

Figure 58 below shows household income ranges as reported in the 2020 ACS and the percent of the weighted average county median income represented by each range.

Figure 58. Household Estimates by Percentage Median Income, 2020

% of Weighted Average County AMI (\$79,619)	Income Ranges		ESTIMATED HOUSEHOLDS							
			Rounded (\$1,000s)		Milton		King County		Pierce County	
			Low	High	No.	% of Total	No.	% of Total	No.	% of Total
Under 30%	\$0	\$23,886	\$0	\$24,000	297	9%	97,094	11%	39,777	12%
30-50%	\$23,886	\$39,809	\$24,000	\$40,000	358	11%	74,143	8%	37,321	11%
50-80%	\$39,809	\$63,695	\$40,000	\$64,000	558	18%	119,646	13%	58,669	18%
80-100%	\$63,695	\$79,619	\$64,000	\$80,000	386	12%	76,909	9%	36,481	11%
100-120%	\$79,619	\$95,543	\$80,000	\$96,000	306	10%	68,180	8%	31,722	10%
120% or Over	\$95,543		\$96,000		1,243	40%	464,089	52%	127,030	38%
Total					3,148		900,061		330,999	

U.S. Census Bureau, 2016-2020 ACS 5-Year Estimates; Framework, 2022. Figures may not add to total due to rounding.

- Under 30% AMI (HUD Extremely Low / County Extremely Low).** At nine percent, Milton has a lower percentage of the population earning less than 30% AMI compared to King and Pierce County.

- **Between 30-50% AMI (HUD Low / County Very Low).** Milton has a higher percentage of the population earning 30-50% AMI compared to King County and an equivalent percentage compared to Pierce County.
- **Between 50-80% AMI (HUD Moderate / County Low).** Milton's proportion of households earning 50-80% AMI is higher compared to King County and equivalent to the proportion of households in Pierce County.
- **Between 80-100% AMI (County Moderate).** At 12 percent, Milton has a higher proportion of the population earning between 80-100% AMI compared to King and Pierce County.
- **Above 100% AMI.** The proportion of households in Milton at and above 100% AMI is like Pierce County, but less than King County.

Housing Cost Burden

Housing affordability has traditionally been measured by considering the proportion of household income spent on housing costs (rent, mortgage payments, utility bills, etc.). The following benchmarks are commonly used when determining cost burden.

- **Not Cost Burdened:** 30% or less of household income spent on housing costs.
- **Cost Burdened:** 30-50% of household income spent on housing costs.
- **Severely Cost Burdened:** 50% or more of household income spent on housing costs.

As part of its Comprehensive Housing Affordability Strategy, the Department of Housing and Urban Development assembles statistics that indicate the number of families experiencing these levels of cost burden. As of 2018, **about 12.5 percent of Milton's low-income households were categorized as being severely cost burdened** ("low-income" includes those earning 80% of the area median income). This was slightly less than in either King or Pierce County - 12.9 percent and 12.8 percent, respectively. Households with these cost burdens may have difficulties affording other necessities, including food, clothing, transportation, or health care.

Milton's affordability categories for both rental and ownership housing have been disaggregated by race and ethnicity in Figure 59. Ownership households generally experience lower levels of cost burden compared to renters, but owners identifying as Black or African American or Some Other Race are most likely experience severe cost burden. For ownership housing situations, particularly severe housing cost burdens are notable as a proportion of Black or African American families, and for families identified as Some Other Race.

Higher rates of moderate or severe cost burden are evident among many racial groups in Milton, including more than 40 percent of White households and about 28 percent of Asian households. Severe cost burden is most common among renter households identifying as Pacific Islander or Some Other Race—over 93 percent of these households spend at least half of their income on housing costs.

Figure 59. Housing Cost Burden by Race/Ethnicity, 2019

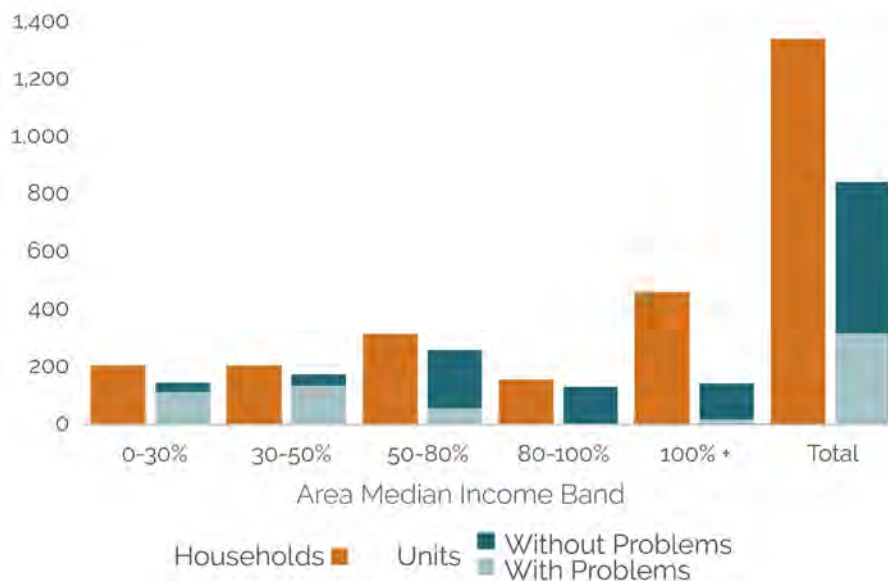
	White Alone, non-Hispanic	Hispanic or Latino	Asian	Black or African American	Pacific Islander	Some Other Race	American Indian or Alaska Native
Owner Housing							
Under 30%	81.0%	83.2%	70.5%	94.4%	100.0%	42.1%	99.0%
30-50%	12.1%	9.4%	40.3%	5.6%	0.0%	5.7%	1.6%
50% or More	6.7%	0.8%	1.7%	0.4%	0.0%	50.1%	0.8%
Not Calculated	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Rental Housing							
Under 30%	49.0%	80.4%	78.0%	78.8%	5.4%	2.8%	93.5%
30-50%	23.3%	10.9%	2.1%	1.3%	1.8%	2.1%	2.8%
50% or More	27.7%	8.9%	10.4%	20.1%	93.7%	95.9%	3.1%
Not Calculated	0.0%	0.0%	9.4%	0.0%	0.0%	0.0%	0.0%

HUD Comprehensive Housing Affordability Strategy (CHAS), 2015-2019

Affordability of Renter-Occupied Housing

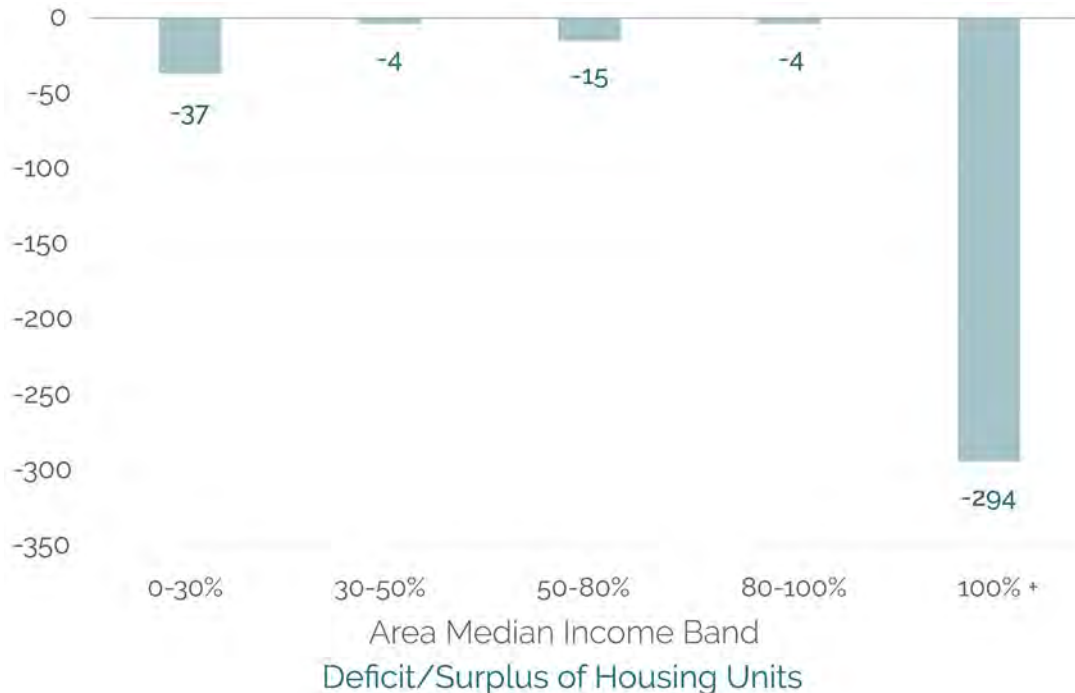
Households that rent housing in Milton tend to have lower incomes. Using HUD Comprehensive Housing Affordability Strategy (CHAS) data for 2019, which is based on HUD Area Median Household Income (HAMFI), Figure 60 compares the number of renter households in each Housing Need category (the same AMI ranges used above) to the number of existing rental units affordable to each category. This analysis compares renters with housing rents and does not consider housing cost-burden of households or groups. Low-income households, for example, may be renting at prices much higher than they can afford, and moderate- or higher-income households may be paying a smaller proportion of their monthly income on rent.

Figure 60. Milton Renter Income and Rental Units, 2019



U.S. Department of Housing and Urban Development CHAS, 2019; Framework, 2023.

Figure 61. Gap in Available Rental Units by Income Group, 2019



U.S. Department of Housing and Urban Development CHAS, 2019; Framework, 2023.

The gap analysis in Figure 60 and Figure 61 shows:

- A rental unit deficit exists across all income levels in Milton. In some cases, this means that households must “rent up” and spend more than 30% of their income on housing. It is also likely that higher-earning households are “down renting” and putting pressure on moderate- and low-income housing by competing for a constrained number of units at lower price points.
- There is a gap of affordable housing units for Milton’s renting households that earn less than 50% of the HAMFI. This deficit amounts to nearly 45 units. Particularly concerning is the fact that most units available at these price points have problems, meaning a physical issue related to heating, plumbing, and electrical systems or general maintenance.
- Most Milton renters earn 100% HAMFI or more. A deficit of 294 higher-cost rental units exists and may mean that market-rate developers (who are most likely to build at this price point) are unable to find residential construction opportunities in Milton.
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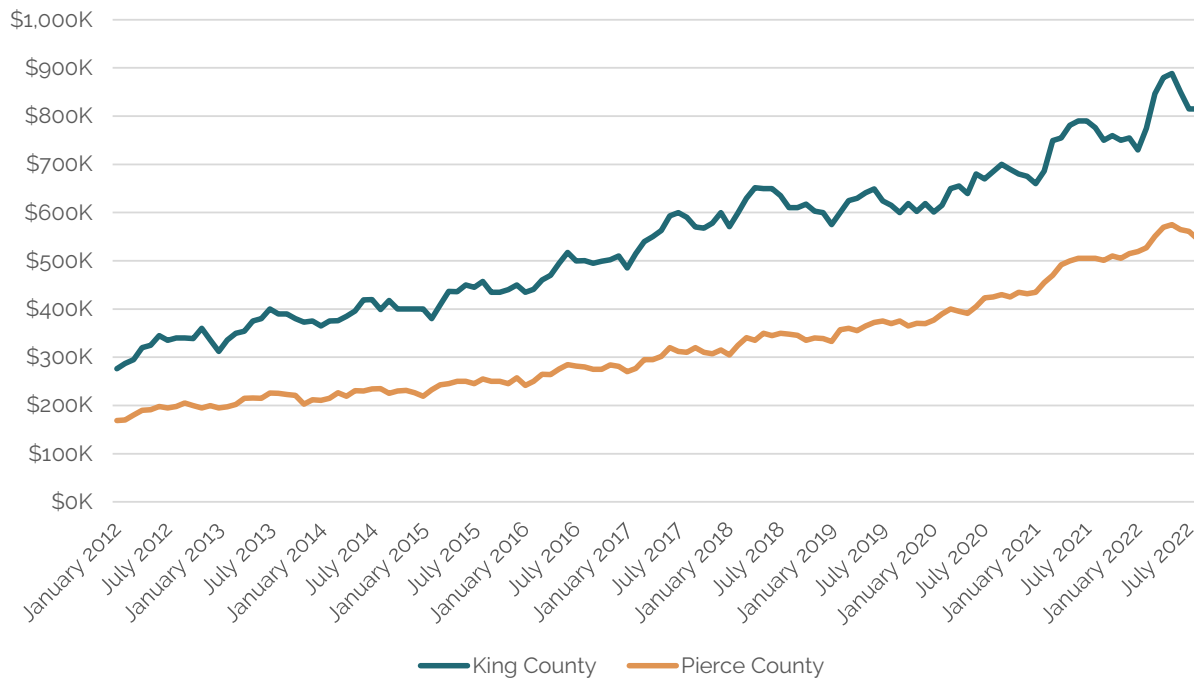
Affordability of Owner-Occupied Housing

Homeownership has long been a path toward neighborhood stability and a driver for personal and household wealth. An important aspect of addressing Milton's housing needs is ensuring there are home ownership opportunities for moderate-income households and first-time homebuyers.

Figure 62 shows all residential sales (condo/co-op, multi-family, single-family, townhomes, and single units) for King and Pierce County between 2012 and 2022. Sales prices have

generally recovered and increased steadily since the Great Recession. King County has experienced more variability, but greater overall increases compared to Pierce County during this time. The onset of the COVID-19 pandemic in 2020 initiated a cycle of large increases and decreases in sales. The end of this tumultuous phase has yet to be seen, but so far, the housing market in Pierce County appears to be less volatile compared to King County with a steadier trajectory of residential sales.

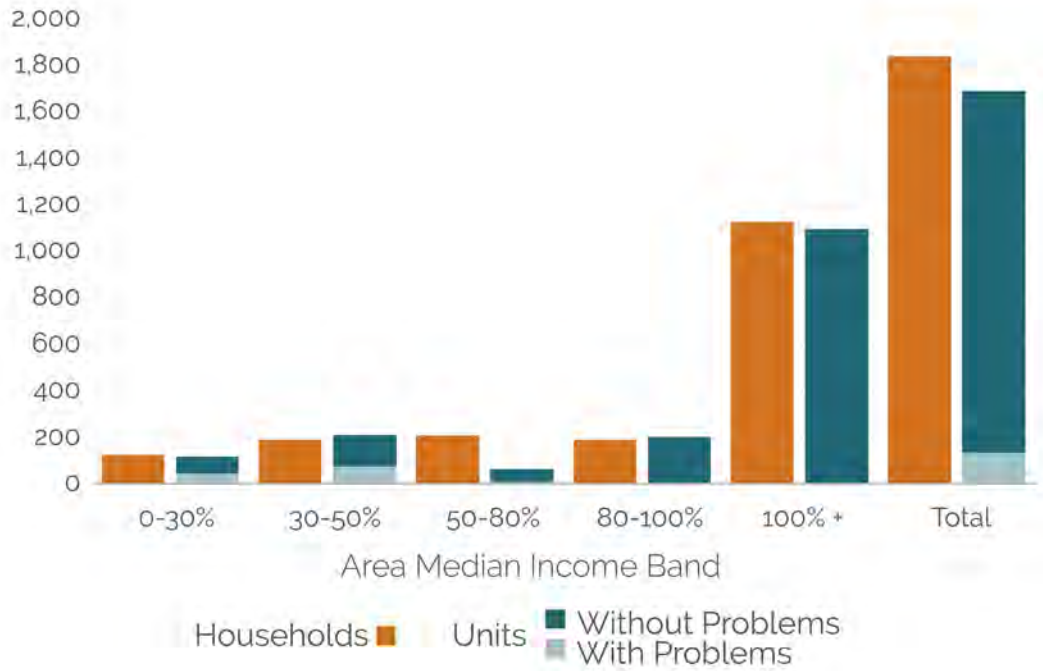
Figure 62. Median Sales Price for All Residential Types in King and Pierce County (2012 - 2022)



Redfin, 2022; Framework, 2022

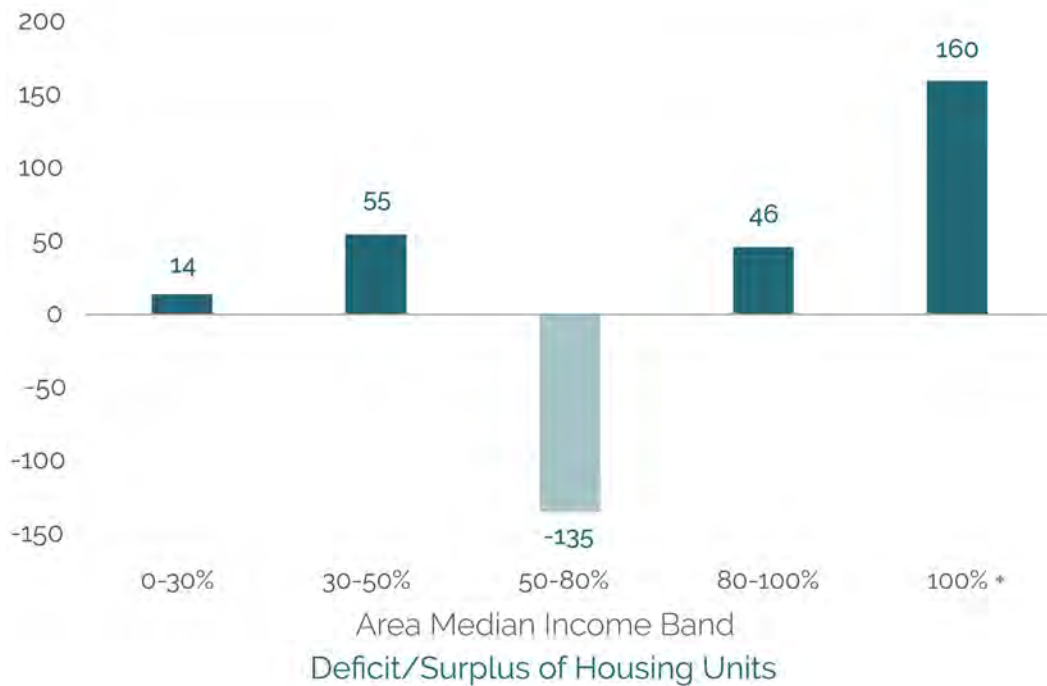
Figure 63 and Figure 64 estimate the gap between existing housing units for purchase and the number of owner households at various income levels. This analysis does not fully assess ownership affordability in terms of downpayment; instead, it simply categorizes units based on monthly mortgage amounts. This analysis also does not consider levels of cost-burden among ownership households; lower-income households may be owning at prices higher than they can afford and higher-earning households may be paying a smaller proportion of their income on housing costs.

Figure 63. Milton Owner Income and Owner Units, 2019



U.S. Department of Housing and Urban Development CHAS, 2019; Framework, 2023.

Figure 64. Gap in Available Owner Units by Income Group, 2019



U.S. Department of Housing and Urban Development CHAS, 2019; Framework, 2023.

The analysis in Figure 62 and Figure 63 shows:

- A discrepancy between ownership households and the units they can own affordably exists across all income groups in Milton.
- A deficit of 135 units affordable to households earning between 50 and 80 percent HAMFI suggests that households in this income group are either buying lower-cost units and limiting the units available to lower-income households or “buying up” and therefore spending a larger proportion of their income on housing.
- As with Milton’s rental stock, much of the City’s lower-income for-sale units have problems, which may place lower-income ownership households at risk of public health concerns or excessive maintenance or energy costs.
- Generally, Milton has more households in the upper-income levels that can own a home compared to Pierce County.

2.8 Growth and Capacity

Housing Growth Targets and Land Capacity

Countywide Planning Policies set growth targets including a net number of housing units. A buildable lands analysis completed at the county level determines Milton’s capacity for growth to ensure targets can be met. Figure 65 below shows that Milton has more than sufficient capacity to meet its 2044 growth target.

Figure 65. Growth Targets and Capacity: 2022-2044

Targets and Capacity	Number
King County Housing Growth Target (2020-2044)	50
Pierce County Housing Growth Target (2020-2044)	259
Estimated Housing Unit Production (2020-2022)	137
Remaining Target (2022-2044)	172
Parcel Capacity in King County (2020-2044)	66
Parcel Capacity in Pierce County (2020-2044)	432
Total Capacity	498
Capacity Surplus/Deficit versus Target	326

Washington Office of Financial Management; PSRC; King County; Pierce County; Framework, 2022

According to King County Countywide Planning Policies, the County has affordable housing targets for the following low-income households. Individual jurisdictions do not have to meet these numbers, but they are encouraged to contribute to these goals at the county scale.

- **30% AMI and below (extremely low income):** 15% of total housing supply. Applied to Milton’s target, this would mean the City should plan approximately 26 units affordable at this level.

- **30-50% AMI (very low income):** 15% of total housing supply. Applied to Milton’s target, this would mean the City should plan approximately 26 units affordable at this level.
- **50-80% AMI (low income):** 19% of total housing supply. Applied to Milton’s target, this would mean the City should plan approximately 33 units affordable at this level.

Land Area for Moderate and High-Density Housing

An inventory of Milton’s zones that permit residential development, which includes both purely residential and mixed-use zones, is shown in Figure 66. Residentially-Zoned Land in Milton, 2022. About 64 percent of Milton’s residential land is exclusively zoned for single-family homes and duplexes (on lots at least 12,000 square-feet) under the RS zoning designation. **This leaves approximately 36 percent of Milton’s residential land that’s supportive of moderate density housing.**

Milton’s RMD, RM, and MX zones permit multi-family development—either by-right or as a conditional use—with a uniform net density limit of 12 dwelling units per acre. Only through the development of an adult retirement community can properties in the RMD and RM zone achieve the maximum net density of 18 dwelling units per acre. Projects must include either mixed-use or adult retirement community development to reach 18 dwelling units per acre in the MX zone.

Parcels in Milton’s Planned Development zone are limited to detached single-family homes unless a master plan is submitted.

