# UNIVERSITY PLACE CITY COUNCIL
## Regular Council Meeting Agenda
## Monday, August 17, 2015, 6:30 p.m.

*Note: Times are approximate and subject to change.*

**Town Hall Meeting Room**
**3715 Bridgeport Way West**

6:30 pm **1. CALL REGULAR MEETING TO ORDER**

**2. ROLL CALL**

**RECESS TO STUDY SESSION** – (At this time, Council will have the opportunity to study and discuss business issues with staff prior to its consideration. Citizen comment is not taken at this time; however, citizens will have the opportunity to comment on the following item(s) at future Council meetings.)

**JOINT WORKSHOP WITH THE PLANNING COMMISSION**

6:35 pm **3. COMPREHENSIVE PLAN AMENDMENTS**

10:00 pm **4. ADJOURNMENT**

*PRELIMINARY CITY COUNCIL AGENDA

September 7, 2015
No Meeting Scheduled – HOLIDAY

September 8, 2015
Regular Council Meeting

September 21, 2015
Regular Council Meeting

October 5, 2015
Regular Council Meeting

**Preliminary City Council Agenda subject to change without notice***
Complete Agendas will be available 24 hours prior to scheduled meeting.
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**American Disability Act (ADA) Accommodations Provided Upon Advance Request**
**Call the City Clerk at 253-566-5656**

# Memo

**DATE:** August 17, 2015 Study Session

**TO:** Mayor, Mayor Pro-Tem and Council

**FROM:** David Swindale, Planning and Development Services Director

**SUBJECT:** GMA Periodic Review – Comprehensive Plan Update

## Background

University Place is required under the Growth Management Act to update its Comprehensive Plan (Plan) to ensure consistency with regional policy directives and amendments to state law that have been enacted since the last periodic update. During the past 18 months, staff has worked with the Planning Commission to develop extensive amendments to the Plan, which has not undergone a comprehensive review and update since 2004.

On June 30, 2015, the City submitted a complete set of Plan amendments to the Department of Commerce to initiate the mandatory 60-day state agency review period. This period will end August 28, 2015. The City also submitted required State Environmental Policy Act (SEPA) documentation to the Department of Ecology on June 30th to initiate a 14-day SEPA review period. No SEPA comments were received.

## Proposal Intent

Amendments are proposed to the Introduction Chapter and the Community Character, Land Use, Housing, Transportation, Environmental Management, Capital Facilities, Utilities, and Park, Recreation and Open Space elements. No amendments are proposed for the Shoreline Management Element, as this element was updated as part of the recent Shoreline Master Program Update.

## Process

The Planning Commission conducted a public hearing on the proposed Plan amendments on July 1st. After considering public input, the Commission voted on July 23rd to recommend approval of the June 30, 2015 Draft with minor amendments to the Transportation Element.

The August 17th study session will provide an opportunity for Council to become familiar with the Plan amendments recommended by the Commission. Staff will also provide information concerning proposed revisions to the Transportation Improvement Plan. Council will need to conduct a public hearing at a future date to consider the Commission's recommendations and additional public input before taking final action on the Plan amendments.

Attachment: Draft Periodic Update Plan Amendments

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# CITY OF UNIVERSITY PLACE
# COMPREHENSIVE PLAN AMENDMENTS

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# Acknowledgements

**City Council**
Denise McCluskey, Mayor
Javier Figueroa, Mayor Pro Tem
Caroline Belleci
Ken Grassi
Kent Keel
Chris Nye
Steve Worthington

**Planning Commission**
Cliff Quisenberry, Chair
Frank Boykin, Co-Vice Chair
Steve Smith, Co-Vice Chair
Chris Barrett
Anthony Paulson
Morry Stafford
Dax Xenos

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David Swindale, Director, Planning and Development Services
Jeff Boers, Principal Planner
Becky Metcalf, Project Assistant

## CHAPTER 1

# INTRODUCTION

## ABOUT UNIVERSITY PLACE

University Place, Washington, ironically, hosts no university within its borders. The City 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 the original architectural plans for a university community. Fittingly, University Place Primary School occupies the original campus site.

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

Geographically, University Place is located directly on Puget Sound just south of the two spans of the Tacoma Narrows Bridge. The City benefits from its location in the bustling Puget Sound region. Downtown Tacoma is less than ten minutes away, and Seattle is less than one hour away. The City'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 in Tacoma. A few blocks south of the interchange, Jackson Avenue becomes Bridgeport Way, the primary arterial route and commercial business corridor in University Place.

University Place operates under the Council-Manager form of government. The City Council is the policy-making body and consists of seven 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 basic form of the City, including its arterial streets and predominant land uses, was established prior to incorporation. The community is now focused on transforming these arterials into *complete streets* and developing a vibrant mixed use town center centered on Bridgeport Way. The City is continuing to improve its local parks and open space areas to further enhance the quality of life. University Place's stunning setting on the bluffs overlooking Puget Sound provides great views of the Sound and the Olympic Mountains beyond and opportunities for the development of paths and walkways. Scenic territorial views of Mt. Rainier and the Cascade Range are visible from numerous locations within the community. The City is supportive of Pierce County's ongoing efforts to redevelop large portions of the former 900 acre Chambers Creek/Lone Star Northwest Gravel Mine site into a regional park with a wide variety of improvements including trails, shoreline access, playground and the Chambers Bay Golf Course – the site of the 2010 U.S. Amateur Championship and 2015 U.S. Open.

## Table 1-1
## PROFILE OF UNIVERSITY PLACE

| Population | |
|---|---|
| 2010 Population* | 31,144 |
| 2014 Population Estimate** | 31,420 |
| Median Age* | 39.4 years |
| Population Under 5 | 5.5% |
| Population Under 20* | 26.2% |
| Population 55 and Older* | 27.3% |
| Population 75 and Older | 6.4% |
| Sex Female | 53.3% |
| Sex Male | 47.7% |
| **Race / Ethnicity*** | |
| White | 71.0% |
| Black/African-America | 8.5% |
| Asian | 9.0% |
| Native Hawaiian and Other Pacific Islander | 0.8% |
| Other | 1.7% |
| Other – Two or More | 8.2% |
| Hispanic or Latino of Any Race | 6.7% |
| **Income***** | |
| Median Household Income****** | $59,685 |
| Median Family Income******* | $72,346 |
| Income Below Poverty Level – All Families | 6.5% |
| Income Below Poverty Level – All People | 8.9% |
| **Housing Characteristics***** | |
| Number of Dwelling Units | 13,294 |
| Single Family Units (attached and detached) | 65.6% |
| Multifamily Units | 34.4% |
| Owner Occupied Units | 55.3% |
| Renter Occupied Units | 44.7% |
| Average Household Size****** | 2.41 persons |
| Average Family Size******* | 2.94 persons |
| Median Home Value | $291,500 |
| **Geography** | |
| Land Area in Square Miles | 8.4 |
| Park Acreage, excluding Chambers Creek Properties | 130 |
| Chambers Creek Properties Acreage within University Place, | 700 |

* U.S. Census 2010
** Washington State Office of Financial Management
*** U.S. Census American Community Survey 5-Year Estimates 2008-2012
**** A household consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together.
***** A family consists of two or more people (one of whom is the householder) related by birth, marriage, or adoption residing in the same housing unit.

# CITY OF UNIVERSITY PLACE VISION

Adopted August 5, 1996
Revised July 6, 1998, May 1, 2000, March 18, 2002, October 4, 2004

University Place is a safe, attractive city that provides a supportive environment for all citizens to work, play, obtain 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. People enjoy expansive views, access to Puget Sound, world-class golf facilities at Chambers Bay, and additional recreational opportunities at Chambers Creek Properties.

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 has a mix of housing densities and maintains a friendly neighborhood and community atmosphere. The proportion of residents who own 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. Sanitary sewer services are available city-wide.

### *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, services, and 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 shopping, arts, recreation, and special community events and festivals.

### *Parks and Recreation*

Expansion of parks and recreation services has been achieved through cooperative efforts of the City, Pierce County, 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 needed community services 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, school districts and private schools work together in planning for quality education. The City has increased public safety by partnering with the Fire District and by implementing a community-policing program, which maintains a partnership between community and the police, promotes respect for neighbors, and encourages individual responsibility.

# PLANNING FRAMEWORK

## *GROWTH MANAGEMENT ACT*

In 1990 Washington's Legislature passed the Growth Management Act (GMA), which established 13 planning goals and a system of planning for cities and counties that have experienced rapid growth. A 14th goal, *shorelines of the state*, was subsequently added. These goals, which guide development of the City's Comprehensive Plan, are:

- **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 landowners 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.
- **Natural Resource Industries** - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands 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.

## *VISION 2040 MULTICOUNTY PLANNING POLICIES (MPP)*

The 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 counties. VISION 2040, adopted in 2008 by the PSRC, promotes an environmentally friendly growth pattern that will contain the expansion of urban growth areas, conserve farm and forest lands, support compact communities where people may both live and work, and focus new employment and housing in vibrant urban centers.

VISION 2040 includes a set of multicounty planning policies (MPPs) that provide an integrated framework for addressing land use, economic development, transportation, public facilities, and environmental issues. Under the GMA, consistency between regional transportation plans, countywide planning policies and the transportation elements of local comprehensive plans is required. MPPs serve as the regional guidelines and principles used for the Regional Council's consistency certification of policies and plans within the four-county area.

VISION 2040 provides clear and specific guidance for the distribution of population and employment growth into types of places defined as "regional geographies." University Place is assigned to the *large cities* geography, which obligates the City to accommodate an assigned share of regional growth envisioned for this particular geography. Population, housing and employment targets for individual cities within each geography are set by Pierce County in consultation with municipalities.

## *PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPP)*

Also, in accordance with the GMA, Pierce County adopted, and the cities within the County endorsed, the Pierce County Countywide Planning Policies (CPP). The CPP addresses issues that transcend city boundaries, such as setting Urban Growth Areas, accommodating housing and job demand, supporting health and wellness, and addressing capital facilities that are regional in nature. The CPP provides a framework to promote consistency among a multitude of municipal comprehensive plans within Pierce County.

Cities and counties are required to periodically update their plans to comply with updates in regional and state requirements, as well as changes in local conditions. The University Place Comprehensive Plan satisfies the 2015 GMA Periodic Update requirement.

# THE UNIVERSITY PLACE COMPREHENSIVE PLAN

The Comprehensive Plan is a broad statement of the community's vision for the future and contains policies primarily to guide the physical development of the City, as well as certain aspects of its social and economic character. The Plan directs regulations, implementation actions and services that support the vision. The Plan reflects the long- term values and aspirations of the community as a whole and shows how various aspects, such as land use, housing, transportation, capital facilities and services, work together to achieve the desired vision.

While the Comprehensive Plan is meant to provide a strong and constant vision for the future, it is also a living document that must be able to accommodate change, such as a new technology, an unforeseen impact or an innovative method of achieving a component of the vision. It is therefore regularly updated to account for changing issues or opportunities facing University Place, while still maintaining the core values of the community.

University Place's Comprehensive Plan was initially developed and then updated through public involvement processes conducted by the Planning Commission. The Plan reflects a community vision of how University Place should grow and develop over a 20 year planning horizon. The Plan aims to protect residents' high quality of life and equitably share the public and private costs and benefits of growth. The Plan establishes overall direction for residential, commercial and industrial growth in a pattern that maintains and enhances the character of single family neighborhoods.

The Plan comprehensively integrates "health and well-being" into its goals and policies. Examples include: (1) improving opportunities for easy, everyday physical activity by providing outlets for physical activity, such as open spaces, parks and plazas; (2) increasing access to nutritious food choices; and (3) encouraging the increased availability and integration of housing and transportation to support flexibility, mobility, independent living, and services for all age groups and those with special needs.

The Plan protects public health and safety, while enhancing community character, natural beauty, environmental quality and economic vitality. The Plan guides University Place's efforts to achieve these ends by directing a large share of future growth towards the City's regional growth center -- where adequate public facilities and services can be provided in a timely and cost-effective manner. Finally, the Plan conserves open space, protects wildlife habitat and sensitive areas, supports public shoreline access, and maintains and improves the quality of air, water, and land resources.

## *CITIZEN INVOLVEMENT -- WHO PLANS AND HOW?*

City of University Place residents, business owners, employees of businesses located in University Place, owners of property in University Place, or just about anyone who is affected by the Plan is invited to help develop and update the Comprehensive Plan.

Generally, planning begins with identification of the issues and of the stakeholders. Planning may be focused on refining the overall vision of the City, for subareas, or for neighborhoods, or may be related to particular subjects such as housing choice or shoreline management. Participants may vary depending upon the scope of the particular issue.

The City Council established a Planning Commission and charged this body with the responsibility for initially developing, and then reviewing proposed changes to, the Comprehensive Plan – taking into account the community vision. The Commission meets regularly and addresses planning issues on an ongoing basis. It is the Planning Commission's job to hold public hearings, discuss updates and make recommendations to the Council. At times, Council has established ad hoc advisory committees to focus on specific topics within a limited scope or time frame. These temporary committees typically provide recommendations on planning matters to the Planning Commission.

Over the years, the City has used a number of methods to encourage community participation in planning. These methods have included community meetings for citywide visioning, neighborhood meetings for smaller planning areas, and stakeholder meetings for topical interests. Community forums, open houses and design charrettes have been held to present ideas and to discover new ones. City newsletters, newspaper articles, surveys and questionnaires have been used to reach those who may not be able to make meetings.

University Place's website and a variety of communication technologies provide a way to advertise meetings and also to seek ideas on planning questions. Ultimately, all major planning decisions fall to the City Council, which is responsible for establishing regulations, programs and planning policies, and also for adopting the City budget.

**Table 1-2**

## PLANNING FOR UNIVERSITY PLACE – MAJOR HIGHLIGHTS

| 1995 | Incorporation of City of University Place |
|---|---|
| 1995 | Adoption of Interim Comprehensive Plan, Interim Shoreline Master Program, and Interim Development Regulations (Zoning, Critical Areas, etc.). Interim Plan based largely on the Pierce County Comprehensive Plan, but included modifications to make it more relevant to University Place. |
| 1995 | Establishment of Interim Planning Commission, charged with developing a permanent Comprehensive Plan and development regulations in compliance with the Growth Management Act |
| 1996 | Formulation of Community Vision Statement; Planning Commission-sponsored Community Vision Forum held; adoption of Vision Statement by City Council. |
| 1996 | Adoption of Amendments to Interim Comprehensive Plan relating to establishment of Urban Growth Area/Urban Service Area |
| 1996 | Adoption of ESHB 1724 Compliance Regulations pertaining to timely permit processing |
| 1997 | Annexation of West End Addition |
| 1997 | Establishment of Planning Commission |
| 1997 | Publication of Draft Environmental Impact Statement for Comprehensive Plan |
| 1998 | Publication of Final Environmental Impact Statement for Comprehensive Plan |
| 1998 | Adoption of first Comprehensive Plan (non-interim) and major Amendments to Zoning Regulations |

| | |
|---|---|
| 1999 | Annexation of Fircrest Acres |
| 1999 | Adoption of Town Center Plan |
| 1999 | Adoption of Design Standards for Town Center, Mixed Use, Mixed Use – Office, and Commercial zones |
| 2000 | Adoption of new Shoreline Master Program and Amendments to Comprehensive Plan |
| 2001 | Adoption of new Zoning Regulations |
| 2002 | Adoption of new Critical Areas Regulations |
| 2003 | Adoption of Joint Procedural Agreement and Design Standards and Guidelines for Chambers Creek Properties |
| 2004 | Adoption of Comprehensive Plan Update |
| 2006 | Adoption of Interim Zoning for Town Center |
| 2009 | Adoption of Housing Choice (Small Lot, Multifamily and Streetscape) Design Standards and Guidelines |
| 2010 | Adoption of Comprehensive Plan Amendments designating Regional Growth Center |
| 2013 | Adoption of amendments to Comprehensive Plan, and Zoning and Critical Areas Regulations, related to new Shoreline Master Program |
| 2014 | Adoption of Amendments to Design Standards and Guidelines for Chambers Creek Properties |
| 2014 | Puget Sound Regional Council Certification of Regional Growth Center |
| 2015 | Adoption of 2015 GMA Periodic Update Amendments to Comprehensive Plan and Development Regulations |

## *POLICIES THAT ENCOMPASS THE ENTIRE PLAN*

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

- University Place's planning shall address the issues, resources, and needs that make a community a satisfying place to live and work.
- University Place shall recognize, protect and enhance local neighborhood character and values.
- University Place shall actively inform and involve citizens in all stages of plan development, implementation, monitoring, and revision.
- 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 Comprehensive Plan consists of nine elements. The GMA prescribes five specific elements that must be contained in a city comprehensive plan – land use, housing, transportation, utilities, and capital facilities. The City has added three optional elements: parks, recreation and open space; environmental management; and community character. In addition, the Comprehensive Plan includes a shoreline management element that references policies contained in the City's Shoreline Master Program. The nine elements and introduction chapter are summarized below:

Each element typically contains goals, policies, explanatory text and, in some cases, charts, tables and maps. The goals and policies are the guiding principles – the heart of the Plan; however, they are often preceded by explanatory text that describes the context of the goal or policy, or the reasoning behind it. Each element presents part of the picture for managing change and guiding University Place's growth. The Land Use Element provides the overall community vision and interconnections among the other elements. Certain planning objectives, such as health and well-being, are addressed in the goals and policies of multiple elements. Elements typically include the following components, subject to variation as appropriate:

**Table 1-3**
**SUMMARY OF CHAPTER AND ELEMENTS**

| Element or Chapter | Goal and Policy Abbreviation | Primary Function |
|---|---|---|
| Introduction | | Provides overview of the purpose of the document, its organization, and an explanation of how it was developed |
| Community Character | CC | Defines how University Place views its character |
| Land Use | LU | Guides physical placement of land uses |
| Housing | HS | Addresses needs and strategies for supporting the provision of a variety of types of housing |
| Environmental Management | EN | Addresses stewardship of the natural setting |
| Transportation | TR | Addresses the movement of people and goods |
| Capital Facilities | CF | Describes how the City plans for and finances capital infrastructure |
| Utilities | UT | Addresses utility infrastructure needs and design |
| Parks, Recreation, and Open Space | PRO | Addresses parks, recreational facilities, design of facilities and program objectives, and conservation of land through open space |
| Shoreline Management | SH | Addresses planning issues and challenges affecting certain shorelines designated by the State per the City's Shoreline Master Program |

**Table 1-4**
**ELEMENT COMPONENTS**

| Components | Intent and Purpose |
|---|---|
| Introduction | Provides an overview of the planning issues and challenges to be addressed in each element. |
| State and Regional Planning Context | Provides an overview of Growth Management Act, Puget Sound Regional Council, and Pierce County Regional Council goals, policies and objectives as they relate to University Place. |
| Local Planning Context | Looking ahead 20 years, illustrates a vision of where the community would like to be positioned in responding to major planning issues and challenges. |
| Goals and Policies | Goals define what the community wishes to achieve over a 20-year planning horizon while policies provide guidance for creating and implementing development regulations and taking other actions to achieve the goals. |
| Background Information | Provides factual data that help inform the statements, goals and policies |

### *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 the extent to which they support the public interest, their 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.

CHAPTER 2

# COMMUNITY CHARACTER ELEMENT

## INTRODUCTION

University Place is located on the eastern shoreline of the south Puget Sound. The City's stunning hillside setting overlooking Puget Sound provides great views of islands and other coastal shorelines, plus the Olympic Mountains beyond. Other natural features that lend form to the land and have influenced its development over the past century include the Chambers Creek Canyon, Chambers Bay, Morrison Pond wetlands, the Leach Creek and Peach Creek drainages, and moderately hilly terrain that is mostly forested in large Douglas fir, Hemlock and Western Red Cedar trees -- where it remains undeveloped. Views of Mt. Rainier add greatly to the character of the community.

The visual landscape has changed significantly over the past two hundred years as development has occurred, but hints of University Place's past remain. In the early 1800s Pierce County was home to the Nisqually, Steilacoom, Squaxin, Puyallup, and Muckleshoot Indians. By the middle of the 19th century, the land that is being redeveloped as Chambers Creek Properties, including the Chambers Bay Golf Course, was being used for industry. Over the years it was used by the lumber industry, as a railroad center, and as a gravel mine before being reinvented as the site of a world-class golf course today.

In the early 1890s, the area that is now University Place was chosen as a location for the University of Puget Sound, at the time named Puget Sound University. The school purchased 420 acres for the campus, but financial difficulties in 1893 forced them to forfeit the land prior to establishing a campus and the university never made the move. However, the area continued to be known as University Place.

In the early 1990s, approximately one hundred years after the community received its name, community members began pushing for local government and more local control and initiated an incorporation drive. In 1994, proponents succeeded in passing a ballot measure that established almost eight square miles of unincorporated Pierce County as the City of University Place. Since incorporation in 1995, the City Council, City staff, appointed officials and numerous other community members have poured untold hours into making University Place what it is today -- a great place to live, work, and play.

Today, University Place is planning for additional growth in the future that will continue to shape the character of the community. As growth occurs, there are characteristics that residents would like to retain, such as University Place's green character; a safe, friendly and sustainable community; and some physical remnants of the past as reminders of its early history.

# LOCAL PLANNING CONTEXT

The Community Character Element provides a design framework for new development and redevelopment and addresses natural features and historic character preservation. The Element is meant to address the goals of retaining University Place's distinct character and creating gathering places and cultural opportunities for people of diverse backgrounds. It addresses University Place's desire to maintain and enhance a successful business climate and to foster innovative thinking. It addresses the vision of respect for the natural environment. It is also intended to help carry out the vision of keeping University Place a safe, healthy, friendly and attractive city in the future.

This Element is complementary to other elements of the Comprehensive Plan. Specific aspects of community character are addressed in other elements. For example, University Place's locations for various uses are addressed primarily in the Land Use Element. The Community Character Element focuses more closely on design goals and historic resource opportunities and challenges for the City over a 20-year planning horizon. It considers the following aspects of Community Character:

- People and Public Places
- Events and Community Building
- View Corridors, Entrances and Landmarks
- Buildings and Site Design
- Street and Pathway Linkages
- Urban Forest Management
- Streetscape Landscaping
- Residential Character
- Historic Resources

## *COMMUNITY CHARACTER ASPIRATIONS*

*Looking ahead 20 years…*

### ***University Place has maintained its distinctive character.***

*The quality design of new development is a reflection of the value University Place's community members place on the community's appearance. The design also reflects the diversity of the community. University Place honors the heritage of its diverse cultures by creating a sense of place that respects its past and the diverse faces of the community. Care has been taken to create distinctive streets and pathways and to enhance the comfort, safety and usability of public places. Public view corridors and entryways have been preserved and enhanced. The City's historic roots are still apparent through preservation of special sites, structures and buildings. Interpretive signage has also been used to enhance the community's sense of its heritage.*

### ***Community gathering places are found throughout the city.***

*Spaces for parks have been acquired and improved by the City, and plazas have been incorporated into new developments. Both public and private investment into place-making*

*creates and maintains spaces where informal social gatherings and community building occur. The City and private partners continue to sponsor a wide variety of community events in an array of public places. The Curran Apple Orchard Park provides an especially unique venue for such events and is recognized for its historical significance to the community. Community members also enjoy community gardens, parks and plazas, and walkable and bike-able neighborhoods that support healthy lifestyles and a sustainable future.*

***Care has been given to preserve elements of the natural environment.***
*Landscaping regulations have ensured preservation of special natural areas and significant trees that help define the character of the City. New landscaping has, when appropriate, incorporated native plants and low-impact development design elements. Areas of open space and forested groves within Chambers Creek Canyon, Adrianna Hess Wetland Park, Paradise Pond Park, Colegate Park, Homestead Park, the Leach Creek drainage, and in other locations have been preserved where possible through public/ private collaboration. Through creative design, such as in combination with neighborhood entryways, public and private projects have incorporated natural features and enhanced natural systems. University Place continues to promote the value of the natural environment by inventorying and monitoring the elements that define the City's green character, including forested parks and open space.*

# 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 character, while the policies provide more detail about the strategies and other steps needed to meet the intent of each goal.

## *PEOPLE AND PUBLIC PLACES*

Community cohesiveness develops in many ways. It can come from a shared vision for the community. It can be developed through the use of public places for interaction.

Successful public places have the following qualities: accessibility, comfort or image, activity, a welcoming feeling and sociability. Accessibility means having good links from surrounding areas, by foot, bike, transit or other means. It also means visual accessibility. And, accessibility can mean the absence of cultural barriers. The comfort and image come from several characteristics, including a perception of safety, cleanliness and availability of seating, both formal and informal. Identifying features, such as a fountain, artwork or a unique building, may also enhance image. Activity may be a natural outcome from a collection of uses or may be programmed through music presentations or performing arts. People typically feel welcome at public places that provide basic features, such as lighting, shelter and play areas for children, along with spaces for meetings or other gatherings. Sociability is when a space becomes a place sensitive to diverse cultural context for people to go or to meet, usually because it has elements of the first four qualities.

## GOAL CC1

**Facilitate the success of public places that foster community cohesiveness by ensuring well-designed spaces that support activity and community interaction.**

### Policy CC1A

Provide community gathering places in recreation facilities, parks and public plazas throughout the City and encourage development of new culturally sensitive community gathering places, especially in underserved areas of the community.

### Policy CC1B

Preserve, develop and enhance informal community gathering places, such as plazas, in mixed-use centers that include local cafes and coffee shops with comfortable outdoor seating, and spaces within parks. Regional Growth Center subarea planning should explore opportunities for establishing new informal gathering places. Adoption of development standards and incentives in support of such gathering places should be considered. This can be accomplished by:

- Providing seating opportunities with multi-seasonal amenities, such as canopies or other cover from the elements and heating during periods of cooler temperatures;
- Encouraging art or water features;
- Installing outdoor plantings and other landscape features;
- Providing visual access to sites;
- Providing for active uses in the space; and
- Promoting partnerships and implementing incentives where appropriate to create public places, such as plazas in combination with outdoor cafes.

### Policy CC1C

Ensure that public places are designed and managed to encourage high levels of activity by including:

- Multiple entrances;
- Flexible spaces;
- Linear urban parks;
- Focal points that create activity throughout the space;
- A signature attraction that provides a compelling identity;
- Multi-seasonal attractions; and
- Active management of space and activities.

### Policy CC1D

Design and build University Place's public buildings and indoor/outdoor facilities to enhance their function as community gathering places.

**Policy CC1E**
Incorporate and provide opportunities for art in and around public buildings and facilities. Encourage additional opportunities throughout the City for art as design elements or features of new development, as well as placement of significant art. Support creative designs for lighting, railings, walls, benches and other public and private improvements that can be made more visually interesting through the participation of artists.

### *EVENTS AND COMMUNITY BUILDING*

Community cohesiveness can also be nurtured by community events. Community events provide an opportunity to help foster people's interest in getting to know the diverse cultures of the community and their neighbors and form friendships and collaborative networks. These events can also enhance awareness of diversity, cultural traditions, and University Place's heritage throughout the community. By providing or supporting community events, such as Duck Daze, Curran Orchard Cider Squeeze, Concerts in the Park, Sun Fest, and the UP for Arts Fall Arts and Concerts Series, as well as a wide variety of other public activities, the City serves as a conduit supporting these interactions and possible community-building outcomes that can support a myriad of other objectives from disaster preparedness to economic vitality.

## GOAL CC2

**Promote activities and events that enliven public spaces, build community, and enrich the lives of University Place citizens.**

**Policy CC2A**
Provide links to public places to encourage their use through such means as:

- Redeveloping arterials into complete streets;
- Providing safe and convenient pedestrian walkways;
- Providing bikeways;
- Developing nearby transit stops and other transit-supportive facilities; and
- Designing for visual access to and from the site.

**Policy CC2B**
Encourage and support a wide variety of community festivals or events, such as Duck Daze and Concerts in the Park, reflecting the diversity, heritage and cultural traditions of the University Place community.

**Policy CC2C**
Facilitate the continued development and support of a diverse set of inter-generational recreational and cultural programs and organizations that celebrate University Place's heritage and cultural diversity, such as:

- Visual, literary and performing arts;
- An active parks and recreation program; and
- The University Place Historical Society.

**Policy CC2D**
Facilitate the development of farmers' markets, community gardens and school gardens that increase residents' access to fresh produce and other healthy food, support local and regional agriculture, and increase community interaction.

### *VIEW CORRIDORS, ENTRANCES AND LANDMARKS*

People orient themselves by remembering certain features that include unique public views, defined entries and landmarks. These features also can set apart one community from another and are part of what defines the unique character of a place. Preserving key features and creating new ones can help define University Place and its neighborhoods.

## GOAL CC3

**Preserve and enhance key features and create new ones that can help define University Place and its neighborhoods.**

**Policy CC3A**
Identify and establish distinctive gateways or entryways into the City, support neighborhood efforts to identify and maintain unique neighborhood entryways, and emphasize these locations with design elements, such as landscaping, signage, art or monuments. Continue development and enhancement of gateway features at key locations to help define the sense of arrival for those entering University Place. Develop design standards and guidelines for gateway areas to ensure that gateway and entryway features are consistent with planning goals and objectives, and adopted site-specific plans, where applicable. Gateway locations include, but may not be limited to, the intersections of 19th Street and Bridgeport Way, 19th Street and Mildred Street, Regents Boulevard West and 67th Avenue West, Orchard Street and Cirque Drive, and Bridgeport Way and 67th Avenue West.

**Policy CC3B**
Design and maintain streets, trails, parks and structures to preserve and enhance views that help define University Place, such as those of Mount Rainier, Puget Sound and the Olympic Mountains, through such means as:

- View-sensitive site, building and landscape design;
- Regulatory plan review to encourage view-sensitive design;
- Identifying, preserving and enhancing viewpoints, either panoramic or focused;
- Framing views with structural elements;
- Aligning paths to create focal points;
- Removal of invasive plants; and
- Proper pruning of trees and shrubs while including them as a part of the vista.

**Policy CC3C**
Encourage schools, religious facilities and other public or semi-public buildings to locate and design unique facilities to serve as community landmarks and to foster a sense of place.

**Policy CC3D**
Prohibit new billboards and other large signs, and use design review for new signage, to protect views of significant land forms and community features, ensure more focused views of buildings, landscaping and open space areas, and avoid visual clutter. Ensure development of appropriate design standards that address compatibility of signage to community character.

**Policy CC3E**
Encourage and require, when practicable, underground installation of utility distribution lines to reduce visual clutter that detracts from territorial views of Puget Sound, Mt. Rainer, and the Olympic Mountains, and more focused views of buildings, landscaping and open space areas. The City should work with utility providers, citizens and developers to find ways of funding the undergrounding of existing utilities.

### *BUILDINGS AND SITE DESIGN*

There is a high expectation for quality design in University Place, and adopted design standards and guidelines provide local guidance. Commercial, multifamily, mixed-use, civic, and small lot development projects receive a higher level of scrutiny than detached single-family homes. Generally, these projects are reviewed at an administrative level using the City's adopted design standards and guidelines, which may apply to specific locations or to types of uses.

## GOAL CC4

**Adopt and implement design standards and guidelines that will achieve design excellence, desired urban form, and community character goals consistent with citizens' preferred design parameters.**

**Policy CC4A**
Adopt new design standards and guidelines for new development and redevelopment and consistently achieve unique, high-quality built environments within each of the City's mixed-use and commercial zones. Modify existing design standards and guidelines that apply to Mixed Use, Mixed Use Office, Commercial and Town Center zones to achieve Regional Growth Center subarea planning goals and objectives. Consider the introduction of form-based zoning within mixed-use and other commercial areas.

**Policy CC4B**
Apply design standards and guidelines through an administrative design review process to help achieve or accomplish the following:

- A human-scale character that creates a pleasant walking environment for all ages and abilities. Design buildings to provide "eyes-on-the-street";
- Elements of design, proportion, rhythm and massing that are desirable and appropriate for proposed structures and the site;
- Places and structures in the City that reflect the uniqueness of the community and provide meanings to its diverse residents;
- Building scale and orientation that are appropriate to the site;

- The use of high-quality and durable materials, as well as innovative building techniques and designs;
- Minimization of negative impacts, such as glare or unsightly views of parking;
- The use of environmentally friendly design and building techniques such as LEED for the construction or rehabilitation of structures;
- Incorporation of historic features whenever possible; and
- A design that fits with the context of the site, reflecting its character, historic and natural features.

**Policy CC4C**
Design and build University Place's civic buildings in a superior way and with high-quality materials to serve as innovative and sustainable models to the community.

**Policy CC4D**
Ensure safe environments by strongly encouraging the use of building and site design techniques, consistent with the National Crime Prevention Institute's *Crime Prevention through Environmental Design* (CPTED) guidelines, to:

- Distinguish between publicly accessible open space and private open space;
- Provide vandal-resistant construction;
- Provide opportunities for residents, workers, parents, caregivers and others to view spaces and observe activities nearby, especially those that should not be occurring; and
- Reduce or eliminate "unclaimed" areas, such as unmaintained easements between fence lines and street or trail right-of-way that can offer areas for unwanted activities.

