#### **ORDINANCE NO. 392**

AN ORDINANCE OF THE CITY OF UNIVERSITY PLACE, WASHINGTON, RELATING TO LAND USE AND PLANNING; AMENDING TITLE 16 OF THE UNIVERSITY PLACE MUNICIPAL CODE, "COMPREHENSIVE PLAN," INCLUDING TEXT AMENDMENTS TO THE INTRODUCTION, LAND USE, HOUSING, TRANSPORTATION, CAPITAL FACILITIES, UTILITIES AND COMMUNITY CHARACTER ELEMENTS OF THE PLAN, AND ZONE AMENDMENTS TO THE PLAN MAP, TO COMPLY IN PART WITH THE REQUIREMENT TO UPDATE THE COMPREHENSIVE PLAN BY DECEMBER 1, 2004 IN ACCORDANCE WITH THE GROWTH MANAGEMENT ACT, RCW 36.70A 130(4)(a)

WHEREAS, on July 6, 1998, following numerous and varied opportunities for public involvement, the City of University Place adopted its Comprehensive Plan, in compliance with Chapter 36.70A RCW the State of Washington Growth Management Act; and,

**WHEREAS**, RCW 36.70A.130 allows for comprehensive plans to be amended no more frequently than once per year and that such amendments be considered concurrently by the legislative body so that cumulative impacts can be evaluated; and,

WHEREAS, over a year has passed since the adoption of the Comprehensive Plan and the City of University Place determined that amendments to the University Place Comprehensive Plan are at this time required to comply with RCW 36.70A.130(4)(a) and are in the public interest; and,

WHEREAS, amendments to the Comprehensive Plan are needed, in part, to address growth and development assumptions and objectives, to update the plan's demographic and housing information and assumptions in accordance with Census 2000, to consider four property rezone requests, to reflect capital improvements made and new facilities planned, to emphasize economic development and special planning areas including the Town Center and Chambers Creek Properties; to clarify LOS standards applicable to collector arterials when intersecting with major (principal) and secondary (minor) arterials; and, to evaluate the City's policies with regard to utilities and especially sewers, and

WHEREAS, the public, interest groups and agencies were invited to submit applications to amend the Comprehensive Plan "Plan Map" and Comprehensive Plan text; and,

WHEREAS, the proposed Comprehensive Plan amendments were sent to adjoining local governments, the County, numerous state and federal agencies as well as special interest groups and individual citizens for review and comment; and.

WHEREAS, the proposed Comprehensive Plan amendments are consistent with the County Wide Planning Policies; and,

WHEREAS, the Planning Commission held 15 public meetings including two public hearings on March 6, 2002 and February 19, 2003, and on March 19, 2003, following deliberation on the testimony heard during the public hearings, unanimously voted to recommend Comprehensive Plan Amendments to the City Council for adoption; and

WHEREAS, the required State agency 60-day review period on the Comprehensive Plan amendments began on April 7, 2003 and concluded on June 7, 2003 with comments received from Washington State Department of Community and Economic Development, such comments having been reviewed by the City Council and incorporated into the amendments as appropriate; and

WHEREAS, the University Place City Council held Public Hearings on May 19, 2003 and June 2, 2003 and several study sessions to take public comment and discuss proposed Comprehensive Plan amendments; and,

WHEREAS, a SEPA Determination of Non-Significance (DNS) and Adoption of Existing Environmental Documents were issued on July 18, 2003 with a comment period ending on August 1, 2003; and,

WHEREAS, the City Council has determined that amending the City of University Place Comprehensive Plan protects the public health, safety and welfare and complies with the Growth Management Act; NOW THEREFORE,

THE CITY COUNCIL OF THE CITY OF UNIVERSITY PLACE, WASHINGTON, DOES ORDAIN AS FOLLOWS:

- Section 1. <u>University Place Comprehensive Plan Text Amendments Adopted.</u> The City of University Place Comprehensive Plan text, adopted by reference pursuant to UPMC Section 16.05.010, is hereby amended as indicated in Exhibit "A" attached.
- Section 2. <u>University Place Comprehensive Plan Land Use Plan Map Amended.</u> The University Place Comprehensive Plan Land Use "Plan Map", adopted by reference pursuant to UPMC Section 16.05.010, is hereby amended as shown on Exhibit "B" attached.
- **Section 3.** <u>Severability</u>. If any section, sentence, clause or phrase of this Title shall be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this Title.
- **Section 4.** <u>Publication and Effective Date.</u> A summary of this ordinance, consisting of its title, shall be published in the official newspaper of the City. This ordinance shall be effective five (5) days after its publication.

PASSED BY THE CITY COUNCIL ON AUGUST 4, 2003.

Jean Brooks, Mayor

ATTEST:

Catrina Craig, City Clerk

APPROVED AS TO FORM

Timpthy X. Sullivan, City Attorney

Date of Publication: 08/07/03 Effective Date: 08/12/03



# **City of University Place**



# 2003 COMPREHENSIVE PLAN AMENDMENTS

#### ABOUT UNIVERSITY PLACE

The City of University Place, Washington, ironically, hosts no university within its borders. The Ceity obtains its name from 19th century Methodists who hoped to locate the University of Puget Sound here. However, their dream of a University on the hillside overlooking the bay, eventually became The University of Puget Sound located in neighboring Tacoma. The community retains some of the curving drives and odd intersections that reflect on the original architectural plans for a university community—here. Fittingly, University Place Elementary School occupies the original campus site.

As a city, University Place is very young; incorporated in August 1995. The community, however, is long-standing. Ezra Meeker first surveyed University Place as a town site in 1870more than 128 years age. University Place's reputation as a close-knit community with good schools and attractive neighborhoods attracts residents. It is a livable city with strong community bonds and a mix of affordable to expensive housing from affordable to expensive.

Geographically, University Place is located directly on Puget Sound just south of the Tacoma Narrows Bridge. The Ceity benefits from its location in the bustling Puget Sound region. Downtown Tacoma is less than ten minutes away, and Seattle is about ferty fifty minutes from University Place. The eCity's proximity to the Narrows Bridge also facilitates access to the Kitsap and Olympic Peninsulas. Freeway access to University Place is by way of the Jackson Avenue exit on Washington State Highway 16. After driving a few blocks through Tacoma, Jackson Avenue becomes Bridgeport Way, the primary arterial route and commercial business corridor in University Place.

University Place operates under the a City Council-Manager form of government. The City Council is the policy-making body and consists of seven (7) members elected at large. The Mayor is elected from within the Council. The City Manager, appointed by the Council, serves as the professional administrator.

The City of University Place 1998 2002 population is approximately close to 30,000350 residents. Although the city is now mostly built, with only a few remaining large vacant parcels of land, the community is actively looks forward to improving local street and utility infrastructure and parks to further enhance the quality of life. The city's stunning setting on a hillside overlooking Puget Sound provides great views and opportunities for the development of paths and walkways. Pierce County's plans to turn part of the 900 acre Chambers Creek/Lone Star Northwest Gravel Mine site, in the southwestern part of the city, into a park also promises to further add to the community's assets.

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# POPULATION CHARACTERISTICS OF THE CITY OF UNIVERSITY PLACE\*

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1990 Census 1997 (State Office of Financial	26,714 29,160			
Management estimate)	29,100			
2000 Census*	<u>29,933</u>			
2001 (State Office of Financial	30,190			
Management estimate)		erwannastra a zamesa agresiasa a zamesa az a ting a agresia a z		
Median Age 1990	<u>33</u>	years	1 min	
Median AgeAge 2000*	<del>33</del> 36.5	years		
Under 18*	<u>2625</u> %	,	Fo	ormatted
18-34 years*	26 <u>22</u> %		Fo	ormatted
35-54 years <u>*</u>	<del>29</del> 32%	· 	Fo	ormatted
55-64 years <u>*</u>	<u>810</u> %		Fo	ormatted
65 or over*	11%			
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Caucasian <u>*</u>	<u>.8780</u> %		{ <b>F</b> o	ormatted
African-American*	<del>7</del> 9%		<b>Fo</b>	ormatted
Asian <u>*</u>	,4 <u>8</u> %		Fc	ormatted
Other*	<u>23</u> %		Fc	ormatted
Average Household Size*	<del>2.49</del> 2.45	persons	· · · · · · · · · · · · · · · · · · ·	ormatted
Median Household Income	\$34,756	persons		, maccea
Median Family Income	\$41,242	(2 or more persons)		
	idendanianiene aletaridikadere end	(2 of more persons)		
Number of Dwelling Units*	<del>11.500</del> 12.684	(1997 est. 12,246)	Fo	ormatted
Single Family		1997 Inventory		
Multi-family	40%	1997 Inventory		
Owner Occupancy*	<del>,55</del> 58%	<del></del>	Fo	ormatted
Renter Occupancy*	45 <u>42</u> %		Fo	ormatted
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*From <u>1990 2000</u> Census			Fc	ormatted

#### CITY OF UNIVERSITY PLACE VISION

Adopted August 5, 1996 Revised July 6, 1998, May 1, 2000

Twenty years after incorporation, University Place is a safe, attractive city that provides a supportive environment for all citizens to work, play, (obtain) get an education and raise families. Children and youth are nurtured and encouraged to develop into competent, contributing citizens in a changing world. The physical and mental well-\_being and health of all individuals is valued. Violence is not tolerated. A cooperative community spirit and respect for each other--our commonalities and differences--foster a diverse cultural, spiritual and ethnic life and prepare us for future challenges.

#### Land Use and Environment

Residential areas and commercial corridors retain a green, partially wooded or landscaped character, although the city is almost fully developed. The public enjoys trail access to protected creek corridors, wetlands and greenbelts. As the gravel pit site on the Chambers Creek properties gradually is reclaimed for public use, people enjoy expansive views, access to Puget Sound, and parks and recreation opportunities.

Community character has been enhanced by fair and consistent enforcement of land use regulations. Buffering and landscaping separate incompatible uses, -support the integrity of residential neighborhoods, and create more attractive business/industrial developments.

#### Housing

University Place <u>has is a city a mix of efflow and moderate density</u> housing <u>densities and developments that</u> maintains a friendly neighborhood and community atmosphere. The proportion of residents <u>who own ewning</u> their homes has increased. A mix of housing styles and types is affordable to households at various income levels.

# Transportation, Capital Facilities, and Utilities

Street lighting, sidewalks, curbs/gutters and bicycle lanes on all arterial streets have improved safety and created better connections between residential and business areas. The entire e<u>C</u>ity new-has access to <u>sanitary</u> sewers.

# Community and Economic Development

The City Hall complex has contributed to the development of a thriving commercial and civic area. This pedestrian friendly town center and community focal point offers civic activities, convenient shopping, and a welcoming downtown park. Residents and visitors enjoy a walk along shaded trails, a place to sit and relax on a sunny day, an active play area for children and a gathering place for community events.

Partnerships between the City and business sector have resulted in a viable, economically stable business community. Compact commercial and light industrial developments have attracted new investment and brought additional goods, and services, and more jobs to the community. Public street improvements and new infill developments contribute to the vitality of the core business areas. University Place has established itself as a destination for local regional shopping, arts, entertainment, and special community events and festivals.

#### Parks and Recreation

Expansion of parks and recreation services has been achieved through cooperative efforts of the City, and-School Districts and many citizen volunteers. Residents enjoy more neighborhood parks and public spaces, a community and civic center, public access to the shoreline, and a variety of recreation programs and activities for children, youth, adults, and senior citizens.

# Governance and Community Services

Open communication between citizens, business, industry and government has strengthened community ties and created an environment of trust, listening, and responsive, fair governance. Information is readily available to citizens and issues are fully discussed. The result has been quality, cost-effective services.

While not always a direct provider of services, the City assists residents in gaining access to <u>needed</u> community services they need through partnerships and contracts with other agencies.

Coordination with human service agencies results in the delivery (and outcome) of human services that promote(s) empowerment and self-determination for individuals in need.

Local government, the school districts and private schools work together in the planning process-for quality education. The City has increased public safety by partnering with the Fire District and by implementing a community policing community-policing program which that maintains a partnership between community and the police, promotes respect for neighbors, and encourages individual responsibility.

# **State Growth Management Act Goals**

The State Growth Management Act requires governmental jurisdictions to address the issues of unplanned and uncoordinated growth through adoption of comprehensive plans to promote the wise use of our lands and protect the health, safety and quality of life enjoyed by residents of this state.

The legislature did not prioritize these 14 goals, recognizing that each community would emphasize them differently in accordance with community values when conflicts arise. Localized solutions will be found to meet each community's unique varying needs.

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# **Goals of Growth Management Planning**

- Urban Growth Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce Sprawl Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Transportation Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- Housing Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- Economic Development Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capabilities of the state's natural resources, public services, and public facilities.
- Property Rights Private property shall not be taken for public use without just
  compensation having been made. The property rights of land
  ewnerslandowners shall be protected from arbitrary and discriminatory actions.
- Permits Applications for both state and local governmental permits should be processed in a timely and fair manner to ensure predictability.

# Goals of Growth Management Planning (continued)

- Natural Resource Industries Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.
   Encourage the conservation of productive forest landsforestlands and productive agricultural lands, and discourage incompatible uses.
- Open Space and Recreation Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- Environment Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- Citizen Participation and Coordination Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- Public Facilities and Services Ensure that those public facilities and services
  necessary to support development shall be adequate to serve the development,
  at the time the development is available for occupancy and use, without
  decreasing current service levels below locally established minimum standards.
- Historic Preservation Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- Shorelines of the State The goals and policies of the Shoreline Management Act as set forth in RCW 98.58.020.

# THE PLAN CONCEPT

University Place's Comprehensive Plan concept is derived from considering State goals, Section 36.70A.070 mandatory elements of the Growth Management Act (GMA), regional and County-Wide Planning Policies, factors affecting land use, assumptions about future trends, and public opinion.

The plan which was developed through a public involvement process conducted by the Planning Commission reflects concept is a community vision of how University Place should grow and develop over the next 20 years. The plan aims to while protecting its our high quality of life and equitably sharingshareing the public and private costs and benefits of growth. The plan establishes overall direction for residential, commercial and industrial growth in a pattern that protects the single family character of the community and public health and safety, while and enhances enhances ing community character, natural beauty, environmental quality and economic vitality.

The plan guides University Place's efforts to achieve these ends by indicating where new housing, shopping, and economic development should be encouraged and where open space should be protected. It places the emphasizemphasizes for growth in areas where adequate public facilities and services can be provided in an efficient and economic manner. Finally, the plan-attempts to conserves open space, protects wildlife habitat and sensitive areas, maintains and improves the quality of air, water, and land resources, as well as and preserves the character of the community.

# REGIONAL AND COUNTY-WIDE POLICY FRAMEWORK

While the 14 goals of the State GMA guide the City's Comprehensive Plan; provide broad statewide direction, there is also a fRegional and Pierce County, Wide framework of planning and policies also that guides development of the City's plan local comprehensive plans. In the central Puget Sound region—Pierce, King, Kitsap and Snohomish counties—tThe Puget Sound Regional Council (PSRC) is the designated forum for collaborative work on regional growth management and transportation planning, in Pierce, King, Kitsap and Snohomish countiespursuant to state and federal law. Vision 2020, adopted in 1990 by the PSRC and updated in 1995 by the PSRC, emphasizes strategic location of new growth in urban centers and and the development of manufacturing/industrial centers served by a multi-modal transportation system. Public expenditures that contribute to concentrated development, such as providing frequent and convenient transit service, are strongly encouraged. The Growth Management Act requires consistency between regional transportation plans, county-widecountywide planning policies and the transportation elements of local comprehensive plans.

Pierce County initially adopted County-Wide Planning Policies, as required by GMA, in 1992, and 1 There were were several amendments in 1996. The policies are intended to create consistency between county and municipal plans; to ensure orderly, contiguous growth patterns with adequate public facilities; and to protect agricultural lands, natural resources and sensitive environmental areas. The 1996 later-amendments included new policies to address compact urban development and centers. These policies were required to achieve certification of consistency with the regional Vision 2020. The Aamendments also established minimum standards for urban development, such as curbs, gutters and sidewalks, and minimum goals for the provision of parks. The county-widecountywide policies state that each municipality shall adopt policies whichpolicies, that provide for more choices in housing types and

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moderate increases in density to achieve at least an average net density of four (4) units per

# CONSISTENCY WITH STATE GOALS, REGIONAL VISION AND COUNTY-WIDE POLICIES

The City of-University Place Comprehensive Plan conforms to the predominant themes of state, regional and county goals and policies. These are to concentrate growth in urban areas <u>already characterized by growth and</u> with an adequate level of services; to protect natural areas, resource lands and open space; to encourage availability of affordable housing in all communities; and to encourage land use patterns and transportation systems that provide for alternatives to use of the automobile.

As part of the Comprehensive Urban Growth Area (CUGA) of Pierce County and an almost fully developed urban community, University Place complies with the basic growth management precept of locating growth in areas already characterized by urban growth. The community vision and plan—developed through a public involvement process managed by the Planning Commission—emphasize protecting the predominantly single family character of the city and the environmental assets which enhance livability. The latter include clean air and-water, saltwater shore land, creek corridors, wetlands and greenbelts.

University Place has a mix of single family and multifamily housing. The plan allows a choice of housing types and densities, including accessory housing units, attached single family or duplexes, and multifamily units in mixed usemixed-use commercial/residential complexesprojects. Existing Ddensities range from four (4) to six (6) units to the /acre in single family areas and to ten (10) to thirty (30) units to the /acre in multifamily and mixed use areas. Based on proposed land use designations and development patterns, an overall density of just over four (4) units to the /acre is projected for the eCity's residentially zoned areas within the 20-year planning period. The plan also encourages participation in regional and county-widecountywide efforts to increase the supply of affordable housing.

The plan encourages development of a "town center" with a mix of civic, commercial and recreational uses. The area currently is served by <u>public</u> transit, and <u>Mobility will be increased when ongoing planned planned-improvements</u> to the central arterial, Bridgeport Way, <u>will-include(including)</u> sidewalks and bicycle lanes) are completed to help increase mobility. As <u>Before incorporation</u> an unincorporated area the area which experienced substantial urban growth <u>without and inadequate urban services</u>, the newly <u>Once</u> incorporated the eCity moved swiftly to improve safety and pedestrian access on key arterial streets. The plan recognizes that the automobile will continue to be the major mode of transportation within and through the eCity, but promotes transportation improvements and land use patterns to help support <u>public</u> transit, walking and bicycling.

The City has within its boundaries one major county facility, the Pierce County Chambers Creek Regional Wastewater Treatment Plant, which serves the Chambers Creek-Clover Creek drainage basin. Therefore, aA process for siting essential public facilities is included in the plan consistent with RCW 36.70A.200 and the County-Wide Planning Policies. The City has within its boundaries one major county facility, the Pierce County Chambers Creek Regional Wastewater Treatment Plant, which serves the Chambers Creek-Clover Creek drainage basin

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#### CITIZEN INVOLVEMENT IN DEVELOPMENT OF THE PLAN

During the incorporation process, citizen committees helped lay the foundation for the Comprehensive Plan as they defined priorities in land use, transportation, parks, recreation, the environment and other areas. At the time the City incorporated in August, August 1995, an Interim Comprehensive Plan was adopted by the City Council. The interim plan was substantially based on the Pierce County Comprehensive Plan, but included modifications to make it more relevant to University Place.

The Council appointed an Interim Planning Commission in 1995 with the charge of developing a permanent Comprehensive Plan and development regulations in compliance with the Growth Management Act. Work on a Community Vision Statement began in early 1996. A Community Vision Forum was held in March, March 1996. followed by pPublic hearings on a draft vision statement were held before at the Planning Commission and the City Council prior to final adoption in August, August 1996.

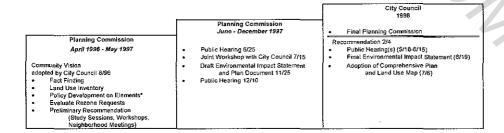
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The Planning Commission began drafting Comprehensive Plan elements in April, April 1996 and held a public meetings and a work sessions monthly. Hearings on preliminary drafts of the policy elements and land use map were held in March and June of 1997. In addition, staff made presentations on the plan and responded to questions at neighborhood meetings, which were are held three times a year in four geographical areas of the eCity. Discussions of the Comprehensive Plan process and key issues occurred frequently in the City's monthly newsletter, mailed to 11,000 households. Local newspapers also provided good coverage of the issues and process. The Planning Commission's effort culminated with a public hearing on the Draft Plan and Environmental Impact Statement in December 1997. The recommended plan was forwarded to the City Council with citizen comments in February 1998.

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The City Council held study sessions on the draft plan between February and May 1998. After public hearings on May 18 and June 15. the The first City of University Place Comprehensive Plan was adopted on July 6, 1998, and was effective July 13, 1998.



#### **COMPREHENSIVE PLAN AMENDMENTS**

Amendments to the Comprehensive Plan are necessary, from time to time, to respond to changing conditions and needs of University Place citizens. The Growth Management Act requires that amendments to a comprehensive plan be considered no more frequently than once per year. Proposed amendments to the Comprehensive Plan shall be considered concurrently so that the cumulative effect of various proposals can be ascertained. In considering proposed amendments to the Comprehensive Plan, proposals will be evaluated for intent and consistency with the Comprehensive Plan, the need for particular land uses, and the availability of land for specific uses. Amendments to the plan are reviewed by the Planning Commission, which makes recommendations to the City Council.

Beginning in 1999. the Planning Commission began the first review of the Comprehensive Plan. Holding two public meetings a month, the Planning Commission considered proposed amendments to land use designations, shoreline management, tree protection and other substantive policies. The public, interest groups and agencies were invited to submit applications to amend the Comprehensive Plan "Plan Map" and plan text. On October 20, 1999 the Planning Commission held their first public hearing on the Comprehensive Plan amendments and forwarded a recommendation to the City Council on November 17, 1999. Following a SEPA Determination of Non-Significance (DNS) on the plan amendments issued on January 20, 2000 and expiration of the required State agency 60-day review period, the City Council held a study session on the proposed Comprehensive Plan amendments on March 13, 2000. The City Council held a public hearing on April 17, 2000 to consider testimony on the proposed amendments and adopted the amendments on May 1, 2000.

In August 2001, the Planning Commission again began the process of reviewing the Comprehensive Plan. Several changes in State Law and requests for land use designation changes warranted the review and evaluation. Public notice of the amendment process along with a call for amendment applications was published in the local daily newspaper. In September 2001 a public workshop, public Planning and Park Commission meetings, and a City Council meeting were held to discuss proposed amendments. The Planning Commission met on several occasions and held the first of two public hearings on March 6, 2002. This first hearing was regarding requests to change land use designations on individual properties to allow more intense uses. A second public hearing on February 19, 2003 was held to consider text amendments. On March 19, 2003 the Planning Commission forwarded their recommendation to the City Council. A SEPA DNS was issued on March 28, 2003. After discussing the Planning Commission's proposed amendments the City Council adopted the amendments on June 2, 2003.

# POLICIES THAT ENCOMPASS THE ENTIRE PLAN

Each element of the <u>Comprehensive</u> Plan contains the policies that will-guide University Place's development in regard to that aspect of growth. However, there are <u>a few general</u> policies that are integral to University Place's entire planning effort——general <u>These</u> policies that are a foundation for the other policies enumerated throughout the Pplan.

- 1. University Place's planning shall address the issues, resources, and needs that make a community a satisfying place to live and work.
- 2. University Place shall recognize and protect local neighborhood character and values.
- 3. University Place shall actively inform and involve citizens in all stages of ₽plan development, implementation, monitoring, and revision.
- 4. University Place shall participate in coordinated and joint planning efforts with the County and neighboring jurisdictions to achieve desired patterns of growth, capital improvements, and protection of natural areas, greenbelts and open space. The City also shall pursue contracts, franchises and interlocal agreements with other jurisdictions to provide quality and cost effective services to citizens.


#### ORGANIZATION OF PLAN

The <u>Comprehensive</u> Plan consists of <u>eight\_nine</u> elements. The GMA prescribes five (5) specific elements that must be contained in a city comprehensive plan. The City has added three (3) <u>additional\_optional\_elements</u>.

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Mandatory
Land Use
Housing
Transportation

Utilities
Capital Facilities
Shorelines

Parks, Open Space and Recreation Environmental Management Community Character

The goals and policies contained within each element are the heart of the ₽plan. Each element presents part of the picture for guiding University Place's growth. The Land Use Element provides the overall picture and interconnections among the other elements.

Each element is organized as follows:

Introduction and Major Issues: Introduces issues unique to University Place.

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State Goals and Community Vision: Restated GMA goals and the City's Vision Statement. lated to the element.

Goals: Defines what the community wishes to achieve in the next 20 years.

**Policies:** Provides guidance for creating development regulations and taking other actions to achieve the goals.

Discussion: Clarifies the intent of the policies, and provides context and explanation.

Background Information: (Land Use, Housing, Environmental Management, Transportation, Utilities, Capital Facilities). Gives factual data supporting the statements in the plan's elements.

#### **PLAN AMENDMENTS**

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Amendments to the Plan will be necessary, from time to time, in response to monitoring and evaluation, changing conditions or needs of University Place-citizens. The Growth Management Act requires that amendments to a plan be considered no more frequently than once per year. Proposed amendments to the Comprehensive Plan shall be considered concurrently so that the cumulative effect of various proposals can be ascertained. In considering proposed amendments to the Comprehensive Plan, proposals will be evaluated for intent and consistency with the Comprehensive Plan; the need for particular land uses; and availability of land for specific uses. Amendments to the plan will be reviewed by the Planning Commission which will make recommendations to the City Council.

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#### **CHAPTER 1**

# LAND USE ELEMENT

This element addresses the major land use issues facing the City of University Place over the next 20 years. The Land Use Element considers the general distribution, location, and intensity of land uses. It provides a framework for the other elements of the plan. It makes protecting residential areas a priority, but also recognizes that economic opportunity and viable business districts are essential to the community's health and vitality. The goals and policies included in this section of the Comprehensive Plan cover the following categories of land use:

- (a) general
- (b) residential
- (c) commercial
- (d) manufacturing/industrial/ business park
- (e) parks and open space
- (f) essential public facilities
- (g) potential annexation-areas
- (h)(g) special planning areas

#### STATE GOALS

#### Urban Growth

Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

#### Reduce Sprawl

Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

#### Property Rights

Private property shall not be taken for public use without just compensation having been made. The property rights of land ownerslandowners shall be protected from arbitrary and discriminatory actions.

#### Permits

Applications for both state or local governmental permits should be processed in a timely and fair manner to ensure predictability.

# **Economic Development**

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capabilities of the state's natural resources, public services, and public facilities.

### Open Space and Recreation

Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

#### Shorelines of the State

The goals and policies of the shoreline management act as set forth in RCW 90.58.020.

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#### COMMUNITY VISION

#### Land Use and Environment.

Residential areas and commercial corridors retain a green, partially wooded or landscaped character, although the city is almost fully developed. The public enjoys trail access to protected creek corridors, wetlands, and greenbelts. As the gravel pit site on the Chambers Creek properties gradually is reclaimed for public use, people enjoy expansive views, access to Puget Sound, and parks and recreation opportunities.

#### **Economic Development.**

Partnerships between the City and business sector have resulted in a viable, economically stable business community. Compact commercial and light industrial developments have attracted new investment and brought additional goods, and-services, and more jobs to the community. Public street improvements and new infill developments contribute to the vitality of the core business areas. University Place has established itself as a destination for regional legal shopping, arts, entertainment, and special community events and festivals.

#### MAJOR LAND USE ISSUES

There is little undeveloped land remaining.

Single familySingle-family neighborhoods comprise a large percentage of the eCity's land area and the community wants to retain a primarily single family character in its housing mix.

There is pressure from land ewnerslandowners to rezone additional areas to commercial--especially along

Bridgeport Way--while existing commercial areas are under-utilized.

Commercial development has occurred primarily along 27th Street West and 40th Street West, and in a strip along Bridgeport Way which Way, which connects the two areas and extends south to just beyond Cirque Drive. This has resulted in lack of a well defined Town Center.

The commercial areas, and many of the arterial roadways in other areas lack amenities such as street lighting, curbs, gutters, and sidewalks.

With the exception of the Chambers Creek properties site owned by Pierce County, only a small bank of vacant land remains that can be used or acquired for parks and open space.

The Rredevelopment of the Chambers Creek properties (700 acres within the ecity limits); including the reclamation of the former Lone Star Northwest gravel mine; and the scope of future sewage treatment facilities on the site will create opportunities as well as impacts for the community.

Because the e<u>C</u>ity is mostly developed, a major thrust of land use planning will have to be directed at revitalization and redevelopment.

# **GOALS AND POLICIES**

This section of the element contains the land use goals and policies for University Place. The goals establish broad direction for land use. The policies outline steps to meet the intent of each goal. Discussions provide background information, may offer typical examples and help clarify intent.

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#### **GENERAL LAND USE**

# **GOAL LU1**

Achieve a rational and prudent mix of land uses within the eCity.

## Policy LU1A

Protect the property rights of landowners from arbitrary, capricious, and/or discriminatory actions. Do not take private property for public use without just compensation, nor allow illegal encroachments on public land or rights-of-way without compensation or consideration of the public interest.

Discussion: The policy reiterates the State GMA goal and emphasizes, at the onset of the Land Use Element, that the process of land development and permitting shall recognize the rights of property owners as well as the general community interest. The community also has many examples where private owners have not been cognizant of public ownership of land, and have "taken" the land for their own use without public process or compensation.

#### **Policy LU1B**

Create a well balanced, well organized combination of land uses which uses, which includes residential, commercial, industrial, recreational, public use, and open space. Make protection and preservation of residential neighborhoods a priority.

**Discussion:** Encourage development of areas which, have employment and residential densities great large enough to result in a vibrant and inviting urban environment. Protect the stable residential areas from inappropriate commercial development.

#### **Policy LU1C**

Manage growth so that delivery of public facilities and services will occur in a fiscally responsible manner to support development and redevelopment.

**Discussion:** Contain and direct growth where adequate public facilities exist or can be efficiently provided. Assure that urban level facilities, which includeing sewer, street lighting, sidewalks, curbs and gutter, and adequate streets, are provided prior to, or concurrent with, development.

# Policy LU1D

Encourage the creation of a "town center" or central business district.

Discussion: A town center will serve as a focal point for the ecity and provide a sense of community identity and civic pride. It should include retail establishments, a post office, the city hall, other government buildings, and open space. The general area of the town center is located along Bridgeport Way between 35th Street West and 44th Street West, which This area contains a mix of civic, commercial, and residential use that can be enhanced over time through public and private investment.

# **Policy LU1E**

Require buffers between different types of land uses.

Discussion: A harmonious and visually appealing transition from one type of land use to another is highly desirable. As examples, buffers such as fences and landscaped areas can be employed to create the desired effect. Careful attention to design, scale, and placement of new construction can complement adjoining properties rather than detract from them.

#### **Policy LU1F**

Require landscaping throughout the entire spectrum of land uses.

Discussion: Much of the eCity's charm results from the extent to which a natural appearance has been retained. While new development often requires altering topography and excavation, replacement of lost plantings will lessen the impact. New residential and commercial developments benefit from attractive landscaping and enhance the overall appearance of the community. The visual impact of large paved parking lots, in particular, should be softened with areas of trees, shrubs, and ground covers. Native vegetation and low maintenance types of plantings which remain healthy over time plantings, which remain healthy over time, are preferred.

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# Policy LU1G

Plan for a gradual transition to a less automobile intensive transportation system.

Discussion: The City should recognize that for the foreseeable future the private automobile is and will be the transportation mode of choice for the great majority of residents. However, construction of pedestrian, bicycle, and public transit facilities should be encouraged. For example, density calculations for new developments could include an area devoted to pedestrian and bike trails.

Public transit is a required means of transportation for a portion of residents, particularly in multifamily developments. Design of those developments should include safe pedestrian access for transit users.

In the twenty-year scope of this plan, pedestrian and bike trails are not expected to significantly alter the transportation habits of the residents. These facilities should be considered primarily recreational in nature. They may, however, prompt possible future changes in the transportation habits of the city's residents.

## Policy LU1H

Consider adopting an ordinance that addresses vesting of applications to promote development consistent with existing standards.

Discussion: One issue the City has dealt with since incorporation is the processing of applications vested in the County prior to the City's incorporation. These applications are vested under standards that do not typically meet current eCity standards. Adoption of an ordinance that places a time limit on vesting for certain applications would promote, to some extent, the development of property in accordance with eCity standards. The City should explore how applicable an ordinance might be relative to outstanding vested applications and consider adopting an ordinance if it is determined in the public interest to place a limitation on vested applications.

#### RESIDENTIAL LAND USE

# **GOAL LU2**

Achieve a mix of housing types and densities while maintaining healthy residential neighborhoods, and guide new housing development into appropriate areas.

# **Policy LU2A**

Preserve the residential character of single family neighborhoods.

**Discussion:** Established residential neighborhoods are the foundation of the community. They provide a sense of well being for local residents and enhance the stability of the entire eCity. They should be protected from negative impacts of conflicting or inappropriate nearby land uses. Regulations should be developed to reduce impacts where non-residential zones abut residential zones.

#### Policy LU2B

Locate higher greater density residential development in the town center and maintain moderate density designated residential multifamily or mixed use development in the existing multi-family and mixed use areas along or close to major arterial and transit routes.

Discussion: Most of the eCity's designated multifamily zones are nearly built out. With a few exceptions, they are located convenient to arterial routes and public transit. Mixed-use areas have potential for additional residential development in combination with office and retail. This approach can locate higher High and moderate density residential development should be close to services and public transit and can to avoid increased traffic and noise on minor residential streets.

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#### **Policy LU2C**

Allow Greater Density Mixed Use development in the Town Center to promote economic development.

Discussion: Greater densities are required for residential mixed use to succeed. With more people living in the Town Center there will be a greater demand for shops and restaurants to support the population concentration. Taller building heights should also be considered to stimulate economic development.

#### Policy LU2GD

Ensure that <u>multifamily</u>higher density residential development is designed and scaled in a manner that is compatible with abutting single family neighborhoods.

Discussion: Residential uses in multi-family and mixed-use mixed-use zones should be designed to provide a harmonious transition into surrounding single family neighborhoods. Buffers, landscaping, and building design and placement that blends with neighboring areas enhance the smooth transition between different densities and land uses.

# Policy LU2DE

Provide for a range of residential densities based on existing development patterns, community needs and values, proximity to facilities and services, immediate surrounding densities, and protection of natural environmental features.

Discussion: At the time of incorporation in 1995, single family residential areas fell into one of two types. One type is represented by older homes on relatively small lots, in the northern part of the ecity\_and-on-relatively-small-lots. The other, type is represented by newer homes throughout the city, on lots with no minimum size but with a density of 4 units per acre. Higher densities of up to 6 units per acre were allowed with a Planned Development District (PDD). In a PDD, higher densities are possible if certain amenities are provided by the developer.

Multifamily housing is clustered primarily adjacent or near the arterial street corridors of 19th, 27th, 40th, Orchard and Bridgeport Way and ranges in density from about 10 -to 30 -48 units per acre. The ratio of single family and duplex units to multifamily in 1996 is 60% to 40%. Because the eCity has a substantial percentage of higher density units, the community will only supports limiting new higher density residential development in the town center. Density in existing multifamily development to renovation and infill in existing zones which permit them-and mixed-use zones can be maintained, but should be improved over time with and in innovative mixed use developments. Plans for the future should increase the proportion of single family and duplex mixed-use developments. With variation in housing types and lot sizes, a broad spectrum of housing needs can be met. This approach will also help address environmental constraints such as steep slopes and wetlands.

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# **COMMERCIAL LAND USE**

# **GOAL LU3**

Achieve a mix of commercial land uses that serve the needs of the e<u>C</u>ity's residents, businesses and visitors.

### Policy LU3A

Concentrate commercial land uses in locations which best serve the community, complement stable residential areas, and are attractive to private investment.

Discussion: The eCity's commercial base is expected to grow, but little undeveloped land remains. To accommodate future growth, an adequate supply of land must be preserved in areas, which will not be detrimental to residential neighborhoods. Redevelopment must also occur in underdeveloped commercial zones. Growth should be contained in areas where adequate public facilities exist or can be efficiently provided.

# Policy LU3B

Encourage development of new businesses and expansion of existing business.

Discussion: While the City of University Place is not a major retail center, tThere are many opportunities to provide goods and services to residents and the surrounding area. The City should work with the private sector, Chamber of Commerce and others to identify issues and opportunities and to create a good environment for small business.

#### Policy LU3C

Recruit new businesses to the City to expand and diversity the City's employment base.

<u>Discussion:</u> The City should target professional service firms building on the City's existing base of professional services firms and develop approaches to encourage new firms to locate in the community.

The City should also develop a retail recruitment program to attract new retail uses and offerings to encourage our citizens and others in the market area to spend their dollars in the City rather than elsewhere. Specifically the City should target three sectors, food/restaurants, convenience items (variety, health and beauty aids, basic apparel) and specialty shops.

#### Policy LU3D

Encourage nonprofit organizations to locate in the City.

Discussion: There are a few nonprofit organizations in the City including the American Legion and the Tahoma Audobon Society offices. Nonprofit organizations provide a valuable service to the community and should be encouraged to locate here.

#### Policy LU3CE

Encourage a mix of residential, office, and retail uses in the town center and designated mixed usemixed-use zones.

Discussion: The traditional zoning approach segregates various land uses, such as commercial and residential, into different locations. In many situations, however, it is more appropriate for some land uses to be "mixed" together. A "mixed-use" building site provides different uses within one structure or site--typically, retail uses on the first floor with office or residential on the upper floors. This type of development would promote a more pedestrianfriendly environment and might encourage more resident-oriented businesses to locate in University Place. A variety of uses also may occur on different sites within the district. Residential uses add vitality and customers for commercial uses in the area.

#### Policy LU3DF

Ensure that new and redeveloped buildings are designed to complement community goals for attractive streets, public spaces, and pedestrian amenities.

Discussion: Most of the ecity's development occurred before incorporation, without guidance of an overall plan. Street edges in the ecity are poorly defined, land uses are largely auto-oriented, and building design and site planning are generally uncoordinated. Additionally, building orientation and parking lot locations vary considerably, with parking often being a significant component of the site. Improved city appearance could attract new business to the ecity and would enhance livability for all the citizens.

Implement design standards for new construction and building renovation which include improved signage, sidewalks, and landscaping to enhance the functionality and aesthetics of existing commercial areas.

#### Policy LU3EG

Ensure that commercial development is designed and scaled in a manner that is compatible with surrounding single-family neighborhoods.

Discussion: Design and performance standards need to be adopted and implemented to maintain an The lack of adequate appropriate transition between high intensity and lower intensity land uses has a negative impact on neighboring properties, and threatens their stability. Use type, building scale and landscaping can help lessen

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impacts between different uses. Preservation and enhancement of existing neighborhoods can be achieved by requiring new-development to minimize conflict through quality design and buffering.

#### Policy LU3FH

Allow small scale "home-based" businesses (home occupations) in residential areas provided that they do not detract from the residential character of the area.

Discussion: Home occupations allow small businesses to operate in a cost effective manner. These types of businesses can be compatible within residential neighborhoods, if the operation has a small number of employees, is incidental to the primary use as a dwelling unit, has no negative traffic or environmental impacts associated with it, and retains the residential appearance of the structure.

#### Policy LU3GI

Encourage the infill, renovation or redevelopment of existing commercial areas and discourage expansion of linear retail commercial "strips".

Discussion: The limited amount of available space remaining in the eCity dictates that maximum utility should be derived from what is available. More efficient use of commercial land shall be achieved by redeveloping and consolidating existing underdeveloped commercial properties. Therefore, infill development and expansion of existing facilities is also of prime importance.

#### Policy LU3HJ

Protect residential areas and, public gathering places, such as parks, schools and churches and community business areas, from the negative impacts of "adult" business and entertainment establishments.

**Discussion:** A city is allowed to regulate adult entertainment businesses as long as a "reasonable opportunity" is provided to operate such a business within the municipal boundaries.

To limit the negative impacts of these establishments in the eCity, adult entertainment businesses shall be regulated in a manner that protects residential, public, and other business uses from the negative impacts of these businesses, and associated criminal activities such as narcotics, prostitution, and breaches of the peace.

# MANUFACTURING, INDUSTRIAL, AND BUSINESS PARK LAND USE

### **GOAL LU4**

Provide for light manufacturing, industrial and "business park" land uses within the eCity.

# **Policy LU4A**

Concentrate industrial, manufacturing, and business park uses in the northeast area of the eity which City, which is already characterized by industrial use and has convenient access to major transportation corridors.

Discussion: Industrial and manufacturing businesses provide jobs for residents and tax revenues for the City. Some manufacturing produces noise, odor or dust. To enjoy the benefits of industrial and manufacturing land uses yet minimize their adverse impacts, the City should encourage "clean and light manufacturing" land uses in appropriate locations convenient to major transportation corridors.

Business park uses with distribution, high technology, and light manufacturing activity and which minimize use of toxic or odorous substances are acceptable industrial uses in the community.

Master planning for new industrial and manufacturing land uses should include such features as open space, landscaping, integrated signage, traffic control and overall management and maintenance.

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#### Policy LU4B

Prohibit heavy manufacturing use in the eCity.

**Discussion:** The limited remaining undeveloped land in the e<u>C</u>ity is inadequate for heavy industrial activity which generally requires large parcels of land and may have negative impacts on residential areas.

# Policy LU4C

Provide a hospitable development atmosphere and emphasize diversity in the range of goods and services available. Plan ahead to ensure that employment opportunities change as the economy changes.

**Discussion:** While University Place is primarily a residential community, it should plan to attract a variety of businesses for goods, services and employment opportunities.

The City's major employer--the University Place School District--provides jobs and is a significant consumer of goods and services. The District and City have many opportunities for partnerships to benefit the community.

# PARKS AND OPEN SPACE LAND USE

# **GOAL LU5**

Expand the parks, recreational land, and open space for the e<u>C</u>ity.

#### Policy LU5A

Reserve portions of the remaining undeveloped land for public use.

Discussion: Because little undeveloped land remains within the e⊆ity, development plans should include setting aside portions of the land for parks, play areas, and bike and walking trails. Some of this space could be provided by developers through incentives and other mechanisms; some will have to be purchased by

the City. As the population grows, space will be needed in both residential and business neighborhoods for visual relief, outdoor recreation, and the enjoyment of natural features.

#### Policy LU5B

Develop a system of distinctively designed pedestrian, jogging, and bicycle trails throughout the ecity that could also connect to regional trail systems.

**Discussion:** Recreational trails and pedestrian linkages between existing parks and e<u>C</u>ity areas will enhance public enjoyment of natural features within the e<u>C</u>ity, and benefit transportation mobility and circulation. Examples include the trail system along Chambers Creek Canyon, Rails to Trails, and the proposed Chambers Creek Properties development.

# Policy LU5C

Identify and Ppreserve wildlife habitat, historical, unique geological and archeological resources as open space and natural areas.

**Discussion:** Ensure that environmental safeguards are in place and enforced. Provide educational materials which foster respect for and preservation of natural and community property. (See also Parks, Recreation and Open Space and Environmental Management.)

# ESSENTIAL PUBLIC FACILITIES

#### **GOAL LU6**

Provide for the appropriate siting of essential public facilities in the community.

# Policy LU6A

Administer a process to site essential public facilities that which is consistent with the Growth Management Act and County-Wide Planning Policies and that which adequately considers impacts of specific uses.

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Discussion: Essential public facilities of a local, statewide, or regional nature may range from schools and fire stations to jails, work release facilities, state prisons, airports, and sewage treatment facilities. Some public facilities are controversial and difficult to site because of real and/or perceived impacts. The State GMA requires that local comprehensive plans include a process for identifying and siting essential public facilities.

# Policy LU6B

Establish siting criteria that protect surrounding uses and mitigate impacts of <u>any</u> the specific facility on the neighborhood and the e<u>C</u>ity.

**Discussion:** The need to site facilities that have service areas extending substantially beyond the eCity should be fully justified and the potential for alternative locations evaluated. Public facilities should include improvements and mitigations to that achieve compatibility with surrounding uses and to compensate for impacts of the facility on a neighborhood or the eCity.

# **Policy LU6C**

Support a wastewater treatment facility at Chambers Creek Properties that gives priority to serving the existing and long term projected needs of Pierce County citizens. To minimize impact, the facility should be managed to avoid early overcapacity or future lack of capacity.

Discussion: The major essential public facility located in the eCity is Pierce County's wastewater treatment facility which has been operating since 1984. Citizens recognize the need for this essential service but are concerned about the size seepe of the plant. If the level of use is increased, it should be mitigated by compatible-with creating a major area for public enjoyment on a prime site along the southern Puget Sound. Opportunities for creating public access to the shoreline are a precious resource that should also be regarded as essential.

(See the Capital Facilities Element for additional policies on siting Essential Public Facilities.)

# Establish a Public Facilities Overlay, which identifies existing and planned public facilities.

#### Policy LU7A

Public Facilities should be located and any impacts mitigated to be compatible with surrounding land uses

Discussion: Public facilities such as schools and parks are uses typically found in residential areas. Other public facilities such as the City Hall, Public Safety Building and the Library should located in the Town Center where they are easily accessible to City residents and businesses and do not create adverse impacts in residential neighborhoods.

Although they are located outside the Town Center, the Pierce County Chambers Creek properties and the Public Work Shops are public facilities that have been located in accordance with a Master Site Plan and mitigated for compatibility with adjacent residential areas.

#### Policy LU7B

Provide a zoning mechanism that provides flexibility to manage public property in a manner that serves the greatest public benefit.

Discussion: Public Facilities Zoning currently restricts the ability for public agencies to manage the public lands under their care. To sell or use public property for uses not specifically allowed in the restrictive Public Facilities Zone, public agencies are required to go through an expensive and lengthy process to change zoning regulations or amend the comprehensive plan. A Public Facilities Overlay should be considered where the new underlying zone becomes the same as that of the majority of adjacent properties.

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**GOAL LU7** 

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#### SPECIAL PLANNING AREAS

#### **Business Districts**

# **GOAL LU78**

Institute a neighborhood business district program to identify, promote and improve unique businesses areas in the City.

#### **Policy LU8A**

Partner with the business interests to promote business districts.

Discussion: The City should work with existing business owners to develop a master plan for each district including tenant profiles and infrastructure improvements. Within each district the City should encourage redevelopment of yacant and underutilized commercial properties.

Once a master plan is developed the City can identify a market position for each district and develop marketing materials to promote the district and its businesses.

#### Policy LU8B

Maintain the Town Center Zone where an identifiable pedestrian oriented Town Center area of residential, retail and civic uses are clustered.

Discussion: The development along Bridgeport Way between 35<sup>th</sup> Street West and 44<sup>th</sup> Street has been identified as the town center, because this is where the highest concentration of businesses and civic uses are located. However, past development has created a "strip" appearance rather than a traditional identifiable town center. Recent improvements to Bridgeport Way have provide pedestrian and landscaping amenities, which have set the stage for development of a more traditional Town Center in this area.

#### Policy LU8C

Establish a Town Center Overlay within the Town Center Zone to promote high quality mixed-use development utilizing design standards, incentives and increased density and height limits to create a viable center.

Discussion: A high quality center within the Town Center Zone will provide the residents of University Place a convenient regional shopping center with high quality retailers and restaurants, a pedestrian friendly traditional street front.

A regional center in University Place will help reduce the distance people drive to access a variety of additional goods and services alleviating road congestion. At the same the a regional center should increase area property values and act as a catalyst for redevelopment of the town center zone as a whole and other business districts in the city. Increasing height and density will decrease pressure on existing neighborhoods; absorb projected population growth, and contribute to the vitality of the center.

The City should take a leadership role in redeveloping the town center by creating a master plan, providing infrastructure improvements, recruiting development partners and working in partnership with them to define and attract residential, commercial and cultural development.

### **Bridgeport Way Corridor**

# GOAL LU79

Preserve a mix of commercial and residential uses in the Bridgeport-Way corridor with activity centers and a more clearly defined town center.

# Policy LU789A

Preserve the concept of core commercial areas along Bridgeport Way.

**Discussion:** A scattering of commercial uses along the entire length of Bridgeport Way within

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the eCity is not desirable. Interspersing clusters of offices and residential with retail uses relieves the monotony of "strip commercial". The result is a more pleasing environment for both business and the community.

#### Policy LU79B

Require shared access driveways and cross-access between developments when planning for public rights-of-way and private development.

**Discussion:** Existing strip developments offer insufficient vehicular and pedestrian interconnections. The resulting excessive number of driveways contributes to a high accident rate.

#### Policy LU79C

Encourage redevelopment of under utilized sites.

**Discussion:** Some areas zoned for commercial or mixed use contain single family houses which are used for small businesses and provide an appropriate interim or transition use. The City should encourage the private sector to combine properties for more efficient commercial redevelopment.

#### Policy LU79D

Provide public facilities and encourage private improvements to enhance pedestrian access, increase safety, and foster the town center concept.

Discussion: Upon incorporation With incorporation in August, 1995 the City began an aggressive program to provide urban level improvements--sidewalks, curbs, gutters, bicycle lanes, lighting and landscaping--for arterial streets. In 1996, the City received a State grant to begin improving Bridgeport Way with curbs, gutters, lighting, sidewalks and a new traffic signal. The City is working with businesses and property owners in the corridor to plan improved traffic circulation and to minimize conflicts caused by too many driveway access points to Bridgeport Way. The lack of secondary circulation routes in some sectors also is being considered. The City's goal is to improve the entire length of Bridgeport Way.

## Policy LU79E

Emphasize the transition from more intensive to less intensive residential and commercial development through landscaping and design of street improvements.

Discussion: Bridgeport Way, particularly south of Cirque Drive, is characterized by a natural tree-lined corridor. As more development occurs, the City should encourage the preservation of trees and require significant landscaping with development. While additional development may occur, the visual impact of a transition from more intense to less intense development should be maintained in this southern portion of the corridor. As this area of the street is improved in the future, a center landscaped median should be considered to expand the tree-lined boulevard concept, create a sense of entry to-the eCity from the south and provide an improved environment for residential development.

# Policy LU79F

Preserve and enhance the residential character of the ecity entrance between 19th Street West and the business district at the 27th Street West/Bridgeport Way intersection.

**Discussion:** The existing housing stock inin this area is, for the most part, well maintained. Many homes are set back substantially from the street. There are significant views of the water from this area. As street improvements are made in this section of Bridgeport, special attention should be given to landscaping and lighting that complements the residential environment.

Day Island/Sunset Beach

# **GOAL LU910**

Preserve the unique residential character of Day Island and Sunset Beach.

#### Policy LU910A

Maintain special Consider an ooverlay districts or other special mechanism in the zoning code to allow flexibility in

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building setbacks and other requirements.

Discussion: Many houses on Day Island and Sunset Beach were built with different building setbacks than current codes allow. There are also numerous encroachments on the public right-of-way. The City should consider createda-special zoneOverlay Areas for Day Island and Sunset Beach to or allow more flexibility in the Zoning Code, not only for Day Island and Sunset Beach, but for other older residential areas which may not have setbacks that conform to the current code. Right-of-way encroachments should be dealt with in a consistent way that protects the public interest and is sensitive to individual property owners.

#### Policy LU910B

Recognize the limited capacity of Day Island streets and private property rights of residents in creating public access points to the shoreline.

Discussion: A number of street-ends on Day Island can provide limited public access to the shoreline and help achieve other goals of the State Shoreline Management Act, such as protecting marine habitats. In 1997, the State Department of Ecology (DOE) took legat action to have the fence at 19<sup>th</sup> Street removed. It had been erected by adjoining property owners and sanctioned by Pierce County. Planning for improved public access should involve Day Island's residents and consider the limited capacity of the streets to handle traffic and parking. Residents also have concerns about privacy and potential damage to their property. The City, the DOE and residents need to work together on a public access plan for the area.

#### Chambers Creek Properties

#### GOAL LU911

Become a Strategic Economic

Development partner with Pierce
County in Planning Chambers
Creek Properties.

Achieve a balance of uses on the site that addresses needs for

sewage treatment, expanded parks, open space and shoreline activities. The mix of uses should help generate revenues to offset the cost of public improvements.

#### Policy LU110A

Prepare development regulations that encompass the multi-use aspects of the site, reflect the master planning process, and establish clear direction and predictability for the landowner, Pierce County, and the surrounding communities of Lakewood, University Place, and Steilaeoom.

Discussion: The master-plan adopted by the Pierce County Council in 1997 established long term direction to be implemented through public and private investment, an Interlocal Agreement, the Comprehensive Plan, Shoreline Master Program and Zoning Code.

Establish a Chambers Creek Properties
Overlay Area that allows existing and
planned uses subject to development
processes and design standards that
promote the development of the master
plan, mitigate impacts and maintain
consistency with the City's Goals.

Discussion: The City, Pierce County and Lakewood have adopted the Master Plan for Chambers Creek Properties and a joint procedural agreement. Establishing a special Overlay Area for the Chambers Creek properties will allow the City and County to manage the development of the Chambers Creek Properties in a way that is most beneficial to the County and community. By identifying allowed uses, and specifying development standards and mitigation measures now, the City and County can avoid costly future delays and more quickly obtain the goals of more parks and increase economic return. The City should "seek a place at the table" to evaluate potential revenue generators including lodging. expediting the golf course and restaurant development and the completion of Phase I projects.

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The mix of uses proposed will add traffic to City streets, may increase noise, affect air quality and have other impacts. Overall, the project potentially will provide many long-term benefits to residents, but it is important that negative impacts are understood by the public and that improvements also include necessary mitigation. The City should work with Pierce County to review and when necessary revise the overlay to ensure continued uniformity and consistency for all Master Site Plan developments and ensure that projects are developed at a level of quality commensurate with community standards.

## Policy LU911B

Work with Pierce County and other public agencies and the private sector to achieve redevelopment of the site through a variety of funding sources.

**Discussion:** The enhanced public use of the site will require cooperation and resources from various levels of government and the community. Though the property is owned by Pierce County, a combined effort is more likely to achieve the broad public vision. Reclamation of the gravel pit is anticipated to occur over 50 years.

#### Policy LU911C

Encourage the development of park and recreation facilities at the Chambers Creek Properties.

Discussion: Some in the Community have coined the phase "more parks sooner" when referring to their desired development of the Chambers Creek Properties. The City should work with Pierce County to more quickly develop park and recreation facilities.

Assure that there is adequate mitigation for significant negative impacts of redevelopment.

The mix of uses proposed will add traffic to city streets, may increase noise, affect air quality and have other impacts. Overall, the project potentially will provide many long term benefits to residents, but it is important that negative impacts are understood by the public and that improvements also include necessary mitigation.

#### Leach Creek Area

# **GOAL LU1012**

Establish a plan for future integrated development of the Leach Creek area bounded by Orchard Street to the east, Alameda Avenue to the west, 44th Street to the north and Cirque Drive to the south. Ensure public facilities and services including sewers and public roads adequately serve the area. Determine what uses and densities are appropriate considering surrounding densities, and land uses, steep slopes and Leach Creek together with associated and wetland areas.

# Policy LU1012A

Work with landowners in the Leach Creek Area to develop a plan to provide a sewer system that will adequately serve the area and be sensitive to the environmental constraints including the proximity to Leach Creek and its associated wetlands.

Discussion: -The Leach Creek Area is located in a Pierce County Utilities Service Area without any Pierce County sanitary sewer lines. Limited sewer service is available near the intersection of Orchard Street and Cirque Drive in the Tacoma sewer system. Pierce County has an agreement with Tacoma that allows property owners to hook up to the Tacoma system but pay Pierce County for the service. Amending the agreement or constructing a new Pierce County sewer line can extend sewer service. The City should work with the property owners and the sewer service providers to ensure the entire area is adequately served for a reasonable cost and the system is

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developed with attention to the sensitive nature of Leach Creek and the associated wetlands.

Policy LU1012B

Work with landowners in the Leach Creek Area to develop a plan to provide adequate transportation facilities and circulation.

Discussion: Without a transportation and circulation plan, individual land owners could develop a series of dead end streets each with access to Orchard Street or Cirque Drive providing no means of circulation between new developments. Access by eEmergency vehicle access service-vehicles, increased safety, and providing better vehicle circulation in the area will benefit the area and future residents. Providing better circulation and connections will decrease the cost of street and storm drainage facility maintenance.

Policy LU1912C

Determine appropriate land uses for this area considering the low-density residential development to the west and south, higher densities to the north and commercial and industrial uses to the east. Consideration shall be given to Leach Creek, and its associated steep slopes and wetlands. Evaluate clustering and low impact development techniques to mitigate impacts.

**Discussion:** Residential uses may be the most appropriate uses on both sides of Leach Creek and in the southern portions of the area provided that adequate protection is given to the creek, wetlands and habitat areas associated with each. Commercial uses may be explored for a portion of the area abutting Orchard Street given the proximity to a busy arterial street and existing commercial and industrial uses on the east side of Orchard Street.

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#### LAND USE BACKGROUND INFORMATION

The land use element is a guide to the types, location and intensity of land uses in the eCity. It is also a plan for accommodating allocated population and economic growth while protecting the environment, and providing efficient pedestrian and vehicular circulation. The element serves to fulfill the community vision and comply with state law.

This section of the land use element includes a discussion of state and local requirements, identifies the eCity limits, and urban growth area, provides background information on existing conditions and estimates of future population and employment. Based on existing conditions and growth estimates, a capacity analysis examines the ability of the eCity to accommodate growth. Consistency with other plan elements and protection of ground and surface water is a requirement of the land use element. The element ends with a land use plan map and descriptions of land use designations.

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#### Washington State Growth Management Act (GMA)

The Growth Management Act requires that each comprehensive plan include a land use element. The land use element designates the proposed general distribution, location and extent of the uses of land including housing, commerce, industry, recreation, open space, public utilities, public facilities and other land uses. The land use element must include population densities, building intensities and estimates of future population growth. The land use element is required to provide for protection of the quality and quantity of ground water used for public water supplies. Where applicable, the land use element shall review drainage, flooding and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the sState including the Puget Sound or waters entering Puget Sound.

#### **County-Wide Planning Policies**

The land use element must be consistent with the County-Wide Planning Policies, which were adopted by Pierce County and its cities as required by the State Growth Management Act. The policies serve to ensure consistency between the County's plan, the City's plan, and plans of neighboring cities.

#### THE CITY OF UNIVERSITY PLACE AND THE CITY URBAN-GROWTH AREA

The City of University Place is approximately 8.45 square miles in area or 5,379,456 acres. As shown in Figures i-1 & i-2 (in the introductory section of the plan), surrounding cities and towns include the City of Tacoma to the north and southeast, the ecity of Lakewood to the south, the City of Fircrest to the east, and the Town of Steilacoom to the southwest. The City of University Place intends to annex a 40 acre area along the eastern city boundary shown in Figure 1-1 which was designated by the Pierce County Council as the City's Urban Service Area or Urban Growth Area. This area, commonly known as Firerest Acres, is an almost fully developed older subdivision.

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#### **EXISTING CONDITIONS**

The first step in determining how the City will implement the Community Vision and comply with growth management regulations is to inventory existing conditions. In 1996, the City conducted a land use inventory that identified uses of each parcel. The inventory map is shown in **Figure 1-12**, and the inventory is summarized in **Table 1-1** and **Figure 1-23**.

According to the inventory, approximately 77% of the city's land area is in single-family residential zones, 2.6% is in mixed use, 3 % in multifamily and 3% in commercial and, industrial zones, and 13.9 % is in public facilities. Twenty five percent of land area is devoted to streets and railroad right-of-way. Wetlands, floodplains, slopes and fish and wildlife areas constrain 2.8% of the land as shown in **Table 1-5**.

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# Single Family

The City of University Place is primarily a residential community with 4,183 acres of single family and duplex residential zoning. The area north of 40th Street West developed first and is almost completely built out. The historic downtown lies in this area along  $27^{th}$  Street west of Bridgeport Way. Some of the first residential lots were developed in 1889, just south of  $27^{th}$  Street West in an area known as Menlo Park. From there, residential development proceeded south. Sunset Beach was first subdivided in 1933 and Soundview Drive in 1939. The eCity began rapidly developing in the mid-1950's and has continued ever since. West of Sunset Drive, the eCity developed almost exclusively in single family homes. Other predominately single family residential areas include the Roman Ridge, Alameda Park and Stonewood Areas, which developed in the late 1970's and early 1980's and the Westwood Square-Tall Firs area between Bridgeport Way and  $67^{th}$  Avenue West, south of  $44^{th}$  Street, which developed in the late 1950's and early 1960's.

#### **Multi-family**

Multi-family developments are concentrated in six distinct areas of the city. In the northeast corner of the eCity along 70<sup>th</sup> Avenue West, there are 690 apartment units in 10 apartment complexes. Along Bridgeport Way and Morrison Road, between 35<sup>th</sup> Street West and 29th Street West several apartment complexes and numerous four-plexes add another 419 apartments. Between 35<sup>th</sup> and 44<sup>th</sup> Street West and along the west side of Bridgeport Way fifteen complexes have 1,032 units. Along Grandview Drive there are 259 units associated with Beckonridge. The two remaining areas of multi-family development include the Chambers Creek Apartments, with 424 units, and in the southeast corner of the eCity, seven apartment complexes have 839 apartments.