Figure 66. Residentially-Zoned Land in Milton, 2022

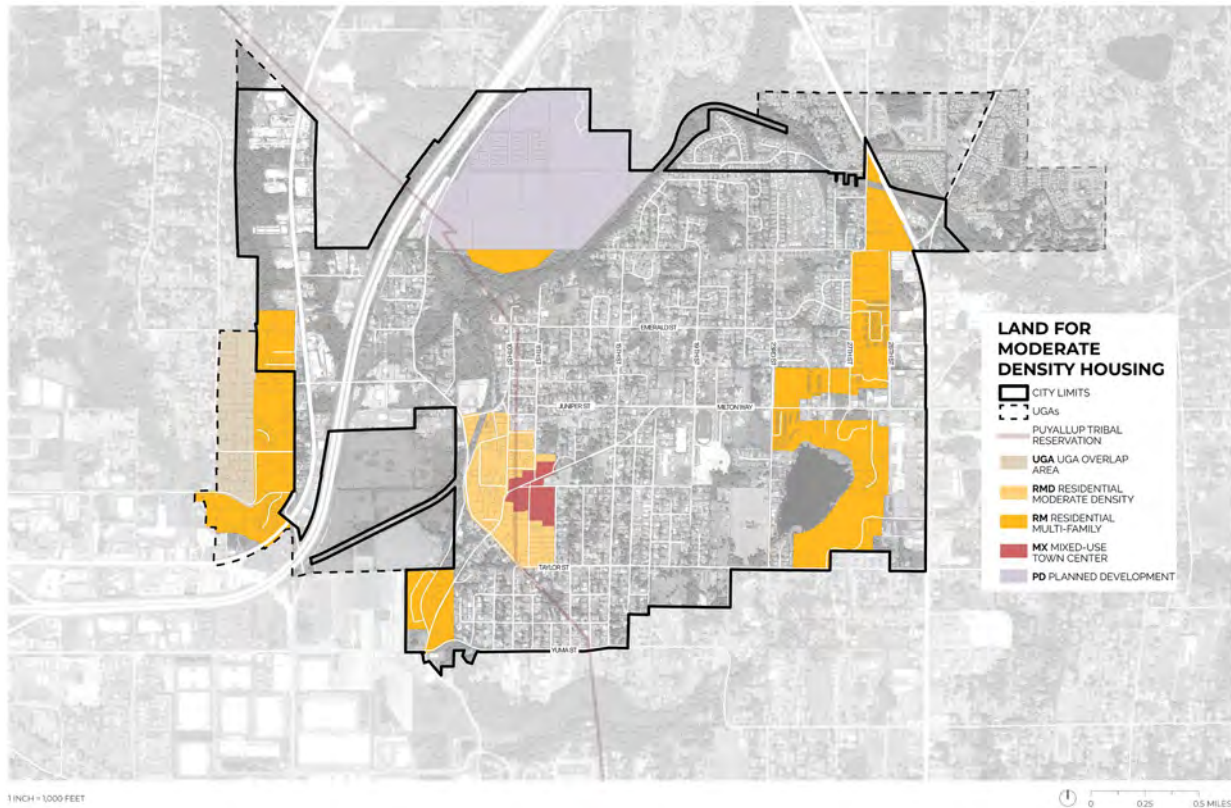
Zone	Parcel Area (Acres)
Residential Single-Family (RS)	952.6
Residential Moderate Density (RMD)	58.6
Residential Multifamily (RM)	297.6
Mixed-Use Town Center (MX)	13.8
Planned Development (PD)	157.8
Total Zoned Residential	1,480.4
Total Zoned Moderate/High Density	527.8
Percentage of Residentially-Zoned Land for Moderate Density Housing	36%

City of Milton; King County; Pierce County; Framework, 2022

The geographic distribution of Milton’s RMD, RM, MX, and PD zones is shown in Figure 67. These are the only areas of the city that permit moderate density housing. Figure 69 shows the building footprints of existing multi-family housing, including duplexes and retirement facilities. Some duplexes, triplexes, and fourplexes are scattered throughout Milton’s

Residential Single-Family zone, suggesting these units were built before single-family restrictions were put in place. Apartment buildings, fourplexes, and retirement facilities are primarily located near busier arterials like Highway 99 and Meridian Ave East or Interstate-5.

Figure 67. Land for Moderate Density Housing Based on Existing Zoning



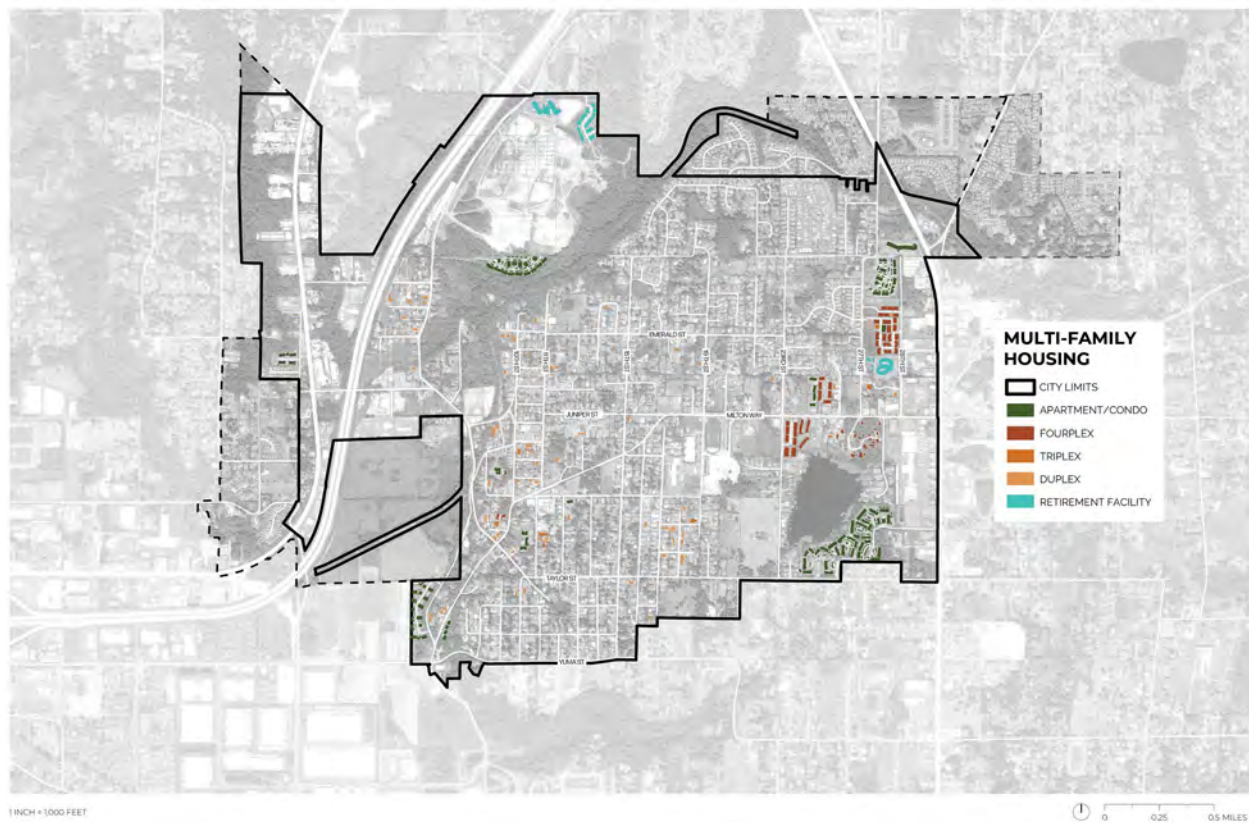
City of Milton; Framework, 2022

Figure 68. Single-Family and Multi-Family Neighborhoods in Milton



Redfin; Google, 2022

Figure 69. Existing Multi-Family Housing



City of Milton; Framework, 2022

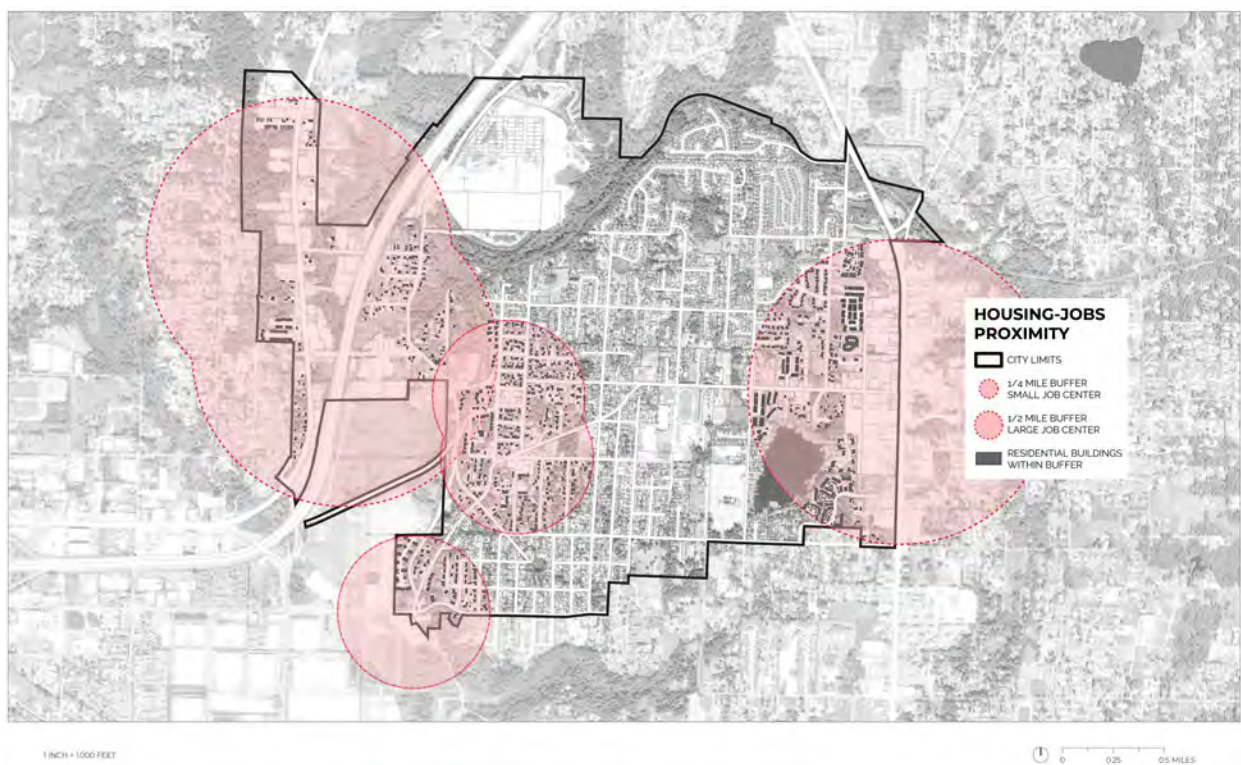
Housing Locations Relative to Employment Locations

The location of housing in relation to job centers is another important factor to consider when determining the affordability and accessibility of the local housing market. Housing proximate to job centers can often provide viable access by walking, rolling, or transit—a necessity for households without access to a personal vehicle.

Figure 70 represents a simplified analysis of Milton's housing locations within reasonable walking or rolling distance from local employment centers. Six job centers—three larger employment locations and three smaller—were identified below. These areas contain a concentrated of retail, service, and other commercial land uses that suggest significant employment opportunities.

- Larger job centers at the intersection of Milton Way and Meridian Ave East and along the western edge of Milton near I-5 and Highway 99.
- Smaller job centers at the intersection of Yuma Street and Freeman Ridge East and near the Milton Town Center.

Figure 70. Residential Structures Proximate to Milton's Job Centers



City of Milton; Framework, 2022

Quarter-mile buffers were applied to the estimated center point of the smaller employment locations and half-mile buffers were used for the larger employment locations assuming these areas include more jobs.

Such an analysis has its limitations. The simple buffers are uniformly measured from a center point and not a perfect representation of walking or rolling distance. Localized housing unit or job data was also unavailable. Nonetheless, this analysis provides an estimate of job-adjacent housing opportunities in Milton. **Approximately 1,230 residential buildings (43% of Milton's total) exist within the buffers.**

2.9 Racially Disparate Impacts, Displacement, and Exclusion (to be completed by BERK)

3.0 Summary of Housing Conditions and Trends

Milton's housing stock largely mirrors that of surrounding communities with a predominant composition of single-family residential development. Aside from various senior living communities sprinkled throughout the city, Milton's neighborhoods contain detached single-family homes, 2000s-era townhomes, and mobile home communities. Multi-family living arrangements, smaller unit sizes, subsidized housing, and housing appropriate for small families is less common—suggesting limited housing choice for Milton's residents.

As with many Puget Sound communities, Milton's housing prices for owners and renters are increasing due to constrained supply and housing costs that outpace income for many professions. The limited or unaffordable supply has created barriers for new residents, existing residents looking to downsize, and young adults interested in remaining in Milton. Consequently, cost-burdened households are a major concern among households of color. Those identifying as Black, Pacific Islander, Hispanic, Asian, or Other Race face higher amounts of extreme cost-burden compared to White, Non-Hispanic households.

Despite relatively small growth targets that should be easily achieved with Milton's land capacity, the city faces several challenges for housing its residents in the future. Limited land exists that is both developable and zoned for residential construction—especially for mixed-use or multi-family development. And although a recent surge in single-family home building has filled in Milton's neighborhoods, continued population growth with changing demographics (increasingly older, more racially diverse, and fewer school-age children) will redefine the City's ideal housing stock over the next 20 years.



03

TRANSPORTATION



The following memo entitled "Existing Conditions – Transportation Element, City of Milton" includes an existing conditions analysis of Milton's transportation infrastructure. A detailed streetscape analysis was also conducted to show existing and proposed conditions of Milton's streets and can be found in Appendix B.

MEMORANDUM

Date:	November 14, 2022	TG:	1.20334.00
To:	Jeff Arango, AICP - Framework		
From:	Jon Pascal, PE – Transpo Group Paul Sharman, PE – Transpo Group		
Subject:	Existing Conditions Update – Transportation Element, City of Milton		

The following is an update to the City’s existing conditions chapter in the adopted Transportation Element.

Travel needs within the City of Milton are currently met by a range of transportation facilities and services. These facilities and services provide for travel within the City and also connect Milton with the rest of the region. The City’s existing transportation system is comprised of state highways, arterials, collectors, and local roads as well as facilities for pedestrians, bicycles, freight, and transit. The inventory and assessment provides an update to the Transportation Element since the prior adoption of the Comprehensive Plan, and helps inform the identification and prioritization of the City’s long-term transportation improvement projects and programs.

Existing Transportation System Assessment

The City of Milton’s roadway system is made up of a collection of public and private streets, along with state and federal highways. Interstate 5 (I-5) runs north-south through the city, separating commercial areas along Pacific Highway E (SR 99) from primarily residential areas to the east. Meridian Avenue E (SR 161) forms the east boundary of the city limits, separating the City of Milton and the City of Edgewood. Milton Way and Taylor Street are the primary east-west connections through the city.

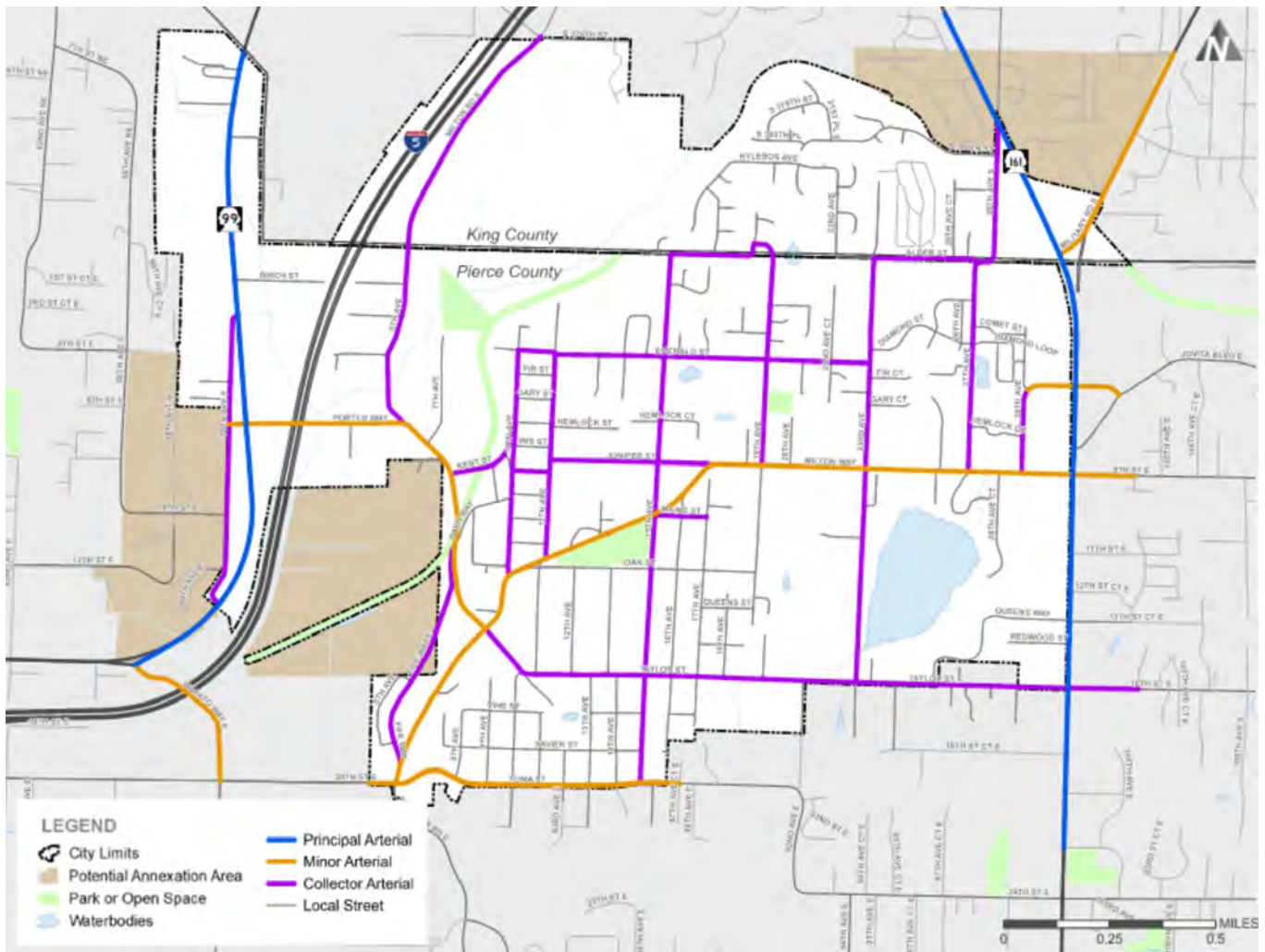
Street Classification

The City of Milton uses a functional street classification system to describe its street network as shown in Table 1 and Figure 1. The functional classification ranks each of the streets based on the facility’s speed, volume, and access to adjacent property. For example, Principal Arterials, such as Meridian Avenue E and Pacific Highway E serve all types of local and regional traffic including freight, have less access to adjacent land uses, and typically allow higher speeds. Minor Arterials, such as Milton Way and Porter Way, provide both local connections and serve through traffic. Collector Streets, such as 23rd Avenue and Taylor Street, provide connections between neighborhoods. Finally, Local Streets provide direct access to adjacent properties.

Table 1. Functional Classification Definitions

Street Classification	Description	Examples
Principal Arterials	Carry high volume of traffic and provide for regional and local mobility. These facilities are typically designed for higher speeds with reduced access to adjacent property.	Meridian Avenue E (SR 161) Pacific Highway E (SR 99)
Minor Arterials	Accommodate both local and through traffic, connecting between principal and collector streets. Minor arterials typically have a moderate degree of access, and lower travel speeds.	Milton Way (Porter Way to Meridian Ave E) Porter Way (Pacific Hwy E to Milton Way)
Collector Streets	Provide for movement through neighborhoods, connecting arterials to local streets. Collector streets typically have low volumes, low speeds and carry little through traffic.	23rd Avenue (Milton Way to Taylor Street) Porter Way (Milton Way to Taylor Street)
Local Streets	All roads not defined as arterials or collectors. Their primary role is to provide direct access to adjacent property, and these are the lowest volume and the lowest speed facilities.	Alder Street Juniper Street 10th Avenue

Figure 1 - Roadway Functional Classification



State Highways

There are three state-owned facilities that run within the City of Milton’s boundaries. These include the following:

- Interstate 5 (I-5) is a limited-access highway connecting major centers.
- SR 99 (Pacific Highway E) runs along the west side of the City
- SR 161 (Meridian Avenue E) runs north-south along the east side of the City.

SR 99 and I-5 are classified by the State as Highways of Statewide Significance. SR 161 (Meridian Avenue E) is classified by the Puget Sound Regional Council (PSRC) as a Highway of Regional Significance. For SR 99 and I-5, WSDOT has set a LOS D standard, and for SR 161, PSRC - in consultation with WSDOT - has set a LOS E standard.

Roadway Characteristics

Within the City, the highest volume streets are principal arterials such as Pacific Highway E and Meridian Avenue E. These corridors serve both local and regional needs and have approximate average weekday traffic volumes greater than 19,000 vehicles. Other high-volume corridors include the minor arterials, such as Milton Way, that feed the principal arterials or provide connections to adjacent cities. Table 2 summarizes the characteristics of the major streets

in Milton. The table lists the functional classification, number and width of the lanes, as well as descriptions of the road's shoulder treatment, speed limit and average weekday traffic volumes.

Table 2. Inventory of Major Streets

Street Name	Section	Functional Classification	# of Lanes	Lane Width (ft)	Shoulder Treatment	Speed Limit	Daily Traffic (ADT)
Pacific Highway E (SR 99)	70th Ave E to King/Pierce County Line	Principal Arterial	4 or 5	12	Paved	45	19,000 ¹
Meridian Ave E (SR 161)	32nd St to 36th St	Principal Arterial	2 or 3	12	Sidewalk / Paved	40	22,000 ²
Milton Way	11th Ave to 13th Ave	Minor Arterial	2	11	Sidewalk / None	35	12,000 ²
Milton Way	27th Ave to 28th Ave S	Minor Arterial	3	11	Sidewalks	35	15,000 ²
Milton Way	20th Street to Meridian Ave E	Minor Arterial	2 or 3	12	Sidewalk / Paved	35	11,000 ¹
Military Road	Meridian Ave E to City Limits	Minor Arterial	2	12	Minimal / Paved	35	8,000 ¹
Porter Way	Pacific Hwy E to 5th Avenue	Minor Arterial	2	12	Minimal / Paved	35	4,600 ¹
19th Ave	Emerald St to Milton Way	Collector	2	10	Sidewalk / Gravel / None	25	800 ²
23rd Ave	Milton Way to Taylor St	Collector	2	11	None	25	1,200 ²
Emerald Street	11th Ave to 23rd Avenue	Collector	2	11	Minimal / Gravel	25	900 ¹
11th Avenue	Emerald Street to Oak Street	Collector	2	11	None	25	750 ¹
15th Avenue	Alder Street to Yuma Street	Collector	2	12	Some Paved East Shoulder, Other Minimal Gravel	25	650 ¹
19th Avenue	Alder Street to Milton Way	Collector	2	11	Minimal Gravel	25	2,100 ¹
23rd Avenue	Alder Street to Taylor Street	Collector	2	8-11	Sidewalk / None	25	1,000 ¹
27th Avenue	Alder Street to Milton Way	Collector	2	8-10	None	25	1,800 ¹

1. Based on 2018 data.
 2. Based on 2022 data.

Intersection Operations

The following sections summarize traffic operations for existing conditions for the study area intersections.

The operational characteristics of an intersection are determined by calculating the intersection level of service (LOS). At signalized, all-way stop, and roundabout intersections, LOS is measured in average control delay per vehicle and is typically reported using the intersection delay. At unsignalized side-street, stop-controlled intersections, LOS is measured by the average delay on the worst-movement of the intersection. Traffic operations and average vehicle delay for an intersection can be described qualitatively with a range of levels of service (LOS A through LOS F), with LOS A indicating free-flowing traffic and LOS F indicating extreme congestion and long vehicle delays.