**Policy CC4E**
Foster the natural environment and maintain and enhance the green character of the City, while integrating healthy built environments through techniques such as:

- Encouraging design that minimizes impact on natural systems;
- Using innovations in public projects that improve natural systems;
- Preserving areas of open space; and
- Requiring the preservation, maintenance and installation of street trees and other vegetation in accordance with the City's Streetscape Design Standards and Guidelines.

**Policy CC4F**
Encourage design and installation of landscaping that:

- Creates character and a sense of place;
- Retains and enhances existing green character;
- Preserves and utilizes native trees and plants;
- Enhances water and air quality;
- Minimizes water consumption;

- Provides aesthetic value;
- Creates spaces for recreation;
- Unifies site design;
- Softens or disguises less aesthetically pleasing features of a site; and
- Provides buffers for transitions between uses or helps protect natural features.

### *STREET AND PATHWAY LINKAGES*

Streets can be more than just a means of getting from one point to another. They can define how the City is viewed as one passes through it and create a sense of unique character. Elements of street design, such as width, provisions for transit or bikes, pavement treatments, street-side vegetation, and provisions for stormwater and utility facilities affect the quality of a traveler's trip and the sense of place. Those design elements also can affect the behavior of motorists, such as their speed, their decisions to yield or take the right-of-way, and the degree of attention that is paid to pedestrians, bikes and other vehicles.

Linear urban parks that incorporate pathways and complement the street system can create a park-like setting for the community.

## GOAL CC5

**Pay special attention to street design in order to create a sense of unique character that distinguishes University Place from neighboring communities.**

### Policy CC5A

Promote the conversion of arterial streets originally designed primarily to move motor vehicles quickly to *complete streets* that support safe and convenient access for all users within uniquely designed corridors that are visually differentiated from arterial streets in adjacent cities. *Complete streets* may include a mix of design elements including sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, landscaped median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and roundabouts.

### Policy CC5B

Ensure that *complete street* designs result in active urban streets, vibrant and accessible public spaces, a unique community character, and safe and convenient linkages for all users, especially within and between the Regional Growth Center's Town Center District, 27th Street Business District, and Northeast Mixed Use District.

### Policy CC5C

Integrate utilities and Low Impact Development stormwater components, where feasible, into *complete street* project designs in a manner that will not significantly impair the functionality of these streets for providing convenient access for all users.

### Policy CC5D

Identify and create destination streets within the City's Regional Growth Center districts by utilizing neighborhood-specific treatments, such as:

- Specially designed landscape;
- Unique crosswalk treatments and frequent crosswalks;
- Sidewalk design that allows and encourages activities such as outdoor café service;
- Art elements;
- Pedestrian-scale lighting; and
- Character-defining materials and accessories, such as seating and wayfinding elements.

**Policy CC5E**
Design and create trails, urban linear parks, sidewalks, bikeways and paths to increase physical activity and connectivity for people by providing safe, direct or convenient links between the following:

- Residential neighborhoods;
- Schools;
- Parks, open spaces, greenbelts and recreation facilities;
- Employment centers;
- Shopping and service destinations;
- Civic buildings and spaces; and
- The Chambers Creek Properties, including the Chambers Bay Golf Course. Chambers Creek Canyon, and the Puget Sound shoreline.

### *URBAN FOREST MANAGEMENT*

An urban forest refers to the natural and planted vegetation in an urban area -- both public and private. A community's urban forest is comprised not just of trees and other vegetation in parks but also trees and other landscaping that line the roadways and vegetation on private property. A well-managed, healthy urban forest:

- Provides opportunities to develop neighborhood and community partnerships that benefit the participants physically, sociologically and psychologically;
- Can lessen the impacts of drought, tree diseases, insect pests, construction, storm damage and stormwater runoff;
- Benefits the entire community economically, aesthetically, and ecologically;
- Supports the conservation, protection and enhancement of University Place's watershed and the Puget Sound, and promotes the health of fish habitat; and
- Has a positive effect on surrounding businesses and residences and people's sense of well-being.

Trees and other vegetation within the urban forest provide a unique green infrastructure that, if maintained and cared for, will continue to give back to the community. Trees also have great potential to shape the character of a community. A worthwhile challenge is to find ways to increase the tree canopy and enhance its health, and to properly maintain and diversify the urban forest while achieving, over time, the community character desired by University Place citizens.

## GOAL CC6

**Promote the planning, management and preservation of a safe and healthy urban forest that reflects community character goals by establishing effective programs, practices, landscaping standards, and guidelines.**

### Policy CC6A

Encourage the use of native, drought-tolerant plants to provide for an attractive urban setting; support the urban citywide tree canopy and wildlife; buffer the visual impacts of development; help reduce storm water runoff; and, contribute to the planting, maintenance, and preservation of a stable and sustainable urban forest. Require landscaping with a drought-tolerant native plant component (trees, shrubs and groundcovers) to be installed when development activities, including new construction and substantial alterations of existing structures, parking areas, streets and sidewalks, take place.

### Policy CC6B

Ensure that City landscaping standards and guidelines promote plant retention, selection, installation and maintenance. These standards are intended to maintain existing trees when practicable, more effectively ensure that plants survive and thrive, minimize conflicts with infrastructure, and in some cases provide a substantial visual screen or buffer. The City should periodically review the effectiveness of its landscaping and tree retention requirements and amend them as necessary to ensure they will achieve desired urban forest goals and objectives.

## *STREETSCAPE LANDSCAPING*

Street trees and other landscaping treatments are essential for creating beauty and improving the quality of life within urban mixed-use centers, residential neighborhood settings and other areas of a community. Benefits include: providing shade and cooling effects; providing a sense of enclosure; providing definition and scale to the street; protection from wind; separation from vehicular traffic; and reducing airborne dust and pollutants.

Many opportunities exist for street tree planting and other landscaping treatments in existing and developing neighborhoods of University Place. The most favorable locations in terms of making a positive visual and functional impact are within sidewalks and planting strips to enhance the streetscape environment -- and within traffic medians to reinforce traffic calming measures.

## GOAL CC7

**Achieve community character and urban design goals through the preservation, installation and maintenance of street trees and other landscaping in accordance with Regional Growth Center subarea plans, the City's Approved Street Tree Palette, and other applicable design standards and guidelines.**

**Policy CC7A**
Prepare streetscape landscape guidelines for the Regional Growth Center's Town Center District, 27th Street Business District, and Northeast Mixed Use District in order to achieve unique streetscapes that support each district's unique character and sense of place.

**Policy CC7B**
Periodically review and update, as needed, the City's Approved Street Tree Palette and associated design standards and guidelines to ensure that they reflect current science as to tree selection, installation and maintenance. Ensure proper management of the urban forest by paying attention to diversity of plantings, the arrival of insect pests and disease that may affect existing trees and future selections, and the long-term performance of trees previously identified as being suitable for specific applications. As new selections are identified as being good candidates for street tree plantings in University Place, or as other trees on the current list are identified as being ones to avoid in the future, the list of approved street trees should be updated to reflect this new information.

### *RESIDENTIAL CHARACTER*

Much of the City's projected housing unit and population growth over the next couple of decades will be accommodated through construction of higher-density housing in the University Place Regional Growth Center, including mixed-use development within the Town Center District, 27th Street Business District, and Northeast Mixed Use District. Additional growth will occur in the form of infill development in established single-family and multifamily residential neighborhoods.

Today, factors such as an aging population, changes in family size and composition, and shifting generational preferences for different housing types and neighborhood designs and functions are contributing to changes in the social and economic factors relating to housing choices. These factors have the potential to influence greatly the character of the community. As such, it is important that the City guide future residential development in a manner that will be compatible with surrounding areas and build upon the positive aspects and character of the neighborhood.

## GOAL CC8

**Support residential infill development and redevelopment that responds to local preference and demand for innovative, high quality housing, that is sensitive to surrounding residential areas, and that supports community character goals and objectives.**

**Policy CC8A**
Periodically review and update design standards and guidelines and other zoning provisions that apply to residential mixed-use development and infill housing to assess their effectiveness in accomplishing design objectives and community character goals, and to assess the extent to which they successfully respond to neighborhood

compatibility issues and concerns. Design standards and guidelines that apply to mixed-use areas located within the City's Regional Growth Center should be updated in conjunction with required subarea planning for this area of the community.

### *HISTORIC RESOURCES*

Historic resources offer a way to connect with the City's past and provide a sense of continuity and permanence. Those resources represent development patterns and places associated with University Place's notable persons and community events. The historic fabric together with unique qualities of new development patterns define the character of a community. It is essential to preserve some historic resources to maintain the character of University Place and to continue to honor its past. Adaptive reuse of historic structures also helps reduce the need to obtain additional resources for new building construction.

University Place has a rich history but very few "surviving" historic structures and identified cultural and archaeological sites. Nonetheless, the community prides itself in providing a variety of cultural and historic opportunities. The University Place Historical Society, incorporated in 2000, connects with the community at scheduled meetings and special events. Public projects help foster this connection and build community awareness by incorporating elements of University Place's history into design features. The Society was recently successful in obtaining federal landmark status for the Curran House, a mid-century home designed by nationally recognized architect, Robert Price. The home is now listed on the National Register of Historic Places.

## GOAL CC9

**Support the preservation and active use of cultural and historic resources to enhance University Place's quality of life, environmental stewardship, and economic vibrancy.**

**Policy CC9A**
Encourage preservation, restoration, and appropriate adaptive reuse of historic properties to serve as tangible reminders of the area's history and cultural roots.

**Policy CC9B**
Coordinate the development of parks and trails and the acquisition of open space with the preservation, restoration and use of historic properties.

**Policy CC9C**
Support the acquisition of historic properties when feasible. Consider cost sharing for acquisition, lease or maintenance with other public or private agencies, organizations or governments.

**Policy CC9D**
Incorporate features such as interpretive signage, historic street names and other elements reflecting original historic designs into park projects, transportation projects and buildings on historic sites, when feasible, as a means of commemorating past events, persons of note and City history.

**Policy CC9E**
Establish an ongoing process of identification, documentation, and evaluation of historic properties. Maintain and update the historic property inventory as new information arises to guide planning and decision making, as well as to provide reference and research material for use by the community. Make use of property evaluation forms, deed documents, news articles and other information to help evaluate a property. Use knowledge of the history and significance of properties to foster stewardship by owners and the public.

**Policy CC9F**
Encourage nomination of historic resources that appear to meet Historic Landmark criteria by individuals, community groups and public officials. Support designation of properties at appropriate levels: local, county, state or national. Pierce County, the State of Washington and the United States -- through the United States National Park Service (Secretary of the Interior) -- all maintain registers of Historic Landmarks. Consider establishing a local University Place historic landmark register.

**Policy CC9G**
Emphasize the preservation of historic properties through methods such as adaptive reuse for promoting economic development and/or public use. Consider applying special code provisions for historic or cultural sites to ensure that adaptive reuse (placing new uses in a building once intended for another use) or modification of a building to make it more functional or economically competitive will not trigger a requirement to bring the structure up to existing codes.

**Policy CC9H**
Encourage restoration and maintenance of historic properties through code flexibility, fee reductions, and other regulatory and financial incentives. Recognize that historic resources reflect a use of certain materials, an architectural style, or an attention to detail -- and discourage improper alterations or additions that may eliminate the very reason that a structure gives character to an area. Consider providing incentives to actively encourage both preservation of existing structures and restoration of structures to more closely resemble the original style and setting.

**Policy CC9I**
Protect Historic Landmarks from demolition or inappropriate modification.

**Policy CC9J**
Protect Historic Landmarks and significant archaeological resources from the adverse impacts of development. Encourage sensitive design of new development to allow new growth, while retaining community character.

**Policy CC9K**
In instances where alteration or demolition of a Historic Landmark is reasonable or necessary, mitigate adverse impacts to the following by methods such as documentation of the original site or structure, interpretive signage, or other appropriate techniques:

- Landmark or archaeological sites; and
- Properties proposed to be demolished or significantly altered that are eligible for landmark designation, or are of sufficient age and meet a portion of the other criteria for landmark designation.

**Policy CC9L**
Share survey and inventory information with Pierce County, the State Department of Archaeology and Historic Preservation, federal agencies, the public, historical societies, museums and other appropriate entities. Use technical assistance from other agencies as appropriate.

**Policy CC9M**
Support efforts by residents, property owners, cultural organizations such as the University Place Historical Society, public agencies and school districts to support the development of a more active historic preservation program, including:

- Brochures and plaques;
- Online information; and
- Educational efforts to foster public awareness of University Place's history.

**Policy CC10M**
Explore grant opportunities to foster preservation. Maintain resources with technical knowledge of preservation to assist with the preservation and sharing of knowledge in order to help preserve the history, and historic character, of University Place.

CHAPTER 3

# LAND USE ELEMENT

## INTRODUCTION

The Land Use Element is designed to help University Place achieve its vision for a city that has gracefully accommodated growth and change, while ensuring that the community's high quality of life, cherished natural features, distinct places and character are retained. By the year 2035, University Place expects to grow to a future population of 39,540 people and an employment base of 9,593 jobs. The Land Use Element provides the basis for planning for this growth, including needs for transportation, parks and open space, and other public facilities and services to serve future growth.

## STATE AND REGIONAL PLANNING CONTEXT

### *GROWTH MANAGEMENT ACT*

The Washington State Growth Management Act identifies that for cities such as University Place that are required to plan under RCW 36.70A.070, a comprehensive plan must include a map or maps, and descriptive text covering objectives, principles, and standards used to develop the Comprehensive Plan. The Plan shall be an internally consistent document and all elements shall be consistent with the future land use map. Each comprehensive plan shall include:

> *"A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound."* [RCW 36.70A.070]

### *VISION 2040 MULTICOUNTY PLANNING POLICIES (MPP)*

Under the Growth Management Act, multicounty planning policies provide a common region-wide framework for countywide and local planning in the central Puget Sound region, particularly in the area of transportation planning and its relationship to land use. The unified structure established by the MPP has both practical and substantive effects on the development and implementation of comprehensive plans, including land use elements.

The MPPs provide guidance for implementing Puget Sound Regional Council's VISION 2040 Regional Growth Strategy. This strategy is a preferred pattern for accommodating a significant share of the region's residential and employment growth within a number of regional centers. It is designed to minimize environmental impacts, support economic prosperity, improve mobility, and make efficient use of existing infrastructure. The strategy promotes infill and redevelopment within urban areas to create more compact, walkable, and transit-friendly communities.

PSRC has designated the core area of University Place as a Regional Growth Center. This designation influences strongly the vision, goals, objectives and policies contained within the Land Use Element.

### *PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPP)*

The Pierce County Countywide Planning Policies is a written policy statement that establishes a countywide framework from which county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that municipal and county comprehensive plans are consistent.

The CPPs are intended to provide the guiding goals, objectives, policies and strategies for the subsequent adoption of comprehensive plans. CPPs that offer guidance for development of the Land Use Element include ones that address *Buildable Lands*, *Community and Urban Design*, *Economic Development and Employment, Health and Well-Being, Urban Growth Areas*, and *Promotion of Contiguous and Orderly Development and Provision of Urban Services.*

## LOCAL PLANNING CONTEXT

The pattern of uses that make up University Place helps support the community's long-term vision and goals by describing locations where development is appropriate and what the desired intensity and general character should be. The Land Use Element is intended to ensure the land use pattern in University Place meets the following objectives:

- Takes into account the land's characteristics and directs development away from environmentally critical areas and important natural resources;
- Supports a healthy community by encouraging physical activity, promoting social and mental wellness, and establishing itself as a destination for arts, recreation, and special community events and festivals;
- Encourages redevelopment of properties that are underutilized or being used in a way that is inconsistent with the Comprehensive Plan designation;
- Provides for attractive, affordable, high-quality and stable residential neighborhoods that include a variety of housing choices;
- Focuses and promotes employment growth and office, housing and retail development in the Town Center, 27th Street Business, and Northeast Mixed Use districts of the University Place Regional Growth Center;
- Supports creation and enhancement of community gathering places, including civic

center facilities such as Market Square, public parks and recreation facilities that accommodate special events, and privately developed venues;

- Provides opportunities to meet daily shopping or service needs close to residences and work places;
- Maintains and enhances an extensive system of parks, trails, open space and public shoreline access that meets local residents' needs;
- Supports further development of regional facilities such as Chambers Creek Properties, including Chambers Bay Golf Course, to help meet the local and regional demand for recreational services and facilities;
- Advances best management practices, multimodal travel, a high-quality natural environment, and development that provides long-term benefit to the community.

## *LAND USE ASPIRATIONS*

Looking ahead 20 years…

***In the 2030s, University Place is treasured for its character, natural assets, friendly and welcoming atmosphere, diversity, safety and quiet settings.***

*University Place includes a broad choice of housing types at a range of prices, including affordable homes. During the past 20 years, there has been more variety in the types and prices of newly constructed homes, including more cottages, accessory dwelling units, attached homes, two-three unit homes, live-work units and other smaller single family homes. New homes blend with existing homes and the natural environment, retaining valued characteristics of neighborhoods as they continue to evolve. While single-family neighborhoods have remained stable, the number and variety of multifamily housing choices, including units oriented towards seniors and millennials, have increased significantly, especially within mixed-use developments along Bridgeport Way, 27th Street, and Mildred Street. Through careful planning and community involvement, changes and innovation in housing styles and development have been embraced by the community. Residents enjoy a feeling of connection to their neighborhoods and to the community as a whole.*

***University Place has acted to create and maintain a strong economy and a diverse employment base.***

*University Place is the home to many small, medium-size and locally owned businesses and services. Businesses are proud to be partners in the community. The City provides a positive business climate that supports innovation and attracts development resulting in long-term benefit to the community, while retaining existing businesses.*

***In the 2030s, University Place's Regional Growth Center, which includes the Town Center, 27th Street Business, and Northeast Mixed Use Districts, is a thriving center of commercial activity supported by a mix of newly constructed housing.***

*The center is a destination for many in University Place and the region. Attractive offices, stores, services and residential developments have contributed to a new level of vibrancy in the community, while retaining a comfortable, connected feel that appeals to residents, business and visitors. Redevelopment of these areas has brought retail storefronts closer to the street and improvements to streetscapes to reflect the green character of University Place, making the area more hospitable to transit, pedestrians and bicyclists. These neighborhoods are well-connected to a network of parks and open space areas.*

***University Place in the 2030s has enhanced and maintained a green character.***

*Citizens benefit from its livability, which contributes to the general quality of life. An abundance of trees continues to define University Place's physical appearance, including those within the Chambers Creek canyon, along the bluffs above the Puget Sound shoreline, and within smaller parks and open space facilities. A system of interconnected open spaces provides habitat for a variety of wildlife. University Place maintains an extraordinary park, recreation and open space system that serves all age groups and a wide variety of interests.*

*The City prides itself for its environmental stewardship, including placing an emphasis on supporting land use and development patterns that: mix commercial and residential land uses; provide safe transportation options including biking, walking and mass transit; preserve open space, natural beauty and critical environmental areas including shorelines; and foster a distinctive, attractive community that stimulates civic pride and offers residents a high quality of life and a strong sense of place.*

## *MAJOR LAND USE ISSUES*

The Puget Sound Regional Council's *VISION 2040*, a regional growth strategy, categorizes University Place as a *Large City* -- where significant population and employment growth should be accommodated. The Pierce County Council has assigned population, housing and employment targets to University Place for 2030 consistent with this growth strategy. To accommodate this growth plus subsequent growth occurring prior to the City's 2035 planning horizon, the City intends to direct a large share to its Regional Growth Center, which includes the Town Center, 27th Street Business, and Northeast Mixed Use Districts, and to other areas already designated and zoned for multifamily housing and mixed-use development. A challenge will be to achieve such growth in a manner that adds to the vibrancy of the community without generating unacceptable impacts. A goal of this strategy will be the preservation and enhancement of the most desirable characteristics of the community's existing, lower density, single-family neighborhoods.

The City has invested considerable time and financial resources to support the development of a Town Center, which is becoming a pedestrian-oriented gathering place with housing, shops, entertainment, services, and civic facilities. The Center will increasingly contribute to the community's "sense of place" and economic vitality, and will act as a catalyst for future economic growth in University Place. A challenge will be to achieve an "authentic" center that has long-lasting value and benefit to the community.

The City is continuing to redevelop arterial streets, designed and built prior to incorporation primarily to move motor vehicles quickly, to *complete streets* that support safe and convenient access for all users. Although the City has been successful in securing numerous grants to fund a large portion of costs associated with these transformations, additional funding will be required to achieve *complete street* goals.

The Pierce County-owned Chambers Creek Properties, located in the southwest corner of the City, offers many opportunities and challenges for the community. The Properties include the Chambers Bay Golf Course (site of the 2010 U.S. Amateur Championship and 2015 U.S. Open), public open space that includes shoreline access and a pathway system, and other public amenities. The County's Wastewater Treatment Plant, and Environmental Services Building occupy additional portions of the site. Proposals for private-sector development, possibly including hotel, restaurant and conference facilities and an additional golf course, may be considered in the future. A balanced approach will be needed to address community preferences and concerns, site constraints and opportunities, and the costs and benefits of the services proposed to be provided.

# GOALS AND POLICIES

This Element contains the land use goals and policies for the City of University Place. The following goals establish broad direction for land use, while the policies provide more detail about the steps needed to meet the intent of each goal. Goals are preceded by an initial background statement that provides an intent or purpose for each goal.

## *GENERAL LAND USE*

### *GROWTH MANAGEMENT*

The goals that are the foundation of Washington's Growth Management Act are consistent with the hopes for the community expressed by people who live or work in University Place. These goals include encouraging efficient development in urban areas to retain open space, providing a variety of housing types and sustainable economic growth, focusing population and employment growth in cities, ensuring that public facilities and services are adequate, and investing in transportation to support planned land use and to provide travel choices.

*VISION 2040* calls for compact communities and centers with densities that support transit service and walking. It also calls for each city to identify one or more central places for compact, mixed-use development that will reinforce effective use of urban land.

### GOAL LU1

**Provide sufficient land area and densities to meet University Place's projected needs for housing, employment and public facilities while focusing growth in appropriate locations.**

**Policy LU1A**
Ensure that development regulations, including the allowed density, uses and site requirements, provide for achievement of University Place's preferred land use pattern.

**Policy LU1B**
Manage growth so that delivery of public facilities and services will occur in a fiscally responsible manner to support development and redevelopment. Allow new development only where adequate public facilities and services can be provided.

**Policy LU1C**
Encourage development of both public and private lands in University Place that provides long-term benefit to the community through the use of techniques, such as green building and green infrastructure.

**Policy LU1D**
Provide an appropriate level of flexibility through development regulations to promote efficient use of buildable land. Balance this flexibility with other community goals and the need for predictability in decision making. Achieve this through measures such as clustering that preserve open space and administrative variances for minor variations.

**Policy LU1E**
Encourage infill development on suitable vacant parcels and redevelopment of underutilized parcels. Ensure that the height, bulk and design of infill and redevelopment projects are compatible with their surroundings.

**Policy LU1F**
Provide opportunities for shops, services, recreation and access to healthy food sources within walking or bicycling distance of homes, work places and other gathering places.

**Policy LU1G**
Design developments to encourage access by modes of travel other than driving alone, such as walking, bicycling and transit, and to provide connections to the nonmotorized system.

### *LAND USE COMPATIBILITY*

Retaining and enhancing University Place's high quality of life and special character are very important to University Place citizens. A variety of mechanisms is used to protect and enhance the City's quality of life and character as the community continues to grow. For example, height and bulk regulations are used to ensure that buildings within various areas of the City fit those locations and are compatible with adjacent structures. Intensity or density regulations control the amount of a particular use that is allowed and are used to achieve compatibility between uses, protect environmentally sensitive areas, and ensure that public facilities are not overloaded. Performance standards limit and often prohibit pollution discharges to the environment, stormwater drainage and sanitary sewers to ensure that uses are compatible and safe and that University Place's commercial and light industrial business park areas remain desirable places for business.

University Place's preferred land use pattern recognizes that many uses can be good neighbors if designed and developed well. Some activities such as noise or fumes may create impacts that adversely affect other uses. University Place's overall policy is to minimize adverse impacts on sensitive, lower-intensity uses, such as residences.

## GOAL LU2

**Ensure that future growth and development protect and enhance the City's quality of life and character, and are compatible with existing community fabric.**

### Policy LU2A

Refine and maintain development regulations to promote compatibility between uses; retain and enhance desired neighborhood character; ensure adequate light, air and open space; protect and improve environmental quality; and manage potential impacts on public facilities and services. Through these regulations address features, including but not limited to:

- Impervious surface area and lot coverage;
- Building height, bulk, placement and separation;
- Development intensity;
- Access and connections for walking and bicycling; and
- Landscaping.

### Policy LU2B

Use design standards and guidelines for residential development to:

- Provide variety in building and site design and visually appealing streetscapes in residential developments of several dwellings or more;
- Minimize significant impacts, such as loss of light or privacy, from large residential infill buildings on adjacent residents;
- Promote compatibility with University Place's residential neighborhoods and avoid an appearance of overcrowding when rezones will increase residential development capacity or when density bonuses or flexibility in site standards are utilized; and
- Emphasize features typical of detached single family dwellings, such as pitched roofs, single points of entry and substantial window trim, as part of residential structures containing two or more dwelling units.

### Policy LU2C

Promote compatibility between land uses and minimize land use conflicts when there is potential for adverse impacts on lower-intensity or more sensitive uses by:

- Ensuring that uses or structures meet performance standards that limit adverse impacts, such as noise, vibration, smoke and fumes; and
- Creating an effective transition between land uses through building and site design, use of buffers and landscaping, or other techniques.

### *COMMUNITY FACILITIES AND HUMAN SERVICES*

A well-functioning community depends on the availability of and equitable access to a variety of community facilities and human services. Schools, libraries and facilities for enjoying recreation and art are essential to the social and cultural vibrancy of the community. Human services can include childcare, food assistance, medical and dental care, counseling and transitional shelter.

The health of the community also depends on the availability of safe drinking water, adequate wastewater collection, sustainable stormwater management, a coordinated public safety system, access to healthy food and opportunities for active living.

## GOAL LU3

**Ensure the provision of community facilities and human services that are commensurate with the needs of the community.**

**Policy LU3A**

Encourage the provision of needed facilities that serve the general public, such as facilities for education, libraries, parks, culture and recreation, police and fire, transportation and utilities. Ensure that these facilities are located in a manner that is compatible with the City's preferred land use pattern.

**Policy LU3B**

Support equitable delivery of and access to human services by allowing these uses in suitable locations and encouraging their creation through incentives or bonuses and other innovative measures.

**Policy LU3C**

Incorporate consideration of physical health and well-being into local decision making by locating, designing and operating public facilities and services in a manner that:

- Uses building and development practices that provide long-term benefit to the community;
  - Encourages walking and bicycling access to public facilities;
- Supports creation of community gardens on public open space in accessible locations throughout University Place; and
- Provides tools such as educational and demonstration programs that help foster a healthy environment, physical activity and well-being, and public safety.

### *GREEN INFRASTRUCTURE*

Green infrastructure refers to services that natural systems provide University Place, including:

- Cleaning the water in streams, wetlands and ponds;
- Reducing flooding;
- Improving air quality; and

- Providing wildlife habitat.

In addition, green infrastructure provides benefits to University Place, such as:

- Making the City more beautiful;
- Providing peaceful, restful places;
- Increasing recreational opportunities; and
- Improving the health of members of the community.

Many elements of green infrastructure are natural places within University Place -- places such as urban forests, parks, protected open spaces, streams, wetlands and shorelines. University Place should, when possible, build or support the building of facilities that mimic natural systems to improve the capacity of, and complement the services provided by, the City's natural systems.

These facilities can also be considered green infrastructure and include such structures as constructed wetlands, rain gardens and green roofs. The City and the community are dedicated to supporting, and in some cases requiring, green infrastructure through a combination of green development techniques and preserving environmental assets into the future as land use becomes more intense to accommodate growth.

### GOAL LU4

**Support development of green infrastructure in order to improve the capacity of, and complement the services provided by, the City's natural systems as future land use becomes more intense to accommodate growth.**

#### Policy LU4A

Recognize green infrastructure as a capital/public asset. Monitor and regularly report on the City's progress in preserving, enhancing and expanding upon its inventory of green infrastructure, including but not limited to:

- Natural areas, such as shorelines, critical areas and portions of public lands that are monitored and maintained by citizen stewards;
- Community gardens;
- Rain gardens and other natural stormwater management facilities; and
- Native habitat areas.

## *OPEN SPACE AND RESOURCE PROTECTION*

University Place is framed within a beautiful natural setting, including the Puget Sound shoreline west of the City and the Chambers Creek Canyon to the south. Within the community, undeveloped green spaces, streams and their associated buffers, and an abundance of trees have continued to be an important part of defining University Place's commitment to preserving and protecting the City's natural beauty and functionality. University Place's Comprehensive Plan is designed to protect the quality of the natural environment and retain open natural areas while accommodating growth.

## GOAL LU5

**Ensure protection of the natural environment and retention of open natural areas while accommodating growth.**

### Policy LU5A

Promote use of techniques, such as current use taxation programs, stormwater utility funds, conservation easements, sensitive site planning, best land management practices and flexible regulations, to help retain and protect open space, environmentally sensitive areas, and unique natural features.

### Policy LU5B

Maintain University Place as a place distinct from adjacent communities by maintaining where practical, green buffers, habitat corridors, preserved natural areas and distinctive gateways with features, such as native landscaping, art and markers -- in other locations.

## *PLAN MAP LAND USE DESIGNATIONS*

The Comprehensive Plan Map (**Figure 3-2**) graphically displays the City's preferred land use pattern. The different areas on the Plan Map are referred to as designations. These designations provide a framework for guiding development consistent with the City's vision, goals, objectives and policies. The Plan Map divides the City into areas where different types and intensities of land uses are allowed. The designations serve to protect areas from incompatible development, maintain property values and support development consistent with each designation. The purpose and intent of each designation, and the general types of uses allowed in each designation, are provided in the Background Information section of the Land Use Element.

## GOAL LU6

**Ensure that decisions on land use designations and zoning are consistent with the City's vision, goals, objectives and policies as articulated in the Comprehensive Plan and take into account GMA goals regarding urban growth, sprawl, property rights, permits, economic development, and open space and recreation.**

### Policy LU6A

Consider the following when making decisions on land use designations and zoning:

- Land use and community character objectives;
- Whether development will be directed away from environmentally critical areas and other important natural resources and in a way that minimizes impacts on natural resources;
- The adequacy of the existing and planned transportation system and other public facilities and services;
- Projected need and demand for housing types and commercial space;
- The balance between the amount and type of employment in University Place and the amount and type of housing in University Place;

- Suitability of an area for the proposed designation or zone; and
- Opportunities to separate potentially incompatible uses by topography, buffers, zoning transitions or other techniques.

**Policy LU6B**
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.

**Policy LU6C**
Coordinate with neighboring cities and Pierce County, to ensure adjacent land uses are compatible and impacts of future development are appropriately addressed.

**Policy LU6D**
Adopt vesting regulations in accordance with the recommendations of the Washington Cities Insurance Authority. In Washington State, the vested rights doctrine refers generally to the notion that a land use application, under the proper conditions, will be considered only under the land use statutes and ordinances in effect at the time of the application's submission. The City's zoning code should identify those regulations considered to be land use regulations subject to vesting laws. Application forms and supporting documentation should identify those rights that vest and those rights that do not vest when an application for a project permit is made.

**Policy LU6E**
Apply zone classifications and overlays consistent with the Comprehensive Plan Map land use designations, as follows:

**Table 3-1**
**Designations, Classifications and Overlays**

| Plan Map Land Use Designation | Consistent Zone Classifications and Overlays |
|---|---|
| Low Density Residential | Residential 1; Residential 2; Sunset Beach Overlay; Day Island Overlay; Day Island South Spit Overlay; Chambers Creek Properties Overlay; Public Facility Overlay |
| Moderate Density Residential | Multifamily Residential-Low; Multifamily Residential-High; Public Facility Overlay |
| Mixed Use | Mixed Use; Transition Overlay; Public Facility Overlay |
| Mixed Use Office | Mixed Use Office; Transition Overlay; Public Facility Overlay |
| Mixed Use-Maritime | Mixed Use Maritime; Public Facility Overlay |
| Neighborhood Commercial | Neighborhood Commercial; Public Facility Overlay |

| | |
|---|---|
| Community Commercial | Community Commercial; Public Facility Overlay |
| Town Center | Town Center; Public Facility Overlay |
| Light Industrial-Business Park | Light Industrial-Business Park; Public Facility Overlay |
| Parks and Open Space | Parks and Open Space; Public Facility Overlay |

### *RESIDENTIAL LAND USE*

University Place residents treasure their neighborhoods. Each neighborhood has characteristics that are unique and make it special. There are also qualities that many residents throughout University Place frequently cite as ones they value about their neighborhoods. These qualities include safety, quiet, friendliness, attractiveness and a feeling of connection to their neighborhoods and to the community as a whole.