#### Commercial

Commercial development occurs in five primary areas. The historic downtown lies west of Bridgeport Way along 27<sup>th</sup> Street West. This area now consists of a small shopping center, and numerous small businesses. Many of the businesses in this area are in converted single family homes. The northeast corner of the eCity has developed as a core commercial area—between Mildred Street on the east, 70<sup>th</sup>. Avenue on the west, 19<sup>th</sup> Street to the north and 27<sup>th</sup> Street West on the south—with amusement and recreation uses such as a movie theater, bowling alley, and gym and with numerous small businesses and restaurants.

A second primary business district is located along Bridgeport Way between 27<sup>th</sup> Street West and 44<sup>th</sup> Street West in the central part of the eCity. Within this strip, there are two large shopping complexes, the Green Firs shopping center anchored by Safeway and the Albertsons Shopping Center. Other large developments include University Park I and II and the University Place Professional Center at 27<sup>th</sup> Street and Bridgeport Way. In addition to these centers, numerous small retail outlets, professional offices, services, gas stations, and restaurants are located in this central business district.

Other commercial areas are located at the intersection of Cirque Drive and Bridgeport Way and at Cirque Drive and Orchard Street. These are relatively small business areas, each with a gas station, convenience stores, and a few small businesses.

#### Industrial/Manufacturing

The only manufacturing area in University Place is located south of 27<sup>th</sup> Street between Morrison Road and 67<sup>th</sup> Avenue West. Uses in this area include UP Refuse, Haps Auto Wrecking, Spare Space, Liberty Towing, Bosniks Roofing and several contractor yards, vehicle repair shops, small manufacturing enterprises and other businesses.

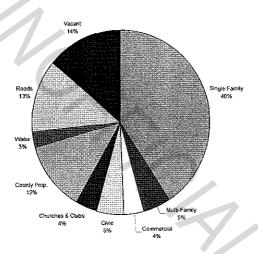
#### **Public Facilities**

Public facilities in the eCity include a high school, a junior high school, two intermediate schools, four primary schools, public parks, police and fire services and city government offices. The Pierce County Chambers Creek Properties are a collection of properties owned by Pierce County in the southwest corner of the eCity. The Chambers Creek Properties are comprised of approximately 928 acres, of which 700 acres are located within the City of University Place. The properties are owned and managed by the Pierce County Department of Public Works and Utilities and the Department of Parks and Recreation Services. The property includes Chambers Creek Canyon (an undeveloped park also located within the City of Lakewood and unincorporated Pierce County), maintenance facilities, administrative offices, gravel mining, a wastewater treatment plant and related facilities. Pierce County adopted the Chambers Creek Properties Master Site Plan in August 1997 to guide reclamation of the gravel mine and continued development of these properties for public uses compatible with the wastewater facility.

Table 1-1 1996 Land Use Inventory

1996 Land Use Inventory	Number of Units, Lots or Businesses	Acres	Percent
Single Family	6,546	1,931.79	35.40
Duplexes	919	295.36	5.41
Multifamily	4,530	276.44	5.06
Manufacturing	12	35.46	.65
Retail & Service	444	169.44	3.11
Churches & Clubs	22	225.87	4.14
Parks & Open Space	34	38.25	.70
Utilities	35	3.88	.07
Civic/Public Facility	53	888.73	16.30
Vacant - Residential	1,050	613.98	11.25
Vacant - Commercial	38	37.36	.68
Constrained Lots	160	22.79	.42
Roads & Railroad	1,455	757.11	13.88
Water		160.13	2.93
TOTAL		5,456.59	100.00

Figure 1-23 Area of Land Use



The land uses shown in Figure 1-2, and summarized in Table 1-1 are located in five designated zoning districts. The number of parcels and acres of these zones is shown in Table 1-2. Manufacturing uses are primarily located in the Moderate Intensity Employment Center, commercial uses in the Community Center and Mixed Use, multifamily housing in the High Density Residential Zone and Mixed Use and single family and duplexes in the Moderate Density Single Family zone. There are a number of uses that are not located in appropriate zones and generally are considered "nonconforming", for example, an industrial use in a residential zone.

The zoning in place before this comprehensive plan was adopted (the Interim Plan adopted at incorporation) is shown in Figure 1-4. Acreage and the number of parcels for these zoning designations are shown on Table 1-2. Approximately 77% of the city's land area is in single family residential zones, 2.6% in mixed use, 3.5% in multi-family and 3% in commercial and industrial zones. Another 25% of land area is deveted to street and railroad right of way. Wetlands, floodplains, slopes and fish and wildlife areas constrain 2.8% of the land as shown in Table 1-3.

**Table 1-2 Interim Plan Zoning Designations** 

Zone Designations	Parcels	Acres
Community Center (CC)		19

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Moderate-Intensity Employment Center (MEC)		
	57	<del>29</del>
Mixed Use (MU)	<del>- 411</del>	140.24
High Density Residential District (HRD)	<u>, 169</u>	193.46
Moderate Density Single Family (MSF)	,11,531	4,183.09

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In addition to identifying land uses, lands with development constraints were identified and mapped. Lands with development constraints include steep slopes, floodplains and wetlands. These natural features are shown in Figures 3-1, 3-3, and 3-4 in the Environmental Management Element. Table 1-3 shows the amount of land where development would be constrained by these natural features.

Table 1-3 Constrained Lands

Natural Feature	Acres
Wetlands	531
Floodplains	271
Fish & Wildlife Areas	121
Steep Slopes	325
TOTAL	1,248

Although most of the land that is constrained by natural features is undeveloped land in residential zones, approximately 160 existing platted lots lie within a floodplain, on excessively steep slopes, or in many cases are small odd shaped lots unsuitable for development. Approximately one-half of the constrained lots are tidelands.

#### POPULATION AND EMPLOYMENT

Forecasts of future population and employment are the starting point for growth management planning. The Growth Management Act requires that counties and cities plan for population growth based on State forecasts. The Washington State Office of Financial Management (OFM) provides counties with projections of population growth based on the 1990 census, birth and mortality rates, migration and economic indicators. The OFM has estimated that the population of Pierce County in 2017 will be between 826,498 and 952,981. The County has chosen a mid-range figure to allocate growth among cities, towns and the unincorporated area, based on recommendation by the Pierce County Regional Council (PCRC).

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The PCRC is a regional planning organization, made up of elected representatives from Pierce County and the cities and towns within Pierce County. The PCRC was initially established to create the County-Wide Planning Policies. The group advises the Pierce County Council on growth management issues. The PCRC is also charged with allocating future population to the jurisdictions in a collaborative process.

Based on population growth trends, the availability of land for development, existing housing types, and required densities.—University Place is projected to grow to 33,500 in 2017, or increase by 4,340 people from its 1997-estimated population of 29,160. Evidence that the population growth projection is accurate is found in Table 1-2 that shows OFM population estimates for years 1997,through 1999 and 2002. Table 1-2 indicates that the City's population has increased by 1,035 over the past four years. If this trend continues, the City can be expected to grow by 5,175 to 34,355 in 2017.

The County-Wide Planning Policies require that the City provide a choice of housing types and moderate increases in density to achieve at least an average net density of four (4) units per acre.

Table 1-2
Population Growth 1997 to 2002

Year	Population	Change	% Increase
1997	29,160		
<u>1998</u>	29,550	<u>395</u>	1.35%
1999	29,550	<u>0</u>	<u>0</u>
2000	29,933	383	1.27%
2001	30,190	<u>257</u>	0.85%
2002	30,350	160	0.52%
Total		1,195	3.99%

Although not required by the Growth Management Act or the County - Wide Planning Policies, estimates of employment growth help determine the amount of commercial and industrial land needed to accommodate economic development envisioned by the community. **Table 1-34** shows employment trends in University Place and provides an employment forecast based on information from the Puget Sound Regional Council (which coordinates land use and transportation planning for King, Pierce, Snohomish and Kitsap counties).

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Table 1-34
Employment Forecast

Employment Forecast		
Туре	1994	2017
Manufacturing	324	435
Retail	1,732	2,073
Service	2,706	3,347
Govt. & Education	921	1,047
Other	271	459
TOTAL	5,955	7,361

According to the employment forecast, there are approximately five (5) persons for every job in University Place. Based on the population growth estimate and the employment forecast this ratio is not expected to change. It also reflects a predominately residential eity community. (The city of Kent, for example, is an employment center with more jobs than population.) The eCity is projected to add over 1,000 new jobs in the next 20 years. Consistent with national and regional trends, there is a decrease in manufacturing employment and an increase in retail and service employment. However, should the town center area redevelop with increased density and employment the City can expect to add more jobs and the ratio of population to jobs may change.

#### CAPACITY FOR RESIDENTIAL GROWTH

To accommodate population and economic development, the City must determine the amount of land available for growth. The first step is to determine how many people occupy different types of housing.

**Table 1-45** shows the number and percentage of housing units by housing type. Nearly two-thirds of the housing stock is in single-family structures and the remainder primarily in multi-family with a total of 12,309,246 units. About 5% of the housing at any given time is assumed to be vacant. The City's current estimated population of 30,350,29,160 is then housed in 11,694,11,634 units at an approximate household size of 2.45 persons per unit.

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Table 1-45
Housing by Type—1996 Inventory

Housing Types	Number of Units	Percent
Single Family	6,546	61_53.2%
Duplex	919	6 <u>7.1</u> %
Multi-Family	4,530	<del>31</del> 36.8%
Mobile Homes	88	<u>1.7</u> %
Assisted Living	163 <u>226</u>	1 <u>.8</u> %
TOTAL	12, <u>309</u> 246	100%

The amount of land available for residential development can be divided into building sites, proposed lots, underdeveloped lots and undeveloped residential land (see Table 1-6). At four (4) homes per acre, a new residential lot for a detached single family home would need to be at least 10,890 square feet and a duplex lot 21,780 square feet. Both single family detached homes and duplexes can be built in the Residential 1 and Residential 2 Moderate Density Single Family zones. Building sites are lots within a residential subdivision with final plat approval and lots under 21,780 square feet created before the effective date of the state subdivision regulations. Proposed lots are lots in a subdivision that has received preliminary but not final plat approval. Underdeveloped lots are lots greater than 21,780 square feet with an existing single family home. Undeveloped residential land is vacant parcels greater than 21,780 square feet within a residential zone.

Natural features that constrain land development, including wetlands, floodplains, fish and wildlife areas and very steep slopes, limit the number of lots that can be created on undeveloped land. The area of constrained land must be subtracted from the amount of undeveloped land available for residential and commercial development. (The amount of constrained land subtracted from undeveloped lands is less than the total of constrained lands shown in **Table 1-35** because in many areas floodplains, are also wetlands and fish and wildlife habitat areas.)

Table 1-5
Constrained Lands

Natural Feature	Acres
Wetlands	660
Floodplains	203
Fish & Wildlife Areas	121
Steep Slopes	197
TOTAL	<u>1,181</u>

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Although most of the land that is constrained by natural features is undeveloped land in residential zones, approximately 160 existing platted lots lie within a floodplain, on excessively steep slopes, or in many cases are small odd shaped lots unsuitable for development. Approximately one-half of the constrained lots are tidelands.

In addition to natural development constraints, the City must consider the market when estimating that number of residential lots and commercial land needed to accommodate expected growth. The City assumes that <u>all but 20% 95%</u> of building sites and proposed lots in approved subdivisions will be built on but that only 50% of underdeveloped lots and undeveloped land will be subdivided <u>and built on to accommodate additional growth</u>.

The amount of single family and duplex land constrained by natural features and market assumptions is taken into account in **Table 1-6**. Underdeveloped lots and vacant land can be subdivided at a gross density of four (4) dwelling units per acre to create new building sites with higher densities possible in the R2, Mixed Use and Multifamily zones.

Table 1-6
Single Family & Duplex Lots

Туре	Gross Lots	Natural/ Features	Market Assumption	Net Lots
		reatures	Assumption	
Single Family Building Sites	646	160 (lots)	95,20%	<u>462</u> 389
Duplex Building Sites	38		<u>95</u> 20%	<u>36</u> 30
Proposed Single Family Lots	442		9520%	420353
Underdeveloped Lots	86		50%	43
Undeveloped Land	3,421	789	50%	1,316
TOTAL				2, <u>277</u> 2,131

Table 1-7 below shows the total residential development capacity. In addition to single family and duplex areas, there are seven (7) parcels available for multi-family development in multifamily zones, with a total area of approximately twelve (12) acres. With an average At a maximum density of twenty, (20) dwelling twelve (12) units per acre, there is a capacity for 144-240 additional units. Assuming the town center redevelops at an average density of fifty, (50) dwelling units with a total area of thirteen (13) acres an additional 650 units of multi-family housing will be available. Altogether 890 new units are possible. There is also a proposed 350 unit assisted living development.

Existing and potential developable sites have a capacity for 3,5172,625 units as shown in **Table 1-7**. Using household sizes based on the 4990 2000 Census, these units could

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support a population increase of 8,7196,707. The projected eCity population increase over 20 years is 4,340. Even with a smaller household size (persons per unit), the eCity can accommodate the projected increase. The average household size in University Place at the time of the 1990 2000 Census was 2.459 persons per unit. Assuming a trend to smaller households with an average size of only 2.2 persons in the next 20 years, the 3,517 2,625 unit capacity could support a population of 7,7375,775. The additional projected population, based on the Pierce County allocation of 33,500, is 4,340. Therefore, the amount of land available is sufficient to accommodate the expected population.

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Table 11 Residential Supports				
Housing/Factor	Units	Persons/Unit	Total	
Single Family Building Sites	462389	2.85	1, <u>316</u> 108	
Duplex Building Sites	3 <u>6</u> 0	2.12	<u>79</u> 63	
Proposed Single Family Lots	420353	2.85	1, <u>197</u> 006	
Underdeveloped Lots	43	2.85	122	
Undeveloped Land	1,316	2.85	3,750	
Multi-Family	<del>144</del> 890	2.14	308 <u>1,905</u>	
Assisted Living	350	1.0	350	
TOTAL	3,517 <del>2</del> ,625		8,7196 <del>,707</del>	

<sup>\*</sup> The capacity analysis does not include potential redevelopment opportunities in mixed\_usemixed\_use zones.

#### Commercial and Industrial Growth

The need for commercial and industrial land is difficult to estimate because communities are different in size and focus. Some are more residential in nature, others are employment and shopping centers. A 1992 survey of 66 cities (American Planning Association August, 1992 PAS Memo) examined the percentage of developed land in different uses. Cities under 100,000 had an average of 7% in commercial use and 10% in industrial use (by acreage). About 3% of University Place's land is in commercial and industrial zoning with another 2.6 % in mixed use. The eCity has developed as a suburban residential area. The community vision, goals, and policies in the Comprehensive Plan promote support-University Place supporting a vibrant regional retail and office center while preserving remaining a primarily existing single-family residential areas. with goods and services to serve local residents.

The e<u>C</u>ity's industrial area is constrained by a large wetland, Morrison Pond, and few vacant parcels. There is no significant opportunity to expand industrial zones without affecting adjoining residential areas.

Commercial and mixed used areas have scattered vacant parcels, many underused sites and vacant commercial spaces in existing buildings. Zoning additional areas for commercial use continues a strip pattern along major arterials and affects the economic vitality of core business areas. It also conflicts with regional and county land use and transportation policies which favor directing growth into non-concentrated urban and town centers to help reduce automobile trips and miles traveled. Therefore, theis Comprehensive GMA pPlan does not add significant new acreage for commercial use. Smaller parcels adjacent to commercial and mixed usemixed-use zones in the Bridgeport Way and 27th Street corridors have been added, where some there already is a pattern of encroachment on single family use already exists; have been added. The emphasis is on intensification of use in existing commercial zones. The Interim Plan had 309 acres in commercial and industrial zones. This adopted GMA-cComprehensive pPlan has 313 commercial acres.

# **CONSIDERATION OF OTHER ELEMENTS & WATER**

The land use element includes a number of goals and policies aimed at ensuring consistency with other elements in the plan. Specific policies in the land use element, address housing, environmental protection, parks and open space, community character, efficient transportation, utilities and providing capital facilities. The Plan Map and use descriptions serve to implement these goals and policies.

Likewise, groundwater quality and quantity and surface water runoff issues were considered when drafting the element. The Land Use Element complements the goals and policies in the environmental, utility and capital facility elements. All of these elements protect water quality and ensure controlled surface term—water runoff that will not pollute surface waters, including Puget Sound.

# A PLAN FOR THE FUTURE

University Place citizens have expressed a desire to protect existing single family neighborhoods and not to expand areas of multi-family zoning. Citizens want a safe and attractive eCity where residential areas and commercial corridors retain a green, partially wooded or landscaped character, a eCity where the public enjoys trail access to protected creek corridors wetlands and greenbelts. Buffering and landscaping should separate incompatible uses, support the integrity of residential neighborhoods and create attractive business and industrial developments.

The County-Wide Planning Policies (CWPP) and the Grewth-Management-Act require that the City provide a choice of housing types and make adequate provisions for existing and projected needs of all economic segments of the community. The CWPP also require an average net density of four (4) units per acre. The City's base density for single family zones is four (4) units to the acre with up to six (6) allowed through a Planned Development District. In the R2 residential zone proposed duplex zones, the range should would be six (6) to eight (8) units to the acre and in multi-family and mixed use areas,

densities wshould be from ten (10) to twelve (12) thirty (30) units to the acre reflecting existing conditions. In the town center densities should range from 30 to 80 dwelling units to the acre. Greater densities in the town center overlay will direct the most growth near shopping, services, public facilities and public transit stops. More intense development in the town center will decrease driving distances and reduce pressure to increase densities in existing single-family neighborhoods to accommodate projected growth.

In 1997, the eCity hads a net density of about 3.3 2.75 dwelling units per acre in residentially zoned areas (including MSF, HRD and 50% of MU). If one subtracts the 700 acres in the Pierce County Chambers Creek Properties site—currently zoned MSF but actually in gravel mining and sewage treatment plant uses—the density increases to almost 3.3 units per acre. The proposed new designation for this site is Public Facilities. Schools and parks currently in single family zoning also are given a public facilities designation under the new plan. With a projected increase of close to 2,000 housing units over the next 20 years (33,500 - 29,160 = 4,340 ÷ 2.2/HH = 1,973), the density in residentially zoned areas then increases to 4.06 units per acre in the 20-year period.

The <u>Plan for the Future Land Use Map</u> is based primarily on existing land use patterns because University Place is an almost fully developed city. Some changes to previous County designations were made at the time of incorporation in 1995, and this new map <u>plan</u> makes additional adjustments. It reflects the following growth management principles and community concerns expressed in the public involvement process:

- Maintain a mix of housing types and residential densities to allow choice in the marketplace and meet the needs of a variety of households as required by Grewth Management Act regulations.
- Protect the character of single family residential areas with a designation of Single Family Residential and <u>maintain</u> a density of four (4) to six (6) units to the acre.
- Designate additional areas for \(\pm\)two \(\pm\)family \(\mathbb{R}\)residential \(\frac{\text{development}}{\text{and}}\) and allow a density of six (6) to eight (8) units to the acre. This is intended to create more opportunity for attached housing types at a higher density than single family zones.
- Designate multifamily zones and densities consistent with the current distribution of exclusively multifamily developments. This makes existing developments "conforming" as to land use designations to encourage renovation in the future and allows permits multifamily development on scattered vacant parcels within these zones at an average density of 20 up to twelve (12) units to the acre. (Between 1990 and 1996 University Place experienced one of the highest increases in multi-family units in Pierce County and the Central Puget Sound Region. According to the 1996 land use inventory, multifamily units made up more than 30% of the total number of dwelling units in the city.) As the eCity's existing single family and two-family residential zones are built out over the next 20 years, the percentage of multi-family units will decrease as a portion of the total housing stock, although the actual numbers of units may not decrease.
- Designate mixed-use zones in areas where there currently is a mix of residential and commercial use. Allow higher density housing in conjunction with

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commercial uses. The intent of these zones, located along portions of Bridgeport Way and along the  $27^{th}$  Street corridor, is to encourage innovative housing options with office and retail uses. Locating housing close to services helps reduce reliance on the automobile for all shopping and recreation trips. Some limited additional area has been added to the currently designated mixed use zones on  $27^{th}$  Street west of Bridgeport Way and on the west side of Bridgeport Way between  $35^{th}$  and  $29^{th}$  Streets West where there are only scattered single family residences which likely will not be viable over time. A Mixed Use-Office (MU-O) zone has been designated along Bridgeport Way in the latter area, which is consistent with the majority of current uses in the area and community desire not to extend a retail strip pattern along Bridgeport Way.

- Emphasize infill and redevelopment of existing commercial and mixed usemixed-use zones rather than designating additional areas. Establish a range of commercial designations including commercial, neighborhood commercial and town center. These designations are based on existing use and the desire to create a cohesive <u>Town Center central business</u>, civic and recreation area along Bridgeport Way between 35<sup>th</sup> and approximately 43<sup>rd</sup> 44<sup>th</sup> Streets.
- Replace the Public Facilities Zone with a Public Facility Overlay allowing more flexibility Add a new designation for public facilities such as schools, parks, fire station, and other public uses.
- Create a "potential zone" "overlay areas" for selected special planning areas sites that could be developed more intensively than the underlying zone current use designations provided that a plan for development meets specific design standards is and is reviewed and approved by the City. Potential Overlay zones areas shall not be implemented until siteoverlay specific design standards and regulations have been adopted by the City Council.

#### **SPECIAL PLANNING AREAS**

Four Five special planning areas have been identified for further study including the <u>Business Districts</u>, Bridgeport Way Corridor, Day Island, Leach Creek Area and the Pierce County Chambers Creek Properties. Planning for each of these areas involves a unique set of considerations and challenges. A section of goals and policies and the end of the land use element address these special planning areas and provides a guide for future study.

#### THE PLAN MAP

**Figure 1-35**, the Land Use Plan Map serves to implement the goals and policies of the plan. The Plan Map shows the proposed distribution of various land uses in the city: single family, duplex, multi-family, office, retail, commercial, industrial, and public facilities including schools, parks and government offices. The Plan Map divides the c<u>C</u>ity into-ten (10) nine (9) zones designations and an five (5) overlay potential zone areas. The following are descriptions of the zones designations overlay areas on the plan map. These descriptions designations will guide development in a direction to achieve the

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community vision and comply with state and local requirements. <u>Following the descriptions</u> <u>Table 8 provides the number of parcels and size of each zone or overlay.</u>

#### **ZONES**

# Single Family Residential (Residential -1):

Single family neighborhoods comprise a large percentage of the eCity's land area and the community wants to retain a primarily single family character in its housing mix. Protection of single family residential neighborhoods is a priority in the Comprehensive Plan. To protect the character of single family neighborhoods, those areas of the eCity that are primarily single family in nature are designated Single Family Residential (R1). A base density of four (4) dwelling units per to the acre is allowed, with up to six (6) units per acre permitted through the Planned Development District process when significant additional amenities are provided, such as open space, trees and landscaping, greenbelt or active recreation facilities. Duplexes may be developed at a base density of 4.6 dwelling units per to the acre. Uses allowed are restricted to detached single family housing, duplexes, small attached accessory housing units, schools, public parks, community and cultural services, home operated day care, religious assembly, appropriate home occupations and minor utility distribution facilities. The character of single family neighborhoods shall be protected and enhanced by eliminating and disallowing inappropriate uses; limiting traffic impacts; requiring buffering and design standards for adjacent high density residential, commercial and industrial development; preserving and protecting the physical environment; and providing interconnecting pedestrian and bicycle facilities, including sidewalks and trails to schools, shopping, services, and recreational facilities.

#### Two Family Residential (Residential-2):

To achieve a mix of housing types and densities while maintaining healthy residential neighborhoods the Two Family Residential (R2) designation includes recent duplex condominium developments and areas of the eCity that have had a historic mix of single family attached and detached housing. A base density of six (6) dwelling units per acre is allowed, with up to eight (8) units per acre permitted through the Planned Development District process when additional amenities are provided. Uses allowed are restricted to duplexes, attached and detached single family homes, small attached accessory housing units, schools, home operated day care, assisted living and nursing homes, religious assembly, public parks, community and cultural services, appropriate home occupations and minor utility distribution facilities. The character of the two family residential neighborhoods shall be protected and enhanced by eliminating and disallowing inappropriate uses; limiting traffic impacts; requiring buffering and design standards for adjacent high density residential, commercial and industrial development; preserving and protecting the physical environment; and providing interconnecting pedestrian and bicycle facilities, including sidewalks and trails to schools, shopping, services, and recreational facilities.

#### Multi-Family (MF):

Higher density residential development shall be located in the Multi-Family (MF) designation along major arterials and transit routes, close to shopping, public facilities and services, and in areas of existing higher density residential development. A base density of ten (10) dwelling units to the per acre is allowed, with up to twelve (12) Thirty (30) units to the per-acre permitted through the Planned Development District process when significant additional amenities are provided, such as open space, trees and landscaping, greenbelt or active recreation facilities. Uses allowed in the Multi-Family designation include multi-family housing, attached and detached single family housing, nursing homes and assisted living facilities, schools, public and private parks, community and cultural services, home operated day care, religious assembly, appropriate home occupations and minor utility distribution facilities. Buffers, open space, landscaping, and design standards shall be incorporated into all development to provide a smooth transition between different densities and land uses. Pedestrian sidewalks and trails and bicycle facilities shall be provided for access to schools, shopping, services, and recreational facilities.

# Public Facility (PF):

The Public Facility (PF) designation includes properties currently owned or operated by a public entity. Uses in the Public Facility designation include the fire station, public schools, public parks and the Pierce County Chambers Creek Properties. The purpose of the Public Facilities designation is to recognize that public facilities provide necessary services to the community and have their own unique set of circumstances. Factors including size, technological processes, requirements for municipal comprehensive facility planning and budgeting, capital improvement programs and compatibility with surrounding land uses must be considered when developing public facilities. New public facilities should include buffers, landscaping, and design standards to insure compatibility with adjacent land uses and zones. Sidewalks, open public spaces and public art shall be provided to encourage a pedestrian friendly atmosphere and connections with transit stops, schools, shopping, services, recreational facilities. Various public facilities are permitted in all land use designations depending on the nature of the facility and impact to surrounding land uses.

#### Mixed Use-Office (MU-O):

It is the City's intent to create a well balanced, well organized combination of land uses which recognizes historic development patterns, protects residential neighborhoods, and discourages a continuous retail strip along Bridgeport Way. The Mixed Use-Office (MU-O) designation serves as a transition zone providing separation between more intense commercial activities and residential areas, and between the Neighborhood Commercial area at 27th Street West and Bridgeport Way and the Town Center beginning at 35th Street West and Bridgeport Way. A base density of ten (10) dwelling units per acre is allowed, with up to thirty (30)twelve (12) units per acre permitted through the Planned Development District (PDD) process when additional amenities are provided. Uses allowed include: redevelopment of multi-family housing, attached and detached single family housing, nursing homes and assisted living facilities, day care, religious assembly, professional offices, limited retail uses, public parks, community and cultural services, administrative government services, and minor utility distribution facilities. New multifamily will be allowed only when specific design standards are met and in conjunction with other permitted commercial uses. Buffers, landscaping, and design standards shall be incorporated into all development to provide a smooth transition between different

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densities and land uses. Sidewalks and small open public spaces shall be provided to encourage a pedestrian friendly atmosphere and connections with transit stops, schools, shopping, services and recreational facilities.

#### Mixed Use (MU):

The Mixed Use (MU) designation is an area of compatible residential and commercial uses along major arterial streets and a transition between the more intense Town Center (TC) zone and the Single Family Residential (R1) zone. The historic commercial center of University Place along 27th Street West, west of Bridgeport Way, is the primary Mixed Use area. A base density of ten (10) dwelling units per to the acre is allowed, with up to twelve (12) thirty (30) units per to the acre permitted through the Planned Development District process when additional amenities are provided. Uses allowed include; redevelopment of multi-family housing, attached and detached single family housing, nursing homes and assisted living facilities, day care, religious assembly, professional offices, general retail, personal services, restaurants, small food stores, lodging, family entertainment businesses, public and private parks, community and cultural services, administrative government and safety services, and minor utility distribution facilities. Developments that include a mix of retail, personal services, offices, and residential uses are encouraged. New multi-family will be allowed only when specific design standards are met and in conjunction with other permitted commercial uses. Buffers, landscaping, and design standards shall be incorporated into all developments to provide a smooth transition between different densities and land uses. Sidewalks, bicycle facilities and open public spaces shall be provided to encourage a pedestrian friendly atmosphere and connections with transit stops, schools, shopping, services, and recreational facilities.

# Neighborhood Commercial (NC):

To help achieve a mix of commercial uses that primarily serves the needs of local residents and businesses, Neighborhood Commercial (NC) designations are located at the intersections of 27th Street West and Bridgeport Way, at Cirque Drive and Bridgeport Way and at Cirque Drive and Orchard Street. The Neighborhood Commercial areas are small compact centers that provide a mix of neighborhood scale retail shopping, personal services, banks, professional offices, public parks, community and cultural services, administrative government and safety services, and gas stations that serve the daily needs of the portion of the city where they are located. Single family dwellings are also permitted. Buffers and landscaping shall be incorporated into all development to provide a smooth transition between the Neighborhood Commercial zones and adjoining residential and Mixed Use zones. Landscaping, sidewalks and small open public spaces shall be provided to encourage a pedestrian friendly atmosphere.

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#### Town Center (TC):

The Town Center serves as a focal point for the eCity and provides a sense of community and civic pride. The Town Center (TC) is located between 35th Street West and 44th Street West along Bridgeport Way. The Town Center is a pedestrian oriented area, with new drive-through establishments discouraged. Wide sidewalks, pedestrian connections to adjacent residential areas, landscaping, public open spaces and public art will be an integral part of the Town Center. Public facilities in the Town Center include City Hall, the Public Safety Building, a public park, and the a-library, and a post office. Public facilities and services, retail stores, personal services, professional offices, restaurants, some entertainment uses and mixed uses are encouraged to locate in the Town Center. A base density of ten (10) dwelling units per to the acre is allowed, with up to twelve (12) thirty (30) units per to the acre permitted through the Planned Development District (PDD) process. However, higher densities may be allowed in an Overlay area if certain design standards are met. New multi-family development will be allowed only when specific design standards are met when additional amenities are provided and in conjunction with a permitted commercial use. Design standards for new development and public/private development partnerships help promote a dynamic and healthy economic environment.

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\* This designation may be modified, in accordance with the Town Center Plan under development.

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#### Commercial (C):

Meeting the goal of concentrating commercial development in locations which best serve the community and protecting existing residential areas, the historical commercial development area in the northeast corner of the ecity is designated as Commercial (C). Uses in this area include general retail, family entertainment, recreation, restaurants, personal services, professional offices public and private parks, community and cultural services, administrative government services, and safety services. The Commercial zone is primarily auto oriented with customers drawn from more than just the adjacent neighborhoods. Although the commercial zone is auto oriented, sidewalks, bicycle facilities and landscaping provide a safe and friendly pedestrian environment, with easy pedestrian access between uses in the zone and adjacent neighborhoods. Design standards for new development and public/private development partnerships help promote a dynamic and healthy economic environment. Residential uses are only permitted as an accessory use in the Commercial zone.

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#### Light Industrial-Business Park (IB):

Clean light industrial and business park uses are encouraged in the eCity in appropriate locations. Although the eCity is primarily a residential community and not a major employment center, the community wants to attract a variety of businesses to provide local employment opportunities. The area, which has historically been used for light manufacturing and light industrial uses, is located south of 27th Street West between Morrison Road on the west, 67th Avenue on the east and Morrison Pond on the south. Additional light industrial and business park uses are located along the east side of 70th Avenue West. The Light Industrial-Business Park (IB) designation recognizes many of the existing uses in these areas as appropriate while maintaining a separation from residential uses. Uses allowed in the Light Industrial-Business Park designation include light and

clean industries, storage and warehousing, automotive repair, contractor yards, and limited retail, restaurants, offices, and entertainment uses, public and private parks, community and cultural services, administrative government and safety services, utility and public maintenance facilities, and public transportation services. Inappropriate uses will be disallowed or eliminated over time. Residential uses are only permitted in the Light Industrial-Business Park zone as an accessory use. Development and redevelopment in the Light Industrial-Business Park zone shall include features such as sidewalks, bicycle facilities, open space, landscaping, attractive signs, traffic control and overall management and maintenance. Buffers and design standards shall be incorporated into all developments to provide a compatible transition to adjacent zones and land uses.

#### Potential Zone Overlay

A Potential Zone Overlay would allow development more intensive than the underlying zone provided a proposed project meets specific design standards. Specific design standards will be site-specific and may include but are not limited to architectural design, landscaping, significant tree preservation, buffering, density, pedestrian facilities, open space, and access. Implementation of Potential Zones-shall not occur until-site specific design standard regulations have been adopted by the City Council.

#### **OVERLAY AREAS**

# Public Facility Overlay (PFO):

The Public Facility Overlay (PF) designation includes properties currently owned or operated by a public entity. Uses in the Public Facility Overlay include but are not limited to the city hall, the fire station, public schools and public parks. The purpose of the Public Facilities Overlay is to recognize that public facilities provide necessary services to the community and have their own unique set of circumstances. Factors including size, technological processes, requirements for municipal comprehensive facility planning and budgeting, capital improvement programs and compatibility with surrounding land uses must be considered when developing public facilities. New public facilities should include buffers, landscaping, and design standards to insure compatibility with adjacent land uses and zones. Sidewalks, open public spaces and public art shall be provided to encourage a pedestrian friendly atmosphere and connections with public transit stops, schools, shopping, services and recreational facilities.

#### Town Center Overlay (TCO):

The Town Center Overlay Area is within the Town Center Zone between 35<sup>th</sup> Street West and 38<sup>th</sup> Street West. This Overlay Area will be an urban mixed-use neighborhood that is intended to create an integrated residential, retail, park, public open space and civic development creating an urban village atmosphere. The development in this area should include luxury residential living units including flats, townhouses, lofts and live/work units in several buildings. The buildings would include ground floor retail and commercial uses. A hotel and conference center facilities are envisioned. The civic elements will include a city hall and performing arts center. Expansion/ modification of the existing library may also be a part of the total development. Parking would be accommodated along the internal streets and in parking garages located below the buildings. Approximately 20% of the overlay zone would be dedicated as permanent open space / park. A portion of this area

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is currently designated as Homestead Park. In addition to preserving natural open space, there should be well-defined open space throughout the overlay area, with articulated streetscapes, landscaping and other pedestrian features.

Chambers Creek Properties Overlay (CCO)

The Chambers Creek Properties Overlay Area consists of 700 acres owned by Pierce County in the southwest corner of the City. A master plan developed over several years with the help of area residents was adopted by Pierce County and the City in 1997. The master plan envisions the Chambers Creek Properties developing with civic, park and public access uses over time. Current uses include the County's regional wastewater treatment plant, an active gravel mine, administrative offices, public trails and ball fields. Eventually, a golf course, restaurant, clubhouse, arboretum, a public pier, a public beach open space and additional trails will be added. The development of the Chambers Creek Properties is subject to a joint procedural agreement and design standards aimed at achieving County and City goals and promoting economic development.

Day Island/Sunset Beach Overlay (DISBO)

The purpose of the Day Island /Sunset Beach Overlay Area is to preserve the unique residential character of Day Island and Sunset Beach by recognizing and preserving historic development patterns. Many houses on Day Island and Sunset Beach were built with different building setbacks than current codes allow. There are also numerous encroachments on the public right-of-way which should be corrected overtime. A special set of development standards apply in this area to achieve its purpose.

Transition Properites Overlays (TPO)

The purpose of Transition Properties Overlays is to create a uniform set of design standards aimed at protecting single-family neighborhoods that abut commercial areas and therefore need extra protection not provided by other standards due to unique circumstances.

Four special protection areas have been identified the City Council including Westwood Square, Menlo Park (two areas) and 28<sup>th</sup> Street. Design standards for these areas include limits on access, additional buffering and/or setback requirements, building modulation, and location of windows.

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Table 1-8
Plan Zoning & Overlays

Zone Designations	Parcels*	Acres*
Town Center	72	90
Commercial (C)	_13	<u>25</u>
Neighborhood Commercial (NC)	<u>84</u>	<u>52</u>
Light Industrial Business Park (IB)	56	<u>62</u>
Mixed Use (MU)	116	<u>66,</u>
Mixed Use Office (MU-O)	<u>72</u>	<u>30</u>
Multi-Family (MF)	209	<u> 265</u>
Residential -1 (R1)	7707	<u>3,675</u>
Residential – 2 (R2)	440	393
Overlay Areas	Parcels*	Acres*
Town Center	34	39
Public Facility	<u>36</u>	217
Day Island/Sunset Beach	210	49
Chambers Creek Properties	12	748
Transition Properties	<u>23</u>	5

<sup>\*</sup>Excludes roads and rail road right-of-way

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Table 1-8 below lists zone designations and the amount of land in each zone.

Table 1-8-Plan Zone Designations and Acreage (1)

Zone Designation	Acres
R1 (Single Family Residential)	<del>2,775.16 (<b>2</b>), (<b>3</b>)</del>
R2 (Two Family Residential)	391.48
Multi-Family	<del>260.5</del> 0
Mixed Use-Office	26.88
Mixed Use	- 67.70
Neighborhood Commercial	42.18
Commercial	<del>-26.03</del>
Town Center	89.50
Light Industrial Business Park	61.50
Public Facility	981.18

(1) Includes Urban Growth Area. All calculations exclude roads and railroad right-of-way. Includes 29.08 acres in the urban growth area.

(3) Approximately 1.3 acres of this total has a Mixed Use-Office "Potential Zone" designation.	Formatted
<del>designation.</del>	
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#### **CHAPTER 2**

# HOUSING ELEMENT

This element addresses the major housing issues facing the City of University Place over the next 20 years. These issues include protecting and maintaining the quality of existing residential neighborhoods, encouraging the availability of affordable housing for all economic segments and encouraging creative solutions to housing issues through quality design that which is functional as well as livable.

#### STATE GOAL

#### Housing

Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. (RCW 36.70A.020(4))

#### COMMUNITY VISION

University Place is a city with a mix of low and moderate density housing developments densities that maintains a "friendly neighborhood and community atmosphere". The proportion of residents owning their homes has increased. A mix of housing styles and types is affordable to households at various income levels.

# **MAJOR HOUSING ISSUES**

Because little buildable land remains for new development, the eCity will need to rely on maintaining existing housing stocks and redevelopment to Imeet its housing needs. ikely be at or near build out within the 20-year period. Residents are concerned about the preservation of the

existing single family housing and neighborhoods.

Increased traffic volumes create noise, air pollution and safety problems in single family residential areas.

Residents are concerned about the incursion of commercial development into the residential areas.

University Place offers primarily single family housing on detached lots and two or three story apartment complexes. There is limited availability of attached townhouse styles including flats, lofts and live/work units, cottage housing, cluster housing, and small lot (5,000 square feet and under) single family housing.

As the City's population ages, housing for people with special needs will, increase. The City will encourage fair and equal access to housing in accordance with state and federal law.

# **GOALS AND POLICIES**

This element contains the housing goals and policies for the City of University Place. The following goals reflect the general direction of the ecity, while the policies provide more detail about the steps needed to meet the intent of each goal. Discussions provide background information, may offer typical examples and clarify intent.

# NEIGHBORHOOD PRESERVATION

#### **GOAL HS1**

Preserve existing residential neighborhoods.

# Policy HS1A

Use zoning regulations to help support the stability of established residential neighborhoods.

**Discussion:** Zoning classifications protect areas from encroachment by dissimilar residential densities and commercial uses, which create noise, traffic and other problems. By creating intermediate zones of activity, they enable a gradual transition between uses. Zoning regulations can require such amenities as buffers, and landscaping and height to protect neighborhoods.

Residential areas include single-family, duplex, multifamily and mixed-use neighborhoods. These different housing types provide choices and a range of affordable housing opportunities. The varied residential neighborhoods can be maintained and expanded by allowing a range of housing densities.

#### Policy HS1B

Encourage repair and maintenance of existing housing.

Discussion: Existing housing can continue to be a great asset to the community if it is maintained. The eCity has a substantial stock of smaller rambler style housing that is 30-50 years old. As housing units age, the need for repair and maintenance becomes more common. Neglected housing can negatively affect a neighborhood's property values. The City should provide information to citizens about existing programs that offer assistance and encourage residents to volunteer for efforts like "Paint Tacoma" which helps with minor maintenance and improvements. The City should enforce regulations, which require maintenance of aining-housing in safe and sanitary conditions.

# HOUSING CHOICE AND AFFORDABILITY

# **GOAL HS2**

Achieve a mix of housing types to meet the needs of diverse

# households at various income levels.

#### Policy HS2A

Maintain and enhance the affordable housing, that which already exists.

Discussion: Existing single family and multifamily housing serves as a valuable source of affordable housing. Its preservation is an appropriate solution to affordable housing, and is important to the preservation of stable residential neighborhoods. Maintaining existing densities in residential areas is one way of helping to ensure the preservation of existing housing stock.

# Policy HS2B

Ensure that codes and development regulations do not create barriers to affordable housing opportunities.

Discussion: City land use, zoning, and subdivision policies can be used to encourage the development of housing affordable to all but the very lowest income households. (Meeting the needs of these households requires government subsidy either directly or through tax incentives). To create affordable housing that is compatible with surrounding residential uses, eCity codes should be reviewed and adapted to encourage innovative design, siting, and building techniques. Requirement sfor large lots and regulations, which lengthen the development review process contribute to increased housing costs.

#### Policy HS2C

Promote home ownership opportunities for people at various income levels.

Discussion: The City's vision statement encourages home ownership in the community. Home ownership helps foster stable neighborhoods and supports investments in the community as a whole. Maintaining existing older housing stock and encouraging the development of Moderate density housing types such as-small lot attached and detached housing, townhouses, flats, live/work units, cottage housing- and cluster housing can provide more opportunities for affordable home ownership- and should-be encouraged. The existing older-housing stock also provides this opportunity.

# Policy HS2D

Encourage residential development in areas which are already adequately served by utilities and transportation.

Discussion: Opportunities exist for infill development on vacant lots in single\_family neighborhoods. Such development is generally desirable since the utilities, services and street improvements are already in place and available. The cost of this housing generally is lower than in completely new subdivisions

#### **Policy HS2E**

Encourage increased density residential uses development in mixed use and town center in commercial zones land use districts subject to appropriate development and design standards. Discourage new single-family development in commercial areas to promote more effective use of commercial and mixed uses.

Discussion: Residential development in mixed use and town center zones provides a lifestyle which many people find desirable. Transportation costs and commuting time can be minimized by residing in areas near employment and services. Businesses also benefit from consumers who live in the immediate vicinity and who may frequent the business establishment during the traditionally "off" evening hours. These same residences can absorb some of the ecity's anticipated future population growth. The result will be less pressure for multi-family development in single family zones.

#### Policy HS2F

Encourage preservation of the existing stock of mobile home parks as a viable source of affordable housing.

**Discussion:** The e<u>C</u>ity currently has only two mobile home parks containing about 75 units--Sunrise Terrace on Chambers Creek Road and Korey's Court on Hanna Pierce Road.

#### Policy HS2G

Permit accessory dwelling units in conjunction with single family ewnereccupied-structures.

**Discussion:** Accessory dwelling units (ADU's) are intended to increase the affordable housing options. They may provide supplementary income, offer semi-independent living for elderly or handicapped people, and provide for increased personal and home security. ADU's should be designed to maintain the appearance of the single family home.

#### Policy HS2H

Prevent discrimination and encourage fair and equal access to housing for all persons in accordance with state and federal law.

**Discussion:** The e $\underline{C}$ ity has a diverse population and supports equal access to housing for everyone.

#### Policy HS2I

Encourage the availability and equitable distribution of housing throughout the ecity to meet the requirements of those with special housing needs.

Discussion: Special needs housing needs can be facilitated at the local level by accommodating such uses with the Zoning Code. The Washington State Housing Policy Act states that "special needs housing must be treated as any single family use." While it is desirable to encourage distribution of such housing throughout the community, special needs housing uses cannot legally be prohibited from locating in a certain area. Examples of those with special housing needs include the elderly, and physically challenged, and mentally challenged individuals.

# Policy HS2J

Support and plan for assisted housing opportunities using available private, federal, state and county resources.

**Discussion:** Because of the need for deep subsidies, assisted housing must be addressed in conjunction with private, regional, state and federal resources. Other levels of government play a significant part in assisted housing and the e<u>C</u>ity should support such efforts.

# Policy HS2K

Pursue a regional approach to housing affordability through which the efforts and resources of the City can be leveraged by regional cooperation.

**Discussion:** The issue of affordable housing is not just a local one. The needs of the community, and of the region, can best be addressed through cooperation and the regional pooling of resources. The Pierce County-Wide Planning Policies require each jurisdiction to maximize available resources to develop affordable housing.

#### HOUSING ELEMENT BACKGROUND INFORMATION

Housing is a fundamental basic need of all individuals. In addition, housing <u>provides</u> concerns the immediate environment where people reside and raise their families. The Housing Element's primary objective is to outline strategies to meet current and future needs for households in University Place, but with particular emphasis on households in financial need. The ability to obtain affordable housing contributes to a stable and healthy community.

Most housing is not built by cities, but by the private sector. Cities and other entities, such as lending institutions, can affect the housing supply and affordability. This element focuses on the housing supply and affordability factors that the City can either control or influence.

# Washington State Growth Management Act (GMA)

In addition to fostering a desirable community, the Housing Element was developed to meet the requirements of the Washington State Growth Management Act of 1990 (GMA), as amended, and the GMA-mandated County-Wide Planning Policies.

The GMA requires that the Housing Element include:

An inventory and analysis of the eCity's existing and projected housing needs;

An identification of sufficient land for a diverse range of needed housing;

Goals, policies and objectives for the preservation, improvement, and development of housing.

#### **County-Wide Planning Policies**

Housing affordability is also discussed in the Pierce County County-Wide Planning Policies (CWPP's). The CWPP's provide guidance on preparing the housing element. For example, the CWPP's seek the use of a variety of programs and methods to meet housing demand. Compatibility and fit of infill parcels of land should be considered by using techniques such as performance standards, buffers and open space provisions. The CWPP's also state that comprehensive plans shall seek to maximize available local, state and federal funding opportunities and private resources in the development of affordable housing.

As a monitoring policy, the CWPP's specify:

"The County, and each municipality in the County, shall assess their success in meeting the housing demands and shall monitor the achievement of the housing policies not less than once every five years."

Monitoring implementation of the Housing Element's policies will occur during the comprehensive plan amendment process on a schedule consistent with the CWPP.

#### POPULATION/INCOME/TENURE

Three key components to housing demand are population, income, and tenure (occupancy type). Population characteristics, particularly age and household formation, identify the type of housing that might be in demand within a community. Income

determines the quality and type of housing that residents can afford as well as to what extent households may need housing assistance. Tenure helps identify which type of housing (renter or owner) is prevalent in the community.

#### Population

Age is an important indicator of housing need. Different housing types are typically needed at various stages of people's lives. Both the 1990 and 2000 U.S. Census data indicates that University Place citizens are relatively young. In 1990 Fifty-two percent of the population was under 35 years of age and half of this group was under 18 years old. In 2000, forty seven percent were under 35 and half that group was still under the age of 18. Thiese statistics would tend to reflect an aging population. However, the majority is one of with young families, individuals, and couples. Those people between 25 and 34 years of age are potential first-time homeowners. Entry-level homes for this existing and future population group are needed to retain this segment of the population within the community.

Slightly less than ten percent of the University Place population was 65 years of age or over in 19902000. This compares to over 13 percent in Tacoma and 18.5 percent in Fircrest. This reinforces University Place's character of catering to households that may be first time homebuyers or those households desiring to "move up" in the housing market as opposed rather than to, for example, an elderly population.

#### Household Income

Household income distribution in University Place is another factor in planning for housing demand. Household income dictates housing opportunities and choices, or lack thereof. **Table 2-1** shows 1990 U.S. Census household income for University Place.

Table 2-1 1989 Household Income

Household Income in 1989	# of Households	% of Households	
< \$5,000	302	2.7	
\$5,000 to 9,999	639	5.7	
\$10,000 to 14,999	809	7.2	
\$15,000 to 24,999	2,092	18.7	
\$25,000 to 34,999	1,830	16.3	
\$35,000 to 49,000	2,232	19.9	
\$50,000 to 74,999	2,207	19.7	
\$75,000 to 99,999	628	5.6	
\$100,000 or more	472	4.2	

Median Household (HH) Income	\$34,576
Median Family Income	\$41,242 (based on 7,811 families)
Married Couple Family Mean Income	\$50,611
Female Householder, No Husband Present, Mean Income	\$25,809

According to the 1990 Census, the median 1989 household income in University Place was close to \$35,000. In 2000 the median household income increased to \$51,000 A household is considered "in need" if it spends more than 30 percent of its gross monthly income on housing. In A 1989 a median household earning the 1989 median income in University Place could spend up to \$875 per month on housing without being "in need" in 2000, that same household could spend \$1,275.— Another general rule of home ownership affordability is that a household can afford a house that is 2-½ to 3 times its gross income. This means that a household earning the median income in 1989 could afford a house between \$87,500 to \$105,000, and in 2000 between \$127,500 and \$153,000.

Single parent female\_headed households fare even worse with a mean income of \$25,809. Income levels for single family parent female\_headed households are lower than that for households in general. This population segment is particularly vulnerable to housing need.

Using the Consumer Price Index (CPI) as a guide to household income increases since 1989, the median University Place household income in 1997 is approximately \$42,000. Using the same rules as above, a household earning the 1997 median income could spend up to \$1,050 a month on housing without being in need. Using the 2 1/2 to 3 times income rule, a household at the median income of \$42,000 could afford a house between \$105,000 and \$126,000.

#### Tenure

Tenure is another component of evaluating housing demand. It helps assess the demand for rental and owner occupied housing in the area's housing market. 1990 U.S. Census data indicates that 6,057 housing units or 54.6 percent in University Place were owner occupied while 5,037, or 45.4 percent, were rentalser-occupied. In 2000, 7,024 housing units or 57.8 percent were owner occupied while 5,125 or 42 percent were rentals. Although this is still a This is generally a high proportion of rentalser occupied housing for a community, the City appears to be meeting its goal of increasing owner occupied housing.

# HOUSING COSTS AND UNIT TYPE

In addition to evaluating components of housing demand, there are also measures of housing supply. Housing value helps determine how accessible housing is to different income groups. Housing type information is also provided to illustrate the types of housing typically available to those in the housing market.

# **Housing Value**

Table 2-2 and Table 2-3 provide 1990 U.S. Census data for the value of owner occupied housing units and the gross rent for rented er occupied housing units respectively. The median value of owner occupied housing units was \$100,400. The median rent paid was \$468 per month.

Table 2-2 Owner Occupied Housing Unit Value -1990

Value	Number	Percent
Less than \$20,000	3	0.46
\$20,000 to 39,000	23	0.4
\$40,000 to 59,999	189	3.5
\$60,000 to 79,999	977	18.3
\$80,000 to 99,999	1,456	<u>2</u> 7.3
\$100,000 to 149,000	1,704	32.0
\$150,000 to 199,999	616	11.6
\$200,000 to 249,999	179	3.4
\$250,000 to 299,999	81	1.5
\$300,000 or more	97	1.8
TOTAL	5,325	99.9100

Median \$100,400

Table 2-3 Renter Occupied Housing Unit Gross Rent - 1990

Gross Rent	Number	Percent	
Less than \$100	0	0.0	
\$100 to 199	69	1.3	
\$200 to 299	81	1.6	
\$300 to 399	1,137	22.8	
\$400 to 499	1,710	34.2	
\$500 to 599	1,046	21.0	
\$600 to 749	638	12.8	
\$750 to 999	235	4.4	
\$1,000 or more	73	1.5	
TOTAL	4,989	<del>99.6</del> 100	

#### Median Gross Rent \$468

In 1996-97, the median price for over 400 homes sold in University Place was about \$155,000; the median price for newly constructed houses was approximately \$234,000. (New houses represented less than 1% of the houses sold.) Typical rents for multi-family units were in the \$450-\$600 per month range.

While the cost of rental housing has increased, the level of increase has not been as significant as that for owner-occupied housing units. University Place households earning an estimated 1997 median income of \$42,000 a year can afford renting a dwelling unit but cannot likely afford a median valued house of \$155,000 using the 2 and 1/2-to 3 times income rule for home purchasing. This situation means that many households desiring to purchase a home are renting. These are often moderate income households that can comfortably afford rental housing. In doing so, these households place additional demand on the rental housing market, drive up rental rates, and can put an increasingly greater burden on lower income rental households, many of whom are already spending more than 30 percent of their income on housing.

## Housing Unit Type

Another measure of housing supply is housing unit type. The type of housing units in a community is a measure of housing supply and identifies the types of housing available to those in search of housing.

**Table 2-4** shows the number of housing by types of units in structure in University Place in 1990.

Table 2-4 Units in Structure - 1990

Unit Type	Number	Percent
1, detached	6,188	53.4%
1, attached	450	3.9
2	459	4.0
3 or 4	943	8.2
5 to 9	956	8.3
10-19	1,287	11.1
20-49	776	6.7
50 or more	330	2.9
Mobile Home or Trailer	92	0.8
Other	65	0.6
TOTAL	11,546	99.9

#### HOUSING NEED-EXISTING AND PROJECTED

Estimates of housing need can be evaluated based on the background information on housing demand and housing supply

### **Existing Need**

While **Table 2-4** shows that there is a range of housing units, at least by type, the income data presented earlier helps determine to what extent this housing is affordable to households. What is affordable changes from household to household. In the case of housing, "affordable" is typically defined as housing costs that total no more than 30 percent of a household's gross income. The dollar amount associated with that 30 percent figure changes depending upon the income level of each household.

**Table 2-5** shows the number of households devoting more than 30 percent of household income to housing in 1990 for both owner occupied and rental er occupied housing.

Table 2-5 Percentage of Households Paying More Than 30% of Income by Tenure

Owner Occupied Housing: 1989 Income	Percentage of Households (HH) Exceeding 30% of Income on Housing	
Under \$20,000	49.8% (295 HH out of 592)	
20,000–34,999	30.7% (304 HH out of 990)	
35,000–49,999 21.8% (226 HH out of 1,225)		
50,000+	3.6% (91 HH out of 2,528)	
Mean Income Owner Occ	upied Housing Units: \$50,553	

Renter Rental Occupied Housing: 1989 Income	Percentage of Households Exceeding 30% of Income on Housing
Less than \$10,000	94.8% (643 HH out of 678)
10,000–19,999	65.9% (805 HH out of 1,222)
20,000–34,999	16.1% (292 HH out of 1,813)
35,000+	0.0% (1,226 HH out of 1,226)
Mean Income Rent <u>aler Oc</u>	cupied Housing Units: \$27,516

As **Table 2-5** indicates housing affordability is closely tied to household income. A higher proportion of lower income households in University Place meet the housing need criteria (paying more than 30% of income toward housing costs) than those with higher incomes. Lower income rental households, in particular, meet the needs test. Almost 95 percent of the 678 renter households earning less than \$10,000 in 1989 devoted more than 30 percent of their income towards housing costs.

## **Projected Need**

U.S. Census data estimates that there were 2,150 households in need in 1990. Again, need is defined as paying more than 30 percent of income towards housing.

The Growth Management Coordinating Committee (GMCC), a group of planning staff from Pierce County and its municipalities, meets periodically to discuss regional growth management issues. The GMCC also provides staff support to the Pierce County Regional Council (PCRC), elected officials from each jurisdiction. The GMCC recommended an approach to defining households in need. Households in need are: those that earn less than 95 percent of the County median income and pay more than 30 percent of their income on gross rent and homeowner costs.

The 1989 Pierce County median income was \$30,412. Based on this income level, the following affordability breakdown, shown on **Table 2-6**, for those earning less that 95 percent of the 1990 County median income is applicable.

Table 2-6 Households in Need -1990

Annual Income	Percent of Co. Median	Affordable Monthly Housing Cost	#Households in Income Range	>30%(1)
Up to \$9,124	30	Up to \$228	941	720
\$9,124-15,206	31-50	\$229 –380	809	480
\$15,207–24,329	51-80	\$381-608	2,092	750
\$24,330-28,891	81-95	\$609- 722	900	200
TOTAL			4,742	2,150

**Assumption:** 1) 1990 US Census data is not collected in the annual income increments identified in column 1. Estimates were made of households within each income group.

Determining households in need for 1990 is a first step in projecting housing need. In 1990, there were 11,211 households in University Place. As 2,150 households met the housing need criteria, then approximately 19.2 percent of the University Place 1990 households were in need.

According to the 1996 land use inventory, The Land Use Element estimates that there were 12,309246 housing units in University Place in 1996, an increase of 7632,351 or 23.6.6 % households from 1990. Assuming that the proportion of households in need in 1996 is the same as in 1990 (19.2%), then 2,33851 University Place households were in need as of 1996.

The Land Use Element City's population is projected to increase by 4,340 by the year 2017. This increase means an additional also projects 1,973 additional housing units (at 2.2 persons per household) by the year 2017 will be needed by 2017 for a total of approximately 14,219 units. Using the same proportion formula, 19.2 percent of this total is 2,730 households, an increase of 3792 from the 1996 estimate of 2,33851 households in need.

Note housing units needed for projected growth not capacity

# SPECIAL NEEDS HOUSING

Special needs populations include <u>the</u> homeless, single parents, physically or mentally disabled or other individuals or groups designated by the Department of Housing and Urban Development (HUD) and identified in the 1996-2000 Pierce County Housing and Community Development Consolidated Plan. The Consolidated Plan provides for a comprehensive assessment of special needs housing in the County. The City will

coordinate will Pierce County and other agencies to assess special population needs and develop strategies to address these needs.

#### STRATEGIES TO MEET HOUSING NEED

As indicated earlier, housing is not typically built by cities. Rather, the private sector is the primary provider of housing. Furthermore, the housing market is just not limited to the city boundaries, but extends to a much broader area that may cover several cities and towns. While cities may not have the direct ability to affect demand factors such as demographic trends and household income, cities and other entities do have some impact on the supply and affordability of housing. To help meet the needs of housing in the City of University Place, the following strategies will be used.

Provide Sufficient Land for Various Housing Types and Economic Segments
The proposed Land-Use <u>Plan</u> Map presented in the Land Use Element indicates there is sufficient quantity of land available to accommodate future population growth <u>as apportioned by the Pierce County Council</u>. The Plan estimates a year 2017 capacity for 2,625 3,517 additional housing units supporting 6,707 8,719 additional residents. The City's 2017 population allocation is for 4,340 additional residents.

Plan designations will be implemented by zoning districts that allow low and medium density single family detached and duplex housing and higher density multi-family development in the eCity. The zoning code will create distinct zoning designations for each of those residential housing types, ensuring that The Plan Map provides adequate land is available for different types of residential land uses. Higher density, Mmulti-family development will also be be allowed in mixed-use, and town center zones in conjunction with commercial uses.

#### Specific strategies include:

- Annually monitor housing activity and the supply of developable land for impacts related to housing supply for various housing types and economic segments and develop appropriate amendments to the Comprehensive Plan for the Planning Commission and City Council to consider.
- Allow duplexes in the R1 zone at 1.75 times the average minimum lot size for single family dwellings.
- Allow residential uses as a mixed use in certain commercial zones subject to appropriate development and design standards.
- · Support continued existence of existing mobile home parks.
- Allow senior housing development in certain commercial zones without the requirement to be constructed in conjunction with a permitted commercial use.

# **Maintain Existing Housing**

Maintaining University Place's existing stock of affordable housing is fundamental to providing the housing required by the community. The eCity is already relatively built out and is for this reason restricted from addressing housing supply through the provision of significant quantities of new housing. With the lack of developable land in both the city

limits and urban growth area, retention of the existing housing stock is therefore the City's key affordable housing strategy. Inevitably, some existing affordable housing will be lost through redevelopment, deteriorating housing conditions, and other factors. The exact amount of this loss is impossible to predict. The housing stock of University Place is in generally good condition, so loss through deterioration probably will be low.

# Specific strategies include:

- Continue support of active neighborhood advisory committees.
- Support and maintenance of Block Watch activities to reduce crime.
- Support code enforcement programs to abate nuisances and promote property maintenance.
- Support opportunities for lower utility rates for senior citizens so that more household income can be devoted towards housing maintenance if necessary.
- Support opportunities for neighborhood improvement efforts such as paint-ahouse programs.
- Maintain existing residential densities to preserve housing stocks.
- Maintain greater density in the Town Center and Mixed-Use districts to encourage more mixed-use development to accommodate growth.

Maintain Development Regulations to allow Various Housing Types

Development regulations can provide for affordable housing by reasonably allowing housing types to address the housing supply. One example is accessory housing units. Allowing reasonable opportunities for accessory dwelling units to locate in the city is one way the existing affordable housing stock can be increased, while still maximizing use of existing land and public facilities.

#### Specific strategies include:

- Monitor accessory housing unit construction.
- Develop attached single family housing development regulations.
- Allow duplexes in the R1 zone subject to reasonable lot size requirements.
- · Support continued existence of existing mobile home parks.
- · Consider exempting low income housing from all or part of impact fees.
- Allow senior housing in certain residential areas that is compatible with the scale and character of the surrounding neighborhood.
- Promote clustering where land is constrained or to provide additional open space.

Participate in Partnerships and Regional Initiatives

Because of the factors involved in the supply and demand of housing, partnerships are often created to address housing need. Partnerships can be forged among developers, bankers, non-profit agencies, governmental bodies, employers, and business people. These partnerships help address the need to develop affordable housing, lobby for new and expanded funding sources, and develop innovative solutions. The City will participate in such partnerships deemed beneficial to meeting housing needs for eCity residents.