Weekday PM peak hour traffic operations for existing and future without-project conditions were evaluated at the study intersections based on the procedures identified in the *Highway Capacity Manual* 6th Edition, unless otherwise noted for signal timing constraints, and were evaluated using *Synchro 11*. *Synchro 11* is a software program that uses *HCM* methodology to evaluate intersection LOS and average vehicle delays. Intersection level of service definitions are provided in Table 3, consistent with *HCM* 6th Edition methodology. Results for the existing operations analysis are summarized in Table 4.

Table 3. Intersection Level of Service Criteria

Level of Service	Signalized Average Control Delay (seconds/vehicle)	Unsignalized Average Control Delay (seconds/vehicle)	General Description
A	< 10	0 - 10	Free Flow
B	> 10 - 20	> 10 – 15	Stable Flow (slight delays)
C	> 20 - 35	> 15 - 25	Stable Flow (acceptable delays)
D	> 35 - 55	> 25 - 35	Approaching Unstable Flow (tolerable delay)
E	> 55 - 80	> 35 - 50	Unstable Flow (intolerable delay)
F ¹	> 80	> 50	Forced Flow (congested and queues fail to clear)

Source: *Highway Capacity Manual 2010 and 6th Edition*, Transportation Research Board, 2010 and 2016, respectively.

1. If the volume-to-capacity (v/c) ratio for a lane group exceeds 1.0 LOS F is assigned to the individual lane group. LOS for overall approach or intersection is determined solely by the control delay.

The City of Milton has adopted a standard of LOS D or better for evaluating its transportation system. Intersections that fail to meet the standard are considered deficient and require improvements or modifications to meet the standard.

Table 4. Existing (2022) Weekday PM Peak Hour Intersection Level of Service Summary

Intersection	Traffic Control ¹	LOS ²	Delay ³	Worst Movement ⁴
1. 5th Avenue/Porter Way	Stop-Controlled	F	58	SBL
2. Porter Way/Kent Street	Stop-Controlled	B	12	WB
3. Porter Way/Fife Way	Stop-Controlled	C	17	EB
4. Porter Way/Milton Way	Signal	C	22	-
5. Milton Way/Fife Way	Stop-Controlled	D	27	EBL
6. Milton Way/20th Street E	Signal	D	36	-
7. 11th Avenue/Milton Way	Stop-Controlled	C	25	NB
8. 15th Avenue/Milton Way	Stop-Controlled	D	26	SB
9. 19th Avenue/Milton Way	Signal	A	7	-
10. 23rd Avenue/Milton Way	Signal	C	24	-
11. 27th Avenue/Milton Way	Signal	B	12	-
12. 28th Avenue S/Milton Way	Signal	B	17	-
13. SR 161/Milton Way	Signal	C	32	-
14. 15th Avenue/Taylor Street	Stop-Controlled	B	10	SB
15. 23rd Avenue/Taylor Street	Stop-Controlled	B	10	SB
16. 19th Avenue/Emerald Street	Stop-Controlled	A	8	WB
17. 23rd Avenue/Emerald Street	Stop-Controlled	A	8	SB
18. 27th Avenue/Alder Street	Stop-Controlled	B	11	SB
19. Meridian Avenue E/Military Road S	Signal	B	12	-
20. Meridian Ave E/Emerald St	Signal	D	44	-
21. Meridian Ave E/Taylor St	Signal	B	12	-
22. Pacific Highway E/Porter Way	Signal	B	19	-

1. Existing traffic control system.

2. Level of Service (A – F) as defined by the *Highway Capacity Manual (HCM) 6th Edition* (TRB).

3. Average delay per vehicle in seconds.

4. Worst movement reported for two-way stop-controlled intersections.

Traffic Safety

Recent collision records were reviewed within the study area to identify existing traffic safety issues at the study intersections. The most recent complete five-year summary of accident data from the WSDOT is for the period between January 1, 2017, and December 31, 2021. This information is summarized in Table 5.

Table 5. Five-Year Collision Summary – 2017 to 2021

Location	Number of Collisions per Year					Total	Annual Average	Collisions per MEV
	2017	2018	2019	2020	2021			
1. 5th Avenue/Porter Way	1	3	0	4	1	9	1.8	0.41
2. Porter Way/Kent Street	0	0	2	0	0	2	0.4	0.13
3. Porter Way/Fife Way	0	0	0	1	0	1	0.2	0.08
4. Porter Way/Milton Way	1	2	1	2	2	8	1.6	0.32
5. Milton Way/Fife Way	0	1	1	1	2	5	1.0	0.21
6. Milton Way/20th Street E	0	3	3	2	1	9	1.8	0.29
7. 11th Avenue/Milton Way	1	0	1	2	4	8	1.6	0.40
8. 15th Avenue/Milton Way	0	0	1	2	3	6	1.2	0.31
9. 19th Avenue/Milton Way	0	1	1	2	0	4	0.8	0.17
10. 23rd Avenue/Milton Way	0	2	0	1	1	4	0.8	0.15
11. 27th Avenue/Milton Way	3	1	1	3	1	9	1.8	0.33
12. 28th Avenue S/Milton Way	2	3	4	4	1	14	2.8	0.49
13. SR 161/Milton Way	4	6	9	5	3	27	5.4	0.55
14. 15th Avenue/Taylor Street	0	0	1	0	0	1	0.2	0.20
15. 23rd Avenue/Taylor Street	0	0	0	0	0	1	0.2	0.15
16. 19th Avenue/Emerald Street	0	0	0	0	0	0	0.0	0.00
17. 23rd Avenue/Emerald Street	0	0	0	0	0	0	0.0	0.00
18. 27th Avenue/Alder Street	0	0	0	0	0	0	0.0	0.00
19. Meridian Avenue E/Military Road S	5	8	3	8	5	29	5.8	0.61
20. Meridian Avenue E/Emerald Street	6	3	7	2	4	22	4.4	0.41
21. Meridian Avenue E/Taylor Street	2	1	1	3	3	10	2.0	0.24
22. Pacific Highway E/Porter Way	2	10	6	8	6	32	6.4	0.70

Source: WSDOT, 2022

Under 23 U.S. Code § 409 and 23 U.S. Code § 148, safety data, reports, surveys, schedules, lists compiled or collected for the purpose of identifying, evaluating, or planning the safety enhancement of potential crash sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a Federal or State court proceeding or considered for other purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists, or data.

As shown in Table 5, the total number of collisions at the study area intersections ranged between 0 and 32 over the five years resulting in an annual average between 0 and 6.4 collisions per year. The two most common types of collisions were rear ends and collisions due to vehicles entering at an angle.

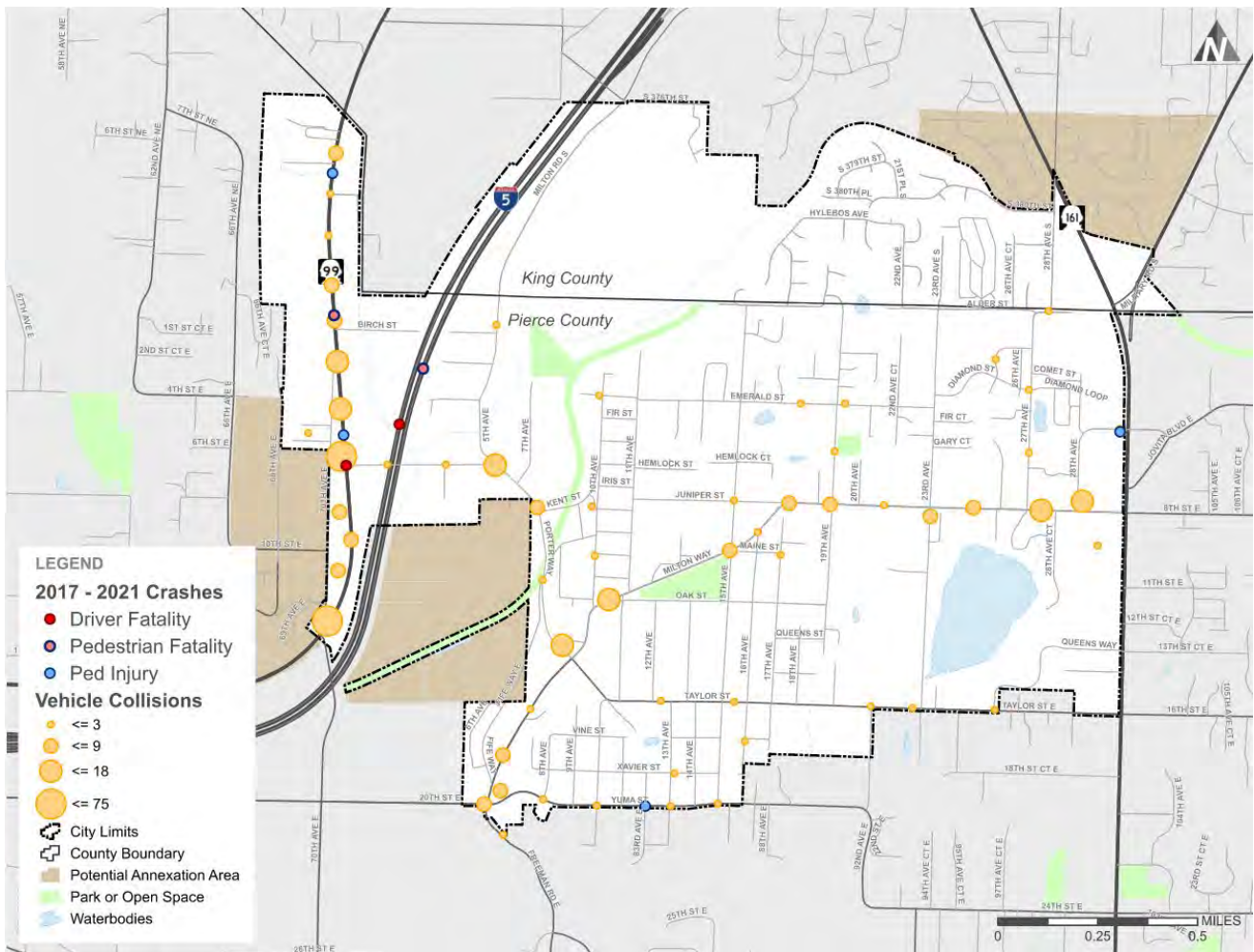
The highest number of reported collisions occurred at the Pacific Highway E/Porter Way intersection which also carries the fourth highest traffic volumes in the study area. At the intersection, the most frequent number of collisions reported were angle collisions followed by rear ends. The majority (approximately 60 percent) resulted in property damage only. One fatality occurred at the intersection.

Only one reported collision involving a pedestrian was reported within the City of Milton, at the Meridian Avenue E/Emerald Street intersection. This collision involved a pedestrian and was due to a vehicle failing to yield. The collision resulted in an injury. No collisions with bicyclists occurred within the City of Milton in the last five years.

There was one reported fatality in the study area over the five-year period, occurring at the Pacific Highway E/Porter Way intersection in 2018 and involved a truck that disregarded the stop light while using a hands-free cell phone. The majority of collisions resulted in property damage only.

The number of collisions per million entering vehicles (MEV) was also reviewed for the study area intersections. The collision rate is representative of the number of collisions per one million entering vehicles (MEV) at each intersection. Intersections with a rate greater than 1.0 collision per MEV are typically noted for further investigation to determine whether an adverse condition exists. As shown in Table 5, the rate ranged from 0 to 0.7. The low number of reported fatalities, collisions with pedestrians or bicyclists, and a maximum rate of 0.7 collisions per MEV suggests that there are no major safety concerns within Milton. Figure 2 provides an illustration of the location and frequency of collisions throughout the study area.

Figure 2 – Historical Collision Locations



Neighborhood Safety Concerns

The City of Milton has received several complaints of vehicle speeding and cut-thru traffic along collector roadways. The collision data summarized above is not showing disproportionately high collision rates along any of the collector roadways within Milton. Additionally, overall average daily traffic (ADT) volumes on collector roadways range from approximately 650 to 2,100 vehicles per day within Milton, well within the typical expected ADT on a collector roadway. Traffic speed data may be collected in the future to further identify whether any speeding issues are occurring along collector roadways or local neighborhood streets.

Transit Service

Pierce Transit provides a variety of transit services that connect Milton to nearby communities and regional destinations. Figure 3 shows the transit services in Milton, which include the following routes:

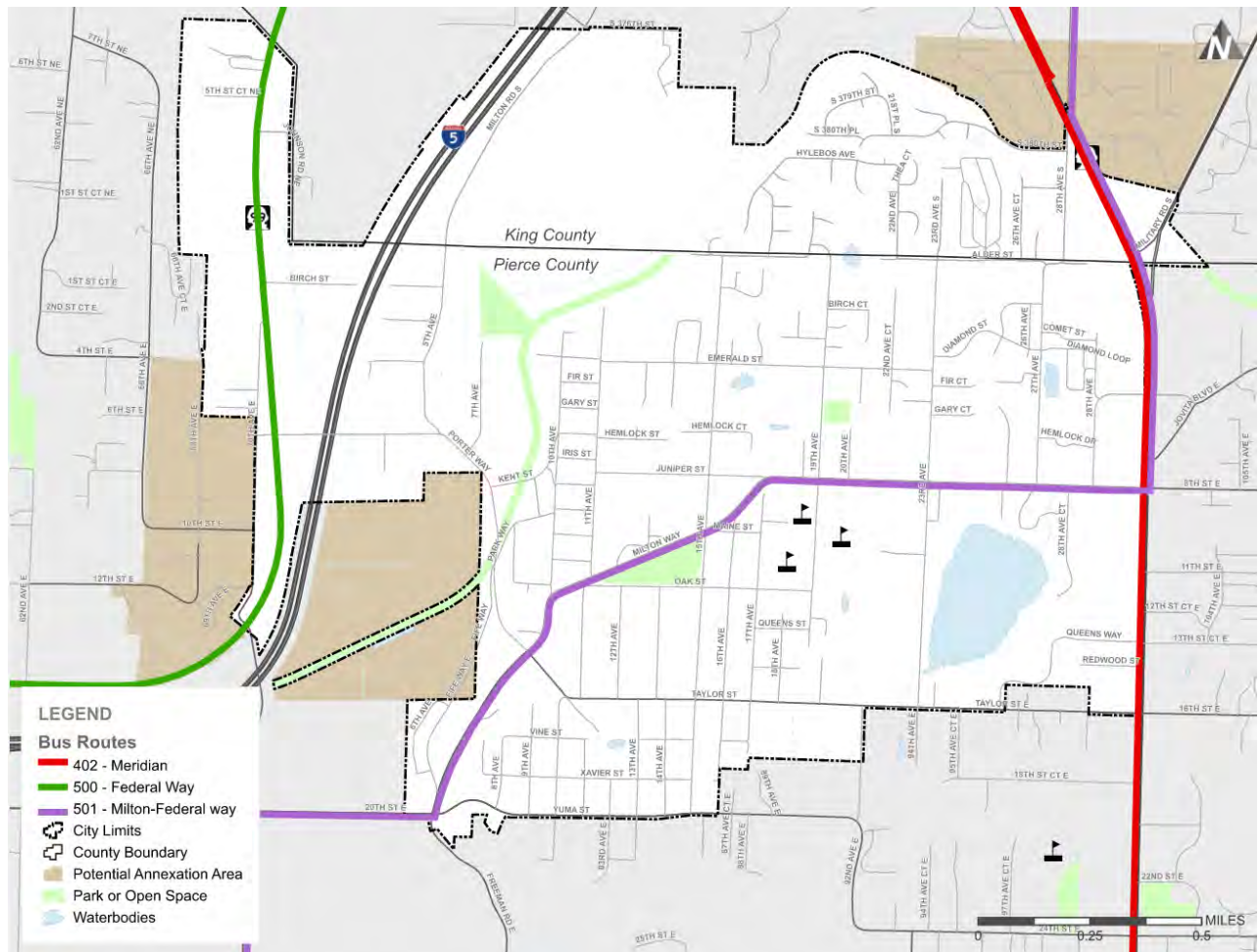


- Route 501 runs along Milton Way connecting the City of Milton to the Commerce Street Transit Center in Downtown Tacoma, Tacoma Dome Station, City of Fife, and Federal Way Transit Center. Service is provided hourly on weekdays and is limited to a few morning and evening runs on weekends.
- Route 402 runs along Meridian Avenue E from 171st Street E in Puyallup to the Federal Way transit center. Route 402 provides service once an hour from early morning until late evening, in both north and southbound directions. This route connects between Milton and the Puyallup Sounder Commuter Rail Station.
- Route 500 travels along Pacific Highway East at the western edge of the City, providing transit service from downtown Tacoma to the SeaTac Mall in Federal Way. This route runs approximately every 30 minutes, from early morning until late evening in both north and southbound directions.

The City of Milton’s planning area does not have any designated park and ride lots. The nearest park and ride lots are located at the Tacoma Dome Station and at the South Federal Way Park and Ride lot.

In addition, Pierce Transit provides paratransit service for those with special physical needs as a dial-a-ride program for destinations within three-quarters of a mile of regular routes. The service requires pre-certification of a disability to be eligible.

Figure 3 – Existing Transit Routes in Milton



Freight Network

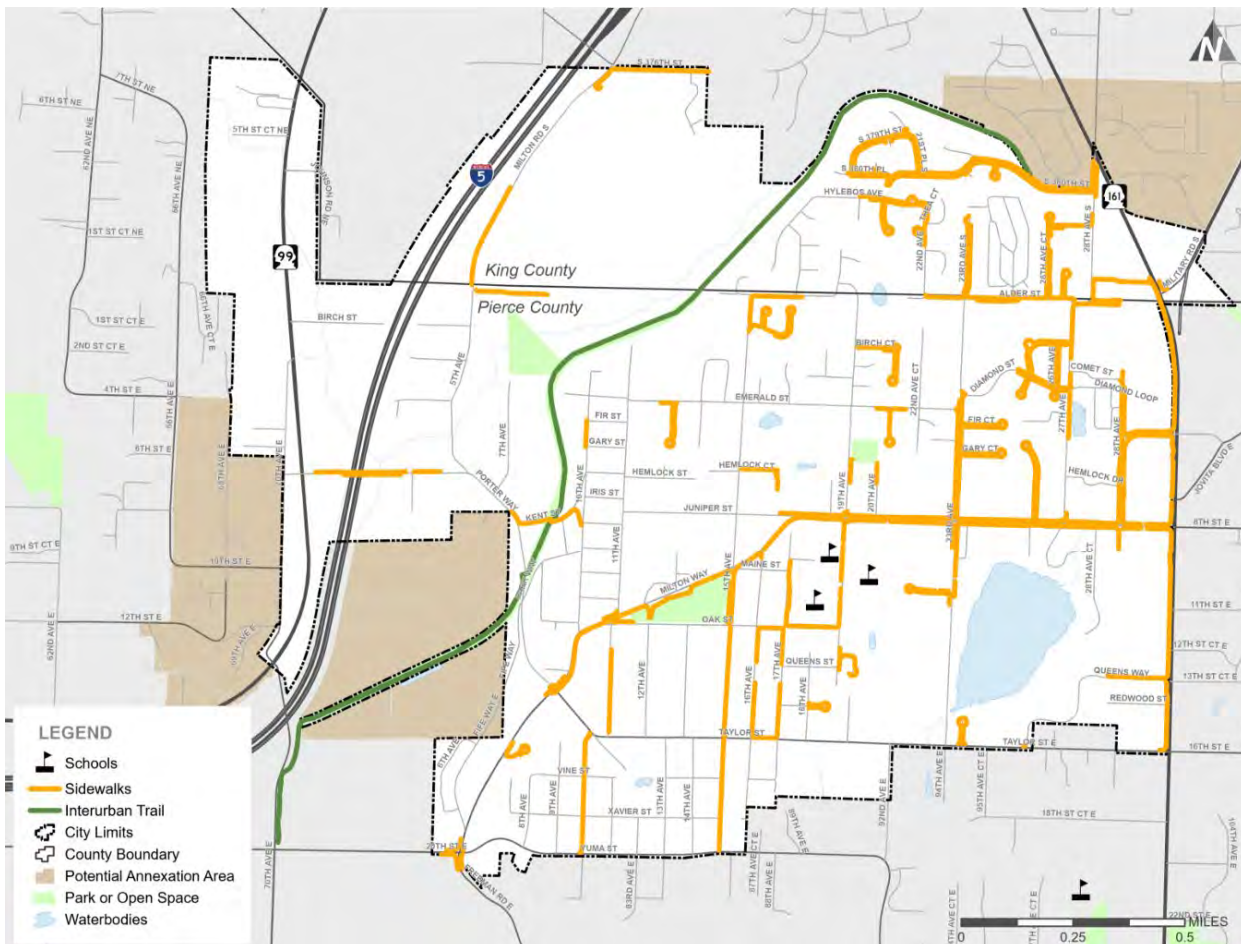
The City has designated Milton Way as a truck route from 20th Street E to Meridian Avenue E. Pacific Highway E and Meridian Avenue E serve as Milton’s north-south freight corridors. Trucks also use arterial roadways that connect to industrial and commercial areas.

WSDOT classifies streets based on the tonnage of freight carried annually from T-1 to T-5. According to the WSDOT *Freight and Goods Transportation System (FGTS) 2021 Update* report, Pacific Highway E is classified as a T-1 road and street (more than 10 million tons). Meridian Avenue S, Porter Way (north of Milton Way) and Milton Way (west of Porter Way) are classified as T-3 roadways (300,000 to 4 million annual tons). Milton Way (east of Porter Way) is classified as a T-4 roadway (100,000 to 300,000 annual tons). The City designs these streets to meet the expected levels of freight traffic.

Pedestrian Network

Pedestrian facilities play a vital role in the City’s transportation system by promoting mobility without the aid of motorized vehicles. The pedestrian network has developed over time, resulting in a variety of pedestrian facilities. In the older neighborhoods of the city, pedestrians walk on the shoulder or even share the travel way with vehicle traffic. In newer residential areas, there are often stretches of sidewalk as a result of frontage improvements installed as part of a housing or commercial development. Sidewalks and crosswalks are most often found in the city’s commercial areas, and near parks, community facilities and schools. The Interurban Trail runs through the west and north sections of the city and provides a off-road connection between neighborhood areas and is part of the regional trail system. Figure 4 shows the location of pedestrian sidewalks and walkways.

Figure 4 – Existing Pedestrian Facilities



Bicycle Network

Throughout Milton, bicyclists generally share the roadway with vehicle traffic, favoring lower volume streets to connect between destinations. The Interurban Trail provides an off-road, multi-use trail through the city, connecting Milton's neighborhoods together and improving regional connections to Fife and Edgewood.

King County and Pierce County have developed regional trail and bicycle system maps to encourage bicycle activity and use. King County maintains a number of publicly available bicycle and trailhead maps to encourage pedestrian and bicycle travel. Similarly, the *Pierce County Bike Map* (2016) provides information about potential routes for bicycling within Pierce County. The regional active transportation system provides an opportunity to invest in improved facilities that connect between communities and destinations.

A well-established bicycle system and facilities encourages healthy recreational activities, reduces travel demand on City roadways, enhances safety, and provides needed access to/from transit facilities.