Residents also value being near to open space, parks, trees and other greenery, and having good transportation connections that enable easy access to stores and services. They emphasize the importance of having a diverse range of housing choices in University Place. There is recognition of the value of having a community in which people of a wide range of incomes, ages and needs can live and being able to remain in University Place through changes in age or household size. Examples of housing types that can help meet this desire or preference include additional small and starter homes, cottages, accessory dwelling units, live-work units, attached homes, senior housing, and housing for families. In thinking about the future, citizens also emphasize that new development needs to be well designed and fit well with the surrounding area.

The following residential policies in the Land Use Element provide general guidance for development in residential areas, including density, allowed uses and development standards. This Element is complementary to the Housing and Community Character Elements. The Housing Element addresses a range of housing topics, including choice, affordability, special needs and neighborhood preservation. The Community Character Element addresses residential neighborhood compatibility issues and concerns.

## GOAL LU7

**Achieve a mix of housing types in which people of a wide range of incomes, ages and needs can live, and guide new housing into appropriate areas while maintaining and enhancing the special qualities and character of existing residential neighborhoods.**

### Policy LU7A

Promote attractive, friendly, safe, quiet and diverse residential neighborhoods throughout the City, including low- and moderate-density single family neighborhoods and moderately high-density residential neighborhoods.

### Policy LU7B

Designate allowed residential densities and housing types to provide for a housing stock that includes a range of choices to meet all economic segments and household types, including those with special needs related to age, health or disability -- while

taking into account existing development patterns, community values, proximity to facilities and services, and protection of the natural environment.

**Policy LU7C**
Allow some compatible nonresidential uses in residential neighborhoods, such as appropriately scaled schools, religious facilities, home-based small businesses, parks, open spaces, senior centers and day care centers. Maintain zoning standards for locating and designing these uses in a manner that respects the character and scale of the neighborhood.

**Policy LU7D**
Promote compatibility of innovative housing with the character of surrounding single-family residences. Pay particular attention when such housing is located in the R1 Residential zone. Achieve this through techniques, such as:

- Requiring that innovative housing maintains the character and quality of single family homes;
- Ensuring that new residences do not appear oversized for their lot size;
- Ensuring that the height, bulk and design of new residences do not overwhelm existing adjacent residences through the application of floor area ratio standards and other bulk regulations; and
- Maintaining adequate separation between new residential structures to avoid overcrowding.

**Policy LU7E**
Preserve and enhance the unique character of existing single family neighborhoods.

**Policy LU7F**
Preserve and enhance the residential character of the Bridgeport Way corridor between 19th Street West and the 27th Street Business District. As *complete street* improvements are made in this section of Bridgeport Way, special attention should be given to landscaping and lighting that complements the residential environment.

**Policy LU7G**
Emphasize the low- to moderate-intensity residential character of the Bridgeport Way corridor between the commercial nodes centered on Bridgeport Way and Cirque Drive, and Bridgeport Way and 67th Avenue West, by preserving trees, providing enhanced landscaping, and implementing *complete street* improvements.

**Policy LU7H**
Support greater residential density and building height in the Regional Growth Center (Town Center, 27th Street Business, and Northeast Mixed Use districts) to accommodate growth consistent with Puget Sound Regional Council's *VISION 2040* and Pierce County population and housing allocations. Accommodate this growth without significantly impacting the character of existing single-family neighborhoods.

**Policy LU7I**
Ensure that multifamily residential development is designed and scaled in a manner that is compatible with nearby single-family neighborhoods. New multifamily development and redevelopment should comply with the City's adopted multifamily design standards and guidelines.

## *COMMERCIAL LAND USE*

Commercial areas provide for the development and operation of retail and service businesses in support of community needs. The design and location of commercial areas are important to residents and businesses. Well-designed and -located commercial developments enable people to walk to a nearby restaurant or to park once and shop at several businesses. Good design and location are also important to providing transit service, avoiding conflicts with nearby uses, reducing traffic problems, and providing for easy delivery and pickup of goods. Allowing small-scale commercial areas near homes can reduce the distance people have to travel for frequently purchased goods and services. Neighborhood commercial areas also help provide for small-scale gathering places that are accessible from neighborhoods, help promote walkability and bike-ability, and support many aspects of University Place's long-term vision and goals, including economic vitality.

### GOAL LU8

**Achieve a mix of commercial land uses that serves the needs of the City's residents, businesses and visitors.**

**Policy LU8A**
Maintain and enhance a well-distributed system of commercial uses that serve the needs of residential neighborhoods, workplaces and the greater University Place community. Encourage commercial land uses that support or provide services to adjacent land uses to encourage nonmotorized travel.

**Policy LU8B**
Maintain the Regional Growth Center (Town Center, 27th Street Business, and Northeast Mixed Use districts) as the major retail, service, entertainment and cultural center for the City. Ensure that other commercial areas in the City help meet the community's demand for commercial goods and services without diminishing the vitality of the Regional Growth Center.

**Policy LU8C**
Ensure that commercial areas of all types are located, designed and developed to:

- Maintain high visual quality, especially for commercial areas located within the Regional Growth Center and at entryways to the City;
  - Have businesses rather than parking areas located along the street;
- Encourage compact commercial development and walking between businesses;
  - Avoid the creation or expansion of long, narrow strip development;

- Be easily accessible to an arterial, and be served or be capable of being served by transit and other public services; and
- Avoid impacts on adjacent residential and other noncommercial uses, including impacts that could result in pressure to convert these adjacent uses to commercial uses.

**Policy LU8D**
Allow and encourage mixed-use development in all commercial designations. Design these developments to achieve compatibility among the uses and with adjacent uses

**Policy LU8E**
Encourage infill development and redevelopment of vacant and underutilized commercial sites. Encourage the consolidation of properties zoned for commercial or mixed-use development containing single-family dwellings in order to facilitate long-term, viable commercial redevelopment.

**Policy LU8F**
Encourage development of new businesses and expansion of existing businesses. The City should work with the private sector, Chamber of Commerce and others to identify issues and opportunities for providing a supportive environment for small business.

**Policy LU8G**
Recruit new businesses to the City to expand and diversify the City's employment base including living wage jobs. Plan ahead to support changes in employment opportunities as the economy changes.

**Policy LU8H**
Provide a hospitable development atmosphere and support increased diversity in the range of goods and services being made available to the community.

**Policy LU8I**
Support the City's Economic Development Strategic Action Plan, which provides a framework of actions designed to stimulate economic development over seven year periods.

**Policy LU8J**
Encourage, attract and maintain grocery stores within walking distance of major residential areas or mixed-use areas.

**Policy LU8K**
Allow small-scale "home-based" businesses (home occupations) in residential areas provided they do not detract from the residential character of the area.

**Policy LU8L**
Encourage nonprofit and not-for-profit organizations, which may provide valuable services to the community, to locate in the City.

**Policy LU8M**
Regulate adult entertainment facilities, which are retail and entertainment uses that have special zoning protection under the U.S. Constitution (as interpreted in judicial decisions), in a manner that protects residential areas and public gathering places such as parks, schools, churches and community business areas from the negative impacts associated with such establishments.

## *LIGHT MANUFACTURING/INDUSTRIAL AND BUSINESS PARK LAND USE*

Business parks and other light industrial areas provide locations for a variety of businesses that supply employment opportunities and services for the greater University Place community and region. For larger companies, business parks enable firms to integrate their research and development, office, small warehouse and light manufacturing uses in one location.

On a smaller scale, opportunities exist within University Place to support the *maker movement*, an umbrella term for independent inventors, designers and tinkerers. Typical interests enjoyed by individuals who consider themselves to be part of the maker culture include engineering-oriented pursuits such as electronics, robotics, 3-D printing, and the use of computer numerical control (CNC) tools, as well as more traditional activities such as metalworking, woodworking, and traditional arts and crafts. The movement stresses new and unique applications of technologies, and encourages invention and prototyping. Some of these examples, which may not be highly visible to or have any measurable impact on surrounding land uses, may be integrated into the community in live-work units and other appropriate locations. Small-scale production, where individuals are making items in limited quantities for retail or wholesale markets, can be a key to a stronger local economy.

### GOAL LU9
### Provide for light manufacturing/industrial and "business park" land uses within the City.

**Policy LU9A**
Concentrate light manufacturing/industrial and business park uses in the northeast area of the City, which is already characterized by industrial use and has convenient access to major transportation corridors.

**Policy LU9B**
Support water-oriented industrial uses within areas designated Mixed Use -- Maritime (MU-M) located on the mainland side of the Day Island waterway. Support mixed-use development and redevelopment in the MU-M area that includes water-oriented light industrial, commercial, transportation, and moderate density residential uses, plus marinas, yacht clubs with boat moorage, and other boating facilities.

**Policy LU9C**
Support incubator or start-up small-scale light industrial uses in appropriate locations within the City's Regional Growth Center. Support activities pursued by individuals that fit under the *maker movement* umbrella in appropriate locations while ensuring that

sensitive land uses located in close proximity to such businesses are protected from potential impacts.

**Policy LU9D**
Prohibit heavy manufacturing uses, which generally require large parcels of land and separation from sensitive land uses such as parks, schools and housing.

**Policy LU9E**
Separate manufacturing uses that create impacts from incompatible uses through techniques, such as creation of buffers or zoning that enables transitions from more intensive to less intensive uses. Take into account during site plan review potential adverse impacts on manufacturing operations due to other proposed uses, as well as potential adverse impacts on nearby uses due to manufacturing operations.

**Policy LU9F**
Address potential health impacts associated with industrial uses under the SEPA process or when environmental impact assessment is required.

### *PARK AND OPEN SPACE LAND USE*

An important community goal is to retain and enhance University Place's distinctive character and high quality of life, including an abundance of parks and open space. Parks and open space help to maintain a high quality of life in University Place and to meet recreational, social and cultural needs. They encourage physical activity and promote social and mental wellness. The Park and Open Space designation on the Comprehensive Land Use Plan Map helps to describe the system of parks and open space that is in place and its connection with the rest of the existing and future land use pattern.

### GOAL LU10

**Create a connected system of parks, open space and recreational land with convenient access for people living in different neighborhoods across the City.**

**Policy LU10A**
Reserve portions of the City's limited remaining undeveloped land for public use including parks, play areas, and bike and walking trails. Encourage developers to set aside land for recreational use through incentives and other mechanisms. As the population grows, provide additional space in both residential and business neighborhoods for visual relief, outdoor recreation, and the enjoyment of natural features.

**Policy LU10B**
Manage City-owned parks and open space areas through implementation of a Park and Open Space zoning classification that supports the preservation and enhancement of these areas for active and passive recreation, protection of critical areas, development of trails, and preservation of historic sites.

**Policy LU10C**
Develop a system of distinctively designed pedestrian, jogging, and bicycle trails throughout the City that will connect to regional trail systems. Support additional

recreational trails and pedestrian linkages between existing parks and other areas of the City to enhance public enjoyment of natural features and benefit transportation mobility and circulation.

**Policy LU10D**
Work with Pierce County and other land owners to acquire trail right-of-way and construct a trail along Leach Creek, through Chambers Creek Canyon to Chambers Bay. Work to connect the trail to public access pathways within the Chambers Creek Properties and to neighboring trail systems in Tacoma, Lakewood, Fircrest and Steilacoom. Seek regional assistance in raising funds for trail corridor acquisition and development of the trail itself.

**Policy LU10E**
Identify and preserve wildlife habitat, historical, unique geological and archeological resources as open space and natural areas. Ensure that environmental safeguards are in place and enforced. Provide educational materials to the community that foster respect for and encourage preservation of open space and natural areas that possess inherent value to the community.

## *ESSENTIAL PUBLIC FACILITIES*

### GOAL LU11
### Provide for the appropriate siting of essential public facilities in the community.

**Policy LU11A**
Administer a process to site essential public facilities that: (1) requires consistency of the proposed facility with University Place's Comprehensive Plan; (2) emphasizes public involvement; (3) identifies and minimizes adverse impacts; and (4) promotes equitable location of these facilities throughout the city, county and state. Essential public facilities may include, but are not limited to, regional utility lines, drinking water reservoirs, power substations, fire stations, hospitals, schools, jails, solid waste transfer stations, highways, and stormwater and wastewater treatment plants.

**Policy LU11B**
Employ adopted siting criteria to protect surrounding uses and mitigate impacts of any specific facility on the neighborhood and the City. Justify the need to site facilities that have service areas extending substantially beyond the City and evaluate the potential for alternative locations. Ensure that public facilities include improvements and mitigation if necessary to achieve compatibility with surrounding uses and to compensate for impacts of the facility on a neighborhood or the City.

**Policy LU11C**
Allow essential public facilities in those zones in which they would be compatible. Classify the type of land use review, such as whether the use is permitted or conditionally allowed, based on the purpose of the zone and the facility's potential for adverse impacts on uses and the environment. Consider allowing all essential public facilities in the Light Industrial Business Park zone if such uses are not compatible elsewhere.

**Policy LU11D**
Work with Pierce County to facilitate expansion and continued operation of the Chambers Creek Wastewater Treatment Facility, which provides for existing and long-term projected needs of Pierce County citizens. Minimize impact from the facility by avoiding early over-capacity or future lack of capacity. Support Pierce County's ongoing efforts to provide mitigation through the development of regional-scale open space facilities, including shoreline access, within Chambers Creek Properties. Require additional mitigation for impacts associated with plant expansion and its continuing operations, if warranted.

**Policy LU11E**
Encourage co-location of essential public/community facilities, such as schools, medical offices/hospitals, recreation centers and libraries, in close proximity to homes or major residential areas, to promote active transportation and support transit.

## *SPECIAL PLANNING AREAS*

### *Regional Growth Center*

University Place's Regional Growth Center is a major activity and employment center. The Comprehensive Plan directs the majority of the City's employment and housing growth to this area. In recognition and support of this continued growth, the Center is designated as a Regional Growth Center by the Puget Sound Regional Council under *VISION 2040 and pursuant to* the Pierce County Countywide Planning Policies. **Figure 3-3** identifies the boundaries of the City's Center.

Center designations are a strategy employed in Pierce County and in the central Puget Sound region for purposes of growth management and transportation planning and for programming of regional transportation funds to areas of concentrated growth. Regional Growth Centers are envisioned as higher-density focal points within communities, attracting people and businesses to an excellent multimodal transportation system and diverse economic opportunities, a variety of well-designed and distinctive places to live, and proximity to shopping, recreation and other amenities. Regional Growth Centers are also intended to accommodate growth in urban locations and reduce sprawl -- to the long-term benefit of a community and region.

### Goal LU12

**Designate the core of University Place, which includes existing commercial, mixed-use, and multifamily zones along Mildred Street, between 19th and 27th Streets, along 27th Street between Mildred Street and Grandview Drive, and along Bridgeport Way between Olympus Drive and the 5200 block of Bridgeport Way, as a Regional Growth Center under *VISION 2040*.**

**Policy LU12A**
Ensure that development standards, design guidelines, level of service standards, public facility plans and funding strategies support focused development within University Place's Regional Growth Center.

**Policy LU12B**
Develop and implement a subarea plan for the Regional Growth Center consistent with the Puget Sound Regional Council's Regional Growth Center Plans Checklist. Focus subarea planning on three districts -- the Town Center District, 27th Street Business District, and the Northeast Mixed-Use District.

**Policy LU12C**
Develop Comprehensive Plan land use designations, goals and policies to ensure consistency with the final vision articulated for each of the Regional Growth Center's districts through the subarea planning process.

**Policy LU12D**
Recognize the Regional Growth Center as such in all relevant local, regional policy, planning and programming forums. Through plans and implementation strategies, encourage and accommodate focused retail, office and housing growth, and a broad array of complementary land uses. Prioritize capital investment funds to build the necessary infrastructure for this Center, including transportation, utilities, stormwater management and parks. Also, emphasize support for transit use, pedestrians and bicycling.

**Policy LU12E**
Leverage local, regional, state and federal agency funding for needed public facilities and services within University Place's Regional Growth Center. Give priority to this Center for transit service and improvements, as well as for other transportation projects that will increase mobility to, from and within this Center.

**Policy LU12F**
Periodically review development within the Regional Growth Center to identify and resolve barriers to efficient and predictable permitting. Consider City preparation of SEPA review if issues can be addressed on an area-wide basis to resolve barriers.

**Policy LU12G**
Support effective administration of policies, regulations and strategies to achieve the goals and objectives of the final Regional Growth Center plan.

**Policy LU12H**
Apply and implement applicable comprehensive plan goals and policies on growth and development in the City's Regional Growth Center including but not limited to those that address community character, population and employment growth, mixed-uses, housing, and transportation and utility infrastructure, and urban form.

**Policy LU12I**
Partner with the business community to promote vibrant, successful mixed-use districts within the Regional Growth Center. Collaborate with existing and prospective business owners in each district to develop district-centered plans. Identify a market position or

focus for each district and develop marketing materials to promote the district and its businesses.

### *Centers of Local Importance*

Centers of Local Importance (CoLIs) are designated for the purpose of identifying local centers and activity nodes that are consistent with the Puget Sound Regional Council's VISION 2040's Multicounty Planning Policies. Such areas promote compact, pedestrian-oriented development with a mix of uses, proximity of diverse services, and a variety of appropriate housing options. University Place has designated two CoLI pursuant to Pierce County Countywide Planning Policies UGA-48 through UGA-55. This formal recognition may be used in future countywide project evaluations.

***Chambers Creek Properties CoLI***. The Chambers Creek Properties CoLI **(Figure 3-3)** encompasses the entire 930 acres of the Properties, including approximately 700 acres in University Place, and 200 acres in Lakewood and unincorporated Pierce County. The Chambers Creek Properties is divided into several areas including the Chambers Creek Regional Park, the Chambers Creek Canyon, the Environmental Services Campus, and the Chambers Creek Regional Waste Water Treatment Plant. The Chambers Creek Regional Park consists of two open space areas -- North Meadows and Central Meadows, the Chambers Bay public golf course, Play Ground by the Sound, and the Grandview and Soundview Trails. The Chambers Creek Properties meets community and regional goals, by providing a wide variety of recreational opportunities, civic services in the Environmental Services Building, and a centralized waste water treatment facility that serves most of the County.

## GOAL LU13

**Designate the Chambers Creek Properties as a Center of Local Importance under *VISION 2040* and the Pierce County Countywide Planning Policies. Collaborate as a strategic economic development partner with Pierce County in planning for Chambers Creek Properties.**

**Policy LU13A**

Maintain the Chambers Creek Properties Overlay, which allows existing and planned uses subject to development review processes and compliance with design standards that promote the development of the Chambers Creek Properties Master Site Plan, mitigate impacts and maintain consistency with the City's goals and objectives.

**Policy LU13B**

Work with Pierce County to periodically review, and when necessary, revise the Master Site Plan to ensure that planned projects will be developed at a level of quality commensurate with community standards.

**Policy LU13C**

Collaborate with Pierce County in the evaluation of potential revenue generators including lodging, golf course and restaurant development.

**Policy LU13D**
Coordinate with Pierce County to ensure that any potential negative impacts resulting from the continued development and operation of Chambers Creek Properties be mitigated as necessary to protect community interests.

**Policy LU13E**
Work with Pierce County and other public agencies and the private sector to achieve redevelopment of Chambers Creek Properties through a variety of funding sources. Achieve enhanced public use of the site through cooperation and the combining of resources from various levels of government and the community.

**Policy LU13F**
Encourage the timely development of park and recreation facilities at the Chambers Creek Properties to help meet local and regional recreation needs.

***Cirque and Orchard CoLI***. The Cirque and Orchard CoLI **(Figure 3-3)** includes high density multifamily housing, the City's 15-acre Cirque Bridgeport Park, and a mix of commercial uses including convenience stores, restaurants, gas stations, a medical office building and a day care. A small shopping center serves as a gathering place for the residents and workers in this CoLI. Although not a formal part of the CoLI, a second small shopping center and high density multifamily housing on the east side of Orchard Street in the City of Tacoma contributes to the mix of uses and sense of place. The Cirque and Orchard CoLI is centered on the intersection of South Orchard Street and Cirque Drive/56th Street West and serves as a primary gateway into University Place from the east via Interstate 5 and South 56th Street in Tacoma.

## GOAL LU14
## Designate the Cirque and Orchard area as a Center of Local Importance under *VISION 2040* and the Pierce County Countywide Planning Policies.

**Policy LU14A**
Ensure that development standards, design guidelines, level of service standards, public facility plans and funding strategies support focused development within the Cirque and Orchard CoLI.

**Policy LU14B**
Recognize the Cirque and Orchard CoLI in all relevant local, regional policy, planning and programming forums.

**Policy LU14C**
Leverage local, regional, state and federal agency funding for needed public facilities and services within the Cirque and Orchard CoLI. Give priority to this center for transit service and improvements, as well as for other multimodal transportation projects that will increase mobility to, from and within this center.

### *Shorelines of the State*

The City guides future development of "shorelines of the state" through the adoption and implementation of a Shoreline Master Program (SMP). The SMP consists of the Shoreline Management Element of this Comprehensive Plan and UPMC Title 18 Shoreline Management Use. SMP goals, policies and regulations apply to shorelines adjoining Chambers Creek, Chambers Bay and Puget Sound.

### GOAL LU15
### Administer the City's Shoreline Master Program in a manner consistent with the Washington State Shoreline Management Act (SMA) and Shoreline Master Program Guidelines.

**Policy LU15A**
Guide the future development of shorelines in University Place in a positive, effective, and equitable manner consistent with the SMA and SMP Guidelines. Ensure, at minimum, no net loss of shoreline ecological functions and processes. Plan for restoring shorelines that have been impaired or degraded by adopting and fostering the policy contained in RCW 90.58.020.

### *Day Island/Sunset Beach*

### GOAL LU16
### Preserve the unique residential character of Day Island and Sunset Beach.

**Policy LU16A**
Maintain special overlay districts to allow flexibility in building setbacks and other requirements to accommodate future development on Day Island and Sunset Beach that is generally consistent with their unique existing development patterns.

**Policy LU16B**
Address private encroachments on Day Island public street rights-of-way in a consistent manner that protects the public interest while being sensitive to investments previously made by individual property owners.

**Policy LU16C**
Involve Day Island's residents, the Department of Ecology and other stakeholders in future public access planning for the area. Recognize the limited circulation and parking capacity of Day Island streets and private property rights of residents when considering the creation of additional public access to the shoreline. Support efforts to improve the walking environment in conjunction with improved public access.

### GOAL LU17
### Encourage maintenance of existing marinas, yacht clubs and other boating facilities and support redevelopment for mixed use development where appropriate to further economic development goals.

**Policy LU17A**

Apply a Mixed Use -- Maritime zoning district that is consistent with shoreline policies and regulations applicable to the Day Island Medium Intensity Shoreline Environment Designation to properties currently developed with non-residential uses on the mainland side of the Day Island waterway.

**Policy LU17B**
Recognize that the Day Island waterway shoreline is characterized by a variety of urban uses and activities, including commercial, light industrial, marina, yacht club, residential, and recreational uses. Support the potential of these uses and activities to create a vibrant shoreline that is consistent with and supportive of University Place's character and quality of life. Allow these types of uses within the Mixed Use – Maritime District, with preference given to water-oriented uses. Do not allow non-water oriented uses except as part of mixed-use development that is predominantly water-oriented in terms of use.

**Policy LU17C**
Encourage the redevelopment and renewal of substandard and degraded shoreline areas. Include restoration and/or enhancement of degraded shorelines and the provision of public access to the shoreline when future development of these areas occurs. Implement aesthetic objectives by means such as sign control regulations, appropriate development siting, screening and architectural standards, and maintenance of natural vegetative buffers. Take into account sea level rise when designing improvements.

**Policy LU17D**
Design and locate all development and use on navigable waters and submerged lands to minimize interference with navigation, reduce impacts to public views, and to allow for the passage of fish and wildlife, particularly those species dependent on migration. Prohibit new over-water structures except for water-dependent uses, public access, or ecological restoration.

### *Leach Creek Area*

**GOAL LU18**
**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 uses and densities that are appropriate considering surrounding densities, land uses, steep slopes, Leach Creek, and wetland areas.**

**Policy LU18A**
Work with landowners in the Leach Creek area to develop and implement a plan to provide an expanded sanitary sewer system that will adequately serve the area and reduce water quality impacts through a reduced reliance on on-site sewage disposal systems (septic drainfields) that are in close proximity to Leach Creek and its associated wetlands. Support privately-funded construction of new Pierce County

sewer mains in conjunction with future land development in the area to support the extension of sewer service to the larger area. 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 developed with attention to the sensitive nature of Leach Creek and the associated wetlands.

**Policy LU18B**
Work with landowners in the Leach Creek area to develop a coordinated transportation and circulation plan to provide adequate transportation facilities and circulation. Avoid the development of a series of dead end streets by individual property owners, each providing access to Orchard Street or Cirque Drive but no means of circulation or connection between new developments. Require, if warranted, project designs that will result in improved emergency vehicle access, increased safety, and better vehicle circulation.

**Policy LU18C**
Determine appropriate land uses for the Leach Creek area considering the presence of low-density residential development to the west and south, higher density residential development 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. Encourage clustering and low impact development techniques to mitigate impacts.

# BACKGROUND INFORMATION

The Land Use Element is a guide to the types, location, and intensity of land uses in the City. It is also a plan for accommodating allocated population, housing 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 provides background information on existing conditions and estimates future population and employment. Based on existing conditions and growth estimates, a residential land capacity analysis and employment capacity analysis examine the ability of the City to accommodate growth. Consistency with other Plan elements and protection of ground and surface water is a requirement of the Land Use Element. This section demonstrates consistency with Pierce County growth allocations for population, housing and employment. It includes the Plan Map and descriptions of Plan Map designations.

## THE CITY OF UNIVERSITY PLACE

The City of University Place is approximately 8.4 square miles in area or 5,379 acres. Surrounding cities and towns include the City of Tacoma to the north and southeast, the City of Lakewood to the south, the City of Fircrest to the northeast, and the Town of Steilacoom to the southwest.

## 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 2015, the City

updated its land use inventory to identify uses of each parcel. The inventory map is shown in **Figure 3-1,** and the inventory is summarized in **Table 3-2.**

According to the inventory, approximately 43% of the City's land area is in low density residential use, 5% is in multifamily, 11% is in commercial and industrial uses, 11% is in parks and open space, 6% is in schools and religious assemblies, and 5% is in public facilities and utilities. Eleven percent of land area is devoted to streets and railroad rights-of-way and 9% of the land area is vacant.

**Table 3-2**
**2015 Land Use Inventory**

| Land Use | Number of Units, Lots or Businesses | Acres | Percent of Area |
|---|---|---|---|
| Low Density Residential | 8,923 | 2,305.31 | 42.85 |
| Multifamily Residential | 4,650 | 287.18 | 5.34 |
| Commercial and Industrial | 347 | 598.53 | 11.13 |
| Parks & Open Space | 107 | 590.84 | 10.98 |
| Schools & Religious | 48 | 310.68 | 5.78 |
| Utilities and Public Facilities | 16 | 245.09 | 4.56 |
| Vacant | 446 | 462.08 | 8.59 |
| Roads & Railroad | 1,455 | 579.29 | 10.77 |
| **Total** | | **5,379.00** | **100.00** |

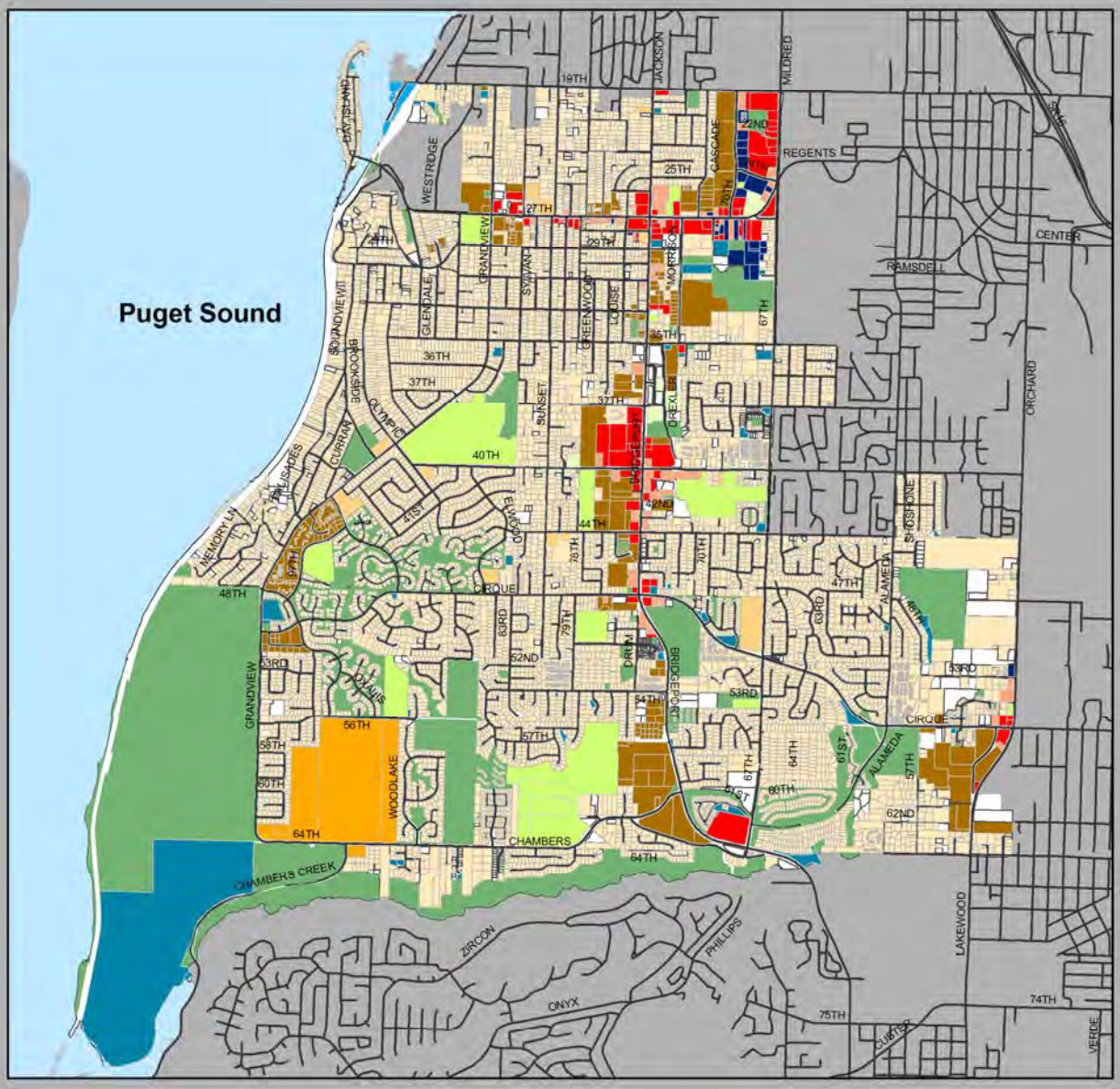
**Single-Family**

University Place is primarily a residential community with 2,305 acres of single-family and duplex residential zoning. The area north of 40th Street West developed first and has little vacant property. The historic downtown lies in this area along 27th Street west of Bridgeport Way. Some of the first residential lots were developed in 1889, just south of 27th Street West in an area known as Menlo Park. From there, residential development proceeded south. Sunset Beach was subdivided in 1933 and Soundview Drive in 1939.

The City began rapidly developing in the mid-1950s and has continued to experience growth. Except for two areas of moderate density residential **(Figure 3-2)** the area west of Sunset Drive is developed for low density single family homes. Other predominately single-family residential areas were constructed in the south-central and southwestern areas of the City in the 1950s through early 1980s. Numerous planned developments were constructed during the 1990s and 2000s in southeastern University Place along Cirque Drive, 67th Avenue West, and Alameda Avenue, and along Chambers Creek Road in the southern end of the City. Additional planned developments are being constructed in the 2010s, generally in these same areas.

## Figure 3-1

# Land Use Inventory



**Multifamily**
Multifamily developments are concentrated in six distinct areas of the City **(Figure 3-2)**. These include:

- The Northeast Mixed Use district, on 70th Avenue West;
- Morrison Road, between 29th Street West and 35th Street West;
- The west side of Bridgeport Way, between 35th Street West and Cirque Drive;
- Grandview Drive, south of Beckonridge Drive;
- Chambers Creek Road and Bridgeport Way, south of 54th Street West; and
- South Orchard Street, between Cirque Drive and 70th Street West.