Specific strategies include:

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- Coordinate with Pierce County in its effort to implement the Pierce County Consolidated Plan.
- Continue to participate in the Pierce County Regional Council (PCRC) to develop a consistent regional approach to identifying housing needs and strategies and, if deemed practical, establishing affordable housing allocations.
- Coordinate with the Pierce County Housing Authority in identifying opportunities to expand housing choice for low and moderate income households.
- Coordinate with human services providers to promote the availability of human services programs for low-and-moderate income households so that overall household expenses are reduced. Examples include but are not limited to job programs, medical assistance, child care programs, weatherization programs, and food assistance programs.

# **Timely and Predictable Permit Processing**

One of the 134 GMA Planning Goals states that applications for permits should be processed in a timely and fair manner to ensure predictability. The City can assist in addressing housing provision by developing codes with clear and objective development standards and by processing permits in a timely and predictable manner. Housing can then proceed through the development review process and be provided on the market within a reasonable time frame. Expanding the supply of housing is one way of addressing housing needs. Shortening the length of permitting processes and providing more predictability can contribute to reduced housing costs.

#### Specific strategies include:

- When preparing <u>and</u> implementing development regulations affecting the development review process, solicit input from housing interests.
- Strongly encourage housing related projects benefiting special needs and/or low and moderate income households to participate in the e<u>C</u>ity's pre-application process.

#### **CHAPTER 3**

# ENVIRONMENTAL MANAGEMENT ELEMENT

This Element addresses the major environmental issues facing the City of University Place over the next 20 years. The Growth Management Act requires that critical areas, natural resource lands and the environment be protected. The goals and policies included in this section of the Comprehensive Plan cover the following environmental features and issues.

- Steep slopes, landslide, erosion, and seismic hazards.
- Drainage systems.
- · Streams and water bodies.
- · Wetlands.
- Shorelands.
- Aguifers.
- Flood prone areas.
- Plant and wildlife habitat.
- · Air quality.
- · Water quality.
- Noise pollution.

#### STATE GOALS

#### **Environment**

Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water.

# Open Space and Recreation

Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

#### Natural Resource Industries

Maintain and enhance natural resourcebased industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

#### Shorelines of the State

The goals and policies of the shoreline management act as set forth in RCW 98.58.020

#### **COMMUNITY VISION**

Land Use and Environment. Residential areas and commercial corridors retain a green, partially wooded or landscaped character, although the City is almost fully developed. The public enjoys trail access to protected creek corridors, wetlands and greenbelts. As the gravel pit site on the Chambers Creek properties gradually is reclaimed for public use, people enjoy expansive views, access to Puget Sound, and parks and recreation opportunities.

Community character has been enhanced by fair and consistent enforcement of land use regulations. Buffering and landscaping of separate incompatible uses support the integrity of residential neighborhoods, and create more attractive business/industrial developments.

# MAJOR ENVIRONMENTAL ISSUES

Some of the environmental management issues in University Place include:

The City needs to preserve the few remaining wetlands and other fish/wildlife habitat areas.

The Morrison Pond area, Chambers, Leach and Peach creeks deserve special protection.

Drainage and proper management of stormwater control and conveyance are a significant concern.

University Place has a unique resource in its shorelands, where development should be carefully regulated to preserve vistas and optimize public enjoyment of the area.

Landslide and erosion hazards are common in hillside areas with steep or unstable slopes.

University Place has highly permeable soils, which permit surface waters to infiltrate into the water table below.

It will be important to maintain or improve air quality as growth in the region continues.

#### **GOALS AND POLICIES**

This section of the Element contains the environmental management goals and policies for the City of University Place. The following goals represent the general direction for the City related to the environment, while the policies provide more detail about the steps needed to meet the intent of each individual goal. Discussions provide background information, may offer typical examples and help clarify intent.

# SENSITIVE (CRITICAL) AREAS

#### **GOAL EN1**

Protect, preserve and enhance natural areas that are sensitive to human activities.

# STEEP SLOPES, LANDSLIDE, EROSION AND SEISMIC HAZARDS

# Policy EN1A

Require that any land use development be designed to minimize environmental damage and property degradation, as well as to enhance greenbelts and wildlife habitat. Graded slopes must be left in curvilinear rather than angular form consistent with the natural topography of the area.

Discussion: Improperly designed land development jeopardizes areas, which are sensitive to landslide, erosion or seismic hazards areas. Improper or inadequate storm water runoff drainage systems can lead to erosion or landslides in steep slope areas. Development that disregards the topography and natural features of a piece of property and surrounding properties can cause increased erosion, landslides, and destruction of valuable habitat areas. Sedimentation due to erosion can destroy fisheries habitat. Responsible development that protects the natural features can preserve valuable habitat areas while minimizing impacts on sensitive areas. Leaving finished slopes in natural curvilinear forms reduces erosion and landslide potential and allows water to be directed to gullies and controlled. Natural curvilinear forms and contours are more aesthetically pleasing than angular slopes without curvilinear features.

#### **Policy EN1B**

Retain slopes of 40 percent or more in a natural state, free of structures and roads. Decrease development density as slopes increase. Ensure that developments which create slopes of 40 percent or more provide appropriate drainage, erosion, siltation, and landslide mitigation measures.

**Discussion:** As slopes increase, problems of erosion, siltation, and landslides increase. On slopes of 40% or greater, these problems may occur even without development. Generally, the greater the intensity of development in a steep slope area, the greater the impacts there will be. To minimize these impacts, development in steep slope areas should be limited or prohibited where necessary.

#### **Policy EN1C**

Protect severe landslide hazard areas from road development.

**Discussion:** Road construction should be restricted in landslide and erosion hazard areas. If allowed, it should require a geotechnical report approved by the City which includes mitigation measures adequate to protect the slope and area properties. Roads on steep slopes may subside or slump, creating higher maintenance costs than roads in other areas.

#### Policy EN1D

Require appropriate erosion and sedimentation control measures during site development. When erosion or sedimentation becomes a problem during site development, all site development activity shall cease until adequate erosion control is re-established and maintained.

Discussion: Defoliated slopes can be easily eroded and are less stable without vegetation. Where development is allowed to occur in steep slope, landslide, or erosion-prone areas, revegetation of the site shall begin as soon as practicable, possibly even before construction has ended. Methods to lessen impacts include, for example, tight-lining storm drainage from the slopes, immediate revegetation of the slopes preferably with native groundcover, and limiting construction in these areas to the dry period of the year.

# Policy EN1E

Enforce building codes to minimize the risk of structural damage, fire and injury to occupants, and to prevent post-seismic collapse in areas subject to severe seismic hazard.

Discussion: Steep slopes and wetlands are particularly subject to seismic ground movement. The best available methods should be used to identify and evaluate seismically hazardous areas. Requiring the use of appropriate soils analysis and construction methods can minimize the hazard and avoid seismic related structural damage and injuries.

# DRAINAGE SYSTEMS

# Policy EN1F

Consider entire watersheds in surface water management plans, with responsibility shared between University Place, other cities, and the county.

Discussion: Watersheds often exceed jurisdictional boundaries. Therefore, surrounding jurisdictions need to coordinate surface water management plans for consistency. University Place is in the Chambers-Clover Creek Watershed boundary. Pierce County has completed a report on the condition of the watershed and a Watershed Action Plan. The City should cooperate in implementation of the plan.

#### Policy EN1G

Maintain, enhance and protect natural drainage systems to protect water quality, reduce public costs and prevent environmental degradation. Do not alter natural drainage systems without acceptable measures, which eliminate the risk of flooding or negative impacts to water quality.

**Discussion:** Alteration of a natural drainage system can result in stream scouring (removal of existing sedimentation in the system) or excessive

sedimentation of the system. The first condition increases flow rate of the stream and increases the scouring potential. The second impedes flow rate, increases the chance for flooding, and can affect upstream developments as water backs up. Other effects include destruction of wildlife habitat, and degradation of vegetative cover over and around the stream.

# Policy EN1H

Protect water quality and natural drainage systems by controlling stormwater runoff.

**Discussion:** Uncontrolled stormwater runoff can seriously affect or eradicate fish habitat. Peak storm flows scour stream beds, undercut stream walls, fill spawning areas with silt, thereby destroying them.

In developed areas, runoff can carry oil, fertilizers or a number of other pollutants into streams. Fertilizers foster heavy algae growth that can sap the drainage system of oxygen and asphyxiate fish. Oil and other hydrocarbons are toxic to fish. Hydrocarbons come from streets and inadequately maintained or inadequate storm water drainage systems. Controlling water quality within a drainage basin is vital to preserving fish and shellfish resources.

Water quality should be protected by requiring use of best management practices for stormwater drainage.

# Policy EN11

Require new developments to minimize areas of impervious surface and restrict runoff from new developments to predevelopment rates.

**Discussion:** Increasing the stormwater runoff discharge may result in the following problems:

 Downcutting and scouring of stream channels damages spawning areas and destroys organisms which live in the stream channel on and under rocks. These organisms are a prime food source for fisheries habitat. High stream flows wash them downstream.

- 2. Sedimentation of the stream.
- Slumping of stream walls by under-cutting their support.

#### Policy EN1J

Require site plan designs and construction practices that minimize erosion and sedimentation during and after construction.

**Discussion:** Using careful and effective construction practices can minimize erosion of soils and prevent sedimentation of stream channels. For example, Ppiping water to the bottom of a stream ravine rather than directing it over the side of the ravine will avoid erosion. Temporary erosion control measures include filter fabric fences, hay bales, or hydroseeding.

#### Policy EN1K

Require natural resource industries to use best available management to prevent pollutants from entering ground or surface waters.

**Discussion:** Resource industries such as mining and logging often leave large areas exposed. Adequate erosion control is needed to prevent impacts on water resources.

# STREAMS AND WATER BODIES

#### Policy EN1L

Preserve, protect and improve natural stream channels for their hydraulic, ecological and aesthetic functions.

**Discussion:** Impacts caused by development near streams can result in changing the size and direction of stream flow, reducing stream capacity, degrading fish and wildlife habitat and damaging other downstream properties. The natural functions of stream channels can be preserved through several methods, including but not limited to:

Acquiring existing stream channels as public property.

- 2. Creating buffer areas around streams.
- Clustering development away from stream channels.
- 4. Reducing peak storm flows into streams.
- Re-establishing trees and vegetation on disturbed sites.

# Policy EN1M

Discourage <u>channeling putting</u> streams and creeks through culverts unless absolutely necessary for property access.

Discussion: Culverting of stream channels can destroy fish habitat and food sources. Culverts degrade the natural character and aesthetics of a stream channel. Bridges are preferred for stream and creek crossings. To reduce disruption to the watercourse and its banks, crossings should serve several properties. When culverts are necessary, oversized culverts with gravel bottoms that maintain the channel's width and grade should be used.

## **WETLANDS**

#### Policy EN1N

Regulate development to protect the functions and values associated with wetland areas. Wetland impacts must be avoided or mitigated consistent with federal and state laws

Discussion: Wetlands function as a natural system with the ability to improve the quality of surface water runoff, hold and gradually release stormwater, Wetlands also function as primary producers of plant matter, provide habitat for fish and wildlife, provide recreational opportunities and have historical and cultural value. Off-site mitigation for wetlands impact, such as creating a new wetland or enhancing an off-site wetland, should be considered only as a last resort and should be consistent with the most current findings on the value of this approach.

# Policy EN10

Provide for long\_term protection and "no net loss" of wetlands by function and values.

Discussion: Wetlands should be identified and mapped. The City should encourage innovative and equitable wetland management methods, including improving communication among City, County, State, and Federal agencies and the public. The ability of wetlands to function naturally and to provide landscape diversity should be protected, possibly through incentive programs. The City should encourage educational opportunities that increase public understanding and appreciation for the values of wetlands. It should advise citizens of measures they can take to maintain wetlands on their properties. The City should pursue public acquisition of important wetland areas.

#### Policy EN1P

Require adequate buffering around wetlands to protect their natural functions.

**Discussion:** Wetlands provide valuable habitat for wildlife. They provide a source of water, food, and nesting. As encroachment on these areas increase, their values decrease. The Morrison Pond, Peach Creek, Chambers Creek, and Leach Creek areas deserve special protection.

It is conceivable that there will be situations where there is no feasible alternative to wetlands loss. In those circumstances, enhancements are required to replace the lost value and function of the wetland. The City should allow wetland enhancement to eliminate invasive non-native plant species.

#### SHORELANDS

#### Policy EN1Q

Preserve the natural character, resources, and ecology of the water and shorelines while balancing public access and recreational opportunities.

Discussion: The Puget Sound Shoreline and Chambers Creek are protected by the State Shoreline Management Act. The Act emphasizes the importance of shorelines to the entire state and serves to protect the public interest in our shorelines. Day Island and Sunset Beach are urbanized areas along our Puget Sound shoreline,

while the upper reaches of Chambers Creek remain natural. The City must designate shoreline environments and regulate uses to best serve the public interest.

# **AQUIFERS**

#### Policy EN1R

Protect aquifers to ensure that water quality and quantity are maintained or improved.

Discussion: The entire ecity of University Place is underlain by an aquifer that is part of the Chambers Creek-Clover Creek Watershed. The area has highly permeable soils. The interconnection between surface and ground water prompted the Environmental Protection Agency (EPA) to designate all of the area within the watershed as part of a Sole Source Aquifer System to provide protection to drinking water supplies. Water resources should be managed on the basis of watersheds, which do not stop at city borders.

Development activities should be subject to performance standards and regulation, including installation of sewers. New developments must meet performance standards to maintain aquifer recharge and protection. Existing facilities should be retrofitted, where feasible, to meet the standards.

Certain measures can be taken to ensure adequate recharge of aquifers. These can include both natural and engineered solutions. Natural solutions (such as maintaining undisturbed vegetation) are preferred. All new developments in aquifer recharge areas should be required to retain a percentage of vegetation to provide for aquifer recharge. Stormwater management technologies can provide for aquifer recharge by means of stormwater "retention". Other strategies can include the use of "gray water," reclaimed water, and other water reuse opportunities. In the future, there will be more uses and activities competing for water resources. Conservation of existing resources should be a primary strategy.

#### FLOOD PRONE AREAS

#### Policy EN1S

Preserve the natural flood storage function of floodplains. Emphasize nonstructural methods in planning for flood prevention and damage reduction.

Discussion: A 100-year floodplain is land that has a one percent or greater chance of flooding in any given year. Dams, dikes, and levies are often used to control flooding but can adversely alter the natural flow and other functions and values of our streams and creeks. The City should use the best management practices to promote natural stream and creek flows. The stream channel is the actual floodway. No structures should be allowed.

# **Policy EN1T**

Protect 100-year floodplains by restricting residential development, locating roads and structures above the 100-year flood level, and requiring new development to replace existing flood storage capacity lost to filling.

Discussion: Any new structure within the floodplain decreases the flood storage capacity. Likewise, increasing building density in a floodplain decreases the storage capacity of the floodplain which results in a larger area threatened by flood waters. The City should require a "no net loss" approach to maintaining flood water storage capacity in floodplains.

## Policy EN1U

Make floodplains and floodways information available to the public.

Discussion: The availability of floodplains and floodway maps will allow our citizens to identify potential hazard areas and avoid building in these areas. Areas prone to flooding according to FEMA maps are with the saltwater shoreline, particularly the northern end of Day Island, Leach and Chambers Creek and the Morrison Pond wetland system.

#### PLANT AND WILDLIFE HABITAT

# **GOAL EN2**

Preserve and conserve environmental resources to enhance natural elements of the community for plant and wildlife habitat.

# **Policy EN2A**

Provide for maintenance and protection of habitat areas for fish and wildlife. Identify endangered or threatened species, and preserve their habitat through techniques such as acquisition or incentives.

Discussion: Critical fish and wildlife areas exist in University Place. They should be identified, mapped, and prioritized, with regulatory emphasis placed on the most critical habitat areas. Maintain fish and wildlife movement corridors to protect species. Retain buffers of undisturbed vegetation along streams/creeks, ponds/lakes, and Puget Sound. Each water body (such as Morrison Pond, Chambers Creek, and Leach Creek) should be evaluated to determine whether a buffer is appropriate, and the appropriate width of such buffers.

The City should review its existing regulations and policies to determine whether they adequately protect critical fish and wildlife habitat areas. New development on or near critical habitat areas should be assessed to determine impacts on fish and wildlife and mitigated by habitat management plans. Open space in new subdivisions should be encouraged and incompatible uses near critical habitat areas discouraged.

#### Policy EN2B

Require additional buffer areas adjacent to steep slopes, wetlands, stream ravines, or stream corridors to protect wildlife and fish habitat.

Discussion: In areas adjacent to wetlands, stream ravines, or streams, clustering of development should be encouraged to allow greater buffers between the development and sensitive areas. This increases the usefulness and natural value of the sensitive area, provides a greater wildlife habitat area, and provides an amenity (a natural undisturbed area) for the residents or users of the development.

#### **Policy EN2C**

Permit access to wetlands for scientific and recreational use but provide for the protection of sensitive habitats.

Discussion: Careful planning of access trails, for example, can allow public enjoyment of wetlands such as Morrison Pond while assuring safety and preventing environmental problems. Wetlands can be used by the schools for learning purposes, such as the study of wetland biology and ecosystems. Destroying wetlands deprives the community of a valuable learning and recreational resource.

#### Policy EN2D

Prevent further degradation of stream and creek areas and where feasible restore or enhance habitat. Initiate studies to ascertain baseline conditions of water quality and habitat.

Discussion: Chambers Creek presents unique opportunities to preserve undeveloped stream and water body areas, and to improve those areas for recreational and other amenities. The City should work in conjunction with adjacent cities and the County to bring this area to its fullest potential. Leach Creek feeds into Chambers Creek. A large part of the Leach Creek area remains free from development. Future development in the Leach Creek watershed should be carefully designed to protect the drainage area and to keep it in its natural state.

# **Policy EN2E**

Ensure that private and public development of areas near streams does not degrade stream flows necessary for fisheries and other recreational activities.

Discussion: Under natural conditions, stream flows are regulated by groundwater flows into the streams through seeps and streams. Rainwater percolates into the soil and then into the stream through these resources. This regulates peak storm flows, summer low flows and stream temperatures. When an area is developed, the rainwater no longer percolates into the soil but runs directly into the stream over impervious surfaces (for example, parking lots, sidewalks, streets, buildings). This causes a number of problems, such as:

- High peak storm flows that scour a stream bed.
- In some cases, the summer low flow is depleted or the stream dries up so that the stream cannot support aquatic life.
- 3. Increased stream temperature from warmed stormwater runoff. On hot summer days, parking lots build up heat. Stormwater runoff from these surfaces raises stream temperatures. Stream temperatures greater than 68 degrees Fahrenheit can lower a salmon's resistance to disease or kill the organisms fish feed upon.

Impacts on fish habitat can be minimized while still allowing development. In public and private development, detention of stormwater to predevelopment flows by means of ponds and filtration swales will lessen runoff rates and enable a degree of cleaning before the water enters streams and the Sound. Pervious (water absorbing) surfaces can help protect summer low flows. Shaded parking lots can lower parking lot temperatures and stream temperatures. Impacts on fish habitat can be minimized while still allowing development.

#### Policy EN2F

Work with adjacent jurisdictions to maintain continuous corridors for wildlife.

Discussion: Stream corridors, steep slopes, shoreline bluffs and the Puget Sound are part of our contiguous boundaries with Tacoma, Fircrest, Lakewood and Pierce County. These areas are all important to wildlife, which are not bound by political divisions of land. Maintenance of wildlife corridors provides feeding areas and escape routes for animals.

## Policy EN2G

Monitor and actively participate in activities related to the Endangered Species Act (ESA) listing of Chinook salmon and other habitat that affects the City of University Place.

Discussion: The Endangered Species Act (ESA) was enacted in 1973 to establish a program to identify and conserve species of fish, wildlife, and plants that are declining in population to the point where they are now, or maybe within the foreseeable future, at the risk of extinction. On March 16, 1999, the National Marine Fisheries Service (NMFS) added nine West Coast Salmon to the Endangered Species List. This included the Puget Sound Chinook Salmon as a "threatened species". The impact of the listing of these species will affect land use and water-related activities in the entire Puget Sound region, including its urban areas such as University Place.

ESA prohibits killing or harming an endangered species in any way, including significant modification of critical habitat for the species. It requires federal agencies to develop programs to conserve and to help recover endangered and threatened species. Because of the ESA's requirements on public agencies and private landowners, the City of University Place needs to be actively engaged in activities related to the ESA. The City has taken one step toward doing this by creating a eCity ESA task force to gather information and identify possible salmon habitat restoration programs and funding sources. Other activities involve attending informational workshops, participating in watershed planning efforts, as well as in county and regional ESA task forces, and coordinating with state and federal agencies.

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# **GOAL EN3**

Protect and improve the essential livability of the urban environment.

#### WATER QUALITY

#### Policy EN3A

Enhance and protect water quality. Preserve the amenity and ecological functions of water features through planning and innovative land development.

Discussion: Whether it is located in streams, lakes, wetlands or comes from the tap, clean water is always a positive aspect of a city. It reduces the fear of infections from water borne organisms. Clean water also enhances the image of a city, both for its livability and for its concern about the natural environment. Clean water can be achieved through some of the following methods:

- 1. Requiring sewers for development.
- Requiring adequate stormwater control for new development.
- Emphasizing public education on how to maintain water quality within the natural drainage basins.
- Reducing or controlling pollutants in runoff from paved surfaces.

#### Policy EN3B

Manage water resources for the multiple uses of recreation, fish and wildlife habitat, flood protection, erosion control, water supply, and open space.

Discussion: Clean water provides benefits for many activities. In streams or water bodies it enables water activities such as swimming and fishing, and if properly managed, can preserve fish and wildlife habitat. Residents would not have to travel as far to view wildlife or enjoy water activities The City's overall livability would be increased. Because Leach Creek feeds into Chambers Creek, a salmon-bearing stream, and into Puget Sound, it is important to maintain clean water for fisheries and wildlife habitat.

#### Policy EN3C

Work with neighboring jurisdictions and other agencies and organizations to enhance and protect water quality in the region.

Discussion: Enhancing and protecting clean water throughout a stream watershed often requires that many jurisdictions work together. Preserving water quality in University Place will have an impact on the water quality of Chambers Creek, Leach Creek, other smaller creeks, and downstream in Stellacoom and Lakewood. Upstream, Flett and Clover Creeks (and Stellacoom Lake) affect water quality in Chambers Creek. Therefore, there must be coordination among many interests. University Place has shoreline along Puget Sound, the City has a major stakehold in preserving water quality of the Sound. The City should work with government agencies and other organizations to reach these goals.

## AIR QUALITY

Work with the Puget Sound Air Pollution Control Agency to attain a high level of air quality in University Place to reduce adverse health impacts and to provide clear visibility for the scenic views.

**Discussion:** The City should continue to rely on various State, federal, and local programs to protect and enhance air quality. The City should provide information to the public on air quality problems and on measures which each person can take to improve air quality.

#### Policy EN3D

Develop land use practices which improve air quality.

Discussion: Retention of trees and other vegetation is vital to maintaining good air quality. Vegetation filters out suspended particulates and purifles the air. Land uses which create local air quality problems should be avoided. Promote land use patterns which result in reduced commuting times. Require dust control measures during site preparation in new development.

#### Policy EN3E

Support air pollution reduction measures, particularly involving vehicle emissions, to attain or maintain federal and state air quality requirements. Work with state, regional, and local agencies to develop transportation control measures and emission reduction programs. Educate citizens on methods to reduce air pollution in the community.

Discussion: Vehicle emissions are a major local air pollution source. Reducing the number of vehicles on the road reduces emissions. The Washington Administrative Code (WAC) states that local plans shall include policies and provisions that promote the reduction of criteria pollutants exceeding national ambient air quality standards. Consistent with this, the City will pursue strategies to reduce the number of vehicles on the road. This includes encouraging alternate modes of transportation such as public transit and non-motorized transportation, building bike lanes on major eCity streets, implementing work schedule changes (City already does this), and working with agencies such as the Puget Sound Regional Council, Washington State Department of Transportation, and Pierce Transit to develop transportation control measures and other air quality programs. For example, the City can make bus schedules available at city facilities for public distribution. Other measures (nonvehicular) to reduce local air emissions include restrictions on wood stove use, restrictions on gas powered lawnmowers, and restrictions on industries that emit pollutants. These regulations are generally administered by State and regional agencies.

## **NOISE POLLUTION**

#### Policy EN3F

Reduce and where possible eliminate problems associated with major noise-generating uses, especially when located near residences. Establish standards for noise-generating land uses.

**Discussion:** Natural or manmade barriers should be placed between noise sources and residential

land uses. Trees and natural vegetation should be retained along the perimeter of new subdivisions and along arterial streets to filter noise. Noise control ordinances should be enforced. Noise impacts from construction sites can be minimized by limiting hours of construction activity.

## TREES AND LANDSCAPING

#### **Policy EN3G**

Protect and enhance the natural green and wooded character of University Place.

Discussion: The abundance of mature trees in University Place helps create community identity and contributes to a healthy environment. In addition to adding beauty to urban areas, trees help clean the air, produce oxygen, reduce surface water run-off, provide wildlife habitat, help absorb sound and mask noise, and reduce energy costs through shading and windbreak functions.

# Policy EN3H

Encourage preservation and planting of significant trees in locations that allow normal growth patterns, support energy conservation and complement view access, light, privacy and safety needs.

Discussion: Large trees should be planted in areas that give them room to grow, where their height and/or width does not create a danger or nuisance to nearby residences by blocking out the sun or interfering with views. Deciduous trees provide shade in the hot summer, but loose their leaves to allow solar access in the winter months. Evergreen trees offer year-around beauty, visual screening and noise buffering. Trees along arterial and residential streets should be required in both public and private development and improvement projects.

#### Policy EN3I

Encourage landscaping with a mix of plants and trees that attract wildlife, are drought-resistant, and can achieve

healthy growth in the Puget Sound environment.

periods, non-native and invasive species take over creating a nuisance and an eyesore.

Discussion: To get the most benefit from trees and other urban landscaping, it is important to choose varieties that are native or can readily adapt to our climate. These will be less subject to disease and blight and need minimal maintenance once established. They also can offer food and habitat for birds and other wildlife.

# Policy EN3J

Promote the use and expansion of litter prevention programs within all sectors of the community.

Discussion: Keeping our public spaces free of litter requires innovative programs and incentives. One example would be to build upon the "Adopt A Street" campaign. Successful litter control helps defray city maintenance costs, creates a cleaner, safer urban and natural environment, and boosts civic pride.

# Policy EN3K

Trees and vegetation shall not be completely removed on development sites. Vegetation can only be removed when construction begins on the portion of the project where structures have permits. Require developers to revegetate sites as soon as practical following development and replant trees if projects do not proceed in a timely manner.

Discussion: When developing a site, developers should be allowed only to clear areas for roads and utilities and leave lots or building pad areas vegetated until the building permit is issued. This will prevent the unnecessary removal of trees and vegetation, maintain site stability and reduce aesthetic impacts in the short term. In the long term buildings can be designed around the vegetation to preserve as many significant trees and as much native vegetation as possible. When a site is cleared but left undeveloped for long

#### **ENVIRONMENTAL MANAGEMENT ELEMENT BACKGROUND INFORMATION**

The citizens of University Place have expressed a strong desire to protect their natural environment from the impacts associated with growth and development. Tall evergreen trees, clean air and water, magnificent views of the Cascade and Olympic Mountains, the Puget Sound shoreline, and our indigenous plants and wildlife are just of few of the natural features that attract our citizens and contribute to the high quality of life.

Past development in University Place has resulted in loss of valuable wetland areas, significant reductions in wildlife areas and corridors, and encroachments on steep slopes, streams, and shorelines. Inadequate storm drainage systems threaten downstream properties, and the water quality of our aquifers, streams, and the Puget Sound.

Understanding the components of our environment and how they are related helps us formulate policy and ultimately the regulation we should impose to adequately protect the environment. Protecting the environment serves to protect health, safety, and welfare including quality of life.

#### **RELATIONSHIPS**

The components of our environment are intricately related in a complex system. The geology helps to explain the city's topography, which together with the climate and vegetation determine the types of soils that have developed here. Topography, soil and hydrology determine where slopes are likely to fail or erode causing damage to downslope properties and sedimentation in our creeks. Sedimentation in creeks impacts the Chum, Coho, and Chinook Salmon, and Cutthroat and Rainbow trout that spawn there.

The climate, geology, topography, soils and vegetation determine drainage patterns. Within our drainages, surface water infiltrates into the aquifer, or flows into creeks and wetlands that act as natural flood control areas. The pervious surface geology and soils in this area cause between 50 and 60% of rainwater to infiltrate and become groundwater that recharges our aquifer. We rely on water from the aquifer to provide safe clean drinking water.

Because of the pervious nature of the geology and soils we must be careful not to pollute the aquifer. The depth to groundwater varies under the e<u>C</u>ity. In some areas groundwater is first encountered at more than 100 feet; in other areas it comes to the surface as natural springs. Even at 100 or more feet polluting groundwater is a concern since groundwater in the area has been known to travel as fast as 93 feet per day.

Wetlands serve to store and purify storm water, recharge the aquifer and provide habitat for fish and wildlife. The flood plains in drainages and adjacent to creeks serve as areas where floodwater is conveyed during periods of heavy rain. Protecting wetlands and flood plains to store and convey stormwater, in turn protects our lives and property from damage, injury and loss.

A substantial component of our quality of life is derived from the plants and animals that inhabit the e<u>C</u>ity. Climate, soils, and drainages contribute to the rich communities of plant and animal life. The citizens of University Place have expressed a strong desire to protect

native plant and animals species which include evergreen and deciduous trees and undergrowth, and birds, mammals and reptiles. In Chambers Creek Canyon alone, there are some 122 species of birds.

Much of the area in the city that had the greatest value as wildlife habitat has been fragmented into small areas which has lead to extinction of large predators, and the over population of small predators. Preventing further destruction, fragmentation, and providing corridors between habitat areas can help preserve remaining wildlife.

In the creeks there is habitat to support a number of plant and fish communities. Chambers Creek supports approximately 20 species of fish including five northwest salmonid species. The Washington State Department of Fish and Wildlife has rated Chambers Creek as "good" overall for salmonids. This is based on water temperature, dissolved oxygen, the biotic index and the quality of spawning beds. Leach Creek has not been so fortunate. Development along the creek has resulted in channelizing, reduction of pool and riffle structures and sediment loading. The upper undeveloped reaches of Leach Creek still provide good salmon rearing habitat.

Along the Puget Sound shoreline, the conditions are not conducive to supporting a wide range of wildlife or plant life. Strong tidal currents, lack of sediment accumulation, and large rock boulders and fill placed along the entire shoreline to support the railroad make for a harsh environment. Despite relatively harsh conditions, there are eelgrass and kelp beds and several species of fish that support a major commercial and sports fishery in the area. Also found in these waters is an abundance of shellfish. Hundreds of species of plankton, tiny plants and animals that drift with the tides inhabit our marine waters. Phytonplankton or algae form the first link in the food chain and their respiration provides us with most of the air we breathe.

The following section provides a brief description and some concerns regarding climate, geology and soils, surface and ground water quality, floodplains, wetlands and shorelines and plant and animal communities.

# PHYSICAL ENVIRONMENT

#### Climate

The climate of University Place is fairly mild with average winter temperatures above freezing and summer temperatures generally below 80 degrees. The frost-free period is approximately 250 days a year. The e<u>C</u>ity typically receives about 39 inches of precipitation a year, which falls almost exclusively as rain. About two thirds of the rain falls between October and March of each year. There is an occasional snow-fall, but usually with little or no buildup.

# **Geology and Soils**

The City of University Place is located on the eastern shore of south Puget Sound on top of a rolling plateau ranging from 0 to about 430 feet above sea level. Steep slopes descend on the west along Puget Sound and on the south along Chambers Creek Canyon. Although, the geologic events that formed the Puget Sound occurred over the last few hundred million years, the Pleistocene Glacial Intrusion approximately 15,000

years ago carved the Puget Sound, the lowland areas and other valleys alongside the Cascade foothills.

The surficial geology of University Place is primarily the result of glacial materials deposited 15,000 years ago. The glacial material deposited in the area includes from top to bottom, recessional outwash, glacial till, and advance outwash. Recessional outwash is deposited by meltwater from the retreating glacial ice and typically consists of layers of unconsolidated sand and gravel with variable silt, cobbles, and boulders. Glacial till is deposited at the base advancing glacial ice and typically consists of very dense clay to boulder size material. Till is very dense and is commonly referred to as "hard pan". Advance outwash is deposited in front of the glacier by meltwater. Advance outwash usually consists of very dense medium to course grained sand, gravel, with cobbles and boulders. Because advance outwash is overridden by the advancing glacier it also is very dense.

In addition to the glacial deposits, lake bed sediments collected in river valleys and along stream channels following de-glaciation. These sediments are composed primarily of clay and silt with occasional layers of fine sand. These sediments are very stiff to hard and have low permeability. The sediments or interglacial soils occur in the slopes of Chambers Creek Canyon.

The Alderwood - Everett association is a nearly level to rolling moderately well drained and somewhat excessively drained soil type that formed in glacial till and glacial outwash in the upland portions of the city. These soils constitute the majority of the soils in University Place on slopes that range from 0 to 30 percent.

Everett sandy gravelly loam is the second most common soil type in University Place followed by Spanaway gravelly sandy loam, Nisqually loamy sand and Xerochrepts. Everett sandy gravelly loam is a somewhat excessively drained soil that occurs in the Sunset Beach, Beckonridge, Westhampton and Brookridge neighborhoods. Everett sandy gravelly loam is also the primary soil at the Curran Apple Orchard. Spanaway gravelly sandy loam formed in glacial outwash mixed with volcanic ash is somewhat excessively drained, occurs in an area from Peach Acres, west to Grandview, and south to the rim of Chambers Creek Canyon. Nisqually loamy sand, formed in glacial outwash under grass and Bracken fern, is a somewhat excessively drained soil that occurs in the Bristonwood neighborhood. Xerochrepts on slopes ranging from 45 to 70 percent are very steep well-drained soils that boarder Puget Sound north of Sunset Beach and form Chambers Creek Canyon from the mouth of Chambers Bay to Bridgeport Way, and extend up Peach Creek Canyon.

Other soil types in the city include small pockets of poorly drained, Bellingham silty clay loam in the vicinity of Crystal Springs and coastal beach soils, which extend along the southwest side of Day Island, south to Sunset Beach and along portions of the Pierce County Chambers Creek Properties. Dupont Muck, an organic very poorly drained soil formed in decomposing shrubs, sedges and grasses, and silica lies below the waters of Morrison Pond. Also, Xerothents fill area which consists of smoothed over areas artificially filled with earth, solid waste, or both forms on the eastern side of the Day Island inlet.

The varying locations and thickness of glacial deposits and soil types in the  $e\underline{\mathbb{C}}$ ity cause concern for a range of issues. Areas of the  $e\underline{\mathbb{C}}$ ity where slopes exceed 15%, where glacial till is overlain by well-drained soils, and when water is present may experience slope failure. Certain types of soils are more susceptible to erosion than others and the risk increases as slope increases. In areas where recessional glacial outwash is overlain by Everett or Spanaway soils there is an increased risk of damage as a result of earthquake induced ground shaking, slope failure, settlement, or soil liquefaction. Figure 3-1 shows areas of the  $e\underline{\mathbb{C}}$ ity that fit the above criteria and are labeled landslide and erosion hazard areas and seismic hazard areas.

#### Ground and Surface Water

The porous nature of glacial outwash in most of the City's our-soils increases the likelihood that pollutants can get into the groundwater and ultimately pollute the aquifer and drinking water. The groundwater system that lies below University Place is part of the Central Pierce County Aquifer System, a system that the United States Environmental Protection Agency has defined as a Sole Source Aquifer System. A Sole Source Aquifer is a designation that provides limited federal protection to drinking water supplies which serve large populations and where alternative drinking water sources are scarce. There are approximately 267,000 people who use water from the Pierce County Aquifer system. During peak use, groundwater supplies over 80% of the water consumed.

University Place can be divided into the Tacoma West Subwatershed and the Chambers Bay Subwatershed both part of the larger Chambers-Clover Creek Watershed. The Chambers Bay Subwatershed includes drainages in the eastern and southern portions of the eCity. As shown in Figure 3-2 the dividing line between the two subwatersheds generally extends along a diagonal line from the intersection of 27th and Mildred to the southern tip of the Pierce County Chambers Creek Properties at the mouth of Chambers Bay. The Chambers Bay Subwatershed includes Leach Creek and Peach Creek which drain into Chambers Creek. The Tacoma West Subwatershed includes Day Creek, Crystal Creek, Brookside Creek and Corbit Creek that drain directly to the Puget Sound.

Too little or too much water can cause problems. Too much surface water can lead to flooding while too little water can cause wetlands, ponds and creeks to dry and kill aquatic creatures that depend on them. Depletion of groundwater resources can threaten water supply resulting in water rationing and other conservation programs. Low groundwater levels can lead to surface water problems if the springs that supply a stream or wetland dry up.

Creeks are classified by the beneficial uses that they should be able to support and the level of support they provide. Beneficial uses include, supporting aquatic life, contact activities like swimming, and other common uses. The Department of Ecology classifies all of the creeks in University Place as A (excellent), meaning not that they are excellent, but that they should be. The measures of water quality include fecal coliform organisms, dissolved oxygen, total dissolved gas, temperature, pH, turbidity, and toxic material concentrations. Only Chambers Creek and Leach Creek have been sampled for water quality, and even then, not all measures have been taken. Chambers Creek consistently violates State standards for fecal coliform bacteria, and has been known to violate standards for acidity on two occasions and turbidity on one occasion.

Because any pollutant capable of contaminating surface water has the potential to contaminate groundwater, sources of water pollution must be considered a threat to groundwater quality as well as surface water quality. In a recent study under the direction of the Tacoma-Pierce County Health Department, nitrate concentrations in the shallow aquifer were shown to have increased about 40% and chlorine levels between 400-500% over the last 20 years. Nitrate and chloride were measured because they are indicators of contamination by sewage. New development on sewers will decrease nitrogen loading from septic systems. Unless properly managed, however, new development will result in increases in storm water discharge that may increase nitrogen loading from that source. Storm water recharging into the aquifer will also mean increased levels of fecal coliform, organic compounds, and metals.

# Floodplains, Wetlands and Shorelines

Floodplains exist along <u>City our</u>-creeks and marine shorelines, and in a few low spots such as in the Morrison Pond area and just west of the intersection of 40th Street and 67th Avenue. **Figure 3-3** shows flood plains in the <u>cCity</u>, identified by the Federal Emergency Management Agency (FEMA). Although flooding has not been a severe problem for most of University Place, channel erosion has exacerbated flooding along Leach Creek as has artificial filling in areas around Morrison Pond. Controlling the amount of water runoff is important to ensure a balance that prevents flooding but maintains flows to our creeks and wetlands, and infiltration to groundwater.

Wetlands are areas that are inundated or saturated by surface or ground water long enough or often enough to support vegetation that typically grows in saturated soils. Wetlands store storm water runoff, filter out impurities, provide fish and wildlife habitat and, when preserved as open space, provide area that our citizens can enjoy. In 1996 the City conducted an inventory of the wetlands. Wetlands identified in this inventory and wetland buffers are shown in Figure 3-4. The largest wetlands in University Place are along the Puget Sound Shoreline, Leach Creek, Chambers Creek and at Morrison Pond. A number of smaller wetlands are associated with other creeks and pockets of poorly drained soils like Dupont muck and Bellingham silty clay. Although not as apparent in University Place as our freshwater wetlands, marine wetlands also serve important biological functions.

In addition to marine wetlands, the shorelines along Puget Sound and Chambers Creek provide habitat to a number of different freshwater, estuarine and marine fish, shellfish and plant species. Protecting the shorelines of Puget Sound and Chambers Creek is mandated by the State Shoreline Management Act. Protection maintains habitat, reduces erosion, preserves views and provides recreation opportunities.

# Plants and Wildlife

The dominant native tree species in University Place are Douglas fir followed by Western red cedar, red alder, and Western hemlock. Other common native tree species include Oregon white oak, Big leaf maple Cottonwood and Pacific Madrona. There are too many native shrubs and herbs to list but a few of the most common species. Common native shrubs include Salal, Red elderberry, Salmonberry, Evergreen and Himalaya blackberry, Indian plum and Vine maple. Herbs including Bracken fern, Creeping buttercup, Horsetail, Lady fern and Sword fern are also very common. Native vegetation provides a great number of benefits including: minimizing surface and ground-water runoff, reducing

siltation and water pollution in creeks and in Puget Sound, providing pure oxygen from carbon dioxide, noise abatement, protection from wind, habitat shelter and food for fish and wildlife, and enhancing the e<u>C</u>ity's physical and aesthetic character.

Several species of fish and numerous birds, mammals, amphibians and reptiles live within or move through University Place. In our creeks are Chum, Coho, and Chinook Salmon, Cutthroat and Rainbow trout. Along our shoreline, the Puget Sound supports several species of salmon, steelhead trout, cod, herring, flounder and rockfish, sea perch, various sharks, octopus, squid, and numerous species of crustaceans, shrimp, krill and mollusks.

On the uplands, some of the many species of birds include red tailed hawks, Canada Geese, Steller jays, downy woodpeckers, and the common crow. There are also several species of finches, thrushes, chickadees, sparrows and swallows. Mammals found in the  $\underline{eC}$ ity include: black tailed deer, coyote, red fox, raccoon, opossum, porcupine, spotted and striped skunk, Douglas, eastern and western gray squirrels, Townsend chipmunk, and a number of mouse, shrews, the shrew mole and Townsend's vole. Some of the reptiles and amphibians found in the city include the Common garter snake, salamanders, frogs, and toads. In order to protect fish and wildlife habitat, the City has designated areas along creeks and streams as fish and wildlife habitat areas and required preservation of natural buffers. Figure 3-5 shows these buffers along streams and creeks. These buffers provide habitat and migration corridors for upland species, shade for fish spawning areas and serve as sediment traps for storm water that flows into streams and creeks.

#### **CHAPTER 4**

# TRANSPORTATION ELEMENT

This element addresses the expected demand on the transportation system which-that will result from future population increases. It is essential that the transportation system be able to meet the demands of the future to keep our economy and environment healthy.

Although this Transportation Element strongly supports an increase in the use of <u>public</u> transit and other alternatives to the automobile, it recognizes that automobiles are an integral part of our society.

The goals and policies included in this Transportation Element cover the following categories.

- (a) Traffic and traffic safety
- (b) Pedestrian sidewalks and bicycle lanes
- (c) Reduction of through traffic in neighborhoods
- (d) Vehicular and pedestrian circulation
- (e) Street maintenance
- (f) Public transportation
- (g) Concurrency and Funding
- (h) Accessibility to disabled people

#### STATE GOALS

# Transportation

Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. [RCW 36.70A.020(3)]

## **COMMUNITY VISION**

Street lighting, sidewalks, curbs/gutters and bicycle lanes on all arterial streets have improved safety and created better connections between residential and business areas.

# MAJOR TRANSPORTATION ISSUES

Excessive traffic speeds and inadequate traffic safety.

Lack of sidewalks and bicycle lanes.

Traffic which Traffic that diverts from arterial routes to neighborhood residential streets with speed, noise, and safety impacts.

Inadequate vehicular and pedestrian circulation routes in some areas of the e<u>C</u>ity.

# GOALS AND POLICIES

This section of the Element contains the transportation goals and policies for University Place. The goals establish broad direction for transportation planning. The policies outline steps to meet the intent of each goal. The discussions provide background information, may offer typical examples and help clarify intent.

#### TRAFFIC AND TRAFFIC SAFETY

# **GOAL TR1**

Develop standards to improve the function, safety and appearance of the eCity street system.

# **Policy TR1A**

Develop and adopt street design standards that which will reduce street maintenance requirements, increase safety and improve street aesthetics.

Discussion: Different roadway uses require different design standards. Major arterials are designed to handle large volumes of traffic while neighborhood streets are designed for lower levels of localized traffic. In addition to meeting the federal, state and local design requirements, standards must also enhance the ease of overall maintenance and increase roadway safety. Standards should include sidewalks, street trees, and landscaping. Careful selection of roadway design criteria will enhance efficiency of maintenance and control overall costs.

# Policy TR1B

Classify streets and arterials to reflect their desired use. Classification should be based on present and future traffic volumes and the type of land uses along the streets.

**Discussion:** Streets within and adjacent to the City of University Place serve many functions ranging from regional traffic routes to local access. Classifications that which define these different uses should be maintained. The functional classification system should be consistent with state and regional classifications.

# Policy TR1C

Establish speed limits which limits that reflect street function, adjacent land uses, and physical condition of the roadway.

Discussion: Major and Secondary Arterials are primarily intended to provide for through traffic; therefore, higher speed limits should be established to reflect that function while collector arterials and residential streets should have lower limits. Employ traffic calming devices where appropriate.

#### Policy TR1D

Reduce traffic speeds within the eCity.

Discussion: On many e\_City arterials and residential streets, vehicles regularly travel above posted speed limits. One some streets, present speed limits are higher than safety dictates. Through a variety of means--reducing speed limits, police enforcement, traffic calming, streetscaping and design elements--the City should promote travel at a lower rate of speed to improve safety and create a more comfortable environment for pedestrians.

#### Policy TR1E

Consolidate access to properties along Major, Secondary, and Collector Arterials.

Discussion: Many safety and capacity problems relate to driveways which that enter on to public roadways. When street improvements are implemented, the designs should include provisions to consolidate existing accesses wherever possible.

# PEDESTRIAN SIDEWALKS AND BICYCLE LANES

# **GOAL TR2**

Develop facilities for pedestrians and bicyclists as alternative travel modes to the automobile.

## Policy TR2A

Require sidewalk facilities on both sides of the street along Major and Secondary Arterials and some designated Collector Arterials, where appropriate, and on one side of non-arterial streets.

Discussion: Sidewalks are vital to pedestrian safety, particularly along roadways with faster moving traffic. Near schools they offer protection for children who walk to and from school Pedestrian facilities on non-arterials are needed to supplement the major system of pedestrian facilities. Crosswalks, signing, and pedestrian-activated signals should conform to the Manual on Uniform Traffic Control Devices (MUTCD).

#### Policy TR2B

Develop a system of bicycle routes, both east/west and north/south, that provides for travel within the e<u>City withand</u> connections to local parks and regional facilities.

Discussion: Bicycle routes should be provided to enable bicyclists to use the most convenient, yet safe, streets and bicycle ways within the cCity. These routes should connect with designated bike routes of adjacent jurisdictions to accommodate longer, more regional bicycle trips as an alternative transportation mode. Planning, design, and construction of these facilities should be coordinated with adjacent jurisdictions and should be consistent with regional plans. The design and type of bicycle facilities should be based on the design standards for the functional classification of the roadway.

# Policy TR2C

Encourage installation of pedestrian pathways in new and existing developments.

**Discussion:** Currently many residential subdivisions and commercial developments have barriers to easy walking between destinations. People must walk out to busy arterials and use circuitous routes to get from one development to another. New pathways (lighted were appropriate)

might also tie into a network of walking trails, help interconnect the whole system and make the eityCity more pedestrian friendly.

# PROTECTING NEIGHBORHOODS FROM THROUGH TRAFFIC

## **GOAL TR3**

Protect the quality of life in residential neighborhoods by limiting vehicular traffic and monitoring traffic volumes on collector streets.

#### Policy TR3A

Develop traffic and pedestrian safety improvements in residential areas.

Discussion: A comprehensive evaluation of transportation issues in each neighborhood will provide for an integrated, cost-effective solution. Improvements may include sidewalks and pathways to connect to schools, parks, and transit stops, traffic calming techniques, signs and roadway improvement.

#### Policy TR3B

Establish and sign truck routes to the eityCity's major destinations along Major Arterials to avoid impacts on neighborhood streets.

**Discussion:** Through trucks should be restricted from using Secondary or Collector streets due to the impact on residential neighborhoods. Secondary and Collector streets are not designed to accommodate significant amounts of truck traffic. Use by trucks increases maintenance and may decrease safety of the local street network.

#### Policy TR3C

Encourage routing of higher volume and through traffic onto Major Arterials thereby protecting neighborhoods.

Discussion: Additional capacity on Major and Secondary Arterials and improved traffic flow can minimize traffic cutting through residential neighborhoods. Traffic calming measures on residential streets discourage or slow neighborhood through traffic through neighborhoods.

# VEHICULAR AND PEDESTRIAN CIRCULATION THROUGHOUT THE CITY

# **GOAL TR4**

Encourage improvements in vehicular and pedestrian traffic circulation within the cityCity.

#### Policy TR4A

Require through connections in new developments.

**Discussion:** Dead end streets and walkways do not allow through access to typical destinations within the eity<u>City</u>. Streets and sidewalks should provide more direct access to areas that are typical destinations: shopping centers, schools, and parks.

# Policy TR4B

Work with property owners to create pedestrian paths in established areas with poor connections.

**Discussion:** Seek opportunities to gain <u>well-lighted</u> easements that will allow links between residential areas or from residential to commercial areas. Pedestrians now must take long circuitous routes in many areas.

# Policy TR4C

Design and improve residential collector arterials to result in reduced speeds and to accommodate neighborhood concerns about safety, aesthetics and noise.

Discussion: Residential collector arterials collect traffic from various residential cul-de-sacs and local access streets and distribute it to the secondary or major arterials. Examples of these collectors are Sunset Drive and 44th Street West. Several new connections, Alameda Avenue and 57th Avenue West, are included in the 20-year plan to improve traffic circulation. Sections of Alameda are now constructed and missing links would be completed to create a connection from 40th Street to Cirque Drive and then south to 67th Avenue. 57th Avenue would be connected to Cirque Drive. These street connections should be designed with two travel lanes only, pedestrian and bicycle facilities, landscaping, street lights, and other elements that result in reduced speeds and compatibility with adjacent residences.

# Policy TR4D

Utilize transportation demand management (TDM) strategies to reduce the need for new roads and capacity improvements.

Discussion: Transportation Demand
Management (TDM) strategies help create or
preserve existing capacity of roadways by
reducing demand, thereby deferring or negating
the need for capacity improvements. Existing
strategies used by the ecity include coordinating
with Pierce Transit on service levels, frequency
and route location, and actively pursuing street
improvements that include bike lanes, sidewalks
and pedestrian crossings that provide a safe,
convenient alternative to the use of the
automobile.

Potential TDM projects include developing vanpool and ridematch ride match programs in conjunction with Pierce Transit -and actively promoting commute trip reduction practices, including complying with the requirements of the State Commute Trip Reduction (CTR) Act.

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# Policy TR4E

Utilize transportation system management (TSM) strategies to make the existing roadways more efficient.

Discussion: Transportation Systems Management (TSM) strategies focus on improving existing roadway system efficiency. Maximizing the efficiency of the existing system can reduce or delay the need for system improvements. The City of University Place employs a myriad of TSM strategies. These include coordinating traffic signal timing, implementing a signal retiming and coordination project to reduce delay and congestion at the <code>cityCity</code>'s signalized intersections as major improvements are implemented, making intersection improvements to facilitate turning movements, and restricting access along principal roadways.

**GOAL TR5** 

Maintain a consistent level of service on the arterial system that mitigates impacts of new growth and is adequate to serve adjoining land uses.

**Policy TR5A** 

Establish a level of service (LOS) standard for intersections and roadways with LOS D as being acceptable on Major (Principal) or Secondary (Minor) Arterials and on Collector arterials and minor streets where they intersect with a Principal or Secondary arterial street.

LOS C or better should be considered acceptable on Collector Arterials and lower classification streets.

The City's Director of Public Works, using established criteria, shall be allowed to provide for exceptions to the LOS D standard along major and secondary arterials if future improvements are included in the City's adopted transportation plan. Exceptions should

also be provided where the City determines that improvements beyond those identified in the transportation plan are not desirable, feasible, nor cost-effective.

Discussion: The Growth Management Act requires that a LOS level of service standard be established for arterial routes. "LOS" is defined as the capacity of a roadway or intersection. It measures delay or congestion. LOS A is the highest level of service and LOS F the lowest. LOS D and lower is typical of many arterial streets and intersections in urban areas. LOS A B and C are characteristic of residential streets and rural areas.

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# STREET MAINTENANCE

# **GOAL TR6**

Maintain the public street system to promote safety, comfort of travel, and cost-effective use of public funds.

## Policy TR6A

Establish a Pavement Management System (PMS) and comprehensive signage and markings program.

Discussion: The PMS system should address improvements for motorized and non-motorized travel and the impacts of present and projected land uses. The safety and efficiency of the existing transportation system depends upon its condition, and signs and markings. Implementing a systematic program can delay higher cost capital improvements, or at least provide the best transportation service to the eityCity. The maintenance program should include provisions for vegetation removal to improve sight distances, adequate crosswalk markings and signing, and repair of sidewalks as needed.

# Policy TR6B

Encourage use of products from recycled materials where possible.

**Discussion:** Street paving and other maintenance projects should support efforts to

use recycled materials which materials that meet cost and durability objectives. The obvious advantages are less cost and a reduction in use of landfill.

# **PUBLIC TRANSPORTATION**

# **GOAL TR7**

Encourage use of public transportation to accommodate a larger proportion of the traveling public.

#### **Policy TR7A**

Work with Pierce Transit to focus local transit service on Major, Secondary and Collector Arterials, provide feeder service to residential areas and connect to adjacent jurisdictions.

Discussion: Area residents and elected officials have identified the need for improved <u>public</u> transit service and programs to increase the use of public transportation. Without an expansion of the current <u>public</u> transit system, citizens will have minimal access to public transit service. Existing <u>public</u> transit service to the City of University Place primarily targets the Pierce Transit Center at Tacoma Community College. Local transit service should be expanded to serve the entire community.

#### **Policy TR7B**

Encourage coordinated development of bus stops and shelters.

**Discussion:** Convenient shelters from rain and wind which that offer seating make the wait for a bus more comfortable. The City should work with Pierce Transit to find appropriate locations for stops and shelters along the transit routes.

## **CONCURRENCY AND FUNDING**

# **GOAL TR8**

Develop an adequate and equitable funding program to make transportation improvements in a timely manner, as mandated by the Growth Management Act (GMA).

# Policy TR8A

Use regional, state, and federal funding sources for major improvements serving the City of University Place.

Discussion: Without adequate funding the transportation plan cannot be implemented in an efficient, timely manner, concurrent with development. Furthermore, uncertainties in funding of transportation projects could result in denial of development permits due to unacceptable levels of congestion. The funding program must recognize and accommodate not only existing and future development in the eityCity, but also regional traffic. To supplement the City's limited funds, regional, state, and federal funding sources should be pursued for arterial street improvements.

#### Policy TR8B

Supplement public funding sources with new revenue sources including, where appropriate, Local Improvement Districts (LID's), development impact fees, or other identified sources.

Discussion: Existing gas tax and motor vehicle registration fees will not be sufficient to meet the financial needs of the transportation plan. Other funding sources should be developed that are equitable and consistent with the benefits derived from improvements. The funding programs must allow implementation of transportation improvements concurrently with development. New development must pay a fair share of the cost to serve it.

# ACCESSIBILITY TO DISABLED PEOPLE

# **GOAL TR9**

Transportation improvements within the <u>cityCity</u> shall comply with requirements of the Americans with Disabilities Act (ADA).

# **Policy TR9A**

Develop programs and procedures to ensure compliance with the ADA requirements.

**Discussion:** The federal regulations promote access to the transportation system by removing barriers, creating access ramps at intersections and other key locations, facilitating use of transit and providing appropriate pavement markings and signalization.

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#### TRANSPORTATION ELEMENT BACKGROUND INFORMATION

Perhaps the greatest concern of central Puget Sound region residents is traffic congestion. The costs of congestion are varied. Traffic congestion often results in lost time from work for employees and creates delays in transporting goods and freight. It imposes hardship on families and their ability to meet schedules and spend more time together. Increased vehicular accidents, air pollution, and deterioration of roads road deterioration are other consequences of increased traffic.

Although principally a residential community, traffic congestion is a concern in University Place. Traffic inside and outside of the eityCity will increase over the planning period, even with increased use of public transit and implementation of transportation demand management (TDM) techniques. For these and other reasons, transportation planning is important to University Place.

The purpose of the Transportation Element is to guide improvement and expansion of the transportation system to meet the demands generated by future growth over the next 20 years (the planning period). A multi-modal approach is envisioned to improve upon the status quo by clearly focusing on walkway, bikeway, and <u>public</u> transit systems in addition to roadways. This Transportation Element provides the framework for a multi-modal transportation and circulation system to service existing and future land use envisioned by the Land Use Element.

As groundwork to preparing the Transportation Element, the City prepared a Transportation Plan. The City of University Place Transportation Plan includes a review of existing transportation conditions, traffic forecasts, level of service standards, recommended transportation improvements, and financial analysis and concurrency. This Transportation Element relies considerably on information developed in the Transportation Plan. Copies of the City of University Place Transportation Plan may be reviewed or purchased from the City of University Place Planning and Community Development Department, University Place City Hall.

# Washington State Growth Management Act (GMA)

The Washington State Growth Management Act (GMA) requires cities such as the City of University Place to develop a transportation element as part of its comprehensive plan. The specific goal of the GMA relative to transportation is to "encourage efficient, multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans".

Specifically, the following components must be included in the Transportation Element:

- · Land use assumptions used in estimating travel.
- An inventory of transportation facilities and services, including transit.
- Adoption of a level of service (LOS) standard.
- A finance strategy/plan.

- A discussion of intergovernmental coordination.
- Demand management strategies.

Concurrency is also key to the Transportation Element. Concurrency describes a situation in which adequate facilities are available when the impacts of the development occur, or within a specified time thereafter. Once the City adopts a level of service (LOS) standard, it will not be able to permit new development that causes a particular transportation facility LOS to decline below the locally adopted minimum, unless improvements or strategies to accommodate the development's impacts are made "concurrent with" the development. For transportation, "concurrent with" means that the improvement must be in place at the time of development or within six years of completion and occupancy of the development that impacts the facility.

Following adoption of the comprehensive plan, an implementing concurrency management ordinance must be adopted to ensure that the LOS established in this element is maintained.

# County-Wide Planning Policies (CWPP'S)

The GMA requires counties to develop County-Wide Planning Policies (CWPP's) that cover a wide range of subjects. The CWPP's purpose is to ensure a level of consistency between the comprehensive plans of all local jurisdictions within a county. Initially adopted in June 1992, the Pierce County CWPP's include a section on "Transportation Facilities and Strategies". Significant among the policies on transportation are:

- Inter-jurisdictional coordination of service levels.
- Compatibility between land use and transportation facilities.
- Concurrency between growth and transportation system improvements.
- An emphasis on reduced environmental impacts.
- Reducing demand by encouraging alternatives to automobile travel.
- An emphasis on improved efficiency of the existing roadway system,
- Controlling access to transportation facilities where appropriate.

#### **EXISTING CONDITIONS**

#### Demographics

The University Place eity<u>City</u> limits encompass approximately 5,45<u>9</u>6 acres, or 8.5<u>8</u>2 square miles. The City's urban growth area, as approved by the Pierce County Council in 1996, includes an additional 40 acres along the easterly city limits (commonly known as Firerest Acres). The City of University Place's estimated April 1, 1997 <u>2002</u> population is 29,160 <u>30,350</u>. Projected population for the year 2017<u>20</u> is <u>33,500 34.000</u>, an increase of more than 4,000 <u>3,650</u>.

#### Land Use

As detailed in the Land Use Element, the City of University Place is primarily a residential community. The residential development pattern consists of older single\_-family areas in the northern portion of the eityCity primarily platted at 9,000 to 10,000 square foot lots, and newer subdivisions throughout the eityCity at a density of four units to the acre. Multi-family development is concentrated in six distinct areas within the eityCity, generally adjacent to or near the eityCity's arterial street corridors, with a wide and ranges in density from 10-18 units per acre.

Commercial development occurs in five primary areas including: 1) Bridgeport Way West aglong 27<sup>th</sup> Street West between Bridgeport Way and Grandview Drive; 2) the northeast corner of the cityCity generally between Mildred Street on the east, 70<sup>th</sup> Avenue on the west, 19<sup>th</sup> Street to the north, and 27<sup>th</sup> Street on the south; 3) glong -Bridgeport Way West between 27<sup>th</sup> Street West and 44<sup>th</sup> Street West (which includes two large shopping complexes - the Green Firs Shopping Center anchored by Safeway and the Albertsons Shopping Center across the street). 4) at the intersection of Cirque Drive and Bridgeport Way; and, 5) at the intersection of Cirque Drive and Orchard Street. The latter two are relatively small areas.

The only manufacturing area in University Place is located south of 27<sup>th</sup> Street West between Morrison Road and 67<sup>th</sup> Avenue West.

There are several public facilities in the city<u>City</u> including schools, fire services, and city<u>City</u> government. The Pierce County Chambers Creek Properties are a collection of properties owned by Pierce County in the southwest corner of the city<u>City</u>. This ownership involves approximately 700 acres of land within the city<u>City</u>.

# Transportation

The A roadway network in University place is a series of streets that increasingly focus and concentrate traffic as one moves away from residential neighborhoods. The A community roadway network is typically comprised of local streets, collector streets, and arterial streets. (What is the "A community roadway network"?)