Next Steps

- Collect speed data along key neighborhood collector streets, and evaluate level of neighborhood cut-through activity
- Analyze pedestrian and bicycle connectivity, and identify key system gaps
- Develop a Traffic 'Level of Stress' map to assist in confirming future bicycle routes and facilities
- Review alternative Level of Service concepts to monitor the performance of the transportation system
- Evaluate long-term local and regional land use growth and its impacts on Milton's transportation system



MILTON

04

**CAPITAL FACILITIES
& UTILITIES**

4.1 Overview

This section provides information on capital facilities and utilities that serve Milton including those owned and operated by the City and other private and public entities that provide for electricity, parks and open space, police, stormwater, transportation, emergency, water, libraries, sewer, and school services. An inventory and the current and future level of service (LOS) are provided for each facility type based on anticipated growth during the planning period. Proposed capital projects and funding sources are also addressed based on growth and demand for services.

4.2 Key Findings

- **Residents are served by a balance of municipal and special district capital facilities** - Milton provides public facilities and capital facility planning for municipal buildings, police services, electric, stormwater, and water. Special district providers serve Milton with fire, emergency services, libraries, sewer, and school services.
- **Population growth and public services needs have initiated the expansion of Milton’s municipal buildings** - A municipal complex expansion is expected to take place between 2026 and 2040.
- **Schools and facilities for fire and emergency services are expanding to accommodate the growth of Milton and surrounding areas** - East Pierce County Fire is constructing a new facility in Edgewood (Station 118) and has plans to replace the Milton Fire Station (Station 124). The Fife School District recently opened Fife Elementary School to address increasing student enrollment.
- **Deficiencies in Milton’s stormwater, transportation, electric, water, and sewer facilities exist** – Capacity and maintenance enhancements are being addressed in ongoing efforts under the City’s capital improvement plan and will be monitored during the 2024 comprehensive plan update.

4.3 Regulatory Context and Planning Framework

The Washington State Growth Management Act (GMA)

The GMA requires jurisdictions that fully plan, including Milton, to include a Capital Facilities Plan Element in their comprehensive plans (RCW 36.70A.070). This element analyzes the need for future capital improvements to support the goals and growth projections outlined in the Land Use Element and the funding mechanisms available for implementation. Under the GMA, a Capital Facilities Plan Element must be adopted before a jurisdiction can do the following:

- Implement GMA impact fees;
- Impose certain taxes (e.g., real estate excise tax); and
- Qualify for certain state funding opportunities.

Washington Administrative Code (WAC)

Section 365-196-415 of the WAC requires that the Capital Facilities Plan Element of a comprehensive plan contain:

- An inventory of capital facilities owned by public entities, including the location and capacities of the facilities;
- A forecast of future needs for such facilities based on the land use element;
- Proposed locations and capacities of expanded or new capital facilities;
- A (minimum) six-year financing plan for capital facilities; and
- A reassessment of the land use element if expected funding falls short of meeting existing needs.

Puget Sound Regional Council (PSRC)

PSRC's Vision 2050 addresses many capital facilities planning issues for the tri-county Puget Sound region. An emphasis is placed on equity when planning capital facilities as historic provisions of public services have disproportionately impacted communities of color and low-income neighborhoods. Inequitable implementation of public facilities has in turn led to subpar access to economic opportunity and lower quality of life. Milton's capital facilities planning must incorporate equity to align with PSRC guidance.

Vision 2050 contains the following key capital facilities development requirements:

- **MPP-T-3:** Reduce the need for new capital improvements through investments in operations, pricing programs, demand management strategies, and system management activities that improve the efficiency of the current system.
- **MPP-PS-1:** Protect and enhance the environment and public health and safety when providing services and facilities.
- **MPP-PS-2:** Promote affordability and equitable access of public services to all communities, especially the historically underserved. Prioritize investments to address disparities.
- **MPP-PS-3:** Time and phase services and facilities to guide growth and development in a manner that supports the Regional Growth Strategy.
- **MPP-PS-29:** Site or expand regional capital facilities in a manner that (1) reduces adverse social, environmental, and economic impacts on the host community, especially on historically marginalized communities, (2) equitably balances the location of new facilities away from disproportionately burdened communities, and (3) addresses regional planning objectives.
- **MPP-PS-30:** Do not locate regional capital facilities outside the urban growth area unless it is demonstrated that a non-urban site is the most appropriate location for such a facility.
- **PS-Action-2 Facilities Siting and Design:** PSRC will facilitate cooperative efforts with special purpose districts and local jurisdictions to site and design facilities that enhance local communities in accordance with growth management goals and VISION 2050

Countywide Planning Policies

As with other elements in the comprehensive plan, Milton's capital facilities policies must be consistent with the Countywide Planning Policies (CPP) for both King and Pierce County.

The following provides a high-level summary of key King County CPP:

- **DP-3** Efficiently develop and use residential, commercial, and manufacturing land in the Urban Growth Area to create healthy and vibrant urban communities with a full range of urban services,

and to protect the long-term viability of the Rural Area and Resource Lands. Promote the efficient use of land within the Urban Growth Area by using methods such as: Directing concentrations of housing and employment growth to designated centers; Encouraging compact development with a mix of compatible residential, commercial, and community activities; Maximizing the use of the existing capacity for housing and employment; and Coordinating plans for land use, transportation, capital facilities and services.

- **PF-1** Provide a full range of urban services in the Urban Growth Area to support the Regional Growth Strategy and adopted growth targets and limit the availability of urban services in the Rural Area consistent with VISION 2050. Avoid locating urban serving facilities in the Rural Area.
- **PF-2** Special purpose districts, cities, King County, and the tribes must coordinate and collaborate to provide affordable and equitable access to public services to all communities.
- **PF-4** Recognize cities as the appropriate providers of services to the Urban Growth Area, either directly or by contract. Extend urban services through the use of special districts only where there are agreements with the city in whose Potential Annexation Area the extension is proposed. Within the Urban Growth Area, as time and conditions warrant, cities will assume local urban services provided by special service districts.
- **PF-20** Site or expand public capital facilities of regional or statewide importance within the county in a way that equitably disperses impacts and benefits and supports the Countywide Planning Policies.
- **PF-27** Establish new or expanded sites for public facilities, utilities, and infrastructure in a manner that ensures disaster resiliency and public service recovery.
- **T-7** Ensure state capital improvement policies and actions are consistent with the Regional Growth Strategy and support VISION 2040 and the Countywide Planning Policies.

The following provides a high-level summary of key Pierce County CPP not covered by King County CPP:

- **EPF-1, EPF-2, and EPF-3** The County, and each municipality in the County, shall adopt a policy its comprehensive plan, on the siting of essential public capital facilities of a Countywide or statewide nature and identify lands useful for public purposes and incorporate such designations in their respective comprehensive plans.
- **EPF-8** The County and municipal policies on facility siting shall be coordinated with and advance other planning goals including, but not necessarily limited to, the following: reduction of sprawl development; promotion of economic development and employment opportunities; protection of the environment; positive fiscal impact and on-going benefit to the host jurisdiction; serving population groups needing affordable housing; receipt of financial or other incentives from the state and/or the County or other municipalities; fair distribution of such public facilities throughout the County and state; and requiring state and federal projects to be consistent with this policy.
- **UGA-5** Within the delineated urban growth areas, the County, and each municipality in the County, shall adopt measures to ensure that growth and development are timed and phased consistent with the provision of adequate public facilities and services.

Local Planning and Regulatory Context

The Capital Facilities Element establishes policies to direct the development of Milton's capital investment program in consideration of the community's vision for the future. Existing capital facilities policy guidance can be summed up by the policies for goal CF 1 and CF 3 adopted in the 2015 Comprehensive Plan:

GOAL CF 1 Assure that capital improvements necessary to carry out the Comprehensive Plan are provided concurrent with development.

- **Pol. CF 1.1** The City's management of capital facilities should emphasize the following concepts: providing preventive maintenance and cost-effective replacement of aging capital facilities; planning for the orderly extension and upgrade of capital systems; inspecting systems to ensure conformance with design standards; and, effective fiscal management that supports fair and equitable rate structures.
- **Pol. CF 1.2** Coordinate with other jurisdictions and service providers to determine which services are most cost-effectively delivered by the city and which services should be contracted out. Where appropriate, joint facilities with adjacent service purveyors should be used to provide the most efficient and cost-effective service to customers.

GOAL CF 3 Develop City facilities and services in a manner that directs and controls land use patterns and intensities to be consistent with the Comprehensive Plan.

- **Pol. CF 3.1** Development shall be allowed only when and where all essential public facilities are adequate (i.e. water, sewer, stormwater, transportation, fire, police, parks and schools) as determined by level of service standards.
- **Pol. CF 3.2** If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop.

Plans, Policies, Regulations, and Programs

The City of Milton has several plans, policies, regulations, and programs related to capital facilities. The City's functional plans are major components of the capital facilities program and may be referenced for information on existing and planned facilities, service standards, and facility development:

- Capital Improvement Program, Adopted 2019
- Stormwater Management Program Plan, Adopted 2022
- Water System Plan, Adopted 2020. Updated 2022.
- Electric System Plan, Adopted 2005.
- Transportation Improvement Program, 2021-2026, Adopted 2021.
- King County, Final 2009 Comprehensive Solid Waste Management Plan.
- King County, Local Hazardous Waste Management Program, Adopted 2001. Updated 2010.
- Pierce County, Comprehensive Emergency Management Plan, Adopted 2020.
- East Pierce Fire & Rescue, Strategic Plan 2021-2025, Adopted 2021.

4.4 Capital Facilities Inventory

The City provides wide-ranging public facilities and associated capital facility planning within the City (Figure 71). Special district providers are relied upon for fire, emergency medical, libraries, sewer, and school services (Figure 72).

Figure 71. City-Provided Facilities

Capital Facilities	Provider
Administrative Facilities	City of Milton
Electricity	City of Milton Puget Sound Energy Tacoma Power
Parks and Open Space	City of Milton
Police	City of Milton (within City limit) Pierce County Sheriff's Department King County Sheriff's Office
Stormwater	City of Milton
Transportation	City of Milton State Government Federal Government
Water	City of Milton Lakehaven Utility District

City of Milton Capital Improvement Program, 2019

Figure 72. Facilities Provided by Other Entities

Capital Facilities	Provider
Fire & Emergency Medical Services	East Pierce Fire & Rescue
Libraries	Pierce County Library System
Sewer	Pierce County Public Works & Utilities Lakehaven Utility District
Schools	Fife School District

City of Milton Capital Improvement Program, 2019

Municipal Buildings

The City's municipal complex is located at 1000 Laurel Street. This building contains City Hall, Milton's administrative functions, Police Department, and the Milton Activity Center. City Hall includes the Mayor's Office, Finance Department, Public Works Administrative Department, and Community Development Department.

Figure 73. Milton City Hall



Wikimedia Commons

Key considerations identified in the 2019 Capital Improvement Program:

- Aside from minor repairs and upgrades, no new administrative facility needs are anticipated before 2025.
- The City has identified a need for this municipal complex expansion sometime between 2026-2040, but no definite plans existed as of 2019.
- \$200,000 of Milton's General Fund has been allocated to the City Hall Retrofit project each year from 2020-2025.

Police Services

Local law enforcement services are provided by the Milton Police Department within the Milton city limits and by the Pierce County and King County Sheriff's Offices in the unincorporated areas surrounding Milton. The adjacent city of Edgewood has contracted police services provided by the Pierce County Sheriff; Fife, another nearby city, has its own municipal police department.

The Milton Police Department is located at 1000 Laurel Street in the same municipal complex identified above where approximately 3,000 square-feet of office space exists for police functions. As of 2019, the department maintained 14 full-time commissioned police officers. Police Department equipment included 19 vehicles and one motorcycle.

Key considerations identified in the 2019 Capital Improvement Program:

- Sheriff offices in King and Pierce County are located far away from Milton and result in slower emergency response times compared to those of the Milton Police Department.
- Decentralized growth and anticipated annexations are likely to result in a larger jurisdiction for and strain on Milton's municipal police officers.
- Improvements and expansion of the Milton Police Department will be part of the municipal complex expansion expected between 2026-2040.
- Money from Milton's General Fund has been allocated each year from 2022-2025 for minor repairs and upgrades to the existing police department facility.

Fire and Emergency Services

East Pierce Fire & Rescue provides fire protection and emergency medical services within Milton, including Basic Life Support (BLS) and Advanced Life Support (ALS) emergency medical treatment and transport. These services rely on career Firefighter/Emergency Medical Technicians and Firefighter/Paramedics. Areas outside of the City of Milton but inside of the City's UGA are also served by East Pierce Fire & Rescue.

The Milton Fire Station (Station 124) and Edgewood Fire Station (Station 118) respond to incidents within Milton city limits.

Station 124 is located at 1000 Laurel Street, adjacent to Milton City Hall. It is currently staffed with at least 4 career firefighters. The station was originally built in 1982 and contains approximately 6,337 square-feet of floor space on one level with a partial mezzanine. The station contains four apparatus bays, office space, a training/meeting room and living quarters for response personnel. The station has one Advanced Life Support aid unit and one fire engine with a rated pump capacity of 1,250 gallons per minute.

Station 118 is located at 10105 24th Street E in Edgewood. A new fire station is currently being built with a projected opening in 2023.

Key considerations identified in the 2019 Capital Improvement Program:

- Station 124 in Milton will be staffed in the future with a minimum of two career firefighters, but the East Pierce Fire & Rescue Capital Facilities Plan indicates a plan to construct a new replacement facility. The Washington Survey and Rating Bureau completed an ISO insurance rating evaluation for East Pierce Fire & Rescue in 2020. On a scale from 1-10, with 1 being the best, East Pierce Fire & Rescue was rated 4 in both Edgewood and Milton. The City's strict fire and building codes ensure new buildings will not unduly burden fire protection services.

Schools

The City of Milton is served by the Fife School District, which, as of 2019, educates more than 3,700 students. The district serves the cities of Fife, Milton, and Edgewood; unincorporated areas of Trout Lake, Jovita, Fife Heights; and a portion of the Port of Tacoma. The Fife School District Six-Year Capital Facilities Plan is prepared in compliance with the Growth Management Act and contains level of service standards, facilities inventory, enrollment projections, capacity, and a six-year capital improvement plan.

A summary of school facilities in the Fife School District is in Figure 74. Additional information on existing facilities can be found in the Fife School District Six-Year Capital Facilities Plan.

Figure 74. Fife School District Inventory

School Facility	Location	Grades	Site Size (acres)	Building Area (sq ft)	Portable Area (sq ft)	Built Capacity (excluding portable)
Discovery Primary School	1205 19 th Ave, Milton	K1 & Special Needs Pre-K	7.045	57,047	8,960	485
Alice V. Hedden Elementary	11313 9 th St. E., Edgewood	Grades 2-5	14.89	51,673	3,564	485
Surprise Lake Middle School	2001 Milton Way, Milton	Grades 6-7	17.23	72,176	3,584	530
Columbia Junior High School	2901 54 th Ave E, Fife	Grades 8-9	34.40	92,000	3,544	600
Fife High School	5616 20 th St. E, Fife	Grades 10-12	28.86	140,193	4,480	705
Fife Elementary	5804 20 th St E., Fife	Grades K-5	28.86	58,496	0	825

City of Milton Capital Improvement Program, 2019

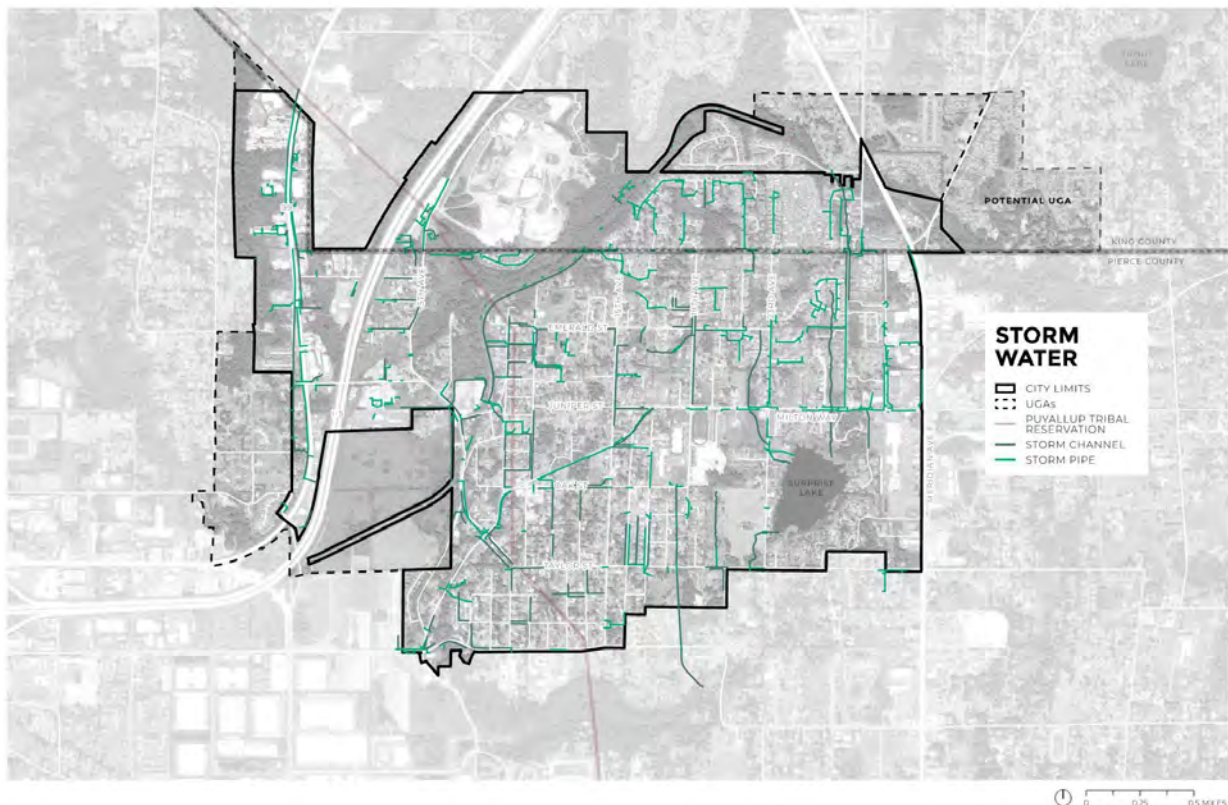
Key considerations identified in the 2019 Capital Improvement Program:

- Enrollment in the Fife School District is expected to continually increase. The district intends to use portable classrooms and undertake grade reconfiguration until student enrollment justifies the construction of a new school.
- Capital improvement projects and funding sources are adopted by reference into Milton's Capital Improvement Program from the Fife School District Six-Year Capital Facilities Plan.

Stormwater

Milton's city-owned storm drainage system includes ponds, pipes, culverts, and open ditches. Several private storm systems also exist in Milton. The City maintains the city-owned facilities and is required to inspect the privately-owned facilities for compliance with stormwater regulations. Private property owners are responsible for maintaining stormwater facilities on their property. Figure 75 shows stormwater facilities within Milton and Figure 76 is an inventory of City-Owned open ditches and pipes.

Figure 75. Stormwater Facilities in Milton



City of Milton; Framework, 2022

Figure 76. Inventory of City-Owned Stormwater Ditches and Pipes

Type	Length (feet)
Open Ditch	3,789
6-Inch Pipe	1,009
8-Inch Pipe	2,417
10-Inch Pipe	264
12-Inch Pipe	8,690
15-Inch Pipe	2,883
18-Inch Pipe	4,845
21-Inch Pipe	111
24-Inch Pipe	5,307
30-Inch Pipe	302
36-Inch Pipe	2,013
42-Inch Pipe	874
48-Inch Pipe	381
54-Inch Pipe	261
60-Inch Pipe	2,871
72-Inch Pipe	114

City of Milton Capital Improvement Program, 2019

Key considerations identified in the 2019 Capital Improvement Program:

- Milton experiences flooding during high-flow events, especially in the areas adjacent to Hylebos Creek along 5th Ave and Porter Way. The City has purchased and converted flood-prone properties in this area into the West Milton Nature Preserve. As of 2019, the City was working to remedy other purchased property similarly.
- Improvements are required for aging facilities and open channels that are better managed in pipes. Over the next twenty years, the City plans to focus on updating and constructing facilities to comply with the City’s NPDES II permit. There will also be a concentration on water quality, maintenance, and enhancement of aquatic habitat.
- Several stormwater improvements were funded by utility rates, street funds, and grants from Washington State Department of Ecology in the 2020-2025 Capital Improvement Program. Remaining allocations in this cycle amount to about \$360,000 between 2023 and 2025.

Streets

Milton’s transportation system is divided into two main categories: motorized transportation and non-motorized transportation. Motorized transportation includes automobile, freight, and transit travel. Non-motorized transportation includes pedestrian and bicycle travel. Motorized and non-motorized facilities are often built within the same right-of-way or share the paved width of a roadway.

For a more detailed inventory of the City’s transportation system facilities, see the Transportation section of this report or the City’s Six-Year Transportation Improvement Plan for 2021-2026.

Key considerations identified in the 2021 Transportation Improvement Program:

- Several transportation improvements have been identified to accommodate increased travel demands, retail development, and regional traffic. Funded projects are intended to maintain an efficient multi-modal transportation system to serve all persons while also maintaining an environmentally stable transportation system that preserves sensitive habitat, protects natural resources, and meets air quality requirements.
- Over the 2021-2025 period, the Transportation Improvement Program allocates \$22,560,000 to Road & Intersection Improvement, \$610,000 to Traffic Signals & Street Lights, \$193,000 to Transportation Planning, and \$7,215,000 to Beautification & Non-Motorized projects.

Water

The City of Milton owns and operates a municipal water system that serves the City and portions of Fife, Edgewood, Pierce County, and King County. As of 2019, the City's water retail service area population was 7,868 people with a total of 2,648 connections.

Key considerations identified in the 2019 Capital Improvement Program:

- The City supplies public water from five groundwater sources in the service area. The following wells provide the City with all of its water: Wells 3, 10, 12, and Corridor Wells 1 and 2.
- The City has interties with the Lakehaven Water and Sewer District, which provides fire flow through a PRV station, and Mt. View-Edgewood Water Company, which provides for an additional 500 Gallons Per Minute (GPM) to the City.
- Milton's water treatment plant is located adjacent to Wells 10 and 12, at Porter and Kent Way. Water from Wells 3, 10 and 12 receives corrosion control at the treatment plant. The City disinfects the water that is drawn from Wells 3, 10 and 12 and the Corridor Wells through chlorination at the treatment plant.
- The City of Milton has three reservoirs totaling 3.35 million gallons (MG) of storage. The 15th Avenue Reservoir (0.35 MG) is supplied with water from Wells 3, 10, and 12 and the Corridor Wells. The 1 MG Reservoir is indirectly supplied by water from Wells 3, 10, and 12 and the Corridor Wells through the 15th Avenue booster station. The 2 MG Reservoir is in the 434 Zone and is supplied indirectly from Wells 3, 10, and 12 and the Corridor Wells through the 15th Avenue Booster Station.
- The City has four pumping stations. The 15th Avenue booster station is located on 15th Avenue just north of Oak Street. The 1 MG reservoir booster station is located on 20th Avenue, north of Milton Way, next to the 1 MG reservoir. The 2 MG reservoir booster station is located adjacent to the City's 2 MG reservoir and the 5th Avenue booster station is next to the corridor well site.
- The City's transmission and distribution system was developed over the years using materials current with water industry technology at the time of construction, including cast iron, asbestos cement, polyvinyl chloride, and steel. The City now uses ductile iron pipe for repairs and improvements. As the City continues to grow, the distribution system has spread to the boundaries of the water service area.
- The City updated its telemetry and SCADA system in 2008. The system monitors levels in the storage facilities and the status of the booster stations and groundwater wells. The central control for the system is located at Well 12 and can be monitored from the Public Works maintenance

center. Currently, the City has six pressure reducing stations that allow water to flow back into the lower zones when pressure or demands dictate.