**Commercial**
Commercial development occurs mainly in three districts that are located within the City's Regional Growth Center. The City's original commercial area, the 27th Street West business district, developed west of Bridgeport Way along 27th Street West and has extended east along 27th to 67th Avenue West. This area now contains a mix of small businesses (retail, office and service uses) and residential uses. Many of the businesses in the area west of Bridgeport Way are located in buildings converted from detached single-family dwellings.

A second Regional Growth Center district, the Northeast Mixed Use District, is located in the northeast corner of the City between 67th Avenue West to the east, 70th Avenue to the west, 19th Street to the north and 27th Street West to the south. This area contains amusement and recreation uses such as a bowling alley and gyms. It also contains numerous small businesses including retail, office, service, and restaurants.

The third, and most prominent, Regional Growth Center district, Town Center, is located along Bridgeport Way between 27th Street West and 52nd Street West. Within this area, there are three primary commercial centers. The Green Firs retail center anchored by Safeway and the University Village retail center are located at the intersection of Bridgeport Way and 40th Street West. The Village at Chambers Bay, formerly known as the University Place Town Center, is undergoing development between 35th Street West and Homestead Park and includes properties fronting on both sides of Bridgeport Way. This collaborative project between the City of University Place and the private sector includes a mix of uses including retail, multifamily residential, civic functions and a publicly accessible plaza. Other smaller retail and office centers and individual commercial properties are located throughout the Town Center district. In addition, compact neighborhood commercial areas are located at the intersections of Cirque Drive and Bridgeport Way, and Cirque Drive and Orchard Street. These business areas typically include service stations, convenience stores, and other smaller-scale businesses. A Fred Meyer store stands alone at a third neighborhood commercial area located at the intersection of Bridgeport Way and 67th Avenue West.

**Industrial/Manufacturing**
The primary light industrial manufacturing area in University Place is located south of 27th Street between Morrison Road and 67th Avenue West. Uses in this area include University Place Refuse, a wrecking yard, towing facility, small-scale warehousing, contractor yards,

vehicle repair shops, small-scale manufacturing enterprises and other industrial and commercial businesses. Additional light industrial uses are located to the south and west of Narrows Plaza generally adjacent to 70th Avenue West. All industrial and manufacturing areas fall within the City's Regional Growth Center.

**Public Facilities**

Public facilities include a University Place school district high school, junior high school, two intermediate schools and four primary schools. In addition, there are numerous city-owned parks and open space areas, Pierce County police and library facilities, West Pierce Fire and Rescue facilities, and city government offices. The Pierce County Chambers Creek Properties (Properties), located in the southwest corner of the City is comprised of approximately 928 acres, of which 700 acres are located within University Place. The Properties is owned and managed by the Pierce County Department of Public Works and Utilities and the Department of Parks and Recreation Services. The Properties includes Chambers Bay Golf Course, Chambers Creek Canyon (an undeveloped open space area located within University Place, Lakewood and unincorporated Pierce County), maintenance facilities, Pierce County Environmental Services administrative offices, the Chambers Creek Wastewater Treatment Plant and related facilities. The Chambers Creek Properties Master Site Plan, and a Joint Planning Agreement among Pierce County, University Place and Lakewood, guide redevelopment of the Properties for public use and benefit.

## 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 and regional planning goals. The Washington State Office of Financial Management (OFM) provides counties with projections of population growth based on the census, birth and mortality rates, migration, and economic indicators. The OFM has estimated that the population of Pierce County in 2030 will be between 903,819 and 1,213,326 with a midrange of 1,050,953. The County has chosen a mid-range figure to allocate growth among cities, towns, and the unincorporated area based on recommendations by the Pierce County Regional Council (PCRC).

Regionally, the Puget Sound Regional Council (PSRC) and the PCRC establish regional planning policies including population and employment allocations in their respective planning policy documents. On April 24, 2008 the PSRC adopted VISION 2040, which allocates population and employment growth by Regional Geographies. According to VISION 2040 the City of University Place is a "Large City". Other Regional Geography categories include small cities, core cities and metropolitan cities. According to VISION 2040, the City should accommodate a population of approximately 52,000 and employment of 11,450 jobs by 2040.

## POPULATION

On July 19, 2011, the Pierce County Council adopted population allocations for 2030. These population allocations are based on regional geographies established in VISION 2040, OFM projections, actual growth trends and regional, county and city planning

policies. Based on this allocation, University Place should accommodate 8,100 additional people between 2008 and 2030 for a total 2030 population of 39,540. Given that the City's 20-year GMA planning horizon for this Comprehensive Plan runs from 2015 through 2035, this Plan extends the County's 2030 population allocation figure to 2035 for planning purposes. Whether the 39,540 population growth target were to be achieved by 2030 or 2035, this number could only be accomplished if the City's historic growth rate of 0.44% (see **Table 3-3** below) were to more than double, at 1.1%, over the next 20 years. Such accelerated growth is highly unlikely.

**Table 3-3**
**Population Growth 1997 to 2014**

| Year | Population | Change | % Increase |
|---|---|---|---|
| **1997** | 29,160 | | |
| **1998** | 29,550 | 395 | 1.35% |
| **1999** | 29,550 | 0 | 0.00% |
| **2000** | 29,933* | 383 | 1.27% |
| **2001** | 30,190 | 257 | 0.85% |
| **2002** | 30,350 | 160 | 0.52% |
| **2003** | 30,720 | 370 | 1.22% |
| **2004** | 30,800 | 80 | 0.26% |
| **2005** | 30,980 | 180 | 0.58% |
| **2006** | 31,140 | 160 | 0.52% |
| **2007** | 31,300 | 160 | 0.51% |
| **2008** | 31,440 | 140 | 0.45% |
| **2009** | 31,500 | 60 | 0.19% |
| **2010** | 31,144 | -356* | -1.13% |
| **2011** | 31,170 | 26 | 0.08% |
| **2012** | 31,270 | 100 | 0.32% |
| **2013** | 31,340 | 70 | 0.22% |
| **2014** | 31,420 | 80 | 0.25% |
| **Total** | | 2,160 | 7.41% |
| **Annualized Average** | | 127 | 0.44% |

Source: Washington State Office of Financial Management Estimates, U.S. Census.
* Adjustment made to estimate based on 2010 Census.

## CAPACITY FOR POPULATION GROWTH

To determine the City's ability to accommodate population growth and housing, the City has identified the number of persons that occupy different types of housing, the amount of land available for growth and the existing and allowed residential densities. This population capacity analysis was conducted using persons per household data provided by the OFM. The City has adequate capacity to accommodate projected population growth through 2035 -- its 20-year planning horizon.

**Table 3-4** shows the number and percentage of housing units by housing type. Nearly two-thirds of the housing stock is attached and detached single-family dwellings and duplex structures and the remainder is primarily multifamily housing. The City has a total of 13,573 dwelling units. About 5% of the housing at any given time is assumed to be vacant. The City's 2010 population of 31,144 was housed in approximately 12,819 units at an approximate household size of 2.4 persons per unit.

**Table 3-4**
**Housing by Type**

| Housing Types | Number of Units | Percent* |
|---|---|---|
| Attached and Detached Single-Family Dwelling | 7,825 | 58% |
| Duplex | 1,098 | 8% |
| Multifamily | 4,416 | 32% |
| Mobile Homes | 91 | 0.5% |
| Assisted Living | 143 | 1.5% |
| **Total** | **13,573** | **100%** |

*Approximate

**Single Family Dwelling Capacity**

The amount of land available for detached single-family dwelling and duplex residential development can be divided into building sites, proposed lots, underdeveloped lots and undeveloped vacant residential land. **Table 3-5** below shows the number of building sites, proposed lots, and the development capacity of underdeveloped lots and undeveloped vacant residential land in the R1 and R2 zones. Building sites are vacant lots within a residential subdivision with final plat approval and vacant lots less than 18,000 square feet in an R1 zone or less than 12,000 square feet in an R2 zone created before the effective date of the state subdivision regulations. Proposed lots are vacant lots in a subdivision that has received preliminary, but not final, plat approval in either zone. In the R1 Zone the minimum lot size is 9,000 square feet. To divide an existing lot into two lots would require at least 18,000 square feet. In the R2 Zone the minimum lot size is 6,000 square feet. To divide an R2 lot, at least 12,000 square feet is needed. Underdeveloped lots are those greater than 18,000 in an R1 zone or 12,000 square feet in an R2 zone with an existing detached single-family dwelling. Undeveloped residential land is vacant parcels within an R1 or R2 residential zone.

Natural features that constrain land development, which include wetlands, floodplains, fish and wildlife areas, and very steep slopes, limit the number of lots that can be created on undeveloped and underdeveloped land. Undeveloped and underdeveloped lands excessively constrained by wetlands, floodplains and fish and wildlife habitat were excluded from the total undeveloped and underdeveloped land area used to calculate development capacity. One exception, a parcel located in the R2 Zone on Orchard Street abutting the City of Fircrest, is constrained by a large wetland associated with Leach Creek. However, development regulations that allow on-site transfer of development rights would give a 50% percent density credit on the constrained area.

**Table 3-5**
**R1 and R2 Development Capacity**

| Zone | Building Sites | Proposed Lots | Undeveloped Vacant Land (Potential Lots) | Underdeveloped Land (Potential Lots) |
|---|---|---|---|---|
| R1 | 243 | 80 | 681 | 1,332 |
| R2 | 58 | 165 | 143 | 871 |
| **Subtotal** | 301 | 245 | 824 | 2,203 |

In addition to natural development constraints, the market must be considered when estimating that amount of land available for residential growth. The City assumes that 95% of building sites and proposed lots will be built on, but only 70% of underdeveloped land and 80% undeveloped land will be subdivided and built on to accommodate additional growth in the 2015-2035 planning period.

**Table 3-6** shows the number of lots that might be created to accommodate future residential growth using the City's market assumptions. This table indicates that a total of 2,856 lots may be available for single-family dwelling development in the future. With an average household size in University Place of 2.4 individuals, the 2,856 residential lots can accommodate an additional 6,854 people.

**Table 3-6**
**R1 and R2 Zoned Lots**

| Type | Gross Lots | Market Assumption | Net Lots |
|---|---|---|---|
| Building Sites | 301 | 95% | 286 |
| Proposed Lots | 245 | 95% | 232 |
| Underdeveloped Lots | 824 | 70% | 576 |
| Undeveloped Land | 2,203 | 80% | 1,762 |
| **Total** | | | **2,856** |

**Multifamily and Mixed-Use Zone Residential Capacity**
Determining the amount of land available for residential development in multifamily and mixed-use commercial zones is complicated by other uses that the land can be used for and the likelihood that any given property will be redeveloped. The maximum density permitted in multifamily and mixed-use zones is summarized in **Table 3-7** below.

In the multifamily zones, land available for residential development includes vacant land and underdeveloped land. The City assumes that 95% of vacant land in multifamily zones will be developed for multifamily uses in the next 20 years; however the amount of vacant land in multifamily zones is limited.

**Table 3-7**
**Maximum Density in Multifamily and Mixed-Use Zones**

| Zone | Maximum Density |
|---|---|
| Multifamily -- Low | 30 |
| Multifamily -- High | 60 |
| Mixed Use -- Office | 35 |
| Mixed Use | 35 |
| Mixed Use -- Maritime | 35 |
| Community Commercial | 40 |
| Town Center | No specified limit |

In mixed-use zones, vacant land can be used for either commercial or residential uses. The City assumes only 50% of vacant land in mixed-use zones will be developed with multifamily as either a stand-alone use or in a mixed-use building.

**Table 3-8** summarizes residential capacity of vacant lands in the multifamily and mixed-use zones given development assumptions.

**Table 3-8**
**Residential Capacity of Vacant Lands in Multifamily and Mixed-Use Zones**

| Zone | Vacant Land (Acres) | Maximum Density | Gross Units | Market Assumption | Net Units |
|---|---|---|---|---|---|
| Multifamily High | 9.56 | 60 | 573 | 95% | 544 |
| Multifamily Low | 4.92 | 30 | 147 | 95% | 140 |
| Mixed Use | 3.5 | 35 | 122 | 50% | 61 |
| Mixed Use Office | 6.14 | 35 | 214 | 50% | 107 |
| Community Commercial | 4.05 | 12 | 48 | 50% | 24 |
| Town Center | 10.63 | 100 | 1,063 | 70% | 744 |
| **Total** | | | | | **1,620** |

Underdeveloped land in the multifamily and mixed-use zones includes those properties where the value of the land exceeds the value of the improvements on the land, plus detached-single family dwelling properties located in multifamily and mixed-use zones. When the value of the land exceeds the value of the improvements on the land it is more likely redevelopment will occur. However, because a property owner's decision to redevelop is based on numerous factors, the City assumes only 50% of these properties will redevelop (redevelopment assumption) and only 50% of mixed-use properties will redevelop with a residential component (use assumption). An additional 50% of existing units are subtracted from the total to compensate for units that will be demolished and replaced during redevelopment.

**Table 3-9**
**Residential Capacity of Underdeveloped Lands in Multifamily and Mixed-Use Zones**

| Zone | Under-developed (Acres) | Maximum Density | Gross Units | Use Assumption[1] | Units | Redevelop-ment Assumption | Net Units |
|---|---|---|---|---|---|---|---|
| Multifamily High | 4.47 | 60 | 268 | 50% | 134 | 50% | 67 |
| Multifamily Low | 14.38 | 30 | 431 | 50% | 215 | 50% | 107 |
| Mixed Use | 28.27 | 35 | 989 | 50% | 494 | 50% | 247 |
| Mixed Use Office | 10.02 | 35 | 308 | 50% | 154 | 50% | 77 |
| Mixed Use Maritime | 13.19 | 35 | 461 | 50% | 230 | 50% | 115 |
| Community Commercial | 6.29 | 12 | 75 | 50% | 37 | 100%[2] | 37 |
| Town Center Overlay | 6.58 | 100 | 658 | 70% | 460 | 100%[3] | 460 |
| **Total** | | | | | | | **1,112** |

[1] The Use Assumption in multifamily zones indicates the number of units replaced as opposed to new units. In mixed-use zones this assumption indicates the probability that the property will redevelop with a multifamily or mixed-use as opposed to commercial only.
[2] Existing buildings are single family dwellings and dilapidated and uninhabitable duplexes.
[3] All parcels are subject to development agreement for construction.

According to **Table 3-6,** there is a capacity for 2,856 additional single family dwelling lots in the R1 and R2 Zones. At 2.4 average persons per household, these lots can accommodate a population of 6,854 people. On average, a multifamily household in University Place has 2.18 individuals. With a vacant land capacity of 1,620 multifamily units and underdeveloped land capacity of 1,112 multifamily units, the City can reasonably expect to accommodate an additional 4,917 people in 2,732 multifamily units in the multifamily and mixed-use zones. The total current residential capacity based on stated development assumptions is 5,588 dwelling units or 11,771 people, which exceeds the City's 8,100 population growth target. In addition to this capacity, there is additional dwelling unit and population capacity in underdeveloped apartments, where the land value does not warrant redevelopment. A combined 3,615 dwelling units could be added to existing multifamily developments if all sites were developed to maximum density.

## CAPACITY FOR EMPLOYMENT GROWTH

Although not required by the Growth Management Act or the Countywide Planning Policies, estimates of employment growth help determine the amount of commercial and industrial land needed to accommodate economic development envisioned by the community. However, state *buildable lands* legislation requires an evaluation of commercial and industrial land needs for the 20-year planning period, implying the need to develop local employment targets.

Multicounty planning policies in VISION 2040 call for each of the four counties within the central Puget Sound region to adopt employment targets to be used in local land use planning. The 20-year employment targets are required to be consistent with the Regional Growth Strategy in VISION 2040. According to VISION 2040, employment in Pierce County will increase from approximately 283,000 jobs in 2000 to 495,000 jobs in 2040 -- an increase of 212,000 jobs, or 17.5%.

Using a process similar to developing population allocations, the PCRC develops and adopts employment targets for Pierce County and its cities and towns. On April 21, 2011 the PCRC adopted 2030 employment targets. The University Place 2030 employment target of 9,593 jobs represents an increase of 3,000 jobs from 6,593 jobs in 2008. The City projects employment gains will be realized as a result of the development of the Village at Chambers Bay project, the redevelopment of the 27th Street Business District and the Northeast Mixed Use Business District, and the expansion of the Chambers Creek Wastewater Treatment Plant.

**Table 3-10** shows employment in University Place and provides an employment forecast based on employment growth targets adopted by Pierce County and Regional Geographies adopted in VISION 2040 by PSRC.

Existing employment numbers are derived from and made available through agreements with the PSRC and Pierce County. Existing employment and employment forecasts are provided by North American Industry Classification System (NAICS) categories and include both covered and non-covered jobs.

Covered employment refers to positions covered by the Washington Unemployment Insurance Act. The Act exempts the self-employed, proprietors and corporate officers, military personnel, and railroad workers. Covered employment accounts for approximately 85-90% of all employment. The unit of measurement is jobs, rather than working persons or proportional full-time employment (FTE) equivalents; part-time and temporary positions are included.

**Table 3-10**
**Employment Forecast**

| Type | 2009 | 2030 |
|---|---|---|
| Construction & Resource | 221 | 322 |
| Manufacturing | 87 | 126 |
| Transportation and Utilities | 120 | 174 |
| Finance, Insurance & Real Estate | 443 | 644 |
| Retail | 803 | 1,172 |
| Service | 2,814 | 4,094 |
| Govt. & Education | 1,035 | 1,505 |
| Other | 1.070 | 1,556 |
| **Total** | **6,593** | **9,593** |

Sources: Puget Sound Regional Council & Pierce County Planning and Land Services

**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 11% of University Place's land is in commercial, light industrial and mixed-use zoning. The City has developed as a suburban residential area. The community vision, goals, and policies in the Comprehensive Plan promote University Place supporting a vibrant regional retail and office center while preserving existing single-family residential areas.

The City's primary industrial area is constrained by a large wetland, Morrison Pond, and there are few vacant parcels for commercial or industrial development. There is no significant opportunity to expand industrial zones without negatively affecting adjoining residential areas.

Commercial and mixed-use areas have scattered vacant parcels, many under-used sites, and vacant commercial spaces in existing buildings. Zoning additional areas for commercial use would continue extending a strip pattern along major arterials and affect the economic vitality of core business areas. It would also conflict with regional and county land use and transportation policies that favor directing growth into concentrated urban centers to help reduce automobile trips and miles traveled. Therefore, this Plan does not support adding significant new acreage for commercial use. Instead, the emphasis is on intensification of use in existing commercial and mixed-use zones.

**THE PLAN MAP**

**Figure 3-2**, the Land Use Plan Map, serves to implement the goals and policies of the Plan. The Plan Map divides the City into 10 plan designations, which are described below. These general descriptions will guide development in a direction to achieve the community vision and comply with state and local requirements. The descriptions provide a representative sample of land uses allowed in each designation and are not intended to be all-inclusive. For a complete listing of allowed uses, please consult UPMC Title 19 Zoning. **Table 3-11** provides the number of parcels and size of each zone or overlay.

**Table 3-11**
**Plan Map Designations**

| Plan Map Designations | Parcels* | Acres* |
|---|---|---|
| Town Center (TC) | 33 | 30 |
| Community Commercial (CC) | 45 | 47 |
| Neighborhood Commercial (NC) | 84 | 52 |
| Light Industrial Business Park (LI-BP) | 50 | 53 |
| Mixed Use (MU) | 134 | 88 |
| Mixed Use Office (MU-O) | 72 | 30 |
| Mixed Use Maritime (MU-M) | 11 | 14 |
| Parks and Open Space (POS) | 40 | 127 |
| Moderate Density Residential (MDR) | 89 | 211 |
| Low Density Residential (LDR) | 8,923 | 4,025 |

*Approximate. Excludes roads and rail road right-of-way

## PLAN DESIGNATIONS

### Low Density Residential (LDR):

Single-family residential neighborhoods comprise a large percentage of the City's land area. To protect and enhance the character of these neighborhoods, these areas are designated LDR. Zones in the LDR designation allow base densities ranging from 4 to 6 dwelling units per acre. Higher densities are allowed in small lot developments (6 to 9 dwelling units per acre) and cottage housing (8 to 12 dwelling units per acre) that meet specific design standards applying to architectural form, amenities, open space and landscaping. Uses allowed are restricted to single-family attached and detached dwellings, duplexes, accessory dwelling units, adult family homes, schools, home-based day care, assisted living and nursing homes, religious assembly, public parks, community and cultural services, home occupations, and minor utility distribution facilities.

The character of LDR areas shall be protected and enhanced by eliminating and disallowing inappropriate uses; limiting traffic impacts; requiring compliance with design standards for adjacent high density residential, commercial, mixed use 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.

### Moderate Density Residential (MDR):

Higher density residential development shall be located in the MDR designation along major arterials and transit routes, close to shopping, public facilities and services, and in areas of existing higher density residential development. Base densities of 25 to 55 dwelling units per acre are allowed, with up to 30 to 60 units per acre permitted subject to compliance with multifamily design standards and the inclusion of affordable units qualifying for low income housing tax credits. Uses allowed in the MDR designation include multifamily housing, single-family attached and detached housing, adult family homes, nursing homes and assisted living facilities, schools, public and private parks, community and cultural services, home-based day care, religious assembly, home occupations, and minor utility distribution facilities. Compliance with design standards is required and buffers, open space, landscaping and other design elements shall be incorporated into all development to mitigate adverse impacts that may be associated with the transition between different densities and land uses. Pedestrian sidewalks, trails and bicycle facilities shall be provided for access to schools, shopping, services, and recreational facilities.

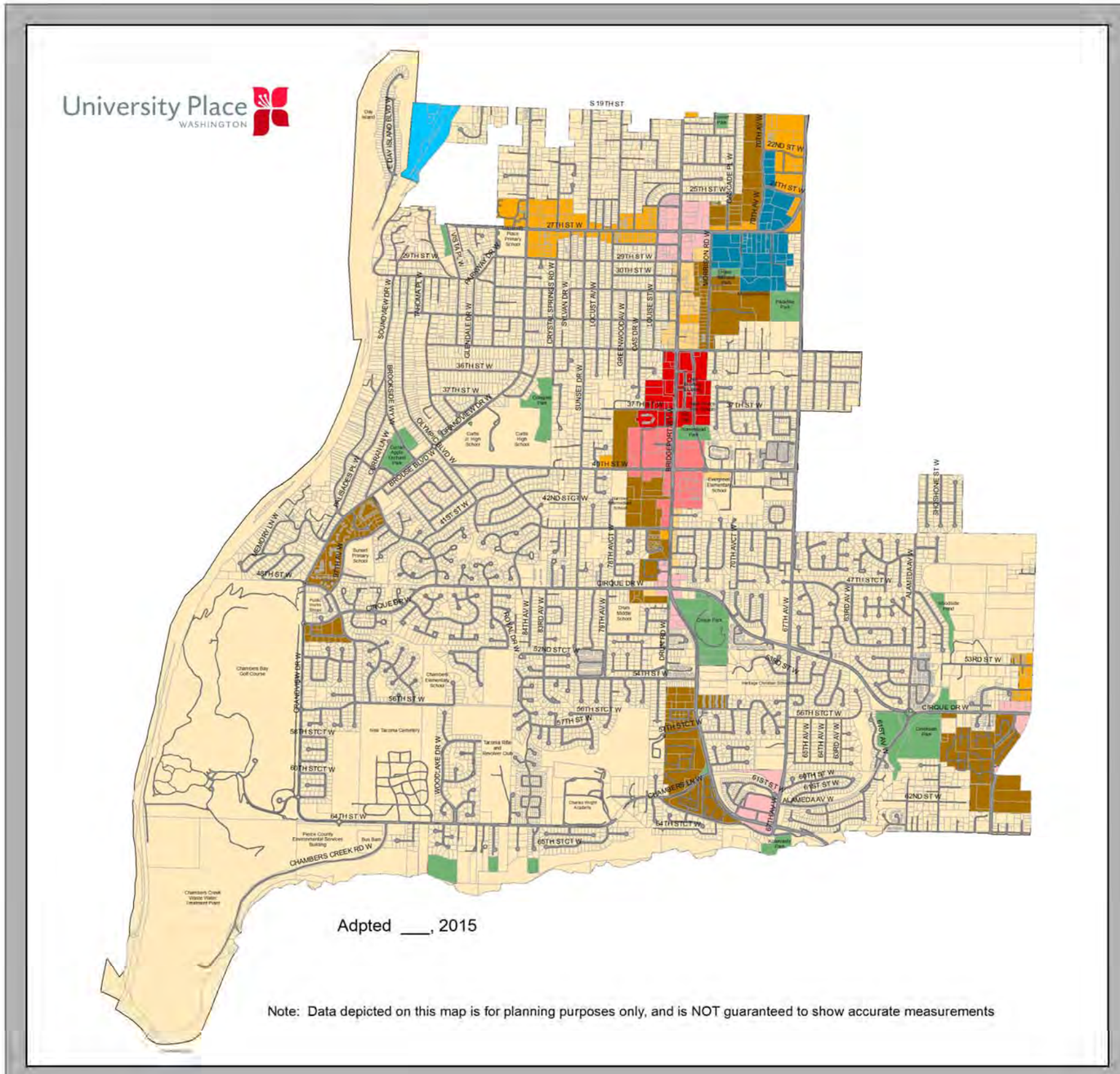



**Figure 3-2**

## City of University Place Plan Map

### Plan Designations

- Low Density Residential
- Moderate Density Residential
- Parks & Open Space
- Mixed Use
- Mixed Use - Office
- Mixed Use - Maritime
- Neighborhood Commercial
- Community Commercial
- Town Center
- Light Industrial - Business Park

N
W E
S

1 in = .5 miles

**Mixed Use-Office (MU-O):**
It is the City's intent to create a well-balanced, well-organized combination of land uses that recognizes historic development patterns, protects adjoining residential neighborhoods from incompatible uses, and discourages a continuous retail strip along Bridgeport Way. The 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 Village at Chambers Bay beginning at 35th Street West and Bridgeport Way. A base density of 30 dwelling units per acre is allowed, with up to 35 dwelling units per acre permitted subject to the inclusion of affordable units qualifying for low income housing tax credits. Uses allowed include redevelopment of multifamily housing, single-family attached 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 other design elements shall be incorporated into all development to mitigate adverse impacts that may be associated with the transition between different densities and land uses. Sidewalks and public open 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 MU designation is an area of compatible residential and commercial uses along arterial streets and a transition between the more intense Town Center (TC) zone and the Residential 1 (R1) zone. The historic commercial center of University Place along 27th Street West, west of Bridgeport Way, is the primary MU area. A base density of 30 dwelling units to the acre is allowed, with up to 35 units per acre permitted subject to the inclusion of affordable units qualifying for low income housing tax credits. Uses allowed include redevelopment of multifamily housing, attached single-family dwellings, 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 multifamily will be allowed only when specific design standards are met and in conjunction with other permitted commercial uses. Buffers, landscaping, and other design elements shall be incorporated into all developments to mitigate adverse impacts that may be associated with the transition between different densities and land uses. Sidewalks, bicycle facilities, and public open spaces shall be provided to encourage a pedestrian-friendly atmosphere and connections with transit stops, schools, shopping, services, and recreational facilities.

**Mixed Use – Maritime (MU-M):**
The Mixed Use - Maritime designation supports the operation of marinas, yacht clubs with boat moorage and related facilities and activities, and other boating facilities. The MU-M designation also accommodates mixed-use development that may include a variety of water-oriented commercial, transportation and light industrial uses, and moderate density residential uses, located on the mainland side of the Day Island waterway. Additional

purposes are to provide public access to the shoreline and recreational uses oriented toward the waterfront, and to accommodate non-water-oriented uses on a limited basis where appropriate. Under the MU-M designation, existing ecological functions are to be protected and ecological functions restored, where restoration is reasonably feasible, in areas that have been previously degraded, consistent with the intent of the Day Island Medium Intensity Shoreline Environment and other Shoreline Master Program requirements in UPMC Title 18, when applicable.

**Neighborhood Commercial (NC):**
To help achieve a mix of commercial uses that primarily serves the needs of local residents and businesses, 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. NC areas are 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 service stations that serve the daily needs of the portion of the City where they are located. Residential development is limited to adult family homes, bed and breakfasts, and attached single-family dwellings. Buffers, landscaping, and other design elements shall be incorporated into all development to mitigate adverse impacts that may be associated with the transition between the NC zones and adjoining residential zones. Landscaping, sidewalks, and public open spaces shall be provided to encourage a pedestrian friendly atmosphere.

**Town Center (TC):**
The Town Center serves as a focal point for the City and provides a sense of community and civic pride. The TC designation area is located between 35th Street West and the 3800 block of Bridgeport Way. The Town Center is a pedestrian-oriented area where new drive-through establishments are limited. Wide sidewalks, pedestrian connections to adjacent residential areas, landscaping, public open spaces, and public art are an integral part of the Town Center. Public facilities in the Town Center include the Civic Building, which houses the University Place branch library, police headquarters and other city offices, City Hall at Windmill Village, West Pierce Fire and Rescue facilities, and Homestead Park. Public facilities and services, retail stores, personal services, professional offices, restaurants, and some entertainment uses are encouraged to locate in the Village at Chambers Bay, which comprises a significant portion of the Town Center area. The TC zone requires a minimum density of 20 dwelling units per acre and does not specify a maximum density. An overall maximum floor area ratio of 2.0 accommodates a relatively high intensity of use and development. New multifamily development will be allowed only when specific design standards are met, when additional amenities are provided, and when built in conjunction with a permitted commercial use. Design standards for new development and public/private development partnerships help promote a dynamic economy and healthy community.

**Community Commercial (CC):**
Meeting the goal of concentrating commercial development in locations that best serve the community and protect existing residential areas, the historic commercial corridor south of Town Center along Bridgeport Way and north of 44th Street West is designated CC. Uses in this area include general retail, restaurants, personal services, professional offices, and multifamily dwellings. The CC zone is primarily pedestrian-oriented with customers drawn

from beyond adjacent neighborhoods. Complete streets that include sidewalks, bicycle facilities, and landscaping provide a safe and friendly pedestrian environment with easy pedestrian access between uses in the zone and to adjacent neighborhoods. Design standards for new development and public/private development partnerships help promote a vibrant economy.

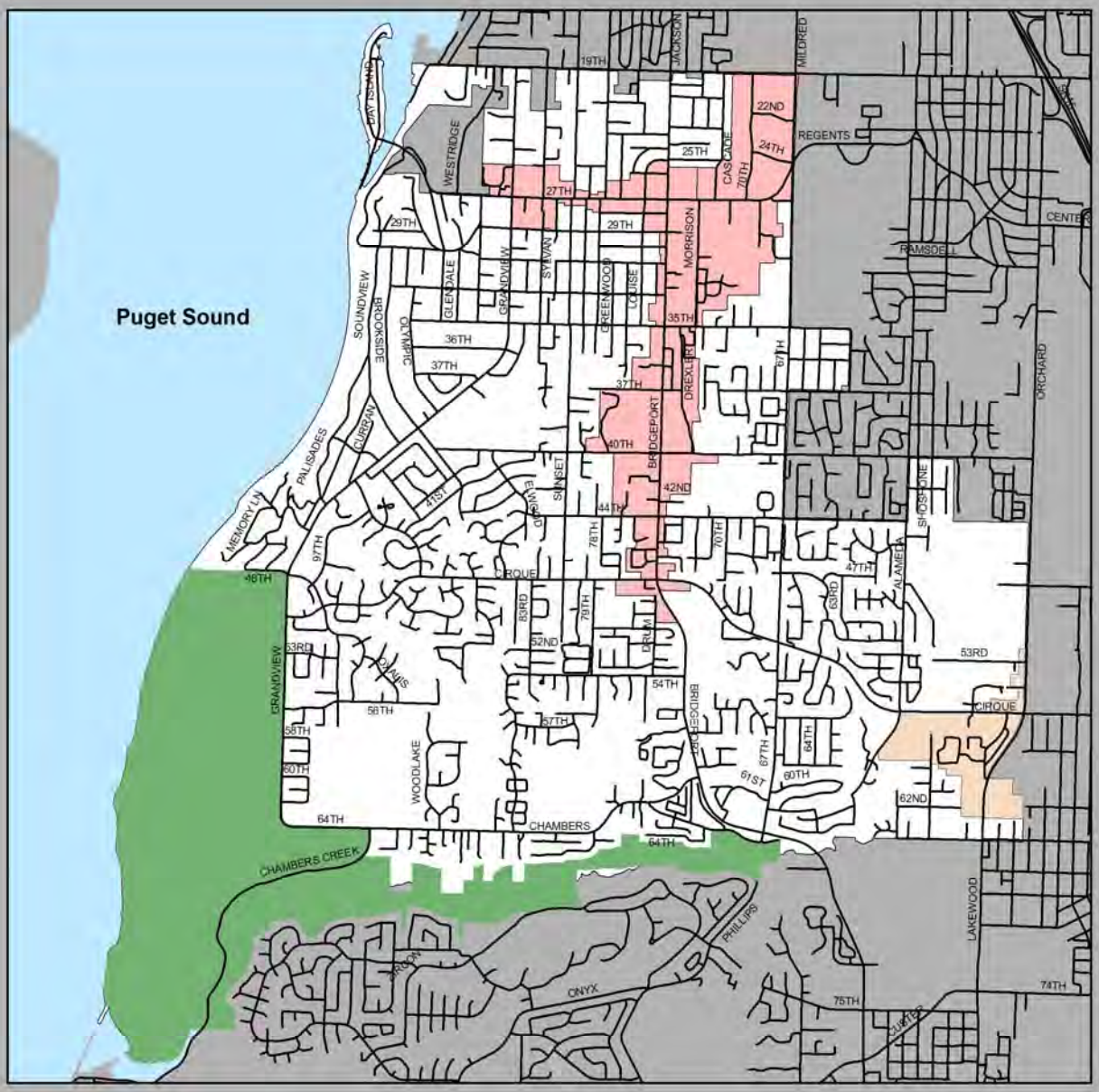
**Light Industrial-Business Park (LI-BP):**
The primary LI-BP area, which has historically been used for light manufacturing and light industrial uses, is located south of 27th Street West between Morrison Road on the west, 67th Avenue on the east, and Morrison Pond on the south. Additional light industrial and business park uses are located along the east side of 70th Avenue West north of 27th Avenue West. The LI-BP designation recognizes many of the existing uses in these areas as appropriate, while maintaining a separation of these uses from adjoining residential uses. Uses allowed in the IB designation include light and clean industries, storage and warehousing, automotive repair, contractor yards, 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 that have a high potential to impact nearby residential and mixed-use areas will be disallowed or eliminated over time. Development and redevelopment in the LI-BP zone shall include features such as sidewalks, bicycle facilities, open space, landscaping, functional and attractive signage, traffic control and privately coordinated management and maintenance. Buffers and design elements shall be incorporated into all new developments and substantial redevelopments to mitigate adverse impacts that may be associated with the transition to adjacent zones and land uses.