Designation of functional classifications for roads is an integral part of managing street use and land use development. The City's street dDesignations (Principal, Secondary, and Collector Arterials)should are be consistent with land use policies and adopted street standards. In Washington State, as in most states, classification of streets is necessary

for receipt of state and federal highway funds. State law requires that cities and counties adopt a street classification system that is consistent with state and federal guidelines.

**Figure 4-1** depicts the City of University Place arterial functional classifications. Identifying street classifications is the basis for planning roadway improvements and in selecting appropriate standards (right-of way width, roadway width, design speed) that would apply to each facility. The following definitions serve as a general guide in determining street classifications for the City of University Place.

- <u>Major (Principal) (Major) Arterials</u> These roadways carry major traffic movements within the <u>eityCity</u>, providing intra-community travel between University Place and other suburban centers, larger communities and trip generators. <u>Major Principal</u> arterials serve the longest trips and carry some of the highest traffic volumes in the <u>eityCity</u>. <u>Principal Major</u> arterials are generally intended to serve through traffic. Driveways and curb cuts are limited to facilitate travel and to reduce conflicts from turning movements.
- <u>Secondary (Minor) Arterials</u>} These roadways interconnect <u>major principal</u> -arterials to collector arterials and small trip generators, geographic areas and communities.

  They provide service to trips of moderate length with a relatively lower level of travel mobility than other arterials. Secondary arterials allow for more land access than <u>principal major</u> arterials.
- Collector Arterials These arterials distribute trips from major and secondary arterials
  to the ultimate destination or may collect traffic from local streets and channel it into
  the major principal and secondary arterial systems. They carry a lower proportion of
  traffic traveling through the entire sub-area and a higher proportion of local traffic with
  an origin or destination within that area. Collector arterials provide land access service
  and traffic circulation within residential neighborhoods, commercial and industrial
  areas.
- <u>Local Streets</u> The local street system consists of local and minor access streets that
  provide circulation and access for residential neighborhoods away from the arterial
  system. Local streets should be designed for relatively low uniform traffic flow that
  discourages excessive speeds and minimizes traffic control devices.

# University Place Area Roadway Network

The majer principal arterials, secondary arterials, and collectors in the University Place area form a grid system running east-west and north-south. The roadways either lead to residential areas with more circuitous local street connections or to principal state arterials such as State Route (SR) 16 or Interstate 5 (I-5). The following describes key roadways within the grid system.

- State Route 16 (SR-16) is classified as an urban freeway and provides an east—west route between Interstate 5 and the Key Peninsula crossing over Puget Sound on the Narrows Bridge. Interstate 5 (I-5) is classified as an urban interstate freeway and provides north-south regional mobility between Seattle and Vancouver in Washington and Oregon and Canada beyond University Place and areas such as McChord Air Force Base (and Fort Lewis Army Base. Direct access to Both SR-16 and I-5 are is not available within -located outside of the cityCity limits.
- Bridgeport Way West is a major north-south arterial <u>passing through the center of</u> the <u>City that</u> providesing -an attractive route to <u>Tacoma and SR</u> 16 to the north and Lakewood and I-5 to the south.
- South Orchard Street is a major north-south arterial traveling <u>along the eastern</u>
   <u>City boundary connecting between the cities of Fircrest, Tacoma, and University Place.</u>

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- Cirque Drive West provides a connection between residential areas on the west side of University Place to Interstate 5 to the east. East of Bridgeport Way, Cirque Drive is classified as a four two lane major arterial. West of Bridgeport Way West, Cirque Drive is classified as a minor secondary arterial.
- 27<sup>th</sup> Avenue West/Regents Boulevard is classified as a major arterial between 67<sup>th</sup> Avenue and Bridgeport Way, a <u>minor secondary</u> arterial between Bridgeport Way and Grandview Drive, and a collector arterial west of Grandview.
- 67<sup>th</sup> Avenue West is classified as a secondary north-south arterial that runs the length of the City between Bridgeport Way on the south and 19<sup>th</sup> Street on the north between 44<sup>th</sup> Street West and the north city limits and between Cirque Drive and Bridgeport Way West. The section between these two areas is also classified as a secondary arterial as part of developing this comprehensive plan.

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Grandview Drive West is located on the west side of University Place and is currently classified as a minor arterial between 64<sup>th</sup> Street West and 27<sup>th</sup> Street West. Grandview Drive, It serves as the north-south arterial route, primarily serves though the residential areas on the cityCity's west side.

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- 40<sup>th</sup> Street West is an east-west secondary arterial with two lanes between
   Olympic Boulevard and Sunset Drive, three lanes between Sunset and <u>Alameda Avenue West Bridgeport Way</u>, and four lanes between <u>Bridgeport Alameda Avenue</u> and Orchard Street.
- Chambers Creek Road/64<sup>th</sup> Street West provides an east west connection to residential areas on the south side of University Place. It is classified as a secondary arterial.

• South 19<sup>th</sup> Street is an east-west collector arterial located on the northern boundary of University Place. There are centerline boundaries along this road with the City of Tacoma in several locations. South 19<sup>th</sup> Street provides a connection to residential areas in the west and SR 16 to the east.

**Figure 4-2** shows characteristics of arterial roadways in University Place including curbs, gutters, paved shoulders, and graveled shoulders. **Figure 4-3** shows the location and type of traffic controls along these arterials.

The City's Transportation Plan includes additional information regarding eity<u>City</u> arterial streets. This includes an inventory of the number of lanes, lane width, shoulder type and width, pavement condition and speed limits for each arterial.

#### **Traffic Volumes**

Daily traffic volumes between 1995 and 1997\_in 2002 were obtained at 91 thirteen locations throughout the cityCity. These volumes were supplemented by p.m. peak turning movement counts at 12 key intersections. "P.M. peak hour" traffic volumes represent the highest hourly volumes of vehicles passing through an intersection during a typical 4:00 p.m. to 6:00 p.m. period. Average daily traffic volumes, rounded to the nearest 100 vehicles, are shown in **Figure 4-4. Figure 4-4** shows that Bridgeport Way carries the largest daily traffic volumes in the cityCity ranging from 18,8400 to 26,0004,100 vehicles per day. Volumes on other key arterials range from 1,2800 to 23,20013,100 vehicles per day.

# Levels of Service (LOS)

Level of service (LOS) standards are measures describing both the operational conditions within a traffic stream and the perception of these conditions by motorists and/or passengers. Each LOS describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e. number of vehicles per mile). The conditions are also qualitatively described in terms of a driver's ability to change lanes, to safely make turns at intersections and to choose their own travel speed.

In 1997 P.M. peak hour LOS analyses were conducted at 13 key intersections in the study area City. The LOS grading ranges from A to F, where LOS A describes conditions when no delays are present and low volumes are experienced. LOS E on the other hand represents an "at capacity" condition under which no more vehicles could be added to the intersection or road segment without a breakdown in traffic flow. LOS F indicates long delays and/or forced traffic flow. In most jurisdictions in the Puget Sound region, LOS D or better is defined as acceptable, LOS E as tolerable in certain areas; and LOS F as unacceptable.

The following summarizes level of service (LOS) characteristics for a) signalized intersections; b) unsignalized intersections; and, c) arterial segments.

## a) Signalized Intersection LOS Characteristics

- LOS A Traffic is light. Most vehicles arrive when the light is green and do not stop at all. 0.0-4.9 Seconds per Vehicle Delay Range.
- LOS B Conditions are similar to LOS A, but more vehicles are forced to slow or stop at the light. 5.0-14.9 Seconds per Vehicle Delay Range.
- LOS C The number of vehicles stopping is significant and individual cycle failures may begin to appear. 15.0-24.9 Seconds per Vehicle Delay Range.
- LOS D Longer delay may result from longer cycle lengths, poor progression, and/or more traffic. Many vehicles stop and cycle failures become noticeable. 25.0-39.9 Seconds per Vehicle Delay Range.
- LOS E This is the limit of acceptable delay. Cycle failures become a frequent occurrence. 40.0-59.9 Seconds per Vehicle Delay Range.
- LOS F Delays are considered unacceptable to most drivers. This often occurs when arrival rates exceed the capacity of the intersection. More than 60.0 Seconds per Vehicle Delay Range.

# b) Unsignalized Intersection LOS Characteristics

- LOS A Average total delay less than or equal to 5 seconds per vehicle.
- LOS B Average total delay greater than 5 seconds but less than or equal to 10 seconds per vehicle.
- LOS C Average total delay greater than 10 seconds but less than or equal to 20 seconds per vehicle.
- LOS D Average total delay greater than 20 seconds but less than or equal to 30 seconds per vehicle.
- LOS E Average total delay greater than 30 seconds but less than or equal to 45 seconds per vehicle.
- LOS F Average total delay greater than 45 seconds per vehicle.

# c) Arterial Level of Service Characteristics

- LOS A Primarily free flow operations. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Average travel speed is greater than or equal to 30 miles per hour (MPH).
- LOS B The ability to maneuver within a traffic stream is only slightly restricted and stopped delays are not bothersome. Average travel speed is greater than or equal to 24 MPH but less than 30 MPH.
- LOS C Stable operations, but ability to maneuver and change lanes in midblock location may be more restricted than at LOS B. Average travel speed is greater than or equal to 18 MPH but less than 24 MPH.
- LOS D Small increases in flow may cause substantial decreases in arterial speed. Average travel speed is greater than or equal to 14 MPH but less than 18 MPH.
- LOS E Characterized by significant delays. Average travel speed is greater than or equal to 10 MPH but less than 148 MPH.
- LOS F Arterial flow at extremely low speeds. High delays and extensive queuing are likely. Average travel speed is less than 10MPH.

The <u>cityCity</u> performed LOS analyses for both existing intersections and arterial segments. The results are as follows.

# Intersections

The Results of the 1997 intersection "P.M. peak hour" LOS analysis results for University Place are shown in Figure 4-5. (Figure 4-5 also depicts 1997 ADT.) At that time Under existing conditions, none of the key intersections operated at LOS E or F. Only the Cirque Drive/Orchard Street intersection operates at LOS D. All remaining intersections operated at LOS C or better.

All key intersection locations are signalized except at 37<sup>th</sup> Street West and Bridgeport Way West and the intersection of Grandview Drive and 40<sup>th</sup> Street West. A roundabout was installed at the Grandview and 40<sup>th</sup> Street in 1997.

# **Arterial Segments**

The City Transportation Plan also presents the results of a LOS analysis for certain arterial segments. These are <u>also</u> shown in **Figure 4-56**. Based on this LOS analysis, there are no roadway segments currently at capacity in the p.m. peak hour. All arterial segments operate at LOS C or better, with the exception of South 19<sup>th</sup> Street, between Sunset Drive and Bridgeport Way that currently operates at LOS D.

# **Accident Analysis**

The frequency and severity of accidents are weighed against the speed, volume, and functional classification of a roadway segment or intersection. All five variables are considered in determining if a certain location has an unusually high accident rate. **Table 4-1** summarizes accident histories at intersections with the highest number of accidents in the <u>City</u>.study area. The average shown is for a three-year period between October 1, 1993 and September 30, 1996 by measures of annual average rates and accident rates per million entering vehicles (mev).

TABLE 4-1 1993 to 1996 Intersection Accident Rates

Intersection	Average Annual Accidents	Accident Rate (acc/mev) 1
67 <sup>th</sup> Ave. W @ 35 <sup>th</sup> St. W.	<del>10</del> 2	<del>1.73</del> <u>.40</u>
Cirque Dr. W. @ 67 <sup>th</sup> Ave W.	5	0.58 <u>6</u>
Grandview Dr. W @ 27 <sup>th</sup> St. W	4	<del>0.69</del> 1.75
Bridgeport Way W. @ 27 <sup>th</sup> St. W.	4 <u>9</u>	0. <del>31</del> <u>76</u>
Sunset Dr. W. @ 40 <sup>th</sup> St. W. Bridgeport Way W. @ Cirque Drive	<u>3_5</u>	<del>0.88</del> <u>.42</u>
Bridgeport W. W. @_40 <sup>th</sup> St. W.	3 <u>7</u>	0. <del>25</del> 58
Bridgeport Way W. @ Chambers Lane	<u>32</u>	0. <del>39</del> 26
67 <sup>th</sup> Ave. W. @ 44 <sup>th</sup> St. W. Bridgeport Way W. @ 67 <sup>th</sup> Ave. W	3 <u>4</u>	<del>0.56</del> <u>.33</u>

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# 1. acc/mev = number of accidents per million entering vehicles.

Accidents per million entering vehicles (acc/mev) is a measure that reflects the number of vehicles traveling through an intersection, and provides a different indication of design related versus volume related incidences. In general, intersections with less than five accidents per year or an accident rate below 2.0 accidents per million entering vehicles are <u>not</u> considered high accident locations.

The highest accident rates in the <u>City planning area</u> were experienced at the intersection of <u>Bridgeport Way and 27<sup>th</sup> 35<sup>th</sup> Street West and 67<sup>th</sup> Avenue West. The second highest accident rate was recorded at intersection of <u>Bridgeport Way and 40<sup>th</sup> Street West.67<sup>th</sup> Avenue West and Cirque Drive West. There were no fatality accidents during the study period.</u></u>

There have been two separate accidents involving fatalities during the three-year study period. One accident occurred at the intersection of Bridgeport Way West and 37th Street West. It involved a vehicle hitting a pedestrian. Another fatal accident occurred at the Bridgeport Way West and Chambers Lane intersection involving a driver-hitting a traffic signal pole or equipment.

**Table 4-2** provides accident rate data for roadway segments and is shown in number of accidents per million vehicle miles (acc/mvm).

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TABLE 4-2 1993 -1996 Roadway Segment Accident Rates

Roadway Segments	Average Annual Accidents	Accident Rate (acc/mvm 1
Bridgeport Way from 19 <sup>th</sup> Street to 67 <sup>th</sup> Avenue	60	2.39
67 <sup>th</sup> Avenue from 19 <sup>th</sup> Street to 67 <sup>th</sup> Avenue Bridgeport Way	23	1.84
Cirque Drive from Grandview Drive to Orchard Street	20	1.65
27 <sup>th</sup> Street/Regents Blvd. from Grandview St. to 67 <sup>th</sup> Avenue	20	3.89
44 <sup>th</sup> Street from Bridgeport Way to 67 <sup>th</sup> Avenue	1	2.88

#### 1. acc/mvm = number of accidents per million vehicle miles

#### **Public Transit**

Public transportation service in the area is provided by the Pierce County Transportation Benefit Authority (commonly known as Pierce Transit). Pierce Transit is a municipal corporation formed under the authority of RCW Chapter 36.57 and is governed by a seven member Board of Commissioners comprised of elected officials within the benefit area.

There are currently four transit routes (Routes 20, 52, 53 and 53A, and 200 and 220) that stop in the City of University Place. These routes are shown in **Figure 4-67** and are described in more detail in the following paragraphs.

Route 20 provides service Monday through Saturday along Grandview Drive, Girque Drive, and Bridgeport Way in the planning area to the Tacoma Community College Transit Center (TCC), the College Center, James Center, Titlow Beach Park, Colgate Park, Green Firs Shopping Center and the Tacoma Mall Transit Center. Transit route stops include Grandview Drive and 27th Street West, Grandview Drive and Cirque Drive, and Cirque Drive and Bridgeport Way.

Route 52 serves the northeast portion of University Place. Route 52 travels between Tacoma Community College Transit Center and the Tacoma Mall Transit Center. Route 52 travels on 70<sup>th</sup> Avenue West and 24<sup>th</sup> Street West within through University Place's city limits before entering Fircrest.

Routes 53 and 53A stops at the intersection of South 56<sup>th</sup> Street and South Orchard Street. Service is provided daily to Downtown Tacoma, the Federal Courthouse, the Washington State Historical Museum, Puget Sound Hospital, Pierce County Health Department, 38<sup>th</sup> Street Shopping District, Lincoln High School, the Tacoma Mall Transit Center, South Tacoma, Manitou Park, Mount Tahoma High School, Oakland and the Orchard Park Retirement Center. Route 53 travels through University Place to Grandview

Drive via Cirque Drive while Route 53A does so by traveling north on Bridgeport Way			
West and then on 40 <sup>th</sup> Street West to Grandview Drive.	Form	natted	
Route 52 serves the northeast portion of University Place. Route 52 travels between Tacoma Community College Transit Center and the Tacoma Mall Transit Center. Route 52 travels on 70 <sup>th</sup> Avenue West and 24 <sup>th</sup> Street West within University Place's city limits before entering Firerest.  Route 200 operates daily along Bridgeport Way and stops at 40 <sup>th</sup> Street and Bridgeport Way in the planning area. Service is provided to the TCC Transit Center, James Center, College Center, Department of Licensing, University Place Library, Green Firs Shopping Center, Lakewood and the Lakewood Mall Towne Center			
Route 220 travels on Orchard Street on the east side of the City and serves the Lakewood Towne Center Transit Center, University Place, Fircrest, Fred Meyer on South 19 <sup>th</sup> Street and north Tacoma.	Form	natted	
<u>Bicycles are allowed on buses or held on bike racks on buses.</u> Paratransit service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act (ADA). Paratransit (door to door) service is complementary to fixed route service. Vanpool and rideshare programs are offered. <del>Bicycles are also allowed on buses or held on bike racks on buses.</del>			
Sound Transit is implementing the voter approved Ten-Year Regional Transit System Plan (Sound Move). Sound Move includes regional express bus service in the 1998-2000 planning period. This service is intended to complement other bus routes operated by Pierce Transit and will provide access to the commuter rail and light rail stations planned for the Tacoma Dome.			
Sound Transit consists of three distinct lines of business: 1) Regional Express (Bus); 2)	Form	natted	
Sounder (Commuter rail); and, 3) Link (light rail). Sound Transit improvements in the			
general area include increased bus service at Tacoma Community College Transit Center, the Lakewood Towne Center, Transit Center and at the Tacoma Dome Station. Sounder	Form	natted	—
improvements include the eventual construction of a Tacoma-Lakewood rail line that will			
connect up with the Tacoma-Seattle-Everett segment of the Sounder service. A commuter rail station at 56th and South Tacoma Way is planned for this Tacoma-Lakewood segment. Finally in Pierce County light rail will consist a segment between Downtown Tacoma and the Tacoma Dome station. Additional light rail service in Pierce County would be part of a Phase II Sound Transit effort. Phase II funding would require voter approval.	Form	natted	
Non-Motorized Facilities			
Figure 4-78 shows existing sidewalk and bike lane <u>locations configurations</u> in the <u>cityCity</u> .			
The Ccity of University Place has added a significant amount number of sidewalks and bike lanes since incorporation and the transportation improvement plan includes more for			
the future. Since incorporation the City has built sidewalks and bike lanes on both sides of			
Grandview Drive between 27th Street West and Chambers Creek Road, on both sides of	- (	natted	_

Adopted August 4, 2003

2003 Comprehensive Plan Amendments Transportation

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Bridgeport Way between 27th Street West and Cirque Drive, along one side of Sunset Drive between Cirque Drive and 19th Street and along one side of Cirque Drive between Orchard Street and 67th Avenue West. Sidewalk segments have been built in front of schools that did not have them or extended to connect schools with transit routes and activity centers. The City built sidewalks between Curtis High School and Bridgeport Way, at University Place, Sunset and Chambers elementary schools and at Drum and Narrows View intermediate schools. Bike lanes were added on 67th Avenue West from Bridgeport Way on the south to Regents Boulevard on the north, on 27<sup>th</sup> street West between Grandview Drive and Bridgeport Way and on Cirque Drive between 67th Avenue West and Bridgeport Way when the City re-striped these roadway segments. does not have an abundance of sidewalks bordering its key roadways. Rather, most roadways have either paved or graveled shoulders to accommodate pedestrians and bicyclists. Only the newly constructed segment of Grandview Drive, between 40th Street West and 27th Street West, has separate accommodations for both pedestrians and cyclists. Chambers Creek Road is the only roadway with designated bicycle facilities, and 40th Street West, 67th Avenue, Cirque Drive, and Orchard Street are the only roadways with significant segments of sidewalk.

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# Air, Water, and Rail Transportation

University Place does not have an airport within the planning area. Sea-Tac International Airport is located approximately 25 miles north of the eityCity and is the largest airport in Washington State. Regional, national, and international connections can be made through that airport. Shuttle services such as Shuttle Express provide door to door door service between Sea-Tac and University Place residences and businesses.

Tacoma Narrows Airport is located on the west side of the Tacoma Narrows, south of the Tacoma Narrows Bridge. It provides a limited number of regional commuter flights, but does not offer national or international service.

The Washington State Ferry system operates the Point Defiance-Tahlequah route connecting the south end of Vashon Island with the Tacoma area. The Point Defiance dock is located about approximately five miles north of the <u>City planning area</u>. Hours of operation from Point Defiance are 5:20 a.m. until 12:20 a.m. with a total of 22 daily round trips.

Pierce County operates the Steilacoom-Anderson Island and the Steilacoom-Ketron Island ferries. The Steilacoom ferry dock is located approximately three miles southwest of the City-of University Place. Service to the Steilacoom-Anderson Island ferry begins at 6:00 a.m. and ends at 6:30 p.m. with a total of nine daily round trips. Hours are extended on Fridays through Sunday and on holidays until 10:25 p.m. with three additional daily round trips at 7:00 a.m., 11:10 a.m., and 4:15 p.m. from the Steilacoom-dock. An additional trip operates at 8:00 p.m. on Fridays through Sundays and on holidays.

An Amtrak station is located in the City of Tacoma at 1101 Puyallup Avenue. There are eight daily stops in Tacoma between 8:30 a.m. and 8:30 p.m. Service is provided from Tacoma to the north-south-corridor along Interstate 5 to British Columbia, Bellingham, Mount Vernon, Everett, Edmonds, and Seattle, and to the south to Olympia-Lacey, Centralia, Kelso-Longview, Vancouver, and Oregon. Service from Tacoma is also

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provided on the east-west corridor to Seattle, Wenatchee, Moses Lake, Ritzville and Spokane. There are no passenger rail stops within the University Place cityCity limits.

The Burlington Northern-Santa Fe Railroad operates a rail line that travels along the eityCity's shoreline with Puget Sound. An at-grade railroad crossing is located on 19th Street West.

Headquartered in Fort Worth, Texas, Burlington Northern- Santa Fe Corporation (BNSF), through its subsidiary The Burlington Northern and Santa Fe Railway Company, operates one of the largest railroad networks in North America, with 34,000 route miles covering 28 states and two Canadian provinces. BNSF was created on September 22, 1995, from the merger of Burlington Northern Inc. and Santa Fe Pacific Corporation. Revenues are generated primarily from the transportation of coal, grain, intermodal containers and trailers, chemicals, metals and minerals, forest products, automobiles and consumer goods. (Why is this included?...what does it add to the transportation plan?).

While providing a regional benefit, the presence of a railroad does have negative impacts on the community. Many homes are immediately adjacent to the Burlington-Northern railroad and experience noise and vibration impacts. Also, within University Place, the railroad runs along the Puget Sound shoreline including through the Chambers Creek properties. The railroad's alignment in certain areas conflicts with a desire to increase public access to the shoreline. Continued efforts to address these conflicts are needed.

**Other Transportation Plans** 

Based on State projections by Pierce County, the Puget Sound region will continue to grow over the next 20 years. The Pierce County Transportation Plan was created in the early 1990's to help plan for expected long-term growth. Several projects in the Pierce County Transportation Plan are were within the City of University Place. However, because University Place assumed control over these street facilities upon incorporation, Pierce County no longer includes considers them as candidates for inclusion in its future six-year Transportation Improvement Programs. The Pierce County Transportation Plan's recommendations have been synthesized into the City of University Place Transportation Plan.

# TRAFFIC FORECASTS

Traffic forecasting is a way of estimating future traffic volumes based on expected population and employment growth. For University Place, traffic forecasts were prepared using current traffic counts, a travel demand forecasting computer model prepared for the Pierce County Transportation Plan and population and employment estimates developed for the City's Comprehensive Land Use Plan Land Use Element.

#### Methodology/Land Use Assumptions

The area's projected population and employment growth provides a basis for estimating the growth in travel. Population growth generally results in more trips by residents in the area and employment growth generally results in more trips to offices, retail shops, schools, and other employment or activity centers. To estimate future traffic volumes

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resulting from growth, computerized travel demand models are commonly used. In areas where travel corridors are limited, growth factors applied to present traffic counts can also be an effective forecasting approach.

The City of University Place used a combined approach. The Pierce County Transportation Plan computer model, developed for Pierce County's Plan by KJS Associates, provided information on area-wide growth and was used as a tool in assigning traffic to various roads and intersections. For growth data, both the Pierce County model's assumptions and the City's 1997 land use plan were used. Traffic counts taken in 1997 provided data on existing travel patterns.

KJS Associates' Pierce County traffic demand model is based on the Puget Sound Regional Council (PSRC) model covering King, Pierce, Snohomish, and Kitsap counties. The Pierce County model uses a system of traffic analysis zones (TAZ's) based on the same boundaries used by the PSRC. This model was calibrated to 1997 conditions. Additional discussion on this methodology may be found in the University Place Transportation Plan.

To ensure consistency with the City of University Place's long\_term land use vision, the Pierce County Transportation Model TAZ system was superimposed over the University Place Land Use Plan Map. The population and employment forecasts for each TAZ were then compared directly to the City's land use plan in the same area. The results of this comparison indicated that the model's projections and the land use plan are reasonably correlated for the purposes of transportation analysis.

Overall, the City of University Place's traffic forecast is based on a year 2017 forecast of 15,137 households and 7,361 employees. These forecasts rely on PSRC Traffic Analysis Zones (TAZ's) data within and immediately around the City of University Place. Since transportation planning is not necessarily isolated to the cityCity limits, the use of data immediately outside of the cityCity limits was deemed-appropriate. Because of this approach, however, the forecast numbers do differ slightly from the estimates used in the land use element. The land use element estimates focus solely on population and employment growth within the cityCity limits-and urban-growth area.

#### **Traffic Forecast Analysis**

Daily traffic volumes for key roadway segments, or links, for 2017 are shown in **Figure 4-89**. The highest year 2017 ADT is along a segment of Bridgeport Way West, between 40<sup>th</sup> Street West and Cirque Drive West. This segment is projected to carry traffic ranging from 17,100 ADT to 29,700 ADT. Estimated year 2017 volumes on other arterials throughout the eityCity range from 2,400 ADT to 18,400 ADT.

P.M. peak hour LOS for intersections and key arterial segments were performed based on projected- 2017 traffic volumes. The 2017 LOS for intersections and arterial segments are depicted in Figure 4-10 and assume no improvements will be made to correct the deficiencies. A summary of Figure 4-810 by intersections and by arterial segments is as follows.

#### Intersections

<u>Signalized</u> - All intersection P.M. peak hour LOS are expected to decrease from 1997 to 2017. In 1997, no signalized intersections operate at either LOS E or F. By the year 2017, three signalized intersections will operate at LOS F assuming no improvements.

<u>Unsignalized</u> - Neither of the two unsignalized intersections included in the P.M. peak hour LOS analysis operates at LOS E or F in 1997. By 2017 one of the two unsignalized intersections deteriorates to LOS F (assuming no improvements). This LOS F will occur at the intersection of Bridgeport Way and 37<sup>th</sup> Street-West. The other unsignalized intersection, the roundabout at 40<sup>th</sup> and Grandview, will drop from LOS A in 1997 to LOS B in 2017.

#### Arterial Segments

Although a A number of arterial segments will experience a LOS reduction between 1997 and to 2017. — In 1997, no arterial segments operated at LOS E-or F.— In the year 2017 none within the City limits will drop below LOC C, two arterial inks will operate at LOS E-or F assuming no improvements. These two include: 1) South 19<sup>th</sup> Street arterial from Sunset Drive to Bridgeport Way West (from LOS D in 1997 to LOS E in 2017); and, 2) 40<sup>th</sup> Street West from 67<sup>th</sup> Avenue West to Alameda Avenue West (from LOS C in 1997 to LOS F in the year 2017).

#### Summary

A summary of the LOS analysis is as follows.

<u>Current 1997 Conditions.</u> Based on the level of service analysis summarized earlier, no intersections (signalized or unsignalized) or arterial segments are currently at capacity (meaning operating at LOS E or F) in the PM peak hour.

<u>Future 2017 Conditions.</u> The following intersections will be at capacity (LOS <del>E or</del> F) in the PM peak hour in 2017, if no improvements are made:

- Bridgeport Way/37<sup>th</sup> Street (Unsignalized intersection. From 1997 LOS B to 2017 LOS F).
- \*Bridgeport Way/67<sup>th</sup> Avenue (Signalized, From LOS C to LOS F).
- 67<sup>th</sup> Avenue/40<sup>th</sup> Street. This intersection is shared with the City of Fircrest (Signalized. From LOS C to LOS F).
- Orchard Street/Cirque Drive (Signalized. From LOS D to LOS F). <u>This intersection is shared with the City of Tacoma.</u>

The following arterial segments will be at capacity (LOS E or F) in the p.m. peak hour in 2017 if no improvements are made:

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- South 19<sup>th</sup>-Street (between Sunset Drive and Bridgeport Way). From Sunset Drive to 100 to 100 feet east of Mountain View Drive this segment is shared with the City of Tacoma; the remainder of the segment lies within the Tacoma City limits (from 1997 LOS D to 2017 LOS E).
- 40<sup>th</sup> Street (between 67th Street and Alameda Way). This segment lies within the Fircrest City limits (from LOS-B to LOS-F).

#### ADOPTED LEVEL OF SERVICE (LOS) STANDARD

The GMA requires that the City of University Place adopt a LOS standard for both arterials and transit. A LOS standard is a determination of the maximum level of congestion allowed on a roadway before improvements should be made. For example, if the established level of service for a specific roadway is LOS D, improvements should be made to that roadway if its level of service falls below LOS D (more congestion) or if projected growth would cause the road to exceed the LOS D standard.

LOS standards will-help ensure that the transportation system can adequately serve expected growth and development consistent with local standards. In addition, the service level policy can become the basis for establishing a traffic impact mitigation fee system to provide "fair share" funding of needed transportation improvements.

# Motorized Level of Service (LOS)/Intergovernmental Coordination

As discussed earlier, congestion is measured in terms of delay and can be categorized into a LOS. Delay is a measure of mobility and access. It considers the additional travel time accrued by motorists due to less than ideal traffic conditions. Vehicle density and average travel speed can also measure congestion. While these measures involve different calculations, their influence on travel behavior remains the same. Delay is a convenient measure of congestion at intersections while average travel speed or vehicle density is a better indicator of congestion on long roadway sections or freeways.

To ensure consistency and coordination with adjacent governmental jurisdictions, the City reviewed LOS analyses and approaches used by other adjacent jurisdictions including Pierce County, Tacoma, Gig Harbor and Fircrest. Each jurisdiction's methodology was reviewed and advantages and disadvantages of each jurisdiction's approach were evaluated. (Refer to Transportation Plan for full discussion.)

Based on an analysis of local needs, preferences and the implications of differing levels of service—and to ensure consistency with Fircrest, Tacoma and Pierce County LOS policies—the City of University Place selects—selected a LOS D for both intersections and roadway links segments of principal and secondary arterials and for collector and minor streets where they intersect with principal or secondary arterials and a LOS C for intersection and roadway segments on collector arterials and local streets. This—These LOS is are adopted as a policy statement in this Transportation Element.

#### **Public Transit - LOS**

The GMA <u>also</u> requires local agencies to adopt LOS standards for transit routes as well as for arterials. Given the need for close coordination with the regional transit provider over

service provision, it is appropriate for the City of University Place to adopt LOS standards consistent with the Pierce Transit Six-Year Transit Development Plan. The service level and time frames for transit improvements documented in the Pierce Transit Six-Year Transit Development Plan should be adequate for the City at this time. As development patterns change in the eityCity, revisions to routes and schedules may be justified.

For public transit-then, the <u>eityCity</u> adopts<u>ed</u> the LOS set forth by Pierce Transit in its adopted Pierce Transit Development Plan.

In addition, the City can also work to adopt specific design and development standards that support improved transit service. To help support-Pierce Transit achieve its level of service, City design standards should be reviewed and amended as necessary to complement transit service improvements described in the Transit Development Plan. University Place participates with Pierce Transit in a variety of projects, particularly relating to planning and capital improvement projects. Continued coordination should help Pierce Transit implement its Transit Plan goals and standards.

#### RECOMMENDED TRANSPORTATION IMPROVEMENTS

Over the next twenty years, increases in population and employment within University Place, its urban growth area, and surrounding communities will increase traffic volumes. To maintain or reduce levels of congestion on roadways and at intersections in University Place, certain transportation strategies will be needed.

The Transportation Plan identifies the following possible strategies:

- · Improvements to existing roads and intersections.
- Construction of new roads to improve access and circulation.
- Enhancement of non-motorized travel to encourage alternate modes of transportation such as walking, bicycling and eliminating trips altogether through commute trip reduction.
- · Shift in travel mode from private vehicles to transit and carpooling.
- Transportation Demand Management (TDM) strategies. TDM strategies help create or preserve existing capacity of roadways by reducing demand, thereby deferring or reducing the need for capacity improvements.
- Transportation System Management (TSM) strategies. TSM strategies focus on improving operations of the existing roadway system to reduce or delay the need for system improvements.

The above strategies will require close coordination with surrounding jurisdictions, Pierce Transit and other agencies.

#### **Motorized Improvements**

As discussed earlier, the Transportation Element adopts a peak hour LOS-D for arterials and intersections. To meet this adopted LOS standards, several improvements will be necessary. This section summarizes the necessary improvements along arterials and at intersections identified in the Transportation Plan to accommodate growth and achieve concurrency.

The Transportation Plan generally divides rRecommended projects are divided into two types: 1) Ccapacity improvements; and 2) Nnon-capacity improvements. Capacity improvements are those locations that will require infrastructure upgrades to meet GMA concurrency. Non-capacity improvements address functional classification changes, roadway maintenance and design upgrades, circulation improvements, and safety improvements.

**Table 4-3** identifies recommended improvements in the Transportation Plan. These are also depicted in **Figure 4-914**. The Table It also includes the estimated range of years when these improvements are anticipated. Funding details for projects anticipated between 2003 and 2008 are included in **Table 4-4** at the end of this chapter.

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#### TABLE 4-3 -20-YEAR RECOMMENDED ROADWAY IMPROVEMENTS

#### Years 4998-2004 2003 - 2008

- 1.Bridgeport Way @ 67<sup>th</sup> Ave. (Capacity Project). Install westbound right turn pocket.
- 2.Bridgeport Way @ 37th Street West (Capacity project). Signalize intersection.
- 3.44<sup>th</sup> Street West., Bridgeport Way to 67<sup>th</sup> Avenue. (Safety Project). Regrade readway and install curbs gutters, sidewalks and traffic calming devices.
- Town Center Road. 35th Street West to 40<sup>th</sup> Street West. (Circulation Project)
   Purchase private road behind Town Center. Upgrade to local road standards and extend to 40<sup>th</sup> Street.
- 4.2. Cirque Drive Phase II. Traffic Control device at future entrance to Cirque Bridgeport Park.

#### Years 2004-2010 2009 - 2017

- 5-67<sup>th</sup> Avenue West @ 40<sup>th</sup> Street West. (Capacity project.) Installing <u>a</u> westbound right turn pocket, <u>would improve the intersection to LOS D.</u>
- 6-Orchard Street at Cirque Drive (Capacity project). Installing a westbound right turn pocket would improve the intersection LOS D (from a year 2017 LOS of F).
- 7.40<sup>th</sup>-Street-West, 67<sup>th</sup>-to-Alameda Ave. (Capacity project) Install westbound right turn pocket at 67<sup>th</sup> Avenue

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- 8-\_Green Firs Village Road, 3₹5<sup>th</sup> Street West to 40<sup>th</sup> Street West. (Circulation Project). Purchase private property for new two lane local roadway behind Green Firs Shopping Center.
- 37<sup>th</sup> Street West, Bridgeport Way to Sunset Drive (Circulation Project). New two lane roadway to extend current road.

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# Year 2010-2017

- 9.South 19th Street. Bridgeport Way to Sunset Drive. (Capacity project). Widen to three lanes.
- 40-1. 31<sup>st</sup> Street West, Lemons Beach Road to Vista Place. (Roadway standards project). Widen to collector roadway standards.
- 41-2. Alameda Avenue West., South terminus to Cirque Drive. (Circulation project). New two lane collector roadway. (UNDER CONSTRUCTION)
- 12.3. 57<sup>th</sup> Ave, West. North terminus to Cirque Drive. (Circulation project). New two lane local roadway.
- 43.4. Morrison Road. North terminus to south terminus. (Circulation project.) New two lane road connecting existing road termini.

The <u>capacity</u> projects identified above address those projected intersection and arterial P.M. peak hour LOS deficiencies below LOS D, if no improvements were made. The following describes the specific capacity improvements necessary for those intersections and arterials projected to fall below LOS D to maintain a LOS of D.

#### Intersections

#### Signalized

Based on the year 2017 forecasts, three signalized intersections will not meet the P.M. peak hour LOS D standard if no improvements were made. These intersections, and the recommended improvement, include:

- 1.Bridgeport Way/67<sup>th</sup> Avenue. This intersection presently operates at LOS C. Without an improvement, the intersection would operate at LOS F by the year 2017. Installation of a westbound right turn pocket would improve operations to LOS C.
- 2.1. 67<sup>th</sup> Avenue/40<sup>th</sup> Street West. This intersection currently operates at LOS C. Without the improvement, the 2017 LOS would be F. Installation of a westbound right turn pocket would improve the intersection to LOS D.
- 3.Orchard Drive/Cirque Drive. Installation of a westbound right turn pocket would improve the intersection LOS to D (from a year 2017 LOS of F assuming no

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improvements). The west leg of this intersection is within the City of Tacoma. Improvements to this arterial segment would either be the responsibility of the City of Tacoma or a joint project between Tacoma and University Place.

#### **Unsignalized Intersections**

One unsignalized intersection is forecast to fall below the LOS D standard by the year 2017 if no improvements are made.

1. Bridgeport Way/37<sup>th</sup> Street West. This intersection is presently unsignalized and presently operates at LOS B. It is forecast to deteriorate to LOS F by 2017. The Transportation Plan recommends that a traffic signal would be appropriate at this location, as the location is and will continue to serve as a primary driveway to the University Place town center. Installation of the traffic signal would raise the intersection LOS up to B in the year 2017.

**Figure 4-102** shows year 2017 intersection (signalized and unsignalized) P.M. peak hour LOS with these recommended improvements.

#### **Arterials**

Two arterial capacity projects have been identified to address-P.M. peak hour LOS deficiencies anticipated by 2017. These include:

- 1.40<sup>th</sup> Street Between 67<sup>th</sup> Avenue and Alameda Avenue (in the City of Fircrest).

  The installation of a westbound right turn pocket at this intersection will provide sufficient capacity increase on 40<sup>th</sup> Street West so that additional roadway improvements will not be necessary. Installation of this improvement will achieve a LOS of B, compared to LOS F if no improvements were made. This arterial segment is in the City of Fircrest and would have to be constructed as either a City of Fircrest project or as a joint project between Fircrest and University Place.
- 2.South 19<sup>th</sup> Street, between Sunset Drive and Bridgeport Way West. Widening 19<sup>th</sup> Street to three lanes would effectively address the projected year 2017 LOS E capacity deficiency to LOS A. Portions of this right of way, however, are owned by the City of Tacoma. University Place has shared (centerline) ownership in some areas. University Place will need to work with the City of Tacoma on a widening plan for this road segment.

**Figure 4-103** <u>also</u> depicts year <del>2017</del> arterial LOS with <del>these</del> recommended improvements.

#### Non-Capacity Project Improvements

Refer to the City's Transportation Plan for further Deliscussion regarding non-capacity road improvement projects identified in **Table 4-3** may be found in the Transportation Plan on file with the City Department of Planning and Community Development.

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#### **Transit Improvements**

As indicated earlier, the City has adopted Pierce Transit's LOS as identified in the agency's planning documents. The Pierce Transit Six-Year Transit Development Plan identifies three near term improvement projects for the University Place area:

- Expand the Tacoma Community College Park and Ride Facility. Though not in the City
  of University Place, the 29 stall park and ride lot at the corner of 19th Street and
  Mildred is slated for expansion to 100 stalls by 1998;
- Installation of a signal priority for public transit along Bridgeport Way. University Place
  is a partner on this grant fundedgrant-funded project.
- Improve fixed route service linking West Tacoma/Fircrest/University Place with Lakewood. Pierce Transit plans on improving service during peak hours and refining service in the area to meet the needs of these communities. These improvements are scheduled prior to the year 2000.

In addition to the specific improvements above, Pierce Transit's Six-Year Transit Development Plan proposes to dedicate 65 percent of all new services to the core market area of Tacoma, University Place, and Lakewood. If service were was apportioned to each eity City based on population, University Place could receive approximately seven percent of Pierce Transit's new service hours.

As part of the overall transit improvement strategy, the City should work with Pierce Transit to focus new local transit service on major, secondary, and collector streets and new feeder service to residential areas and adjacent jurisdictions. The City and Pierce Transit can also work to coordinate development of bus stops and shelters at appropriate locations along the transit routes.

#### Air, Waterborne, Rail

 None of the air, marine, or rail facilities has a significant impact on the University Place transportation system.

# **Non-Motorized Improvements**

 Improvements to the non-motorized transportation system establish a framework for the inter-connected pedestrian and bicycle circulation system.
 The development of a comprehensive non-motorized circulation plan is envisioned.

The eityCity's residential character makes non-motorized travel an important aspect of the transportation element. A complete pedestrian and bicycle network would link neighborhoods with schools, parks, public services, and retail activity, allowing residents and visitors to walk or bicycle to these areas rather than drive.

With the exception of the recently re-constructed section of Grandview Drive, the north side of 40th Street West and the north-side of Cirque Drive between 67th Avenue and Orchard, few sidewalks have been constructed in the city, resulting in a largely

discontinuous system of walkways for pedestrians. Only portions of Grandview Drive and 64th Street West are equipped with bicycle facilities. In the remainder of the city, cyclists must share the travel lane with vehicles.

**Figure 4-114** depicts a Non-Motorized Facilities Plan for the City. This plan outlines pedestrian, bicycle path, and marine service improvements, many of which are also identified in the City's adopted 1997 Parks, Recreation and Open Space Plan. The Non-Motorized Facilities Plan provides for a network of continuous pedestrian and bicycle facilities for circulation within and through University Place. The following trails are proposed in the Transportation Plan.

- Water (kayak and canoe) Trail Surface Water Management site on Day Island Waterway to Chambers Creek Bay.
- Parkway Walking Trail Day Island Waterway through the historic university site to University Place Primary School.
- Morrison Pond/Leach Creek/Chambers Creek Walking Trail\_ Morrison Pond through Fircrest and down Leach Creek and Chambers Creek.
- Peach Creek Walking Trail. Chambers Creek around Wright Academy to Chambers Creek Properties, and north through Peach Creek to Bridgeport.
- On road-bBike routes\_: Route proposed-on Grandview Drive, 67<sup>th</sup> Avenue West, Alameda Avenue, Orchard Street, 27<sup>th</sup> Street West, 40<sup>th</sup> Street West, Cirque Drive West, and 64<sup>th</sup> Street/Chambers Lane West.
- Pierce County Chambers Creek Properties Multi-Purpose Trail.: Along the shoreline, around Chambers Bay, and as an overlook along Grandview Drive.
- Colgate/City Hall/Leach Creek Multi-purpose Biking and Hiking Trail Curtis Junior and Senior High Schools through City Hall Park to the Woodside Pond nature park addition on Leach Creek.

#### Sidewalks

Despite the improvements made since incorporation  $\mp$ the City of University Place still does not have a continuous network of sidewalks that enables easy travel by foot. Outside the sidewalk corridors of the sections of Grandview Drive and, Bridgeport Way and 40<sup>th</sup> Street Cirque, pedestrians must typically use the shoulder or edge of the travel lane where there are no sidewalks.

As development and redevelopment of land along the arterials occurs, sidewalks will gradually be constructed. In addition, the City has several projects in its six-year TIP that involve the construction of sidewalks. The City will continue to prioritize, fund and construct sidewalks along high demand sections of various University Place arterials. Highest priority should be given to those sections with no sidewalks on either side of the roadway, sections with high vehicle volumes, sections that are critical links between activity areas of the eityCity, and sections along roadways that serve schools.

To supplement street improvement/sidewalk projects identified in the City's Six-Year Transportation Improvement Program (TIP), the University Place Transportation Plan recommends the following sidewalk upgrade projects. These projects are depicted in Figure 4-115

- Cirque Drive West between Beckonridge Drive and Grandview Drive. Construct sidewalks and bicycle lanes to connect the proposed trails through the Chambers Creek Properties Park and proposed bike lanes and sidewalks on Cirque.
- 67th Avenue West, between 44th Street West and Bridgeport Way. Construct sidewalks and bike lanes to provide connectivity and consistency with the Non-Motorized Trail Plan.
- 40th Street West from Grandview Drive to 67th Avenue West. Construct sidewalks and bike lanes. Sidewalks on this corridor have been included in the 1997-2003 TIP. Bike lanes should also be included in the project for consistency with the Non-Motorized Facilities Plan.
- 35th Street West from Grandview Drive to 67th Avenue West. Construct sidewalks only. Sidewalks and bike lanes on this corridor have been included in the 1997-2003 Six-Year TIP. The bike lanes should be excluded here and constructed on 40th Street West above to ensure consistency with the Non-Motorized Facilities Plan.

#### Bicycle Improvements

Bicycle lanes have been added to several streets as the City has completed road improvements or re-striped City streets. Bicycle lanes were added to Grandview Drive, Bridgeport Way, and Sunset Drive between Cirque Drive and 19th Street as part of road improvement projects. Along Cirque Drive from Bridgeport Way to Orchard Street, on 27th Street between Grandview Drive and Bridgeport Way and on 67th street between Bridgeport Way and Regents Boulavard bicycle lanes were added when the roads were restriped. The newly constructed section of Grandview Drive from Olympic Drive to 27th Street West and the section of Chambers Creek Road from 64th Street Southwest to Bridgeport Way are the only roadway segments in the city with designated bicycle facilities. -Elsewhere, bicyclists must share the rightmost lane with motorists. Figure 4-126 shows the City's proposed bicycle route system, which will extend along all arterial streets.

Street improvement, bicycle and sidewalk projects identified in the City's Six-Year Transportation Improvement Program (TIP) are depicted in Figure 4-11. Individual projects and funding details for projects anticipated between 2003 and 2008 are included in Table 4-4 at the end of this chapter.

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Transportation Demand Management/Transportation System Management

Transportation Demand Management (TDM) strategies can help create or preserve existing capacity of roadways by reducing demand, thereby deferring or negating the need for capacity improvements. Specific potential projects for TDM include, (1) developing a

2003 Comprehensive Plan Amendments Transportation

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comprehensive transit information program with Pierce Transit, (2) working with Pierce Transit in to developing vanpool and ridematch services, (3) providing a continuous system of walkways and bikeways which service community activity centers, and (4) actively promoting commute trip reduction practices, including complying with the requirements of the State Commute Trip Reduction (CTR) Act.

Transportation Systems Management (TSM) strategies focus on improving the operations of the existing roadway system. Maximizing the efficiency of the existing system can reduce or delay the need for system improvements. TSM strategies include, (1) coordination of traffic signal timing, (2) traffic control devices at signalization of highly congested intersections, (3) implementing a signal retiming and coordination project to reduce delay and congestion at the eityCity's signalized intersections as major improvements are implemented, (4) implementing intersection improvements to facilitate turning movements, and (5) access restriction along principal roadways.

#### **CAPITAL FACILITIES PLAN FINANCING PLAN**

The Growth Management Act requires the Transportation Element include a financing plan that serves in part as the basis for the City's six-year Transportation Improvement Program. Table 4-4 summarizes the City of University Place six-year (1998-2003) capital facilities plan for transportation improvements. For historical purposes, year 1996 and 1997 information is provided. Long term revenue and expenditure projections for years 2004-2017 are aggregated. This long term estimate is based on historical expenditures and an inflation factor.

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**TABLE 4-4 Revenues and Expenditures** 

<u>Annual</u>	Grants, Federal	<del>Total</del>	Total	Funding
Revenue	Funds, Loans	Revenue	Expenditures	Shortfall/
				Surplus
\$2,992,800	\$1,047,300	\$4,040,200	\$1,259,800	\$2,780,400
1,101,500	687,900	1,789,400	3,461,000	1,108,800
780,000	<del>2,362,800</del>	3,143,600	4,249,500	3,000
<del>1,041,800</del>	2,397,800	3,439,700	3,584,900	(142,100)
790,100	400,000	<del>1190,100</del>	1,163,400	(115,400)
787,700	1,900,000	2,687,700	2,652,400	(80,000)
<del>746,900</del>		746,900	425,400	241,500
744,400		744,400	432,800	553,100
\$10,000,600		\$10,000,600	\$6,893,800	\$3,659,900
	\$2,992,800 1,101,500 780,000 1,041,900 790,100 787,700 746,900 744,400	Revenue         Funds, Loans           \$2,992,800         \$1,047,300           1,101,500         687,900           780,000         2,362,800           1,041,900         2,397,800           790,100         400,000           787,700         1,900,000           744,400         744,400	Revenue         Funds, Loans         Revenue           \$2,992,800         \$1,047,300         \$4,040,200           1,101,500         687,900         1,789,400           780,000         2,362,800         3,143,600           1,041,900         2,397,800         3,439,700           790,100         400,000         1190,100           787,700         1,900,000         2,687,700           746,900         746,900           744,400         744,400	Revenue         Funds, Loans         Revenue         Expenditures           \$2,992,800         \$1,047,300         \$4,040,200         \$1,259,800           1,101,500         687,900         1,789,400         3,461,000           780,000         2,362,800         3,143,600         4,249,500           1,041,900         2,397,800         3,439,700         3,684,900           790,100         400,000         1190,100         1,163,400           787,700         1,900,000         2,687,700         2,652,400           746,900         746,900         425,400           744,400         744,400         432,800

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# **FUNDING SOURCES**

Transportation funding comes from a variety of local, regional, state, and federal sources. Funding sources can be divided into four primary categories developer, local, state and federal. Some State and Federal Funds are allocated to the Puget Sound Regional Council the regions Metropolitan Planning Organization that then disperses the funds through grants and other programs.

# Developer

As new development occurs, transportation impacts associated with the development are mitigated by the developer. Transportation mitigation typically includes intersection improvements, road widening, new or extended turn lanes, sidewalks, bike lanes and other improvements. These mitigations measures must be in place or provided concurrent with development to maintain adopted LOS.

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# **Local Funding Sources:**

1				
	Arterial Street Fund. The City receives a proportionate share of the State Motor Vehicle			
	Fuel Tax, based on the population. The exact amount varies depending on the amount of			
	fuel sold in the State. Current revenue forecasts project the City of University Place's	-1	Formatted	
	share for 2003 to total \$217,511.	~ - (	Tomacco	
	51101 O 101 200 to total \$217,011.	J	Formatted	
٠	General Fund. The General Fund is supported primarily from local taxes to provide	1	Tomaced	
	governmental services such as police protection, jail services, court services, parks			
	maintenance, recreation programs, building inspections, planning and zoning, construction			
	and maintenance of streets, and general government administration. General Fund			
	revenues totaling \$250,000 are anticipated to be transferred into the Public Works Capital			
	Improvement Plan to finance various transportation projects for 2003.	1	Formatted	
	Surface Water Management Funds. The City collects a surface water management fee	1	Formatted	
	on each City parcel to finance surface water and storm drainage elements of various road			
	improvement projects. In addition, the City uses revenues from the Surface Water			
	Management Fund, which is utilized to finance capital improvement surface water and			
	storm drainage projects. Estimated SWM funds for 2003 allotted to CIP projects total			
	\$1,057,542.			
	Real Estate Excise Tax. The Real Estate Excise Tax is levied on all sales of real estate,		Formatted	
	measured by the full selling price. The City has authorized a locally imposed tax of 0.5%,			
	in two 0.25% increments. These revenues are restricted to financing capital projects as			
	specified in the City's Capital Facilities Plan. Estimated real estate excise taxes for 2003			
	allotted to Public Works CIP total \$0.			
	State Funding Sources	-	Formatted	
			<u> </u>	······································
	State funding programs are administered to counties and cities through the Transportation			
	Improvement Board (TIB) and the County Road Administration Board (CRAB). The TIB			
	administers the Transportation Partnership Program (TPP), the Arterial Improvement			
	Program (AIP), the Pedestrian Safety and Mobility Program (PSMP). The CRAB			
	administers the Rural Arterial Program (RAP). The following descriptions identify each			
	program:			
	program.	/ ,	Formatted	
	TPP. The Transportation Partnership Program (TPP), formerly the Transportation			
	Improvement Account (TIA), is funded from 1-1/2 cents of the motor vehicle fuel tax. It			
	provides transportation project funding for urban counties, cities with populations of over			
	5,000, and Transportation Benefit Districts (TBD). TPP projects must meet multi-agency			
	planning and coordination and public/private cooperation criteria, in order to further the			
1	goal of achieving a balanced transportation system in Washington State. Projects must			
	be attributable to congestion caused by economic development or growth; consistent with			
	state, regional and local comprehensive plans contributions; and be partially funded by			
	local contributions (including transit and rail). Projects are eligible for cost reimbursement			
1	of up to 80 percent, and receive a higher priority if their local contribution is greater than			
1	the 20 percent minimum match and includes private sector funds.			

AIP. The Arterial Improvement Program (AIP) was established to reduce congestion and improve safety, geometrics, and structural concerns. Project selection criteria include pavement condition, pavement and roadway width, traffic, accidents, and people-carrying capacity. The AIP receives approximately 1-1/2 cents from the state motor vehicle fuel tax. Projects can receive up to 80 percent reimbursement, depending on agency population.

PSMP. The Pedestrian Safety & Mobility Program (PSMP), formerly the Pedestrian Facilities Program (PFP), was established to enhance and promote pedestrian mobility and safety as a viable transportation choice by providing funding for pedestrian projects that provide access and address system continuity and connectivity of pedestrian facilities. Selection criteria include safety, pedestrian generators, convenience, public acceptance and project cost. Funds for this program are provided from the AIP and TPP.

### **Federal Funding Sources**

Federal programs are currently funded under the Transportation Equity Act (TEA-21) and are administered by the Highways and Local Programs Division of the Washington State Department of Transportation (WSDOT), in conjunction with the Puget Sound Regional Council (PSRC) and the Regional Federal Highway Engineer.

TEA-21. The Transportation Equity Act - 21<sup>st</sup> Century (TEA-21) funds transportation enhancement activities designed to strengthen the cultural, aesthetic and environmental aspects of the Nation's intermodal transportation system. The program provides for the implementation of non-traditional projects, such as bike and pedestrian facilities, safety and education activities for pedestrians and bicyclists, landscape and scenic beautification, and the mitigation of water pollution from run-off. Funding is based on a Federal share of 86.5 percent, with a 13.5 percent local match.

CMAQ. The Congestion Mitigation and Air Quality Improvement Program (CMAQ) funds transportation programs and projects that will, or are likely to, contribute to attainment of a National Air Quality Standard. WSDOT is required to consult with the Environmental Protection Agency to determine whether a transportation project or program will contribute to attainment of standards, unless such project or program is included in an approved State implementation plan. CMAQ funds cannot be used on projects resulting in the construction of new capacity available to single-occupant vehicles unless they are available to single-occupant vehicles at other than peak travel times. Allocation for CMAQ funds will follow the same criteria as Surface Transportation Program (STP) funds. To be eligible for funding under this program, a project must be on the Regional Transportation Improvement Program (TIP) list and rank high enough on the region's priority array. Funding is based on a Federal share of 86.5 percent, with a 13.5 percent local match.

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STP. The objective of the Surface Transportation Program (STP) is to fund construction, reconstruction, resurfacing, restoration and rehabilitation of roads that are not functionally classified as local or rural minor collectors. STP also supports funding for transportation enhancements, operational improvements, highway and transit safety improvements, surface transportation planning, capital and operating cost for traffic management and control, carpool and vanpool projects, development and establishment of management systems, participation in wetland mitigation and wetland banking, bicycle facilities and pedestrian walkways.

STP funds have regional allocation through the Puget Sound Regional Council (PSRC). The PSRC sub-allocates funds by County region based on the percentage of the population. Pierce County, as a region, will receive an allocation of 21 percent from STP funds allocated to the PSRC. The Puget Sound Region is formed by the counties of King, Kitsap, Pierce and Snohomish. To be eligible for funding under this program, a project must be on the Regional TIP list and rate high enough within the region's priority array. Funding is based on a Federal share of 86.5 percent, with a 13.5 percent local match.

HSI. The Highway Safety Infrastructure (HSI) Program funds activities for safety improvement projects to correct hazardous locations, sections and roadway elements, including public bicycle or pedestrian pathways and trails, which constitute a danger to motorists, bicyclists and pedestrians. Traffic calming is explicitly recognized as an eligible activity and danger to bicyclists is now included in the survey of hazardous locations.

CCRP. The Corridor Congestion Relief Program (CCRP) provides funding for congested urban corridors. Eligible projects include roadway widening, channelization, signalization, HOV lanes and Intelligent Transportation Systems. Urban corridors must connect to urban or significant activity centers; begin or end at the intersection of another arterial, state highway or limited access freeway system; and provide an alternate route to the limited access freeway system. Funds for the program are dedicated gas tax returns, and a 10 percent match is required on all projects.

TSNS. The goal of the Traffic Safety Near Schools Program (TSNS) is to fund capital projects for traffic and pedestrian safety improvements near schools. Eligible projects include sidewalks and walkways; school signage and signals (within cited limitations); improved pedestrian crossings, such as medians, curb bulbs, flashing in-pavement warning lights in crosswalks and flashing beacons; turning lanes; school bus pullouts; and roadway channelization and signalization. Pedestrian facility improvements must be on an approved, published, and disseminated school walk route plan; and motor vehicle improvements must be on streets immediately adjacent to the school. A 25 percent match is required.

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#### TRANSPORTATION PROJECTS

<u>Projects included in this plan are the result of evaluation of needs in various transportation areas and not necessarily on the recommendations in the City's Transportation Plan summarized earlier in this Chapter.</u>

Because none of the project locations identified earlier in this chapter are currently operating below the adopted level of service not all are priorities for funding during the next 6-year period. Instead, priority projects are determined through citizen input, which have expressed the desire for non-motorized transportation improvements (sidewalks, bike lanes, streetlights, etc.). In addition, the Public Works Department receives many calls from concerned citizens requesting improvements to the City transportation network to allow for safer pedestrian use. Almost all of the projects planned for thee of the next six years provide for non-motorized transportation and replacement of existing infrastructure. The timing of projects and the phasing of various parts are based on the anticipated funds available for each type of project, accident information, and school and commercial access routes. Understandably, the factors determining funding and priority can and do change from year to year.

The six-year 1998-2003 plan is based on projects identified in the City's six-year Transportation Improvement Program (TIP). Planned road improvements are summarized in Table 4-4, represents major road improvements that are programmed during the next six-years rather than all transportation related improvements. This table also shows funding sources. Only secured committed federal funding was included in the six-year finance plan. Historically, the City has done well in garnering grants for transportation projects.

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the breakdown between grant and City funds.