- As of 2019, maximum day demands are projected to exceed well and aquifer capacity in 2022. The City will need to develop additional source capacity to address this deficiency. The City’s interties with the Lakehaven Water and Sewer District and the Mt. View-Edgewood Water Company can help to augment supply if needed. Other future capital improvement requirements include maintenance and upkeep of existing facilities.
- Utility rate revenue is being used to fund several water utility capital improvement projects, amounting to nearly \$10.5 million between 2020-2025.

Sewer

Pierce County Public Works and Utilities is the primary provider of sewer services for Milton and is guided by its [2020-2040 Sewer Improvement Program](#) when maintaining and expanding sewer infrastructure within Milton and other areas in its jurisdiction. The Lakehaven Water and Sewer District serves a small area primarily in the northeast corner of Milton, while Pierce County Sewer covers the remainder of Milton. There are also a few existing septic systems throughout the City.

Wastewater Treatment: Pierce County Public Works and Utilities Sewer Division and the Lakehaven Water and Sewer District both own a portion of the Average Daily Water Flow (ADWF) at the Tacoma Central Wastewater Treatment Plant (WWTP). The Tacoma Central WWTP treats wastewater from the City of Milton. This plant has a permitted capacity of sixty (60) million gallons per day (MGD). The plant is a pure oxygen activated sludge secondary treatment plant with a permitted Maximum Month Flow (MMF) of 60 MGD. Ninety (90) percent oxygen is used in aeration basins to provide efficient oxygen transfer to the bacteria in the treatment process. Aeration basins are covered to keep oxygen levels high in the tanks.

Conveyance System: Milton is in Pierce County’s Hylebos service area in the Puyallup River Basin. The Hylebos Service area is serviced by a series of 18 through 48-inch interceptors and nine pump stations. Wastewater flows from the City of Milton down to the Hylebos Pump Station where it pumps to the Taylor Way Pump Station and then connects into the City of Tacoma Central WWTP conveyance system and into the Tacoma Central WWTP.

Figure 77 and Figure 78 inventory the interceptor lines and pump stations servicing Milton.

Figure 77. Interceptor Lines

Name	Size (inches)	Length (feet)
Milton-Hylebos Interceptor	15-48	16,262
Hylebos ULID Interceptor	6-18	5,034
Small Force Mains	4-6	7,875
Small Gravity Mains	8-12	149,439

City of Milton Capital Improvement Program, 2019

Figure 78. Pump Stations

Name	Number	Type of Station	Location	Capacity (gal/min)
Hylebos	03	Wet/Dry Well	6200 12th Ave East	1,250
Taylor Way	04	Wet/Dry Well	3801 Taylor Way	1,350
Olympic	90	Submersible	388 22nd Ave Court	40
Emerald	91	Wet/Dry Well	501 5th Ave	250
Porter	93	Pneumatic Ejector	420 Porter Way	65
Birch	94	Pneumatic Ejector	301 19th Ave	40
Greenwood	96	Self-Priming	2205 6th Ave	150
North Surprise Lake	97	We/Dry Well w/ Odor Control	2309 Milton Way	300
South Surprise Lake	98	Wet/Dry Well	2300 Taylor Way	450

City of Milton Capital Improvement Program, 2019

Key considerations identified in the 2019 Capital Improvement Program:

Wastewater Treatment:

- Wastewater is expected to remain primarily residential based on the land use designations in the Hylebos service area.
- Any new commercial businesses within city limits and in unincorporated Pierce County will be required to comply with the Pierce County prohibited discharges and industrial pretreatment regulations.
- Any new commercial and industrial businesses in the East Hylebos basin of the Lakehaven Water and Sewer District will be required to conform to the industrial pretreatment and prohibited discharges regulations of the Lakehaven Water and Sewer District.

Conveyance System:

- Improvements to the Hylebos service area conveyance system will be needed by 2040 to meet demand. Projects are proposed for the Fife Heights Trunk, Hylebos 5 Force Main, and Hylebos 5 Pump Station.
- Conveyance system improvements for the Hylebos Service Area assume that the Lakehaven Water and Sewer District does not increase the amount of flow beyond the volume contractually permitted from the Lakehaven’s East Hylebos service area prior to sending flows to the Lakota WWTP. Should Lakehaven’s intentions change, expansion of the Milton-Hylebos Interceptor will be needed to accommodate the additional wastewater flowing to Tacoma Central WWTP through the Pierce County Wastewater Utility conveyance system.

Capital Projects and Funding

- Hylebos 5 Force Main – Proposed Construction 2027-2030; Estimated Cost \$11,130,600
- Hylebos 5 Pump Station – Proposed Construction 2027-2030; Estimated Cost \$5,482,300



4.5 Utilities

Overview

This section provides information on the current state of utility services available in Milton and the surrounding areas and will support development of the updated Utilities Element as part of the 2024 Comprehensive Plan Update.

4.6 Regulatory Context and Planning Framework

The Washington State Growth Management Act (GMA)

The GMA requires all Comprehensive Plans to include a Utilities Element that provides goals and policies to guide provision of electrical, natural gas, and telecommunications services in the City. This element must provide an inventory of utility facilities, as well as a discussion of capacity at proposed locations.

State Context

Utility planning and operations are also governed by state laws and regulations, including:

- WAC 365-196-420, which requires that the utilities element of a comprehensive plan contain the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.
- WAC 173-240-050, which sets minimum requirements for general sewer plans adopted by local governments.
- Chapter 90.48 RCW, which addresses water pollution control. RCW 90.47.035 provides the Washington State Department of Ecology rule-making authority to regulate water quality standards; implemented by WAC 173-240-010.
- Chapter 35.99 RCW, which addresses telecommunications and cable service permitting in rights-of way.
- Chapter 70A.205 RCW, which requires that each county, in cooperation with the cities located in the county, prepare a coordinated, comprehensive solid waste management plan.

Puget Sound Regional Council (PSRC)

PSRC's Vision 2050 establishes the following goal regarding the provision of utilities: "The region supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives" (PSRC, 2020). Relevant policies from the VISION 2050 Public Services chapter include:

- **PS-2:** Promote affordability and equitable access of public services to all communities, especially the historically underserved. Prioritize investments to address disparities.
- **PS-3:** Time and phase services and facilities to guide growth and development in a manner that supports the Regional Growth Strategy.

- **PS-8:** Develop conservation measures to reduce solid waste and increase recycling.
- **PS-9:** Promote improved conservation and more efficient use of water, as well as the increased use of reclaimed water, to reduce wastewater generation and ensure water availability. Reclaimed Water converts wastewater into water that can be reused for other purposes.
- **PS-13:** Promote the use of renewable energy resources to meet the region’s energy needs.
- **PS-16:** Plan for the provision of telecommunication infrastructure to provide access to residents and businesses in all communities, especially underserved areas.
- **PS-22:** Provide residents of the region with access to high quality drinking water that meets or is better than federal and state requirements.

Countywide Planning Policies

Milton’s utilities policies must be consistent with the Countywide Planning Policies (CPP) for both King and Pierce County.

The following provides a high-level summary of key King County CPP:

- **PF-4:** Develop plans for long-term water provision to support growth and to address the potential impacts of climate change on regional water resources.
- **PF-6:** Coordinate water supply among local jurisdictions, tribal governments, and water purveyors to provide reliable and cost-effective sources of water for all users, including residents, businesses, fire districts, and aquatic species.
- **PF-11:** Require all development in the Urban Growth Area to be served by a public sewer system except: single-family residences on existing individual lots that have no feasible access to sewers may utilize individual septic systems on an interim basis; or development served by alternative technology other than septic systems that: Provide equivalent performance to sewers; Provide the capacity to achieve planned densities; and will not create a barrier to the extension of sewer service within the Urban Growth Area.
- **PF-13:** Reduce the solid waste stream and encourage reuse and recycling.
- **PF-15:** Promote the use of renewable and alternative energy resources to help meet the county’s long-term energy needs, reduce environmental impacts associated with traditional energy supplies, and increase community sustainability.
- **PF-16:** Plan for the provision of telecommunication infrastructure to serve growth and development in a manner consistent with the regional and countywide vision.

Key Pierce County CPPs are listed in the Capital Facilities Planning Framework section above.

Local Planning and Regulatory Context

The Utilities Element establishes policies to direct the development of Milton’s utilities in consideration of the community’s vision for the future. Existing utilities policy guidance can be summed up by the following goals adopted in the 2015 Comprehensive Plan:

GOAL UT 1 - LAND USE COORDINATION: Ensure that the electrical, water, and storm drainage facilities and services needed to support current and future development within the City and its urban growth area are available when they are needed.



GOAL UT 2 – NATURAL GAS: Coordinate with natural gas providers to maintain and enhance the development and operation of a quality natural gas distribution system that will meet the needs of the City of Milton and its urban service area.

GOAL UT 3 – ELECTRICITY: Coordinate with public and private electrical service providers to maintain and enhance the development and operation of a quality electrical service distribution system that will meet the needs of the City of Milton and its urban growth area.

GOAL UT 4 – TELECOMMUNICATIONS: Coordinate with telecommunication providers to maintain and enhance the development and operation of a quality telecommunication system that will meet the needs of the City of Milton and its urban growth area.

GOAL UT 5 – STORMWATER: Manage stormwater runoff in such a manner as to: 1) protect property from flooding and erosion; 2) protect streams and shorelines from erosion and sedimentation to avoid the degradation of environmental quality and natural system aesthetics; 3) protect the quality of groundwater and surface water; 4) provide recharge of groundwater where appropriate; and 5) ensure that new development does not have an adverse effect on downstream properties.

GOAL UT 6 – PUBLIC FACILITIES: Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.

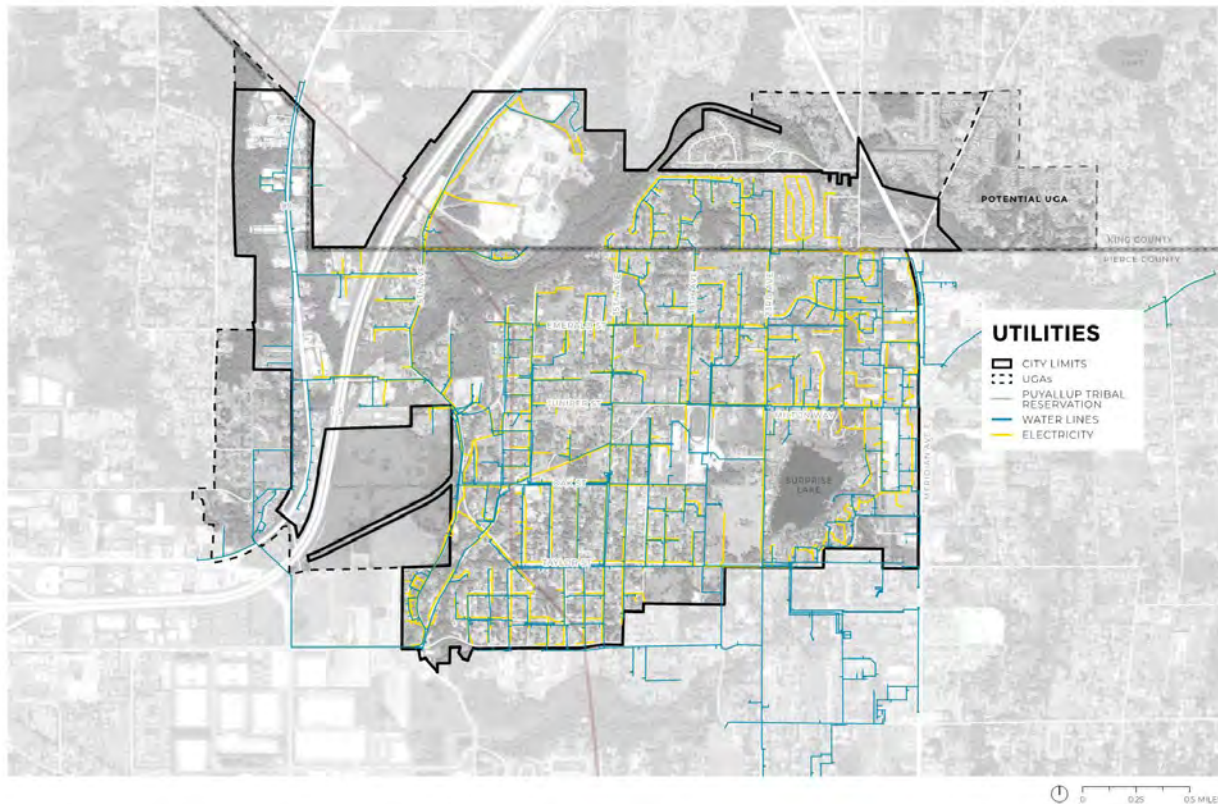
GOAL UT 7 – WATER: The City shall strive to provide the most cost-effective and efficient water service to residents within the City's urban growth area.

GOAL UT 9 – SOLID WASTE: Provide regular, cost-efficient solid waste services, including recycling and yard waste pickup, on a regular basis to City of Milton residents in order to make efficient use of natural resources and protect public health.

4.7 Utilities Inventory

Electricity, natural gas, solid waste, and telecommunication services are available utilities in Milton. Figure 79 shows existing utility lines for electricity and water.

Figure 79. Electric and Water Utility Lines in Milton



City of Milton; Framework, 2022

Electricity

The City of Milton owns and operates a 15-kilovolt electric distribution, which provides electricity purchased by Bonneville Power Administration (BPA) to properties within Milton's city limit.

Key considerations for electricity were identified in the 2019 Capital Improvement Program:

- The BPA Surprise Lake substation is the single power supply source for Milton. However, BPA desires to get out of the business of owning, operating, and maintaining substations. Milton's transmission contract with BPA for the substation ends in 2028. The City also has a contract for power, which ends in 2032 but will always stay active with BPA as long as Milton maintains its own power grid.
- Tacoma Power owns a 115-kV transmission line, fused disconnects, a 20 MVA power transformer without voltage control, a 15-kV recloser serving as a main disconnect, and metering

at the substation, which is owned by BPA. BPA pays Tacoma Power for delivering the 115-kV line to its substation.

- The City's delivery system the Surprise Lake substation consists of three feeder circuits, primary distribution lines consisting of approximately 19 miles of overhead lines and 8 miles of underground lines, distribution transformers, streetlights, and secondary services within meters. The City's electrical system is in relatively good condition due to routine maintenance.
- As of 2019, the City of Milton had 3,555 electric connections (meters).
- The 20-year planning horizon considered during the 2019 Capital Improvement Program did not suggest substantial system growth would be necessary to accommodate growth targets. However, the warehouse development at the Quarry Site may require substantial system growth.
- Projects between 2020 and 2025 identified in the 2019 Capital Improvement Plan are focused on asset management and replacement of aging facilities and include the replacement of a substation limited-access distribution tie to Tacoma Public Utilities and bridge development.

Natural Gas

Puget Sound Energy (PSE) provides natural gas service to much of Western Washington and, as of 2019, estimated to serve over 1,400 customers within Milton.

Key considerations for natural gas were identified in the 2019 Capital Improvement Program:

- PSE's natural gas originates from wells in Canada and is transported by the Williams Northwest Pipeline.
- Supply mains transport gas from gate stations to district regulators where the pressure is reduced to less than 60 PSI. The supply mains are made of welded steel pipe that has been coated and is cathodically protected to prevent corrosion. They range in size from 4" to 20".
- Distribution mains are fed from the district regulators. They range in size from 1-1/4" to 8" and the pipe material typically is polyethylene (PE) or wrapped steel (STW).
- Individual residential service lines are fed by the distribution mains and are typically 5/8" or 1-1/8" in diameter. Individual commercial and industrial service lines are typically 1-1/4", 2" or 4" in diameter.
- The Dupont Pipe Replacement project replaced sections of problematic pipe. Additional exploration is required to identify other PSE pipes in need of replacement within the city.
- New projects, which could be developed at any time in the future, could improve capacities due to new building construction and conversion from alternate fuels, improve maintenance of facilities, and replace or relocate facilities due to municipal and state projects.

Telecommunications

Telecommunication services available in Milton include telephone, broadband internet, cable television, wireless phone coverage, and high-speed wireless network coverage. Franchise agreements with various service providers make possible landline telephone and cable access. Sprint, T-Mobile, Verizon, AT&T, Comcast, Click, Quest and other carriers have several wireless communication facilities within Milton. High-speed internet and cellular phone access are also provided by these carriers. The City intends to collaborate with providers in the future to satisfy franchise agreements, technological advances, and increases in demand.

4.8 Summary of Key Capital Facilities and Utilities Conditions and Trends

The City of Milton provides many public facilities and associated capital facility planning within the City and relies on special district providers for fire, emergency medical, libraries, sewer, and school services. The 2019 Capital Improvement Plan includes thorough analysis of the facilities used by Milton residents and was referenced for the facility inventories in this section. Staff from the City's Public Works Administrative Department and Community Development Department also provided facility inventory and project updates.

Population growth and public service needs have initiated early planning for the expansion of Milton's municipal buildings, which is expected to take place between 2026-2040.

Schools and facilities for fire and emergency services are also facing expansion to accommodate the growth of Milton and surrounding areas. A 2020 ISO insurance evaluation of East Pierce County Fire & Rescue rated the facilities in Edgewood and Milton as slightly above average. East Pierce County Fire and Rescue is constructing a new facility in Edgewood (Station 118) and has plans to replace the Milton Fire Station (Station 124). Fife School District has recently opened Fife Elementary School to address capacity deficiencies as enrollment increases.

The City of Milton highlighted a few deficiencies in its stormwater, transportation, water, and sewer facilities in the 2019 Capital Improvement Plan—most of which will be closely monitored during the 2024 Update as the City manages growth and climate change impacts. Much of Milton's stormwater infrastructure, for example, floods during high-flow events and is expected to initiate flood mitigation projects in the future. Similarly, upgrades to aging stormwater facilities will focus on improving water quality and aquatic habitat. An increase in local and regional traffic has triggered the planning and financing of several transportation projects, including some multi-modal improvements.

Ongoing maintenance of Milton's electrical infrastructure includes upgrades to substation infrastructure and bridge development. System capacity increases are also necessary in the coming years as the City experiences warehouse development on the Quarry Site.

A photograph of a park path with people walking. In the foreground, a large orange circle contains the number '05'. The path is paved and surrounded by trees and a wooden fence. A child in a grey coat and pink hat is walking away from the camera, followed by an adult in a dark coat. In the background, two more people are walking towards the camera.

05

**PARKS, RECREATION,
& OPEN SPACE**

5.1 Overview

This section provides information on existing parks, recreation, and open space that serve and support the City's comprehensive plan and associated capital facilities plan element. An inventory is provided for parks, recreation facilities, and open space, including the type of facility, location, size, and existing level of service.

5.2 Key Findings

- **Milton has many quality parks and recreation facilities.**
- **Programming and activities at parks and recreation facilities could be improved to reflect the lifestyles of Milton's diversifying community** – Existing facilities are relatively uniform and do not address the needs of all ages, abilities, and interests according to the parks, recreation, and open space inventory and the community parks survey responses in Appendix C.
- **Outdated level-of-service standards exist for Milton's parks** – The evaluation system should be updated to focus more on community priorities and differentiate between facility types.
- **Resources for parks operations and maintenance are limited** – Improvements will be factored into the parks element.

5.3 Regulatory Context and Planning Framework

Washington State Growth Management Act

Parks and recreation are addressed in Goal 9 of the GMA, below, and are required to be addressed in a specific element of municipal comprehensive plans.

(g) Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

Guidance for Parks and Recreation Elements is outlined in RCW 36.70A.070 (Comprehensive Plans—Mandatory Elements).

(8) A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

Countywide Planning Policies

Milton's policies for parks, recreation, and open space must be consistent with the Countywide Planning Policies (CPP) for both King and Pierce County.

The following King County CPPs are relevant to the existing conditions analysis that follows and will be used to develop Milton's new parks and recreation element.

- **EN-20** Identify and preserve regionally significant open space networks in both Urban and Rural Areas through implementation of the Regional Open Space Conservation Plan. Develop strategies and funding to protect lands that provide the following valuable functions:
 - Ecosystem linkages and migratory corridors crossing jurisdictional boundaries;
 - Physical or visual separation delineating growth boundaries or providing buffers between incompatible uses;
 - Active and passive outdoor recreation opportunities;
 - Wildlife habitat and migration corridors that preserve and enhance ecosystem resiliency in the face of urbanization and climate change;
 - Preservation of ecologically sensitive, scenic, or cultural resources;
 - Urban green space, habitats, and ecosystems;
 - Forest resources; and
 - Food production potential.
- **EN-22** Provide parks, trails, and open space within walking distance of urban residents. Prioritize historically underserved communities for open space improvements and investments.
- **DP-2** Prioritize housing and employment growth in cities and centers within the Urban Growth Area, where residents and workers have higher access to opportunity and high-capacity transit. Promote a pattern of compact development within the Urban Growth Area that includes housing at a range of urban densities, commercial and industrial development, and other urban facilities, including medical, governmental, institutional, and educational uses and schools, and parks and open space.
- **DP-43** Create and protect systems of green infrastructure, such as urban forests, parks, green roofs, and natural drainage systems, in order to reduce climate-altering pollution and increase resilience of communities to climate change impacts. Prioritize neighborhoods with historical underinvestment in green infrastructure.
- **DP-44** Design communities, neighborhoods, and individual developments using techniques that reduce heat absorption, particularly in regional and countywide centers and residential neighborhoods with less tree canopy and open spaces.

Local Planning and Regulatory Context

Milton's existing Parks, Recreation, and Open Space Element establishes policies to direct the development of the City's parks, recreation, and open space assets. Existing policy guidance can be summed up by select goals and policies below.

GOAL PRO 1 The City should provide a comprehensive system of parks and open spaces that respond to the current and future recreational, cultural, environmental, and aesthetic needs and desires of the City's residents. The City's parks and open spaces should strive to balance environmental protection, open space, wildlife habitat, and multi-use recreational opportunities.

- **Pol. PRO 1.1** Due to its central location, Milton Community Park (aka Triangle Park) should continue to be developed as a key community facility in the city's park and recreational planning efforts.
- **Pol. PRO 1.2** Parks and Open Spaces should be complementary of and enhance the natural environment of their surroundings. Special consideration should be given to protecting the

Hylebos Creek and its associated wetland and floodplain, as well as surrounding neighborhoods and residences, when considering the development, acquisition and maintenance of parks and open spaces.