## REGIONAL CENTER AND CENTERS OF LOCAL IMPORTANCE

The University Place Regional Growth Center, and the Chambers Creek Properties and Cirque and Orchard Centers of Local Importance are shown in **Figure 3-3**.

## Figure 3-3

# Centers of Local Importance




Regional Growth Center

Cirque-Orchard Center of Local Importance

Chambers Creek Properties Center of Local Importance

Scale
1:40,000

University Place
Planning and Development Services

CHAPTER 4

# HOUSING ELEMENT

## INTRODUCTION

Housing conditions have a direct impact on University Place's quality of life. Residents place a high value on having a safe and comfortable place to live -- a home that is affordable and located within a neighborhood that is attractive and conveniently located. These factors must be taken into consideration when planning for housing needs to ensure that University Place's high quality of life is maintained.

During the past several decades the composition of housing stock in University Place has changed dramatically. Prior to the City's incorporation in 1995, the community experienced a rapid increase in the number of low-rise (2- to 3-story) multifamily complexes being constructed. This represented a significant change from the historic development pattern, which was largely single-family neighborhood development.

Opposition to further multifamily development was a significant factor in citizens' successful bid to incorporate. Subsequent to adoption of new University Place policies and regulations after incorporation, new residential development returned to being predominantly single-family housing – with a significant number of attached units being added to the mix.

Today, factors such as an aging population, changes in family size and composition, and shifting generational preferences for different housing types and neighborhood designs and functions are contributing to changes in the social and economic factors relating to housing choices.

This Element addresses the major housing issues facing University Place over the next 20 years. These issues include:

- Preserving and enhancing the special qualities of existing residential neighborhoods;
- Encouraging the availability of housing that is affordable for all economic segments of the community;
- Increasing the range of housing choices that are reflective of rapidly changing demographics, preferences and needs; and
- Accommodating a substantial increase in population and housing units consistent with the PSRC VISION 2040 Regional Growth Strategy and PSRC growth projections for 2035, and meeting the Pierce County GMA population and housing targets for 2030 as outlined in the Land Use Element, through support of innovative, high quality design that is functional -- as well as livable.

# STATE AND REGIONAL PLANNING CONTEXT

University Place's efforts to plan for its housing needs must fit within the planning framework established through the enactment of state, regional and county laws, directives, goals and policies.

At the state level, the Growth Management Act requires local jurisdictions to adopt housing elements that are consistent with statewide goals and objectives.

At the regional level, the Puget Sound Regional Council has established multi-county housing policies in VISION 2040, which encourage local jurisdictions to adopt best housing practices and innovative techniques to advance the provision of affordable, healthy and safe housing for all the Puget Sound region's residents.

At the county level, the Pierce County Countywide Planning Policy establishes a countywide framework to ensure that municipal and county comprehensive plans are consistent.

University Place must comply with GMA requirements and consider the guidelines and policies of the other documents that have already been endorsed or accepted by the City Council. Consistency at all levels – state, regional and county – is required in order for the City to qualify for loans and grants for transportation and other infrastructure improvements.

## *GROWTH MANAGEMENT ACT*

The Washington State Growth Management Act Housing Goal mandates that counties and cities encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of the existing housing stock. [RCW 36.70A.020(4)]

The GMA also identifies mandatory and optional plan elements. [RCW 36.70A.070 and .080]. A Housing Element is a mandatory plan element that must, at a minimum, include the following [RCW 36.70A.070(2)]:

- An inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth;
- A statement of goals, policies and objectives, and mandatory provisions for the preservation, improvement and development of housing, including single-family residences;
- Identification of sufficient land for housing, including, but not limited to, government assisted housing, housing for low income families, manufactured housing, multifamily housing, group homes, and foster care facilities; and
- Adequate provisions for existing and projected housing needs of all economic segments of the community.

Since the Comprehensive Plan must be an internally consistent document [RCW 36.70A.070] and all Plan elements must be consistent with the future land use map

prepared as part of the required land use element [RCW 36.70A.070], these other Plan elements dictate, to a great extent, what is in the housing element.

Thus, the Land Use Element, relying upon estimates of future population, growth, average numbers of persons per household, and land use densities, indicates how much (and where) land needs to be made available to accommodate the identified housing needs. The Capital Facilities, Transportation and Utilities elements indicate when and how public facilities will be provided to accommodate the projected housing, by type, density and location. And, the Community Character Element contains policies that support infill development and redevelopment that will be sensitive to surrounding residential areas and help enhance the quality of neighborhoods – consistent with housing element policies. A full understanding of University Place's housing policies and plans should include an examination of these other elements of the Comprehensive Plan.

### *VISION 2040 MULTICOUNTY PLANNING POLICIES (MPP)*

The overarching goal of VISION 2040's housing policies is for the Puget Sound region to "preserve, improve, and expand its housing stock to provide a range of affordable, healthy, and safe housing choices to every resident. The region will continue to promote fair and equal access to housing for all people."

VISION 2040's housing policies respond to changing demographics and the need to diversify the region's housing supply. The policies address housing diversity and affordability, achieving a jobs-housing balance, focusing housing in centers, and innovations in housing.

VISION 2040 policies place an emphasis on preserving and expanding housing affordability, incorporating quality and environmentally responsible design in homebuilding, and offering healthy and safe home choices for all the region's residents. Goals and policies in the Land Use, Housing and Community Character elements of this Plan address these topics.

### *PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPP)*

The Pierce County Countywide Planning Policies is a written policy statement that establishes a countywide framework from which county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that municipal and county comprehensive plans are consistent.

The GMA's housing affordability requirements are expounded upon in greater detail in Pierce County's *County-Wide Planning Policy* on the *"Need for Affordable Housing for All Economic Segments of The Population and Parameters for its Distribution".* This Countywide Planning Policy provides goals, objectives, policies, and strategies relating to:

- Determining the extent of the need for housing for all economic segments of the population, both existing and projected, over the planning period.
- Exploring and identifying opportunities to reutilize and redevelop existing parcels where rehabilitation of the buildings is not cost-effective.
- Encouraging the availability of housing affordable to all economic segments of the population.

- Supporting efforts by the County and each municipality in the County to establish a countywide program by an organization capable of long-term consistent coordination of regional housing planning, design, development, funding, and housing management.
- Meeting the City's affordable and moderate-income housing needs goal by utilizing a range of strategies that will result in the preservation of existing, and production of new, affordable and moderate-income housing that is safe and healthy.
- Working with the County, and each municipality in the County, to cooperatively maximize available local, state, and federal funding opportunities and private resources in the development of affordable housing for households.
- Exploring and identifying opportunities to reduce land costs for non-profit and for-profit developers to build affordable housing.
- Periodically monitoring and assessing the City's success in meeting the housing needs to accommodate its 20-year population allocation.

# LOCAL PLANNING CONTEXT

## *HOUSING ASPIRATIONS*

Looking ahead 20 years…

*In the 2030s, University Place is treasured for its character, natural assets, friendly and welcoming atmosphere, diversity, safety and quiet settings.*

*University Place includes a broad choice of housing types at a range of prices, including affordable homes. During the past 20 years, there has been much more variety in the types and prices of newly constructed homes, including more cottages, accessory dwelling units, attached homes, live-work units and other smaller single-family homes. New homes blend with existing homes and the natural environment, retaining valued characteristics of neighborhoods as they continue to evolve.*

*While single detached neighborhoods have remained stable, the number and variety of multifamily housing choices have increased significantly, especially in mixed-use developments. Many more people live in the Town Center and other locations within the University Place Regional Growth Center close to employment opportunities, small-scale shopping and services, connections to parks and trails, transit and other amenities.*

*Through careful planning and community involvement, changes and innovation in housing styles and development have been embraced by the whole community. Residents enjoy a feeling of connection to their neighborhoods and to the community as a whole.*

## *MAJOR HOUSING ISSUES*

One of the challenges facing University Place is that over the past few decades, the average size of single-family dwellings has increased dramatically at the same time that household size has decreased significantly. Meanwhile, it is estimated that 50-60% of the housing market today is comprised of singles, single parents, seniors and starter families.

The most common type of housing being constructed in University Place today, however, is a relatively large, single-family dwelling in a low density development. While there is clearly a demand for this type of housing in the area, it does not meet the needs or match the preferences of a large portion of the market, namely the four housing market groups noted above. Many people who fall within these groups do not have any desire to live in a single-family dwelling on a large lot, even if they could afford to do so. However, the housing choices currently available to them and for some other segments of the market are quite limited.

Recent indications on the national level are that home sizes have begun declining somewhat in response to higher energy costs, more expensive construction materials, a slightly greener perspective toward consumption of resources, continued decreases in household size, and other factors. However, were this trend to continue or even accelerate in the future, it would not begin to address the mismatch between what is being constructed, what is allowed by regulation, and what may be preferred by an increasingly large share of the market.

There is an affordability gap for both renters and homeowners in University Place. The affordability gap is especially pronounced for very low-income, low-income and moderate-income households, which comprise nearly 60 percent of the City's households. The people in the low- and moderate-income categories are vital members of the workforce. They include office clerks, security guards, bank tellers, teachers, legal secretaries, pharmacy technicians, and firefighters. Few homes are available at the prices that are affordable to low- and moderate-income families. Consequently, these families experience financial hardships because they are often forced to pay more than 30 percent of their monthly income on housing costs.

Because few large undeveloped tracts of land remain available for new residential development, the City will need to rely on the maintenance of existing housing stock, construction of new infill housing on smaller lots and underutilized properties, and redevelopment of existing properties to meet some of its housing needs.

Current residents' desires to maintain or enhance the existing character of single-family neighborhoods will need to be respected. A strong community preference exists to maintain current planned densities within these low density neighborhoods. However, development policies and regulations enacted to support PSRC's VISION 2040 goals and objectives -- by increasing residential densities in Moderate Density Residential, Mixed Use, and Town Center designation areas -- may lead to increased traffic volumes and associated noise, air quality , and safety impacts in nearby single family residential areas. Potential impacts will need to be mitigated through careful planning, design and construction.

Residents are concerned about the incursion of commercial development into residential areas. The City should refine its regulatory tools as needed to more effectively minimize impacts that could result from additional commercial development in areas where a transition to more intensive use is supported by this Comprehensive Plan.

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

Finally, the City has been assigned population and housing targets by the Pierce County Council for 2030 consistent with the PSRC VISION 2040 Regional Growth Strategy. This action directs University Place to accommodate a population increase of 8,100 between 2008 and 2030, and a housing unit increase of 5,250 for the same period.

As the City had an estimated 13,488 housing units in 2008, the additional units would represent a nearly 39% increase in the number of units. University Place will need to be creative and comprehensive in its approaches to accommodating an increase of this magnitude while preserving the desirable character of existing single-family neighborhoods.

## 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 City, 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. References to specific Countywide Planning Policies relating to affordable housing (CPP AH) and summarized above are intended to document this Element's consistency with these provisions.

### *NEIGHBORHOOD PRESERVATION*

The policy intent is to apply a number of community values in support of approaches that may be used to preserve and enhance existing residential neighborhoods.

### GOAL HS1
### Preserve and enhance existing residential character of neighborhoods.

#### Policy HS1A

Effectively implement zoning regulations, including design standards and guidelines, to help support the stability of established residential neighborhoods. Where comprehensive plan policies and zoning classifications support the introduction of a range of housing types into existing neighborhoods, enforce design standards and guidelines to ensure that new development is well designed, integrated compatibly into the neighborhood context, and contributes to an enhanced community aesthetic.

#### Policy HS1B

Encourage repair and maintenance of existing housing, including the City's substantial stock of smaller bungalows and cottages built through the 1940s and split level and rambler style housing built during the 1950s through the 1970s, to support neighborhood stability and provide affordable housing opportunities within University Place in a cost-effective manner. Provide information to citizens about existing programs that offer maintenance and repair assistance. Work with entities such as Paint Tacoma-Pierce Beautiful, a program that organizes volunteer crews to paint the

exterior of homes of low-income, elderly and disabled homeowners, to explore whether services could be expanded to include University Place. Support Block Watch activities to reduce crime in support of neighborhood stability.

**Policy HS1C**
Promote home ownership opportunities for people at various income levels to foster stable neighborhoods and support investments in the community as a whole. Encourage maintenance of existing older housing stock and the development of small lot attached and detached housing, townhouses, live/work units, cottage housing, and cluster housing to provide more opportunities for affordable home ownership – thereby supporting neighborhood stability.

**Policy HS1D**
Encourage residential development on vacant lots in areas that are already adequately served by utilities and transportation. Support such development as the utilities, services, and street improvements are in place and available and the cost of developing this housing is generally lower than in completely new subdivisions. Support appropriately designed and well-constructed infill development in order to enhance the stability of existing neighborhoods.

**Policy HS1E**
Maintain economic viability and neighborhood and community stability by providing housing choices for people of all ages and stages of life, thereby enabling changing households to remain in the same home or neighborhood.

### *HOUSING CHOICE*

The policy intent is to promote a wider range of housing choices to meet the needs of a diverse and changing population, especially affordable housing choices for all income groups.

### GOAL HS2

**Achieve a mix of housing types to meet the needs of diverse households at various income levels.**

**Policy HS2A**
Support and encourage innovative and creative responses, through the use of appropriate incentives, to meet University Place's needs for housing affordability and diversity for a variety of household sizes, incomes, types and ages.

**Policy HS2B**
Support increased housing choices, especially for smaller households, to help the overall housing supply better match the needs of an increasingly diverse population. Effectively administer existing regulations that allow development of housing that satisfies varied consumer preferences, including but not limited to: cottage housing, small lot development, cluster housing and attached units (two or three units per building) that are designed to fit the general character of, and have scale and bulk comparable to, other single-family homes in the neighborhood in which the new

housing is located. As new and different housing styles become available, give consideration to how they might fit within existing single-family neighborhoods to provide increased affordability for low- and moderate-income families and increased options for seniors and small households.

**Policy HS2C**
Adopt regulations that encourage the construction of live/work units in the City's Regional Growth Center in accordance with subarea planning goals and objectives.

**Policy HS2D**
Encourage increased density residential development in mixed-use and town center zones, especially those located within the City's Regional Growth Center, subject to compliance with appropriate development and design standards. Discourage or prohibit new detached single-family dwellings in these areas to promote more intensive use of commercial and mixed-use properties in order to accommodate an increasing share of the City's anticipated future population growth.

**Policy HS2E**
Encourage preservation of the existing stock of mobile home parks as a viable source of affordable housing. Continuation of two existing mobile home parks containing about 75 units combined – Sunrise Terrace on Chambers Creek Road and Korey's Court on Hanna Pierce Road, will support housing choice by serving residents with lower incomes.

**Policy HS2F**
Permit accessory dwelling units in conjunction with single-family dwellings to increase the affordable housing options, provide supplementary income, offer semi-independent living for people with special needs, and provide for increased personal and home security. Design ADUs to maintain the single-family housing character of the property in which they are located. Ensure that modifications to the exterior of an existing home to accommodate an ADU are architecturally consistent with the existing design. Design detached ADUs to be architecturally compatible with the principal residence.

**Policy HS2G**
Allow manufactured homes in all zones where single-family housing is permitted, consistent with state law that precludes local jurisdictions from regulating manufactured homes differently from site-built homes. Ensure that manufactured homes comply with all University Place design standards applicable to all other homes within the neighborhood in which the manufactured home is to be located.

**Policy HS2H**
Prevent discrimination and encourage fair and equitable access to housing for all persons in accordance with state and federal law.

## *HOUSING AFFORDABILITY*

One of the most pressing and complex challenges facing the City is providing appropriate housing opportunities for all economic segments of the community. The quality of any city

is defined, in large part, by whether families and individuals are able to find the type and size of housing that fits their household needs at a price they can afford.

Communities that offer a range of housing types and affordability provide more opportunity for families and individuals to live where they choose. This allows workers to live near their jobs, older family members to continue to live in the communities where they raised their families, and younger adults to establish new households. When housing options are provided close to where people work, there are increased opportunities for people to participate in community and family activities.

The policy intent is to increase the supply of housing that is affordable to residents of the community in a manner generally consistent with the *Pierce County County-Wide Planning Policy* on the *"Need for Affordable Housing for All Economic Segments of The Population and Parameters for its Distribution" (CPP AH).*

## GOAL HS3

## Encourage the availability of housing affordable to all economic segments of the population.

### Policy HS3A

University Place shall determine the extent of the need for housing for all economic segments of the population, both existing and projected for its jurisdiction over the planning period – consistent with CPP AH1. For the purpose of this and additional housing policies, the following definitions apply:

- "Affordable housing" means housing affordable to households earning up to 80 percent of the countywide median income.
- "Low income households" means households earning 80 percent or less of the countywide median income.
- "Moderate income households" means households earning 80 to 120 percent of the countywide median income.
- "Special needs housing" means supportive housing opportunities for populations with specialized requirements, such as the physically and mentally disabled, the elderly, people with medical conditions, the homeless, victims of domestic violence, foster youth, refugees, and others.
- "Housing affordability" is a measure of household's ability to afford housing, whether ownership or rental property, based on the percentage of gross monthly income that goes toward housing expenses, regardless of income level, . For ownership housing, this percentage typically includes taxes, insurance and other related housing expenses. For rental housing, a utility allowance is included in the 30 percent figure. A household in which housing costs exceed 30 percent of gross monthly income is considered to be "cost burdened"; if costs exceed 50 percent of gross monthly income, the household is severely cost burdened. Another measure, the H+T Index, offers an expanded view of affordability -- one

that combines housing and transportation costs and sets the benchmark at no more than 45 percent of household income.

**Policy HS3B**
Explore and identify opportunities to reutilize and redevelop existing parcels where rehabilitation of the buildings is not cost-effective – consistent with CPP AH2, provided the same is consistent with the countywide policy on historic, archaeological, and cultural preservation. Communicate with land owners and developers on a regular basis regarding redevelopment opportunities. Encourage use of the City's Technical Review Committee process to facilitate initial review of potential projects with respect to opportunities, challenges and obstacles.

**Policy HS3C**
Encourage the availability of housing affordable to all economic segments of the population – consistent with CPP AH3.

**Policy HS3D**
Encourage the development of housing affordable to low-to-moderate income households in a manner that reflects University Place's unique demographic characteristics, Comprehensive Plan vision, policies and objectives, development and infrastructure capacity, location and proximity to job centers, local workforce, and access to transportation -- consistent with CPP AH3.2.1. Increase housing diversity and affordability, improve the City's jobs-housing balance, support innovations in housing, and focus a relatively large share of this new housing in the City's Regional Growth Center rather than in existing low density single family neighborhoods.

**Policy HS3E**
Achieve a minimum of 25 percent of the Pierce County 2030 growth population allocation for University Place through affordable housing -- consistent with CPP AH-3.3.

**Policy HS3F**
Support efforts by Pierce County and other municipalities in the County to establish a countywide program by an organization capable of long-term consistent coordination of regional housing planning, design, development, funding, and housing management – consistent with CPP AH4.

**Policy HS3G**
University Place should meet its affordable and moderate-income housing needs goal by utilizing a range of strategies that will result in the preservation of existing, and production of new, affordable and moderate-income housing that is safe, adequate and healthy -- consistent with CPP AH5. These include:

- Supporting the use of techniques to preserve existing affordable and moderate-income housing stock such as repair, maintenance, and/or rehabilitation and redevelopment in order to extend the useful life of existing affordable housing units -- consistent with CPP AH5.1.

- Seeking and securing state funds such as the Housing Trust Fund, and federal subsidy funds such as Community Development Block Grant, HOME Investment Partnership, and other sources to implement housing preservation programs -- consistent with CPP AH5.1.1.
- Promoting the use of reasonable measures and innovative techniques (e.g., clustering, accessory dwelling units, cottage housing, small lot developments and mixed use) to stimulate new higher density affordable and moderate-income housing stock on mixed-use- and residentially-zoned vacant and underutilized parcels -- consistent with CPP AH5.2, while ensuring compatibility with University Place's character.
- Promoting affordable housing and ensure access to services and jobs by considering the availability and proximity of public transportation, governmental and commercial services necessary to support residents' needs -- consistent with CPP AH5.3.

**Policy HS3H**

Provide incentives to developers and builders of affordable housing for moderate- and low-income households -- consistent with CPP AH5.4. Encourage property owners and housing developers and builders to take advantage of the opportunities provided by the City's innovative (cottage) housing provisions, small lot development standards and increased densities to build a variety of housing types that help meet the demand for more affordable, yet high quality, housing. Explore alternative development regulations that reduce development cost in exchange for housing that is ensured to be affordable consistent with CPP AH5.4.1. Consider providing financial incentives -- consistent with CPP AH5.4.2, and technical assistance to affordable housing developers -- consistent with CPP AH5.4.3.

**Policy HS3I**

Consider inclusionary zoning measures as a condition of major rezones and development -- consistent with CPP AH5.5. As part of any rezone that increases residential capacity, consider requiring a portion of units, up to 25% of the total number of units within future developments, to be affordable to low- to moderate-income households. Design such units to have an exterior appearance comparable to that of market rate units. Develop incentives to help achieve a higher percentage of affordable units within new development.

**Policy HS3J**

Work with Pierce County and other municipalities and entities in the County to cooperatively maximize available local, state, and federal funding opportunities and private resources in the development of affordable housing for households – consistent with CPP AH6 by:

- Jointly exploring opportunities to develop a countywide funding mechanism and the potential for both voter approved measures (bond or levy), and nonvoter approved sources of revenue to support the development of affordable housing -- consistent with CPP AH6.1.

- Supporting state legislative changes to give local jurisdictions the authority to provide tax relief to developers of affordable housing -- consistent with CPP AH6.2.
- Exploring opportunities to dedicate revenues from sales of publicly owned properties, including tax title sales, to affordable housing -- consistent with CPP AH6.3.
- Exploring the feasibility of applying additional resources to facilitate the development of affordable housing through an entity such as a new countywide organization (based on inter-local agreements), a countywide land trust, the Pierce County Housing Authority, and expansion of existing nonprofit partnerships -- consistent with CPP AH6.4.

**Policy HS3K**
Explore and identify opportunities to reduce land costs for non-profit and for-profit developers to build affordable housing – consistent with CPP AH7 by:

- Exploring options to dedicate or make available below market rate surplus land for affordable housing projects -- consistent with CPP AH7.1.
- Exploring and identify opportunities to assemble, reutilize, and redevelop existing parcels -- consistent with CPP AH7.2.
- Periodically reviewing and streamlining development standards and regulations if warranted to advance their public benefit, provide flexibility, and minimize costs to housing -- consistent with CPP AH7.3.

**Policy HS3L**
Periodically monitor and assess the City's success in meeting housing needs to accommodate its 20-year population allocation – consistent with CPP AH8 by:

- Utilizing the available data and analyses provided by federal, state, and local sources to monitor its progress in meeting housing demand as part of any required GMA comprehensive plan update process -- consistent with CPP AH8.1.
- Supporting countywide efforts to periodically monitor, evaluate and determine if countywide needs are being adequately met -- consistent with CPP AH8.2.
- Making available data concerning the quantity of affordable housing units created, preserved, or rehabilitated within University Place since the previous required update -- consistent with CPP AH8.3.
- Establishing minimum densities for future subdivision development within its single-family districts to help ensure that such development is generally consistent with the density assumptions relied upon for the City's 20-year population and housing allocations.

**Policy HS3M**
Ensure that policies, codes and procedures do not create barriers to affordable housing opportunities. Ensure that existing regulations, procedures or practices do not increase the cost of housing without a corresponding public benefit. Strive to increase benefits to

the community while lowering housing costs by periodically reviewing, at a minimum, the following areas for possible revision or amendment:

- Comprehensive plan policies
- Zoning and subdivision regulations
- Infrastructure requirements
- Development standards
- Building and fire codes
- Administrative procedures
- Processing times
- Fees and exactions
- Inspection procedures

**Policy HS3N**

Craft and implement regulations and procedures to provide a high degree of certainty and predictability to applicants and the community-at-large to minimize unnecessary time delays in the review of residential permit applications, while still maintaining opportunities for public involvement and review. Encourage the use of innovative development review processes to promote flexibility in development standards, affordability in housing construction, and the development of housing types and designs that can meet present, as well as future, needs of individuals and the community.

### *SPECIAL NEEDS HOUSING*

Special needs housing means supportive housing opportunities for populations with specialized requirements. Special needs citizens include those people who require some assistance in their day-to-day living, such as the mentally ill, people with developmental or physical disabilities, victims of domestic violence, substance abusers, people living with AIDS, youth at risk, veterans and the frail elderly. Over half of the senior population is over 75, and this age group is more likely to be frail and need housing with services. In some cases, homeless persons, as well as pregnant and parenting youth or young adults, also require special needs housing. Family living situations, institutional settings, social service programs and assisted housing all serve a portion of those with special needs.

The policy intent is to support cooperative efforts to help meet the needs of an increasing number of citizens who require such housing. Supportive housing that increases residential stability may have a direct bearing on health – in particular, the mental and emotional well-being of those benefitting from such housing.

## GOAL HS4

**Support opportunities for the provision of special needs housing, including group homes, assisted care facilities, nursing homes and other facilities.**

**Policy HS4A**

Work with agencies, private developers and nonprofit organizations to locate housing in University Place intended to serve the community's special needs populations, particularly those with challenges related to age, health or disability.

**Policy HS4B**
Encourage and support the development of emergency, transitional and permanent housing with appropriate on-site services for persons with special needs.

**Policy HS4C**
Support actions to secure grants and loans tied to the provision of special needs housing by agencies, private developers and nonprofit organizations.

**Policy HS4D**
Encourage the provision of a sufficient supply of special needs housing – consistent with CPP AH3.4. Such housing should be dispersed throughout University Place while avoiding the creation of significant impacts from inappropriate scale and design. Some clustering of special needs housing may be appropriate if proximity to public transportation, medical facilities or other essential services is necessary.

**Policy HS4E**
Ensure development regulations allow for and have suitable provisions to accommodate a sufficient supply of housing opportunities for special needs populations in University Place.

**Policy HS4F**
Encourage a range of housing types for seniors affordable at a variety of incomes, such as independent living, various degrees of assisted living and skilled nursing care facilities. Strive to increase opportunities for seniors to live in specialized housing.

**Policy HS4G**
Encourage and support accessible design and housing strategies that provide seniors the opportunity to remain in their own neighborhood as their housing needs change.

**Policy HS4H**
Support the strategic plan contained in the Consolidated Plan for Pierce County to increase the level of support for meeting the region's demand for special needs housing, as well as other types of affordable housing. Support efforts by the Urban County funding partnership, comprised of Pierce County and 19 of its cities, including University Place, to obtain funds from the federal government, including Community Development Block Grant (CDBG), Home Investment Partnership Program (HOME) and Emergency Shelter Grant (ESG) funds, for housing and community development activities. Ensure these funds will be used to meet priority needs locally.

**Policy HS4I**
Work with other jurisdictions and health and social service organizations to develop a coordinated, regional approach to homelessness.

# HOUSING INVENTORY

The GMA requires the Housing Element to include an inventory to "*identify sufficient land for housing*, *including government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities*". (RCW 36.70A.070(2)(c)).

This section summarizes the wide range of housing types allowed by City regulations. The Land Use Element contains a detailed analysis that identifies how much land is available for residential development in University Place -- and demonstrates how the City will accommodate PSRC growth projections for 2035 and meet the 2030 population and housing unit allocations assigned by the Pierce County Council.

**Housing Types Supported by Policies and Regulations.**
This Element's *housing choice*, *housing affordability*, and *special needs* housing goals and policies direct the City to accommodate and support the development of a mix of housing types to meet the needs of the City's residents for housing that is affordable, fits desired lifestyles and satisfies a variety of special needs. In recent years the City has amended its development regulations to allow a wider range of housing types at higher densities to increase choice and affordability. **Table 4-1** below summarizes the housing types allowed by zoning classifications that permit residential uses.

**Table 4-1**
**Housing Types Allowed by Zone**

| Zone | Detached SFD / Duplex / ADU | Attached SFD | Small Lot / Cottage / Carriage / Two-Three Unit Home | Multi-family | Manufactured | Mobile Home Park | Assisted Living / Nursing Home | Adult Family Home / Group Home |
|---|---|---|---|---|---|---|---|---|
| **R1** | X | X | X | | X | | | X |
| **R2** | X | X | X | | X | | X | X |
| **MF-L** | X | X | | X | X | X | X | X |
| **MF-H** | X | | | X | X | X | X | X |
| **MU** | | X | | X | | | X | X |
| **MU-O** | | X | | X | | | X | X |
| **MU-M** | | | | X | | | | X |
| **CC** | | | | X | | | X | X |
| **TC** | | | | X | | | X | X |
| **NC** | | X | | | | | | X |

Source: University Place Municipal Code Chapter 19.25

# HOUSING PROFILE

The GMA requires the Housing Element to provide information pertaining to the adequate provision for existing and projected housing needs for *all economic segments of the community*. (RCW 36.70A.070(2)(d)).This section presents demographic and housing characteristics for University Place that strongly influence the ability of individuals and families to secure housing in the community that meets their needs and is affordable. These characteristics are summarized in the following tables:

| | |
|---|---|
| **Table 4-2** | **Population Characteristics** |
| | Age and Race |
| **Table 4-3** | **Economic Characteristics** |
| | Household Income |
| **Table 4-4** | **Economic Characteristics** |
| | Income Below Poverty Level |
| **Table 4-5** | **Social Characteristics** |
| | Household By Type |
| **Table 4-6** | **Social Characteristics** |
| | Disability Status |
| **Table 4-7** | **Housing Characteristics** |
| | Occupancy and Tenure |
| **Table 4-8** | **Housing Characteristics** |
| | Units in Structure |
| **Table 4-9** | **Housing Characteristics** |
| | Year Structure Built |
| **Table 4-10** | **Housing Characteristics** |
| | Home Value Owner Occupied Units |
| **Table 4-11** | **Financial Characteristics** |
| | Monthly Owner Costs |
| **Table 4-12** | **Financial Characteristics** |
| | Cost-Burdened Households -- Monthly Owner Costs as a Percentage of Household Income |
| **Table 4-13** | **Financial Characteristics** |
| | Gross Rent |
| **Table 4-14** | **Financial Characteristics** |
| | Cost-Burdened Households -- Gross Rent as a Percentage of Household Income |
| **Table 4-15** | **Financial Characteristics** |
| | Cost-Burdened Households -- Households Paying More Than 30 Percent of Income for Housing |
| **Table 4-16** | **Financial Characteristics** |
| | Cost-Burdened Households -- Households Paying More Than 45 Percent of Income for Housing and Transportation Costs Combined |

**Table 4-2**
**Population Characteristics – Age and Race**

| Population, Age and Race | 2000 | 2010 | Observation |
|---|---|---|---|
| **Population** | 29,933 | 31,144 | 4% increase over decade |
| **Population % under 20** | 28.7% | 26.2% | Minor decrease in younger population |
| **Population % 55 and over** | 20.6% | 27.3% | Rapidly aging senior population |
| **Median Age** | 36.5 | 39.4 | Aging population overall |
| **Race -- White** | 75.9 | 71.0 | Decreasing proportion of population |
| **Race – Black/African American** | 8.7 | 8.5 | Stable population |
| **Race – American Indian and Alaska Native** | 0.7 | 0.8 | Stable population |
| **Race -- Asian** | 7.5 | 9.0 | Moderately increasing population |
| **Race – Native Hawaiian and Other Pacific Islander** | 0.6 | 0.8 | Moderately increasing population |
| **Race -- Other** | 1.3 | 1.7 | Moderately increasing population |
| **Race – Two or more** | 5.3 | 8.2 | Rapidly increasing population |
| **Hispanic or Latino of any race** | 3.8 | 6.7 | Rapidly increasing population |

Source: U.S. Census 2000 and 2010

Population grew at a moderate rate during 2000-2010. The senior population, however, grew rapidly during the same period – both in terms of the percentage for age 55 and over, and the median age. The population also grew increasingly diverse, with the percentage of white population declining while the percentage of Asian, multi-race and Hispanic populations increased significantly.