Table 4-5 1998-2003 Transportation Improvement Plan

Year	Project	Grants/Loans	City Funds	Total
1998	Grandview Drive II	\$ 468,049	<del>228,038</del>	696,087
1998-99	Grandview Drive III	984,122	421,878	1,406,000
1998	67 <sup>th</sup> -Avenue	0	40,000	40,000
1998	Bridgeport Way Phase I	<del>1,768,500</del>	557,500	2,326,000
1999	Bridgeport Way Phase II	485,000	680,000	1,165,000
2000	Chambers Creek Road		50,000	<del>-50,000</del>
<del>2001-</del> <del>2003</del>	Bridgeport Way Phase III	1,000,000	<del>195,588</del>	· \$ 1,195,588
TOTAL		\$4,705,671	\$ <del>2,173,00</del> 4	\$ <del>6,786,675</del>

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# **TABLE 4-4 TRANSPORTATION PROJECTS**

Fund Status	<u>Project</u> Identification	<u>Start</u> Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
ENRICAS	1 - Bridgeport Wa		Y	Tanas	1 011005			2000	2003	4005	2000-Z000
F/P	City limits to	PE / 03	346		54	400	PE	60	340	0	Q
FIF	Cirque Drive W.*	FE / U3	340		24	400	FE	<u>80</u>	<u>340</u>	<u>0</u>	<u>U</u>
	Cirque Drive W.	RW / 05	260		40	200	D31/	0	Λ	300	0
						300 5.000	RW	0	0		2 000
		<u>CN / 08</u>	4.325		675	5,000	1	0	0	2,000	3,000
	* 0	Total	4,931	11	<u>769</u>	5,700	1	<u>60</u>	<u>340</u>	<u>2,300</u>	3,000
	* Construct concrete					ides of	the st	reet. Incl	ude bicy	rele lane	s, storm
	drainage, and street			rounding	ž		,				
_	2 - Bridgeport Wa							_	_	_	
<u>P</u>	19th Street W. to	PE / 06	<u>130</u>		<u>20</u>	<u>150</u>	<u>PE</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>150</u>
	27th Street W*										
		RW/07			<u>55</u>	<u>400</u>	<u>RW</u>	<u>0</u>	<u>o</u>	0	<u>400</u>
		CN / 08	1,950		<u>300</u>	<u>2,250</u>	<u>CN</u>	<u>0</u>	0	<u>0</u>	<u>2,250</u>
		Total	2,425	Ō	<u>375</u>	2,800		0	<u>0</u>	0	<u>2,800</u>
	* Construct concrete	e curb, gut	er and sic	dewalk o	n both s	ides of	the st	reet. Incl	ude bicy	cle lane:	s, storm
	drainage, and street		d underg	rounding	3.						
	3 - 27th Street W -	Phase 1									
<u>F</u>	Grandview Drive to	PE / 06	<u>35</u>		25	60	PE	0	<u>0</u>	0	<u>60</u>
	Bridgeport Way*										
		RW / 07	10		6	16	RW	0	0	0	16
		CN / 08	474		2,050	2,524	CN	$\overline{\underline{o}}$	$\vec{0}$	<u>0</u>	2,524
		Total	519	0	2.081	2,600	1	ō	$\bar{0}$	$\overline{0}$	2,600
	* Construct concrete						both				
	lanes, storm drainag						. 4.4.			<u> </u>	
		, ,					T			<del></del>	·· · · · · · · · · · · · · · · · · · ·
D	4 - 67th Avenue	DEC / 0.0			200	200	DE.	(1)	0	0	200
<u>P</u>	Regents Blvd. To	PE / 08			<u>200</u>	<u>200</u>	PE	0	Q	Ō	<u>200</u>
	19th Street*	TATE / 0.0			***	500	×	^			***
		RW / 08			500	<u>500</u>	RW	Ō	0	0	<u>500</u>
		<u>CN / 08</u>			1.300	1,300	CN	<u>0</u>	0	0	1,300
		<u>Total</u>	<u>0</u>	0	2,000	2,000	l.	0	0	0	2.000
	* Construct concrete				on both s	ides of	the st	reet. Incl	ude biey	<u>/cle lane</u>	s, left turn
	lane, storm drainage		t lighting				1				
	5 - 27th Street/Reg										
<u>P</u>	Bridgeport Way to	PE / 07			120	120	PE	Q	Ō	0	<u>120</u>
	67th Ave/Mildred*										
		<u>RW / 07</u>			<u>45</u>	<u>45</u>	<u>RW</u>	0	<u>0</u>	0	<u>45</u>
		CN / 07			<u>995</u>	<u>995</u>	<u>CN</u>	Q	<u>O</u>	<u>0</u>	<u>995</u>
		<u>Total</u>	<u>0</u>	Ω	1.160	1,160		0	Ω	Ω	1,160
	*Construction of sid	lewalks, cı	rb, gutter	and bic	ycle lan	es on bo	oth				
	sides of street.										
	6 - Cirque Drive -	Phase 2									
<u>F</u>	Sunset Drive to	PE / 03			40	<u>40</u>	PE	40	0	0	<u>Q</u>
-	67th Avenue*				J.i.i.	and Mr.	munitiff.	-i-M	JE.	-ti-	-ZL
		RW / 03			40	. 40	RW	40	Q	<u>0</u>	$\underline{0}$
		CN / 03			1.119	1,119		1.119	<u>Q</u>	0	<u>0</u>
		Total	0	0	1.112	1.199	-1X	1.119	0	0	0
	*Curb & gutter, bike		_	_	A 1 2 2		ا جمارة الم		$\overline{\Lambda}$	<u>U</u>	ñ
		e rane, side	wark one	side. In	sian nat	ne cont	JOI GE	vice at			
	Park entry.										

Fund Status	<u>Project</u> <u>Identification</u>		Federal Funds			Total		<u>1st</u> 2003	<u>2nd</u> 2004	3rd 2005	4th-6th 2006-2008
	7 - Cirque Drive -	Phase 3									
<u>P</u>	67th Avenue to Orchard Street*	PE/			<u>120</u>	<u>120</u>	<u>PE</u>	<u>0</u>	0	<u>0</u>	<u>120</u>
		RW/			<u>60</u>	<u>60</u>	RW	0	<u>0</u>	0	60
		CN/			1,020	1,020	CN	0	0	0	1.020
		Total	0	0	1,200	1,200		ō	$\bar{0}$	$\overline{0}$	1,200
	* Construct curbs, g	utters, sid	ewalk and	bike							
	lane one side.										
	8 - 44th Street W										
<u>P</u>	Bridgeport Way to 67th Avenue*	PE / 06			<u>140</u>	140	<u>PE</u>	<u>0</u>	<u>0</u>	0	<u>140</u>
		RW/ 06			50	50	RW	0	0	0	50
		CN / 06			1.110	1,110	CN	<u>0</u>	<u>0</u>	<u>0</u>	1,110
		Total	0	0	1.300	1,300		0	$\overline{0}$	ō	1,300
	* Construct curbs, g		_	d bike la		·····		-	vin	ene	anneine.
	both sides					,					
	9 - 67th Avenue			-							
<u>P</u>	Bridgeport Way to Regents Blvd*	PE / 08			<u>400</u>	<u>400</u>	<u>PE</u>	0	0	0	<u>400</u>
İ	<u> </u>	RW / 08			500	500	RW	0	<u>0</u>	0	500
	-	CN / 08			4,900	4,900	CN	Ō	Ω	Q	4,900
		Total	0	0	5.800	5,800	<u>~~</u>	0	ō	0	5,800
	* Construct concrete		_	_		2.000		<u>v</u>	77	$\underline{v}$	2,000
	sides.	S. Sailer Per	ice and br	ic man (	711 (7()111						
	10 - Alameda Exte	neion									
<u> P</u>	From Southern terminus to 67th	PE 4/8			<u>60</u>	<u>60</u>	<u>PE</u>	0	<u>0</u>	0	<u>60</u>
	Ave. W.										
	<u> </u>	RW 9/8			15	15	RW	Q	Q	<u>0</u>	15
		CN 5/8			725	725	CN	Q	$\overline{\underline{o}}$	<u>0</u>	725
		Total	0	0	800	800		0	0	0	800
	* Construct curbs, g						l dition			<u>u</u>	800
	calming measures.	,o., siu	C vvcuno, DI	AC IAIIC	war sin	الله اللح	artiUI	i i i i i i i i	¥		
<del>                                     </del>	11 - 40th Street						ı				
<u>P</u>	Bridgeport Way to 67th Avenue*	PE / 06			110	<u>110</u>	<u>PE</u>	<u>0</u>	0	Ō	110
	ACADA AND AND AND AND AND AND AND AND AND	RW / 06			100	100	RW	0	0	0	100
		CN / 06			890	890	CN	<u>Q</u>	<u>0</u>	0	890
		Total	0	0	1.100	1.100	~17	0	0	0	1,100
	* Construct curb, gu			_		1.100		$\underline{v}$	Ā	$\underline{\mathbf{v}}$	1,100
	both sides	atter. Sidev	vaik diiu ()	ike fane							
<del> </del>											
	12 - Grandview										
<u>P</u>	Drive 27th Street to 19th Street*	PE / 08	÷		<u>80</u>	80	<u>PE</u>	Ō	Ō	Q	<u>80</u>
	oncet.	DW / 00			00	00	D137	^	^	^	60
		RW / 08			80	80	RW	0	0	0	<u>80</u>
	1	<u>CN / 08</u>	•		1,130	***************************************	<u>CN</u>	Ω	0	0	<u>1.130</u>
		<u>Total</u>	0	Ō	1.290	<u>1,290</u>		0	<u>0</u>	Q	<u>1,290</u>
	* Construct curb, gu both sides	itter, sidev	valk and b	<u>ike lane</u>							

Fur Stat	٠	Start Date	Federal Funds		Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008	
<u>P</u>		reck Road/ PE / 07	<u>'Chamber</u>	s Lane	200	200	<u>PE</u>	<u>0</u>	Ō	<u>0</u>	<u>200</u>	
	Bridgeport Way*	RW / 07			300	200	DIV	n	۵	0	200	
		CN / 07			<u>300</u> 3,100	300 3,100	RW CN	$\frac{0}{0}$	<u>0</u>	<u>0</u> 0	300 3,100	
		Total	<u>0</u>	Q		3,600		$\overline{\underline{o}}$	<u>0</u>	0	3,600	
!	* Construct curb, g				both sic	l <u>es</u>						
n	14 - 74th Avenue		enter Roa	<u>d)</u>	40	40	nr.	^	٥		10	
<u>P</u>	40th Street to 35th Street*	PE/			<u>40</u>	<u>40</u>	<u>PE</u>	Ō	Ω	0	<u>40</u>	
	<u>Direct</u>	RW/			120	120	RW	0	Q	0	120	
		CN/				1,300	<u>CN</u>	0	$\overline{0}$	Q	1,300	
	* Construct curbs.	Total	<u>Q</u>	<u>0</u> 43-41-53	1,460	1,460		0	0	Ω	<u>1,460</u>	
 	15 - Cirque Drive		ewaiks an	u bike i	ane both	sides	ļ					
P		PE / 08			200	200	PE	Q	0	0	200	
-	to Sunset Drive*	2,34. 30			****		12	25.	<u>Y.</u>	⊻	200	•
		RW / 08			<u>250</u>	<u>250</u>	<u>RW</u>	0	0	0	<u>250</u>	
		<u>CN / 08</u>   Total	٥	ο	2,400 2,850	2,400 2,850	CN	<u>0</u>	<u>Q</u> <u>Q</u>	0	2,400	
	* Construct curb, g		<u>0</u> valk and b					ñ	7.	Q	2,850	
	16 - Sunset Drive											
Ē		PE / 08			<u>30</u>	<u>30</u>	<u>PE</u>	0	0	0	<u>30</u>	
		<u>RW/</u>			Ō	0	RW	Q	Õ	$\underline{0}$	0	
		CN / 08 Total	٥	Λ	220	220	<u>CN</u>	0	0	<u>0</u>	<u>220</u>	
!	* Traffic Calming a		0 ocations	0	<u>250</u>	<u>250</u>		0	Ω	0	<u>250</u>	
	17 - 76th Avenue	- mream		Road)								
<u>P</u>		PE / 08			120	120	PE	Q	0	<u>0</u>	<u>120</u>	
	Street*	DM/ (09			100	100	DW	0	0	0	400	
		RW / 08 CN / 08			<u>400</u> 700	<u>400</u> 700	<u>RW</u> CN	<u>0</u>	0	<u>0</u>	400 700	
		Total	0	Ω	1,220	1,220	<u>~</u>	0	<u>0</u>	0	1,220	
	* Construct concre	te curb, gut					L			_		
	18 - 44th Street											
P	67th Avenue to	PE / 08			<u>80</u>	<u>80</u>	<u>PE</u>	0	<u>0</u>	<u>0</u>	<u>80</u>	7
	Alameda Avenue*	RW / 08			140	140	RW	0	<u>0</u>	0	140	
		CN / 08			700	700	CN	$\overline{o}$	δ	<u>Ω</u>	700	
		Total	<u>0</u>	0	920	920		0	Ō	<u>0</u>	920	
	* Construct concret	te curb. gut	ter, bike l	ane and	sidewall	ç on one	side.					
	19 - 40th Street	DE / 00			1.70	110			r.		(10	
<u>P</u>	Grandview Drive to Bridgeport Way	PE / 08			110	<u>110</u>	<u>PE</u>	Ō	$\bar{0}$	0	<u>110</u>	
	to bridgeport way	RW / 08			<u>45</u>	45	RW	0	0	0	45	
		CN / 08			1,145	1,145		0	<u>0</u>	<u>0</u>	1,145	
		Total	0	0	1,300	1,300		0	<u>0</u>	<u><u> </u></u>	1.300	
L	* Construct	concrete c	urb, gutter	, bike la	ane and	idewall	con o	ne side.				

Fund	Project	Start	Federal	State	Local	Total		1st	2nd	3rd	4th-6th
Status	Identification	Date	Funds	Funds	Funds			2003	2004	2005	2006-2008
<u>P</u>	20 -Sunset Drive 27th Street to 35th	PE / 08			<u>60</u>	<u>60</u>	<u>PE</u>	<u>0</u>	<u>0</u>	0	<u>60</u>
	Street*	RW / 08			<u>40</u>	<u>40</u>	<u>RW</u>	0	$\underline{\mathbf{o}}$	<u>0</u>	<u>40</u>
		CN / 08			<u>300</u>	<u>300</u>	<u>CN</u>	<u>0</u>	0	<u>0</u>	<u>300</u>
		Total	Ω	Ω	<u>400</u>	<u>400</u>		0	0	Q	<u>400</u>
	* Construct concrete	e curb, gut	ter, bike l	ane and	<u>sidewall</u>	con					
	one side.										
	21 - Elwood Drive										
P	29th Street to 27th	PE / 08			<u>60</u>	<u>60</u>	<u>PE</u>	0	0	0	<u>60</u>
	Street*										
		RW/ 08			<u>40</u>	<u>40</u>	<u>RW</u>	0	0	Q	<u>40</u>
		<u>CN/08</u>			300	300	<u>CN</u>				<u>300</u>
		<u>Total</u>			<u>400</u>	<u>400</u>		<u>o</u>	<u>0</u>	<u>0</u>	<u>400</u>
	* Construct concrete	e curb, gut	ter and sig	iewalks	on both	sides					
	of street.				_						
	22 - 35th Street	DE 100			100	100	D.E.		0	0	1.00
<u>P</u>	Grandview Drive to 67th Avenue*	PE / 08			<u>180</u>	<u>180</u>	PE	Ō	Ō	Ω	<u>180</u>
		<u>RW / 08</u>			<u>40</u>	<u>40</u>	<u>RW</u>	Q	Q	Ō	40
		<u>CN / 08</u>			<u>3,005</u>	3,005	<u>CN</u>	0	$\overline{0}$	Q	<u>3.005</u>
		Total	<u>0</u>	0	<u>3,225</u>	3,225		<u>0</u>	0	0	<u>3,225</u>
	*Construction of cu	rb, gutter,	sidewalk:	and bicy	cle lane	s on bot	<u>:h</u>				
	sides of street.				_				$\wedge$		
	23 - Beckonridge										
<b>1</b> 0	<u>Drive</u>	DE 100			100	100	1242	0	0	_0	100
<u>P</u>	Grandview Drive to Cirque Drive*	PE / 08			100	<u>100</u>	<u>PE</u>	0	<u>0</u>	0	100
		RW / 08			<u>30</u>	<u>30</u>	RW	0	Ō	Q	<u>30</u>
		CN / 08			<u>820</u>	820	<u>CN</u>	0	Q	<u>0</u>	820
		Total	0	0	950	<u>950</u>		Q	Ō	0	<u>950</u>
	* Construct concrete	<u>e curb, gut</u>	ter and sic	iewalk c	on both s	ides of					
	the street.						ļ <u> </u>				
	24 - Lemmons Bea		treet		0.0		***			0	20
<u>P</u>	31st Street to Terminus*	<u>PE /</u>			<u>90</u>	<u>90</u>	<u>PE</u>	0	Ō	0	90
	1 ci (IIII) (162	RW /			60	60	RW	0	0	0	60
		CN /				_	_	<u>0</u>	<u>0</u>	<u>0</u>	1.050
	1	Total	0	0	1,200	1,200	CIN	0	0	Ω	1,200
	* Construct concrete			<u>0</u> lewall: c				<u>u</u>	$\overline{\alpha}$	$\underline{v}$	1.400
	the street.	c curo, gui	ici anu sit	ic wait (	ar ocuer s	nacs OI					
	25 - 44th Street						├				
<u>P</u>	Elwood Drive to Bridgeport Way*	PE	/ 08		<u>60</u>	<u>60</u>	<u>PE</u>	0	Q	0	<u>60</u>
	Director way	1577	/ 08		20	20	RW	0	<u>0</u>	<u>0</u>	20
			/ 1/0		40	40	11 VV	<u>v</u>	V	<u>v</u>	40
					420		CN	0		0	420
			<u>/ 08</u> 0	0	420 500	420 500	CN	0	<u>0</u> 0	$\frac{\overline{0}}{0}$	<u>420</u> 500

Fund Status	Project Identification	Start Date	Federal Funds			Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	26 - Parkway	-									_
<u>P</u>	Vista Place to 29th Street*	<u>PE /</u>			<u>50</u>	<u>50</u>	<u>PF.</u>	$\overline{0}$	Ω	$\underline{0}$	<u>50</u>
	Succe	RW/			20	20	RW	<u>Q</u>	<u>0</u>	0	20
		<u>CN /</u>			<del>290</del>	<del>290</del>	CN	0	$\overline{\underline{o}}$	$\overline{\underline{0}}$	<u>290</u>
		<u>Total</u>	0	0	<u>360</u>	<u>360</u>		0	<u>0</u>	0	<u>360</u>
	* Construct concrete	eurb, gut	ter and sic	lewalk c	n both s	ides of	the sti	reet.			
	27 - 27th Street	nn l			. 00	100	***				100
P	Day Island Bridge	PE/			<u>180</u>	<u>180</u>	<u>PE</u>	<u>0</u>	0	<u>0</u>	<u>180</u>
	to Grandview Drive*										
	DHYC	RW /			60	60	RW	0	0	0	60
		CN /			1.760	1.760	CN	ō	ö	$\frac{\sigma}{Q}$	1,760
		Total	0	0	2,000	2,000		<u> </u>	$\overline{\underline{o}}$	0	2,000
	*Construction of cur	b, gutter,	sidewalk,	bicycle	lane one	side a	nd enc	losed sto	orm drai	nage sys	stem.
	28 - Chambers Cre										
P		PE / 08			140	<u>140</u>	<u>PE</u>	$\overline{0}$	<u>0</u>	<u>0</u>	<u>140</u>
	Bridgeport Way*	D10 / 00			80	80	DIV	0	0	0	80
		RW / 08 CN / 08			1.600	1,600	RW CN	$\frac{0}{0}$	<u>0</u>	$\frac{0}{0}$	1,600
		Total	Q	0	1,820	1.820		0	0	$\frac{\sigma}{0}$	1,820
	* Construct curb, gi							<del></del>	Ξ.	<u> </u>	11020
	29 - Sunset Drive						Γ,				
<u>P</u>	Cirque to 35th and	PE/			120	120	<u>PE</u>	0	0	<u>0</u>	<u>120</u>
	27th to 19 <sup>th</sup> *										
		RW/			90	90	RW	0	0	0	90
		<u>CN /</u> Total	0	0	1,700 1,910	1.700 1.910	<u>CN</u>	0	$\frac{0}{0}$	0 0	1,700 1,910
	* Construct concrete						l e side	_	Ā	ū	1,910
	30 - Neighborhood			ane and	orac man	L GIL GIA	 	• 1			
p	Various Locations	PE/				0	PE	0	0	0	0
_		RW /				$\overline{\underline{0}}$	RW	$\overline{\underline{0}}$	$\overline{\underline{o}}$	$\overline{\underline{0}}$	0 0
		<u>CN /</u>			<u>900</u>	<u>900</u>	<u>CN</u>	<u>150</u>	<u>150</u>	150	<u>450</u>
		Total	0	0	<u>900</u>	<u>900</u>	Ι.	<u>150</u>	<u>150</u>	<u>150</u>	450
	*Sidewalk, storm dra			itety typ	e impro	vements	to be	ımplem	ented or	1 variou	s local streets.
P	31 - Street Overlay City of University	Program PE /	<u>l</u>			0	PE	0	0	0	0
1_	Place	11-1				V	1	<u>v</u>	<u>u</u>	<u> </u>	ū
	Various Locations	RW /				0	R	0	0	0	0
						_	$\overline{\mathbf{w}}$	_	_	_	_
		<u>CN/</u>			1,200	<u>1,200</u>	_	200	<u>200</u>	<u>200</u>	<u>600</u>
	***	<u>Total</u>	<u>0</u>	0	<u>1,200</u>	1.200	.	<u>200</u>	<u>200</u>	<u>200</u>	<u>600</u>
	*Overlay program to	be comp	leted on v	arious							
	City streets.										
	Total		7,875	0	45,539	53 414	1	1,698	779	2,739	47,754
	IVIAI		1.073	ñ	74,4,1,1,7	2074414	<u>.</u>	1,070	117	<u> </u>	<u>47,754</u>

In summary, for the six-year period between <u>1998 to 2008</u> approximately \$12.5 million is programmed for transportation improvements.

Revenue to fund the projects over the next six years is projected to be generated by three primary sources:

# 1. Income from Taxes

Motor Vehicle Excise Tax (MVET) Motor Vehicle Fuel Tax (MVFT) Transfers from City General Fund

# 2. Income from Intergovernmental Sources

Federal Aid (FHWA)

Transportation Improvement Board (TIB) Grants

Intermodal Surface Transportation Efficiency Act (ISTEA) or its successor

### 3. Miscellaneous Income

Interest Earnings

The Motor Vehicle Excise Tax (MVET) and the Motor Vehicle Fuel Tax (MVFT) combine to provide a large portion of the annual funding received by the City of University Place. The capital facilities plan assumes that these revenue sources will increase by 1.6-percent per year. Remaining funding sources are programmed on an "as-needed" basis, that is, they are sought often in response to specific projects. These sources include grants and transfers from the City general fund. Only secured committed federal funding was included in the six year finance plan. Historically, the city has done well in garnering grants for transportation projects.

In addition, developer mitigation will be required with projects consistent with the proposal's impact on the transportation system.

# CONTINGENCY

The GMA requires a contingency plan if the capital facilities plan demonstrates that resources to make the necessary improvements are inadequate to maintain adopted LOS standards. Strategies for maintaining or rectifying adopted LOS standards in the event of a shortfall may include identifying additional funds, reassessing land use assumptions, or lowering the LOS.

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#### CONCURRENCY

As discussed in the beginning of this element, concurrency describes a situation in which adequate facilities are available when the impacts of the development occur, or within a specified time thereafter.

The City of University Place has adopted a level of service (LOS) standard of D. Therefore, new development will not be permitted if it causes a particular transportation facility to decline below LOS D, unless improvements or strategies to accommodate the development's impacts are made "concurrent with" the development. For transportation, "concurrent with" means that the improvement must be in place at the time of development or within six years of completion and occupancy of the development that impacts the facility.

The City of University Place will <u>has</u> adopt<u>ed</u> a concurrency management ordinance to implement its concurrency management program. Policy TR5A in the Transportation Element allows for an exception to concurrency where the City finds that certain improvements are not desirable, feasible or cost-effective.

#### **CHAPTER 5**

# CAPITAL FACILITIES ELEMENT

The Capital Facilities Element (CFE) includes policies and financing plans for providing public facilities over the next 20 years. It includes a shorter term six-year 1997-2003 Capital Facilities Plan for those capital facilities owned and operated by the City of University Place. These are the most critical facilities to be constructed or acquired in the near term. This element is mandatory under the State Growth Management Act (GMA) and the issue of providing public facilities and services adequate to serve growth is a fundamental tenet of the act.

The Growth Management Act (GMA) requires that communities plan for capital facilities needed to support growth and development over the next 20 years. The overall goal is to ensure that growth does not exceed the community's ability to fund capital improvements to keep up with demand.

The funding of new and expanded capital facilities is determined by the City Council in the form of the Capital Improvement Plan (CIP). When the City Council approves the CIP as part of its biannual budget, they take into account development trends and demand for capital facilities.

The Capital fFacilities Element addresses City owned and operated facilities. facilities and services the City contracts for and facilities provided for by other public agencies. discussed in this element include City owned and operated public facilities include such as streets,

stormwater drainage systems and and parks and recreation-(Streets and Roads are addressed more fully in the Transportation-Element). municipal facilities. Public services such

as the City Hall administration complex, fire and police protection facilities are also

discussed.

The City is the direct provider of some facilities and contracts with other agencies jurisdictions for facilities and services including. For example, the community currently is served by Tacoma Public Utilities for water, Pierce County, Fire District #3 for fire protection, and Pierce County for police protection and courts. Other agencies provide capital sewer facilities and services -including, sewer, water, schools, fire protection, library and public transit. The City of Fircrest also provides sewer service to a small area of the city. Schools are defined as a public facility under GMA. Residents in the southeast portion of University Place are part of the Tacoma School District while the rest of the community is part of the University Place School District, except for a small portion in the southwest corner served by the Steilacoom School District.

#### STATE GOAL

#### Public Facilities and Services

Ensure that those public facilities and services necessary to support development shall be adequate to serve the development as the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

# **COMMUNITY VISION**

# TRANSPORTATION, CAPITAL FACILITIES, AND UTILITIES

Street lighting, sidewalks, curb/gutters and bicycle lanes on all arterial streets

have improved safety and created better connections between residential and business areas. The entire cityCity now has access to sewers. Purchase of Windmill Village for a City Hall complex has contributed to the development of a thriving commercial/civic center.

# **PARKS & RECREATION**

Expansion of parks and recreation services has been achieved through cooperative efforts of the City, School Districts, and many citizen volunteers. Residents enjoy more neighborhood parks and public spaces, a community and civic center, public access to the shoreline and a variety of recreation programs and activities for children, youth adults and senior citizens.

#### **MAJOR CAPITAL FACILITIES ISSUES**

When the City incorporated (August, 1995) University Place had a long list of capital facilities needs. Previous underinvestment in urban infrastructure to serve urban growth left the area with major needs for street improvements, sewers, parks and recreation facilities.

The City must acquire, develop and improve facilities necessary to provide governmental services.

Many public facilities that serve the residents of University Place are owned and operated by other jurisdictions which jurisdictions that have their own capital facilities plans and priorities for investment which investment, which may limit the City's ability to "remedy deficiencies".

Most Parks and Recreation Facilities are owned by the School District or provided for by neighboring jurisdictions.

Much of the City is already is-developed. Contributions for "concurrency" will have

only a small impact on the ability to help finance capital facilities.

# **GOALS AND POLICIES**

The goals establish broad direction for providing public facilities. The policies outline steps to meet the goal and the discussions provide background information, may offer typical examples and clarify intent.

LEVEL OF SERVICE AND CONCURRENCY

### **GOAL CF1**

Provide and maintain adequate public facilities to meet the needs of existing and new development. Establish level of service (LOS) standards and identify capital improvements needed to achieve and maintain these standards.

#### Policy CF1A

Establish level of service (LOS) standards for certain City owned and operated public facilities. The City shall work with Level of service for owners and operators of non-City owned and operated facilities to establish levels of service standards will be the primary responsibility of the service provider, necessary to provide for growth and achieve the City's vision. The Levels of service should be established inmust be consistent with applicable interlocal or contractual agreements between with the City and the service provider.

Discussion: Level of service (LOS) standards are benchmarks for measuring the amount of a public facility and/or service provided to the community. Level of service means an established minimum capacity of public facilities or services that must be provided per unit of demand or other appropriate measure of need

(WAC 365-195-210). Level of service standards will be a determining factor for when and where development will occur. This is because level of service is intricately tied to concurrency. (See Policy CF1B).

#### Policy CF1B

Require transportation, -stormwater, sewer and water facilities concurrent with development. Other public facilities such as schools and parks will be provided based on adopted plans and development schedules.

Discussion: The Growth Management Act (GMA) Goal 12 states that public facilities and services necessary to support development shall be adequate to serve the development at the time of development without decreasing current service level standards below locally established minimums (RCW 36.70A.020(12)). The GMA requires concurrency for transportation facilities. (The City's level of service for transportation facilities is established in the Transportation Element). In addition, water and sewer concurrency is highly recommended by the Department of Community, Trade and Economic Development (DCTED). However, the City does not have direct oversight over water and sewer provision. Water and sewer service are provided by other public agencies. The City should work closely with these and other public facility providers to ensure an appropriate level of service for University Place.

#### Policy CF1C

Issue no development permit (such as a building permit or a land use approval associated with a building permit) unless sufficient capacity for facilities, which require concurrency exists or is developed concurrently to meet the minimum level of service for both existing and proposed development.

Discussion: New development <u>must not cause</u> that maintains the level of service to drop at or above <u>below</u> the City's <u>adopted</u> established minimums. for facilities which require concurrency meets the concurrency test. For transportation, "concurrent" means at the time of

development or within six (6) years of completion and occupancy of the development which impacts the facility. If a development <u>causes</u> the level of service to drop below an adopted minimum, a permit will not be issued allowing the new development until the City has assurances that the level of service will be maintained does not meet the concurrency test, the development permit will not be issued. Other public facilities besides transportation will be monitored by the City as development occurs. Provision of these public facilities will be evaluated against applicable codes and levels of service per local, state and federal requirements.

#### Policy CF1D

If necessary public facilities are not already provided at the adepted level of service for facilities identified in Policy CF1B, or if the development proposal would decrease the level of service below the locally established minimum, the applicant may:

- 1. Provide the public facilities and improvements;
- 2. Delay development until public facilities and improvements are available; or
- 3. Modify the proposal to eliminate the need for public facilities and improvements. (Modification may include reduction in the number of lots and/or project scope.)

Discussion: Should a development cause level of service to go below the established minimum, then options do exist that may allow development to proceed at some point in time. The above and other options will be addressed in an adopted Concurrency Management Ordinance.

#### Policy CF1E

Exempt the following development from concurrency requirements:

- 1. Development "vested" in accordance with RCW 19.26.095, 58.17.033, or 58.17.170;
- 2. Expansions of existing development that were disclosed and tested for concurrency as part of -the original application; and,
- 3. Development that creates no additional impact to public facilities.

Discussion: Concurrency requirements do not apply to vested developments. (Vested developments are those projects entitled to develop under the regulations that were in effect when application was made. Washington State courts and the legislature have defined "vested rights" and these continue to evolve.) Additionally, phased developments can be tested once for all phases, allowing construction to proceed thereafter without the need to revisit-the concurrency-test.

#### Policy CF1F

Evaluate needed improvements to the City's public facilities on an <u>bi</u>annual basis.

Discussion: Public facilities must be kept in good repair and need to be maintained or expanded as the eityCity grows. Well-maintained facilities with appropriate capacity contribute to quality of life. Each year, tThe City should evaluate the condition of public facilities and determine needed repairs (non-capacity projects). Additionally, the City should biannually assess expansion needs based on projected growth (capacity projects). This will assist in the timely identification of improvements needed to achieve minimum LOS standards.

#### FINANCIAL FEASIBILITY

#### **GOAL CF2**

Provide needed public facilities within the City's ability to fund or within the City's authority to require others to provide.

#### **Policy CF2A**

Require new development to fund a fair share of costs to provide services for growth generated by that development.

**Discussion:** New development creates impacts upon public facilities and should be responsible for bearing its fair share of costs. Impact fees are one possible source to fund certain public facilities for new growth. However, impact fees cannot be used to pay for existing deficiencies. Other funding sources must be used to pay for existing system deficiencies.

#### Policy CF2B

Review project costs scheduled in the City's Capital Facilities Plan so that expected revenues are not exceeded.

Discussion: Financial feasibility is required for scheduled capital improvements that support new developments. Revenue estimates and amounts must be realistic and probable. Revenues for transportation improvements must be "financial commitments" as required by the GMA. A financial commitment is one sufficient to finance the public facility and to provide reasonable assurance that the funds will be used for that purpose.

# **Policy CF2C**

Consider life cycle costs when making capital facilities purchases.

Discussion: Capital facilities acquisition often focuses on purchase cost. However, a need also exists to focus on facility maintenance and operation costs and/or depreciation. Capital facility purchases commit the City to an operation and maintenance program. Sound financial practices are necessary when considering capital facility purchases, especially given other existing or anticipated long-term life cycle cost commitments.

#### Policy CF2D

Provide public facilities and services that the City can most effectively deliver, and contract for those best provided by other public entities and the private sector.

**Discussion:** Certain public facilities and services are provided to the City by other public entities through contracts or other agreements. The City will regularly evaluate and monitor each service previdersprovider's quality of service and rates. The City may study the feasibility of directly owning and operating these public facilities and services should concerns arise.

#### Policy CF2E

Help residents develop <u>Local</u> <u>Improvement Districts (LIDs) and Utility</u> Local Improvement Districts (ULID¹s) and consolidate them to save administrative costs

Discussion: A process exists, mandated by State Law, to approve and implement <u>LIDs and ULID's</u>. This process is often lengthy and consumes considerable staff time and resources. Rather than possibly pursuing separate LID's <u>and ULIDs</u> within a geographic area, the City should anticipate other LID <u>and ULID</u> improvements in the area and help residents implement them under one LID formation process.

# COORDINATION WITH THE COMPREHENSIVE PLAN, OTHER PLANS, AND OTHER POLICIES

#### **GOAL CF3**

Implement the Capital Facilities Element in a manner that is consistent with other applicable plans, policies, and regulations. This includes, but is not limited to, the Growth Management Act, Pierce County County-Wide Planning Policies (CWPP's), other Comprehensive Plan Elements, and plans of other regional entities, adjacent counties, and municipalities.

# **Policy CF3A**

Ensure public facility improvements which are consistent with the adopted land useimprovements that are consistent with the adopted land use plan map and other comprehensive plan elements.

Discussion: The GMA requires internal consistency between the Capital Facilities Element (CFE) and other comprehensive plan elements. Consistency is essential because the cost and long life of capital facilities sets precedentee for location and intensity of future development. Consistency is also important because the CFE implements other comprehensive plan elements. The CFE serves as a catalyst for financing key proposed projects, and establishes a process to balance competing requests for funds.

# Policy CF3B

Reassess the Land Use Element if funding for concurrent capital facilities is insufficient to meet existing needs.

Discussion: The Comprehensive Plan needs to continually be reassessed to determine whether or not projected capital facilities funding is sufficient to meet existing needs. If probable funding for capital facilities is insufficient to meet existing needs, then plan elements will be reassessed. At a minimum, this includes reassessment of the land use element to evaluate whether the growth projected in the land use element can realistically be achieved given expected capital facilities funding. Additional options include re-evaluating projected funding, alternative sources of funding, and level of service standards

#### **Policy CF3C**

Amend the six-year Capital Facilities Plan (CFP) at least once every two years.

Discussion: So that financial planning remains current with changing conditions, development trends, and the economy, the six year CFP should be amended on a relatively short term basis. The Department of Community Trade and Economic Development (DCTED) recommends that the six year CFP be updated at least every two years to accomplish this purpose.

#### Policy CF3D

Implement the Capital Facilities Element consistent with the requirements of the adopted Pierce County County-Wide Planning Policies (CPP's), the GMA, and other relevant plans.

**Discussion:** The CWPP's and the GMA represent region-wide visions for growth. Interjurisdictional consistency for capital projects within these regional visions is important in achieving the goal of managed growth. Project coordination between adjacent jurisdictions increases the efficiency and long-term success of City projects.

#### SITING FACILITIES

#### **GOAL CF4**

Locate capital facilities for maximum public benefit while minimizing negative impacts.

#### Policy CF4A

Site public facilities to minimize impacts on residential neighborhoods and sensitive environmental areas.

Discussion: Like other development, public facilities may impact surrounding land uses and environmentally sensitive areas. Techniques to minimize negative impacts include, Techniques to minimize negative impacts include, Techniques to minimize negative impacts include, Techniques the environmental review process, conforming with code requirements related to landscaping, setbacks, buffering etc., and avoiding sensitive areas whenever reasonably possible (i.e. designing public roads to avoid sensitive areas), are techniques that can be used.

# Policy CF4B

Acquire and locate public facilities to create multiple use opportunities and support business areas where appropriate.

Discussion: Certain public facilities support multiple uses. For instance, public facilities may have meeting rooms available for use by community groups and private parties. Accessible areas should be considered when acquiring and siting public facilities. Further, certain public facilities attract people to an area and promote adjacent business development. This provides a convenience to the public while also fostering economic development and promoting Commute Trip Reduction policies—Vehicular trip reduction is another-benefit.

#### Policy CF4C

Encourage adaptive reuse of existing buildings as community facilities when possible.

**Discussion:** Where feasible and if appropriate, the City will consider adaptive reuse of existing buildings as community facilities. Certain buildings may become notable community landmarks. In such cases, adaptive reuse should, at least be initially, considered as an alternative to demolition.

# Policy CF4D

Coordinate capital facility siting with the plans of surrounding jurisdictions <u>and</u>, regional and State agencies as required and <u>as</u> appropriate for each facility.

Discussion: Inter-jurisdictional coordination is a fundamental GMA concept. Certain capital facilities are linear in nature and pass through more than one jurisdiction. These facilities often require significant inter-jurisdictional coordination. Other capital facilities may be site specific but regional in nature. These capital facilities serve a population beyond the-cityCity limits and may have a disproportionate financial burden on the jurisdiction where sited. These facilities also require considerable coordination and may have specific siting criteria.

#### **ESSENTIAL PUBLIC FACILITIES**

#### **GOAL CF5**

Establish a process for identifying and Permit the sitingsitting of essential public facilities in accordance with State Requirements, and City Codes.

# **Policy CF5A**

Identify and classify a IUse the City adopted process and approval criteria when siting listed ist-of State-wide, County-Wide, and local essential public facilities.

**Discussion:** Essential public facilities are capital facilities typically difficult to site. The GMA

requires that no local comprehensive plan may preclude the siting of essential public facilities.

Essential public facilities may be drawn from three sources:

- a) the State list,
- b) the County-Wide list; and,
- c) the City list.

The City of University Place will consider process and permit if appropriate—essential public facilities of a State-wide nature as defined by those maintained on the Washington State Office of Financial Management (OFM) list. The Pierce County County-Wide Planning Policies (CWPP) and Pierce County's Comprehensive Plan policies will be used as guidance to identify County-Wide essential public facilities. City essential public facilities will be identified during the development regulation phase using, at a minimum, criteria recommended in WAC 365-195-340 (2)(ii)(C).

#### Policy CF5B

Establish a process for siting essential public facilities.

Discussion: Local comprehensive plans must include a process for siting essential public facilities. The following requirements and process shall apply to proposals for siting an essential public facility in University Place:

- a) The applicant shall be required to clearly justify project need based on forecasted needs and service areas, specific facility requirements; facility impacts, and other standards and criteria as outlined in the County-Wide Planning Policies or other locally developed plans and ordinances;
- b) For essential public facilities of a State wide nature and, if necessary, for essential public facilities of a regional or county wide nature, the applicant-shall establish a public review process which ensures that residents of the city and other affected jurisdictions have reasonable opportunity to participate in the site selection and/or-site design process. This may include establishing an advisory committee composed of citizens representing a broad range of interest groups and expertise. Public information or notice techniques will be actively used to promote citizen awareness of the proposal;

- c) An analysis of the financial impacts to the City may be required. If the financial study demonstrates that locating the facility in the city would result in a disproportionate financial burden to the City of University Place, an agreement with the project proponents should be executed to mitigate the adverse financial impact or the approval shall be denied. The City will also pursue agreements among other jurisdictions to mitigate the disproportionate financial burden which may fall on the City of University Place as the essential public facility site. Provision of amenities, incentives, and compensation for neighborhoods where the essential public facility is to be located may be required;
- d) For essential public facilities of a county-wide, regional, or State-wide nature, there shall be a cooperative inter-jurisdictional approach to siting consistent with the County-Wide Planning Policies (CPP's):
- e) Essential public facilities will be reviewed on a case-by-case basis through the City's Conditional Use or Public Facility Permit process. Not all individual zoning districts will allow all or certain essential public facilities. A facility should only be allowed in those zones where it is compatible with similar land uses and where it can be mitigated. In granting approval for an essential public facility, the following are applicable:
  - i) Conditions of approval may be imposed. This includes, but is not limited to construction, design, operational, and health and safety related conditions which are in the best interests of the public and protection of the environment;
  - ii) A finding must be made that the proposed essential public facility is consistent with the State planning goals as-well as-with the City's Comprehensive Plan:

The City's essential public facilities process does not waive any other licenses, permits or approvals required by any other applicable laws, regulations, ordinances, or rules.

#### Policy CF5B

Adaptively manage the process for siting and permitting essential public facilities to

# insure the public is protected from adverse impacts.

Discussion: Adaptive management involves the monitoring of processes and outcomes to determine if they are achieving their purpose and to modify the process if necessary to achieve the desired outcome. By definition, essential public facilities are difficult and controversial to site due to negative impacts associated with these facilities. An intensive public involvement process, analysis and appropriate mitigation are needed before an essential public facility can be sited. The process needs to be dynamic in order to adapt to changing conditions and technologies.

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#### Policy CF5C

Actively monitor and participate in siting of essential public facilities in other parts of the County that may have an impact on University Place.

Discussion: The siting of essential public facilities in a neighboring jurisdiction or in the County may have an adverse impact on facilities and services and the citizens of University Place. By monitoring proposals to site essential public facilities, the City will be better prepared to mitigate and seek mitigation for any associated impacts.

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#### SPECIFIC FACILITIES

# **GOAL CF6**

# Address specific public facilities and service issues.

The following policies address specific public facilities and services. As a new City, several specific public facility issues have emerged which require policy direction. Not all public facilities and services are addressed. This is not intended to diminish their importance. The City intends to be actively engaged in monitoring their provision.

# TRANSPORTATION

#### Policy CF6A

Maintain a level of funding needed the achieve the adopted level of service.

Discussion: Level of Service for transportation facilities is a measure of congestion and delay at intersections and on roadway segments. The safety of a community, quality of life and its ability to attract and maintain a viable business community are all dependent on maintaining quality transportation facilities.

#### Policy CF6B

Provide for pedestrian, bicycle and other transportations facilities that improve livability and reduce dependence on the automobile.

Discussion: Other transportation facilities including but not limited to pedestrian and bicycle facilities, sidewalks, attractive streetscapes, streetlights and street furniture encourage alternative modes of transportation, contribute to a safer environment and enhance quality of life.

#### **SEWER**

#### Policy CF6C

Make sewers available to all properties in 20 years.

Discussion: The City's vision is that the entire City has access to sewers. There are several areas of the City where sewers are not currently available. For the purpose of this policy "available" means within 300 feet of all properties allowing individual property owners to extend the sewer line or hook up for a reasonable cost. However, the costs and State laws regarding formation of Utility Local Improvement Districts makes it difficult to provide sewers. The City and sewer providers need to work together on creative solutions if the vision is to be achieved. The established level of service may need to be adjusted in the future to reflect the financial ability to provide the service.

# Policy CF6AD

Work with Pierce County Public Works and Utilities, and the City of Fircrest and

the City of Tacoma to develop a phased plan to offer sewer service to remaining areas without sewers. Give priority to areas with failing or aging septic systems.

Discussion: Several Many areas in the cityCity areas still remain without sewers. The absence of a sanitary sewer system can create health concerns, particularly when an aging septic system fails. While the Tacoma-Pierce County Health Department will have new requirements for septic system operation and maintenance in 1998, septic tank failure can still occur with very little notice. Providing immediate sanitary sewer in direct response to a septic tank failure is not often very-feasible. The CityCity needs to work with the Pierce County Public Works and Utilities, and the City of Fircrest and the City of Tacoma to develop a phased sewer plan which directs improvements to remaining areas without sewers., including the City's Urban Growth Area. The County, in 1997, has begun work on an update to the Unified Sewer Plan and is working with all jurisdictions to identify these needs.

# Policy CF6E

Encourage properties to hook up to sewers if they are currently available and require new development to connect to sewers.

Discussion: There are numerous properties where sewers are available to the property but not connected or required to connect to the sewer system. Connecting these properties will help alleviate long term environmental problems when septic systems fail or groundwater becomes contaminated. If more properties hook up to sewer systems when sewers are installed, sewer providers will be more likely to install facilities based on future revenue.

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# STORMWATER/DRAINAGE MANAGEMENT

#### Policy CF6BF

Incorporate Require best management practices in the development of storm water regulations, addressing stormwater quality, quantity, erosion prevention and minimizing down stream impacts of runoff and facilities that comply with the City's storm water design guidelines for new development.

Discussion: Flooding in University Place has been a concern. Following its incorporation, the City of University Place assumed responsibility for the stormwater drainage management system. While many flooding difficulties have been addressed, new development will place additional strain on the existing stormwater system. To avoid creating new problems and/or to avoid previously existing problems from re-emerging, state of the art<sub>1</sub> stormwater/drainage facilities that comply will need to comply with regulations developed using the best management practices. with the City's storm water design standards shall be required of new development.

# Policy CF6GG

Maintain the existing storm drainage system to prevent blockage and backups.

Discussion: The City needs to review and program maintenance into its budget to help ensure that stormwater systems function effectively, especially as the City relies in part on natural creeks for the drainage system. Blockage can result from silt, vegetation, trees and other debris within the drainage course. Facilities maintenance as well as enforcement of the City's regulations can reduce and /prevent blockage related problems to the existing drainage systems.

# Policy CF6DH

Implement the adopted Comprehensive Storm Drainage Plan that identifies existing flooding problems and includes a strategy to make improvements. Discussion: To address existing and potential future possible-flooding problems, the City should implement the adopted Comprehensive Storm Drainage Plan. This plan identifies existing flooding problems, their causes, and includes a programmed strategy to address the problems. Pursuit of funding opportunities and establishing best management practices to minimize development impacts is would also be appropriate important.

# CITY HALL AND RELATED FACILITIES

#### Policy CF6EI

Expand City Hall facilities to in stages to accommodate projected staffing, changes in technology, improved customer service and public assembly areas as needed.

Discussion: The current City Hall site at 3715
Bridgeport Way was purchased in 1996.
Additional land adjacent to City Hall was
purchased in 1997 for a park and other facility
needs. The City Hall facility was expanded in
1999 by adding a new Council Chamber and
making significant upgrades to existing facilities.
Additional improvements have been made to
improve customer service and efficiency. The
City needs to continue to update City Hall facilities
to accommodate changes in technology and
customer service needs.

# PARKS AND RECREATION

# Policy CF6FJ

Maintain a safe, attractive, enjoyable and diverse park system that meets the needs of residents, business, and visitors consistent with the adopted Parks, Recreation and Open Space Plan and goals and policies in the Parks, Recreation and Open Space Element.

**Discussion:** Since incorporation, the City has developed a new recreation program involving substantially greater numbers of participants. The City has also acquired park lands and open space

in accordance with The City of University Place has an adopted Parks Recreation and Open Space Plan (adopted as an appendix to this Comprehensive Plan). There is also a Parks, Recreation and Open Space Element to this Comprehensive Plan. The City will pursue the plans, goals, and policies of these documents.

#### POLICE AND FIRE PROTECTION

#### Policy CF6GK

Provide and enhance a-public safety system to meet the community's public safety needs.

Discussion: The City of University Place contracts for-both law enforcement - (with Pierce County Sheriffs Department), and for Fire and Emergency-Medical Response (Pierce County Fire District Number 3). The City will work closely with these County - providers to pursue and implement programs that improve and enhance public safety and to retain police facilities within the cityCity. Pursuing co-location of public safety facilities may improve customer service and provide-cost savings.

# **FIRE PROTECTION**

#### Policy CF6L

Work with the Fire District to maintain a level of service that meets industry standards for fire suppression and emergency services.

Discussion Although the City does not control Fire District resources the City needs fire suppression and emergency services to be maintained as the City grows and to comply with the GMA.

#### LIBRARY

#### Policy CF6M

Work with the Pierce County Library to maintain a level of service that meets industry standards.

<u>Discussion:</u> Like the Fire District, the City does not control Library District resources. Although not as important to the health and safety of our citizens the City needs to ensure that library facilities and services keep up with demand as the City grows.

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# **SCHOOLS**

#### Policy CF6HN

Coordinate with the University Place, Tacema, and Steilaceem School Districts to facilitate the provision of quality education and facilities for students. Consider adopting an impact fee ordinance.

Discussion: The City has three School Districts within its boundaries. The majority of the City is served by the University Place District University Place District serves the majority of the City. Tacoma serves the southeast area of the cityCity, east of 67th Avenue West and south of 48th Street West. Steilacoom has only a small area in the southwest corner along Chambers Creek Road. The City can work with school districts through communication with school district officials on issues of mutual interest. This includes school facility location, impacts of new development. impacts of school facilities and activities on the community, population and growth projections, and parks and recreation programming. The City will-also consider adoption of an impact fee ordinance to mitigate demands of new development.

#### Policy CF60

Involve Private Schools in the City while planning educational resource needs.

Discussion: Although many of the students attending private schools in University Place, live outside the City limits, many others are citizens of the City and those must be factored in when planning for future needs associated with growth.

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#### CAPITAL FACILITIES ELEMENT BACKGROUND INFORMATION

The adequate provision of public facilities and services is one of the central themes to the Washington State Growth Management Act (GMA). For University Place residents, maintaining adequate roads to manage congestion, adequate drainage facilities to minimize flooding, adequate schools to avoid overcrowding, and developing a sound park system to provide accessible recreational opportunities typify how public facilities and services relate directly to the community's quality of life. This element addresses these and other public facility and service needs.

#### Washington State Growth Management Act (GMA)

The Capital Facilities Element (CFE) is mandated by the Washington State Growth Management Act (GMA). The GMA requires cities and counties to approve and maintain a eCapital fFacilities eElement consisting of: 1) an inventory of existing capital facilities owned by public entities, showing their locations and capacities; 2) a forecast of future needs for such capital facilities; 3) the proposed locations and capacities of expanded or new capital facilities; 4) at least a six-year plan that will finance such capital facilities within projected funding capacities and that clearly identifies sources of public money for such purposes; and; 5) a requirement to reassess the land use element if funding falls short of meeting existing needs and to ensure that the land use element, capital facilities element, and financing plan within the capital facilities element are coordinated and consistent.

The City's CFE also contains goals and policies to guide and implement the provision of adequate public facilities. Overall, this element fulfills the GMA requirement for capital facilities planning. In addition, the CFE serves as a basis for sound city management and establishes grant and loan eligibility.

To keep the CFE an effective decision-making document, the City should update the Capital Facilities Plan (CFP) at least every two years. The update will be conducted simultaneous with the City's annual budget process in order to incorporate the updated CFP into the budget.

# Concurrency

GMA Goal 12 seeks to ensure that public facilities and services shall be adequate to serve new development upon occupancy and use, without decreasing current service levels to the rest of the community below locally established standards.

This concept is generally known as concurrency (also called adequate public facilities). The GMA requires concurrency for transportation facilities. The identification of additional public facilities subject to concurrency is left to the discretion of the local jurisdiction, although the Department of Community, Trade, and Economic Development (DCTED) Procedural Criteria highly recommends that concurrency apply to potable water and sanitary sewer. Local jurisdictions adopt concurrency management ordinances to implement concurrency programs and ensure that adequate capacity is available to serve development.

#### Level of Service (LOS)

In preparing a Capital Facilities Element, a key decision is establishing level of service (LOS) standards for selected-public facilities <u>and services</u>. The LOS standard refers to an established minimum capacity of public facilities or services that must be provided per unit of demand or other appropriate measure of need. The establishment of levels of services for <u>public-facilities or public-and</u> services will enable the City to: a) evaluate how well it is serving its existing residents; and, b) determine how many new facilities <u>or services</u> will have to be constructed or provided to service accommodate new growth and development.

Unlike many other cities, University Place contracts for many public facilities and services rather than maintaining direct ownership and operation. Examples include fire protection, law enforcement, potable water, court, and sanitary sewer. These contracted public facilities and services are owned and operated by other local governments or special districts.

For the purposes of this element, capital facilities shall be those "public facilities" defined in RCW 36.70A.030(12). The City-owns and operates certain public facilities such as streets, parks, and the stermwater management system. This CFE will address each of these public facilities, including identifying-proposed locations and capacities of expanded or new facilities. A funding plan will also be addressed.

However, in instances where the public facility is owned and operated by another public entity, (i.e. water by Tacoma Public Utilities and sanitary sewers by Pierce County Public Works and Utilities and Firerest), the CFE will only inventory existing facilities and forecast future needs. The proposed locations and capacities of expanded or new facilities and a funding plan are left to the providing agency. Information concerning proposed locations and future funding is often addressed by the providing agencies' Capital Facilities Plan. Therefore, City ownership and operation of the capital facility is the determining factor for including long term facilities plans and funding strategies in the City's Comprehensive Plan.

#### **Facilities and Services**

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The City of University Place owns and operates some facilities and services, and contracts for others. Some facilities and services are provided by special districts, by other public agencies or private providers. Tables 5-1 and 5-2 list Capital Facilities and services, indicates who is the provider(s) and level of service measurements.

### Table 5-1 City Owned & Operated Facilities and Contracted Services

Capital Facility/Service	Provider	Level of Service Measurement
Transportation	City	Delay at Intersections/Road
		Capacity
Surface Water Management	City	Water Quantity / Quality
Parks & Recreation	City	Acres / 1000 Population
Municipal Facilities	City	Building Area / 1000 Population.
Police	City Contract	Response Time
Courts	City Contract	Cases / Population

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# Table 5-2 Facilities and Services Provided by Others

Capital Facility/Service	<u>Provider</u>	Level of Service Measurement
Sewer	Pierce County	Availability
<u>Water</u>	City of Tacoma	Gallons per User & Quality
Schools	School District	Class Size
Library	Library District	Building Area / 1000 Population
<u>Fire</u>	Fire District	Response Time
Transit	Transit Authority	Ridership

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# <u>CITY OWNED & OPERATED AND CONTRACTED PUBLIC FACILITIES & SERVICES</u>

#### Transportation

Although principally a residential community, traffic congestion is a concern in University Place. Traffic inside and outside of the City will increase over the planning period, even with increased use of other forms of transportation including transit, bicycle and pedestrian. The section provides a summary of improvements planned to accommodate projected growth while maintaining adopted level of service, a level of service that takes into account delay at intersections and on road segments, congestion in general and safety.

The Transportation Element of this Comprehensive Plan addresses the inventory, future needs, proposed locations/capacities, and six-year funding plan for transportation. It also establishes a level of service for intersections and arterial segments. *Please refer to the Transportation Element for details.* 

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#### Level of Service:

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In Transportation Planning, level of service (LOS) standards describe both the operational conditions within traffic flows and the perception of these conditions by motorists. Each LOS describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e. number of vehicles per mile). The LOS grading ranges are A to F, where LOS A describes conditions when no delays are present and low volumes are experienced. A LOS of E represents an "at capacity" condition under which no more vehicles could be

added to the intersection or road segment without a breakdown in traffic flow. LOS F indicates long delays and/or forced traffic flow. In most jurisdictions in the Puget Sound region and in University Place, LOS D or better is the adopted Level of Service.

Inventory (Existing Facilities)
The major arterials, secondary arterials, and collectors in the University Place area form
grid system running east west and north south. The roadways either lead to residential
areas with more circuitous local street connections or to principal State arterials such as
State Route (SR) 16 or Interstate 5 (I-5). Key north-south roadways from east to west
within the grid system include:

(1) South Orchard Street, a major north-south arterial traveling between the cities of Fircrest, Tacoma, and University Place:

(2) 67<sup>th</sup> Avenue West, a secondary north-south arterial between Bridgeport Way on the South and 44<sup>th</sup> and the north City limits;

(3) Bridgeport Way West, the primary north-south major arterial that runs through the City's Town Center and provides a route to SR 16 to the north and I-5 to the south; and

(4) Grandview Drive West, located on the west side of University Place and classified as a minor arterial between 64<sup>th</sup> Street West and 27<sup>th</sup> Street West.

Key east-west roadways from north to south within the grid system include:

- (1) South 19<sup>th</sup> Street, an collector arterial located on the northern boundary of University Place, where are centerline provides the boundary with the City of Tacoma;
- (2) South 27<sup>th</sup> Avenue West/Regents Boulevard, a major arterial between 67<sup>th</sup> Avenue and Bridgeport Way:
- (3) 40<sup>th</sup> Street West is a secondary arterial with two lanes between Olympic Boulevard and Sunset Drive, three lanes between Sunset and Bridgeport Way, and four lanes between Bridgeport and Orchard Street;
- (4) Cirque Drive West, providing a connection between residential areas on the west side of University Place to Interstate 5 to the east; and
- (5) <u>Chambers Creek Road/64<sup>th</sup> Street West, a secondary arterial on the south side of University Place.</u>

# Future Needs

The area's projected population and employment growth provides a basis for estimating the growth in travel. Population growth generally results in more trips by residents in the area and employment growth generally results in more trips to offices, retail shops, schools, and other employment or activity centers. To estimate future traffic volumes resulting from growth, computerized travel demand models are commonly used. Overall, the City of University Place's traffic forecast is based on a year 2017 forecast of 15,137 households and 7,361 employees. These forecasts rely on PSRC Traffic Analysis Zones (TAZ's) data within and immediately around the City of University Place.

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<u>Daily traffic volume along Bridgeport Way West, between 40<sup>th</sup> Street West and Cirque Drive West is projected to increase to 29,700 trips. Estimated year 2017 volumes on other arterials throughout the City range from 2,400 Average Daily Trips (ADT) to 18,400 ADT.</u>

# Proposed Locations / Capacity

As population increases, the level of service is expected to decline at all intersections between 1997 and 2017. In 1997, there were no intersections operating at either LOS E or F. However, by year 2017 two intersections are expected to decline to an LOS of F. Both intersections are already signalized. These two include:

(1) 67<sup>th</sup> Avenue/40<sup>th</sup> Street West: This intersection will require installation of a westbound right turn pocket would improve the intersection to LOS D; and

(2) Orchard Street/Cirque Drive: Installation of a westbound right turn pocket would improve the intersection to LOS D. The west leg of this intersection is within the City of Tacoma. Improvements to this arterial segment would either be the responsibility of the City of Tacoma or a joint project between Tacoma and University Place.

A number of arterial segments will experience a LOS reduction between 1997 to 2017. However, by the year 2017, only two arterial segments are expected to operate at LOS E or F assuming no improvements. These two include:

- (1) South 19<sup>th</sup> Street from Sunset Drive to Bridgeport Way West. Widening 19<sup>th</sup> Street to three lanes would effectively address the projected year 2017 LOS E capacity deficiency to LOS A. Portions of this right of way, however, are owned by the City of Tacoma. University Place has shared (centerline) ownership in some areas segment; and
- (2) 40<sup>th</sup> Street West from 67<sup>th</sup> Avenue West to Alameda Avenue West. The installation of a westbound right turn pocket at this intersection will provide sufficient capacity increase on 40<sup>th</sup> Street West so that additional roadway improvements will not be necessary. Installation of this improvement will achieve a LOS of B, compared to LOS F if no improvements were made. This arterial segment is in the City of Fircrest and would have to be constructed as either a City of Fircrest project or as a joint project between Fircrest and University Place.

# Financing Plan

In addition to projects that are designed to address capacity and LOS, non-capacity improvements are also planned. Capacity improvements are those locations that will require infrastructure upgrades to meet GMA concurrency. Non-capacity improvements address functional classification changes, roadway maintenance and design upgrades, circulation improvements, and safety.

Table 5-3 Identifies funding allocations for transportation improvements during the next 6-years. Improvements to meet LOS requirements are scheduled beyond the current 6-year timeframe.

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Table 5-3 2003-2008 Transportation and Stormwater Capital Improvement Plan

	20002	200	2005	2000	2007	2008	
Funding Sources	2003	2004	in and the second secon	2006			Total
Beginning Fund Balance	\$956,027	\$889,918	<u>\$992,521</u>	\$1,592,885		\$2.414,037	\$8,562,427
<u> Çeneral Fund</u>	<u>\$150,000</u>	<u>\$150,000</u>	<u>\$150,000</u>	<u>\$150,000</u>	<u>\$150,000</u>	<u>\$150,000</u>	\$900,000
Debt Service	\$100,000	\$100,000	<u>\$100,000</u>	<u>\$100,000</u>	\$100,000	\$100,000	\$600,000
\$treet Fuel Tax	<u>\$217.511</u>	\$220,784	\$226,123	\$231,272	<u>\$235,480</u>	<u>\$241,194</u>	\$1,372,364
Surface Water Management	\$1,057,542	<u>\$1,086,291</u>	\$1,117,019	\$1,148,202	<u>\$1,179,815</u>	<u>\$1,211,827</u>	<u>\$6,800,696</u>
TEA 21						\$519,000	\$519,000
Bridgeport Grants	\$49.089	\$294,533	\$2,000,000		\$3,000,000	\$4,019,000	\$9,362,622
Leach Creek Grant	\$713,000						\$713,000
Interest Inc.	\$33,750	\$33,750	\$33,750	\$33,750	\$33,750	\$33,750	\$202,500
<u>Φther</u>	\$335,000		\$300,000				\$635,000
Total Funds	\$3,611,919	\$2,775,276	\$4,919,413	\$3,256,109	\$6,416,084	\$8,688,808	\$29,667,609
			100				
Projects	2003	<u>2004</u>	2005	2006	2007	2008	<u>Total</u>
Bridgeport Way	\$56,750	<u>\$340,500</u>	\$2,000,000		\$3,000,000	\$4,900,000	\$10,297,250
<u> ¢irque Drive</u>	\$410,000						\$410,000
64th Street	\$350,000					·	\$350,000
27th Street						\$2,800,000	\$2,800,000
\$ewers	\$69,063						\$69,063
Neighborhood Projects	\$152,000	\$154,040	\$156,121	<u>\$158,243</u>	\$160,408	\$162,616	\$943,428
Street Lighting	\$35,000						\$35,000
Surface Water Projects	\$883,000	\$456,500	\$342,300	\$546,200			\$2,228,000
Фverlay Program	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,200,000
Subtotal Projects	\$2,155,813	\$1,151,040	\$2,698,421	\$904 443	\$3,360,408	\$8,062,616	\$18,332,741
Expenses	2003	2004	2005	2006	2007	2008	Total
Personnel	\$177,462	\$186,335	\$195,651	\$205,434	\$215,706	\$226,491	\$1,207,079
Contingency	\$110,000	\$170,000	\$170,000	\$170,000	\$170,000	\$147,030	\$937,030
Debt Service	\$278,726	\$275,381	\$262,456	\$259,193	\$255,933	\$252,671	\$1,584,360
Subtotal Expenses	\$566,188	8631,716	\$628,107	<u>\$634.627</u>	\$641,639	\$626,192	\$3,728,469
Total Expenses	\$2.722.001	\$1,782,756	\$3,326,528	\$1,539,070	\$4,002.047	\$8,688,808	\$22,061,210
Balance	\$889.918	\$992,520	\$1,592,885		\$2.414,037		\$7,606,399

# Surface Water Management

The City of University Place is located in the Chambers - Clover Creek Watershed Resource Inventory Area 12 or (WRIA) 12. The WRIA is made up of several watersheds and numerous sub-watersheds. University Place is located in portions of two watersheds, the Chambers Bay and the Tacoma West Watersheds. Within each of the two watersheds there are several sub-watersheds. A map of these watersheds is included in the Comprehensive Storm Drainage Plan incorporated by reference and attached as Appendix C. Surface Water Management (SWM) Facilities convey stormwater in each of these watersheds either to Chambers Creek or directly to Puget Sound.