- **PoI. PRO 1.4** Maintain a combined level of service of 7.37 acres of developed neighborhood and community park land per 1,000 residents. The City should endeavor to raise the actual level of service to 9.5 acres per 1,000 residents. Additionally, the City shall strive to make a neighborhood park accessible within one-half mile of all residences in Milton and a community park accessible within 1.5 miles of all residences in Milton.

GOAL PRO 3 Milton's parks, trails, and open spaces, as well as recreational programs, shall be accessible to as many user groups as possible.

- **PoI. PRO 3.1** Ensure Milton's parks, trails, and open spaces have a strong orientation towards providing for future generations by providing facilities for all ages and generations.
- **PoI. PRO 3.2** If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop.
- **PoI. PRO 3.7** Design, construct, and retrofit parks to be utilized by as many user groups as possible, where appropriate and feasible.

GOAL PRO 4 Design and development of new parks and open space, along with maintenance and expansion of existing parks and open space, shall consider the surrounding natural environment and the intended use of the park, in order to balance the need for parks and open space with environmental protection.

- **PoI. PRO 4.1** Where appropriate maintain wildlife corridors to provide adequate linkage for animal movement.
- **PoI PRO 4.2** Enhance wildlife habitat areas through the development of parks, trails, open spaces, and stream restoration.

Plans, Policies, Regulations, and Programs

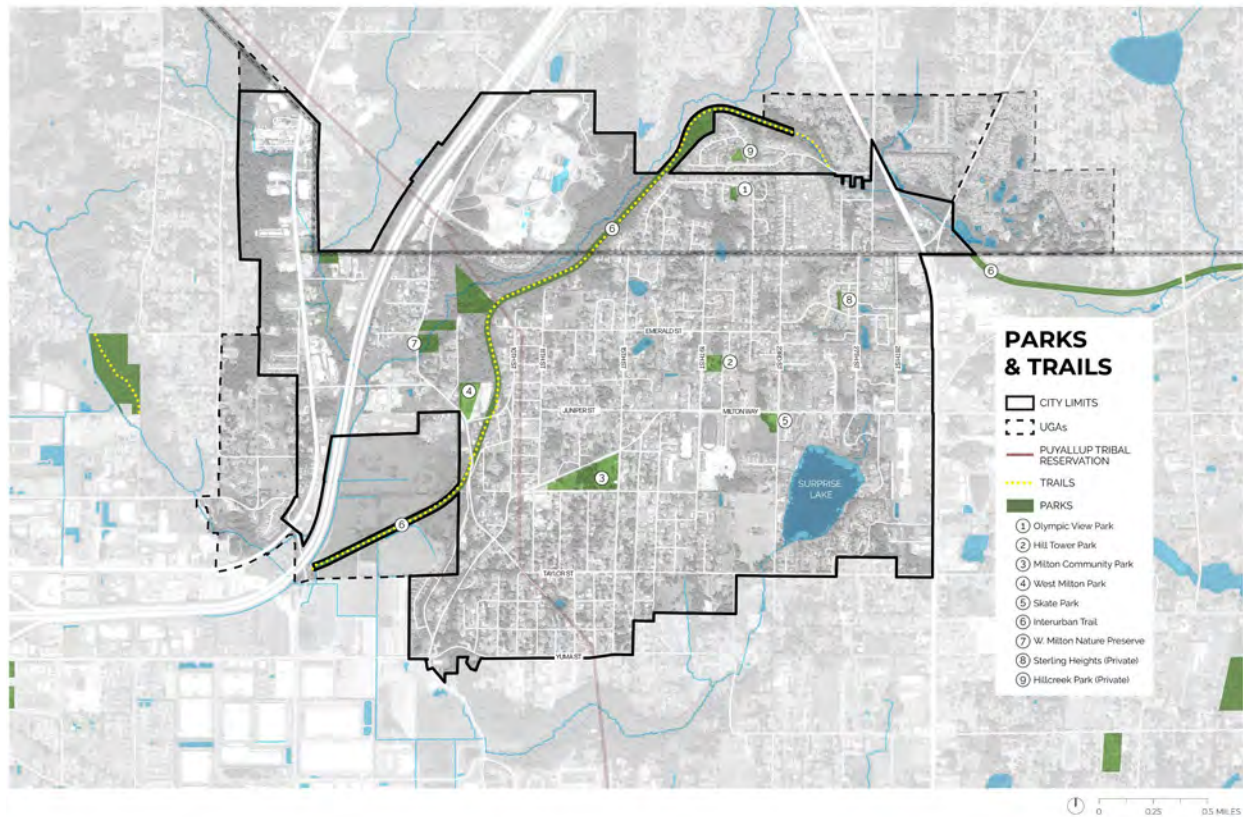
The City of Milton's Capital Improvement Plan, adopted in 2019 is related to parks, recreation, and open space.

5.4 Parks, Recreation, and Open Space Inventory

The City of Milton contains several parks (public and private), trails, and open space preserves for residents and visitors (see Figure 80). Figure 81 provides an overview of the size, adjacent land uses, and facilities available at each park. A detailed list of existing conditions, opportunities, and constraints are listed for each facility in the following pages. A supplemental parks survey was used to poll community members about local parks between May and September 2022. Survey results are summarized in Appendix C.

According to the parks survey, community members hold a high standard for Milton's parks and desire facility improvements and expansion as the city grows. One example of expanded park space will be realized in 2030, when Olson Park (Olofsson Estates Tract A) near the intersection of Alder Street and 23rd Avenue is expected to be dedicated to the City as a park.

Figure 80. Park Facilities in Milton



City of Milton; Framework, 2022

Figure 81. Milton Park Matrix, 2022

Park	Size	Adjacent Uses	Facilities																		
			Parking	Bike Racks	Picnic Grounds	Play Area	Open Lawn	Open Space	Basketball Court	Loop Trail	Ball Field	Sport Court	Trail	Public Restrooms	Memorial	Garden	Sport Bleacher	Skate Park	Walking/Cycling Path	Open Space	Education
Olympic View Park	0.5 acres	Residential Single Family District		●	●	●	●														
Hill Tower Park	2 acres	Residential Single Family District Community Facilities District	●	●	●	●	●				●										
Milton Community Park	10 acres	Residential Single Family District Business District Residential Moderate-Density District Community Facilities District	●	●	●	●				●	●	●	●	●							
West Milton Park	3 acres	Residential Single Family District Community Facilities District Residential Moderate-Density District Light Manufacturing District Open Space District	●	●						●						●					
Milton Skate Park		Residential Single Family District Residential Multi-Family District	●		●											●					
Interurban Trail	38 acres	Residential Single Family District Residential Multi-Family District Residential Moderate Density District Community Facilities District Business District Light Manufacturing District Open Space District	●	●								●						●	●	●	
West Milton Nature Preserve	2.5 acres	Residential Single Family District						●													
Sterling Heights (Private)	.43 acres	Residential Single Family District			●		●														
Hillcreek Park (Private)	1.1 acres	Residential Single Family District			●	●	●	●													

HBB, 2022

Recommendations for Park Facilities:

- Update park signs
- Include a variety of play structures
- Accommodate different age groups, abilities, interests, etc. in park design and features by adding seating, bike racks, picnic tables, pavilions and other shade or weather protection, and parking.
- Consider the expansion of existing playgrounds
- Enhance landscape and plantings

1. Olympic View Park



Existing Conditions:

- 0.5 acres
- Adjacent uses: Residential Single-Family District
- Picnic grounds, children's play area, open space
- No parking or bike racks
- Not included in Level of Service standard as of 2015 COMP plan

Opportunities:

- Addition of bike rack
- Improved accessibility along Hylebos Ave (steep slope with stairs)
- Addition of ornamental plantings at entrance, around sign, along perimeter fence (maintain some open lawn space)
- Accessible picnic tables
- Confirm purpose of informal drive on west edge
- Expand play to incorporate slope on west edge

Constraints:

- Significant slope at entrance to park (on Hylebos Ave) and along west edge
- Gravel drive along west edge; Unclear if this must remain as-is

2. Hill Tower Park



Existing Conditions:

- 2 acres
- Adjacent uses: Residential Single-Family District, Community Facilities District
- Basketball court (half), children's play area, open lawn space, picnic grounds, loop trail
- Named after water tower directly east of park
- Paved parking lot

Opportunities:

- Botanical / garden walk east of play area along existing asphalt trail
- Additional seating and picnic areas along existing asphalt trail
- Addition of ornamental planting along walkways, near park sign
- Addition of bike rack
- Public art / mural on water tower
- Vacant property directly north; could be acquired for park expansion (additional recreation opportunities, dog park, open space)
- Improve path for full accessibility
- Connect path to play area

- Improve and/or relocate court
- Street frontage improvements
- Sidewalk does not connect in island between parking lot and road; crosswalks needed here as well with addition of sidewalk
- Buffer planting along property lines
- Addition of trees, shade

Constraints:

- Significant slope throughout site east of play area
- Existing play area, court
- Confirm any restrictions with unique well (tagged by WA Dept of Ecology)

3. Milton Community Park



Existing Conditions:

- 10 acres
- Adjacent uses: Residential Single-Family District, Business District, Residential Moderate-Density District, Community Facilities District
- Milton Community Building directly east of park
- Opportunity to enhance connection here (currently a standard, mid-block crosswalk)
- Ball field, picnic grounds, sport courts (tennis, basketball, hockey [undergoing renovations]), children's play area, open lawn, asphalt trail through conifer stand, Veteran's memorial, 9-11 memorial, public restrooms, fuchsia garden (signage indicating some plant species)
- Water tower near southeast corner
- 2 paved parking lots and additional street parking near east edge
- Very hilly, high point at east edge, slopes downward to west edge; grass swale along south edge

Opportunities:

- Improvements to trail through conifer stand, potential to expand trail to other parts of park
- Additional ornamental planting along trails, sidewalks
- Addition of bike racks
- Public art / mural on water tower

- Confirm accessibility to park features
- Improve crosswalk and connection to community center
- Street frontage improvements
- Confirm informal amphitheater use lawn slopes
- Additional parking
- Better accessibility from parking to park improvements and features
- Improved accessibility of trail through conifer stand
- Improved accessibility between south edge parking lot (near conifer stand) and public restroom building
- Expanded playground
- Additional picnic pavilion(s), pavilion improvements

Constraints:

- Significant slope throughout much of site

4. West Milton Park



Existing Conditions:

- 3 acres
- Adjacent uses: Residential Single-Family District, Community Facilities District, Residential Moderate-Density District, Light Manufacturing District, Open Space District
- Baseball / softball fields
- Small bleacher section
- Bike rack, gravel parking lot with paved accessible spaces
- Proximity to Interurban Trail. (Observed patrons parking at West Milton Park to access Interurban Trail)

Opportunities:

- Improved connectivity, signage to nearby Interurban Trail
- Addition of bike tool/pump station, ideally near existing bike rack
- Field upgrades and improvements
- Accessory uses (swings, trail around perimeter, fitness stations)
- Improved accessibility to field and accessory uses
- Seating, tables, etc.

Constraints:

- Drainage issues (particularly in southwest corner of field area)

5. Milton Skate Park



Existing Conditions:

- 1.3 acres
- Adjacent uses: Residential Single-Family District, Residential Multi-Family District
- Children's play area, 7,000 sq ft concrete skate park
- Paved parking lot
- Not included in the Level of Service standard as of 2015 COMP plan

Opportunities:

- Improvements to play area
- Additional seating, tables
- Addition of bike rack
- Addition of ornamental plantings along fence west of play area
- Addition of buffer plantings (shrubs) in raised bed between 23rd Ave and sidewalk along play area (currently only has street trees)
- Addition of bike tool/pump station (especially if biking is allowed at skate park)
- Restoration or resurfacing skate park
- Skate plaza / street style (rails, stairs, etc.)

- Small pump track
- Confirm experience level for skate park; recommendations to accommodate all

Constraints:

- Existing play area, skate park

6. Interurban Trail



Existing Conditions:

- 38 acres (100 ft wide ROW [according to City website])
- Adjacent uses: Residential Single-Family District, Community Facilities District, Residential Moderate-Density District, Residential Multi-Family Density District, Business District, Light Manufacturing District, Open Space District
- Walking and cycling path, picnic grounds, scenic viewing, open space, education
- Conifer stands, Sweetwater Creek (east branch of Hylebos Creek)
- Paved parking lot at 70th Ave E
- Gravel street parking at Porter Way intersection

Opportunities:

- Additional access point at the intersection with S 380th St (people informally parking along street here to access trail)
- Connection to nearby wetlands and creek: Potential to create overlooks, additional areas to stop along trail with seating, picnic tables
- "Hylebos Overlook"
- Provide lighting along portions of trail where possible

- Improve visibility where trail crosses roadways: No crosswalk or signage at intersection with S 380th St or at intersection with Military Rd S (trail transitions to sidewalk between these two points); Expand sidewalk to full width where trail transitions to sidewalk
- Addition of ornamental plantings, seating, bike tool/pump stations at trail entrances / intersections, wayfinding signage
- Safety improvements at crossings
- Wayfinding signage, maps at all trail entrances
- Addition of water bottle filling stations, particularly at trail entrances
- Expanded passive recreation along flat areas along trail

Constraints:

- Much of the trail is bordered by private property, dense vegetation, steep slopes

7. West Milton Nature Preserve



Existing Conditions:

- 2.5 acres
- Adjacent uses: Residential Single-Family District
- Open space
- No access from listed property address: Might be an access on east side of property along 7th Ave? Seems to be public ROW here, but drive ends
- Includes Sweetwater Creek (east branch of Hylebos Creek) and associated wetlands: Focused on the rehabilitation of salmon and trout populations (according to City website)
- Not included in the Level of Service standard as of 2015 Comprehensive Plan

Opportunities:

- Potential nature boardwalk or trail (if access to site is possible): Include educational signage about environmental significance of site (salmon and trout populations, hydrology, etc.); Addition of overlooks, seating, picnic areas: Confirm protection restrictions
- Potential connectivity to Interurban Trail / Hylebos Overlook

Constraints:

- Seemingly significant slope throughout site
- Protection of existing wetlands or other environmentally sensitive areas
- May be difficult or not possible to provide access given site conditions

8. Sterling Heights (Private)



Existing Conditions:

- 0.43 acres
- Adjacent uses: Residential Single-Family District
- Children's play area, open space
- Labeled as private on City of Milton PROS map, not in 2015 COMP plan or City website
- No parking or bike racks

Opportunities:

- Improved signage along Diamond St
- Addition of bike rack
- Addition of ornamental plantings along perimeter fence, at entrance

Constraints:

- "Private;" unsure of City's involvement with the park

9. Hillcreek Park (Private)



Existing Conditions:

- 1.1 acres
- Adjacent uses: Residential Single-Family District
- Private park owned by the Hill Creek HOA
- Not labeled on City of Milton PROS map, not in 2015 COMP plan or City website
- No parking or bike racks
- Basketball court, playground, benches, and paved path
- Mature conifer trees

Opportunities:

- Improved signage
- Playground maintenance
- Shade and weather protection for seating areas
- Addition of a bike rack

Constraints:

- “Private;” unsure of City’s involvement with the park

5.5 Levels of Service

At the time of the 2015 comprehensive plan update, the City determined that the appropriate level of service is 7.37 acres of developed land per thousand residents for a combination of neighborhood and community parks. This standard was established as a benchmark to ensure current and future residents do not experience degraded recreational opportunities as Milton grows. Figure 82 shows the current and projected level of service for Milton parks in 2015. The level of service of existing park facilities will be reassessed during the creation of the parks, recreation, and open space element of the 2024 plan update. Updated level of service standards will focus on community priorities and differentiate between facility types.

Figure 82. Current and Projected Level of Service for Milton Parks, 2015

Table 3 Current Level Of Service (LOS)*					
Park Type	Current Acres	2014 LOS	Adopted LOS Standard	2035 Projected LOS***	2035 Projected deficit/surplus (in acres)****
Neighborhood Park	5	0.69	1-2	0.84	0.94 - 6.87 acres deficit
Community Park **	48	6.6	5-8	5.40	3.55 acre surplus -23 acre deficit
Combined Neighborhood & Community Park	53	7.37	7.37	5.96	11.81 acre deficit
Special Use Park	2	0.27	N/A	0.22	N/A

*Level of Service (LOS) = acres of park per 1,000 residents

** Includes property dedicated to the Interurban Trail

*** Based on 2035 PRSC Population of 8,884 identified in the Land Use Element

**** Based on current park inventory, adopted level of service, and projected 2035 population

City of Milton, 2015

5.6 Summary of Key Parks, Recreation and Open Space Conditions and Trends

The City of Milton contains several parks, trails, open space preserves, and other natural assets for the enjoyment of community members and visitors. The future of these spaces hinges on Milton's population growth; not only will facility enhancements address deficits, but so will additional park land, such as three-acre Olson Park expected to be dedicated as a park in 2030. Nine facilities have been identified and evaluated in this existing conditions report, including Olympic View Park, Hill Tower Park, Milton Community Park, West Milton Park, Milton Skate Pak, Interurban Trail, West Milton Nature Preserve, Sterling Heights, and Hillcreek Park. Recommendations for improving these facilities are related to updated signage, accessibility, variety of activities, and landscape enhancements. The level of service for Milton's parks was satisfactory during the last assessment in 2015; these standards will be updated to align with community desires and parks will be reevaluated as part of the 2024 comprehensive plan update.



06

APPENDICES

APPENDIX A: COMMUNITY SURVEY

Community members were asked to share their vision for Milton's future. The survey was available from February 14, 2022 until May 30, 2022 and had 118 respondents. In the survey, participants were asked to describe their role in the community, what they liked about Milton, the challenges they see in Milton's future development, and the topics that should be emphasized in the Comprehensive Plan. Participants were also encouraged to identify and share photographs of cities that they believe would be a good model for Milton's future growth. The survey was posted on the City of Milton's website and advertised on social media as well as a community visioning workshop.

The survey indicates that the majority of participants are residents of Milton (77.12%) and property owners (51.69%).

Figure 1. Describe your role in the community. (Check all that apply.)

Answer Choices	Responses	
Resident	77.12%	91
Renter	5.93%	7
Property Owner	51.69%	61
Developer	0.00%	0
Business Owner	11.02%	13
Other (please specify)	9.32%	11
Total Respondents: 118		

A consistent theme throughout the survey is the importance of maintaining the small-town character of Milton. Survey respondents ranked **small town character** (83.90%) as being their favorite thing about Milton. Being a **family-friendly community** (66.95%) with great **parks and open spaces** (59.32%) are also highly valued aspects of Milton.

Figure 2. What are your favorite things about Milton?

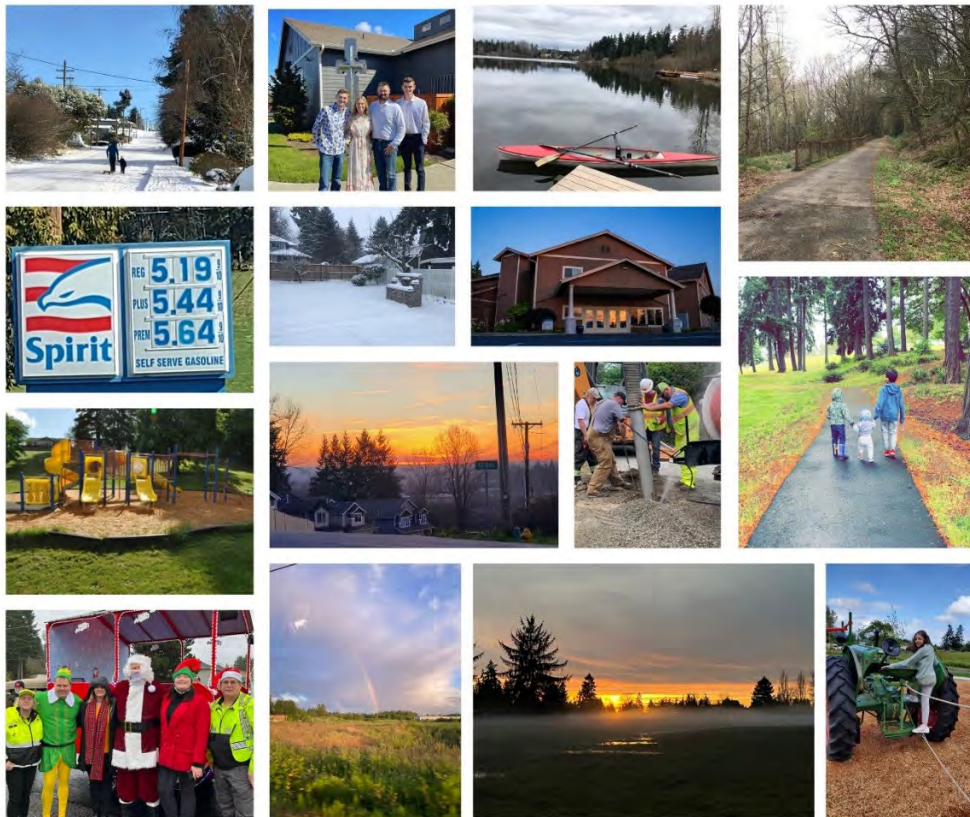
Answer Choices	Responses	
Small Town Character	83.90%	99
Parks and Open Spaces	59.32%	70
Pleasant Residential Neighborhoods	59.32%	70
Family-friendly Community	66.95%	79
Proximity of Residential areas to Commercial Districts	30.51%	36
Other (please specify)	13.56%	16
Total Respondents: 118		

16 respondents wrote in answers, with the following themes:

- "Small scale buildings, large lots, low density, trees, quiet."
- "The churches"
- "The Wildlife in the stormwater retention ponds."
- "Community gatherings"
- "Safety"
- "Friendlier to businesses [than some neighboring cities]"
- "Sense of community."
- "Plenty of athletic & sports opportunities."