**Table 4-3**
**Economic Characteristics – Household Income**

| Household Income | 1999 | Percentage 1999 | 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Less than $10,000** | 632 | 5.2% | 650 | 5.1% |
| **$10,000 to $14,999** | 513 | 4.2% | 341 | 2.7% |
| **$15,000 to $24,999** | 1,524 | 12.5% | 1,338 | 10.4% |
| **$25,000 to $34,999** | 1,502 | 12.3% | 1,439 | 11.2% |
| **$35,000 to $49,999** | 1,809 | 15.5% | 1,480 | 11.5% |
| **$50,000 to $74,999** | 2, 676 | 21.9% | 2,547 | 19.9% |
| **$75,000 to $99,999** | 1,583 | 13.0% | 1,628 | 12.7% |
| **$100,000 to $149,999** | 1,207 | 9.9% | 1,975 | 15.4% |
| **$150,000 to $199,999** | 322 | 2.6% | 834 | 6.5% |
| **$200,000 or more** | 354 | 2.9% | 586 | 4.6% |
| | Median Household Income $50,287 | | Median Household Income $59,685 | |
| | Median Family Income $60,401 | | Median Family Income $72,346 | |
| | 80% of Median Household Income $40,229 | | 80% of Median Household Income $47,669 | |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012

Household income increased substantially during 1999-2012. Median household income increased nearly 19 percent, and median family income increased nearly 20 percent. The number of households in the lowest income range and their proportion of the total remained nearly constant.

**Table 4-4**
**Economic Characteristics – Income below Poverty Level**

| Household and Age | 1999 | 2012 |
|---|---|---|
| **All Families** | 6.0% | 6.5% |
| **With related children under 18 years** | 9.4% | 10.3% |
| **With related children under 5 years** | 13.2% | x |
| **With related children under 5 years *only*** | x | 9.4% |
| **Married-couple families** | x | 4.4% |
| **With related children under 18 years** | x | 8.0% |
| **With related children under 5 years *only*** | x | 7.0% |
| **Families with female householder (no husband present)** | 19.5% | 14.1% |
| **With related children under 18 years** | 23.5% | 16.4% |
| **With related children under 5 years** | 36.3% | x |
| **With related children under 5 years *only*** | x | 17.6% |
| **All People / Individuals** | 7.3% | 8.9% |
| **Under 18 years** | x | 11.7% |
| **Related children under 18 years** | 9.5% | 11.5% |
| **Related children under 5 years** | x | 15.4% |
| **Related children 5 to 17 years** | 8.4% | 10.3% |
| **18 years and over** | 6.4% | 8.1% |
| **18 to 64 years** | x | 8.5% |
| **65 years and over** | 3.8% | 6.0% |
| **Unrelated individuals15 years and over** | 12.9% | 16.6% |

Source: U.S. Census 2000 and .U.S. Census American Community Survey 5-Year Estimates 2008-2012
x = data not available

The percentage of population below poverty level increased between 1999 and 2012 for the two general categories – *all families* and *all people / individuals*. The lack of consistent data for some similar categories makes comparison from one period to the other problematic. For example, sizable decreases in the *families with female householder* categories may be attributed to differing sampling methodologies and somewhat different category definitions used for the two periods.

**Table 4-5**
**Social Characteristics -- Household by Type**

| Household by Type | 2000 | 2010 |
|---|---|---|
| **Total households** | 12,149 | 12,819 |
| **Family households (families)** | 67.6% | 66.1% |
| **With own children under 18 years** | 34.7% | 30.4% |
| **Married-couple family** | 51.6% | 47.9% |
| **With own children under 18 years** | 23.4% | 19.2% |
| **Male householder (no wife present) family** | x | 4.2% |
| **With own children under 18 years** | x | 2.4% |
| **Female householder (no husband present) family** | 12.7% | 14.0% |
| **With own children under 18 years** | 9.3% | 8.8% |
| **Non-family households** | 32.4% | 33.9% |
| **Householder living alone** | 26.1% | 27.7% |
| **Householder 65 years and over** | 7.3% | 9.5% |
| **Households with individuals under 18 years** | 36.7% | 32.7% |
| **Households with individuals 65 years and over** | 19.5% | 24.4% |
| **Average Household Size** | 2.45 | 2.41 |
| **Average Family Size** | 2.97 | 2.94 |

Source: U.S. Census 2000 and 2010
x = data not available

Total households increased by 5.5 percent while the proportion of family households to non-family households shifted toward more non-family households. The largest percentage declines for household group size were for family households with children under 18 years, married couple families, and married couple families with children under 18 years. The largest growth occurred in the percentage of households with individuals 65 years and older. Average household and average family size remained largely unchanged.

**Table 4-6**
**Social Characteristics – Disability Status**

| Civilian Non-Institutionalized Population | Population 2000 | Percentage of Age Group with a Disability 2000 | Population 2012 | Percentage of Age Group with a Disability 2012 |
|---|---|---|---|---|
| **Total Population** | 27,793 | | 30,613 | |
| **Population With a Disability** | 4,496 | 16.0% | 3,641 | 11.9% |
| **Population With a Disability under 18 years** | x | x | 378 | 5.1% |
| **Population 5 to 20 years with a Disability** | 517 | 7.3% | x | x |
| **Population With a Disability 18 to 64 years** | x | x | 1,936 | 10.2% |
| **Population With a Disability 21 to 64 years** | 2,924 | 16.7% | x | x |
| **Population With a Disability 65 years and older** | 1,001 | 31.5% | 1,327 | 32.2% |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012
Data based on self-reporting by respondents
x = data not available

The number of individuals classified by the Census Bureau as having a disability declined substantially between 2000 and 2012, especially for the adult populations less than 65 years of age. Nearly 12 percent of the population, a substantial proportion, remains classified as having a disability in 2012.

**Table 4-7**
**Housing Characteristics -- Occupancy and Tenure**

| Housing Occupancy | 2000 | 2010 | 2012 |
|---|---|---|---|
| **Total Housing Units** | 12,684 | 13,573 | 13,294 |
| **Occupied Housing Units** | 12,149 | 12,819 | 12,818 |
| **Vacant Housing Units** | 535 | 754 | 476 |
| **Homeowner Vacancy Rate** | 1.6% | 1.4% | 0.9% |
| **Rental Vacancy Rate** | 5.0% | 7.2% | 2.1% |
| | | | |
| **Housing Tenure** | **2000** | **2010** | **2012** |
| **Owner Occupied Housing Units** | 57.8% | 57.2% | 55.3% |
| **Renter Occupied Housing Units** | 42.2% | 42.8% | 44.7% |
| **Average Household Size of Owner Occupied Housing** | 2.63 | 2.57 | 2.53 |
| **Average Household Size of Renter Occupied Housing** | 2.20 | 2.20 | 2.30 |

Source: U.S. Census 2000, U.S. Census 2010, and U.S. Census American Community Survey 5-Year Estimates 2008-2012

Homeowner vacancy rates remained consistently low while rental vacancy rates increased significantly during the 2000-2010 period. Rental vacancy rates have fluctuated rapidly when compared with homeowner vacancy rates due in part to the greater mobility of renters and their responsiveness to rental market conditions that are quickly affected by both local and regional factors – including the fundamental balance between supply and demand.

**Table 4-8**
**Housing Characteristics – Units in Structure**

| Units in Structure | 2000 | 2000 | 2012 | 2012 |
|---|---|---|---|---|
| **1 unit, detached** | 7,151 | 56.3% | 7,607 | 57.2% |
| **1 unit, attached** | 642 | 5.1% | 848 | 6.4% |
| **2 units** | 430 | 3.4% | 267 | 2.0% |
| **3 or 4 units** | 978 | 7.7% | 1,144 | 8.6% |
| **5 to 9 units** | 842 | 6.6% | 1,133 | 8.5% |
| **10 to 19 units** | 1,283 | 10.2% | 1,322 | 9.9% |
| **20 units or more** | 1,269 | 10.0% | 910 | 6.8% |
| **Mobile Home** | 105 | 0.7% | 50 | 0.4% |
| **Other** | 7 | <0.1% | 13 | 0.1% |
| **Total Housing Units** | 12,707 | | 13,294 | |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012

The proportion of single-family homes, both attached and detached, has increased slightly relative to that of duplex and multifamily housing units. Comparing the data from the 2000 Census with the estimates summarized in the 2008-2012 survey suggests that the number of units in many of the categories fluctuated rapidly during this period. However, building permit records identify that most new residential construction since the City's incorporation in 1995 has been single-family development. The unit count fluctuations from the census to the survey more likely may be attributed to different reporting methods.

**Table 4-9**
**Housing Characteristics – Year Structure Built**

| Year Structure Built | Total Housing Units (Occupied plus Unoccupied) | | Owner-Occupied Housing Units | | Renter-Occupied Housing Units | |
|---|---|---|---|---|---|---|
| **2000 to 2009** | 1,369 | 10.3% | 797 | 6.2% | 537 | 4.2% |
| **1990 to 1999** | 2,018 | 15.2% | 873 | 6.8% | 1,031 | 8.0% |
| **1980 to 1999** | 2,767 | 20.8% | 1,126 | 8.8% | 1,501 | 11.7% |
| **1970 to 1979** | 3,119 | 23.5% | 1,142 | 11.2% | 1,616 | 12.6% |
| **1960 to 1969** | 1,841 | 13.8% | 1,282 | 10.0% | 491 | 3.8% |
| **1950 to 1959** | 1,453 | 10.9% | 1,124 | 8.8% | 271 | 2.1% |
| **1940 to 1949** | 413 | 3.1% | 316 | 2.5% | 97 | 0.8% |
| **1939 or earlier** | 314 | 2.4% | 126 | 1.0% | 188 | 1.5% |
| **All years** | 13,294 | 100.0% | 7,086 | 55.3% | 5,732 | 44.7% |
| | Median year all structure built: 1978 | | Median year owner-occupied structure built: 1975 | | Median year renter-occupied structure built: 1981 | |

Source: U.S. Census American Community Survey 5-Year Estimates 2008-2012

The City has a substantial stock of smaller bungalows and cottages built through the 1940s and a large number of modest-size split level and rambler style housing built during the 1950s through the 1970s. This housing represents one-third of the City's owner-occupied housing stock. Construction of owner-occupied single-family housing continued to be strong overall until the housing market crash of the late 2000s. Renter-occupied housing units were built in greatest numbers during the 1970s and 1980s before this type of construction declined during the 1990's and subsequent years.

**Table 4-10**
**Housing Characteristics – Home Value Owner Occupied Units**

| Home Value | Number of Units 2000 | Percentage 2000 | Number of Units 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Owner-Occupied Units** | 6,404 | | 7,086 | |
| **Less than $50,000** | 30 | 0.5% | 186 | 2.6% |
| **$50,000 to $99,999** | 266 | 4.2% | 35 | 0.5% |
| **$100,000 to $149,999** | 1,737 | 27.1% | 157 | 2.2% |
| **$150,000 to $199,999** | 2,136 | 33.4% | 497 | 7.0% |
| **$200,000 to $299,999** | 1,639 | 25.6% | 2,913 | 41.1% |
| **$300,000 to $499,999** | 464 | 7.2% | 2,677 | 37.8% |
| **$500,000 to $999,999** | 106 | 1.7% | 513 | 7.2% |
| **$1,000,000 or more** | 26 | 0.4% | 108 | 1.0% |
| | Median Value $177,000 | | Median Value $291,500 | |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012

The value of owner-occupied housing increased by 65 percent between 2000 and 2012. The proportion of homes valued between $200,000 and $499,999 increased from a combined total of 33 percent to nearly 79 percent of all owner-occupied housing stock.

**Table 4-11**
**Financial Characteristics – Monthly Owner Costs**

| Monthly Owner Cost Range | Number of Units 1999 | Percentage 1999 | Number of Units 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Housing Units with a Mortgage** | 4,887 | | 5,075 | |
| **Less than $300** | 18 | 0.3% | 48 | 0.9% |
| **$300 to $499** | 34 | 0.5% | 11 | 0.2% |
| **$500 to $699** | 167 | 2.6% | 77 | 1.5% |
| **$700 to $999** | 674 | 10.5% | 221 | 4.4% |
| **$1,000 to $1,499** | 1,885 | 29.4% | 830 | 16.4% |
| **$1,500 to $1,999** | 1,351 | 21.1% | 1,457 | 28.7% |
| **$2,000 or more** | 758 | 11.8% | 2,431 | 47.9% |
| | Median Mortgage: $1,407 | | Median Mortgage: $1,964 | |

Source: U.S. Census American Community Survey 5-Year Estimates 2008-2012
Note: Percentage categories were revised for the 2008-2012 Estimates.

As the value of housing increased **(Table 4-10)**, the cost of mortgages increased considerably, as well, with the median mortgage increasing by 40 percent.

**Table 4-12**
**Financial Characteristics – Cost Burdened Households**
**Monthly Owner Costs as a Percentage of Household Income**

| Costs as Percentage of Household Income | Number of Units 1999 | Percentage 1999 | Number of Units 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Housing Units with a Mortgage** | 4,887 | | 5,027 | |
| **Less than 15.0 percent (2000)** | 2,007 | 31.3% | x | x |
| **15.0 to 19.9 percent (2000)** | 1,227 | 19.2% | x | x |
| **Less than 20.0 percent (2012)** | x | x | 1,638 | 32.6% |
| **20.0 to 24.9 percent** | 844 | 13.2% | 949 | 18.9% |
| **25.0 to 29.9 percent** | 731 | 11.4% | 441 | 8.8% |
| **30.0 to 34.9 percent** | 577 | 9.0% | 545 | 10.8% |
| **35.0 percent or more** | 1,001 | 15.6% | 1,454 | 28.9% |

Source: U.S. Census American Community Survey 5-Year Estimates 2008-2012
Note: Percentage categories were revised for the 2008-2012 Estimates.
Mortgage payment typically includes taxes, insurance and other related housing expenses
x = data not available

The number and percentage of cost-burdened households paying more than 30 percent of their income for owner-occupied housing increased from 1,578 units (24.6 percent of the total units with a mortgage) to 1,999 units (39.7 percent of the total units with a mortgage). This represents a significant increase in cost burdened households. The number of households paying less than 20 percent of their income decreased from 50.5 percent to 32.6 percent.

**Table 4-13**
**Financial Characteristics – Gross Rent**

| Gross Rent Per Month | Number of Occupied Units Paying Rent 1999 | Percentage 1999 | Number of Occupied Units Paying Rent 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Occupied Units Paying Rent*** | 5,108 | | 5,525 | |
| **Less than $200** | 66 | 1.3% | 24 | 0.4% |
| **$200 to $299** | 50 | 1.0% | 64 | 1.2% |
| **$300 to $499** | 846 | 16.6% | 85 | 1.5% |
| **$500 to $749** | 2,834 | 55.5% | 1,124 | 20.3% |
| **$750 to $999** | 853 | 16.7% | 2,095 | 37.9% |
| **$1,000 to $1,499** | 328 | 6.4% | 1,385 | 25.1% |
| **$1,500 or more** | 49 | 1.0% | 748 | 13.5% |
| **No cash rent** | 82 | 1.6% | x | x |
| | Median Rent $618 | | Median Rent $925 | |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012
x = data not available

Median rent increased by 50 percent. The number of renters paying more than $1,000.00 per month increased from 377 (7.4 percent of all renters) to 2,133 (38.6 percent).

**Table 4-14**
**Financial Characteristics – Cost-Burdened Households**
**Gross Rent as a Percentage of Household Income**

| Gross Rent as a Percentage of Household Income (GRAPI) | Number of Occupied Rental Units 1999 | Percentage 1999 | Number of Occupied Rental Units 2012 | Percentage 2012 |
|---|---|---|---|---|
| **Occupied Units Paying Rent*** | 5,108 | | 5,498 | |
| **Less than 15.0 percent** | 831 | 16.3% | 498 | 9.1% |
| **15.0 to 19.9 percent** | 934 | 18.3% | 771 | 14.0% |
| **20.0 to 24.9 percent** | 739 | 14.5% | 747 | 13.6% |
| **25.0 to 29.9 percent** | 550 | 10.8% | 653 | 11.9% |
| **30.0 to 34.9 percent** | 449 | 8.8% | 457 | 8.3% |
| **35.0 percent or more** | 1,450 | 28.4% | 2,372 | 43.1% |

*Excluding units where GRAPI cannot be calculated
Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012
Rent payments typically include a utility allowance

The number of cost-burdened households paying more than 30 percent of their income for renter-occupied housing increased from 1,899 units (37.2 percent of rental units) to 2,829 units (51.4 percent of renter units). This represents a significant increase (38.2 percent) during a relatively short thirteen-year period in the number of rental households considered to be cost-burdened. The number of households paying less than 20 percent of their income on rental housing decreased from 34.6 percent to 23.1 percent.

**Table 4-15**
**Financial Characteristics – Cost-Burdened Households**
**Households Paying More Than 30 Percent of Income for Housing**

| Household Income | Number of Households Paying > 30% 1999 | Percentage of Households Paying > 30% 1999 | Number of Households Paying > 30% 2012 | Percentage of Households Paying > 30% 2012 |
|---|---|---|---|---|
| **Owner Households** | | | | |
| **Less than $20,000** | 235 of 340 | 69.1% | 317 of 491 | 64.6% |
| **$20,000 to $34,999** | 357 of 703 | 50.8% | 379 of 590 | 64.2% |
| **$35,000 to $49,999** | 349 of 781 | 22.9% | 293 of 617 | 47.5% |
| **$50,000 or more** | 637 of 4,563 | 10.4% | x | x |
| **$50,000 to $74,999** | x | x | 550 of 1,078 | 51.0% |
| **$75,000 to $99,999** | x | x | 299 of 1,127 | 26.5% |
| **$100,000 or more** | x | x | 269 of 3,105 | 8.7% |
| **All Income Categories** | 1,578 of 6,387 | 24.7% | 2,107 of 7,008 | 30.1% |
| **Renter Households** | | | | |
| **Less than $20,000** | 2,069 of 2,202 | 94.0% | 968 of 1,118 | 86.6% |
| **$20,000 to $34,999** | 578 of 1,555 | 37.2% | 1,316 of 1,555 | 84.6% |
| **$35,000 to $49,999** | 54 of 353 | 15.3% | 272 of 819 | 33.2% |
| **$50,000 or more** | 36 of 1,151 | 3.1% | x | x |
| **$50,000 to $74,999** | x | x | 238 of 1,378 | 17.3% |
| **$75,000 or more** | x | x | 35 of 862 | 0.4% |
| **All Income Categories** | 2,737 of 5,261 | 52.0% | 2,829 of 5,732 | 49.4% |
| **Owner and Renter Households Combined** | | | | |
| **All Income Categories** | 4,315 of 11,648 | 37.0% | 4,936 of 12,740 | 38.7% |

Source: U.S. Census 2000 and U.S. Census American Community Survey 5-Year Estimates 2008-2012
Mortgage costs typically include taxes, insurance and other related housing expenses
Rent payments typically include a utility allowance
x = data not available

Housing is generally considered to be affordable when housing costs total no more than 30 percent of a household's gross income. For owner households, the percentage paying more than 30 percent increased from 24.7 percent in 1999 to 30.1 percent in 2012. For renter households, the percentage paying more than 30 percent declined slightly from 52.0 percent in 1999 to 49.4 percent in 2012. Nearly one-third of owner households, and one-half of renter households, are considered cost burdened.

**Table 4-16**
**Financial Characteristics – Cost-Burdened Households**
**Households Paying More Than 45 Percent of Income for Housing and Transportation Costs Combined**

| Percentage of Income Spent on Housing and Transportation Costs Combined | Number of Households | Percentage |
|---|---|---|
| **Less than 40 percent** | 3,759 | 29.1% |
| **40 to 45 percent** | 3,182 | 24.7% |
| **45 to 50 percent** | 1,639 | 12.7% |
| **50 to 60 percent** | 4,317 | 33.5% |
| **Cost Burdened Households Paying More than 45 percent** | 5,956 | 46.2% |

Source: Center for Neighborhood Technology

The Center for Neighborhood Technology's Housing and Transportation (H+T®) Affordability Index provides a more comprehensive way of thinking about the cost of housing and true affordability. The Index examines transportation costs at a neighborhood level and shows that transportation costs vary between and within regions depending on neighborhood characteristics. People who live in location-efficient neighborhoods -- compact, mixed-use, and with convenient access to jobs, services, transit, and amenities -- tend to have lower transportation costs. People who live in location-inefficient places that require automobiles for most trips are more likely to have high transportation costs.

The traditional measure of affordability recommends that housing cost no more than 30 percent of income. However, that benchmark ignores transportation costs, which are typically a household's second largest expenditure. The H+T Index offers an expanded view of affordability, one that combines housing and transportation costs and sets the benchmark at no more than 45 percent of household income.

The H+T Index analysis for University Place provides data for 20 neighborhoods, which correlate to US Census Bureau block groups. Of the City's 20 neighborhoods, 12 are considered cost-burdened -- based on combined housing and transportation costs exceeding the 45 percent threshold, on average. The City's average combined household housing and transportation cost is 46 percent, based on a regional average income of $64,219. The most cost-burdened neighborhood has average combined costs of about 57 percent, well above the 45 percent threshold. And, over 46 percent of all households are cost-burdened based on combined housing and transportation costs according to CNT.

# HOUSING NEEDS ASSESSMENT

The preceding Housing Profile section presents population, economic, social, housing and financial characteristics that strongly influence the ability of individuals and families to secure housing in University Place that is affordable and meets their needs. This Housing Needs section provides an assessment of "housing affordability" in University Place -- based in part on the profile information.

When speaking of housing affordability, the standard used by lending institutions, the real estate industry and government is that no more than 30 percent of a household's gross monthly income goes toward housing expenses, regardless of income level. For ownership housing, this percentage typically includes taxes, insurance and other related housing expenses. For rental housing, a utility allowance is included in the 30 percent figure. A household in which housing costs exceed 30 percent of gross monthly income is considered to be "cost burdened"; if costs exceed 50 percent of gross monthly income, the household is severely cost burdened.

"Affordable housing" typically refers to housing that is affordable to households earning 80 percent or less of the Pierce County median income. Households earning 80 to 120 percent of the median income are referred to as "moderate-income" households. Those earning 80 percent or less are commonly referred to as "low-income" households, and those earning 30 percent or less are also known as "very low-income" households. While Pierce County affordable housing targets are only established for moderate- and low-income levels, there are many households who are very low-income, so it is important to create housing opportunities affordable to this income level.

Using the definition of housing affordability together with the 2012 median household income of $59,105 for a four-person household, **Table 4-17** represents the amount of money that University Place individuals and families earning median income or less can afford to pay for rental and ownership housing. All income groups are experiencing a gap between what they can afford to spend on housing and how much the market is demanding from them.

Based on a 2012 median household income for Pierce County of $59,105, the maximum affordable home price for low-income households is $53,197 to $141,854. The affordable home price range for moderate-income households is $141, 855 to $212,778. These figures are substantially below the 2012 median home price for Pierce County ($251,400) and even further below the 2012 median home price for University Place ($291,500). The Pierce County median price home would require an annual income of $83,800, which exceeds the median household income by approximately 42 percent. The University Place median price home would require an annual income of $97,166, which exceeds the Pierce County median household income by approximately 64 percent.

Low-income households could afford a monthly rent maximum of between $444 and $1,182, and moderate-income households could afford no more than $1,773 per month. The 2012 median rent price in University Place is $925, which would be affordable to a household earning $37,000, approximately 62% of the City's median household income.

**Table 4-17**
**Affordable Rents and Prices**
**Based on 2012 Pierce County Median Household Income**

| Income Group | 2012 Annual Household Income | Maximum Affordable Monthly Rent/Utility* | Maximum Affordable House Price* |
|---|---|---|---|
| **Very Low-Income (< 30 percent)** | $17,732 | $443 | $53,196 |
| **Low-Income (30 to 80 percent)** | $17,733 to $47,284 | $444 to $1,182 | $53,197 to $141,854 |
| **Moderate-Income (80 to 120 percent)** | $47,285 to $70,926 | $1,182 to $1,773 | $141,855 to $212,778 |
| **Median-Income (100 percent)** | $59,105*** | $1,478 | $177,315 |

Source: U.S. Census American Community Survey 5-Year Estimates 2008-2012
*30 percent of monthly income
** Annual income multiplied by 3
*** University Place 2012 Median Household Income is $59,685

There is an affordability gap for both renters and homeowners in University Place. The affordability gap is especially pronounced for very low-income, low-income and moderate-income households. The people in the low- and moderate-income categories are vital members of the workforce. They include office clerks, security guards, bank tellers, teachers, legal secretaries, pharmacy technicians, and firefighters. Few homes are available at the prices that are affordable to low- and moderate-income families. Consequently, these families experience financial hardships because they are often forced to pay more than 30 percent of their monthly income on housing costs.

CHAPTER 5

# ENVIRONMENTAL MANAGEMENT ELEMENT

## INTRODUCTION

The Environmental Management 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. This Element supplements the Land Use Element in addressing the requirements of RCW 36.70A.070(1) regarding water quality protection, drainage, flooding and stormwater – specifically reducing impacts to Puget Sound and waters entering Puget Sound. In addition, it responds to RCW 36.70A.172(1) regarding the use of best available science in designating and protecting critical areas. The goals and policies included in the Environmental Management Element cover the following environmental features and issues.

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

## STATE PLANNING CONTEXT

The Growth Management Act initially established 13 planning goals and a system of planning for cities and counties that were, and are, experiencing rapid growth. A 14th goal, shorelines of the state, was subsequently added. This Element most directly responds to and addresses the following GMA 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 resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.

**Transportation**
Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

**Shorelines of the State**
The goals and policies of the shoreline management act as set forth in RCW 98.58.020.

## *ENVIRONMENTAL MANAGEMENT ASPIRATIONS*
Looking ahead 20 years…

### ***Land development is managed in an environmentally benign manner.***
*Land development over the past two decades has minimized environmental damage and preserved natural features that provide valuable habitat areas. Low impact development has helped to improve water quality, reduce the number of costly flooding events, restore aquatic habitat, improve groundwater recharge, and enhance neighborhood beauty. Shoreline ecology has been preserved and enhanced while shoreline public access and recreational opportunities have been expanded to better serve the community.*

### ***Elements of the natural environment have been preserved and the green character of the community has been maintained.***
*An abundance of trees continues to define University Place's physical appearance, including those within the Chambers Creek canyon, along the bluffs above the Puget Sound shoreline, and within smaller parks and open space facilities. Areas of open space and forested groves within these areas, Adrianna Hess Wetland Park and other locations have been preserved through public/ private collaboration. A system of interconnected open spaces provides habitat for a variety of wildlife. New landscaping has incorporated native plants and low-impact development design elements, where appropriate.*

### ***The community's transportation system supports clean air and water, healthy lifestyles, increased mobility, and reduced energy consumption and greenhouse gases.***
*The community enjoys a safe, well-maintained transportation system and improved transportation choices and mobility. Each year, more people walk, bicycle, carpool or use transit to travel within the City and to access the regional bus and light rail system. Residents have easy access to electric vehicle charging stations and other alternative*

*fueling infrastructures, as well as timely access to information about travel conditions, incidents, and transit arrival and departure times.*

# GOALS AND POLICIES

This 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 implementation strategies and other steps needed to achieve the intent of each individual goal.

## *SENSITIVE (CRITICAL) AREAS*

### GOAL EN1

**Use the best available science when promulgating requirements to protect, preserve, and enhance natural areas that are sensitive to human activities.**

#### STEEP SLOPES, LANDSLIDE, EROSION, AND SEISMIC HAZARDS

**Policy EN1A**

Require that land development be designed to minimize environmental damage and property degradation, as well as to enhance greenbelts and wildlife habitat. Retain graded slopes in curvilinear rather than angular form consistent with the natural topography of the area to reduce erosion and landslide potential and maintain a more aesthetically pleasing appearance. Ensure that stormwater runoff drainage systems will not lead to erosion or landslides in steep slope areas. Avoid sedimentation due to erosion that can destroy fisheries habitat. Protect natural features that can preserve valuable habitat areas while minimizing impacts on sensitive areas.

**Policy EN1B**

Retain slopes of 100 percent or more in a natural state. Ensure that developments on lesser slopes provide appropriate drainage, erosion, siltation, and landslide mitigation measures, as warranted.

**Policy EN1C**

Protect severe landslide hazard areas from road development. Avoid road construction in landslide and erosion hazard areas to the extent practicable to minimize impacts on slopes and other potentially affected areas.

**Policy EN1D**

Require appropriate erosion and sedimentation control measures during site development. When erosion or sedimentation creates a negative impact during site development, all site development activity should cease until adequate erosion and sedimentation control is re-established and maintained. Methods to lessen impacts include tight-lining storm drainage from the slopes, immediately planting native groundcover and possibly other vegetation on the slopes, and limiting construction in these areas to the dry period of the year.

**Policy EN1E**
Minimize the risk of structural damage, fire, injury to occupants, and post-seismic collapse in areas such as steep slopes and wetlands that are subject to severe seismic hazard by requiring the use of appropriate soils analysis and construction methods.

## DRAINAGE SYSTEMS

**Policy EN1F**
Consider the entire Chambers-Clover Creek watershed in coordinating and implementing surface water management plans, with strategic actions and responsibility shared among University Place, Pierce County and other cities located within the watershed.

**Policy EN1G**
Maintain, enhance and protect natural drainage systems to protect water quality, reduce public costs and prevent environmental degradation including the destruction of wildlife habitat and degradation of vegetative cover within the stream corridor. Avoid altering natural drainage systems without implementing effective measures to minimize the risk of flooding and reduce negative impacts to water quality from stream scouring and sedimentation.

**Policy EN1H**
Protect water quality and natural drainage systems by controlling stormwater runoff that carries oil, fertilizers or other pollutants into streams. Reduce peak storm flows that scour streambeds, undercut stream walls, and fill spawning areas with silt, thereby damaging or destroying them. Protect water quality by requiring use of best management practices for stormwater management.

**Policy EN1I**
Consistent with National Pollutant Discharge Elimination System (NPDES) Western Washington Phase II Municipal Stormwater Permit requirements that apply to University Place, review, revise and make effective the City's development-related codes, rules, standards, or other enforceable documents to incorporate and require Low Impact Development (LID) principles and LID BMPs no later than December 31, 2016. The intent of the revisions shall be to make LID the preferred and commonly-used approach to site development.

Conduct a similar review and revision process, and consider the range of issues, outlined in the following document: *Integrating LID into Local Codes: A Guidebook for Local Governments* (Puget Sound Partnership, 2012).

Support efforts by Pierce County to implement the Chambers Creek Properties Design Standards, amended pursuant to Ordinance 636 in 2014, which require future parking lots and certain other facilities to comply with the *Low Impact Development Technical Guidance Manual for Puget Sound*, prepared by the Washington State University Extension and Puget Sound Partnership with the participation and support of a broad

ranges of stakeholders. Encourage project designs to take full advantage of improvements in the performance of porous asphalt, permeable concrete and supportive technologies that may allow for the use of LID techniques to a degree, even on properties with poor soils.