#### Level of Service

In 1997 the City of University Place adopted the King County Surface Water Design Manual (KCSWDM) as its standard for development and level of service. The KCSWDM sets forth the City's minimum drainage and erosion control requirements. The City's Public Works Standards supplement these requirements. Standards require that new development be able to adequately handle storm events. The City encourages use of open vegetated channels to convey storm water when possible.

### Inventory

The City manages 32 holding ponds. There are also several private holding ponds within the City. Other storm water is conveyed to retention facilities via ditches and subsurface storm drainage pipes. Most of the City's SWM sites are small isolated parcels located within or adjacent to residential subdivisions and/or along drainage corridors at intersections with area roadways. **Figure 5-1** shows the City's storm drainage facilities.

A more detailed inventory of storm drain facilities within the City is on file with the City's Department of Public Works. A system inventory is also contained in the Comprehensive Storm Drainage Plan adopted in 1998 and incorporated into this Comprehensive Plan as Appendix C.

## **Future Needs**

The City's adopted Comprehensive Storm Drainage Plan identifies problems in the City's drainage infrastructure and receiving waters. Recommended improvements are itemized and identified by the following watersheds: Leach Creek Basin, Soundview Basin, Crystal Springs Basin, North Day Island Basin, Day Island Lagoon Basin, and Chambers Creek Basin.

The recommended improvements are directed at correcting both existing problems and to accommodate the effects anticipated from future growth of the City. Recommended improvements include relieving flooding, controlling erosion in streams, and protecting water quality. The improvements consist of storm drain pipelines, culverts, detention facilities, and stream channel restoration. The improvements consist of both construction of new facilities and restoring existing facilities to their design capacity.

In addition to recommended capital improvements the Comprehensive Storm Drainage Plan includes discussion on maintenance and operation needs. The Drainage Plan also discusses non-structural recommendations such as public education, monitoring and investigations and spill containment and response.

# **Proposed Location and Capacities**

Installation of new facilities is often done in response to specific development. The City requires all new development to comply with the standards set forth in the King County Surface Water Management Design Manual guidelines (KCSWMDM). As noted earlier the City adopted these guidelines as its LOS.

<u>Table 5-3 includes storm water capital facilities planned in the next 6 years. The schedule and funding for these facilities may change in order to maintain an adequate level of service.</u>

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## Six-Year Funding Plan

The City maintains a Surface Water Management Fund. This fund was established to administer and account for all receipts and disbursements related to the City's surface and storm water management system. All service charges are deposited into this fund for the purpose of 1) paying all or part of the cost and expense of maintaining and operating surface and storm water management facilities; 2) paying all or part of the cost and expense planning, constructing, and improving any such facilities; or 3) paying or securing the payment of all or any portion of any general obligation or revenue bond issued for such purposes. The SWM fund is organized into two supporting divisions: Engineering, and Maintenance and Operations.

The primary revenue sources for the surface water management fund are: 1) surface water management fund; 2) interest earnings; and, 3) beginning fund balance. The primary expenditures are: 1) design, construction, and inspection of public surface water capital improvement projects; and, 2) maintenance program for the current system.

In 1998 the City Council increased storm water utility rates so that improvements identified in the Comprehensive Storm Drainage Plan could be addressed.

The City of University Place owns and operates its Parks and Recreation system. In 1997, the University Place City Council adopted a Parks, Recreation, and Open Space Plan. The Comprehensive Plan adopts the Parks and Recreation Plan by reference (Appendix B).

The adopted Parks, Recreation and Open Space Plan details the City's existing park improvements, future needs, proposed park acquisition and developments (including trails), existing and proposed levels of service (LOS), and a six-year capital facility program through the year 2003\_2003. The Parks, Recreation, and Open Space Plan also identifies open space corridors useful for wildlife habitat, trails, and recreation consistent with RCW 36.70A.160.

The following summarizes the findings of the adopted Parks, Recreation Open Space Plan. For detailed information please refer to the Plan. which is on file with the City of University Place Planning and Community Development Department.

#### Level of Service

The adopted City of University Place Parks, Recreation and Open Space Plan found that National Recreation and Park Association Standards recommend providing approximately 34.45 acres of all types of parkland per every 1,000 persons in the population. The 34.45 acres are broken down into conservation areas, playgrounds and play fields and other park facilities.

By comparison, in 1997 University Place owned 41.4 acres of park land or about 1.44 acres per 1,000 persons. All public agencies, including Pierce County and the University Place School District, own more that 600 acres with park, recreation, and open space potential or about 20.92 acres per every 1,000 persons. All public and private agencies combined own about 745.4 acres of land, or about 25.93 acres per every 1,000 persons within the City, hereafter referred to as the "combined level of service".

The adopted City of University Place Parks, Recreation and Open Space Plan recommends a level of service of 31.68 acres of park land per 1000 persons, closer to the national average of 34.45 acres per 1000 persons.

# Existing Facilities Inventory

As noted above, The University Place Parks, Recreation and Open Space Plan adopted in June 1997 notes that the City of University Place, Pierce County, the University Place School District, and private agencies have assembled over 745.4 acres of land with park, recreation, and open space uses within the cityCity limits. Excluding the private agencies, Pierce County, the City of University Place, and the University Place School District own 601.6 acres with parks, recreation and open space potential.

The City of University Place alone owns  $13\underline{5}$  properties with approximately  $79\underline{86}$  acres of land available for public use. These are identified in **Table 5-14**.

# TABLE 5-44 CITY OWNED PROPERTIES AVAILABLE FOR PUBLIC USE

Day Island Surface Water Management (SWM)	2.50 acres		
Sunset Terrace Park	2.25 acres		
Adriana Hess Wetland Park*	2.00 acres		
4. Curran Apple Orchard	7.33 acres		
Woodside Pond Nature Park	3.59 acres		
6. Leach Creek Open Space	13.00 acres		
7. Conservation Park	1.5 acres		
8. Chambers Crest Wildlife Habitat	7.5 acres		
9. Senior Center	2,800 square foot building		
	on 0.5 acres.		
10. Colgate Park	11. 0 acres		
11. City Hall - Administration (part of overall site)	0.5 acres		
12. Bridgeport Way and Cirque Drive*	22 <u>3</u> .0 acres		
13. Homestead City Hall Park*	5.5 acres		
14.Pemberton Creek Open Space	4.9 acres		
15. Brookridge Trail Easement	1 acre		
TOTAL	<del>79.17</del> <u>86.07</u> acres		

<sup>\*</sup> Partially or entirely acquired following adoption of the 1997-Parks, Recreation and Open Space Plan.

Figure 5-42 identifies the location of these properties (with the exception of the building sites such as City Hall and the Senior/Community Center).

## Future Needs

The adopted City of University Place Parks, Recreation and Open Space Plan found that National Recreation and Park Association Standards recommend providing approximately 34.45 acres of all types of park land per every 1,000 persons in the population.

By comparison, University Place owns 41.4 acres of park land or about 1.44 acres per 1,000. All public agencies, including Pierce County and the University Place School District, own-more that 600 acres with park, recreation, and open space potential, or about 20.92 acres per every 1,000 persons in the city. All public and private agencies combined own about 745.4 acres of land, or about 25.93 acres per every 1,000 persons within the city.

# **Future Needs**

In 1997 when the Comprehensive Plan was adopted population was projected to increase by 4,340 people by 2017. This meant that in order to maintain the existing level of service of 1.44 acres of park land per 1000 person the City would need to acquire 6.25 acres of parkland by 2017. If the City were to maintain the combined level of service an additional

112 acres of parkland would be needed by 2017. To achieve the recommended level of service, an additional 315.9 acres would be required.

During the first six-years following adoption of the Comprehensive Plan and the Parks, Recreation and Open Space Plan, the City grew by 1,035 people and increase of 3.47%. Park land owned by the City increased by 45.5 acres or 53%. To achieve the recommended level of service, an additional 270 acres are required.

The forecasted population will create additional requirements for all types of lands, but particularly for resource conservancies and athletic fields and playgrounds, if the existing LOS is retained.

### **Proposed Locations and Capacities:**

After adopting the Park, Open Space and Recreation Plan in 1997, the City purchased the "City Hall Park" adjacent to City Hall and the 22 acre Bridgeport Way/Cirque Drive site.

Additional properties under consideration include five acres south of the Bridgeport Way-Cirque Drive site and 5-acres known as the Kobiashi property at the confluence of Leach Creek and Chambers Creek. Other properties and facilities improvements to achieve the recommended level of service are included in the adopted Parks, Recreation and Open Space Plan. (Appendix (B). The Alan and Victoria Giske and Lillian Stockman (commonly referred to as Giske/Stockman property) are each five acre properties located adjacent to each other on the south side of 64<sup>th</sup> Avenue West, across for the entrance of the Tacoma Rifle and Revolver Club. These are currently being considered for purchase.

The primary emphasis of the capital improvement plan is the development of improvements to the park site at Bridgeport Way and Cirque Drive. Planning improvements include soccer, softball and baseball fields, a playground, volleyball court, an amphitheater, skate board park, BMX track, pedestrian trails and open space.

#### Six-Year Funding Plan

**Table 5-52** is the City of University Place six-year parks and recreation capital facilities plan (CFP). For historical purposes, it also includes 1996 and 1997 financing and expenditure figures.

A variety of funding sources including general fund dollars, utility and real estate excise taxes, impact fees and general obligation bonds will be used to generate revenue for park acquisitions and improvements during the next six years. Although a number of grant opportunities are available these sources can not be depended on. Funds awarded in grants may be used to develop more park facilities sooner.

Table 5-5 2003-2008 Parks & Recreation Capital Improvement Plan

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Funding Sources	2003	<u>2004</u>	<u>2005</u>	<u>2006</u>	2007	<u>2008</u>	Total
Beginning Fund	\$250,000	\$95,292	<u>\$2</u> 0,484	-			\$365,776
Balance							
General Fund	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$900,000
2 <sup>nd</sup> 1/4 % REET	\$280,000	\$282,750	\$285,528	\$288,333	\$291,166	\$294,028	\$1,721,805
Impact Fees	\$50,000	\$50,000	\$25,000	\$25,000	\$25,000	\$25,000	\$200,000
Interest Earnings	\$28,900	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000	\$73,900
Facility Leases	\$37,200	\$37,200	\$15,600				\$90,000
Total Funds	\$796,100	\$624,242	\$505,612	\$472,333	\$475,166	\$478,028	\$3,351,481
104 (107 (108))							
Projects	2003	2004	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>Total</u>
Cirque Bridgeport	\$250,000	\$271,054	\$300,000				\$821,054
<u>Park</u>							
<u>Improvements</u>							
Curran Park							<u>\$40,000</u>
Improvements	\$5,000						
Homestead Park	\$91,000	\$90,000				l	<u>\$181,000</u>
Improvements	040.000	040.000					250.000
Bridgeport	\$10,000	<u>\$10,000</u>					<u>\$20,000</u>
Greenway	£450.000						\$450,000
Kobayashi Property	\$150,000						<u>\$150,000</u>
Acquisition							
Subtotal Projects	\$506.000	\$406.054	#300 000				\$1,212,054
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Other Expenses	2003	2004	2005	2006	2007	2008	Total
Personnel	AND DESCRIPTION OF THE PARTY OF THE PARTY OF	\$197,704	ANALES CONTRACTOR OF THE PERSON OF THE PERSO	to to to	\$222,390	\$231,285	\$1,260,927
Contingency	\$4,708				\$252,776	\$246,743	\$762,724
Subtotal	\$194,808	\$197.704	\$205,612		\$475,166	\$478,028	\$2,023,651
Expenses							de la companya di sa
Total Expenses	\$700,808	\$603,758	\$505,612	\$472,333	\$475,166	\$478,028	\$3,235,705
Balance	\$95,292	\$20,484	\$0	\$0	\$0	<u>\$0</u>	\$115,776

As seen by the Parks and Recreation CFP, a significant amount of expenditures are programmed for 1998, including improvement projects to existing parks and the proposed acquisition of additional park land. In 1998, a beginning fund balance of over \$1.5 million exists. An ending fund balance of \$456,168 is anticipated at the end of year 2003.

#### Stormwater

The Pierce County Surface Water Management (SWM) Utility acquired and developed a series of surface water detention and retention ponds throughout the city. Sometimes this occurred through dedication by developers and sometimes through public action for stormwater-management-purposes.

These properties were conveyed to the City of University Place upon incorporation and are now the city's management responsibility. Most of the city's SWM sites are small, isolated parcels located within or adjacent to residential subdivisions and/or along drainage corridors at intersections with area roadways. There are, however, still large property holdings.

The City of University Place is located in the approximate center of the 7.18 square mile Leach Creek drainage sub-basin. The sub-basin is a portion of the larger Chambers Creek drainage basin that drains stormwater runoff from the top of the Plateau north and east of University Place into Flett and Leach Creeks, and then into Chambers Creek, Chambers Bay, and the Narrows of Puget Sound.

By 1995, all-intercepted surface and subsurface waters from springs and the northern portion of Leach Creek were collected and conveyed to the Tacoma Public Works Department's Leach Creek Holding Basin located on Orchard Street just beyond the northeast city limits. The holding basin removes sediment, provides an opportunity for groundwater-infiltration, and controls peak and outflow discharges into Leach Creek. Stormwater that originates in the northern portion of the city is collected at Morrison Pond. Like the holding basin, Morrison Pond removes sediments and infiltrates some groundwater. Stormwater that overflows Morrison Pond during peak events are conveyed to Leach Creek, and then to the lower Chambers Creek and Chambers Bay drainage systems.

Stormwater that originates along the western portion of the city flow west towards the Narrows of Puget Sound rather than east towards Leach Creek. Stormwater runoff along the western portion is managed within the Tacoma West drainage basin. Crystal Springs and Day Creek both drain residential areas in University Place into Day Island Bay. Permeable soils, the Leach Creek Holding Basin, and the Morrison Pond stormwater retention facilities allow some quantity of stormwater to percolate into underground aquifers that supply potable water. In 1991, the aquifers underlying in the Clover/Chambers Creek Basin supplied water for 268,000 of the County's residents including all of University Place.

In 1997 the City of University Place adopted the King County-Surface Water Design Manual (KCSWDM) as its standard for development. The KCSWDM sets forth the city's minimum drainage and erosion control requirements. The City's Public Works Standards supplement these requirements. Standards require that development be able to convey a 25-year storm event. Minimum main size is 12 inches. Lateral lines may be six (6) inches. The City encourages use of open vegetated channels to convey stormwater when possible. The City adopts the KCSWDM standards as its stormwater management level of service (LOS).

In 1998, the City of University Place adopted a Comprehensive Storm Drainage Plan. This Plan provides a more detailed description of the area's drainage characteristics, including water quality, a capital improvement program, maintenance and operation discussion and a summary of key policy issues. The Comprehensive Storm Drainage Plan is incorporated into this Comprehensive Plan as Appendix D.

#### Inventory

As mentioned-earlier, the stormwater system was conveyed to the City of University Place following incorporation. Stormwater flows over the surface into dry wells, ponds, and basins where some of it percolates through the soil into ground water.

The City manages 32 holding ponds. There are also several private holding ponds within the city. Other stormwater is conveyed to retention facilities via ditches and subsurface storm drainage pipes. Most of the City's SWM sites are small isolated parcels located within or adjacent to residential subdivisions and/or along drainage corridors at intersections with area roadways.

There are a few large property holdings. These include:

- Day Island Surface Water Management (SWM) site located at the west end of 20<sup>th</sup> Street West;
- 2) Crystal Springs/19th Street West:
- Day Island/Day Island Boulevard located at the south end of Day Island on the Puget Sound shoreline;
- 4) 67<sup>th</sup> Avenue West located at the southwest corner of 35<sup>th</sup> Street West and 67<sup>th</sup> Avenue West; and,
- 5) Leach Creek/48th Street West located along Leach Creek east of the residential lots located along 48th Street West.

A detailed inventory of storm drain facilities within the City is on file with the City's Department of Public Works. A system inventory is also contained in the Comprehensive Storm Drainage Plan.

### Future Needs

The City's adopted Comprehensive Storm Drainage Plan identifies problems in the City's drainage infrastructure and receiving waters. Recommended improvements are itemized and identified by the following watersheds: Leach Creek Basin, Soundview Basin, Crystal Springs Basin, North Day Island Basin, Day Island Lagoon Basin, and Chambers Creek Basin.

The recommended improvements are directed at correcting both existing problems and to accommodate the effects anticipated from future growth of the city. These improvements are directed at relieving flooding, controlling erosion in streams, and protecting water quality. The improvements consist of storm drain pipelines, culverts, detention facilities, and stream channel restoration. The improvements consist of both construction of new facilities and restoring existing facilities to their design-capacity.

In addition to recommended capital improvements the Comprehensive Storm Drainage Plan includes discussion on maintenance and operation needs. The Drainage Plan also discusses non-structural recommendation such as public education, monitoring and investigations and spill containment and response.

### **Proposed Location and Capacities**

Installation of new facilities is often done in response to specific development. The City requires all new development to comply with the standards set forth in the King County Surface Water Management Design Manual guidelines (KCSWMDM). As noted earlier the City adopts these guidelines as its LOS.

The City's adopted Capital Improvement Program identifies programmed storm drainage improvements.

## Six-Year Funding Plan

The City maintains a Surface Water Management Fund. This fund was established to administer and account for all receipts and disbursements related to the City's surface and stormwater management system. All service charges are deposited into this fund for the purpose of 1) Paying all or part of the cost and expense of maintaining and operating surface and storm water management facilities; 2) Paying all or part of the cost and expense planning, constructing, and improving any such facilities; or 3) Paying or securing the payment of all or any portion of any general obligation or revenue bond issued for such purposes. The SWM fund is organized into two supporting divisions: Engineering and Maintenance and Operations.

The primary revenue sources for the surface water management fund are: 1) Surface Water Management Fund; 2) Interest earnings; and, 3) Beginning fund balance. The primary expenditures are: 1) Design, construction, and inspection of public surface water capital improvement projects; and, 2) Maintenance program for the current system.

In 1998 the City Council increased stormwater utility rates so that improvements identified in the Comprehensive Storm Drainage Plan could be addressed.

## **Transportation**

The Transportation Element of this Comprehensive Plan addresses the inventory, future needs, proposed locations/capacities, and six-year funding plan for this public facility. It also develops a level of service for intersections and arterial segments. Please refer to the Transportation Element for details.

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The City maintains three municipal facilities: City Hall at 3715 Bridgeport Way, Public Works Operations at 4951 Bristonwood Drive, and the Senior Center at 2534 Grandview Drive. Three additional facilities, a community center, aquatic center and a performing arts center as well as improvements to City Hall will be considered to increase existing level of service.

#### Inventory

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City Hall: The City's general administrative functions are located on a 2.4-acre property located on the east side of Bridgeport Way West at 37<sup>th</sup> Avenue West. The City purchased a shopping center complex, Windmill Village, in 1996 to provide space for City Hall. Council Chambers and other administrative functions. Not all of the buildings in Windmill Village are dedicated to City functions. The City leases all or part of buildings for restaurants, retail, and service uses, which provide revenue.

The City Hall facilities were remodeled and expanded during 1998 and 1999. This included increasing administrative office space as well as the space in the City Council Chambers, and improving the integration of the City Hall building with the adjacent Homestead Park.

Additional land adjacent to City Hall was purchased for a park and other facility needs in 1997.

Public Work Shop: The maintenance and operation functions of the Public Works

Department are carried out from the Public Work Shop located at 4951 Bristonwood Drive.

The 6,200 square foot shop was built in 1998 is on a 3.77 acre site. The shop building includes, administrative offices, service bays and a lunchroom/training facility.

Maintenance vehicles and supplies are stored in covered and uncovered areas on the site.

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Senior Center: The City's 2800 square foot Senior Center was originally the offices of the University Place Park District. Following the City's acquisition of the Park District, the senior center was remodeled and new kitchen facilities added.

## **Future Needs**

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The Public Works Shop and Senior Center are currently adequate for present needs and can accommodate a moderate increase in staff, though none is planned. Modifications and improvements are ongoing at all facilities, particularly at City Hall as it is adjusted to staffing arrangements. A large-scale expansion of services would necessitate additional space.

# Financing Plan

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<u>Facility improvements, including on-going maintenance and minor modifications, are</u> funded through General Fund allocations made during in each budget.

Public Safety	Formatted
The City of University Place contracts with Pierce County for its Police, Court and Jail services.	
Level of Service	Formatted
The Police maintain a minimum of three officers on duty at all times and have as many as five officers during periods of peak demand. The City's contract includes provision of additional Pierce County resources during emergencies. The City has low crime rates and therefore bases level of service on response time rather than number of officers per population.	
Inventory	Formatted
The City currently leases space from the University Place Fire District for Police facilities. This space, built in 2001, was designed specifically for Police use. The facilities are adequate for current and anticipated future needs. There is no plan for building additional facilities.	
Pierce County Court #1 serves University Place citizens, the criminal division is located at 930 Tacoma Avenue South, Tacoma, and the civil & infraction division is located at 1902 96 <sup>th</sup> Avenue South, Tacoma. Under the City's contract, the Court must handle all University Place court needs. Any facility expansion is in Pierce County's discretion, but none is planned.	
The Pierce County Detention and Corrections Center is a medium / maximum custody facility that consists of two buildings, the main jail and the jail annex, confining over 1250 inmates. It is located at 910 Tacoma Avenue South, Tacoma, and must handle all University Place jail needs. Pierce County is responsible for all facility construction and expansion	
Future Needs	Formatted
There are no facility expansions needed or planned for police and courts. An addition to the Pierce County Detention and Corrections Center is currently under construction and scheduled for completion by the spring of 2003. The new facility will add capacity for 500 beds. Over-crowding has been and will continue to be a problem, resulting in the early release of a few University Place convicts. In 2001, only six to seven jail days were not served.	
<u>Financing Plan</u>	Formatted
Facility improvements, including on-going maintenance and minor modifications for the leased police facility, are funded by General Fund allocations made in each budget. Pierce County will provide new and expanded court and dentition facilities.	<b>*</b>
2003 Comprehensive Plan Amendments 5-28 Adopted August 4, 2003 Capital Facilities	

### **FACILITIES & SERVICES PROVIDED BY OTHERS**

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## Schools/Public Education

There are three public school districts included within the City of University Place: 1) University Place; 2) Tacoma; and, 3) Steilacoom. Most of the eCity is within the University Place School District boundaries. **Figure 5-23** provides the boundaries of these three school districts within the City of University Place.

Detailed inventories of school district capital facilities are contained in each district's Capital Facilities Plan. The plans for the two largest school districts in the eityCity, University Place and Tacoma, are hereby adopted by reference in this eComprehensive pPlan.

Although the Tacoma School District boundaries extend into University Place, it does not have capital facilities (schools) within the cityCity limits. The District owns a large property south of Cirque Drive adjacent to the east side of Leach Creek.

The Steilacoom School District also does not have school facilities within the eityCity limits. Geographically, only a very small portion of the Steilacoom School District boundary includes residential areas within the City of University Place. For this reason, Steilacoom School District students within the City of University Place have been "released" from the School District and may attend University Place School District schools.

The following provides a more detailed discussion of the University Place and Tacoma School District's capital facilities. Because of the very limited amount of geographical coverage in the cityCity, the Steilacoom School District is not discussed.

## UNIVERSITY PLACE SCHOOL DISTRICT

# inventory

The University Place School District has administrative offices located at 3717 Grandview Drive West. The University Place School District owns and operates the following schools within the eityCity. The list of schools and their student capacity is presented in **Table 5-36**.

# TABLE 5-36 University Place School District Schools

School/Address)	Capacity (Existing)		
Primary			
Chambers - 9109 56 <sup>th</sup> Street West	414		
Sunset - 4523 97th Avenue West	437		
University Place - 2708 Grandview Drive West	437		
Evergreen - 7192 49 <sup>th</sup> Street West	506		
Intermediate			
Narrows View - 7813 44 <sup>th</sup> Street West	<u>56</u> 28		
Drum - 4909 79 <sup>th</sup> Street West	<u>56</u> 28		
Junior			
Curtis - 8901 40 <sup>th</sup> Street West	960		
Senior			
Curtis - 8425 40 <sup>th</sup> Street West	1,579		
Total	5,3 <u>5</u> 89		

The University Place School District also leases land from Pierce County at the Pierce County Road and Sewer Maintenance Facility at 9311 Chambers Creek Road for <u>auxiliary services transportation facilities</u> including a bus barn and storage buildings.

#### Future Needs

In response to Initiative I728, requiring a reduction in class size, the School District basis capacity on number or students per class rather than building area per student as previously done. Capacity standards are set by the school district, and include only permanent facilities.

<u>Table 5-7</u> presents the level of service (LOS) standards (optimum class size) for the University Place School District by school type.

TABLE 5-7 University Place - Level of Service By School Type

School Type	Level of Service Standard
Primary (Grades K-4)	18-22 students per class
Intermediate (Grades 5-7)	22-25 students per class
Junior High (Grades 8/9)	25 – 28 students per class
Senior High(Grades 10-12)	25-28 students per class

Table 5-48 is information from the University Place School District Capital Facilities Plan and provides an estimate of capacity need in the year 2000.

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TABLE 5-4—University 8 University Place School District - Estimate of Year 2000 Capacity Need

Oapacity recu						
School Type	Full Time Equivalent FTE) Demand	Capacity	Surplus or Deficit			
Primary (K-4)	1,656	1,794	138			
Intermediate(5-7)	1,288	1,05684 (1)	-2 <u>32</u> 96			
Junior High (8/9)	1,116	1,007	-109			
Senior High (10-12)	1,586	1,652	66			

<sup>(1)</sup> Assumes the construction of a third intermediate school with a capacity of 528 students by the year 2000.

**Table 5-5** presents the level of service (LOS) standards for the University Place School District by school type.

TABLE 5-5 University Place - Level of Service By School Type

School Type	Level of Service Standard		
Primary (Grades K-4)	101.68 sq. ft. per student		
Intermediate (Grades 5-7)	-95.67 sq. ft. per student		
Junior High (Grades 8/9)	130.30 sq. ft per student		
Senior High(Grades 10-12)	143.44 sq. ft. per student		

Source: 1997 Pierce County Comprehensive Plan.

The University Place School District's Capital Facilities Plan forecasts need for an additional intermediate school facility.

## **Proposed Location and Capacities**

The University Place School District <u>will extend existing school structures and add portable units to increase capacity as needed.</u> Capital Facilities Plan School identifies one capacity project. The CFP proposes to develop a new additional Intermediate School (Intermediate School #3) with a capacity for 528 intermediate level students. No location has been determined.

# **Funding Plan**

The University Place School District Capital Facilities Plan includes a financial plan for funding additional capacity projects over its 1993-2000 time frame. Impact fees, State matching funds, and Sschool bBond fFunds are the key identified sources of construction revenue. Specific annual anticipated dollar amounts are contained in the District's CFP.

Information provided by the University Place School District to Pierce County as part of Pierce County's 1997 Comprehensive Plan update process estimates a cost of \$7,084,000 for a third intermediate school.

Finally, the 1993-2000 University Place School District Capital Facilities Plan proposes single family and multi-family impact fees for the University Place School District. The net impact fees were calculated at a 30 percent discount rate and resulted in a fee of \$1,319 per single family unit and \$466 per multi-family unit.

#### **TACOMA SCHOOL DISTRICT**

As shown in **Figure 5-23**, the Tacoma School District serves a portion of the City of University Place. However, relatively speaking, that portion of the city<u>City</u> within the Tacoma School District is small compared to the University Place School District.

The Tacoma School District determines level of service (LOS) standards for the three school types in the district: 1) elementary schools; 2) middle schools; and, 3) high schools. The Tacoma School District's 1998-2003 Capital Facilities Plan (CFP) dated April 1997 identifies, for each type of school, student capacity (with and without portables), existing LOS standards (with and without portables), as well as a recommended LOS for each school type. Six-year needs, six-year funding and projects, a rolling capacity balance sheet, and operating and maintenance costs for both the current inventory and proposed projects are all included.

## **Existing Inventory**

An inventory of Tacoma schools is contained within the Tacoma School District 1998-2003 Capital Facilities Plan (CFP) dated April 1997. In summary, the CFP indicates that the school district operates 36 elementary schools, ten (10) middle schools and five (5) high schools. For detailed information about these schools refer to the Tacoma School District CFP. The Tacoma School District CFP, which includes a full listing of the Tacoma School District's facilities, is available at the City of University Place Planning and Community Development Department for public inspection.

# **Future Needs**

The Tacoma School District CFP has calculated six-year capacity needs for each school type based on recommended levels of service (LOS). These are summarized in the following **Table 5-610**.

TABLE 5-6 Tacoma 10 Tacoma School District Capacity Needs

School Type	YEAR 2003 (Demand)	Square Feet Required	
Elementary School (1)	16,719	1,504,710	
Middle School (2)	8,743	799,036	
High School (3)	9,129	1,141,000	

- (1) Recommended LOS of 90 sq. ft. per student (K-5)
- (2) Recommended LOS of 90 sq. ft per student (6th grade), 110 sq. ft (7/8th)
- (3) Recommended LOS of 110 per student (9th grade), 130 sq. ft. (10-12th)

### **Proposed Location and Capacities**

The Tacoma School District's 1998-2003 CFP identifies proposed projects over the next six years for each school type. Five elementary school capacity projects are planned, four

to existing schools and one new school in northeast Tacoma. Completion of these projects should leave a net reserve of 65,340 square feet (assuming portables). For middle schools, the Tacoma School District proposes the development of a new middle school (Truman) and improvements to two existing middle schools. Completion of these projects would result in a year 2003 deficiency of 1,688 square feet (w/ portables). The Tacoma School District's capacity balance sheet for high schools indicates no projects are proposed. A deficiency of 90,500 square feet is projected for the year 2003. The Tacoma School District intends to purchase or transfer extra portables from elementary schools to eliminate the net deficiency of 90,500 square feet pending funding of an additional new high school.

### Six-Year Funding Plan

Six-year funding plans are included in the Tacoma School District's Capital Facilities Plan for each school type. Six-year operation and maintenance cost schedules by school type have also been prepared. In summary, the school district will rely upon State matching funds, 1992 levy funds, 1997 levy funds, impact fees through voluntary agreements and impact fees by ordinance to fund school improvements. For elementary schools, the school district anticipates an approximate total of \$58,100,000 from funding sources, \$67,600,000 for middle schools, and no dollars for high schools.

#### STEILACOOM SCHOOL DISTRICT

The Steilacoom School District does not have school facilities within the eityCity limits. It leases land from Pierce County within the City of University Place for bus barn and storage facilities. About six (6) acres of a 64 acre Pierce County Road and Sewer Maintenance Facility and Gravel Mine are leased to the University Place and Steilacoom School Districts for bus barn and storage buildings. The lease will terminate in the year 2030.

#### WATER

Water to the City of University Place is provided by the Tacoma Public Utilities Water Division. Tacoma Public Utilities (TPU) is governed by a five member Utility Board of Commissioners appointed by the Tacoma City Council.

A discussion of water facilities is included in the Utilities Element. This includes an inventory of existing facilities and forecast of future needs.

# SANITARY SEWER

Sanitary sewer service is provided in the City of University Place by Pierce County Public Works and Utilities and, to a lesser extent, the City of Fircrest and City of Tacoma. Portions of the eity City currently are not serviced by sewer and rely on septic tanks. A more thorough discussion of sewer service in the City of University Place is provided in the Utilities Element. This includes an inventory of sewer facilities and a forecast of future needs.

#### **PUBLIC SERVICES**

The following is a description of public services in the City of University Place.

#### City Administrative Offices

The City's general administrative functions are located on a 2.4 acre property located on the east side of Bridgeport Way West at 37<sup>th</sup> Avenue West. A shopping center complex,

Windmill Village, was purchased by the City in 1996 to provide space for City Hall, Council Chambers and other administrative functions.

Not all of the buildings are dedicated to City functions. The City leases all or part of buildings for restaurant, retail, and service uses which provide revenue.

The City Hall facilities were remodeled and expanded during 1998-1999. This included increasing administrative office space as well as the space in the City Council Chambers and improving the integration of the City Hall building with the adjacent Homestead Park.

Additional land adjacent to City Hall was purchased for a park and other facility needs in 1997.

#### **City Maintenance Facilities**

The City of University Place acquired from Pierce County maintenance operation facilities at 4190 Bristonwood Drive West. Additional building facilities have since been constructed at the site by the City.

#### Court/Jail

Gourt and jail services for the City of University Place are contracted through Pierce County. Pierce County's jail and court services are located in downtown Tacoma.

#### Law-Enforcement

The City of University Place contracts with the Pierce County Sheriff's Department for law enforcement services. Currently, the University Place police function is located in a leased building near 70<sup>th</sup> Avenue West and 19<sup>th</sup> Street West.

## FIRE AND EMERGENCY MEDICAL SERVICE

Twenty-four (24) hour Fire and Emergency medical service is provided through Fire District 3. A new The Fire District 3 fire station-was constructed in 2001 at the intersection of is located on 40<sup>th</sup> 74<sup>th</sup> Avenue West and 35<sup>th</sup> Street in the Town Center between Bridgeport Way West and Sunset Drive West. The The station is staffed 24 hours a day around the clock with 22 paid and 25 volunteer firefighters. Emergency equipment at the station includes two medical aid cars with Advanced Life support capability, three fire engines and one ladder truck. After its incorporation, the City elected to annex to the Fire District.

Fire District #3 has purchased property adjacent to City Hall for the construction of a new Public Safety Building. Construction is scheduled to begin in 2000.

# PUBLIC LIBRARY

The Pierce County Library District owns a 1.4 acre piece of property located on the east side of Bridgeport Way West at 35<sup>th</sup> Street West. This newly constructed 15,000 square foot building provides branch library services for University Place, Fircrest and the surrounding communities. The library houses a varied assortment of general, periodical reference, and children books. A meeting room facility is also available for public use.

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The Pierce County Library District is a county rural library district organized under the provisions of RCW 27.12. The Library District was created by petition of the voters and a special election validated by majority vote. The District is governed by a board of trustees appointed by the Pierce County Council. District services and facilities are financed by property taxes, voter approved special levies, and bonds. After incorporation, the City of University Place voters elected to annex to the Pierce County Library District.

#### Electrical

The entire City is located within the Tacoma Public Utilities Light Division service area. Tacoma Public Utilities is governed by a five member Board of Commissioners appointed by the Tacoma City Council.

Additional discussion of the electrical system, including the general location of existing and proposed electrical facilities and their capacities, may be found in the Utilities Element.

### Lands Useful for Public Purposes

The proposed Land Use Map in the Land Use Element contains a "Public Facilities" land use designation. Many of the facilities identified in this capital facilities element, including parks and schools, are designated "Public Facilities" on the proposed Land Use Map. "Public Facilities" designated properties may be appropriate for expansion of existing public uses or for the additional development of new public uses. For the purposes of this plan, lands designated as "Public Facilities" should be considered as Lands Useful for Public Purposes.

In addition, **Figure 5-3**<u>4</u> identifies public facilities associated with various public services in the City of University Place. This figure, combined with **Figure 5-4**<u>2</u> (Parks Facilities Map) and other maps in the Utilities Element that show public facilities owned and operated by other non-city public agencies, is also useful in identifying lands useful for public purposes within the eity<u>City</u>.

# **PUBLIC TRANSIT**

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Public transportation service in the area is provided by the Pierce County Transportation
Benefit Authority (commonly known as Pierce Transit). Pierce Transit is a municipal
corporation formed under the authority of RCW Chapter 36.57 and is governed by a seven
member Board of Commissioners comprised of elected officials within the benefit area.

There are currently five transit fixed-routes (Routes 52, 53 and 53A, 200 and 220) that stop in the City of University Place.

Paratransit service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act (ADA). Paratransit (door to door) service is complementary to fixed-route service. Vanpool and rideshare programs are offered. Bicycles are also allowed on buses or held on bike racks on buses.

Proposed development, expansion of service and capital facility improvements over the next five years is documented in Pierce Transit's *Transit Development Plan 2003-2008*. The plan calls for a county-wide 17% increase in fixed-route ridership hours, 108 additional vanpool vehicles, 28 additional buses, 240 new bus shelters and continued development

of park & ride lots. Total transit trips are expected to increase from 15.2 million to 17.3 million between 2001 and 2008. Capital improvements and route expansion in University Place will occur in high need areas and in conjunction with new commercial and residential development activity.

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# **Possible Funding Sources**

The following are the major sources of funding that could be explored to meet existing and projected capital improvement needs. The funding sources are divided into the following categories: funding sources within each of these categories are described in greater detail in the following pages.

- Debt Financing
- Local Multi-Purpose levies
- Local Single Purpose levies
- · Local Non-Levy Financing Mechanisms
- · State Grants and Loans
- · Federal Grants and Loans
- Utility Rates

#### Debt Financing

Short-Term Borrowing: The extremely high cost of many capital improvements requires local governments to occasionally use short-term financing through local banks.

Revenue Bonds: Financed directly by those benefiting from the capital improvement. Revenue obtained from these bonds is used to finance publicly owned facilities. The debt is retired using charges collected from the users of the facilities. In this respect, the capital project is self-supporting. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without a voter referendum.

Industrial Revenue Bonds: Bonds issued by a local government, but actually assumed by companies or industries which industries, which use the revenue for the construction of plants or facilities. The attractiveness of these bonds to industry is that they have comparatively low interest rates due to their tax-exempt status.

General Obligation Bonds: Bonds backed by the value of the property within the jurisdiction. Voter approved bonds increase property tax rates and dedicate Voter approved bonds increase property tax rates and dedicates the increased revenue to repay bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities. These bonds should be used for projects that benefit the eityCity as a whole.

#### Local Multi-Purpose Levies

Ad Valorem Property Taxes: Tax rate in mills (1/10 cent per dollar of taxable revenue)). The statutory maximum limit rate for cities is \$3.60 per \$1,000 assessed valuation. Effective in 1998, the City is prohibited from raising its levy rate more than the lesser of a) 106 percent; or b) 100 percent plus inflation for taxing jurisdictions with a population over 10,000, before adjustments for new construction and annexation. Inflation is measured by the percentage in the implicit price deflation (IPD) for personal consumption expenditures for the United States as published by the federal Department of Commerce. However, cities with a population over 10,000 may increase the levy 106 percent with a majority plus one vote of the legislative body. A temporary or permanent excess levy may be assessed with voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Business and Occupation Tax: Tax of no more than 0.2% of gross value of business activity. Assessment or increase of the tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Local Option Sales Tax: Retail sales and use tax of up to 1%. Local governments that levy the second 0.5% may participate in a sales tax equalization fund. Assessment of this tax option requires voter approval. Revenue may be used for new capital facilities or maintenance and operation of existing facilities.

Motor Vehicle Excise Tax: Annual excise tax divided between the eityCity, county, and State. The City receives 17% of the allocation and is required to spend funds for police, fire protection and preservation of public health.

Real Estate Excise Tax. The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities, and the Growth Management Act authorized another 0.25% for capital facilities. Revenues must be used solely to finance new capital facilities or maintenance and operations of existing facilities, as specified in the Capital Facilities Element.

Utility Tax: Up to 6% tax on the gross receipts of certain electric, gas, telephone, cable TV, water, sewer and stormwater utilities. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

#### Local Single Purpose Facilities

Emergency Medical Services Tax: Property tax level of \$0.25/1,000 assessed valuation for emergency medical services. Revenue may be used for new capital facilities, or maintenance and operation of existing facilities.

Motor Vehicle Fuel Tax: Tax paid by gasoline distributors. Local jurisdiction receives 11.53% of total tax receipts. State shared revenue is distributed by the Department of Licensing. Revenues must be spent for highway construction, maintenance, operations, policing of local roads, or related activities.

Local Option Fuel Tax: A countywide voter approved tax equivalent to 10% of Statewide Motor Vehicle Fuel Tax and a special fuel tax of 2.3 cents per gallon. Revenue distributed to City on a weighted per capita basis. Revenues must be spent for highway construction, maintenance, or operation, policing of local roads, or related activities.

Commercial Parking Tax: Tax on commercial parking businesses based on gross proceeds, the number of parking stalls, or on the customer rates. Tax imposed by local referendum. Revenues must be spent for highway construction, maintenance or operation policing of local roads, highway related activities, public transportation planning and design, and other transportation related activities.

#### Local Non-Levy Financing Mechanisms

Conservation Futures Program: The funding for this program is generated by all property taxpayers of Plerce County. Six and one-quarter cents per thousand dollars of assessed value of each taxpayers taxpayer's property tax provides these funds. The Pierce County Council reviews all project proposals and decides which projects will be awarded Conservation Futures Funds for acquisition.

Fines, Forfeitures, and Charges for Services: This includes various administrative fees and user charges for services and facilities operated by the jurisdiction. Examples are franchise fees, sales of public documents, permits, sale of public property, and all private contributions to the City. Revenues from these sources may be restricted in use.

Impact Fees: These fees are paid by new development, based upon impact to the delivery of services. Impact fees must be used for capital facilities needed due to growth, not for current deficiencies in levels of service, and cannot be used for operating expenses. These fees must be equitably allocated to the specific entities-whichentities that will directly benefit from the capital improvements, and the assessment levied must fairly reflect development's share of the true costs of these improvements. Impact fees may be imposed for public streets, parks, open space and recreation facilities, school facilities, and fire protection facilities.

Lease Agreements: Agreements allowing the procurement of a capital facility through lease payments to the owner of the facility. Several lease-packaging methods can be used. Under the lease-purchase method the capital facility is built by the private sector and leased back to the local government. At the end of the lease, the facility may be turned over to the City without any future payment. The lease payments will have paid the construction cost plus interest.

*Privatization:* Privatization is the provision of a public service by the private sector. Many arrangements are possible under this method ranging from a totally private venture to systems of public/private arrangements, including industrial revenue bonds.

Reserve Funds: Revenue that is accumulated in advance and earmarked for capital improvements. Sources of funds can be surplus revenues, funds in depreciation reserves, or funds resulting from the sale of capital assets.

Special Assessment District: A district is created to service entities completely or partially outside the jurisdiction. Special assessments are levied against those who directly benefit form the new service or facility. It includes local improvement districts (LID's), Road Improvement Districts, Utility Improvement Districts, and the collection of development fees. Funds must be used solely to finance the purpose for which the special assessment district was created.

Special Purpose District: A district created to provide a special service. Often the district will encompass more than one jurisdiction. This includes districts for fire facilities, hospitals, libraries, metropolitan parks, airports, ferries, parks and recreation facilities, cultural arts, stadiums/convention centers, sewers, water, flood control, irrigation, and cemeteries.

The district has authority to impose levies or charges. Funds must be used solely to finance the purpose for which the district was created.

User Fees, Program Fees, and Tipping Fees: These are fees or charges for using park and recreational facilities, solid waste disposal facilities, sewer and water services, surface water drainage facilities. Fees may be based on measure of usage, flat rate, or design features. Revenue may be used for new capital facilities or maintenance and operations of existing facilities.

#### State Grants and Loans

Centennial Clean Water Fund: Grants and loans for design, acquisition, construction and improvement of water pollution control facilities and related activities to meet state and federal water pollution control requirements. Revenues distributed by the Department of Ecology are a 25-50% match. Use of funds is limited to planning, design, and construction of water pollution control facilities, stormwater management, ground water protection and related projects.

Community Development Block Grants: Grant funds are available for public facilities, economic development, housing and infrastructure projects which projects, that benefit low and mederate income moderate-income households. Grants are distributed by the Department of Community Trade and Economic Development primarily to applicants who indicate prior commitment to a project. Revenue is restricted to type of project and may not be used for maintenance and operations.

Community Economic Revitalization Board: These are low interest loans and occasional grants to finance infrastructure projects for a specific private sector development. Funds are distributed by the Department of Community Trade and Economic Development primarily to applicants who indicated prior commitment to a project. Projects must create or retain jobs. Revenue is restricted to type of project and may not be used for maintenance and operations.

Inter-agency Committee for Outdoor Recreation: Several grant programs for outdoor recreation and habitat conservation purposes are administered through this committee. Each grant program requires that monies be spent for specific types of projects. The program requires sponsors to complete a systematic planning process prior to seeking IAC funding. IAC has grant limits on most of its programs and often encourages or requires sponsors to share in the project cost. Grants are awarded by the Gommittee-whichCommittee, which evaluates the projects against established program criteria.

Public Works Trust Fund: Low interest loans from this fund finance capital facility construction, public works emergency planning, and capital improvement planning. To apply for loans, the City must have a Capital Facilities Element in place and must be levying the 0.25% Real Estate Excise Tax authorized for capital facilities. Funds are distributed by the Department of Community Trade and Economic Development. Loans for construction projects require matching funds generated only from local revenues or state shared entitlement revenues. Public Works emergency planning loans are at a 5% interest rate, and capital improvement planning loans are no interest loans with a 25 percent match. Revenues may be used to finance new capital facilities or maintenance and operations of existing facilities.

State Parks and Recreation Commission Grants: These are grants for parks capital facilities acquisition and construction and are distributed by the Parks and Recreation Commission to applicants with a 50 percent match

Transportation Improvement Account: TIA has revenue available for projects to alleviate and prevent traffic congestion. Entitlement funds are distributed by the State Transportation Board subject to a 20 percent match. Revenue may be used for capital facility projects to alleviate roads that are structurally deficient, congested with traffic, or have accident problems.

Water Pollution Control State Revolving Fund: Low interest loans and loan guarantees for water pollution control projects can be applied for through this fund and loans are distributed by the Department of Ecology. Applicant must show water quality need, have a facility plan for treatment, and show a dedicated source of funding for repayment.

#### Federal Grants and Loans

Department of Health Water Systems Support: These are grants for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grants are distributed by the State Department of Health through intergovernmental review and with a 60 percent local match.

Federal Aid Bridge Replacement Program: Funds are available with a 20 percent local match for replacement of structurally deficient or obsolete bridges, including ferry landing bridges. Funds are distributed by the Washington State Department of Transportation on a statewide priority basis.

Federal Aid Emergency Relief: Revenue is available for restoration of federal aid system roads and bridges that have been damaged by extraordinary natural disasters or catastrophic failures. A local agency declares an emergency and notifies the Division of Emergency Management of the Washington State Department of Transportation for consideration.

Federal Aid Safety Program: Revenue is available for improvements at specific locations that constitute a danger to vehicles as shown by frequency of accidents. Funds are distributed by the Washington State Department of Transportation on a statewide priority formula and with a 10% local match.

Surface Transportation Program: Funds may be used by the states and localities for any roads that are of a higher federal functional classification than local access or rural minor collectors. The formula for distribution of funds is based on each state's fiscal year share of total national funding with appropriate adjustments for Interstate Maintenance and Bridge apportionment.

Surface Transportation Program Enhancement Projects: Project eligible for this program include facilities for bicycles and pedestrians; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; landscaping and other scenic beautification; historic preservation; rehabilitation and operation of historic transportation buildings, structures, or facilities; preservation of abandoned railway corridors; control and removal of outdoor advertising, archeological planning and research; and mitigation of water pollution due to highway runoff.

Utility Rates: Revenues for replacement and repair of existing capital improvements and for new capital improvements can be collected through utility rates. Portions of rates collected to pay for the future of existing facilities, which wear out over time, are frequently referred to as "Depreciation Funds".

#### **CHAPTER 6**

# UTILITIES ELEMENT

The Growth Management Act requires that a Utilities Element address "... 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."- Utilities both public and private provide needed services to our citizens, including electric power, water, natural gas, sewer, storm water management, solid waste disposal telephone, cable and telecommunications. The goals establish-broad-direction for The purpose of this element is to assure utilities, (1) are provided at appropriate levels to accommodate projected growth at a reasonable cost, (2) facilitate reliable service, (3) ensure public health and safety, and (4) maintaining an attractive community, utilities location and capacity, the policies outline steps to meet the goal and the discussions provide background information, may offer typical examples and clarify intent. (Storm water Drainage management and sewer policies are discussed in the Capital Facilities Element of the plan.)

### **MAJOR ISSUES**

Increased competition in the telecommunications field, more providers, and rapidly changing technology present cities with new challenges in siting and coordination of facilities.

Utility rates have been rising. These rates are not under the direct control of the City except through franchise agreements.

Power poles and an abundance of wires create a cluttered appearance on residential and arterial streets.

# **GOALS AND POLICIES**

The goals establish broad direction for utilities location, and capacity, the policies outline steps to meet the goals and the discussion provide background information, may offer typical examples and clarify intent.

# **GOAL UT1**

Encourage provision of adequate facilities and cost-effective services which meet the needs of the City and accommodate future population and economic growth.

### Policy UT1A

Work with providers to appropriately site new utility facilities to maintain a reliable level of service and accommodate growth. so that service needs are met.

Discussion: The Growth Management Act requires that cities provide facilities and services be provided to accommodate projected growth. Services including utilities must be provided at a reasonable level of service to both existing and new customers. Cooperation between the City and utility providers can benefit both. It can result in timely provision of required new services, minimize adverse impacts for the City and offer more efficiency for the utility provider. Siting considerations are important to the preservation of neighborhood character.

## Policy UT1B

Facilitate access to state-of-the-art technology.

**Discussion:** For certain utilities, improved technology results from the need to become more competitive and efficient due to the deregulation of that specific utility industry. Other utilities may employ new technology to make operations and work practices safer, increase reliability, facilitate permitting, and/or-te minimize rate increases. The

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## Policy UT1C

Work with utility providers and policy makers to <u>improve service while</u> maintain<u>ing</u> the lowest possible utility rates, consistent with quality service.

Discussion: Utilities typically have a governing body which oversees how the utility operates, provides service, and establishes rates. The City should actively monitor services provided by each utility provider and assess these services against the applicable rate structure. Franchise negotiations also provide opportunities to assure quality services to residents.

# **Policy UT1D**

Process utility permits in a fair and timely manner, consistent with development and environmental regulations.

Discussion: Lengthy review periods and excessive regulation adds to the cost and time for a utility to provide needed services to local residents and businesses. City regulations should balance concerns for the public health, safety, welfare, and environment with the need to ensure timely review and cost-effective development of utility facilities. To help implement this policy, the City will review utility providers' concerns about regulations during the code amendment processes.

# Policy UT1E

Coordinate City land use planning and growth projections with utilities through shared information and data.

Discussion: Many utility providers develop longterm system facility plans which rely, in part, on locally developed land use plans and growth estimates. Providing utility providers with Comprehensive Plan updates (especially the land use element), sharing population and employment projections and other information that may affect future utility service capacity or reliability will facilitate provision of adequate service.

# **Policy UT1F**

Ensure reasonable access to rights-ofway for all providers consistent with federal and state laws.

Discussion: Utility providers rely considerably on the public right-of-way for siting facilities such as pipes, poles, and wires. These facilities typically are part of the utilities distribution system, but may also include facilities related to utility service transmission. Various legal provisions exist for utilities to acquire rights to occupy the public right-of-way. The most common is the franchise. The franchise negotiation process enables the City to ensure that utilities have reasonable access to use the public right-of-way but guarantees that utility use will not degrade the roadway or overly disrupt the traveling public.

# **GOAL UT2**

Locate utilities to minimize impacts on public health and safety, the surrounding development, the environment and interference with other public facilities.

## Policy UT2A

Encourage sharing of utility corridors.

Discussion: Shared utility corridors offer benefits to the City and to utility providers. The utilities save time and expense by sharing the cost of installation and of any repairs to the City right-of-way. The City benefits from fewer traffic disruptions, extended pavement life, and less required monitoring of repair quality. When permits are requested, the City might should require the utility to notify other providers for possible coordination.

# Policy UT2B

Coordinate the design and timing of utilities siting, installation and repair with street improvements whenever possible.

**Discussion:** Utility providers locate facilities in the public right-of-way. It is frustrating when utility work occurs soon after new asphalt has been installed. To minimize this situation, the City

should share plans for street construction or overlay with utilities. Active coordination with the utilities can identify opportunities for simultaneous construction projects and can provide timely resolution of conflicts.

# Policy UT2C

Site utility facilities in a way that is compatible with surrounding development.

Discussion: Utility facilities such as substations, natural gas gate stations, communication towers, water towers, and telephone switching stations can be large, visually intrusive, and out of character with the surrounding neighborhood. Nevertheless, the nature of certain utility facilities requires that they locate near the land uses they serve. Utility facilities should be designed to minimize aesthetic and other impacts on surrounding land uses. Landscaped screening, buffers, setbacks, and other design and siting techniques will be used to accomplish this objective. The extent of these requirements will depend on the sensitivity of the adjacent land uses and zoning.

### Policy UT2D

Minimize negative siting impacts associated with <u>siting</u> personal wireless telecommunication facilities through the adoption of regulations consistent with applicable State and federal laws.

Discussion: Personal wireless telecommunication facilities often involve large structures or towers. These facilities may not be compatible with adjoining residential uses and should be sited in areas least likely to negatively affect residential properties. The Federal Telecommunications Act of 1996 states that local governments cannot prohibit or have the effect of prohibiting personal wireless service provision. However, local governments may regulate the placement, construction and maintenance of such facilities through their zoning authority. The emphasis is to appropriately screen facilities so to be as unobtrusive as possible. A second priority is to encourage collocation to lessen the number of towers or structures needed to support telecommunications equipment. - The City has adopted a Personal Wireless Telecommunications Ordinance which establishes regulatory guidelines

for the siting of towers and antennas.

Development proposals for personal wireless telecommunication facilities will be subject to the Ordinance requirements.

#### Policy UT2E

Encourage the use of smaller telecommunication facilities that are less obtrusive and can be attached to existing utility poles or other structures without the increasing their height.

Discussion: New technologies include small wireless antenna facilities that attach to existing utility poles. One such devices with a single antenna less than 2-feet long is known as a ricochet antenna. These devisces can be attached to an existing utility pole and go virtually unnoticed.

# Policy UT2FE

Site facilities to avoid disturbing shorelines and critical areas; where no other option exists, mitigate the negative impacts.

Discussion: Utility development in near shorelines or in critical areas should be avoided if possible because construction and maintenance in in these shoreline areas can often has an adversely aeffect these sensitive areas. There also may be undesirable visual impacts. While facilities must be present to serve developments in these areas, appropriate shoreline and land use regulations can lessen their impact. Utility facilities are often linear in nature and sometimes may need to cross or be sited in critical areas. When no viable alternative exists to constructing facilities in critical areas, the environmental review process and critical areas and natural resource land regulations will be imposed to identify and, if appropriate, mitigate negative impacts.

### Policy UT2GF

Avoid utility impacts to public health and safety, consistent with current research and scientific consensus.

**Discussion:** Currently, there is considerable research to determine the possible health impacts of emissions from utility facilities. Examples include electric and magnetic fields (EMF) associated with power lines and non-ionizing

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Electromagnetic Radiation (NIER) associated with certain telecommunication facilities. The City will monitor the scientific research and adopt policies if research concludes that a proven relationship exists between utility facilities and adverse health impacts.

Gas pipelines are also potentially hazardous facilities that need to be outfitted with the best leak detection devices available. The City should monitor improvements in the industry and require gas and natural gas pipeline utilities to upgrade their facilities to implement the best available technology.

#### Policy UT2HG

Protect the City's rights-of-way from unnecessary damage and interference and ensure restoration to preconstruction condition or better.

Discussion: The use of the public right-of-way by utilities requires construction in some manner or another. This may include trenching for the installation, repair, and/or maintenance of facilities; installation of poles and street lights; boring; and/or patching or restoring streets where work has just been completed. Specific standards for how utilities should construct or repair facilities in the right-of-way should be enforced. Bonds or other financial guarantees will ensure that restoration is performed properly and that failed repairs will be corrected. Work in the right-of way will also be governed by franchise agreements with various utilities.

# Policy UT2<u>I</u>H

Require Encourage the underground installation of all <u>new</u> utility lines where possible and economically feasible.

Discussion: As noted in Community Character Element Policy CC1K, an abundance of utility wires along streets produces a cluttered effect, detracting from views of buildings, landscaping, and other site design features. The City encourages the undergrounding of utility lines. In addition to positive aesthetic impacts, undergrounding improves service reliability because many outages are caused by falling limbs and trees on overhead lines. Only when the cost to underground are is unreasonablye expensive, as is the case with very high voltage electrical lines, or when underground installations will cause

long term environmental impacts, will exceptions be made. The City should assess opportunities to underground utilities as part of its capital improvement planning and budget.

# **GOAL UT3**

Reduce demand for new resources through support of conservation policies and strategies.

## Policy UT3A

Encourage resource saving procedures in facilities and services used by the City.

**Discussion:** The City can set an example for citizens in the area of conservation. Coordination with utility providers to identify and implement resource saving procedures in City facilities and services is encouraged.would be appropriate. City facilities might also be used as demonstration sites for innovative resource conservation techniques.

#### Policy UT3B

Cooperate with other agencies in encouraging resource conservation by local citizens and businesses.

Discussion: Utilities encourage and realize the benefit of resource conservation. Energy utilities often subsidize programs which promote home and hot water heater insulation, conversion of lighting systems, and other conservation methods. Water utilities often provide information on water saving devices and techniques. To encourage conservation by local residents and businesses, the City can coordinate with utilities to ensure that citizens obtain appropriate information and education materials. Such materials, for example, may be placed at City Hall for public distribution.

#### UTILITIES ELEMENT BACKGROUND INFORMATION

The adequate provision of utilities for University Place residents and businesses is important to citizens' quality of life. Certain utilities such as electricity are virtually essential, for most of us. Others, like cable television, are not necessarily essential but are a desirable convenience for many households.

Reliability and cost are concerns citizens often have with utility provision. While the City of University Place is not the direct provider of many utilities, policies can be developed to help promote reliable and cost-effective utility services for the community. The <u>uU</u>tilities e<u>E</u>lement seeks to accomplish this by pursuing a cooperative approach with utility providers.

# Washington State Growth Management Act (GMA)

This element complies with the Growth Management Act (GMA) requirement for the inclusion of a comprehensive plan Utilities Element. Specifically, RCW 36.70A.070(4) states:

"(4) A utilities element consisting of 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."

To promote the provision of utility services in the future, this section discusses both certain public utilities and private (investor-owned) utilities.

The inventory in this element is useful for planning purposes. It identifies the general location, proposed location, and capacity of existing and proposed utilities. The utilities element also includes policies which policies, that seek to promote the provision of utility services consistent with local policies and regulations, to accommodate projected growth at a reasonable cost, facilitate reliable service, with consideration for public health and safety, and maintaining an attractive community.

Certain utility industries are reluctant to share some information, and cite competitiveness of the market as a constraint. The City respected these concerns in preparing this element.

# **PRIVATE UTILITIES**

#### **Natural Gas**

Puget Sound Energy (PSE, formerly Washington Natural Gas) provides natural gas service to the City of University Place. PSE provides natural gas service to approximately <u>6</u>500,000 customers in a five county, 2,600 square mile service area. Gas is purchased from other regional suppliers and PSE manages the distribution of natural gas within its service area. This involves pressure regulation and the development and maintenance of distribution lines and appurtenant facilities.

PSE is regulated by the Washington Utilities and Transportation Commission (WUTC). The WUTC is responsible for overseeing and regulating PSE's level of service, service areas, and rates. PSE's natural gas service provision is based on customer request(s) and market analysis. This determines whether or not revenues from extending services will offset construction costs.

In the past, PSE and the City have recently-partnered on a new sidewalk construction project along Cirque Drive, taking advantage of a natural gas line construction to install sidewalks. Efficiency savings were achieved for both parties through this partnering arrangement. PSE & the City continue to work to find Efurther opportunities to coordinate natural gas and City improvement projects, exist and discussion is occurring to place sidewalks along Sunset Drive.

**Figure 6-1** shows the general location of existing and proposed high and intermediate pressure natural gas lines in the City of University Place.

# **TELECOMMUNICATIONS**

#### Local Telephone

Conventional telephone service is provided to University Place by <u>Qwest (formerly U.S.</u> West Communications, a subsidiary of US West). <u>US WestQwest</u> provides <u>local-lines</u> for voice and data transmission within the City of University Place. University Place residents may choose between several long distance providers such as AT&T, MCI, and Sprint for service to areas outside of western Washington.

US-WestQwest is a private for-profit corporation offering telecommunication services to over 25 million customers in 14 western states. US-WestQwest and its predecessors have provided telephone services to Washington communities for over 100 years. The Washington Utilities and Transportation Commission (WUTC) regulates the provision of telecommunication services. US-WestQwest also is subject to various federal laws and regulations administered by the Federal Communications Commission (FCC).