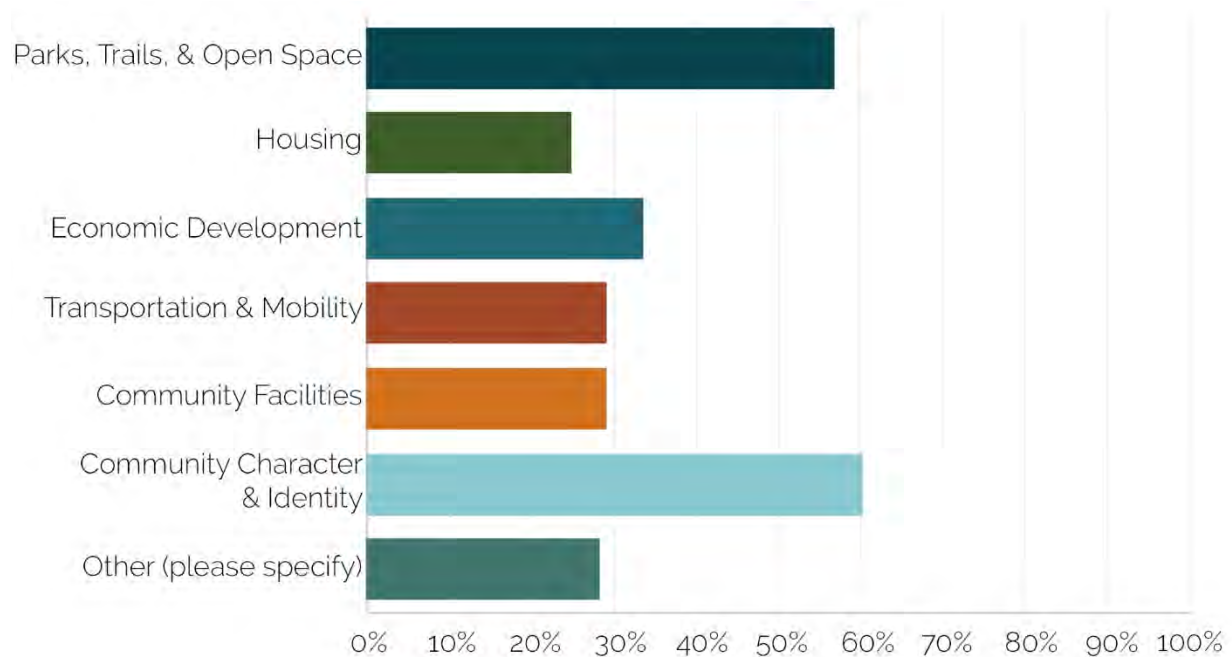
When asked to upload a photo of their favorite place(s) in Milton, theme of nature, play, and family emerged.

Figure 3: Favorite Places in Milton



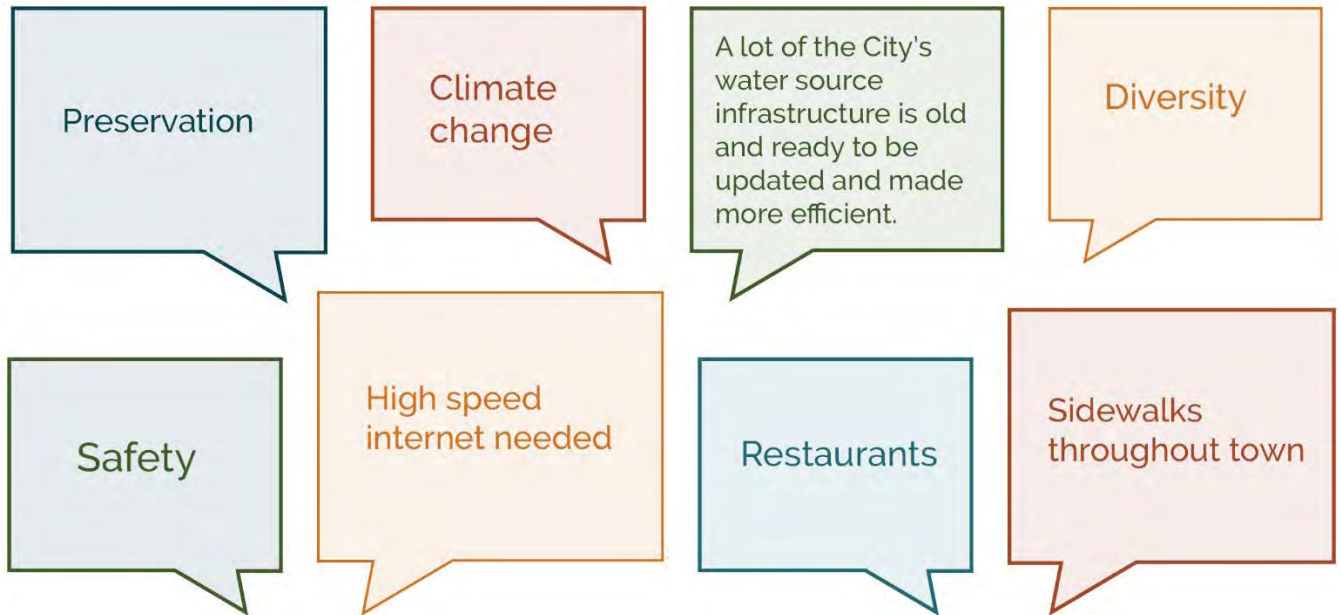
The topics that participants want to prioritize in Milton's Comprehensive Plan Update reflect their favorite things about Milton; the two highest priorities were **community character and identity** (60.34%) and **parks, trails, and open space** (56.90%). No topic received fewer than 25% of votes, signaling that each item may be of high importance to the Milton residents.

Figure 4: What topics should be prioritized in Milton's Comprehensive Plan Update?



33 respondents wrote in answers to the above questions, with themes of crime and safety featuring frequently. Water also emerged as a central issue, with people mentioning Milton's hard water and outdated water lines. Some of the commonly mentioned topics would be encompassed by the above categories, such as sidewalks (mentioned 4 times) and traffic (mentioned twice.)

Figure 5: What (other) topics should be prioritized in Milton's Comprehensive Plan Update?



Residents of Milton picture a community-focused city that is friendly, safe, and walkable. As the city grows and amenities such as Light Rail come to nearby cities, there is concern that this will also bring an influx in crime. These ideas are reflected by the below word clouds.

Figure 6: List three words that describe your vision for the future of Milton. What would you like to see in Milton, or what kind of community would you like Milton to be?



Figure 7: List three words that describe the biggest challenges for Milton.



Survey participants most frequently identified Sumner, Gig Harbor, and Enumclaw as cities that they believe would be good models for Milton's development. Some participants also provided pictures of examples from other cities or towns.

Figure 8: Examples from other cities that could act as a model for Milton.



Survey response for: If you could change anything about Milton, what would it be? Why?

1. Writing from a built-environment perspective: I want to live in a safe, small scale, soft, scenic, clean, creative, happy, healthy, inspired, verdant, gentle, welcoming, peaceful place ! Stop short-term \ immediate gain \ low self-esteem \ thinking ! Get educated on the possibilities ! Strengthen green infrastructure, environmental protections and landscaping requirements ! Become a beautiful tree-city extraordinaire ! Strengthen code enforcement.! Emphasize open-space on each lot ! When density is increased there has to be an equal give-back in open space privacy and amenities ! Require that construction be of smaller scale, better quality, and more attractive ! Direct the City mixed use district into a community business center that serves the daily needs of residents living in a 1/2 mile radius ! limit flag/panhandle lots ! Keep the large lots ! Emphasize non-motorized transportation ! Stop the industrial paving over of the City ! No more truck oriented development ! Do a better job of preparing for and improving our future quality of life = Because I want to live in a safe, small scale, soft, scenic, clean, creative, happy, healthy, inspired, verdant, gentle, peaceful place ! Value/protect/enhance our assets/treasures !
2. Since we can't control what Edgewood has done, fill the potholes and repave the residential roads. Be sure we don't allow transient people to wander in from Federal Way and camp.
3. Less development. Milton is quickly losing the small town vibe that I liked.

4. I would stop with the constant expansions within our city as it is ruining the small-town character and sense of community that Milton has been and how its residents want for it to remain. It is resulting in the crime rate growing exponentially within our city and our small city and small police department cannot handle it!
5. There are too many apartments, we need a second grocery store for the amount of people that live there. Old hollywood video is an eyesore. Support the local businesses in their growth don't bring in big chains to stomp them out.. we can go 20 min north or south for the chain businesses. No more gyms and no more pizza places. Diversify a bit
6. Change airport flight patterns so we don't have so many planes flying overhead to control noise pollution
7. More police power to stop crime.
8. Add more quality family-friendly restaurants and clean up old buildings
9. No. More apts
10. Better planning. It feels like Milton, unlike our neighboring cities, asks the bare minimum of developers who take advantage of our city.
11. Lack of sidewalks and safe crossings around schools
12. More law enforcement - traffic/speed is out of control, crime is rampant, and homeless/ drugs threaten the safety of our town.
13. To use our public spaces better. To enrich the lives of future generations through public spaces
14. Allow private mailboxes at houses or install larger capacity, more robust and secure community mail boxes. Many clustered boxes are falling apart and the capacity is way too small for today's needs. They could also use a secure package box for larger items. If neighborhoods have to pay for them set up a website where neighbors can communicate and add funds to a box replacement account. This isn't a great way to fund them though because most people won't want to contribute to the added cost (I'm assuming.) Maybe we could set up a city-wide donation account and run a "Update the Mailboxes!" campaign and do them all at once.
15. would like to change the interaction from mayor/council within the community and business.
16. I would change the zoning to allow all types of housing choices to meet the needs of all types of people at all stages of their life. ADU's, five over one podium, three story walk-ups, live-work units, cottage cluster, multi-family. Why? Housing created on large single family lots are costly to purchase and maintain and do not meet the needs of most (single parents, modest income, disabled, elderly, young folks, and now regular wage earners whose wages don't keep up). Exclusionary SFR zoning restricts supply, hoard opportunity to those that purchased years ago, and creates economic segregation. Mix it up!
17. post office-parking lot much to be desired
18. Have mixed residential/retail buildings.

19. friendlier to commercial vehicles
20. If there was a way to prevent more crime and make it a safer community overall for children and adults alike, that would mean the most to me.
21. Better places to eat
22. Sidewalks, or decent sports complex- not a lot of places for kids in our area to do sports.
23. Obtain more money
24. Citizen involvement. maintain, clean & repair streets medians, open spaces, etc.
25. Improve its walkability. There are hardly any sidewalks in Milton so it makes the area not very walkable.
26. People detouring through our town to avoid traffic.
27. Add sidewalks, or even paths, along streets with heavy foot traffic. So many people walk their dogs or walk with their children now. It does not feel safe to have to walk in the road, especially at times with a lot of traffic. The streets that come to mind are: Milton Way, Porter Way, Emerald, Juniper, Taylor, 23rd, and either 10th or 11th.
28. I would limit sizes of land development to small neighborhoods with sidewalks.
29. I would secure more water rights not only for the projected growth, but because of the existing aquifers that the city has relied on for years drying up. This is a major concern considering the city does not have one emergency inter-tie adequate enough to supply the entire systems needs in an extreme emergency or drought.
30. Cut through traffic from highways. Creates unnecessary traffic congestion and destroys our roads
31. Promote a more walkable downtown core, offer more options for food, small stores. Living above stores, higher buildings. European living arrangements. Not everybody wants to own a 3000 sq foot home with a large yard to take care of.
32. Expand 23rd ave and put in a sidewalk there. It is super fangerous walking my family on our own street. Add a dog park or spash park. This would help add valuable amenities to our town.
33. Would preserve it, not change it
34. Growth. Esp the mega church. Way to big for this areas streets. So also whoever gave permission needs to leave.
35. Realize that traffic is not caused by local business, churches, or parks, but by pass-thru traffic. Make the speed limit 25 mph city wide except for 161 and PAC Hwy. PAC Hwy should be 35 mph in city limits.
36. More sidewalks and bike lanes please!!

37. Housing planning. Too many houses on a small property.
38. People pulling out of Safeway, dollar store parking lot. They don't stop and look before pulling out and making a left across a very busy road. Almost hit 2 cars that pulled out right in front of me. Very dangerous.
39. A key to moving things forward in the city is getting citizens informed and engaged. People want "small town", but is it really about connectedness and not size? Unified and informed is important.
40. less crime
41. It is growing too fast. Keep it small!
42. I would like to see a more thriving community centers and/or activities. Weekend markets, child friendly outreach & activities. Active parks.
43. more local small businesses. Also, beware of developers that would bring in undesirable influences
44. Traffic. Too difficult to get thru town after 3
45. More community events safer streets
46. More sidewalks
47. Add speed bumps to residential streets
48. More officers for traffic control. Enforcement of laws already on the books. Complete ban on fireworks, the current law isn't being enforced.
49. Clean up the parks, with newer play equipment, toilets (clean porta potties at minimum), etc. Add more sidewalks so we can safely go for walks or take our kids on bike rides/walks without danger of being hit by a car. More gathering places - cafes, shops, city center.
50. Would like to see Milton be updated like Sumner. Sumner has kept a great balance of small town with new
51. Sidewalks in residential areas
52. The building codes, keep it small and fix what we have
53. Fix Hwy 99 from Porter Ave to Hwy 18. It's heartbreaking to see so many accidents.
54. Stop growing. And focus on making what have better answers safer.
55. More diverse retail services
56. City planner not being under city council. The megachurch should have never happened.

57. Due to the rapid growth of our neighboring city, our traffic has become ridiculous. Along with having dedicated turn lights and extra turn lanes on Porter and 99 would help.
58. I would change some of the overpopulated business like coffee shops, gyms, etc. and replace with business that meet our community's needs. We are so over populated that our grocery stores are packed. The Safeway parking lot is overflowing. While the old Albertsons lot is barely used. I would restructure in away that fit our communities needs, even out traffic in our two main shopping centers, and find unique business and a variety of business to provide more options for the community. I mean why do we need 3 gyms? 5 coffee shops, two Mexican restaurants (four of you count Taco Bell and Taco time) three pizza places (soon to be four). Let's get something different for a change
59. Milton is cutting off neighborhoods in favor of development. I would love to see the old downtown area more revitalized. Leave the country areas to low density residential
60. Loyds and ssbc. Uncontrolled growth.
61. The traffic is ridiculous- it gets worse daily. Milton way backs up from Yuma to Triangle Park!
62. Less crime
63. Move away from Federal way
64. Another grocery store is needed because of all the apartments in Edgewood.
65. Less apartments. Crime rate seems to have gone up exponentially in recent years and losing the small town vibe
66. More events for families & children
67. I would change it to have less crime and safer roads because I have two teens who I want to raise in a safe neighborhood.
68. Go back 10-20 years. With hindsight make better decisions on land use.
69. Not enough family places, shopping, hangouts and activities
70. Restrict (and enforce) roads speeds and and commercial vehicles on residential roads, they make the community unsafe
71. Create a real town center, possibly the Milton way corridor and filling it with small businesses that enhance the character and vision of small town Milton.
72. Have we considered combining with a Edgewood and Fife to pool funds and provide more to the community? More police. More community places like parks, spray park/pool, resources like government knowledge so we don't run into property and land issues like the Slavic Church.
73. It's so close to Edgewood and with all the renters, it seems like there is large number of people who live in the area that are not invested in the long term health of the community

74. Figure out a way to keep most of Milton residential. Slow down traffic. Fix bad intersections like 15th/Milton Way and 27th/Alder. I wish the city website was easier to use.
75. More people of color including all races. I am the only black home owner in my hood/block
76. Traffic, traffic, traffic. Milton cannot take on Edgewood's and Fife's continued growth problems.
77. Update the plazas. Have a better town center
78. Would love to see Milton grow (in the good way). Create more community spaces (more parks, pools, etc) local restaurants, coffee shops. We obviously do not want a large city but the city will quickly become run down if it doesn't get a little makeover
79. I would make it more like downtown sumner or kent station or even downtown Puyallup. Where you can eat, shop, play, walk, and meet a friend for coffee without driving too far or even being able to walk around safely.
80. Better traffic, more restaurants/services
81. Sidewalks on main side streets
82. Clean up the "downtown" area and add more desirable businesses like restaurants and shops or winery/brewery.
83. Water quality.
84. Abolish through traffic
85. Shared use roads that discourage reckless driving and encourage more bikes & pedestrians. Sidewalks everywhere. Greater police presence. More community festivals/events/holiday celebrations, rather than relying on Fife & Edgewood.
86. Cleaner air though Milton doesn't have much control, for better health
87. More sidewalks. Some streets like Emerald are unsafe because of recent improvements that removed a place to walkp the
88. Runaway growth
89. access to surprise lake for the public.
90. I would build sidewalks on every road to narrow lanes / slow down traffic while also providing a safe way for children to get to school and for everyone to get to commercial / recreational needs.
91. The traffic. Milton has seem to become a "go thru" to drivers to get from Hwy 167 to other parts of Pierce County. I live off of Milton Way, and sometimes it takes me 10+ minutes to get out of my driveway during 3:30-6pm time frame.
92. The anger and negativity amongst some, but maybe I'm just reading too much into community social media posts

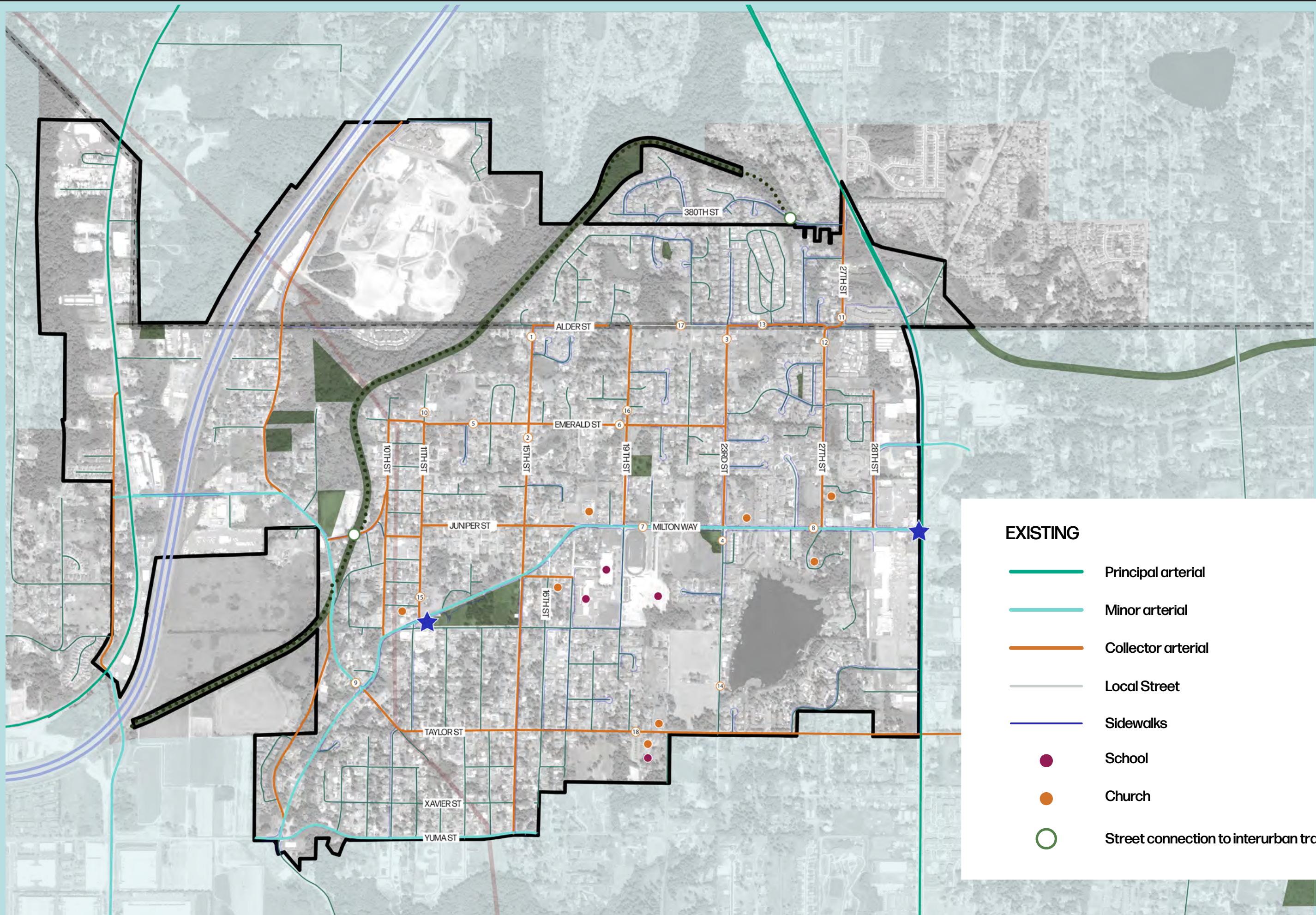
93. sidewalks in the residential neighbors and enforcement of traffic laws - speeding.
94. A better mix of revenue producing businesses to support needed essential general fund services. Cost of services (labor) is growing much faster than revenue which will lead to tough decisions in the future. Additionally the lack of diverse revenue sources impacts the city's ability to attract and retain talent.
95. overturn the ordinance limiting churches
96. Stop the growth. Peaceful town is starting to disincrate.
97. Keep 23rd Ave between Alder and Emerald a narrow, local access only, street BUT add sidewalks!
98. find a way to enforce safer driving
99. More family friendly gatherings. The better we know each other the safer and more pleasant living in Milton will be!

APPENDIX B

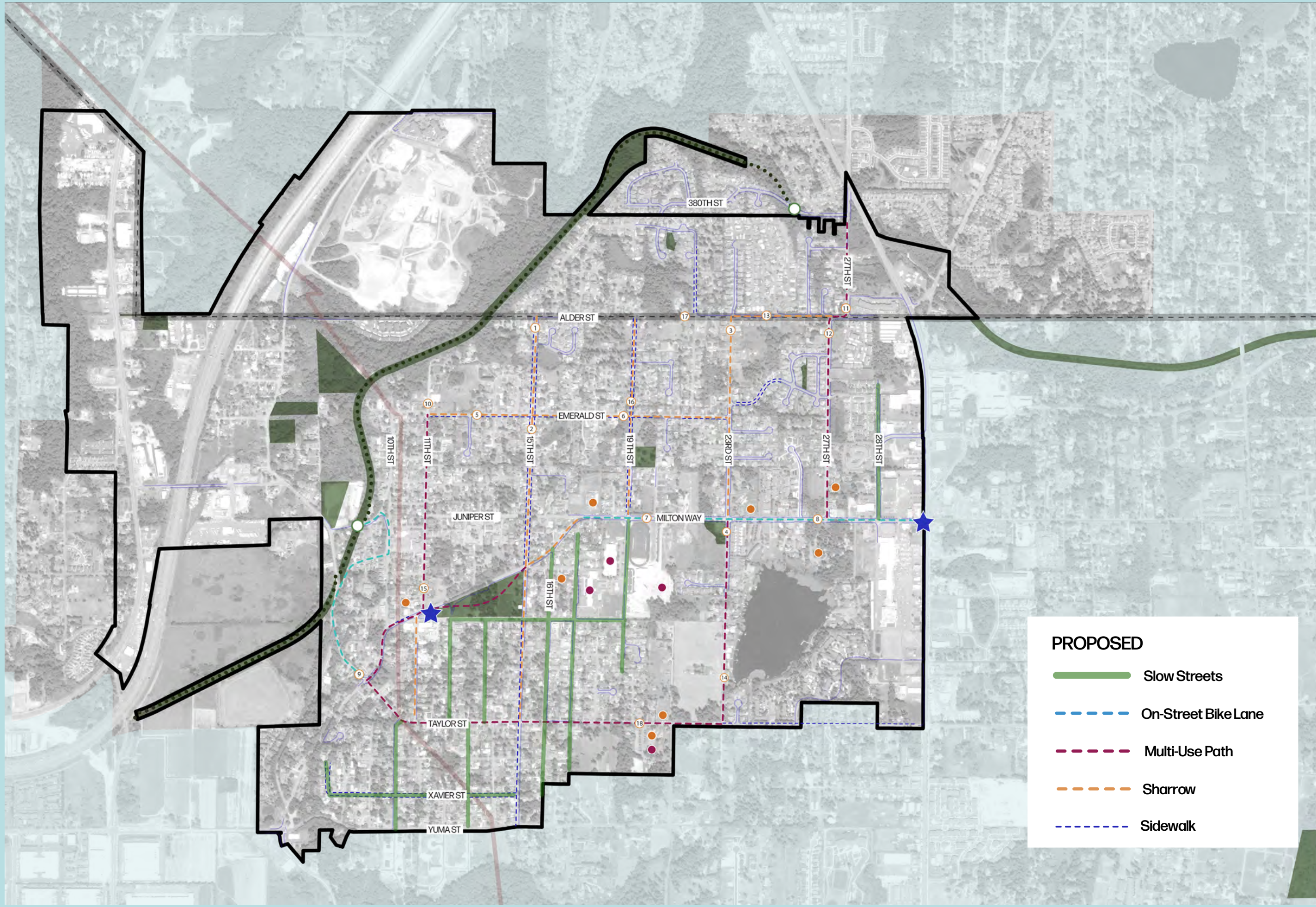
Milton Comprehensive Plan

Street Typologies

Existing Street Types



Proposed Facilities



PROPOSED

- Slow Streets
- - - On-Street Bike Lane
- - - Multi-Use Path
- - - Sharrow
- - - Sidewalk

Existing Street Sections

15th at Alder



15th at Emerald



23rd Ave (@ Alder St.)