**Policy EN1J**
Require LID designs and LID BMPs in areas where soils and geology support it. Mimic the predevelopment hydrology of a site by using a combination of site planning and structural design strategies to control runoff rate and volumes in order to prevent physical, chemical and biological degradation to streams, lakes, wetlands and other natural aquatic systems from commercial, residential or industrial development sites. Use low impact development designs to provide environmental and economic benefits including:

- Improved Water Quality. Stormwater runoff can pick up pollutants such as oil, bacteria, sediments, metals, hydrocarbons and some nutrients from impervious surfaces and discharge these to surface waters. Using LID practices will reduce pollutant-laden stormwater reaching local waters. Better water quality increases property values and lowers government clean-up costs.
- Reduced Number of Costly Flooding Events. In communities that rely on ditches and drains to divert runoff to local waterways, flooding can occur when large volumes of stormwater enter surface waters very quickly. Incorporating LID practices reduces the volume and speed of stormwater runoff and decreases costly flooding and property damage.
- Restored Aquatic Habitat. Rapidly moving stormwater erodes stream banks and scours stream channels, obliterating habitat for fish and other aquatic life. Using LID practices reduces the amount of stormwater reaching a surface water system and helps to maintain natural stream channel functions and habitat.
- Improved Groundwater Recharge. Runoff that is quickly shunted through ditches and drains into surface waters cannot soak into the ground. LID practices retain more rainfall on-site, allowing it to enter the ground and be filtered by soil as it seeps down to the water table.
- Enhanced Neighborhood Beauty. Traditional stormwater management infrastructure may include unsightly pipes, outfalls, concrete channels and fenced basins. Using LID broadly can increase property values and enhance communities by making them more beautiful, sustainable and wildlife friendly.

## STREAMS AND WATER BODIES

**Policy EN1K**
Preserve, protect and improve natural stream channels for their hydraulic and ecological functions and aesthetic values and benefits by:

- Acquiring existing stream channels as public property;
- Creating buffer areas around streams;
- Clustering development away from stream channels;

- Reducing peak storm flows into streams; and
- Re-establishing trees and vegetation on disturbed sites.

**Policy EN1L**
Discourage channeling streams through culverts in order to avoid destroying fish habitat and food sources unless absolutely necessary for property access. Use bridges whenever practicable for stream and creek crossings to avoid degrading the natural character and aesthetics of a stream channel. To reduce disruption to the watercourse and its banks, crossings should serve several properties in order to minimize their number. When culverts are necessary, use oversized culverts with gravel bottoms that maintain the channel's width and grade.

## WETLANDS

**Policy EN1M**
Regulate development to protect the functions and values associated with wetlands. Wetland impacts must be avoided or mitigated consistent with federal and state laws. Consider the use of off-site mitigation for wetlands impact, such as creating a new wetland or enhancing an off-site wetland, when the watershed as a whole will benefit, consistent with best available science.

**Policy EN1N**
Provide for long-term protection and “no net loss” of wetlands by function and values. Encourage innovative and equitable wetland management methods. Protect the ability of wetlands to function naturally and provide landscape diversity through incentives and other effective programs. Encourage educational opportunities that increase public understanding and appreciation for the values of wetlands. Advise citizens of measures they can take to protect and enhance wetlands on their properties. Pursue public acquisition of high-value wetland areas.

**Policy EN1O**
Require effective buffering around wetlands to protect their natural functions. Ensure that all activities in wetlands and/or buffers are mitigated in accordance with applicable Washington State Department of Ecology wetland manuals. Regulated activities should not be permitted within wetlands and/or buffers unless all reasonable attempts have been made to avoid impacts to the wetland and/or buffer. Mitigation should be considered in order of preference below with (1) being most preferable and (5) being the least preferable:

- Avoiding the impact altogether by not taking a certain action or parts of actions within the wetland and/or buffer;
- Minimizing impacts by limiting the degree or magnitude of the action and its implementation, by using appropriate technology, or by taking affirmative steps to 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 or providing substitute resources or environments.

## SHORELANDS

**Policy EN1P**
Preserve and enhance shoreline ecology while balancing public access and recreational opportunities and achieving other shoreline goals in accordance with the Shoreline Management Act and the City's adopted SMP.

## AQUIFERS

Policy EN1Q
Protect the EPA-designated Sole Source Aquifer that underlays University Place to ensure that drinking water supplies are protected and overall water quality and quantity are maintained or improved. Require all new development to be served by sanitary sewers unless a determination is made that such service is unavailable. Limit this exception to small-scale infill development located in neighborhoods where there are significant constraints that preclude extension of sanitary sewer service in the foreseeable future. Ensure that new development meets performance standards to maintain aquifer recharge and protection. Retrofit existing facilities, where feasible, to meet water quality standards.

## FLOOD PRONE AREAS

**Policy EN1R**
Preserve the natural flood storage function of floodplains. Emphasize non-structural methods in planning for flood prevention and damage reduction.

**Policy EN1S**
Protect 100-year floodplains by restricting development within them, locating roads and structures above the 100-year flood level, and requiring new development to replace existing flood storage capacity lost to filling.

**Policy EN1T**
Make floodplain and floodway information available to the public to improve community understanding of potential hazard areas, particularly the saltwater shoreline at the northern end of Day Island, South Spit and Sunset Beach, the areas adjoining Leach Creek 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. Maintain fish and wildlife movement corridors to protect species. Retain buffers of undisturbed vegetation along streams, ponds, wetlands and Puget Sound. Periodically review development regulations and policies to determine whether they adequately protect critical fish and wildlife habitat areas. Assess new development on or near critical habitat areas to determine impacts on fish and wildlife. Mitigate potential impacts consistent with habitat management plans developed in accordance with critical area code requirements. Encourage retention of open space in new subdivisions and discourage incompatible uses near critical habitat areas.

### Policy EN2B

Require buffer areas adjacent to steep slopes, wetlands, stream ravines, and stream corridors to protect wildlife and fish habitat. Encourage clustering of development away from these areas to maximize the effectiveness of buffers between the development and sensitive areas.

### Policy EN2C

Permit access to wetlands for scientific and recreational use while providing for the protection of sensitive habitats. Carefully plan access trails to allow public enjoyment of wetlands such as Morrison Pond while assuring safety and preventing environmental impacts. Support educational programs that use wetlands for learning purposes, including the study of wetland biology and ecosystems.

### Policy EN2D

Prevent further degradation of streams and where feasible restore or enhance habitat. Initiate studies to ascertain baseline conditions of water quality and habitat. Coordinate efforts with Lakewood and Pierce County to preserve the natural qualities and ecological functions of Chambers Creek canyon and improve this area for recreational use and other amenities in an environmentally sensitive manner. Carefully design future development in the Leach Creek watershed to protect the drainage area and restore the stream to a more natural state.

### Policy EN2E

Effectively administer the King County Surface Water Design Manual to ensure that private and public development of areas near streams does not degrade the quantity and quality of stream flows necessary for fisheries and other recreational activities.

**Policy EN2F**
Work with adjacent jurisdictions to identify and maintain continuous corridors for wildlife. Focus efforts on stream corridors, steep slopes, shoreline bluffs and Puget Sound, all of which form parts of University Place's contiguous boundaries with Tacoma, Fircrest, Lakewood and Pierce County.

**Policy EN2G**
Give special consideration to conservation and protection measures necessary to preserve and enhance anadromous fisheries including Chinook, Coho and Chum Salmon, and Steelhead Trout.

**Policy EN2H**
Monitor and actively participate in planning, management and regulatory activities related to the Endangered Species Act (ESA) listing of Chinook salmon and other critical habitat in University Place.

## GOAL EN3
## Protect and improve the essential livability of the urban environment.

### WATER QUALITY

**Policy EN3A**
Enhance and protect water quality. Preserve water as an amenity and its ecological functions through planning and innovative land development. Achieve clean water by various methods, including:

- Requiring sanitary sewers for proposed new development and substantial redevelopment when determined to be available by the sewer provider;
- Requiring effective stormwater control for new development and redevelopment;
- Emphasizing public education on how to maintain water quality within natural drainage basins; and
- Reducing or controlling pollutants in runoff from paved surfaces.

**Policy EN3B**
Manage water resources for the multiple benefits and uses of recreation, fish and wildlife habitat, flood protection, erosion control, water supply, and open space.

**Policy EN3C**
Work with neighboring jurisdictions and other agencies and organizations to enhance and protect water quality in the region.

### AIR QUALITY

**Policy EN3D**
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 scenic views. Provide information to the public on air quality problems and measures that can be taken to improve air quality.

**Policy EN3E**
Continue efforts to address climate change and the reduction of greenhouse gasses. Implement the University Place Organizational Sustainability Plan, which includes goals, policies and implementation strategies. Continue to build bicycle lanes, pedestrian paths, trails and multi-modal facilities. Encourage the use of electrical vehicles by encouraging and providing electric vehicle charging stations. Promote the use of alternative energy sources including solar and wind energy, and encourage energy conservation and energy efficient buildings. Lead by example by purchasing electric or hybrid fleet vehicles, incorporating energy conservation practices in daily operations, using solar panels to supplement energy consumption and building energy efficient public facilities.

Policy EN3F
Develop land use practices that improve air quality such as retaining trees and other vegetation that filters out suspended particulates and purifies the air. Discourage land uses that create local air quality problems. Promote land use patterns that result in reduced commuting times. Require dust control measures during site preparation in new development.

**Policy EN3G**
Support air pollution reduction measures, particularly those involving vehicle emissions, to attain or maintain federal and state air quality requirements. Work with Puget Sound Regional Council, Washington State Department of Transportation, Pierce Transit and local agencies to develop transportation demand management measures and emission reduction programs. Educate citizens on methods to reduce air pollution in the community. Reduce the number of vehicles on the road by supporting commute trip reduction strategies, and building *complete streets* that encourage the use of alternate modes of transportation such as public transit, bicycles and walking.

## NOISE POLLUTION

**Policy EN3H**
Reduce and where possible eliminate impacts associated with major noise-generating uses, especially when located near residences. Retain trees and other vegetation to filter noise along arterial streets and the perimeters of new subdivisions when these neighborhoods abut land uses that generate sound levels sufficiently high to negatively impact residents. Minimize noise impacts from construction sites by enforcing limits on hours of construction activity.

## TREES AND LANDSCAPING

**Policy EN3I**
Protect and enhance the natural green and wooded character of University Place. Retain an abundance of mature trees and a healthy understory to maintain community identity and contribute to a healthy environment by cleaning the air, producing oxygen, reducing surface water run-off, providing wildlife habitat, absorbing sound and masking noise, and reducing energy costs through shading and windbreak functions.

**Policy EN3J**
Encourage preservation of significant trees and planting of new trees in locations that allow normal growth patterns, support energy conservation and complement view access, light, privacy and safety needs. Plant deciduous trees where summer shade, winter solar gain, and seasonal change will be beneficial or desired. Plant evergreen trees where year-around beauty, visual screening and noise buffering are desired. Require street trees along all new and substantially modified arterial, collector and local streets.

**Policy EN3K**
Encourage landscaping with a mix of trees, shrubs and groundcovers that attracts wildlife, is drought-resistant, and can achieve healthy growth in the Puget Sound environment. Include a substantial native plant component and select other varieties that can readily adapt to the local climate to minimize disease and reduce the need for irrigation and maintenance once established.

**Policy EN3L**
Promote the use and expansion of litter prevention programs within all sectors of the community. Consider establishing an “Adopt A Street” program to control litter, help defray city maintenance costs, create a cleaner, safer urban and natural environment, and boost civic pride.

**Policy EN3**
Require tree surveys for new developments to identify healthy significant trees that should be preserved. Focus tree retention on the perimeter of a development site where building setbacks already preclude construction while also preserving significant trees in the interior of a site. Protect trees designated for preservation from development impacts. Require replacement trees if the requisite number of trees cannot be preserved.

# 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 indigenous plants and wildlife are just of few of the natural features that attract residents 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 aquifers, streams, and the Puget Sound.

Understanding the components of the City's environment and how they are related helps the community formulate policy and ultimately the regulations that should be administered to adequately protect the environment. Protecting the environment serves to protect health, safety, and welfare including quality of life.

**RELATIONSHIPS**

The components of University Place's 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. Topography, soil and hydrology determine where slopes are likely to fail or erode causing damage to downslope properties and sedimentation in creeks. Sedimentation in creeks impacts the Chum, Coho and Chinook salmon, and Steelhead, Cutthroat and Rainbow trout that spawn there.

The climate, geology, topography, soils and vegetation determine drainage patterns. Within the City's drainages, surface water infiltrates soil and reaches the aquifer, or flows into creeks and wetlands that act as natural flood control areas. The permeable soils in this area enable 50% to 60% of rainwater to infiltrate and become groundwater that recharges the aquifer. The community relies on the aquifer to provide safe clean drinking water. Because of the pervious nature of the geology and soils, the community must be careful not to pollute the aquifer. The depth to groundwater varies under the City. 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 stormwater, 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 lives and property from damage, injury and loss.

A substantial component of residents' quality of life is derived from the plants and animals that inhabit the City. Climate, soils, and drainages contribute to the rich communities of plant and animal life. Citizens have expressed a strong desire to protect native plant and animal species, which include evergreen and deciduous trees and undergrowth, 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 led 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.

Riparian habitat along creeks supports a number of plant and fish communities. Chambers Creek supports approximately 20 species of fish including four 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 the City’s marine waters. Phytoplankton or algae form the first link in the food chain and their respiration provides most of the oxygen that animal life relies upon.

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 City 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 snowfall, 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. Glacial 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, lakebed 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 Soil 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 border Puget Sound north of Sunset Beach and 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 that 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 City cause concern for a range of issues. Areas of the City 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 5-1** shows

areas of the City that fit the above criteria and are labeled landslide and erosion hazard areas.

**Ground and Surface Water**

The porous nature of glacial outwash in most of the City's 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.

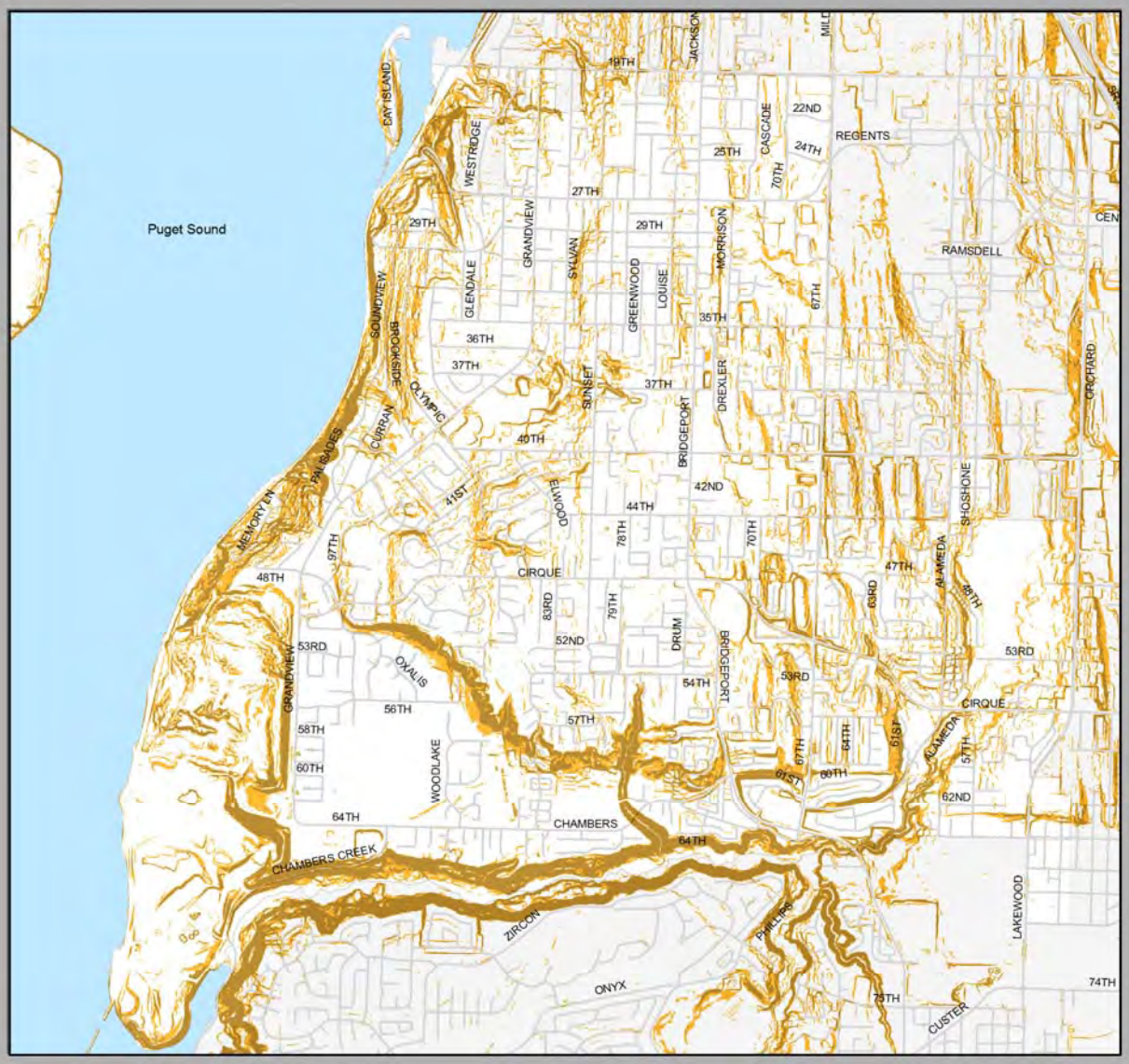
University Place can be divided into the Tacoma West Subwatershed and the Chambers Bay Subwatershed -- both part of the larger Chambers-Clover Creek Watershed. The Chambers Bay Subwatershed includes drainages in the eastern and southern portions of the City. As shown in **Figure 5-2** the dividing line 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, which 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.

## Figure 5-1

# Landslide and Erosion Hazard Areas




**Percent Slope**

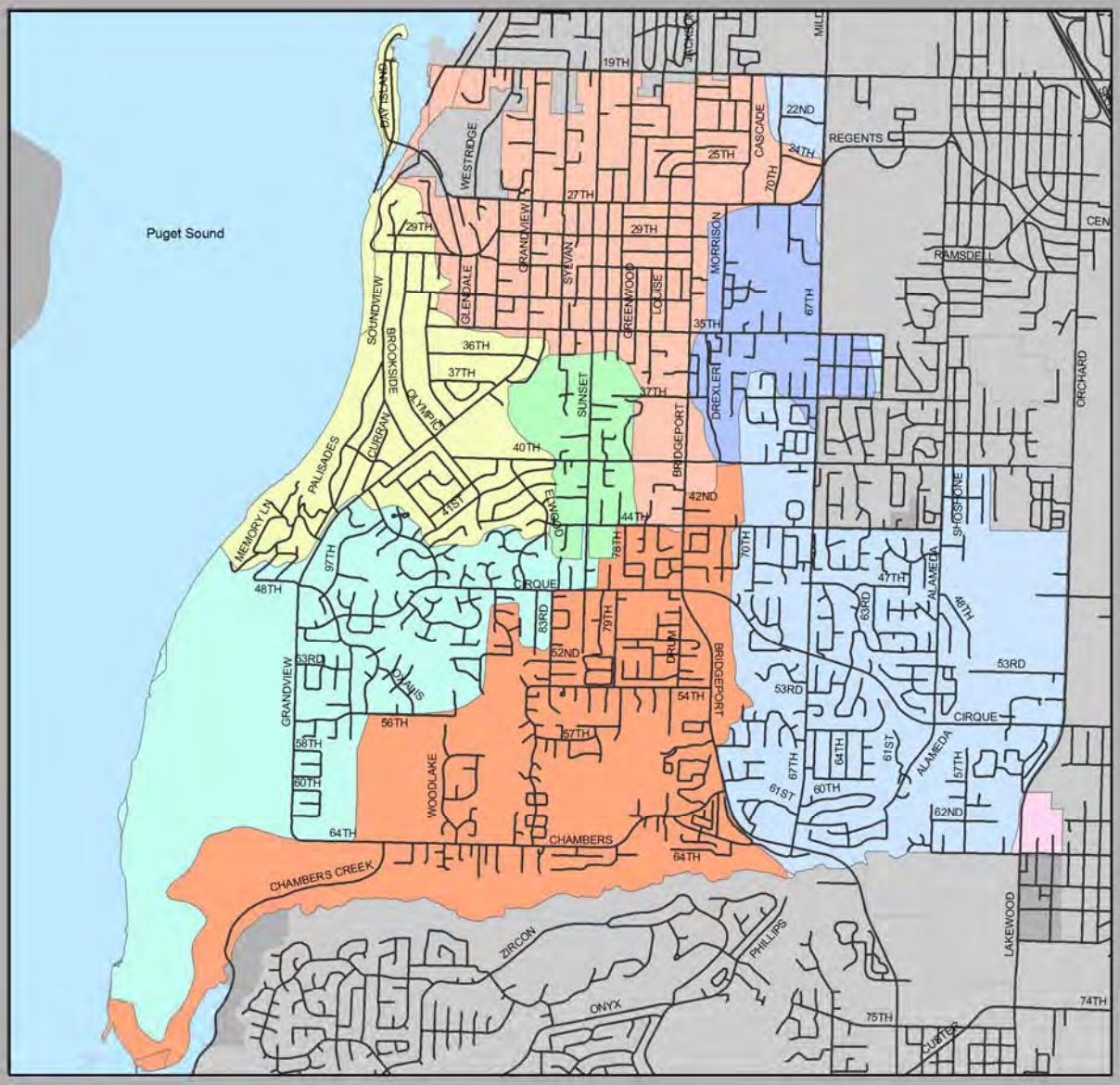
- 0 - 15% Slope
- 15 - 30% Slope
- Greater Than 30% Slope

Scale
1:40,000

University Place
Planning and Development Services

## Figure 5-2

## Subwatersheds




Subwatersheds

- CHAMBERS CREEK
- CURTIS POT HOLE
- DAY ISLAND POT HOLE
- FLETT CREEK
- LEACH CREEK
- SOUNDVIEW
- STEILACOOM-WESTON
- TITLOW

Scale
1:40,000

University Place
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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 chloride 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 City 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 5-3** shows flood plains in the City, 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 the City's 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 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 5-4**.

The largest wetlands in University Place are along the Puget Sound Shoreline, Leach Creek and 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 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.

## Figure 5-3

# Flood Plains and Floodways

**Flood Plains and Floodways**

Floodway

100 Year

500 Year

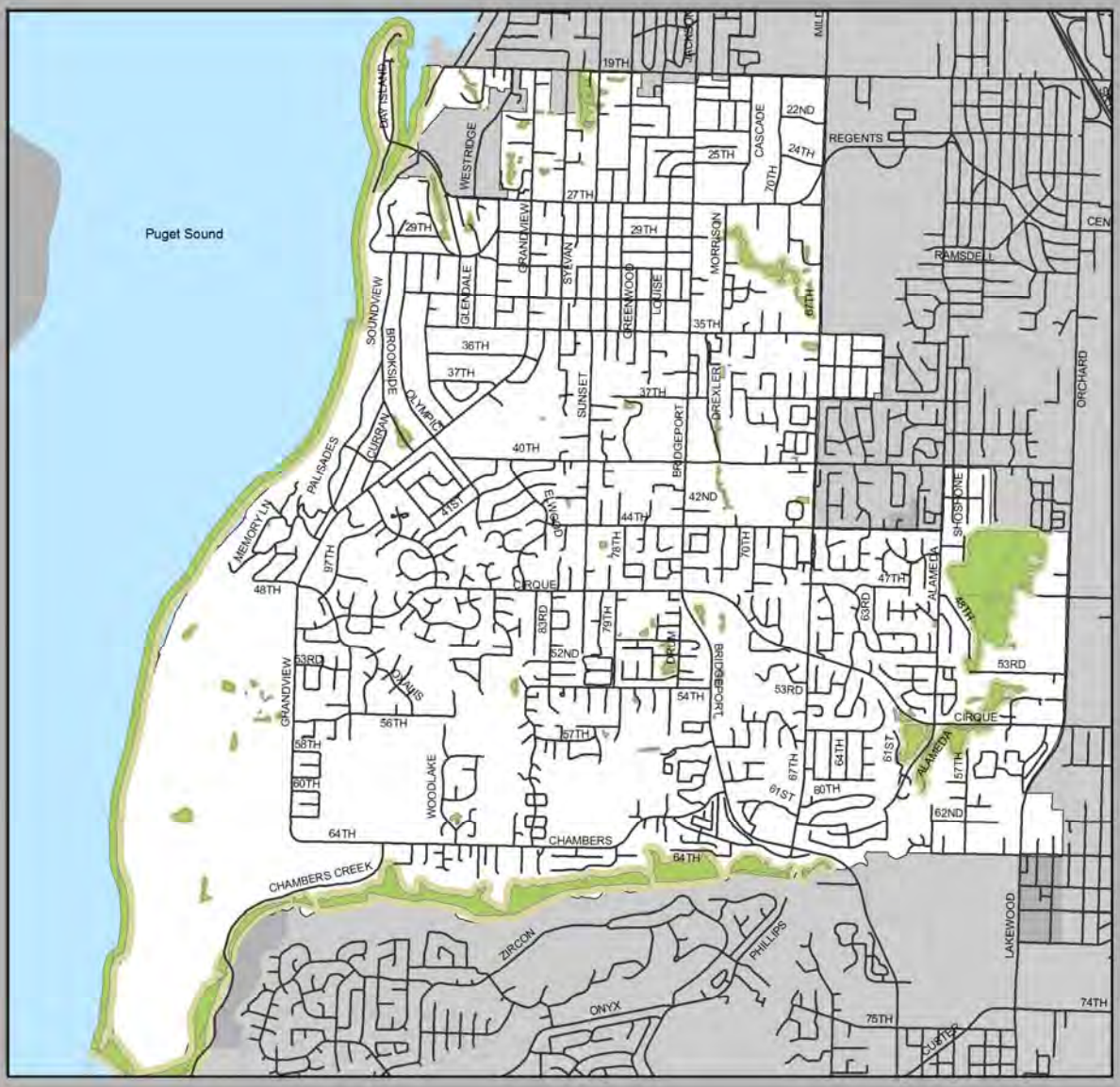
Scale

1:40,000

University Place
Planning and Development Services

## Figure 5-4

# Wetlands and Wetland Buffers



**Plants and Wildlife**

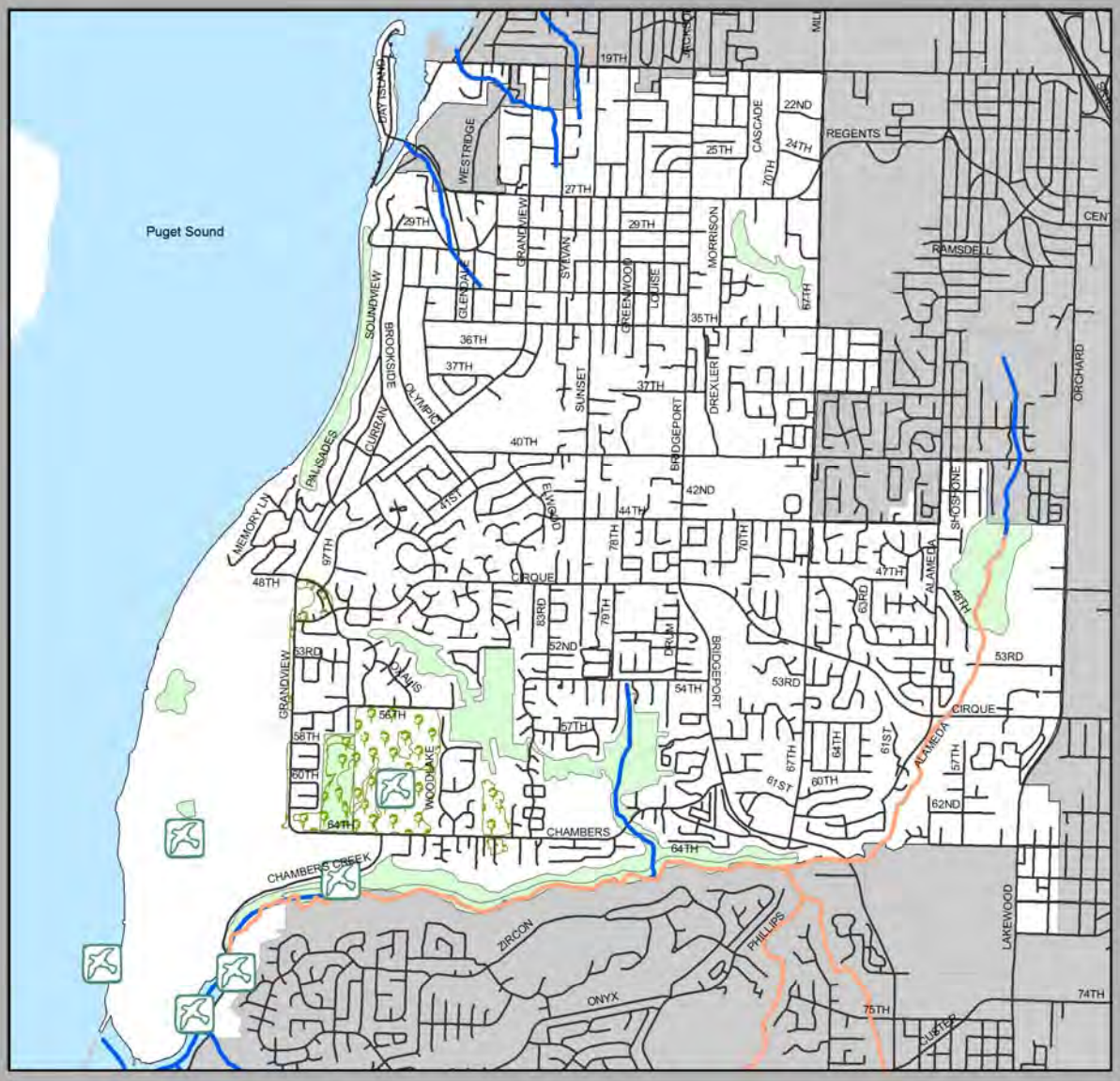
The dominant native tree species in University Place are Douglas fir followed by Western Red Cedar, Red Alder, and Western Hemlock. Other common native tree species include Oregon White Oak, Big Leaf Maple Cottonwood, and Pacific Madrona. There are too many native shrubs and herbs to list but a few of the most common species. Common native shrubs include Salal, Red Elderberry, Salmonberry, Evergreen Huckleberry, 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 groundwater 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 City's physical and aesthetic character.

Several species of fish and numerous birds, mammals, amphibians and reptiles live within or move through University Place. Chum and Coho Salmon, and Cutthroat and Rainbow Trout, inhabit the City's creeks. The Puget Sound shoreline 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 City 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 5-5** 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.

## Figure 5-5

# Fish and Wildlife Areas




Priority Spiecies

Priority Habitat

Oak Woodland

Salmonid Bearing Stream

Stream

University Place
Planning and Development Services

1:40,000

CHAPTER 6

# TRANSPORTATION ELEMENT

## INTRODUCTION

To achieve University Place's vision and goals, the Transportation Element is designed to guide development of the City's transportation system to serve the community as envisioned in this Plan. The transportation policies in this Element are designed to guide the actions of the City public agencies and private decisions related to individual developments.

In accordance with the Comprehensive Plan, significant amounts of new residential and commercial development, with associated population and employment growth, are forecasted. University Place's growth targets and projections through 2035 are summarized in the Land Use Element. Land uses surrounding the City are assumed to develop in a pattern consistent with the regional strategies, including *VISION 2040* and *Transportation 2040*. Land use and transportation forecasts for surrounding areas are integrated into the assumptions underlying the transportation improvement identified in this element.

In developing a transportation system that serves current and future needs, the policies in this Element support programs, projects and services with long term benefits to the community that address economic, social and environmental needs. University Place's transportation policies promote long term community benefits by:

- Developing a transportation system that supports mixed land uses, particularly in the City's Regional Growth Center; and
- Offering multimodal travel choices that are safe for all users.

In promoting such benefits, the City seeks to address the need for a better transportation system -- one that is accessible with connections between places, helps improve air quality through the use of alternative fuels that reduce greenhouse gas emissions, and is designed to encourage healthier lifestyles and independent living, particularly for vulnerable populations.

The overarching objectives of the Element are to:

- Ensure that the transportation system, including all programs, projects and services, whether funded, built or operated privately or by a public sector agency, serve to achieve the preferred land use pattern contained in the Land Use Element;
- Ensure that the transportation system provides for the mobility and access needs of those who live, shop, visit, work and recreate in University Place; and
- Ensure the safe and environmentally sound use of the transportation system, and limit the loss of life due to fatality accidents.

## STATE AND REGIONAL PLANNING CONTEXT

### *GROWTH MANAGEMENT ACT*

The Washington State Growth Management Act (RCW 36.70A) requires the City include a Transportation Element within its Comprehensive Plan. The Act identifies transportation

facilities planning and, specifically, encouraging efficient multi-modal transportation systems based on regional priorities coordinated with local comprehensive plans, as a planning goal to guide the development and adoption of comprehensive plans and development regulations. The Transportation Element must include: (a) land use assumptions used in estimating travel; (b) facilities and services needs; (c) finance; (d) intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions; and (e) demand management strategies.