Local jurisdictions in Washington fall within a particular Local Access and Transportation Area (LATA). A LATA is a telephone exchange area that serves to define the area within which US-WestQwest is permitted to transport telecommunications traffic. US-WestQwest is permitted to carry telephone calls only within LATA boundaries. Calls outside of the LATA require long distance carriers such as MCI, Sprint or AT&T.

Hundreds of Central Offices (CO's) serve <u>US WestQwest</u> customers in Washington. A CO is a telecommunications common carrier facility where calls are switched. For local exchange or intra-LATA calls the central office switches calls within and between line exchange groupings.

Transmission facilities which serve University Place originate from the Logan CO at 2823 Bridgeport Way West (See **Figure 6-2**). From this CO, the main cable routes extend generally north, south, east and west to serve University Place and the surrounding area. From each main cable route are branch feeder routes. Branch feeder routes may be aerial or buried. Extending from the branch feeder routes are local loops that provide dial tone to every telephone subscriber.

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West <u>Owest</u> construction planning is driven by customer needs. As communities grow, facilities are upgraded to ensure adequate service levels. RCW 80.36.090 requires <del>US</del> West <u>Owest</u> to provide adequate telecommunications services on demand. To comply with RCW 80.36.090, <u>US West Owest</u> regularly evaluates the capacity of its facilities. <del>US West Owest</del> sold is to maintain its routes at 85 percent capacity. When usage exceeds 85 percent, additional facilities are planned, budgeted and installed. Moreover, facilities are upgraded as technology makes additional services available. Capacity is available to serve the area.

#### Cellular Phone Service

There are seven cellular providers licensed by the FCC to serve in the Puget Sound area. With the passage of the Federal Telecommunications Act of 1996, service area competition has increased. Prior to the Act's passage, only two cellular providers would be licensed by the FCC to service a particular area. With the Act's passage, the number of carriers competing in a particular market could now conceivably include all seven (six currently serve University Place). In the future, the FCC may also expand the frequency range available to wireless providers, potentially resulting in new providers entering the market.

Because the City has a somewhat complex topography, service providers may need to install multiple facilities (each working on a line-of-sight basis) in order to provide complete coverage for the City. Further, companies may need to modify existing facilities in order to take advantage of technology advances to provide additional wireless services,

Where feasible, cellular companies site facilities on existing structures, poles, and buildings, — This is where antennas can also be mounted on rooftops and electronic equipment located within the building itself. Also, facilities can be collocated on the same structures. Topography and other engineering constraints influence specific site selection because of the need to "hand off" the signal so that it can be picked up by another facility. The City has an adopted telecommunications regulations erdinance to address the siting of cellular and other telecommunications facilities inside of the City limits.

Figure 6-2 also depicts existing and proposed transmission telecommunication tower facilities in the City of University Place. There is one are two existing cellular transmission towers in University Place. This One tower, owned by US WestQwest, is located in the Narrows Plaza Center. \_\_and-tThe other, owned by Sprint. A proposed transmission tower (Sprint) to be \_is located near the 40<sup>th</sup> Street West and Bridgeport Way West intersection, and northeast of Albertson's has been approved and is being constructed. There are three proposed towers. AT&T proposes to build one near Curtis High School, Verizon proposes to build one near Bridgeport and 46<sup>th</sup> Street West, and Pierce County Department of Emergency Management plans to build one on behind the public safety building. This tower is only intended to be used by public agencies.

# **Cable Television**

<u>ComCast</u> provides cable service to the City of University Place. Local governments primarily regulate cable companies through franchise agreements. The Rainier Communications Commission (formerly Rainier Cable Commission), through an inter-local

agreement with Pierce County and other cities and towns in the County, was created to have <u>facilitate</u> inter-jurisdictional cooperation on regulation and oversight activities and to build expertise in negotiating with cable companies. In 1997, the City of University Place joined the Rainier Communications Commission.

Cable television service is delivered to customers through a complex series of electrical components and many miles of cable. Located at the origin of a cable system are a receiver and headend. The headend includes electronic equipment such as antennas, frequency converters, demodulators, and preamplifiers. The headend processes signals in a manner that allows them to be distributed into the network. Trunk lines carry this signal and its strength is maintained by amplifiers located along the system. Amplifiers allow for feeder line connections and the eventual hookup of individual customers.

<u>Comcast</u> <del>TCI</del>-makes every attempt to provide service to all residents within its franchise area. Factors considered in extending service include the overall technical integrity, economical feasibility, and franchise agreements. Discussions with <u>Comcast <del>TCI</del>-indicate</u> that the company can serve future growth in the City of University Place.

**Figure 6-3** depicts the location of the certain cable facilities within the City of University Place.

### **Solid Waste**

State law requires counties, in coordination with their cities, to adopt comprehensive solid waste plans for the management, handling, and disposal of solid waste for twenty years, and to update them every five years. Cities may choose to be joint participants in the plan, delegate planning to the county, or do their own plan. In Pierce County, waste management and recycling activities for all jurisdictions are coordinated under the umbrella of the Tacoma-Pierce County Solid Waste Plan.

There are three separate collection and disposal systems in the County: \_1) The County's system includes the unincorporated areas of the county and 19 cities and towns using the County's disposal system; 2) Tacoma, as a joint participant in the plan, has its own collection utility and disposal system and the Town of Ruston operates its own collection utility, but has an inter-local agreement with Tacoma for disposal and an inter-local agreement with the County adopting the Solid Waste Plan; and, 3) Fort Lewis and McChord Air Force Base use the Fort Lewis disposal system but coordinate with the County on public outreach and educational programs about waste reduction and recycling.

Currently in University Place, all of the-waste is collected by private haulers, University Place Refuse and Lakewood Refuse, and is handled through the Pierce County disposal system. The City contracts with University Place Refuse but the area served by Lakewood Refuse is still under the franchise system regulated by the Washington Utilities and Transportation Commission (WUTC)and is negotiating a contract with Lakewood Refuse. The two companies offer residents solid waste collection and recycling collection programs coordinated with the unincorporated areas and 18 other cities and towns. Further, University Place Refuse provides a citywide clean-up program in the Fall of each year. The County provides public outreach and school education programs about waste

management, waste reduction, and recycling for all residents of 19 cities and unincorporated areas.

An update of the five-year update of the 1989/92-Solid Waste Plan was adopted in 2000 and the City signed an interlocal agreement with Pierce County pursuant to the plan. will go through the public review and adoption processes in 1998. The City of University Place will be asked to participate in the review, adopt the final document, and sign an inter-local agreement. Under this the existing inter-local agreement for the 1989/92-Plan, the County has responsibility for overall planning, disposal and waste reduction and recycling education. Cities are responsible for collection and the development of any recycling program specific to their jurisdiction.

In accordance with State law, the City will either need to develop its own solid waste management plan according to the requirements of RCW 70.95, and provide for its own management system, and collection and disposal facilities; or the City will need to adopt the Pierce County plan and enter into an Interlocal Agreement.

#### Hazardous Waste Plan

The Tacoma-Pierce County Local Hazardous Waste Management Plan was adopted by all jurisdictions in 19901. The Plan is administered by the Tacoma-Pierce County Health Department. The Hazardous Waste Plan was developed in accordance with RCW 70.105 to "address hazardous waste currently exempt from the State's Dangerous Waste Regulations". This type of waste is mostly household hazardous waste or small quantities from commercial generators. The Tacoma-Pierce Health Department, Pierce County, and the City of Tacoma provide coordinated management of services, collection and public outreach for all residents of the county for household hazardous waste. An update of this plan will most likely be is being prepared and will be brought to the cities, towns and county for review and adoption in 49882003.

#### **PUBLIC UTILITIES**

# Water

Tacoma Public Utilities (TPU) Water Division is the primary provider of water service to the City of University Place. Tacoma Public Utilities is governed by a five-member board, of commissioners, appointed by the Tacoma City Council.

The TPU Water Division serves the City of Tacoma and portions of Pierce and South King counties. The Tacoma Public <u>#U</u>tilities Water Division serves approximately 8,300053 customers in the City of University Place. A small private water system serving part of Day Island is currently being taken over by Tacoma Public Utilities.

Prior to 1979 the University Place Water Company was the only community water purveyor. Some local wells did not satisfy State water quality standards. System expansion to serve new developments was not accompanied by additional water sources or transmission capacity. Summer dry periods resulted in very low water pressure for those at higher elevations. As a result of these problems, local and state agencies

requested Tacoma to acquire the University Place Water Company and begin direct service to the community in 1979.

The primary water supply to this area comes from the Green River in King County and local wells. During high demand periods, mostly in the summer, well water from the south Tacoma aquifer and other local aquifers supplements the river water. The supply from the Green River is 72 millions gallons per day (MGD) and the supply from wells for limited durations is about 59 MGD. The peak capacity is 131 MGD for water supply, exclusive of storage, for both inside and outside of the City of Tacoma. The highest actual four day peak demand has been 122 MGD.

A water system consists of a transmission supply and distribution system made up of various sized mains (transmission and distribution), reservoirs, standpipes, wells, and pump stations. **Figure 6-4** identifies water facilities inside the City of University Place.

A summary of these facilities is as follows:

## **Transmission Lines**

Very generally, the water transmission lines within the City limits are located northsouth along Sunset Drive, and east-west along 40<sup>th</sup> Street West, 56<sup>th</sup> Street West, Cirque Drive and 29<sup>th</sup> Street West.

## **Pump Stations**

- 1. Chambers Creek Estates; 6003 73rd Avenue West
- 2. 83<sup>rd</sup> and Cirque Drive; 4802 83<sup>rd</sup> Avenue West

### Wells

- 1. UP-1; 3516 Crestview Drive West; 1.6 Million Gallons Per Day (MGD)
- 2. UP-10: 9409 48th Street West: 1.0 MGD

## Reservoirs

- University Place Tank Number 6; 4521 83<sup>rd</sup> Avenue Court West; <u>0.9 MGD</u> capacity
- University Place Tank Number 5; 4521 83<sup>rd</sup> Avenue Court West; <u>0.</u>3 MGD capacity.

Distribution lines <u>are commonplace and</u> have not been inventoried.<u>-as they are commonplace</u>.

The City of Tacoma Capital Facilities Plan (CFP) includes a six-year capacity balance sheet that addresses potable water. The Tacoma CFP estimates a service area-wide growth from 85,827 customers in 1997 to 109,449 customers in the year 2003197,509 Equivalent Residential Units (ERUs) in 2001 to 222,420 ERUs in 2006. An ERU is a unit

of measure used to express the amount of water consumed by a typical residential customer of the Water Division during the 4-day peak period.

As of 1997, tThe Water Division's four day, service area-wide peak demand in million gallons per day (MGD) was 199-122 MGD in 1990. The Tacoma CFP projects a year 20036 total need of 139-125 MGD for Water Division customers. Tacoma's CFP forecasts 151-149 MGD available capacity for the year 20036. Capacity is therefore available over the Water Division's six year CFP potable water program.

Page 216-The City of Tacoma 1998-2003-2001-2006 Capital Facilities Program identifies the Level of Service Standard for Potable Water at 1,270-562 gallons per customer-ERU per day. An ERU is a unit of measure-used to express the amount of water consumed by a typical residential customer of the Water Division during the 4-day peak period. The LOS is determined by multiplying the Water Division's average daily residential water consumption times Tacoma's residential customer 4-day peak factor of 2.01. This LOS standard reflects an average of residential, commercial and industrial customers.

Discussion with Tacoma Water Division staff indicates that no pumps or storage facilities are planned within the City of University Place at this point in time. There *may* be consideration given to drilling additional wells over the next several years but no project specifically has been defined.

Pierce County acquired all rights associated with the Lone Star Northwest Gravel Mine purchase, including water rights. A study is currently being conducted by Pierce Gounty, analyzing the use of these water rights for municipal instead of industrial (mining and reclamation) usage. At this time, there is no specific proposal for Pierce County to enter into the water production business Pierce County's existing water rights have been approved for municipal use. The County is seeking approval to increase the municipal water right by 6300 million gallens per dayMGD. Once all rights are secured the County plans to wholesale the water to local water purveyors.

#### **Sanitary Sewer**

Sanitary sewer service is provided to the City of University Place by Pierce County Public Works and Utilities and, to a lesser extent, to the, City of Fircrest. University Place is located within the Chambers Creek-Clover Creek Basin, one of the four sewer basins within Pierce County.

The County's sewerage system includes more than 450 miles of sewer interceptors and 72 pumping stations (interceptors are major collection lines 12 inches or larger). The system is generally gravity fed, designed to direct flows downhill to the Regional Wastewater Treatment Plant (WWTP) at Chambers Creek. **Figure 6-5** depicts certain major sewer facilities in the City of University Place.

Pierce County's Chambers Creek Regional Wastewater Treatment Plant (WWTP) is located on 44 acres of Chambers Creek properties. This parcel of land was purchased in 1978, and the facility began operating in 1984. It currently serves more than 162,000 peeple62,000 households and businesses in the Chambers Creek-Clover Creek drainage basin. Since the treatment plant opened in 1984, wastewater flows have increased each

<u>year by approximately 6 percent.</u> The WWTP is currently rated at a capacity of  $48\underline{2421}$  million gallons per day (MGD) and operates at an average capacity of  $43\underline{.51416.3}$  MGD. The WWTP is also under construction to expand to its currently permitted 24 MGD. Expansion of the plant is expected to continue indefinitely to accommodate anticipated growth and to meet increasingly stringent water quality standards.

Pierce County Ordinance 97-87S2 passed October 21, 1997, amending the County's Comprehensive Plan <u>and</u> establishinged a Level of Service (LOS) of 220 gallons per day <u>per ERU</u> (equivalent residential unit) for sanitary sewer. The Pierce County Comprehensive Plan Capital Facilities Element also includes additional discussion on Pierce County's sewer service.

The Chambers Creek Regional Wastewater Treatment Plant was approved by the federal and State governments, and always has been sized to meet the long-term needs for full service to the Chambers Creek-Clover Creek basin when fully developed. The plant is currently expected to serve a population in the Basin of about 553,000 in the year 2040. The Unified Sewer Plan was adopted in 2002.

The plan identifies future service needs for the County and makes provision for expansions to meet those needs. It provides for expansion of the Chambers Creek facility to 43 MGD capacity and for three projects within University Place. The first is an expansion of the Chambers Creek influent pipeline to provide capacity relief for the existing pipeline located between the energy dissipater on the Chambers Creek tunnel and the treatment plant headworks. The second is a new Leach Creek Interceptor line, which will enable service to be provided to currently unserved parts of eastern University Place. It will also serve the City of Fircrest in the event the City chooses to transfer flows to the Chambers Creek Regional WWTP. The third is an expansion of the Chambers Creek Regional WWTP Tunnel, which will provide capacity relief for the tunnel as development in the service area approaches build-out.

approved General Sewerage Plan Update (1991) provides for at least 48MGD capacity.

As Pierce County has developed, ensuring wastewater treatment capacity sufficient to handle increasing wastewater volumes and to protect groundwater quality has become a focus of sanitary sewer facilities planning. Septic systems, which dispose of wastewater through percolation into the aquifer, are a known source of groundwater pollution. While University Place would like to eventually connect all development in the Chambers Creek-Clover Creek Drainage Basin to a sewer system, not all areasapproximately but 980 parcels within the City are not connected to sewer (see Figure 6-6). City and County staff are currently discussing options for extending sewer service to those areas. The sewer system replaces septic tanks and drain fields with wastewater collection and conveyance facilities and percolation of untreated effluent with wastewater treatment and bio-solid disposal. Presently, the County has a pay-as-you-go program for new sewer connections.

Portions of the City of University Place are within the Fircrest service area. This includes an area south of 44<sup>th</sup> Street West near Alameda Avenue.

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Fircrest currently has agreements with other service providers concerning service area boundaries and wastewater treatment. An on-going agreement with Pierce County Public Works and Utilities, the Pierce County Sewer Franchise Agreement, delineates service area boundaries. Under this agreement, Fircrest provides service within its corporate boundaries and to specific areas outside of its corporate boundaries.

The City of Fircrest Comprehensive Plan identifies an issue of importance to University Place. One planned improvement is the construction of an interceptor from Fircrest to the Pierce County Chambers Creek Regional Wastewater Treatment Plant. This is a joint project with Pierce County Public Works. The most suitable route for an interceptor is being studied by Pierce County Public Works. Given that the route would likely traverse the City of University Place, coordination with the City will be required. Currently Fircrest Sewer is connected to the City of Tacoma Sewer System for conveyance and treatment.

As Pierce County has developed, ensuring wastewater treatment capacity sufficient to handle increasing wastewater volumes and to protect groundwater quality has become a focus of sanitary sewer facilities planning. Septic systems, which dispose of wastewater through percolation into the aquifer, are a known source of groundwater pollution. University Place and Pierce County share the long-term goal of eventually connecting all development in the Chambers Creek-Clover Creek Drainage Basin to a sewer-system. Not all areas within the City are served by sewer (see Figure 6-6). The sewer system replaces septic tanks and drain fields with wastewater collection and conveyance facilities and percolation of untreated effluent with wastewater treatment and bio-solid disposal.

In 1996 Pierce County initiated a comprehensive sewer planning process to prepare a Unified Sewer Plan. This Unified Sewer Plan (Unified Plan) is intended to guide future development of the County's sanitary sewer system. It is also intended to replace the County's 1969 Sewer Plan, to consolidate the many amendments to that Plan, and to implement recent growth management decisions.

As part of the Unified Sewer Plan process, a future sewer service area for Pierce County will be identified. Flow volumes to Pierce County's treatment facilities will be considered to plan for adequately sized facilities within the urban growth areas. The Unified Plan will address facilities in all of the drainage basins in Pierce County, including the Chambers Creek/Clover Creek, Puyallup River, Nisqually River, and Kitsap Basins. The anticipated adoption date of the Unified Sewer Plan is 1989. Findings and conclusions from the Unified Sewer Plan process will be incorporated into the City's Capital Facilities and Utilities Elements when available.

Appropriate amendments to the City's Comprehensive Plan will be made when the Unified Sewer Plan is adopted.

#### **Flectrical**

The City of Tacoma, Department of Public Utilities, Light Division (Tacoma Power) is the electrical provider to the City of University Place (City). A five-member public utility board appointed by the Tacoma City Council governs the utility.

Tacoma Power serves a 180 square mile area. The service area includes the cities of Tacoma, Fircrest, Ruston, University Place, and Fife, as well as portions of unincorporated Pierce County including Graham, Spanaway, Fort Lewis, McChord Air Force Base and portions of Lakewood.

Tacoma Power operates both transmission and distribution facilities. Approximately 8.5 miles of transmission lines are located within University Place. Transmission access is provided by the Southwest and Highland substations, both of which are outside of the City limits. Six distribution substations supply customer load for University Place, and the total nameplate capacity is 150 MegaVolt Amperes (MVA). Four of the six distribution substations are located within the City limits: University, Menlo, Sunset, and Bridgeport. The two others, Orchard and McNeil, are located outside of the University Place city limits. Of the 15,900 customers served by Tacoma Power, approximately 85 percent are residential and 15 percent are commercial.

Tacoma Power has a maintenance agreement with University Place to service and maintain street light facilities. Tacoma Power uses forecasts produced by the Puget Sound Regional Council (PSRC) and local municipalities to project future load growth. Tacoma Power uses this information in conjunction with its system planning criteria to prepare a six-year facilities plan. The six-year plan assists helpsTacoma Power to-identify those strategic projects that will ensure a safe and reliable system. Tacoma Power's current level of service is to maintain the standard voltage level within + or - 5% of nominal voltage. All distribution service shall be provided within the acceptable range established by current industry standards.

Pursuant -to their six-year plan, Tacoma Power currently does not anticipate development of new substations in University Place, however a major line replacement project is being considered to increase the capacity of the present transmission line between the Sunset and University distribution substations. The -addition of a large commercial or industrial load in the area may require development of additional new facilities.

Figure 6-7 depicts the general location of the electrical system in the City of University Place, including the Sunset-University substation transmission line that may be subject to a future upgrade.

The Tacoma Public Utilities (TPU) Light Division is the electrical provider to the City of University Place. The utility is governed by a five member utility board appointed by the Tacoma City Council.

The Light Division within TPU has a 180 square mile service area. This includes the cities of Tacoma, Ruston, University Place, and Fife, as well as portions of unincorporated Pierce County including Graham, Spanaway, portions of Lakewood, Fort Lewis, and McChord Air Force Base.

Like other electric utilities, the Light Division is preparing for industry deregulation. Legislation at the state and federal level may soon allow electrical utility customers to purchase electricity from other power providers, with the Light Division serving as the distributor of the power. Over the time period of this comprehensive plan, it is possible

that University Place electrical customers will have the option of purchasing electricity from different companies, much like long distance telecommunications.

The TPU Light Division has both transmission and distribution facilities in the area. Approximately 8.5 miles of transmission lines are located within University Place. Transmission access is provided by the Southwest and Highland substations, both of which are outside of the city limits:

Customer load for University Place is supplied from six distribution substations with a total nameplate capacity of 150 MegaVolt Amperes (MVA). Four of the six distribution substations, University, Menlo, Sunset, and Bridgeport, are located within the city limits. Two others, Orchard and McNeil are located outside of the University Place city limits. Of the 15,900 customers serviced by Tacoma, approximately 85 percent are residential and 15 percent are commercial.

Tacoma Public Utilities Light Division also has a maintenance agreement with University Place to service and maintain-street light facilities.

Tacoma Public Utilities Light-Division uses the Puget Sound Regional Council (PSRC) and local municipalities to project future load growth. Based on these projections, the development of new substations in University Place is not expected, but if a large commercial or industrial load is acquired, the development of new facilities may be necessary.

At present, Tacoma Public Utilities is formulating a six-year plan that may include projects in University Place. A major line-replacement project is being considered to upgrade the present transmission line between the Sunset and University distribution substations. If funded and eventually built, the upgrade will increase line capacity for future growth.

Pages 65 through 72 of the City of Tacoma's adopted 1998-2003 Capital Facilities Program discusses electric utilities. The City of Tacoma's adopted level of service standard for electric utilities equals the voltage level plus or minus five (5) percent and a monthly average outage of eight (8) minutes or less.

**Figure 6-7** depicts the general location of electrical system in the City of University Place, including the Sunset-University substation transmission line that may be subject to a future upgrade.

#### **CHAPTER 7**

# COMMUNITY CHARACTER ELEMENT

This element addresses the major community image issues facing the City of University Place over the next 20 years. Some of these issues overlap with topics covered in other elements of this Comprehensive Plan. This element considers the following aspects of Community Character:

- 1. General elements of community image—cityCity gateways, pedestrian environment, landscaped streets, parks, open space and greenbelts, vistas and view points, historical and cultural resources, and quality of design
- 2. Town Center
- 3. Civic Facilities
- 4. Residential and Mixed Use Areas

#### **COMMUNITY VISION**

University Place is a safe, attractive eityCity that provides a supportive environment for all citizens to work, play, get an education and raise families. Children and youth are nurtured and encouraged to develop into competent, contributing citizens in a changing world. A cooperative community spirit and respect for each other—our commonalties and differences—foster a diverse cultural, spiritual and ethnic life and prepare us for future challenges.

# MAJOR COMMUNITY IMAGE ISSUES

The major community image issues facing University Place include:

Development along University Place's main commercial corridor, Bridgeport Way, is very linear.

The City lacks a recognizable town center with a mix of commercial, residential and civic uses and open space.

Entrances to University Place on a number of arterial streets are not well-defined and inviting.

Many of the e<u>C</u>ity's major arterial streets do not have street trees, sidewalks, curbs, gutters or bicycle lanes.

Public vViews of Puget Sound, the Olympic and Cascade Mountains, and Mount Rainier are available from many points in University Place. Additional development and growth of trees and other vegetation could obscure or limit these views in some areas.

#### **GOALS AND POLICIES**

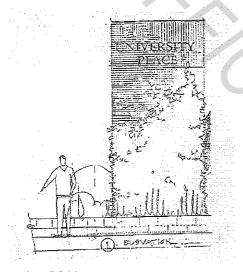
This element contains the community character goals and policies for the City of University Place. The following goals represent the general direction of the City related to community image, while the policies provide more detail about the steps needed to meet the intent of each goal. Discussions provide background information, may offer typical examples, and clarify intent.

# GENERAL COMMUNITY CHARACTERISTICS

#### GOAL CC1

Provide residents and visitors with a positive identifiable image of the City of University Place.

#### **GATEWAYS**



# **Policy CC1A**

Provide gateways at entry points to the city.

Discussion: Many cities have identifiable boundaries that make people aware of entering the city. At present, the sense of entering the City of University Place is hardly perceptible. Portions of the city are easily confused with neighboring communities. Gateways which may include a sign, landscaping, seating and, in some cases, may be the size of mini-parks can be appealing entry points. Key entry points are 19<sup>th</sup> Street and Bridgeport Way, 27<sup>th</sup> Street and 67<sup>th</sup> Avenue West, Orchard Street and Cirque Drive, and Bridgeport Way and 67<sup>th</sup> Avenue West. Gateways and streets with trees can contribute to community pride by establishing definite edges that say "this is my city".

#### PEDESTRIAN ENVIRONMENT

#### Policy CC1B

Incorporate curbs, gutters, sidewalks and pedestrian-oriented street furnishings along arterial streets within the community.

Discussion: Streets are the public realm for pedestrians. Other elements, such as throughblock walkways can supplement the basic network of sidewalks along streets, but the sidewalk network should be the principal element, and the one to which the most design attention is given. Curbs are vitally important along major streets to separate fast-moving vehicles from pedestrians. Sidewalks must be sufficiently wide to offer a sense of safety and comfort along intensively traveled streets. Furnishings should be designed and located so that they reinforce pedestrian activity. This includes the use of benches, small-scale lighting, waste receptacles, pay phones and touchable artwork.

#### LANDSCAPED STREETS

#### Policy CC1C

Preserve existing vegetation where possible.

Discussion: Existing trees and other vegetation contribute greatly to the <code>eityCity</code>'s image.

Significant-t\_rees should be retained for their aesthetic quality if they are healthy and not a threat to safety. Preserving trees and vegetation along street corridors and in clusters or buffers as land is developed enhances character and property values.

#### Policy CC1D

The City should plant trees and other native vegetation along streets and provide incentives to private property owners to plant and maintain street trees.

**Discussion:** Street trees can powerfully define the character of an area. To be effective, street trees must be of a certain type, caliper (diameter),

spacing and location. Only certain varieties of trees are suitable for use along streets. Trees must be of a certain size to have any immediate impact and they must not be spaced far apart or they seem insignificant. Street trees may define and protect space for pedestrians or may separate traffic lanes when used in planting strips in the center of arterial streets.

#### Policy CC1E

Establish a list of trees and other suitable vegetation for eityCity streetscapes.

Discussion: Native trees and plants, particularly those that can sustain summer drought periods are preferred. Other considerations include mature height, branch spread, location in relation to utility lines, seasonal color, and maintenance requirements. Trees which are resistant to exhaust fumes and which do not drop seeds or fruit are preferred.

# PARKS, OPEN SPACE AND GREENBELTS

#### Policy CC1F

Preserve greenbelts so that the expanse and intensity of development is tempered by natural features found in the community, and so that wildlife habitat and corridors are maintained and enhanced.

**Discussion:** Greenbelts offer visual and physical relief to the continuum of urban development and enhance the city<u>City</u>'s image. They have a positive impact on surrounding property values and contribute to better air quality. They make it possible for wildlife to survive and move into areas which were once exclusively theirs.

#### **Policy CC1G**

Encourage the connection and linkage of parks, open spaces and greenbelts.

**Discussion:** Greenbelts, open natural areas and park lands are less effective if they are isolated. Over time, ways should be found to link

greenbelts for functional and visual continuity. Linkages should be considered across eityCity and county boundaries as well as within University Place. Cooperation with adjacent cities and the county may provide opportunities for an extensive network of trails and connections.

#### Policy CC1H

Provide usable open space in the Town Center, mixed use and commercial areas.

Discussion: Usable open space is a valuable amenity to people living, working and shopping in the eityCity. It offers visual interest and helps create a sense of place. Such open space may include landscaping, public sculpture, fountains, park benches, street furniture, pathways and ponds. Large developments should be encouraged to incorporate usable open space as part of site development or redevelopments. Open space should be linked between developments where possible.

#### **VISTAS AND VIEWPOINTS**

#### Policy CC11

Identify, classify and preserve existing and potential natural viewpoints <u>from</u> public areas.

**Discussion:** Spectacular views of Puget Sound, the Olympic and Cascade Mountains and Mount Rainier are available from many parts of the cityCity.

Existing vistas from public places, including street corridors, should be designated and given a protected status. In addition, it may be useful to identify places where natural viewpoints could be provided. Some views are panoramic, others are more focused. Some are experienced from a moving vehicle while others can only be appreciated from a stationary vantage point. Viewpoints can take various forms. Scenic routes, pullouts, and overlooks are possibilities. Some of these might require property acquisition, and some could be done within existing rights-of-way.

#### Policy CC1J

Evaluate the feasibility of view protection regulations in residential areas which have significant views of Puget Sound and Mount Rainier.

Discussion: Protecting views available from private property is not easy to achieve since it may involve choices of one property owner's value over another's. This is especially true in established neighborhoods where infill development on vacant lots or the growth of trees and vegetation may suddenly block or limit someone's view and affect property value. Limiting heights down slope may resolve some problems. The City needs to conduct a study of where potential problems exist and evaluate alternatives for addressing them.

#### Policy CC1K

Encourage underground installation of utility distribution lines.

Discussion: An abundance of utility wires and cables that line either side of a street produce a cluttered effect and detract from the views of buildings, landscaping and site designs. Use of underground wiring should be encouraged in accordance with rate, tariffs, and franchise agreements and/or regulations applicable to the serving utility. The City should work with utility providers and citizens to find ways of funding the undergrounding of utilities.

#### Policy CC1L

Encourage use of attractive and wellscaled signage in commercial and industrial areas.

**Discussion:** Large signs and billboards do not complement the scale and types of activities found in University Place. They create "visual clutter" and reinforce the sense of a commercial strip and a lack of coordinated development.

# HISTORICAL AND CULTURAL RESOURCES

#### Policy CC1M

Seek opportunities to identify, commemorate and preserve the City's historical and cultural resources.

Discussion: The City of University Place has a rich history but very few "surviving" structures and identified sites. The first step in commemorating history is to inventory places, events and people that contributed to the evolution of the community. It is important to trace this back to Native American influences. Once this is complete, the information can be used to make decisions on the most appropriate methods of recognition.

#### QUALITY OF DESIGN

Ensuring high quality design is a very difficult thing to do through land use regulations alone. Regulations address quantities and dimensions but qualitative criteria are harder to codify. Design guidelines can be used, but they require a standardized method of application and enforcement. Typically this takes place through some form of design review. An increasingly popular type of review is administrative, so that the review process can be more collaborative and less time-consuming.

#### Policy CC1N

Regulate the height and bulk of buildings.

Discussion: University Place is a primarily residential community with buildings of one or two stories and a few three-story buildings. Outside the town center Hheights should be controlled to maintain the overall "small community" character and to protect significant views and vistas. The shape or bulk of a building is equally important. Lower floors relate most closely to pedestrians and design should add detail, active use, accessibility and visual interest. Building tops are important because they define the eityCity's skyline. Finally, new-buildings should reflect a

stepped-or-terraced bulk-so-mass-is-decreased-asthe building-rises-in-height.

#### Policy CC10

Encourage <u>new development builders-to</u> include architectural features that create visual interest.

Discussion: Facades of lower floors at pedestrian level should include a number of features, such as cornice lines, stepbacks, terraces, overhangs, projecting bays, offsets and other devices that create shadow lines and articulation. Visible window frames and richer colors and materials should be provided where they can appreciated by people on foot. Building entrances should be readily identifiable and accessible from a public sidewalk.

#### Policy CC1P

Encourage roof forms with visual focal points and variation in detail including pitched, terraced and cornice roof forms.

**Discussion:** The roof forms of buildings contribute much to the character of a community. Variety and creativity should be encouraged.

#### Policy CC1Q

Encourage creative concealment of rooftop equipment.

**Discussion:** A benefit of encouraging use of bold and interesting roof forms is that mechanical equipment, typically mounted on the roof, can be concealed comfortably. Too often these elements are added on with little or no thought to how they relate to building design. Often a plain parapet is erected to conceal them. Forms that add richness and character to the structure are preferred.

#### Policy CC1R

Consider including a few similar design features or characteristics in all major buildings, while encouraging individual creative architectural designs.

Discussion: To be perceived as a distinctly identifiable place, a City should combine both variety and continuity. Selecting a "theme", however, usually appears contrived and false. A few common characteristics should be included in new development and redevelopment. The Town Center Plan should define those elements of design that residents want to maintain and duplicate.

#### **Policy CC1S**

Allow limited flexibility in the Zoning Code and subsequent urban design guidelines that balances community desire to create a well-designed community with preservation and maintenance of viable commercial and residential developments.

Discussion: Because conforming with design guidelines may be expensive for developments engaged in routine maintenance or remodeling, it will be necessary to apply standards and guidelines in a manner that does not discourage reinvestment. Renovation of existing buildings extends their useful life and helps maintain community character. Consequently, it is important to establish a threshold beyond which all current code requirements are applied. If this threshold is set too low, it can discourage needed renovation. If it is set too high, it can forestall improvements which contribute to the desired character of the community.

### **TOWN CENTER**

#### **GOAL CC2**

Provide a well designed, pedestrian-friendly and community oriented Town Center.

#### Policy CC2A

Encourage development of distinctive focal points within the Town Center.

**Discussion:** The Town Center is the area along Bridgeport Way approximately between 35<sup>th</sup> Street and 44<sup>th</sup> Street. Because the designated

Town Center is relatively new, it has little in the way of truly historic buildings. It will be necessary for new development to create distinctive places. Developers choose to invest in an area when they are confident that the level of quality in their projects will be matched and reinforced in other projects. The City should develop an Urban Design Plan for the Town Center that identifies key locations and focal points for public activity and architectural interest.

#### Policy CC2B

Create special design standards for the Town Center Overlay Area that promote the development of a high quality pedestrian friendly center.

Discussion: The Town Center Overlay Area is intended to be a focus point in the Town Center Zone where retail, office, residential, and civic uses combine to make an attractive place to live work and shop.

To attract high quality development increased density and height are needed to make a development economically feasible. Design standards provide developers with incentives such as increase density, building height, and street front parking. Design standards should encourage innovative and attractive designs with features such as underground parking, appropriate building materials, signs and creative architectural elements that meet the City's goals.

#### Policy CC2BC

Encourage trees—planting, landscaping and inclusion of public art throughout the Town Center.

Discussion: The City's Zoning Code must contain requirements for new landscaping to be installed to mitigate the impacts of new when development or redevelopment-occurs.

Landscaping enhances spaces between adjacent commercial and other uses and provides a pleasing transition. In developing a Town Center Plan the City should establish a planting theme that emphasizes certain types of trees and shrubs. Many cities have plant lists that identify appropriate varieties for street tree planting and other vegetation. Public spaces in the Town Center can display fountains, sculptures or

mosaic pavements, for example, to create focal points.

#### Policy CC2DC

Establish a variety of public spaces throughout the Town Center.

**Discussion:** Public space comes in many forms: streets, beth-large and small parks, plazas, courtyards, gardens, and public restrooms. Some will be developed by the City or other agencies, while some will be privately provided. It is ————important that there be some form of public space associated with each major development project, so that eventually there can be a wide variety of types and sizes throughout the center. Given the scarcity of publicly owned land, this may require a public/private partnership.

#### Policy CC2ED

Encourage connections between the Town Center and nearby neighborhoods.

Discussion: The Town Center should not be seen as an isolated, free standing area of the community. It needs to be linked to the neighborhoods surrounding it. While such linkages can be enhanced by transit, the principal means should be through sidewalks, walkways and other ground-level corridors. While most of these will be developed as a part of public streets and open space, there may be instances in which pathways could be cut through private property by means of access easements, provided by-willing

#### Policy CC2<u>F</u>€

Provide safe methods such as textured crosswalk paths and pedestrian islands within the planted median for people to cross major streets at regular and convenient intervals.

**Discussion:** Bridgeport Way and other arterials should have special features to allow for safe and convenient pedestrian movement. Since there is often a substantial distance between signalized intersections, mid-block crossings should be provided.

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#### Policy CC2GF

Enhance the visual character of surface parking areas through screening and vegetation.

**Discussion:** Paved surface parking lots exist. It is important that such parking creates a positive visual impact on the evolving Town Center. Landscaping along the perimeter and within the lot helps to relieve the monotony of asphalt and mitigate environmental impacts.

#### Policy CC2HG

Encourage provision of parking to the rear of buildings or in structures where possible.

Discussion: Large expanses of open car parking in front of buildings and stores creates an unattractive streetscape that is not pedestrian friendly. It is more desirable to provide parking to the rear and side of buildings. This already occurs on some sites within the Town Center including the City Hall area and should be encouraged where physically feasible. The berms and slopes in some parts of the Town Center are conducive to developing parking underneath or behind buildings.

#### Policy CC2IH

Develop a coordinated signage plan for the Town Center.

Discussion: Well-scaled signage that meets the needs of businesses and contributes to a cohesive central business district is important to the Town Center urban design concept. Signs should relate to the pedestrian's level and not simply to those driving by. Currently, some signs for business centers along Bridgeport Way are tall yet not really readable to the passing motorist or to those walking. The City should work with the business community to achieve a plan that can be implemented-with redevelopment projects. Public informational and directional signs should also be included.

#### **CIVIC FACILITIES**

#### GOAL CC3

Provide a range of spaces and places for civic functions such as public meetings, ceremonial events, and community festivals.

#### Policy CC3A

Create public spaces throughout the eityCity.

Discussion: Cities are stronger and more focused when they have one or more major public parks or squares. Such a place is seen by the community as a "commons" when it is publicly owned, programmed, monitored and maintained. A privately provided plaza may not accomplish the same result since it is not "held in common" by the citizens of the community. The areas around City Hall and locations like the Curran Orchard and other new parks should provide opportunities for public gatherings.

#### Policy CC3B

Encourage the inclusion of public art.

Discussion: The Pacific Northwest has an international reputation for displaying works of art in public settings. The City can contribute to this regional legacy by incorporating art in public projects and encouraging developers to incorporate art into their projects. The City should include artists on design teams for parks and other public spaces. Many items in the public environment—lighting, railings, walls, benches, etc.—could be made more interesting through the participation of artists.

#### **Policy CC3C**

Encourage community volunteerism in public beautification projects.

Discussion: Many communities benefit from active volunteers and civic beautification committees who organize to contribute amenities such as planted flower beds, banners, hanging baskets, sculpture and other items, or who help

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provide additional maintenance that is often beyond municipal budgets. These projects may include the involvement of local Chamber of Commerce or other business and volunteer groups.

# RESIDENTIAL AND MIXED USE AREAS

Much of the eityCity's growth over the next 20 years will come through development of infill lots in established single family residential areas and redevelopment in mixed use areas of housing, office and retail use. It is important that development be compatible with surrounding areas and build upon the positive aspects of the neighborhood.

#### **GOAL CC4**

Accommodate infill development and redevelopment in a way that is sensitive to surrounding residential areas and helps enhance the quality of eityCity neighborhoods and business areas.

#### **Policy CC4A**

Establish lot access and improvement standards that are appropriate for small lot or short plat subdivisions and are consistent with neighborhood character.

Discussion: Short-platting or short subdivision divides a property into four or fewer lots. It enables individual property owners to sell off a portion of a larger parcel to obtain additional income from their property. Subsequent infill development may change the neighborhood open space pattern (that vacant lot or stand of trees is now the site of a house) and create additional driveway or street accesses. Standards for short subdivisions should consider neighborhood character. Access standards applicable to long plats—such as width and surfacing—may not always be necessary or appropriate.

#### Policy CC4B

Ensure that accessory dwelling units are designed to maintain the appearance of the single family structure and are subordinate in size to the main unit.

Discussion: An accessory dwelling unit or apartment within a single family structure helps increase the supply of affordable housing and may meet special needs of individual households to provide housing for family members, earn supplemental income, or to increase security and ability to live independently. State law requires accommodation of accessory dwelling units in single family areas, but also requires protecting the character of single family neighborhoods.

#### Policy CC4C

Require that site and building design elements provide adequate transition to surrounding single family areas and protect them from impacts of higher intensity commercial, industrial and multifamily uses.

Discussion: Problems that often accompany transitions from one level of land use to another include bulk and scale--taller buildings that reduce privacy for adjoining residences, additional traffic, unsightly storage areas, lighting and noise. Stepping down building heights, providing greater setbacks, shielding lighting and developing appropriate fence and landscape screens are among the tools that can be used to mitigate impacts.

#### Policy CC4D

Encourage single family attached housing such as townhouses in mixed use areas and as transition areas between single family and other zones.

**Discussion:** University Place has a significant proportion of its housing stock in multifamily buildings of two and three stories. In a 1996 land use inventory, close to 30% of the total dwellings are in projects with more than five units, about 60% are single family houses, 6% are duplexes, and the remainder are mobile homes and assisted

living projects. The City should encourage more housing that appeals to those who cannot afford or don't want the maintenance obligations of a single family house and lot, but are not interested in living in an apartment complex.

# Policy CC4E

Establish design guidelines for development in mixed use areas that will encourage quality residential and commercial infill-projects, an attractive streetscape and a pedestrian-friendly environment.

Discussion: Mixed use areas along the 27th Street and Bridgeport Way corridors contain many small single family structures, generally 1 story or 1-1/2 stories. Some homes have been turned into offices and retail businesses; others are still used as residences. In addition, there is a mix of multifamily and commercial buildings. The mixed use designation reflects, to some extent, what has already occurred in the neighborhood evolution. Guidelines should address the transition from single family structures (renovation to full redevelopment) and create a pedestrian friendly environment. In the mixed use zone, residential and commercial uses may exist side-by-side or within the same structure. Drive-through uses should not be allowed because of the variety of conflicts with residences in the same zone. The area is intended to be lower scale and less intense than commercial or neighborhood commercial designations.

Note: Additional policies on the interface between various land uses and appropriate buffering and other requirements are found in the Land Use Element.

# **CHAPTER 8**

# PARKS, RECREATION, AND OPEN SPACE

This Element addresses the present and future park, recreation and open space issues for University Place. The element is supplemented by the Parks, Recreation and Open Space Plan (Parks Plan) adopted as an appendix to the Comprehensive Plan. The Parks Plan contains an inventory of facilities, level of service standards, a list of proposed facilities and implementation strategies.

This element includes policies related to:

- Planning and Implementation
- Acquisition and Finance
- Community Involvement
- · Access to parks
- Facility Development and Maintenance
- Human Resources

### STATE GOAL

#### Open Space and Recreation

Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

#### Shorelines of the State

The goals and policies of the Shoreline Management Act as set forth in RCW 98.58.020.

#### COMMUNITY VISION

Expansion of parks and recreation services has been achieved through cooperative efforts of the City, the Parks and School Districts and many citizen volunteers. Residents enjoy more neighborhood parks and public spaces, a community and civic center, public access to the shoreline, and a variety of recreation programs and activities for children, youth, adults, and senior citizens.

#### **MAJOR ISSUES**

University Place's present economic base limits the City's ability to acquire, develop, and maintain parks.

Residential, commercial, and industrial development continues in University Place, bringing the area close to build-out and increasing the demand on existing park facilities. The City's current ratio of park lands to population is low compared to national and regional standards.

University Place has some distinctive natural features worth preserving. These include the shorelines, Chambers Creek Canyon, Morrison wetlands, and major creek corridors (Chambers, Leach and Peach creeks).

University Place does not have a sufficient pedestrian or bicycle trail system to connect residential and commercial areas with parks and public facilities.

Chambers Creek Properties, owned by Pierce County, has the potential for major regional park activities. Trails, shoreline access and a boat ramp are planned for construction within 5-10 years. Other major projects may not occur until well into the 21<sup>st</sup> century as the gravel mine is fully reclaimed.

Additional amenities are needed in existing parks and ball fields. The City lacks a substantial Community Activity Center for citizen use and enjoyment.

# **GOALS AND POLICIES**

This section of the Element contains the parks, recreation, and open space goals and policies for the City of University Place. The following goals represent the general direction of the City related to parks, recreation and open space, and the policies provide more detail about the steps needed to meet the intent of each goal. Discussions provide background information, may offer typical examples, and clarify intent.

# PLANNING/IMPLEMENTATION

# **GOAL PRO1**

Develop a high quality, diversified park, recreation and open space system that benefits citizens of various ages, incomes and physical abilities.

# **Policy PRO1A**

Identify, acquire, and preserve a wide variety of lands for park and open space purposes, including:

- Natural areas and features with outstanding scenic or recreational value, or wildlife preservation potential;
- Lands that provide public access to shorelands and creeks;
- Lands that visually or physically connect natural areas, or provide important linkages for recreation, plant communities, and wildlife habitat;
- Lands valuable for recreation, such as athletic fields, trails, fishing, swimming or picnic activities;

- Lands that provide an appropriate setting and location for community center facilities;
- Park land which enhances the surrounding land uses;
- Land which is presently available, or which, if not preserved now, will be lost to development in the future;
- Land that preserves significant historical areas and features.

Discussion: The acquisition of open space and park land requires considerable forethought, since land is expensive and commits the City to maintenance responsibilities. Benefits of park and open space acquisition include establishing greenbelts, providing access to water, reserving areas for wildlife habitat, and protecting natural features. Acquiring and preserving such lands must be encouraged, because they offer and provide unique opportunities for recreational purposes as well as open space near residential areas. Open spaces or small parks in commercial areas also serve several functions, including providing social places for employees.

# Policy PRO1B

Ensure a fair geographic distribution of parks, playgrounds, and related recreation opportunities.

**Discussion:** Decisions to purchase and develop park and open space facilities should consider a geographically equitable distribution of park and recreational facilities throughout the city. Park sites and activities should be conveniently accessible to all residents.

### **Policy PRO1C**

Evaluate impacts on surrounding land uses when considering sites for acquisition and in developing park sites.

**Discussion:** Impacts may include traffic, noise, parking, and lighting. The City should evaluate how activities in the park will affect the surrounding neighborhood and adjacent land

uses. Sites and activities should be changed as appropriate.

## Policy PRO1D

Encourage improvement and use of underutilized publicly-owned properties for park, recreation and open space purposes.

Discussion: When developing the park and recreation system, making available a range of activities and functions is critical given the wide diversity of interests that exist. All existing parks, public owned land, and vacant school sites should be explored in terms of park development opportunities. Consideration also needs to be given to development and the type of activities which are appropriate for the diverse members of the community. To accomplish this goal, park development should incorporate both active and passive recreational opportunities.

# Policy PRO1E

Encourage development of active recreation facilities.

**Discussion:** University Place currently does not offer many facilities for active recreation. Playfields, bicycle and jogging trails, and playgrounds should be given primary consideration in funding plans.

# **Policy PRO1F**

Require usable open space in residential development to provide open space and recreation for children and adults in new residential projects. Encourage public plazas, seating and other usable open space in commercial projects.

Discussion: Residential developments shall provide on-site recreational opportunities for adults and children, especially in areas identified as deficient in the provision of neighborhood parks. There also should be efforts to ensure the accessibility to open space and recreational opportunities for employees of local businesses. Inclusion of plazas, courtyards and other outdoor seating areas should be encouraged in new commercial development.

#### Policy PRO1G

Improve bicycle access and safety throughout University Place and provide new bicycle lanes or trails when streets or transportation facilities are constructed or improved.

**Discussion:** It is important to promote multiple uses of existing and future rights-of-way. The City should also consider establishing bicycle lanes or trails along major streets as improvements to these streets are made. "Water trails" along creeks and saltwater shoreline are also desirable, and should be promoted where feasible and not damaging to wildlife and the environment.

## Policy PRO1H

Coordinate development of parks, open space, pedestrian walkways, bike paths, water trails, and an urban trail system with the area's unique open space settings including wetlands, creeks, greenbelts, and other environmentally sensitive and historic sites.

**Discussion:** Pedestrian, bicycle, and equestrian trails throughout the city, especially if they can be sited along natural features such as creeks, should be integrated into future recreational development efforts.

# Policy PRO11

Provide adequate Community Center facilities for youth and adults based on community support and funding capacity.

**Discussion:** The former Park District building is on a small lot and cannot be expanded. The 1997 renovations can make it an effective Senior Center. Acquisition of new sites and buildings will enable the City to offer a wider range of recreation opportunities, parking, and other amenities.

# Policy PRO1J

Encourage development of community oriented enrichment programs that are responsive to community needs and promote community support.

**Discussion:** Quality recreational programming for the community is important, particularly for under served groups. For example, teens need constructive and engaging activities. The City's population of senior citizens will be growing, and will need access to programs as well.

## **ACQUISITION AND FINANCE**

# **GOAL PRO2**

Acquire and finance a comprehensive park, open space and recreation system through a variety of methods that distribute costs equitably among those who benefit.

# Policy PRO2A

Use the current Capital Improvement Program to prioritize parks, recreation, and open space funding.

**Discussion:** The Capital Facilities Element (CFE) of the Comprehensive Plan includes a long-term financing strategy for Parks, Recreation and Open Space. A six-year Capital Improvement Program (CIP) is updated annually and sets priorities for park acquisition and improvement expenditures.

#### Policy PRO2B

Preserve parcels identified as potential parks, open space, and trails using a variety of methods, including regulations, mitigation fees, incentives, trades, and the purchase of lands or easements.

Discussion: Implementing these policies depends on adequate funding and response to needs from new development and demand. Implementation can take several forms. The City should be open to using all opportunities available. These could include regulations, incentives, and a requirement that owners of new development dedicate land if the development is found to increase demand for recreational facilities. In 1998 the City of University Place adopted a parks impact fee. All sources of funding and implementation techniques should be

considered as growth and development pressures increase the demand for recreation and reduce the amount of land that might be acquired for recreational purposes.

# Policy PRO2C

Encourage development designs which create, preserve and maintain open space accessible to the general public.

**Discussion:** Open space preservation can be required as part of the development approval process. Sensitive areas can provide trail corridors and preserve unique natural features. In urban redevelopment, common public open spaces can be created as plazas, which serve the development, and provide opportunities for public access to open space.

# Policy PRO2D

Acquire and develop parks and trails with public funds, shared use of transportation rights-of-way, and dedications from large residential and commercial developments.

Discussion: Land for parks and trails is in very limited supply. The Parks, Recreation and Open Space Plan has identified existing and potential park sites, and has defined city areas in which additional parks are needed. The City should acquire land when the opportunity arises. It should maximize use of lands in existing rights-of-way and seek cooperative use of adjacent jurisdiction's rights-of-way. Land dedications from new developments should be promoted, possibly through incentive programs.

### Policy PRO2E

Develop park mitigation options for all development based on development impacts.

**Discussion:** The City may provide options for mitigation of development impacts, based on the type of development. Such options may include, but not be limited to:

- Require dedication of land within the subdivision for parks mitigation.
- Permit a voluntary park contribution per lot created.

- Develop a contractual arrangement that calls for the developer to construct needed facilities in an existing park.
- Develop an alternative which can include dedication of land, on-site facilities or construction of needed facilities in an existing park.

# Policy PRO2F

Take advantage of all outside sources of funding and assistance for park and recreation projects and programs.

**Discussion:** Identifying and pursuing additional funding sources, such as the Interagency Committee for Outdoor Recreation, is a beneficial method for increasing available park capital improvement funding. Funding and services offered through Country, State and national agencies and through volunteer donations will serve to expand parks and recreation opportunities.

## Policy PRO2G

Encourage private business and service organizations to develop recreational opportunities for neighborhoods and for the community.

**Discussion:** The City should encourage private businesses and service organizations to participate in the park and recreation process. Many community service groups in the city are interested in projects which benefit local residents. When needs are identified through an ongoing program and facility evaluation process, an idea bank for these groups can be made available. The City can promote private involvement by identifying the need and providing support. Where appropriate and economically feasible, the City should support specialized facilities and special interest recreational facilities which are also of interest to the general population. These could include a saltwater marina, hand-carry boat access, and a wooden boat activities center.

# COMMUNITY INVOLVEMENT

# **GOAL PRO3**

Invite, encourage, and involve the entire community, including the business community and other public jurisdictions and agencies, to participate in planning and developing parks and recreational services and facilities.

# Policy PRO3A

Encourage citizen involvement in all aspects of the City's parks and open space selection, development, and day-to-day use.

**Discussion:** Development of an efficient quality park and recreation system and program requires sound planning and implementation strategies. Planning requires continual citizen participation to assure that citizen desires are identified and addressed. Local citizen groups are active in city government and seek to be involved in park projects. A Parks and Recreation Commission and other citizen advisory committees are an effective way to include public participation.

# Policy PRO3B

Identify lands of regional significance for preservation as parks or open space through a process involving University Place residents, landowners and conservation groups, other cities and other government agencies.

**Discussion:** For potential parks and activities of regional significance, efforts should be made to include all affected agencies and interest groups. The City should participate in regional park planning efforts which affect city residents, even when projects might be located outside the city limits.

# **Policy PRO3C**

Establish effective ways to inform people about parks and recreation activities and programs.

**Discussion:** In addition to having committees, the City should establish an effective public awareness program to inform people of recreational opportunities. A strong park and recreation system is meaningless unless there is a program to communicate its availability to the general public and to schools. The City's newsletter, Internet homepage, cable access, and widespread distribution of a Park and Recreation brochure are examples of how information about the City's park and recreation activities can be disseminated.

## Policy PRO3D

Promote collaboration among various public and private agencies in developing and using the community's recreational and cultural capabilities.

Discussion: Because the use of recreational facilities goes beyond the boundaries of individual local governments, intergovernmental coordination is important. Potential funding sources from outside agencies makes it important to maintain an effective intergovernmental coordination program. The necessity for intergovernmental coordination is particularly important for the City of University Place, given the presence of adjacent cities, Pierce County, and the school districts. There will be many opportunities for shared use of facilities and cooperative projects.

# **Policy PRO3E**

Encourage donations for public park and open space land and improvements that help implement the Park, Recreation and Open Space Plan and design plans for individual sites.

**Discussion:** People may want to donate land to the City or add improvements to park sites. The Parks Commission should review potential donations for suitability in light of priorities and long term maintenance obligations.

# **Policy PRO3F**

Promote a close working relationship between the City and local school districts to provide the best possible level of park and recreation service. **Discussion:** University Place School District (and, to a lesser extent, Tacoma, Steilacoom and private school districts) have buildings and playfields which can be used for recreational programs. Cooperative agreements on maintenance can results in cost savings for the City and the district.

### **Policy PRO3G**

Maximize the use of school facilities as activity and recreation centers.

**Discussion:** Locating youth programs at school facilities provides easy access to this sometimes difficult-to-reach user group. Youth facilities and programs have been identified by the public as important elements in the City recreation programming and facility development.

## Policy PRO3H

Encourage cooperation between public and private groups for planning and use of recreational facilities.

**Discussion:** Volunteer groups, private community clubs, and businesses operate facilities and recreation programs. Cooperating with these groups will extend opportunities for local residents and employees, and will reduce duplication. Mutual support and partnerships can increase the success of grant applications for facilities and the funding and staffing of potential programs which cannot be provided within the City funding program.

# **ACCESS TO PARKS**

# **GOAL PRO4**

Ensure safe and convenient access to recreational lands, facilities, and programs.

# Policy PRO4A

Locate major recreational facilities that generate large amounts of traffic on sites with direct arterial access, preferably grouped with other traffic generators. Discussion: Some park and recreation facilities provide activities which attract large participant or spectator groups. They should be accessible from public transportation routes and located on streets which are capable of carrying the expected traffic volumes. Access to public transport makes the facility accessible to a wide spectrum of citizens, reduces parking requirements and lessens neighborhood traffic clutter. When sites with good access are found, they should be developed into multiple use facilities to take full advantage of their accessibility. Park site selection should also consider accessibility to pedestrians and bicyclists.

# Policy PRO4B

Provide safe parking at parks and recreational facilities that commonly draw crowds which arrive by automobile or bicycle.

**Discussion:** Parks should have adequate, safe parking facilities to encourage park use.

# **Policy PRO4C**

Provide recreational opportunities that do not discriminate against any participant, regardless of age, income, race, creed, color, sex, or special need, and eliminate all barriers to special populations. Adhere to the Americans with Disabilities Act (ADA) where required.

**Discussion:** Ensure that park and recreational facilities are available to all segments of the population, regardless of social status or other considerations. Park programming should be geared to a wide range of age groups and interest. In particular, provide places and activities for teens. Teens should be involved in making the choices regarding the types of activities and how they are run. Scholarships should be made available to those who cannot afford fees for parks and recreation programs.

#### **Policy PRO4D**

Design, maintain, and modify parks, recreational and cultural facilities so that they are safe and accessible. Parks should be available year-round when appropriate.

Discussion: The Americans with Disabilities Act requires that parks are reasonably accessible to all citizens, regardless of disability. Barrier-free design standards should be incorporated in all new park design and development. As needs change and as existing facilities age, redevelopment of existing facilities may occur. Redevelopment should meet the changing needs in the community and promote safety and accessibility as prime considerations.

# FACILITY DEVELOPMENT AND MAINTENANCE

# **GOAL PRO5**

Create, maintain, and upgrade park, recreational, and cultural facilities to respond to changing uses and improve operational efficiency.

## Policy PRO5A

Periodically review buildings and parks to determine if the public's needs are being met and to make changes as necessary to meet those needs efficiently.

**Discussion:** Overall park staffing, programming, and operations should be reviewed periodically to evaluate safety, efficiency, the desired level of service, and response to public comment. Park surveys should solicit information about changes in public sentiment and general public need. A committee could be formed to make recommendations about barrier-free access. Play equipment also needs to be evaluated and updated to meet current safety standards.

#### Policy PRO5B

Encourage volunteer and civic groups to take part in appropriate periodic maintenance and improvement of park facilities.

**Discussion:** To offset some maintenance costs and promote community identity and involvement, the resources and ideas of civic and community-based organizations should be utilized. A good example would be volunteer pruning efforts at

Curran Apple Orchard, or periodic trail maintenance and removal of brush.

# **Policy PRO5C**

Provide clean, safe, and attractive parks for public use through a maintenance program which matches the intensity of use and character of the park and facilities.

**Discussion:** The City should consider all acquisition and development projects in the context of future maintenance responsibilities. Proper maintenance protects the public investment in the parks system. Well-maintained parks encourage use and promote community pride. Cost/benefit assessments are important to determine the appropriate level of maintenance.

"Pooper Scooper" laws and provisions for plastic bags and waste receptacles at parks will help alleviate the animal waste problem.

#### **HUMAN RESOURCES**

# **GOAL PRO6**

Develop training and support for a professional parks and recreation staff that effectively serves the community.

# **Policy PRO6A**

Encourage teamwork through communications, creativity, positive image, risk-taking, sharing of resources, and cooperation toward common goals.

Discussion: It is important to provide parks staff with education, training, and modern equipment and supplies to increase personal productivity, efficiency, and pride. In particular, staff (especially any grounds crews) must be trained in the appropriate use of pesticides and other potentially harmful chemicals. State law requires integrated pest management policies, which involves using the most appropriate methods and strategies to control pests in an environmentally and economically sound manner. Safety of playground equipment and park sites in general are also important subjects for training.

#### **CHAPTER 9**

# SHORELINE MANAGEMENT ELEMENT

This element addresses shoreline management issues in the City of University Place over the next twenty years, consistent with the need to integrate the requirements of the Growth Management Act (GMA) and the Washington State Shoreline Management Act (SMA). These issues include addressing State shoreline elements, uses, activities, environment designations and implementation. This element takes into consideration characteristics of the City of University Place shoreline including unique residential areas and the Chambers Creek Properties.

# **STATE GOALS (RCW 36.70A.020)**

#### **Urban Growth**

Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

# **Economic Development**

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capabilities of the state's natural resources, public services, and public facilities.

# **Property Rights**

Private property shall not be taken for public use without just compensation having been made. The property rights of land owners shall be protected from arbitrary and discriminatory actions.

#### **Permits**

Applications for both state and local governmental permits should be processed in a timely and fair manner to ensure predictability.

## Open Space and Recreation

Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

#### Environment

Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

# Citizen Participation and Coordination

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

#### Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

# Shorelines of the State

The goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020.

# **COMMUNITY VISION**

#### Land Use and Environment.

Residential areas and commercial corridors retain a green, partially wooded or landscaped character, although the city is almost fully developed. The public enjoys trail access to protected creek corridors, wetlands and greenbelts. As the gravel pit site on the Chambers Creek Properties gradually is reclaimed for public use, people enjoy expansive views, access to Puget Sound, and parks and recreation opportunities.

#### Parks and Recreation.

Expansion of parks and recreation services has been achieved through cooperative efforts of the City and School Districts and many citizen volunteers. Residents enjoy more neighborhood parks and public spaces, a community and civic center, public access to the shoreline, and a variety of recreation programs and activities for children, youth, adults, and senior citizens.

#### **MAJOR SHORELINE ISSUES**

Pierce County's plans to turn part of the 900 acre Chambers Creek/Lone Star Northwest Gravel Mine site, in the southwestern part of the city, into a park along Puget Sound offers an opportunity to add to the community's shoreline public access. Approximately 700 of the 900 acres are within the City of University Place.