23rd Ave (@ Milton Way)



Emerald at 12th



Emerald at 15th



Milton Way (at 19th)



Milton Way (at 27th)



Porter Way at Milton Way



11th at Emerald



28th Ave (@ Alder St.)



27th Ave (@ Alder St.)



23rd Ave (@ 25th St.)



23rd at Surprise Lake



11th at Nevada Street



19th at Emerald



Alder St. and 22nd



Taylor St.





DECORATIVE CROSSWALK + INTERSECTION



RAISED MID BLOCK CROSSING



4-WAY STOP WITH CROSSWALK



SIGNAGE



DECORATIVE CURB RADIUS REDUCTION



TRAFFIC CALMING CONCRETE BLOCKS



NEIGHBORHOOD TRAFFIC CIRCLE



ASPHALT MURAL

Slow Street Barricades + Pavements Treatments



BARRICADE + PAVEMENT TREATMENT



TRAFFIC CALMING PARKLET



TRAFFIC CALMING PAVEMENT TREATMENT

On-Street Bike Lane



Neighborhood Greenway Sharrow



Multi-Use Trail



APPENDIX C: PARKS SURVEY

Community members were asked to share their thoughts on existing parks and trails in Milton and their hopes for the future of these facilities. The survey was available from May 9, 2022, until September 5, 2022, and had 80 respondents. In the survey, participants were asked to describe how they are connected to the City of Milton, how often they visit its parks and trails, and what they value most about them. Participants shared their thoughts in questions that asked them to rank certain features, as well as short answer questions where they could share their thoughts freely. The survey was posted on the City of Milton’s website and advertised on social media as well as a community visioning workshop.

The survey indicates that most participants are residents of Milton (81.25%). One participant mentioned that they live in Edgewood and visit Milton specifically to use the park facilities (See Figure 1).

Figure 1. How are you connected to the community? (Check all that apply.)

Answer Choices	Responses	
I live in Milton	81.25%	65
I do not live in the City but I work or own a business here	8.75%	7
I do not live in the City but I am a frequent visitor	12.50%	10
Total Respondents: 80		

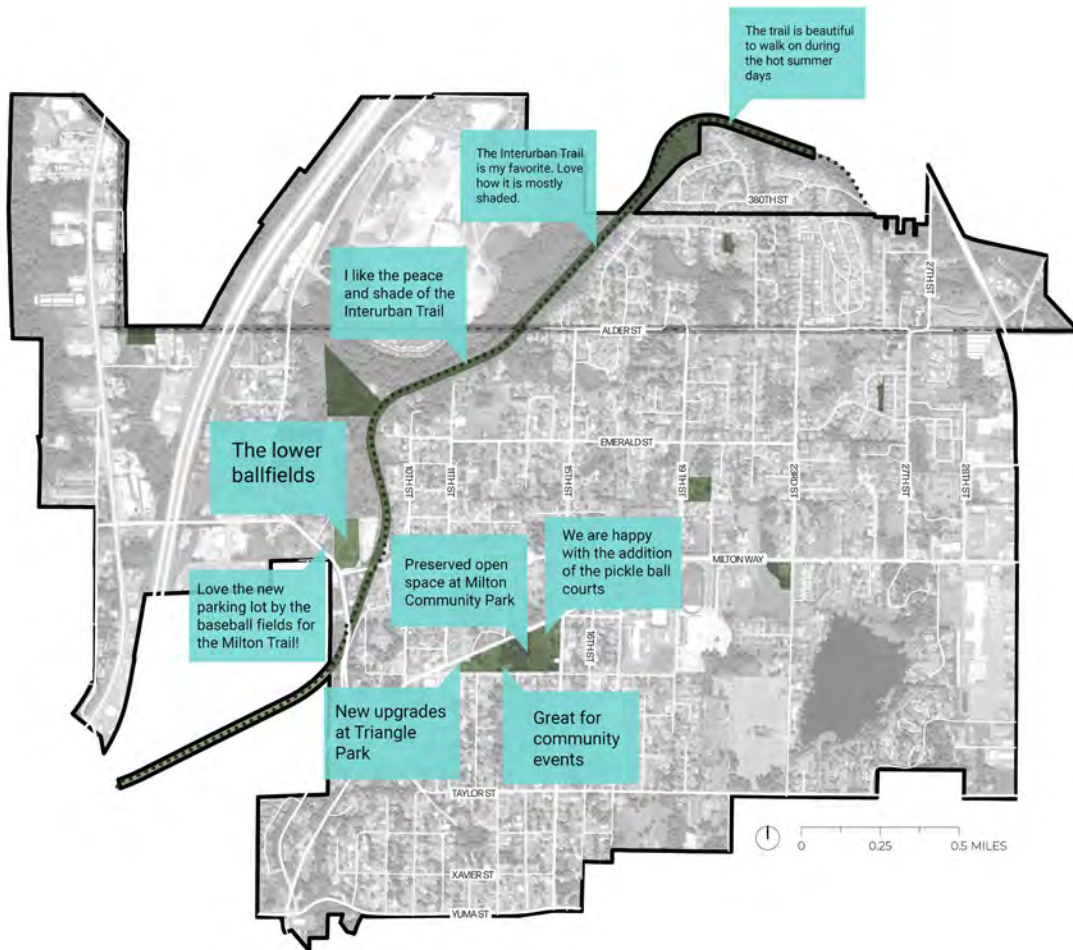
Almost half of participants shared that they visit parks or trails in Milton once a week (45%) and 20% said that they use these facilities every day (See Figure 2).

Figure 2. On average, how often do you visit parks or trails in Milton?

Answer Choices	Responses	
Daily	20.00%	16
Weekly	45.00%	36
Monthly	22.50%	18
Rarely	12.50%	10
Never	0.00%	0
Total Respondents: 80		

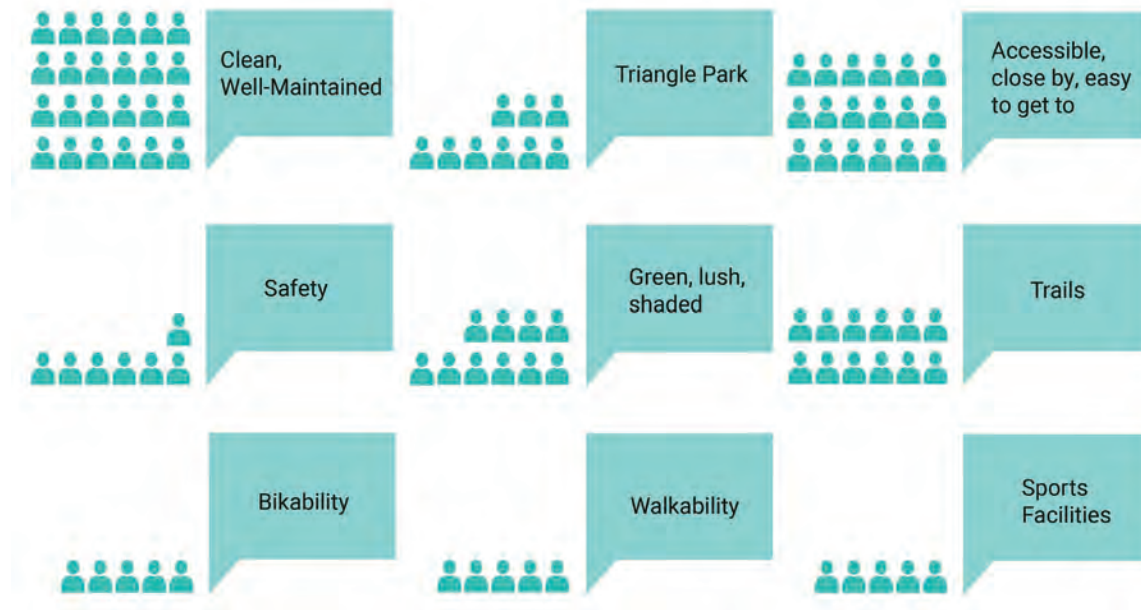
Participants were asked to share what they love most about the existing parks and trails in Milton, and 68 wrote in responses. Responses that referenced specific locations are mapped below, with several people expressing appreciation for the upgrades to Milton Community Park and that they enjoy using the Interurban Trail (See Figure 3).

Figure 3. What do you love most about the existing parks and trail in Milton?



The most common theme was that people appreciate how clean and/or well-maintained the parks and trails are (24 people) followed by how convenient or accessible they are (18 people, See Figure 4).

Figure 4. What do you love most about the existing parks and trail in Milton?



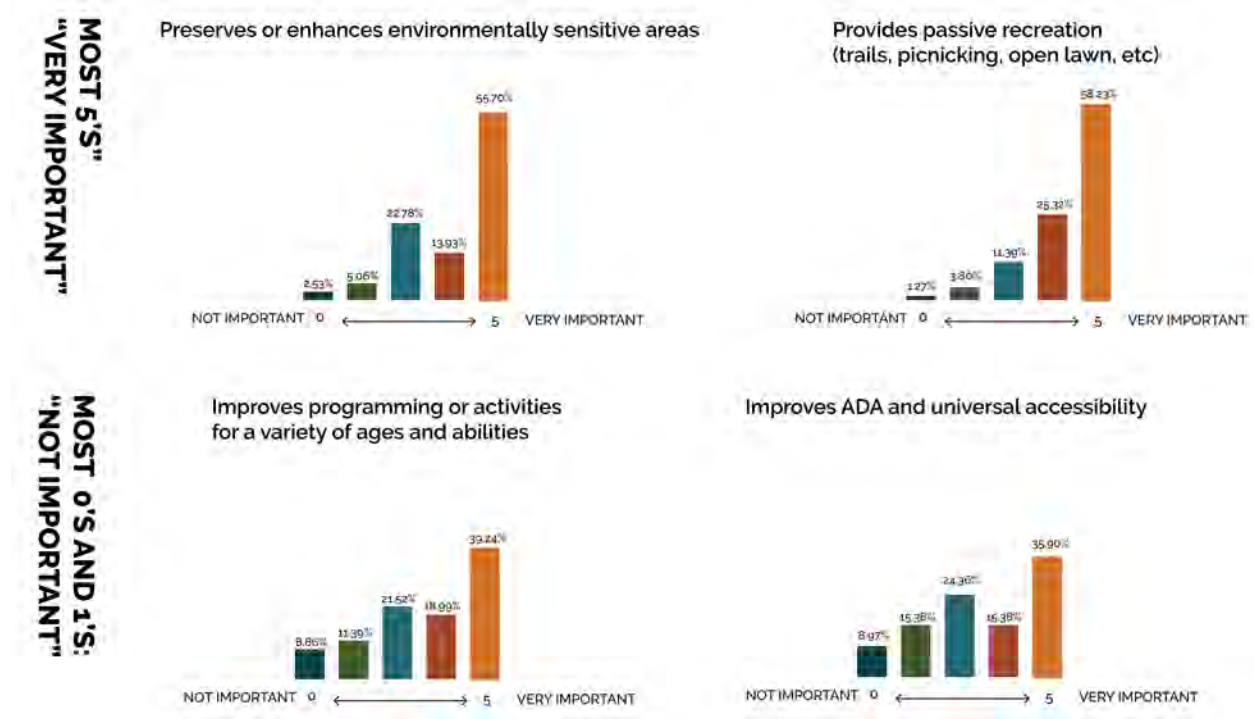
The survey asked participants to then rank guiding principles that will help shape, inform, and/or prioritize potential improvements to the park system in Milton, where 1 means “Not Important” and 5 means “Very Important.” Participants ranked the following guiding principles:

- Preserves or enhances environmentally sensitive areas
- Ability to host community festivals and events (concerts, farmers' markets, etc.)
- Ease of maintenance
- Sustainable design
- Provides passive recreation (trails, picnicking, open lawn, etc.)
- Provides active recreation (athletic fields, sport courts, etc.)
- Improves existing parks by adding capacity or more variety of activities
- Provides new parks and trails for a variety of passive or active activities
- Improves programming or activities for a variety of ages and abilities
- Improves ADA and universal accessibility

The two principles that received the most “5's” were **“Preserves or enhances environmentally sensitive areas”** and **“Provides passive recreation (trails, picnicking, open lawn, etc.)”**. This could suggest that the community would a nature preserve or habitat restoration area with a trail, overlook, or adjacent picnic area. A few participants (3) mentioned open space being something they liked about Milton parks, and a couple mentioned the serene quality of the parks as being something they appreciate, further supporting this type of project.

The two principles rated least important were **“Improves programming or activities for a variety of ages and abilities”** and **“Improves ADA and universal accessibility.”** This could suggest that variety and accessibility is already present in Milton parks, or that the community does not place high value on these principles (See Figure 5).

Figure 5. How important do you think each of the following principles are for parks and trails?



There was a similar level of support for “Improving existing parks by adding capacity or more variety of activities” and “Providing new parks and trails for a variety of passive or active activities,” with 39.24% and 39.74% of participants (respectively) rating these principles as “Very Important” and less than 4% of participants rating either of them as “Not Important.” Improvements to existing parks that participants mention throughout the survey include more parking or monitored parking, shade for playgrounds, more community events, and a splash pad. New parks participants express desire for include a bigger park with more open space and activities, a dog park, as well as smaller pocket parks for easy neighborhood access.

When given a list of features and asked: “What is missing from the parks and trails in Milton?” the highest percentage checked “Access to Surprise Lake” (56.41%) and “Off Leash Dog Area” (47.44%). Few options received less than 10%, with “Skate Park or Skate Features” receiving 1.28% and “Sports Courts (Basketball, Tennis, Pickleball)” garnering just over 10%. The following features received over 20%:

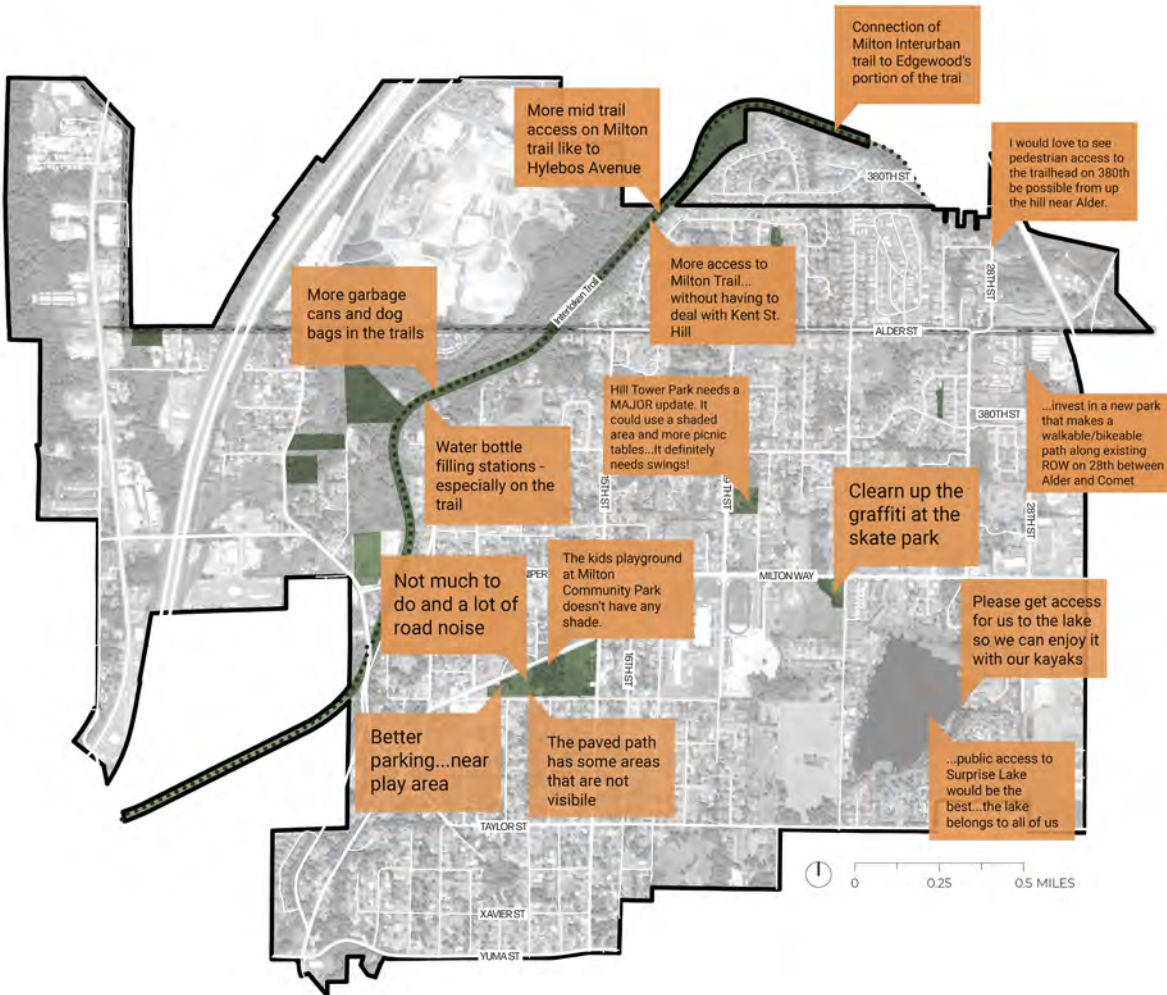
- Educational opportunities (environment, history, culture)
- Parking for Parks and Trails
- Picnic Tables and Benches
- Public Art (such as murals or sculptures)
- Outdoor Events (concerts, festivals, movie, amphitheater, etc.)
- Restrooms

- Community Gardens
- Community Food Forest, Farming, etc.
- Climbing Walls, Zip-Line, Parkour, or other Active Individual Sports
- Outdoor Fitness Stations
- Disc Golf
- Indoor Recreation (community center, gyms, classrooms, etc.)
- Recreation Programming (athletic leagues, classics, community events, etc.)

While a few participants noted the variety in parks and activities as being something they appreciated about Milton, there appear to be several gaps in programming and facilities. One participant noted that seniors need better pedestrian access to the Interurban Trail or perhaps a partnership with Surprise Lake Middle School that would make it easier for them to use the track. Another participant noted a need for playground facilities for kids aged 7-12. It will be important to consider all user groups when making decisions about future expansion of or improvements to the Milton Park system.

The final question in the survey asked: **"Do you have any other hopes, dreams or concerns for the parks and trails in Milton that you would like to share?"** 53 people responded with short answers. Those that referenced specific locations in Milton are mapped below in Figure 6.

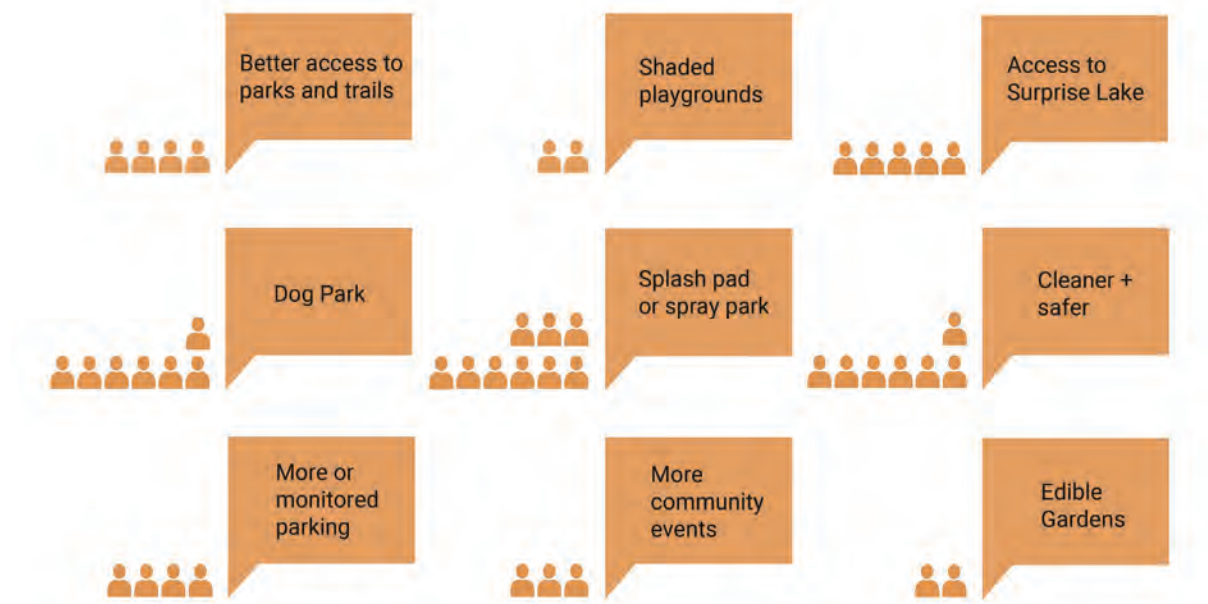
Figure 6. Do you have any other hopes, dreams or concerns for the parks and trails in Milton that you would like to share?



Three participants requested better access to the Interurban Trail, either by creating new connections to the trail from the road (Hylebos Avenue is mentioned) or by improving the pedestrian facilities leading to the park entrances (Alder Street to the 380th Street entrance is mentioned.)

There were a wide variety of responses to this question, but the desire for a splash pad/spray park stood out with 9 participants expressing this (See Figure 7). It may be relevant to note that the survey window was during the hottest months of the year, so it is not surprising that residents were asking for more shade and ways to cool off in parks. The addition of a splash pad, access to Surprise Lake, shade structures or trees, as well as indoor facilities for sports for kids and adults could all help make summer a more enjoyable time in Milton.

Figure 7. Do you have any other hopes, dreams or concerns for the parks and trails in Milton that you would like to share?



While safety is something that participants said they appreciate about parks in Milton, it is also a concern. Some expressed the desire for monitored parking lots and fear the use of parks by those who are experiencing homelessness. While we know that statistically, unhoused people are more likely to have crimes committed against them rather than to be the perpetrators, this fear can dissuade residents from visiting their local parks. This is a complex problem that spans beyond the park facilities themselves but is worth noting.