The Burlington Northern-Santa Fe Railroad runs parallel to and along the Puget Sound shoreline. There has been discussion about the future expansion of the railroad. Railroad expansion must be addressed.

The Day Island and Sunset Beach residential areas have historically developed in a manner where most single family dwellings are now non-conforming with respect to zoning regulations and/or shoreline master program regulations.

Chambers Creek Canyon includes critical areas and offers wildlife habitat in a relatively undisturbed setting. Future planned recreational opportunities for the Chambers Creek Canyon includes pedestrian trails. Development in the canyon, however limited, must protect habitat and critical areas.

# **GOALS AND POLICIES**

This section of this Chapter contains the City of University Place shoreline goals and policies. Goals provide broad general direction for the city on an issue, while the policies provide more detail about steps needed to implement each goal's intent. Discussions provide background information and may offer examples or clarify intent.

# SHORELINE ELEMENTS GOAL SH1

To implement the shoreline master program consistent with the following classes of activities.

#### **CIRCULATION**

# Policy SH1A

Establish and maintain a circulatory network capable of delivering people, goods, services, and emergency services at a high level of convenience, safety, and reliability while minimizing circulation impacts and conflicts between various modes of transportation.

Discussion: Circulation is closely intertwined with the shoreline resource. Public roads and railroad right-of-way are present along the shoreline. However, circulation also must take into consideration other transportation modes including pedestrian/bicycle paths/trails. The circulation system's adverse impacts to avoid undesirable conflicts with the shoreline environment. Special effort should be made to minimize conflicts between the various means of motorized and non-motorized transportation particularly as the Chambers Creek Properties develop over time and offer increased shoreline public access.

#### CONSERVATION

# Policy SH1B

Preserve and protect natural shoreline resources including scenic vistas, fish and wildlife habitat, shorelines, and other valuable natural or aesthetic features.

**Discussion:** Comprehensive Plan Chapter 3, the Environmental Management Element, states that the shoreline area is characterized by many natural features for fish and wildlife habitat, allows for scenic views, and contains other amenities associated with shoreline features. The shoreline's natural features should be preserved and protected, with opportunities for public access pursued consistent with applicable city regulations for the protection of these areas.

#### **ECONOMIC DEVELOPMENT**

# Policy SH1C

Consider regional economic development needs provided by non-residential uses in or adjacent to the shoreline.

Discussion: Economic development related uses in the shoreline include the Pierce County Regional Wastewater Treatment Plant, gravel mining operations, Burlington Northern-Santa Fe railroad, and private marinas. In many respects, these uses support economic development on a broader geographical level than just the City of University Place. The gravel mining activities will be gradually reclaimed for recreational use over time consistent with the Pierce County Chambers Creek Properties Master Site Plan. The treatment plant and railroad, however, will likely be long-term uses in or near the shoreline. Balancing the regional needs of these uses with the protection of the shoreline environment needs to be addressed.

# HISTORIC, CULTURAL, SCIENTIFIC, AND EDUCATIONAL SITES AND STRUCTURES

#### Policy SH1D

Identify and preserve historic, cultural, scientific, and educational building sites or areas located within shoreline jurisdiction so that their values will not be lost to future generations.

**Discussion:** Historic, cultural, scientific, and educational value can be preserved and maintained through park use or historic designations. In addition, educational projects and programs that foster greater appreciation for shoreline management, maritime activities, environmental conservation and maritime history should be encouraged. Regulations should also address procedures to follow if archeological artifacts are uncovered during construction.

#### **PUBLIC ACCESS**

# Policy SH1E

Maintain and improve reasonable public opportunities to view and access publicly-owned shorelines and secure additional access for residential and general public use. Ensure that public access does not adversely intrude upon fragile natural areas and private property.

**Discussion:** The Pierce County Chambers Creek Properties Master Plan identifies future opportunities to improve public access to the city shorelines including a boat launch, nature trails and piers. These and other opportunities within shoreline jurisdiction should be pursued, particularly since Puget Sound is a shoreline of State-wide significance. This also includes possible opportunities for public access in existing residential areas.

The Burlington Northern-Santa-Fe railroad rightof-way does, in certain locations, form a physical barrier to shoreline public access. Underpasses and overpasses should be encouraged to achieve access to the shoreline if designed in a safe manner and provided that negative impacts to the shoreline are addressed.

#### RECREATION

# **Policy SH1F**

Preserve and expand shoreline recreational activities in the City of University Place.

**Discussion:** The Pierce County Chambers Creek Properties Master Site Plan identifies future recreational activities in or immediately adjacent to the city's shoreline areas. Working with Pierce County and other agencies to implement the conversion of the Chambers Creek Properties to recreational use is appropriate so that public

access and recreational activities along the shoreline are expanded. Activities that directly support recreational activities such as lighting, fencing, signage, and accessory utilities should be allowed in a manner compatible with protection of the shoreline area. In addition, very limited commercial activities are appropriate.

#### SHORELINE USE

# **Policy SH1G**

Ensure overall coordination of shoreline use with other applicable policies and regulations affecting land use and with neighboring jurisdictions.

Discussion: The city's overall land use planning process and shoreline planning process must be considered in tandem. This will promote the best possible land use pattern while minimizing conflict between land uses. Integration between the Shoreline Management Act and Growth Management Act requirements, policies, and land use/shoreline environment designations will facilitate this coordination. In addition, the city's shorelines border other jurisdictions. Coordination with these other jurisdictions to foster compatible development along the shoreline areas is appropriate.

# SHORELINE ENVIRONMENT DESIGNATIONS

# **GOAL SH2**

Effectively manage shoreline resources by designating shorelines consistent with State guidelines and in keeping with the shoreline's physical character and historical development pattern.

#### "SHORELINE RESIDENTIAL"

# Policy SH2A

Accommodate residential development and associated uses in areas with existing or planned adequate water and sanitary sewer facilities, providing appropriate public access while also minimizing adverse shoreline impacts. In developing regulations, give consideration to the historical development pattern of residential communities.

Areas to be designated "shoreline residential" should meet one or more of the following criteria:

- The shoreline is used or designated for areas dominated by or planned for residential development.
- The shoreline is of lower intensity use, where surrounding land use is predominately residential and where urban services are available.
- The shoreline is generally without significant environmental limitations to development such as steep slopes, landslide and erosion hazard areas, wetlands, and sensitive areas.

Discussion: The "Shoreline Residential" Environment designation is to be applied to shoreline areas dominated by or planned for residential development within the city limits. The objective is to accommodate residential development and minimize adverse impacts. Two primary areas in the City of University Place meet this designation: Sunset Beach and Day Island. Neither area provides opportunities for significant new residential development, so the primary focus is on maintaining the existing development pattern. While Sunset Beach does not have sanitary sewer at this time, the long-term goal of the city is to see that areas not served by sewer have service (see Capital Facilities Element, Policy CF6A). Therefore, Sunset Beach is appropriate for this environment designation.

The area between Day Island and Sunset Beach is also designated "Shoreline Residential". Shoreline regulations should support and encourage the continued proper use of these shoreline areas for residential purposes. This includes allowing reduced setbacks from the Ordinary High Water Mark (OHWM) to allow certain residences with unique development situations to be maintained, repaired and, in discrete circumstances, to be allowed limited expansion.

# "CONSERVANCY" ENVIRONMENT DESIGNATION

# Policy SH2B

Implement a "Conservancy" shoreline environment designation to protect, conserve and manage natural resources and habitat, to provide recreation and public access, and to designate areas with physical constraints and limitations for future development.

Areas to be designated "Conservancy" should meet one or more of the following criteria:

- 1. Shorelines free from extensive development.
- 2. Shorelines of high recreational value or potential.
- 3. Shorelines with extensive or unique historic or cultural resources.

Discussion: Land uses within the "Conservancy" environment shoreline designation should not adversely impact critical areas such as steep slopes, wetlands, and flood prone areas. In permitting uses and activities ecological factors must considered. Areas should, as much as possible, maintain their existing character or transition to a use or character more favorable to the restoration of the shoreline resource. Outdoor recreation activities are a preferred use in this designation. The Chambers Creek Properties, generally along Puget Sound, would be appropriate for this designation.

# "CONSERVANCY-LOW" ENVIRONMENT DESIGNATION

## **Policy SH2C**

Implement a "Conservancy-Low" shoreline environment designation for the Chambers Creek Canyon to reflect the Creek's opportunities for passive recreation use while also protecting the Creek's unique natural ecosystem and critical areas. Allow less intensive development than might typically be allowed in the "Conservancy" shoreline environment designation.

The Conservancy-Low Environment designation should be based on one or more of the following criteria:

- 1. The shoreline has some unique natural or cultural feature considered valuable in its natural or original condition.
- 2. The shoreline is relatively intolerant of intensive human use.
- 3. The shoreline is valuable as a historical, cultural, scientific or educational site by virtue of its natural unaltered original condition.
- 4. The shoreline is subject to severe biophysical limitations such as steep slopes and landslide hazard areas, flood prone areas, and/or areas with soils that have poor drainage.

Discussion: The Shoreline Master Program rules allow local jurisdictions to establish shoreline environment sub-designations. The City of University Place is applying this concept to the "Conservancy" shoreline environment designation by creating a "Conservancy-Low" shoreline environment designation sub-category. The "low" designation reflects the development limitations imposed by the linear nature of the Chambers Creek corridor including the steep slopes, wetlands and the creek itself. It also reflects a

desire to protect flora and fauna in areas that are in a semi-natural state and considers the site's planned development as reflected by the Chambers Creek Properties Master Site Plan. While uses identified in the master plan might be acceptable, more intensive uses allowed by the "Conservancy" designation would not.

# GENERAL ACTIVITY REGULATIONS

# **GOAL SH3**

Manage shoreline activities consistent with shoreline preservation and restoration.

### **CLEARING AND GRADING**

# Policy SH3A

Limit clearing and grading in the shoreline and mitigate probable adverse significant environmental impacts upon the shoreline.

**Discussion:** Vegetative clearing including site-clearing, right-of-way clearing and damage to vegetation should be regulated depending on soil type, steepness of terrain, and habitat. Erosion should be prevented, shade should not be adversely removed along streams, and rainwater runoff on exposed slopes should not be allowed. The removal of invasive non-native species and their replacement with native species should also be encouraged. In addition to shoreline policies and regulations, the City of University Place will use the site development permit and SEPA processes to control and mitigate significant adverse probable impacts associated with clearing and grading.

#### **CRITICAL AREAS**

## Policy SH3B

Protect critical areas in the shorelines.

**Discussion:** Critical areas consist of some of the most fragile land and require protection from adverse development impacts. Critical areas provide for many functions such as fish and wildlife habitat, wetland protection and aquifer recharge. Protecting critical areas provides for

public health and safety. The city's shoreline areas include wetlands, fish and wildlife habitat corridors, floodplains, aquifer recharge and steep slopes. Additional policies addressing critical areas are contained in Chapter 3, Environmental Management Element.

# OPEN SPACE AND VEGETATION PRACTICES

# Policy SH3C

In areas characterized by open space or other vegetation, the following practices are appropriate.

- Maintain vegetative buffer strips where needed between cultivated/managed lands and bodies of water to protect the aquatic environment by reducing runoff and siltation.
- Divert waters for open space/vegetation purposes only in accordance with water right procedures.

Discussion: Open space and vegetation practices include uses such as agricultural production, nursery production, large landscaped areas for residential uses, and open recreational areas including golf courses. They are uses involving methods of vegetation and soil management, such as tilling of soil, control of weeds, control of plant diseases and insect pests, soil maintenance, and fertilization. Most of these practices require the use of chemicals that may be water soluble and wash into contiguous land or water areas. This can cause significant alteration and damage to plant and animal habitats. (See also Policy SH3D on Pesticides, Herbicides, and Fertilizers.)

# PESTICIDES, HERBICIDES, FERTILIZER

# Policy SH3D

Regulate pesticides, herbicides and fertilizers to mitigate adverse water quality impacts and degradation and in accordance with applicable regulatory agency standards.

**Discussion:** Pesticides, herbicides and fertilizers into water can affect water quality and fish and

wildlife habitat. One future long-term use along the shoreline identified in the Pierce County Chambers Creek Properties Master Site Plan is a golf course. The application of fertilizers, pesticides or other chemicals on this and other uses, including residential, within the shoreline or into waters that drain into the shoreline, should be consistent with the need to protect water quality and fish and wildlife habitat. Integrated pest management and best management practices (BMP's) should be used.

#### **VEGETATION MANAGEMENT**

# Policy SH3E

Practice vegetation management techniques in the shoreline area that increase the stability of steep slopes, reduce the need for structural shoreline stabilization measures, improve the visual and aesthetic qualities of the shoreline, and/or enhance shoreline uses.

**Discussion:** Vegetation management includes activities to prevent or minimize the loss of and increase the extent of vegetation along or near the shoreline that contribute to ecological values. Such activities may include the prevention or restriction of plant clearing and grading, vegetative rehabilitation and the control of invasive weeds and non-native species. Vegetation management is an important technique in achieving a range of ecological functions necessary to protect shoreline ecosystems, support recovery of endangered species, maintain and enhance the physical and aesthetic qualities of the natural shoreline, avoid adverse impacts to soil hydrology and reduce the hazard for slope failure.

#### **VIEW PROTECTION**

## **Policy SH3F**

Emphasize development regulations that do not impair or detract from the public's visual access to the water; except that, the removal of natural vegetation in the shoreline areas for the sole purpose of removing impediments to view is discouraged.

**Discussion:** Significant scenic views of the shoreline exist within the shoreline areas. This visual access should be maintained and broadened through public access opportunities. The Community Character Element (Chapter 6) includes a policy for the city to consider a view protection ordinance. Shoreline views should be one consideration should the city decide to pursue adoption of such an ordinance.

# SHORELINE USE POLICIES

# **GOAL SH4**

Manage shoreline activities to foster and accommodate reasonable uses consistent with shoreline preservation and restoration.

#### **AQUACULTURE**

# **Policy SH4A**

Provide for aquaculture while ensuring its compatibility with shoreline uses.

**Discussion:** While a preferred water dependent use, commercial aquaculture is not present in the city's shoreline area. If an aquaculture use is established in the city it should be protected through techniques such as regulating navigation routing. Aquaculture should be regulated so that the use does not conflict with other shoreline uses.

# ARCHEOLOGICAL AREAS AND HISTORIC SITES

# **Policy SH4B**

Control development in the vicinity of identified valuable historic sites, cultural sites or structures to prevent incompatible uses and functional conflicts. Protect valuable historic and cultural sites and structures discovered during development.

**Discussion:** Archeological, scientific, historic, cultural, and educational structures, sites, and areas have significant statewide, regional, or local value and should be protected. Shoreline permits should contain a provision requiring developers to notify the local government and affected Indian tribe if archeological artifacts are uncovered during excavations. (Also see Policy SH1D.)

#### **BOATHOUSES**

# **Policy SH4C**

Allow limited opportunities for boathouses that serve the private, non-commercial recreational needs of area residents.

Discussion: Boathouses generally provide covered moorage for boats. In this respect, they are physically more substantial than piers or docks, but are typically less intensive than a commercial marina. Such a use provides a boat storage alternative to larger commercial marinas. However, they should be strictly regulated. Boathouses should only be allowed if they are non-commercial and serve the private recreational needs of the boathouse's property owners. There is one boathouse, not part of a marina, located in Sunset Beach. The boathouse is the principal structure of the property and is owned by individuals who do not reside in the shoreline area

# **COMMERCIAL DEVELOPMENT**

# Policy SH4D

Prohibit commercial development in the shorelines except in very limited and specific circumstances.

**Discussion:** Commercial developments include uses involved in wholesale and retail trade or business activities. They range from small businesses to major concentrations of commercial uses and include tourist, tourist support, and destination type activities. Zoning in the shoreline area is primarily "R1" and "PF" (Public Facilities). Principal commercial uses are not typically allowed in these zones. Future use of the shoreline for commercial purposes will be limited and should therefore be prohibited except in very unique circumstances. These circumstances include the presence of existing marinas and the possibility that ancillary commercial uses might occur conjunction with the development of the Chambers Creek Properties, Policies addressing marinas and certain Chambers Creek Properties uses are addressed separately in this element (see Policy SH4I, Marinas; Policies SH1F and SH4O Recreation). In those instances where commercial or non-residential uses may occur. public access should be required."

# DREDGING AND DREDGE MATERIAL DISPOSAL

# Policy SH4E

Minimize damage to ecological values, natural resources, and water quality in areas to be dredged and areas selected for the deposit of dredged materials. Ensure that dredging operations minimize interference with navigation and adverse impacts to other shoreline uses, fish and wildlife habitat, and properties. Dredging of bottom materials waterward of the ordinary high water mark for the single purpose of obtaining fill material is generally prohibited, except for public repair or habitat restoration projects.

**Discussion:** Dredge material disposal is the depositing of dredged materials upland or into water bodies. Dredging and the deposit of dredge spoils can have negative impacts on water quality and habitat and should be discouraged. However, maintenance dredging to maintain navigation ways should be considered as one acceptable form of dredging as well as dredging for habitat restoration.

#### **FISHERY RESOURCE**

#### **Policy SH4F**

Encourage uses that promote and enhance the fishery resource.

**Discussion:** Chambers Creek has a fish counting station within the shoreline environment. The fish counting station's activities further the fishery resource. These and related fishery enhancement uses, such as hatcheries, that support the fishery resource should be allowed where appropriate. The most appropriate location for such facilities is within the conservancy shoreline environment. This use type should be prohibited in the shoreline residential and conservancy-low environments.

# FLOOD PROTECTION (Shoreline Protection) Policy SH4G

Allow shoreline protection actions and also participate in the National Flood Insurance Protection (NFIP) program to protect persons and property from flood damage.

**Discussion:** For the purposes of the shoreline master program, flood protection actions are those shoreline protection actions primarily intended to control flooding. Examples include berms, dikes and levees. Their use, while perhaps limited in University Place, should be available to some extent.

Also, floodplain development is subject to University Place Municipal Code (UPMC) Chapter 14.15 "Flood Damage Protection". These requirements establish construction and site development standards and a permitting system enabling the City to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP). These regulations help protect persons, property and health, minimize the expenditure of public money, minimize the need for rescue and relief efforts and ensure that those who occupy the areas of special flood hazards assume responsibility for their actions.

### IN STREAM STRUCTURES

#### Policy SH4H

Allow in stream structures that provide for the protection and preservation of ecological functions, recreation, fisheries enhancement, irrigation and cultural resources.

Discussion: The location and planning of in stream structures shall consider the full range of public interests and environmental concerns, with special emphasis on protecting and enhancing priority habitat and species and natural and cultural resources. In stream structures are more appropriate for the Conservancy and Conservancy-Low designation, and should be prohibited in the Shoreline Residential designation.

## LANDFILLING (Non-Solid Waste)

# Policy SH4I

Allow landfills with clean fill material in limited circumstances, such as to provide limited backfill for bulkheads or for habitat/beach restoration projects, while protecting the shoreline's ecological and natural resource values.

Discussion: Landfills result in the creation of dry upland area by filling or depositing materials into a shoreline area. In doing so, landfills can harm the shoreline resource and should be discouraged. In instances where landfills are allowed, appropriate protective measures should be employed to minimize impacts and only clean fill material should be used. Protective measures include designing and locating shoreline fills or cuts so that significant damage to existing ecological values or alteration of local currents will not occur and/or will not create a hazard or significant injury to adjacent life, property, and natural resources systems. All fill perimeters should provide suitable means for erosion prevention. Fill material quality should be regulated so that water quality degradation does not occur.

#### MARINAS AND MOORAGE FACILITIES

#### Policy SH4J

Support the continued operation and proper preventive maintenance of existing marina and support activities that have historically contributed to the development of the community. Discourage new marinas or the expansion of existing marinas given the limited land and shoreline availability and configuration in the City.

Discussion: There are two private marinas in the city, primarily for pleasure craft/boating. While providing a recreational function for the community, marinas can have environmental impacts on water quality and habitat (i.e. water pollution, solid waste, light). Existing marinas should be allowed to operate encouraging repair and maintenance; however, expansion of marina spaces is discouraged. Repair or maintenance to existing marinas should be designed in a manner that will not adversely impact the fish and shellfish resource, but will promote public safety and health and be aesthetically compatible with adjacent

uses. Adequate parking should be maintained and should be located as far upland as possible.

#### MINING

# Policy SH4K

Prohibit new mining activities in the shoreline area and protect the shoreline resource and waters from rock, sand, gravel, mine-generated sediment, and other debris, whether or not the mining activity is located within shoreline jurisdiction. Encourage the reclamation of existing mining activities.

**Discussion:** Presently, gravel mining is taking place upland in the Chambers Creek Properties site adjacent to the city's shoreline. Reclamation of the mining operations to recreational uses is envisioned in the adopted Pierce County Chambers Creek Properties Master Site Plan and this reclamation of existing mining operations is encouraged by the city. However, as the mining activity continues and as the transition occurs the shoreline area should be appropriately protected.

## PIERS, DOCKS, FLOATS

#### Policy SH4L

Allow piers and docks, especially those that provide for public docking, launching, and recreational access and those associated with water dependent uses and existing residential development. Mitigate probable significant adverse environmental impacts upon littoral drift, water circulation and quality, and critical area resources such as eelgrass beds and fish habitat. Ensure that the proposed number, size and density of the pier, dock, or float is compatible with surrounding water, land, and surrounding environment, and that the structures do not interfere with navigable waters or with the public's use of the shoreline.

Discussion: Piers are typically built on fixed platforms above the water while docks float upon the water. As over water structures, piers, docks and floats require State Environmental Policy Act (SEPA) review. SEPA shall serve as one technique to mitigate any probable adverse environmental impact upon the environment associated with this use activity. For example, impacts to geo-hydraulic processes should be reviewed. Joint use facilities are encouraged over a proliferation of multiple single use facilities.

# PORTS AND WATER-RELATED INDUSTRY

# Policy SH4M

Prohibit new port and water-related industry in the City of University Place.

**Discussion:** Zoning along the City's shoreline would prohibit new port or water related industry (i.e. seafood processing plant). There is no appropriate location for such a use given the existing shoreline land use and development pattern.

#### **PUBLIC ACCESS**

## **Policy SH4N**

Pursue opportunities for the public to view and access publicly-owned shorelines and secure additional access for general public use. Recognize privacy and security needs of area residents when considering public access opportunities. Protect recognized shoreline public access locations from new encroachments that may preclude its use for public access. (See also Policy SH1E).

Discussion: Shoreline access is the public's ability to reach the water and/or the ability to have a view of the water from upland locations. Public access is one of the fundamental goals of the State Shoreline Management Act. The City of University Place is fortunate in that over half of its shoreline area is publicly owned. These publicly owned shorelines are planned to have public access. Other limited opportunities for public access exist, primarily limited to the right-of-way in residential areas. Still public access can result in privacy and security concerns of local residents, particularly if access locations are in close proximity. These concerns need to be addressed as part of public access development.

#### **RAILROADS**

# Policy SH4O

Allow railroads to continue and perform proper maintenance and safety improvements within the existing right-ofway but prohibit the expansion of railroads outside of the existing railroad right-of-way. Railroad improvements, including additional rail lines within the existing right-of-way, may only be allowed upon demonstrating that significant adverse environmental impacts to the shoreline environment and adjacent uses are adequately mitigated and upon the provision of an alternatives analysis that clearly justifies the need for a shoreline location. Expansion of the rail line outside of the existing right-of way is prohibited. Relocating tracks landward of the existing right-of-way may have benefits and should be allowed upon demonstrating impacts to the shoreline environment can be mitigated.

Discussion: Burlington Northern-Santa Fe railroad owns and operates a railroad right-of-way in the city's shoreline areas. The railroad is one of the dominant features along the area under shoreline management jurisdiction. The city recognizes the investment made in the railroad; however, the city also recognizes that the railroad dominates the shoreline area and, to some extent, tends to divide the upland area from access to the shoreline. Overpasses or underpasses that facilitate safe pedestrian access to and from the shoreline are desirable. While maintenance of the railroad is appropriate for safe freight movement and travel, further expansion of the railroad outside of the existing right-of-way is prohibited. Railroads can limit shoreline access and impair the visual qualities of water oriented vistas.

#### RECREATION

#### Policy SH4P

Encourage the development of recreational activities that expand and enhance public access to the shoreline areas while ensuring that ecological functions of the shoreline area are not significantly degraded.

Discussion: The Pierce County Chambers Creek Properties Master Site Plan identifies proposals that, if implemented, will provide for greater recreational public access to the city's shoreline areas. This includes a public access pier, boat launch and pedestrian paths, including nature trails. These uses should be encouraged. Impacts of recreational uses need to be appropriately mitigated and attention should be given to the effect the development of a recreational site will have on environmental quality and natural resources.

# RESIDENTIAL DEVELOPMENT I Policy SH4Q

Recognize the unique historical residential development pattern presented by Sunset Beach and Day Island and encourage the proper maintenance and repair of single family dwellings.

Discussion: Residential development on residentially designated urban shorelines is a priority use under RCW 90.58.020 in areas of existing development. Part of the city's shoreline is developed with residential uses. The primary issue will be infill and maintenance of existing uses rather than new subdivisions. In some cases, the historical development pattern has resulted in residential development located over the water or constructed to the ordinary high water mark (OHWM). Allowing these residential uses to continue by encouraging their appropriate and proper repair, maintenance and, in some instances, minor expansion should be allowed.

# RESIDENTIAL DEVELOPMENT II

# **Policy SH4R**

Prohibit new over water residences and floating homes or the expansion of existing over water residences more waterward than their existing location. Encourage the proper maintenance of existing structures.

**Discussion**: The shoreline master program guidelines prohibit new over water residences, including floating homes and houseboats. Development of the shoreline in University Place should be consistent with this provision. Existing

over water structures may be maintained, but in no case shall they be expanded more waterward.

# ROADS, BRIDGES AND PARKING

# Policy SH4S

Plan, locate, and design new vehicular accessways away from shorelands if possible to minimize the adverse impact upon unique and fragile shoreline features and ecological functions, except when necessary to provide access to an allowed shoreline use. Discourage parking facilities in shoreline areas unless specifically supporting a preferred use or unless parking is intended to serve disabled individuals.

**Discussion:** Access roadways serving permitted shoreline uses are acceptable but otherwise new roads in the shoreline area should be discouraged. Parking facilities in the shoreline are not desirable given their environmental and visual impacts. Regulations should address impacts associated with parking facilities.

#### SEWAGE TREATMENT FACILITIES

# **Policy SH4T**

Allow the continued proper and responsible operation and maintenance of existing sewage treatment facilities and support activities that have historically contributed to meeting regional sewage treatment needs. Require new or expanded sewage treatment facilities in the shoreline to demonstrate, at a minimum, the need for the shoreline location and that impacts can be mitigated.

Discussion: The Chambers Creek Wastewater Treatment Plant is located near Puget Sound and Chambers Creek. Expansion of this plant is envisioned by Pierce County Public Works and Utilities. Expansion of a treatment plant of this size and magnitude can have many impacts. In the shoreline this includes, but is not limited to, aesthetic (visual) and odor impacts. Outfall pipes may raise water quality concerns. These impacts must be closely evaluated to ensure that shoreline

impacts are adequately mitigated. (See also policies SH4Y and SH4Z, Utilities).

#### SEWER

# **Policy SH4U**

Encourage the provision of sewer service to areas of the shoreline without sewers.

**Discussion:** Capital Facilities Element Policy CF6A calls for the city to work with sewer providers to develop a phased plan to offer sewer service to remaining areas of the city without sewer service. Parts of the shoreline do not have sewer service. This has potential for health and pollution concerns. Sewer service to areas within the shoreline area should be encouraged.

# SHORELINE MODIFICATION ACTIVITIES

# **Policy SH4V**

Encourage shoreline modification activities that minimize adverse impacts to the ecological functions and alteration to the natural shoreline environment. Encourage nonstructural and "soft" shoreline modification activities rather than "hard" shoreline modification activities. Regulate the use and development of "hard" shoreline modification activities to minimize impacts to shoreline processes.

**Discussion:** "Shoreline modification activities" include seawalls, bulkheads, breakwaters, rip-rap. jetties, groins, shoreline protection works, piers, levees, docks, channelization works, berms, and similar items. In general, shoreline modification activities can result in vegetation removal and damage to near shore habitat. Regulations should protect the shoreline from impacts of shoreline modification activities by requiring appropriate performance standards and/or by limiting additional hard shoreline protection measures to areas already predominantly characterized by such facilities. A preference should be on promoting nonstructural and "soft" shoreline modification structures rather than on "hard" shoreline modification structures.

#### **SIGNS**

# Policy SH4W

Strictly regulate signs in the shoreline area so that they do not adversely block or otherwise interfere with visual access to the water or shorelands. Support the provision of necessary warning, navigational, and public recreational signage that furthers the public's safe enjoyment of the shoreline.

**Discussion:** Signage in the shoreline areas can add clutter and detract from the shoreline experience and should be minimized. All signage should be consistent with the scale of the use(s) and not adversely impact shoreline views. Provisions should be made to allow for appropriate navigation, safety and public information signs.

#### **SOLID WASTE DISPOSAL**

# Policy SH4X

Prohibit solid waste landfills in shoreline areas.

**Discussion:** Solid waste disposal is the disposal of garbage, refuse and solid waste materials. Solid and liquid wastes are generated by recreational activities, industry, commerce, and residents. Solid waste landfills in the shoreline area are inappropriate use and should be prohibited.

#### UTILITIES

# **Policy SH4Y**

Site utilities in the shoreline area consistent with the utilities element of the comprehensive plan and in a manner compatible with the protection of the shoreline resource and environment. Allow for the necessary operation and maintenance of utilities when these activities occur within improved rights-of-ways. Ensure utilities satisfy necessary spill prevention containment and control plans and emergency response plans.

Discussion: Utility facilities produce and carry electric power, gas, telephone, cable, sewage, communications, water, and other public services. In addition to consistency with this shoreline management element, the installation and operation of utilities must also be consistent with the other comprehensive plan goals and policies, particularly the utilities element. The utilities element contains, for example, policies for undergrounding of utility lines and for street restoration following utility work. Ancillary utility facilities necessary to serve allowed shoreline uses should be permitted uses. However, to minimize impacts to the shoreline environment, areas damaged by the installation of utilities should be restored to pre-project condition or better, and replanted with native species and maintained until the new vegetation is established. (See also Policies SH4T and SH4U).

# UTILITIES (Storm Drains/Outfalls) Policy SH4Z

Construct and maintain storm drain and outfall facilities to meet all applicable standards for water quality.

**Discussion:** The city's shoreline area includes outfalls that deposit storm water and treated sewage into water. Water quality and siltation are considerations when locating outfalls. Permitting and water quality regulations are to be strictly followed. Proper maintenance of outfall facilities is encouraged to minimize possible siltation and water quality impacts.

# SHORELINE ADMINISTRATION POLICIES

## **GOAL SH5**

Administer the shoreline master program in a fair and predictable manner consistent with shoreline protection.

## **GENERAL ADMINISTRATION**

## Policy SH5A

Administer the Shoreline Management Act through the required land use permitting processes consistent with the requirements of Chapter 90.58 RCW and Chapters 173-16, 173-18, 173-22, 173-26, and 173-27 WAC.

**Discussion:** Shoreline master program administration is guided by State Law (RCW) and the State's administrative rules (WAC's). For example, local shoreline master programs are approved by the Department of Ecology and local decisions on shoreline variances and conditional use permits are reviewed and decided on by the Department of Ecology. Administration of the local shoreline master program will be done in accordance with these guidelines.

# NONCONFORMING USE AND DEVELOPMENT

#### Policy SH5B

Recognize the investment that nonconforming uses and development have made while minimizing conflicts created by such uses and limiting their expansion.

**Discussion:** The City recognizes the substantial investment property owners have made in nonconforming uses or development. Nonconforming uses and development should be allowed to continue and be maintained, replaced, repaired and renovated but should not be allowed to be enlarged, increased or intensified without demonstrating that a public benefit will result and by demonstrating that probable adverse, significant environmental impacts to the shoreline environment can be mitigated.

# SHORELINES OF STATEWIDE SIGNIFICANCE

#### Policy SH5C

Recognize the value of shorelines of statewide significance in the City of University Place.

**Discussion:** The Shoreline Management Act identifies certain shorelines as "Shorelines of State-wide Significance" and raises their status in two ways. First, the SMA sets specific priorities for uses of shorelines of state-wide significance. These include:

- Long term benefits will be recognized over short term;
- The state-wide interest is recognized over local interest;
- Preserve the natural character of the shoreline:
- Increase public access to publicly owned shorelines;
- Increase recreational opportunities for the public in the shoreline; and,
- Protect the resource and ecology of shorelines.

Secondly, the Shoreline Management Act calls for a higher level of effort in implementing its objectives on shorelines of state-wide significance.

Within the City of University Place Puget Sound is a shoreline of statewide significance RCW 90.58.030(2)(e)(iii). Implementation of the Shoreline Master Program consistent with the above two considerations is necessary.

#### **BEST AVAILABLE SCIENCE**

### Policy SH5D

Use "best available science" in setting shoreline protection measures.

**Discussion:** The shoreline master program rules emphasize the use of "best available science" in developing regulations and in making decisions. This approach is consistent with the Growth Management Act (GMA) that also requires local jurisdictions to use "best available science" in developing and adopting protection measures.

#### SHORELINE EDUCATION

#### Policy SH5E

Provide effective ways to educate and inform the public about the value of shoreline resources and about shoreline issues.

Discussion: A legislative finding of the shoreline management act is that "...the shorelines of the state are among the most valuable and fragile of its natural resources...". In keeping with this finding the City of University Place should strive to educate the public about the value of the shoreline resource and related issues. This can be accomplished, for example, through coordinating public awareness and educational activities with local, regional and state agencies and with shoreline interest groups. For example, the City can make educational literature and other materials published by government agencies and organizations available at City Hall. Also, given the development of Chambers Creek Properties, the City could investigate partnerships in developing educational related facilities such as displays or museums. Use of the City's web site and newsletter for shoreline issues is another forum for educating the public about the importance and value of the shoreline resource. Education efforts should be continual and, where applicable, grant funding should be pursued.

#### REGULATORY COORDINATION

#### Policy SH5F

Coordinate with other agencies having regulatory jurisdiction in the shoreline to promote compliance with requirements and to promote predictable permit processing.

Discussion: Many shoreline uses and activities require permits not only from the City of University Place but also from State and federal regulatory agencies. Examples include, but are not limited to the Corps of Engineers, the Department of Ecology, and the Department of Fish and Wildlife. SEPA is also typically required. Numerous agencies can be involved in the shoreline permitting process and close permit coordination is desirable. The City can

assist individuals applying for shoreline permits by maintaining awareness of these other agencies' requirements. Referral of applicants to the Department of Ecology Permit Assistance Center is one way that individuals can seek assistance to comprehensively identify needed permits for an activity. The City will make this service known to individuals. City acceptance of the Joint Aquatic Resources Permit Application (JARPA) form is another means of facilitating permit applications involving multiple agencies. The City will coordinate with other regulatory agencies on their specific needs and permitting requirements so that uses and activities are lawfully permitted and authorized.

#### **CHAPTER 9**

#### INTRODUCTION TO THE SHORELINE MASTER PROGRAM

#### Introduction

In June 1971, the Washington State legislature approved the Washington State Shoreline Management Act. The Act's language included provisions for a vote by the citizens of the State of Washington and, in November 1972 the voters of the State ratified the legislature's Shoreline Management Act by an approximate vote margin of 2 to 1.

The Act's objectives are to protect and restore the valuable natural resources that shorelines represent and to plan for and foster all reasonable and appropriate uses that are dependent upon a waterfront location or which offer opportunities for the public to enjoy the State's shorelines. With this clear mandate the Shoreline Management Act established a planning and regulatory program initiated at the local level under State guidance.

A master plan is intended to be general, comprehensive and long range. The goals, policies, proposals and guidelines are not directed at specific sites. Comprehensive means that this plan looks at the city's relationship with other regulatory agencies, present and future land and water uses and their impact upon the environment. Long range means that the shoreline master program is directed at least 20 years in the future, looking beyond immediate needs and following creative objectives rather than a simple projection of current trends and conditions.

## **Applicability**

Shoreline goals, policies, regulations apply to all lands and waters in the City of University Place which are under the jurisdiction of the Shorelines Management Act of 1971.

These lands and waters are shown on the City of University Place Shoreline Environment Designation map included in his Chapter as well as codified by University Place Municipal Code Title 18. It includes approximately four (4) miles of shoreline along Puget Sound from approximately Day Island to the north to the mouth of Chambers Creek to the south, as well as an approximately two mile stretch along Chambers Creek. Only the north side of Chambers Creek falls within the city limits and, consequently, the city's shoreline jurisdiction.

## **Growth Management Act/SMA Integration**

The City of University Place has elected to implement the State Shoreline Management Act, Chapter 90.58 RCW through the adoption of goals and policies in Chapter 9 of the City of University Place's Comprehensive Plan, and Title 18 of the development regulations in the City of University Place's Municipal Code.

This approach is consistent with the requirement for the integration of Shoreline Management Act requirements with the Washington State Growth Management Act (GMA) adopted in 1990).

#### **Shoreline Inventory**

In late 1998/early 1999 a shoreline biological inventory was conducted and a report prepared. The inventory covered a shoreline zone that included areas commonly referred to as the "near shore environment" as well as lands approximately located within 200 feet landward of the shoreline's ordinary high-water mark (OHWM).

The inventory estimated that approximately 80 percent of the City of University Place shoreline contain some type of biological resource. Both the Puget Sound shoreline and Chambers Creek contain some type of biological resource. For example, the Day Island lagoon and the Chambers Creek estuary (Chambers Bay) are waterfowl concentration areas. Chambers Creek provides salmon spawning and rearing habitat. Certain areas of the Chambers Bay and Chambers Creek also provide nesting, protective cover and foraging opportunities for a variety of birds, mammals and amphibians with the city's urban environment.

The following provides a summary of the literature search and field investigation performed for the shoreline inventory. Copies of the shoreline inventory are available for review at the City of University Place Department of Planning and Community Development.

#### Review of Existing Information/Literature Search

Included in the shoreline inventory was a literature search. The following briefly summarizes the result of that search.

- Biological resources include lagoons, Urban Natural Open Space (UNOS), riparian areas, waterfowl concentration areas, nest sites and breeding territories of sensitive wildlife species, as well as anadromous, resident, and priority fish presence.
- More than 75 percent of the Chambers Creek Properties shoreline is designated UNOS. The Department of Fish and Wildlife (WDFW) considers UNOS areas important because they provide nesting, protective cover and foraging opportunities for a variety of birds, mammals, and amphibians in an urban environment. The other area near the city shoreline area designated UNOS include the steep hillside between Sunset Beach and Day Island. UNOS lands are not regulated by WDFW.
- WDFW identified the presence of anadromous, resident, and priority species in Chambers Creek and Leach Creek. Sport salmon fishing occurs near the mouth of Chambers Bay. Pelagic and demarsal groundfish are present along the northern portion of the University Place marine shoreline. A long tract of sandlance larvae is identified along the city's entire marine shoreline.
- Geoduck tracts are predominantly located in long, narrow bands along the central and southern portion of University Place's Puget Sound shoreline.

- Diving birds, waterfowl, gulls and terns are common throughout the near shore environment in the fall, spring, and winter. Diving birds, gulls, terns, palegic birds and bottomfish are common through the offshore areas. Raptors are known to utilize the Chambers Creek Properties.
- There are kelp beds along most of the University Place marine shoreline.
- In terms of noxious weeds there are no known infestations of *Spartina* or purple loosestrife within University Place.

## Field Investigation

Field investigation confirmed that the majority of the areas identified from existing literature resources were appropriately located. The field investigation confirmed the presence of steep slopes inland of the railroad tracks along much of University Place's Puget Sound shoreline. For this reason there is relatively undisturbed upland corridor bordering the City. These steep slope areas provide high quality upland habitat for wildlife species. Further, the presence of steep slopes and the railroad may protect areas of the immediate shoreline from development pressures.

A significant number of snags and large perching trees were noted throughout the shoreline zone. Large individual snags and concentrations of snags provide breeding, foraging, and perching opportunities for raptors, woodpeckers and various cavity-nesting bird and mammal species. Large trees located along the bluffs also provide resting and perching area for large raptors such as the bald eagle and red-tailed hawks.

Great Blue Heron, American coot, surf scoter, hooded merganser, common merganser, bufflehead, common goldeneye and red tailed hawk were spotted. There are numerous areas where waterfowl species congregate. These include sheltered coves near Day Island and the Chambers Creek estuary, as well as along the entire marine shoreline.

The field investigation of Chambers Creek also found that the tidally-influenced estuarine area of Chambers Bay includes saltwater/brackish rearing habitat for salmon. Fish carcasses, likely chinook or coho were observed in this area of the Creek.

The section of Chambers Creek approximately ½ mile upstream from the dam includes impounded freshwater rearing habitat. Above this, Chambers Creek includes freshwater rearing habitat with limited spawning areas. This portion of the stream has moderate sinuosity, with many secondary channels and off channel rearing areas. It has a wide high quality riparian corridor.

Finally, the upper one (1) mile of Chambers Creek located west of the confluence with Leach Creek provides freshwater rearing and spawning habitat. This portion of the creek has a higher gradient channel with a high proportion of spawning in gravels and cobbles. The riparian area in this section is more narrow and steep than the portion below yet contains groundwater fed secondary channels, side channels, and remnant channels, all of which provide important salmonid habitat. Chum salmon were observed spawning in the groundwater fed secondary channels located within University Place.

DRAFT: June 1, 1999
Revised: July 7, 1999
Revised: August 20, 1999
Revised: September 1, 1999
Revised: September 8, 1999
Revised: December 27, 1999

#### **City Council**

Jean Brooks, Mayor
Ken Grassi Mayor Pro Tem
Linda Bird
Gerald Gehring
Stan Flemming
Debbie Klosowski
Lorna Smith
Ron Williams (former Council member 1995-1997)

#### **Planning Commission**

Caroline Belleci, Chairperson
Bonnie Lynn Meyer, Vice-Chairperson
Sue Harwood
Gary Hochstrasser
Johan Oye
Mike Flynn
Jim Kammerer

## **Parks and Recreation Commission**

Linda McCallum, Chairperson Daniel Grey David Kiesig Denise McCluskey Greg Gooch Janette Parent Sylvia Sass Kelly Soran John Heinzinger

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Rob Rush Jim Couch	Leonard Yarberry	Assistant Director, Community and Economic Development
Roger Gruener	David Swindale	Planning Manager
Dan Small	Isaac Conlen	Associate Planner
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Valarie Zeeck	Thomas Keiran	Associate Planner
Judy Hanson	Cynthia Salzman	Administrative Secretary
	Steve Sugg	Director, Public Works
	Pat O'Neill	Engineering Manager/City Engineer
	Rob Karlinsey Dawn Schauer	Director, Community Services Finance Manager
	Tim Sullivan Janean Polkinghorn	City Attorney Assistant City Attorney

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#### **GLOSSARY**

Accessory Dwelling Unit. A second dwelling unit added to, created within, or detached from an existing single family detached dwelling for use as a complete independent or semi-independent unit with provisions for cooking, eating, sanitation and sleeping.

Act. The Growth Management Act as enacted in 1990, and subsequent amendments thereto.

**Active Recreational Uses.** Leisure time activities usually of a more formal nature and performed with others.

**Adaptive Reuse.** The conversion of the use of a structure to other uses that are more appropriate in the contemporary situation.

Adequate Public Facilities. Facilities which have the capacity to serve development without decreasing levels of service below locally established minimums (WAC 365-195-210).

**Adult Businesses.** Establishments from which minors are excluded and primarily distinguished by products, services, or entertainment of a sexually explicit nature.

Affordable Housing: Affordable housing is generally defined as housing where the occupant is paying no more than 30 percent of gross income for housing costs, including utilities other than telephone, and meets the needs of moderate or low income households. While affordable housing is often thought of as subsidized housing, this is not necessarily so. Market housing, meeting low and moderate income targets may also qualify.

Americans with Disabilities Act (ADA). A 1990 federal law designed to bring disabled Americans into the economic mainstream by providing equal access to employment, transportation, public facilities and services.

**Aquaculture.** Popularly known as fish farming, aquaculture is the culture or farming of food fish, shellfish, or other aquatic organisms

**Aquifer.** A saturated geologic formation which will yield a sufficient quantity of water to serve as a private or public water supply.

**Aquifer Recharge Area.** Areas where the prevailing geologic conditions allow infiltration rates which create a high potential for contamination of groundwater resources or contributes significantly to the replenishment of groundwater.

Base Density. A standard density for a given area, from which increases or decreases in density may be allowed.

**Best Management Plan.** A plan developed for a property which specifies best management practices for the control of animal wastes, stormwater runoff, and erosion.

Best Management Practices (BMP). Physical, structural, or managerial practices which have gained general acceptance for their ability to prevent or reduce environmental impacts. BMP's are often required as part of major land development projects. The BMP represents physical, institutional, or strategic approaches to environmental problems, particularly with respect to non-point source pollution control.

**Buffer.** Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use from another so as to visually shield or block noise, lights, or other nuisances. A "buffer" may also mean undisturbed areas of natural vegetation. For the purposes of critical areas, a "buffer" means a contiguous area with a critical area that is required for the integrity, maintenance, function, and structural stability of the critical area.

Capacity. The maximum number or amount that can be contained or accommodated.

Capital Facilities Plan. The Capital Facilities Plan is part of the Capital Facilities Element of the Comprehensive Plan. Future public works needs and facilities are included in the financial plan to fund those facilities. The GMA requires that capital facilities plans include at least a six-year financial plan.

Capital Improvement. Improvements to land, structures, (including design, permitting, and construction), in initial furnishings and selected equipment. Capital improvements have an expected useful life of at least 10 years. Other "capital" costs such as motor vehicles and motorized equipment, office furnishings, and small tools are considered to be minor capital expenses in the City's annual budget, but such items are not capital improvements for the purposes of the comprehensive plan or the issuance of development permits.

Capital Improvements Program (CIP). A program of capital facility development, usually covering six years, and typically expressed in a list of projects with estimated date of construction and other basic information.

**Census Tracts.** A division of area uses by the U.S. Census Bureau to collect demographic information.

City. The City of University Place, unless otherwise noted.

**Cluster Development.** A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, individual or jointly owned open space, and preservation of environmentally sensitive areas.

Commercial Uses. A businesses involved in: 1) the sale, lease, or rent of new or used products to the consumer public; 2) the provision of personal services to the consumer public; 3) the provision of leisure services in the form of food or drink and passive or active entertainment; or, 4) the provision of product repair or servicing o of consumer goods. Commercial and office developments are not necessarily mutually exclusive.

Comprehensive Plan, Land Use Plan or Plan. A coordinated policy statement of the governing body of a local government that sets forth guidelines and policies for future development of a community and may be adopted pursuant to the Washington State Growth Management Act (Chapter 36.70A RCW).

**Comprehensive Urban Growth Area.** The area designated as the 20 year Urban Growth Area for unincorporated Pierce County and the incorporated cities and towns.

Collector Arterials. Arterials which distribute trips from major and secondary arterials to the ultimate destination or may collect traffic from local streets and channel it into the major and secondary arterial systems. They carry a lower proportion of traffic traveling through the entire sub-area; carry a high proportion of local traffic with an origin or destination within that area. The design year ADT is approximately 2,500 to 15,000 vehicles. Collector arterials provide land access service and traffic circulation within residential neighborhoods, commercial and industrial areas.

**Concurrency.** Adequate public facilities are available when the impacts of development occur. For transportation improvements, concurrency means that a financial commitment is in place to complete the improvements or strategies within six years (RCW.70A.070).

**Conservation.** Improving the efficiency of energy use, using less energy to produce the same product.

**Consistency.** No feature of the plan or regulation is incompatible with any other feature of the plan or regulation.

Coordination. Consultation and cooperation among jurisdictions.

**Critical Areas.** Refers to the following areas and ecosystems: a) Wetlands; b) Areas with a critical recharging effect on aquifers used for potable water; c) Fish and wildlife habitat conservation areas; d) Frequently flooded areas; and e) Geologically hazardous areas.

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

**Density.** The number of families, individuals, dwelling units, or housing structures per unit of land.

**Design Guidelines.** The set of guidelines identifying preferred approaches to be followed in site and/or building design and development. (A guideline generally is not mandatory.)

**Design Standard:** A set of standards or fixed requirements to be followed in site and/or building design and development.

**Detention, Stormwater.** The process of collecting and holding back stormwater for delayed release to receiving waters.

**Development Standards.** Fixed requirements or standards imposed on new development by regulation or ordinance.

**Development Regulations or Regulation.** The controls placed on development or land use activities by the City including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, subdivision ordinances, and binding site plan ordinances, Public Works standards.

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

Drainage Basin. An area which is drained by a creek or river system.

**Dredging.** Removal or displacement of earth such as gravel, sand, mud or silt from a stream, river, bay, or other water body for the purposes of deepening a navigational channel or to obtain the materials for other uses.

**Duplex.** A single structure containing two dwelling units, either side by side or one above the other.

**Erosion.** The wearing away of the earth's surface as a result of the movement of wind, water, or ice.

**Erosion Hazard Area**. Those areas that because of natural characteristics, including vegetative cover, soil texture, slope gradient, and rainfall patterns, or human induced changes to such characteristics, are vulnerable to erosion.

Essential Public Facilities. Public capital facilities of a local, countywide or statewide nature which have characteristics that make them extremely difficult to site. Such facilities may include, but are not limited to, transportation corridors, airports, wastewater treatment plants, solid waste landfills, higher educational facilities, correctional and in-patient treatment facilities.

**Facility.** The physical structure in which a service is provided (i.e. fire station) or which is used to provide the service (i.e. electrical substation). It also includes the street system for vehicles, bicycles and pedestrians.

**Financial Commitment.** Identified sources of public or private funds or combinations thereof which will be sufficient to finance public facilities necessary to support development and for which there is reasonable assurance that such funds will be put to that end in a timely fashion.

**Fire Flow.** The amount of water volume needed to provide fire suppression. Adequate fire flows are based on industry standards, typically measured in gallons per minute (gpm). Continuous fire flows volumes and pressures are necessary to ensure public safety.

**Fish and Wildlife Habitat Areas.** Those areas identified as being of critical importance to maintenance of fish, wildlife, and plant species including: areas with which endangered, threatened, and sensitive species have a primary association; habitats or species of local

importance, commercial and recreational shellfish areas, kelp and eelgrass beds, herring and smelt spawning areas, naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat; waters of the state; lakes ponds, streams, and rivers planted with game fish by a governmental or tribal entity or private organization; state natural area preserves and natural resource conservation areas.

**Flood Hazard Areas.** Areas of land located in floodplains which are subject to a one-percent or greater chance of flooding in any given year. These areas include, but are not limited to, streams, rivers, lakes, coastal areas, wetlands and the like.

**Franchise Area.** The non-exclusive area in which a utility is permitted by the City to place lines or structures. Specific definitions of "Franchise Areas" are provided for in each service providers franchise agreement with the City.

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

**Greenbelt.** A linear corridor of open space which often provides passive recreational and non-motorized transportation opportunities, serves as a buffer between developments and varying land uses, and/or creates a sense of visual relief from dense urban landscapes.

High Occupancy Vehicle (HOV). Generally, a vehicle carrying more than one person, including a carpool, vanpool or bus.

**Home Occupation.** Any business activity carried on within the principal residence or within a permitted accessory structure, incidental and secondary to the residential use of the dwelling unit, including the use of the dwelling unit as a business address in the directory or as a business mailing address.

**Impact Fees.** A set fee imposed on development as a condition of development approval to help pay for the cost of providing public facilities needed to serve development. "Impact fee" does not include a reasonable permit or application fee.

Infrastructure. Facilities and services needed to sustain industry, residential, and commercial activities. Infrastructure may include, but not be limited to, water and sewer lines, streets, and communication lines. From an economic development perspective, infrastructure also includes environmentally safe siting, an adequately trained labor force, and a transport network that includes and adequate commercial transportation system of roadways, rail system, and air freight.

**In stream structures**. Structures that serve to impound or divert water for purposes such as flood control, recreation or fisheries enhancement.

**Joint Planning.** Cooperative planning that occurs between jurisdictions in areas of mutual concern to ensure consistency in planning.

Land Use. The use of any piece of land, including vacant. The way in which land is being used is land use.

<u>Landfill</u>. The creation of dry upland area by the filling or depositing of sand, soil, gravel or other suitable materials (not solid waste) into a shoreline area to create new land, tideland, or submerged lands waterward of the ordinary high water mark, or on uplands or wetlands in order to raise the elevation.

**Level of Service (LOS).** An established minimum capacity of public facilities or services that must be provided per unit of demand or other appropriate measure of need.

**Local Streets.** The local street system consisting of local and minor access streets which provides circulation and access for residential neighborhoods away from the arterial system. Local streets should be designed for relatively low uniform traffic flow which discourages excessive speeds and minimizes traffic control devices.

**Major Arterials.** Roadways which carry major traffic movements within the city, providing intra-community travel between University Place and other suburban centers, larger communities and major trip generators. Major arterials serve the longest trips and carry some of the highest traffic volumes in the city. The design year average daily traffic volume (ADT) is approximately 5,000 to 30,000 vehicles or more. Major arterials are generally intended to serve through traffic, service to abutting land should be subordinate to the provision of travel service to major traffic movements.

Marinas. Facilities that provide boat launching, storage, supplies, and services for small pleasure craft and commercial fishing.

May. An option, possibility, or permission.

Mining. The removal of naturally occurring materials from the earth for economic use.

**Minor Arterial.** Roadways which interconnect major arterials to collector arterials and small trip generators/geographic areas/communities. Minor arterials provide service to trips of moderate length with a relatively lower level of travel mobility than major arterials. Minor arterials allow for more land access than major arterials.

**Mitigation.** A method of avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation, by using appropriate technology, or by affirmative steps to avoid or reduce impacts; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action; compensating for the impact by replacing, enhancing, or providing substitute resources or environments; and/or; monitoring the impact and taking appropriate corrective measures.

**Mixed Use**. Land use development in one or more buildings, on one or more parcels, that may combine at least two of the following uses: residential, commercial, and/or office.

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**Multi-Family.** A structure containing three or more dwelling units, with the units joined to one another.

**Multimodal.** Two or more modes or methods of transportation. Examples of transportation modes include: bicycling, driving an automobile, walking, or bus transit.

Must. Obliged to. (See "Shall").

**Non-Conforming Use.** A use or activity that was lawful prior to the adoption, revision, or amendment of the comprehensive plan or zoning ordinance but that fails by reason of such adoption, revision, or amendment to conform to present requirements of the comprehensive plan or zoning ordinance.

**Nonpoint Source Pollution**. Pollution that enters a water body from diffuse origins on the watershed and does not result from discernible, confined, or discrete conveyances.

**Office.** A use or development activities that generally focus on business, government, professional, medical or financial services for the non-daily needs of individuals, groups, or organizations. Office and commercial developments are not necessarily mutually exclusive.

**Open Space.** A landscape which is primarily unimproved. Open space areas may include: critical areas; wooded areas; parks; trails; privately owned nature reserves, abandoned railroad lines, utility corridors; and other vacant right of ways. Permanent dedication, designation, or reservation of open space for public or private use may occur in accordance with adopted Comprehensive Plan policies.

<u>Pedestrian Paths.</u> Includes both paved and unpaved sidewalks, paths and trails that connect various areas in the City to promote better pedestrian circulation. For example, a pedestrian path would connect a residential subdivision to a school or retail center.

**Pedestrian Amenities.** Features of the built environment that improve the quality of pedestrian or wheelchair travel, including ground floor retail uses in adjacent buildings, landscaped walkways or sidewalks, limited interference with vehicular traffic, street furniture, etc.

Pierce County Regional Council (PCRC). Consists of one elected official from Pierce County and one from each municipality. The PCRC provides recommendations to the Pierce County Council on matters related to the Countywide Planning Policies (CPP's) and growth management.

Planned Development District (PDD). A flexible zoning concept that provides an opportunity to mold a district so that it creates a more desirable environment, and results in a better use of land than that which could have been provided through the limiting standards provided in the regular zoning classification.

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

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Potable Water. Water that is fit for consumption by humans.

**Public Facilities.** Includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

**Public Service Obligations.** Obligations imposed by law on utilities to furnish facilities and supply service to all whom may apply for and be reasonably entitled to service.

**Public Services.** Includes fire protection and suppression, law enforcement, public health, education, recreation, environmental protection and other government services.

**Public Water System.** Any system of water supply intended or used for human consumption or other domestic uses including source, treatment, storage, transmission, and distribution facilities where water is being furnished to any community, collection, or number of individuals, but excluding a water system serving one single family residence.

**Puget Sound Regional Council (PSRC).** A consortium of local governments in King, Snohomish, Pierce, and Kitsap counties and the designated metropolitan planning organization and regional transportation planning organization for the four county region.

Railroad. A surface linear passageway with tracks for train traffic.

**Recreation.** The refreshment of body and mind through forms of play, amusement, or relaxation."

Require. See "Shall".

Riparian Areas. Land situated along streams.

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

**Seismic Hazard Areas.** Areas subject to severe risk of damage as a result of an earthquake induced ground shaking, slope failure, settlement, or soil liquefaction.

**Shall.** Obliged to. Shall is mandatory. If a policy contains shall, it is required that the decision maker follow the policy where it applies, unless there are very significant and unique circumstances that warrant a different action. These policies are generally carried out through specific regulations and standards.

**Should.** Ought to. If a policy contains should, the decision maker is to follow the policy where it applies unless the decision maker finds a compelling reason against following the policy. These policies often are carried out in guidelines, projects or programs. They could involve specific regulations.

**Single Family, Detached.** A dwelling unit that is not attached to another dwelling unit by any means.

Single Occupant Vehicle. Vehicles carrying only one passenger.

**Surface Waters.** Streams, rivers, ponds, lakes or other waters designated as "waters of the state" by the Washington Department of Natural Resources (WAC 222-16-030).

**Traffic Calming.** Measures or strategies designed to reduce the amount of traffic and its effects on residents or to reduce traffic speeds, while still providing the same level of mobility.

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

**Transportation System Management.** The use of low capital expenditures to increase the capacity of the transportation system. TSM strategies include, but are not limited to signalization, channelization, and bus turn-outs.

**Undergrounding.** The construction or conversion of electrical wires, telephone wires, and similar facilities underground.

**Urban Governmental Services or Urban Services.** Includes those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas.

Urban Sprawl. The inefficient use of land.

**Undisturbed Vegetation.** Plant life which has not been altered by action such as tree cutting, clearing, or grading.

**Utilities.** Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent, physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunication services, and water and for the disposal of sewage.

**VISION 2020.** The adopted regional growth strategy that describes linking high-density residential and employment centers throughout the region by high-capacity transit and promoting a multi-modal transportation system. Vision 2020 was adopted by the Puget Sound Regional Council.

**Watershed.** The geographic region within which water drains into a particular area, stream or other body of water.

**Wetland or Wetlands.** Areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated

soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to irrigation and drainage ditches, grass lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were intentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate conversion of wetlands.

**Zoning.** The process by which the city (and other cities) legally controls the use of property and physical configuration of development upon tracts.

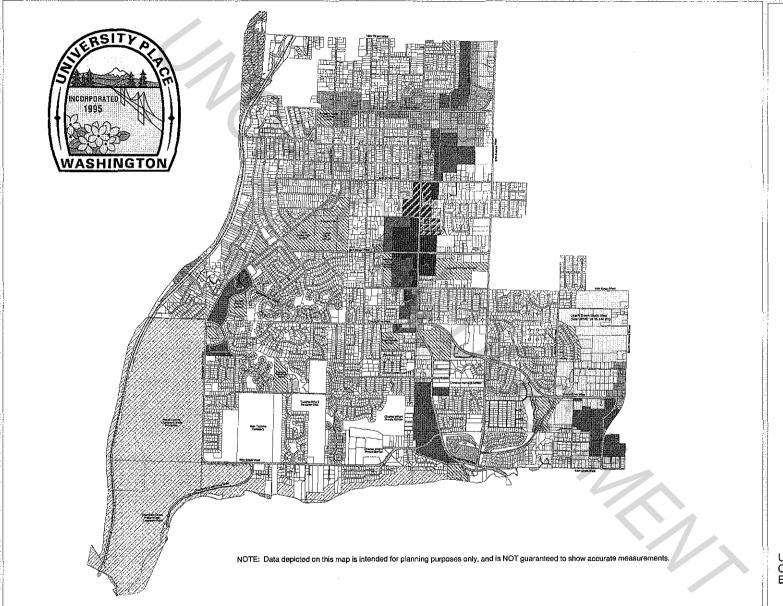
**Zoning Map.** The official Zoning Map which classifies all land within the city with a zoning designation such as "Mixed Use", "Multi-Family Residential", "Town Center".



Glossary

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11/97 DRAFT



# City of University Place 2003 Proposed Plan Map Amendments

Figure 1-3

**LEGEND** 

Zoning Designations

Multi-Family

Town Center

Neighborhood Commercial

Mixed Use District

Mixed Use - Office Commercial

Light Industrial - Business Park

Zone Overlays

Town Center

IIIII Public Facilities

Public Facilites in Town Center

Chambers Creek Properties

Day Island

South Day Island

Sunset Beach
Transition Property

Tax Parcels

Streets

Aailroad



Scale 1: 27,000

1 Miles

University Place Community & Economic Development