### *COMMUTE REDUCTION EFFICIENCY ACT*

The Commute Reduction Efficiency Act of 2006 (RCW 70.94.521-531) goal is to reduce congestion on the roadway network and help address the air pollution issues within the urban areas. This act requires local governments to work with their larger employers to develop and implement strategies for reducing their single occupant auto trips. Jurisdictions affected by the commute trip reduction (CTR) law are required to develop local CTR plans that include the documenting of local transportation settings of the affected work sites and the strategies by which the rate of single occupant vehicle use may be reduced.

### *VISION 2040 MULTICOUNTY PLANNING POLICIES (MPP)*

*VISION 2040* offers an integrated approach to addressing land use and transportation, along with the environment and economic development. It calls for a clean, sustainable transportation future that supports the regional growth strategy. Sustainable transportation involves the efficient and environmentally sensitive movement of people, information, goods and services – with a special focus on safety and health. Sustainable transportation minimizes the impacts of transportation activities on air, water, and climate. It includes the design of walkable cities and bike-able neighborhoods, as well as using alternatives to driving alone. It relies on cleaner, renewable resources for energy.

The transportation-related multicounty planning policies in *VISION 2040* are presented in three groups. The first group of policies calls for maintaining, preserving, and operating the existing transportation system in a safer and more efficient way. They advance transportation that is less polluting. The second group of policies call for developing the system to support the regional growth center, particularly travel within and between centers. Investments are to be prioritized to serve centers and to support pedestrian-oriented, mixed-use development. The policies address complete streets to serve all users, green streets that are better for the environment, and context- sensitive design that guides the development of transportation facilities to better fit within the context of the communities in which they are located. There are policies addressing nonmotorized transportation as well as freight. The final group of policies addresses greater transportation options, including alternatives to driving alone, mobility choices for people with special needs, and avoiding new roads or capacity expansion in rural areas.

### *PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPP)*

The Pierce County Countywide Planning Policies is a written policy statement that establishes a countywide framework from which county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that municipal and county comprehensive plans are consistent.

The CPPs are intended to provide the guiding goals, objectives, policies and strategies for the subsequent adoption of comprehensive plans. CPPs that offer guidance for development of the Transportation Element include ones that address: *Transportation Facilities and Strategies; Natural Resources, Open Space, Protection of Environmentally-Sensitive Lands, and the Environment; Community and Urban Design*, *Health and Well-Being;* and *Promotion of Contiguous and Orderly Development and Provision of Urban Services.*

# LOCAL PLANNING CONTEXT

## *TRANSPORTATION ASPIRATIONS*

Looking ahead 20 years…

***In the 2030s, University Place's transportation system offers people a variety of real choices for how they travel between where they live, work, shop and play.***

*Each year, more people walk, bicycle, carpool or use transit to travel within the City and to access the regional bus and light rail system. Land uses that reflect a vibrant community character have created a strong market demand for these options.*

*The City's transportation infrastructure reflects this by prioritizing more people-oriented travel that supports the community's land uses, manages its limited roadways most efficiently, provides a transportation system that embodies the City's long term mobility goals, and achieves University Place's preferred land use pattern and vision.*

*The City has invested strategically and leveraged regional funds to ensure a safe, well-maintained system, improve transportation choices and mobility, and support the City's Regional Growth Center. Neighborhoods have increased access to the three districts located within the regional center, neighboring cities and the region. Significant investments in SR16, I-5, and regional and local transit routes have improved mobility for people and goods. In University Place roadway projects have been built where needed to improve safety and operating efficiency or to create more accessible connections. The City continues to maintain an effective system of access and circulation for delivery and freight. Streetscapes include lighting, are attractive and well designed, and enhance environmental quality for various travel modes.*

*In responding to significant energy costs and new vehicles' fuel options and technologies, the City has developed alliances with other agencies and the private sector to create new opportunities and efficiencies. In turn, these alliances support easy access to electric vehicle charging stations and other alternative fueling infrastructures, as well as access to information about travel conditions, incidents, and transit arrival and departure times.*

## *MAJOR TRANSPORTATION ISSUES*

- Developing, maintaining and managing an economically sustainable transportation system that supports the efficient movement of people, information, goods and services in a manner that is sensitive to community character and the environment, supportive

of the economy, and protective of the safety, health and well-being of University Place residents, employees, and visitors.

- Ensuring the capacity of Bridgeport Way and other major arterials and intersections will accommodate projected population and employment growth in the region.
- Maintaining deteriorating roadways on a regular basis to provide a safe and comfortable road system that meets the needs and expectations of the community.
- Providing sidewalks, pedestrian paths and bicycle lanes throughout the City to provide safe and convenient passage for pedestrians and cyclists and to encourage walking and biking as an alternative to driving.
- Establishing a sustainable funding source for transportation facilities and services in order to maintain the existing network and respond to growth demands.
- Coordinating with local and regional transportation agencies and adjoining jurisdictions -- including Tacoma, Fircrest, Lakewood and Pierce County, to ensure development of an efficient multimodal transportation network.
- Amending the City's plans and regulations to ensure consistency with the Puget Sound Regional Council's *VISION* 2040, and *Transportation 2040*, the Regional Transportation Plan, which contain specific growth management goals, policies and actions for cities with Regional Growth Centers.
- Accommodating projected population and employment growth in the Regional Growth Center and other existing multi-family and commercial areas.
- Planning for natural disasters and large special events that can impact the community.
- Identifying and securing grant funding, which tends to be available for projects that add multi-modal components to existing facilities -- but not for projects that focus on adding vehicle capacity to meet level of service capacity needs.
- Establishing partnerships among community members, including residents, emergency responders, and others who work in some official capacity relating to transportation system infrastructure and performance, to increase support for alternative modes of transportation and the users of these modes.

# GOALS AND POLICIES

This Element contains the transportation goals and policies for the City of University Place. The following goals establish broad direction for transportation planning while the policies provide strategies for achieving the intent of each goal. Goals are preceded by an initial background statement that provides an intent or purpose for each goal.

## *A MULTIMODAL TRANSPORTATION NETWORK*

The automobile is expected to remain the dominant mode of transportation for the foreseeable future. However, there appears to be increasing demand for, or desire to use, other forms of transportation. Mass transit, ride-sharing, biking, walking, as well as driving personal vehicles, are increasingly in the mix of choices being considered and used. In today's society, expanding the use of modes of transportation other than the privately-owned automobile will be important in reducing congestion on roadways, emissions, and fuel consumption. Improving circulation in the City for all modes of transportation will help promote the safe, convenient and reliable movement of people, goods and services.

A well-integrated multimodal transportation network will help support the City's other growth management goals and policies including those addressing economic vitality and livability. It will improve accessibility for all regardless of socioeconomic status or individual ability. It can be designed in such a way that it enhances the community around it and be compatible with natural systems. And, it can enhance University Place's role in the regional economy by supporting economic development within the City's Regional Growth Center.

## GOAL TR1

**Develop, maintain and operate a multimodal transportation system that provides for the safe, efficient and reliable movement of people, goods and services.**

### Policy TR1A

Create a transportation network that includes vehicle, pedestrian, bicycle and transit components located throughout the City -- and connecting to adjacent communities -- to provide for the safe, efficient, convenient and reliable movement of people, goods and services.

### Policy TR1B

Refine and implement the City's *Complete Street* design standards to provide safe and convenient access for all modes of transportation including private motor vehicles, transit, cyclists and pedestrians, thereby increasing capacity, increasing safety, and improving street aesthetics and walkability. Include amenities in street designs, including trees and other landscaping, street lights, benches and waste receptacles to add to the pedestrian experience and further calm traffic.

### Policy TR1C

Employ Context-Sensitive Design techniques in transportation projects that take into consideration aesthetics, historical and cultural elements, the environment, and other aspects of community character, while ensuring safety and accessibility.

### Policy TR1D

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

### Policy TR1E

Develop Mode Split Goals for the University Place Regional Growth Center consistent with VISION 2040 requirements. Establish these goals by defining mode categories to measure, e.g., all trips or just trips to work, determining existing mode splits, evaluating mode split trends, and predicting future mode splits. Mode splits will measure the daily trips made by travelers using different modes of transportation including single or high occupancy vehicles, transit, walking, or bicycling. The development of mode split goals should be done concurrently with the regional growth center subarea planning described in the Land Use Element.

### *ACCESSIBILITY TO TRANSPORTATION*

Approximately one-third of the population does not drive or have access to an automobile. This group includes people who choose not to drive, people without licenses or with disabilities, people who are not able to afford a car, and young people under the driving age. These people rely on others to provide them private automobile mobility, public transit, walking and cycling. Providing facilities for all modes of transportation will help enable these individuals to meet their transportation needs and more fully participate in society.

### GOAL TR2

**Transportation improvements within the City should ensure alternative transportation choices are available to underserved areas and provide mobility choices for people with special needs including persons with disabilities, the elderly, young and low-income populations.**

#### Policy TR2A

Ensure compliance with Americans with Disabilities Act (ADA) requirements by making all street sidewalk and curb ramp areas accessible to all pedestrians, including those with disabilities, by constructing new pedestrian facilities in compliance with the ADA, and upgrading existing facilities to remove barriers and improve accessibility. Improvements should include appropriate pavement markings and signalization and facilitate the use of transit.

#### Policy TR2B

Design and build *Complete Streets* with facilities for all modes of transportation. Connect residential neighborhoods to commercial mixed-use centers and public transit with sidewalks, paths and bike lanes to provide greater access to transportation choices for those who do not drive and those who have limited mobility resources.

### *TRANSPORTATION SAFETY*

Transportation safety is affected by how the transportation system is designed, constructed, operated and maintained. Traffic conditions on residential streets can greatly affect neighborhood livability and environment. When streets are safe and pleasant, the quality of life is enhanced. When high vehicle speeds or excessive volumes of through traffic become a daily occurrence, residents' sense of community and personal well-being are threatened. These in turn can lead to related problems, such as collisions, conflicts with driveway access, and unreasonable safety risks for pedestrians and bicyclists. Generally, higher rates of speed equate to much higher fatality rates when vehicle-pedestrian accidents occur.

### GOAL TR3

**Improve the safety of the transportation system, reduce speeds and protect the quality of life in residential neighborhoods.**

#### Policy TR3A

Establish speed limits that reflect street function, adjacent land uses, and physical condition of the roadway. Promote travel at a lower rate of speed, where appropriate, to improve safety, help achieve the State's goal of zero deaths and disabling injuries, and

create a more comfortable environment for pedestrians and cyclists. Achieve lower vehicular travel speeds through traffic calming and effective enforcement of appropriate speed limits.

**Policy TR3B**
Protect the quality of life in residential neighborhoods by monitoring traffic volumes and developing comprehensive, integrated and cost-effective traffic, bicycle and pedestrian safety improvements in residential areas. Such improvements may include sidewalks and pathways to connect to schools, parks, and transit stops. Additional improvements may include signage, bicycle facility and street improvements that include traffic calming design elements.

**Policy TR3C**
Establish and assign truck routes to the City's major delivery destinations along major arterials to avoid impacts on secondary arterials, collectors, and neighborhood streets. Heavy truck use of these streets, which are not designed to accommodate significant amounts of truck traffic, may increase maintenance and decrease safety.

**Policy TR3D**
Require shared access driveways and cross-access between developments when planning for public rights-of-way improvements and private development in order to reduce turning movement conflicts and enhance pedestrian and vehicular traffic safety. When street improvements are implemented, consolidate private driveway access to properties along major, secondary, and collector arterials in order to reduce safety hazards and increase street capacity.

**Policy TR3E**
Encourage the use of existing major arterials for the movement of through-traffic and freight in order to reduce the need for new capital projects and support the reliable movement of people, goods and services. Employ traffic calming measures on residential streets to discourage or slow neighborhood through-traffic.

**Policy TR3F**
Use roundabouts, traffic circles, landscaped medians, pedestrian bump-outs and other traffic calming measures to reduce speeds and increase safety. Where appropriate, design these facilities to provide pedestrian refuge areas that reduce pedestrian crossing distances, reduce conflict points and enhance streetscape landscaping. Use other traffic calming measures that offer pedestrian protection such as on-street parking, or increase driver awareness of pedestrians through the use of textured pavement and signage.

**Policy TR3G**
Avoid the creation of excessively large blocks and long local access streets that are uninterrupted by intersections, mid-block neck-downs, or other traffic calming elements in order to discourage higher motor vehicle speeds that reduce pedestrian and bicyclist safety.

**Policy TR3H**
Avoid the construction of sidewalks next to street curbs and provide physical separation

between traffic lanes and sidewalks to enhance pedestrian safety, add to sidewalk users' comfort, and encourage higher pedestrian usage. Wherever possible, separate pedestrians from traffic lanes by installing landscaped planter strips that include street trees.

### *VEHICULAR AND PEDESTRIAN CIRCULATION*

Roadway, sidewalks, trails, designated bicycle areas, and other areas of public circulation should be designed to provide the highest level of safety for the protection of human life and to ensure that there are transportation choices for people of all ages and abilities. Pedestrian facilities must meet ADA accessibility requirements. Safe, convenient and interconnected transportation networks should be provided for all major modes of transportation. An integrated, safety-oriented pedestrian and bicycle system increases mobility choices, reduces reliance on single-occupant vehicles, provides convenient access to schools, designated centers, transit systems, parks and other recreation areas throughout the city, and encourages regular physical activity to enhance health and wellness.

## GOAL TR4

**Improve vehicular and pedestrian traffic circulation within the City to enhance the quality of life.**

**Policy TR4A**

Ensure that streets and sidewalks provide access between residential neighborhoods and areas that are common destinations, including commercial mixed-use areas, schools, and parks. Maintain and enhance continuity of the street and sidewalk pattern by avoiding dead-end and half-streets not having turnaround provisions and by requiring through-connections in new developments.

**Policy TR4B**

Seek opportunities to obtain private easements or use existing public rights-of-way or public easements to develop alternative routes or improved linkages between residential areas or from residential to parks and commercial areas. Work with property owners to create well-lighted pedestrian paths in established areas with poor connections. New pathways should tie into a network of walking trails and help improve pedestrian facility connectivity, thereby encouraging physical activity and overall health and well-being.

**Policy TR4C**

Design and improve residential collector arterials to reduce speeds and accommodate neighborhood concerns about safety, aesthetics and noise. Construct missing sections of these streets to improve emergency vehicle access and response times and overall transportation system connectivity. Design these street connections to have two travel lanes only, pedestrian and bicycle facilities, landscaping, streetlights, and other traffic calming elements that reduce speeds and enhance compatibility with adjacent residences.

### *TRANSIT*

Transit is a key element of University Place's multimodal infrastructure and plays a critical role in providing connections, mobility and access both locally and regionally. PSRC's *VISION*

*2040* and *Transportation 2040* plans contain the regional growth and transportation strategies for the central Puget Sound region. These plans call for channeling future growth into regional growth centers and linking of these centers with light rail and other forms of transit. The Countywide Planning Policies for Pierce County expand on this strategy, providing guidelines for the designation and development of centers and measures to be taken by local jurisdictions in support of a regional high capacity transit system. PSRC and University Place's Comprehensive Plan have designated a Regional Growth Center for the Town Center, 27th Street Business, and Northeast Mixed Use Districts that warrants investment in transit to provide both local and regional connections.

## GOAL TR5
## Encourage use of public transportation to accommodate a larger proportion of the traveling public.

### Policy TR5A
Work with Pierce Transit to support the provision of local transit service on major, secondary, and collector arterials providing feeder service to residential areas and connections to adjacent jurisdictions. Local transit service should be expanded to serve the entire community including underserved neighborhoods and those individuals with special needs.

### Policy TR5B
Coordinate with Pierce Transit and the Tacoma and University Place school districts to develop bus stops and shelters with seating to provide greater comfort for riders and encourage higher ridership.

### Policy TR5C
Participate in Sound Transit's system planning process to help identify and evaluate potential options for system expansion, including alternatives that would extend light rail to portions of west Pierce County, including University Place. Work with Sound Transit and the community to determine long-term high capacity and express transit needs for the City and regional transportation partners. Consider Sound Transit's long-range plans to provide regional express bus service to the Tacoma Community College Transit Center during subarea planning for the City's Regional Growth Center. Work with citizens and other stakeholders to determine what regional high capacity transit modes and routes would best serve the community.

### Policy TR5D
Use transit as a way to provide for access, circulation and mobility needs in University Place, especially in the City's Regional Growth Center, additional areas planned for higher intensity mixed-use development, and favorable pedestrian environments.

## *SIDEWALKS AND BICYCLE LANES*
The needs of bicyclists, pedestrians and transit users must be integrated in all roadway projects. Sidewalk networks should be well connected with opportunities for regular safe street crossings. The availability of bicycle facilities can encourage people to bike rather than drive for short- and moderate-distance trips. If a roadway is designed to discourage vehicular

speeding, it can be comfortably used by pedestrians and bicyclists alike. Transit-friendly design should support a high level of transit activity and include provisions for pedestrians safely crossing the street on their return trip.

Walking and bicycling provide numerous individual and community benefits related to health, safety, the environment, transportation and quality of life. People who cannot or prefer not to drive should have safe and efficient transportation choices.

## GOAL TR6

**Develop facilities for pedestrians and bicyclists to achieve a walkable community to support active and independent living, health, environmental quality and cost savings for travel.**

### Policy TR6A

Require sidewalk facilities on all new and substantially redeveloped public streets to enhance public safety. Ensure the provision of sidewalks in close proximity to schools to offer protection for children who walk to and from school. Assign high priority to projects that provide access to the City's Regional Growth Center, provide linkages to transit, and complete planned pedestrian facilities or trails. Provide pedestrian facilities on non-arterial streets to supplement principal pedestrian facilities located on arterials. Ensure that crosswalks, signing, and pedestrian-activated signals conform to the *Manual on Uniform Traffic Control Devices (MUTCD).*

Policy TR6B

Develop a system of bicycle routes that connects neighborhoods and is coordinated with surrounding jurisdictions to allow people to conveniently travel between and within neighborhoods and local parks, commercial mixed use areas and regional facilities. Coordinate the planning, design, and construction of these facilities with adjacent jurisdictions to ensure consistency with regional plans. Base the design and type of bicycle facilities on the design standards for the functional classification of the roadway.

### Policy TR6C

Require that during the project review process for new development or redevelopment:

- Projects are consistent with applicable pedestrian and bicycle plans, master plans and development standards;
- Planned facilities include required frontage and crossing improvements consistent with applicable pedestrian and bicycle plans;
- On-site bicycle trails and pedestrian facilities have formal, direct and safe connections between buildings and subdivisions and the general circulation system;
- New subdivisions and short plats include, consistent with state law, the required pedestrian facilities (frontage and off-site improvements) that assure safe walking conditions for students who walk to and from school;
- Construction and implementation of other multi-use trails and trail crossings, as described in the Park, Recreation and Open Space Plan, are coordinated with project review; and

- Safety and security considerations for pedestrians and bicyclists are factored into the review of development proposals.

**Policy TR6D**
Pursue a *Bicycle Friendly Community* designation from the *League of American Bicyclists*. Consider the findings of the *League of American Bicyclists'* application feedback report in further developing the City's bicycle infrastructure and strengthening its policy and regulatory support for such improvements.

**Policy TR6E**
Pursue a *Walk Friendly Community* designation from the UNC Highway Safety Research Center's *Pedestrian and Bicycle Information Center (PBIC)*. Consider the *PBIC* assessment tool findings in identifying areas of needed improvements that can form the framework for a more comprehensive pedestrian improvement plan.

## *CONCURRENCY*

Transportation concurrency and level of service standards are key requirements of the GMA. By policy and regulation, the City of University Place is required to ensure that transportation programs, projects and services needed to serve growth are in place either when growth occurs or within six years. Regulations implementing concurrency and level of service (LOS) standards are contained in UPMC Chapter 22.20 Concurrency Management.

## GOAL TR7

**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 TR7A**
Except as otherwise designated, establish a capacity level of service (LOS) standard D for intersections and roadways on major arterials, secondary arterials, and collector arterials and minor streets where they intersect with a major or secondary arterial street.

**Policy TR7B**
Ensure transportation facilities and services are in place concurrent with or within a reasonable time period to support growth as it occurs consistent with the Growth Management Act, as restated in *VISION 2040* and the Pierce County Countywide Planning Policies. Make sure facilities and services do not drop below the adopted level of service and thereby cause negative impacts such as congestion, diminished safety, environmental and health impacts. Ensure concurrency by requiring payment of traffic impact fees to be used for capacity improvements, using SEPA to mitigate development-related impacts, or requiring developers to pay a proportionate share of traffic mitigation measures to maintain the adopted level of service.

**Policy TR7C**
Establish Quality Service Corridors within the Regional Growth Center and other commercial mixed-use areas where slower traffic is desirable to promote economic development and facilitate pedestrian safety. Apply a Level of Service E to designated

Quality Service Corridors. Construct transportation improvements including curbs, gutters, sidewalks, landscape strips, streetlights and transit facilities to enhance pedestrian and bicyclist safety, support economic development, and contribute to an overall "Quality of Service."

**Policy TR7D**
Ensure that University Place's transportation concurrency management responses to growth have the effect of expanding travel choices and achieve a multimodal travel environment. Programs, projects and services in response to existing and growth-related travel include those that improve access and connections, including motor vehicle operations, public transit service levels, the walking and bicycling environment, and transportation demand management.

### *TRANSPORTATION REVENUE AND FUNDING*

The Capital Facilities Element's Six-Year Capital Improvements Plan for transportation facilities contains details of transportation revenue sources that the City can reasonably expect to receive during the life of the transportation facilities plan. Revenue sources vary widely in terms of the amounts available and the types of projects for which they may be used. In most cases, individual transportation projects are funded by a combination of funding sources, reflecting the fact that transportation projects have multiple purposes and serve multiple beneficiaries.

### GOAL TR8

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

**Policy TR8A**
Use regional, state, and federal funding sources for arterial street and other major improvements serving the City of University Place to ensure implementation of the City's transportation plan in an efficient, timely manner, concurrent with development. Ensure that the funding program recognizes and accommodates not only existing and future development in the City, but also regional traffic.

**Policy TR8B**
Supplement public funding sources with new revenue sources including, where appropriate, Local Improvement Districts (LIDs), traffic impact fees, a Transportation Benefit District and other funding sources. Ensure these new revenue sources are equitable and consistent with the benefits derived from improvements. Ensure that funding programs allow implementation of transportation improvements concurrently with development. Require new development to pay a fair share of the cost to serve it.

**Policy TR8C**
Collect traffic impact fees to ensure that transportation facilities necessary to support new development are adequate at the time the development is completed or shortly thereafter, without decreasing service levels below established minimum standards. Monitor the effectiveness of the City's traffic impact fee program and update fees as

necessary to ensure that new development pays a proportionate share of costs for new facilities and services and does not pay arbitrary or duplicative fees for the same impact.

**Policy TR8D**
Secure grants available for sidewalk and bicycle lane improvements to implement alternative transportation action strategies and meet multi-modal and complete street goals and objectives.

### *STREET MAINTENANCE AND MANAGEMENT*

The quality of life for many people is significantly affected by how well streets function for pedestrians, bicyclists, transit riders and motorists. To serve University Place well, streets require cost effective maintenance, safety and efficiency improvements.

### GOAL TR9

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

**Policy TR9A**
Administer a Pavement Management System (PMS) and comprehensive signage and markings program to address improvements for motorized and non-motorized travel and the impacts of present and projected land uses. Implement the PMS in a manner that can reduce the need to build higher cost capital improvements by extending the useful life of existing facilities. The maintenance program should include provisions for vegetation removal to improve sight distances, installing adequate crosswalk markings and signage, and repairing sidewalks as needed.

**Policy TR9B**
Protect the public investment in the existing transportation system by administering an effective maintenance and preservation program that lowers the overall life cycle costs of the transportation infrastructure and reduces the need for new capital facility improvements. MPP-T-2

**Policy TR9C**
Utilize Transportation System Management (TSM) strategies to make the existing roadways more efficient. Maximize the efficiency of the existing roadway system to reduce or delay the need for system improvements. Use a variety of methods, including: coordinating traffic signal timing; implementing a signal retiming and coordination program to reduce delay and congestion at the City's signalized intersections as major improvements are implemented; making intersection improvements to facilitate turning movements; and restricting access along principal roadways.

### *DEMAND MANAGEMENT STRATEGIES*

Transportation Demand Management (TDM) encompasses the range of actions and strategies that offer alternatives to single-occupant vehicle (SOV) travel and help to more efficiently use the transportation system. TDM focuses on more effectively using existing and planned transportation capacity, ensures the compatible use of the transportation system consistent with planned uses, helps accommodate growth consistent with

community character and land use objectives, and serves to mitigate impacts and to better meet mobility needs.

## GOAL TR10

**Implement Demand Management Strategies to achieve efficient use of transportation infrastructure, increase the person-carrying capacity, accommodate and facilitate future growth, and achieve University Place's land use objectives.**

### Policy TR10A

Utilize Transportation Demand Management strategies to achieve the City's multimodal split targets to reduce congestion, emissions, fuel consumption and the need for new transportation facilities – especially new roads and capacity improvements. Continue 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. Consider developing vanpool and ride match programs in conjunction with Pierce Transit, advancing other private and public rideshare programs and systems, and actively promoting commute trip reduction practices, including complying with the requirements of the State Commute Trip Reduction

### Policy TR10B

Require large employers to implement a Commute Trip Reduction Program for employees, as mandated by the State Commute Trip Reduction Act.

### Policy TR10C

Implement TDM strategies that emphasize incentives rather than disincentives and avoiding the imposition of disincentives to single-occupant vehicle travel when the City determines that there is an absence of reasonable transportation alternatives.

### Policy TR10D

Provide physical features supportive of the use of alternative modes of travel and develop and maintain a list of acceptable TDM techniques and physical features.

### Policy TR10E

Encourage large employers to participate in Transportation Management Associations (TMAs) to support trip reduction activities.

### Policy TR10F

Support the development and implementation of TDM programs for both commute/ employer based, and non-commute/non-employer based sites including schools.

## *CONSISTENCY WITH PLANS AND POLICIES*

One of the most important planning tenets expressed in the Growth Management Act is the *consistency* requirement. With respect to transportation planning, University Place must ensure its transportation element is consistent with the land use element. This Element must be consistent with the City's six-year capital improvement plans. There must be consistency between the City's Comprehensive Plan, the Pierce County Comprehensive Plan, and the

comprehensive plans of all municipalities within the County in accordance with the Pierce County Countywide Planning Policies. And, there must be consistency with the Puget Sound Regional Council's (PSRC) Multicounty Planning Policies (MPPs).

## GOAL TR11

**Integrate land use and transportation planning to support active communities through the provision of a variety of travel choices, improve accessibility and mobility.**

### Policy TR11A

Make transportation choices based on projected population and employment growth that supports the distribution and intensity of land uses identified in the Land Use Element. Plan transportation facilities and services including roads, transit, pedestrian and bicycle keeping in mind the type and intensity of land uses -- including the location of high and low density housing, jobs, shopping, schools and parks.

### Policy TR11B

Within the Regional Growth Center, provide infrastructure and programs to support high occupancy vehicle use, local transit, regional high capacity transit and non-motorized transportation. Use mechanisms that can limit the use of single occupancy vehicles and encourage transit use including limiting off-street parking spaces, establishing maximum parking requirements, offering commute trip reduction programs, and implementing other transportation demand management measures. Locate higher densities and intensities of use close to transit stops to create a core area to support transit and high occupancy vehicle use. Pursue development of transit centers, bus pullouts, and other transit facilities. Establish incentives for developers to provide transit and transportation demand management supportive amenities to further encourage transit use. Design and construct *complete streets,* bicycle-friendly facilities including bike-activated signals and secure bicycle racks or lockers, and pedestrian pathways.

### Policy TR11C

Support VISION 2040 and the Regional Growth Strategy by promoting Transit Oriented Development and improving connections between the University Place Regional Growth Center and other growth centers. Work with Lakewood, Fircrest, Tacoma, Pierce Transit and Sound Transit to identify and improve transportation facilities between regional growth centers and along transit routes that connect them.

### Policy TR11D

Ensure Comprehensive Plan consistency with the Regional Transportation Plan, Transportation 2040, by prioritizing growth within the City's Regional Growth Center, supporting the development of a safe and efficient transportation network that supports a healthy environment and strong economy, encouraging increased utilization of clean and renewable energy and a reduction in greenhouse gas emissions, and promoting sustainable funding programs.

**Policy TR11E**
Coordinate with state, regional and local transportation efforts to develop a highly efficient multimodal system that supports the Regional Growth Strategy. Coordinate with the State Department of Transportation, Puget Sound Regional Council, Sound Transit, the Pierce County Regional Council, Pierce Transit, BNSF, Pierce County and surrounding cities and towns to integrate transportation systems for easy and efficient mobility of people, freight and services. Work with the City of Tacoma and transit providers on ways to provide multimodal opportunities along 56th Street between University Place and the Sounder Station at 56th Street and Washington in Tacoma.

### *ENVIRONMENTAL HEALTH*

The transportation system within University Place represents major public facilities whose quality of design, sensitivity to human needs, and integration with their surroundings can enhance an urban environment or erode it. The transportation system needs to be designed in a manner that contributes to the long-term benefit of the community and supports University Place's environmental health policies.

## GOAL TR12
## Reduce environmental impacts associated with transportation infrastructure and operations.

**Policy TR12A**
Enhance strategies that improve air quality and reduce greenhouse gas emissions. The City should continue to build *complete streets* with sidewalks and bike lanes, coordinate with transit agencies, and build green streets to improve air and water quality. The City should develop infrastructure to encourage the use of electric and low emission vehicles by including electric vehicle charging stations in new and substantially redeveloped public facilities. As electric and low emission vehicle technology advances, the City should revise its regulations to encourage use of this technology.

**Policy TR12B**
Formalize the City's "Green Streets" program through adoption of design standards to improve water quality and create more appealing streetscapes. Emphasize the use of landscaping elements in street improvement projects that help curb stormwater runoff – bioswales, planters, rain gardens, and street trees – and that are mutually beneficial for mobility and ecology. Design these green elements to be deterrents of crashes and injuries and contribute to a more comfortable and visually interesting environment for all users. When designing *complete streets*, include plants and trees to clean runoff and manage stormwater at the site. Use traffic-calming elements like roundabouts, traffic circles, chicanes, islands, and curb extensions to provide site opportunities for bioswales, street trees, and rain gardens.

**Policy TR12C**
Develop strategies to reduce solid waste including the use of recycled materials in street paving and other maintenance projects in order to lower costs and reduce landfill use, provided the strategies and materials meet cost and durability objectives.

## GOAL TR13

**Consider benefits and impacts to health in the design of transportation infrastructure by providing opportunities for exercise, and reducing exposure to air, water and noise pollution.**

### Policy TR13A

Identify gaps in bike lanes and sidewalks and opportunities for pathway and trail connections between neighborhoods and to parks and schools to encourage greater pedestrian facility use and reduce reliance on automobiles. Construct improvements to the Chambers Creek and Leach Creek trail system to provide connections between parks and neighborhoods for walkers and cyclists.

### Policy TR13B

Design, build and maintain bike lanes, sidewalks, paths and trails to expand opportunities for walking and biking to improve individual and community health. Provide transportation facilities that are walkable and bicycle friendly to improve economic and living conditions so that industries and skilled workers continue to be retained and attracted to the City.

### Policy TR13C

Concentrate population and employment growth in the Regional Growth Center and other areas served by transit routes to reduce environmental impacts associated with growth and the construction of additional infrastructure. Integrate transportation and land use planning to meet environmental goals by reducing the impacts of the transportation system such as contaminated storm water run-off, greenhouse gas emissions, noise pollution and energy consumption.

## *DISASTER PLANNING*

Safety planning and mitigation, including strategies for protecting the transportation system from disasters, are multidisciplinary efforts that can significantly improve the livability of the community. Many opportunities exist to implement relatively low-cost but effective safety measures at the local level. The City of University Place is committed to protecting its transportation system and making it safe for users of all modes of travel.

## GOAL TR14

**Protect the City's transportation system against disaster, and develop prevention and recovery strategies and coordinated responses.**

### Policy TR14A

Inspect and, if necessary, retrofit or reconstruct bridges to prevent failure in case of a seismic or other catastrophic event. Seek funding to retrofit, or if necessary replace, Chambers Creek Bridge.

### Policy TR14B

Develop street connections for improved emergency vehicle access, including an extension of 57th Avenue West north to Cirque Drive, and elimination of a gap in Alameda Avenue between 67th Avenue and Cirque Drive. Explore funding opportunities

from agencies that provide for disaster mitigation to help pay for engineering and construction.

**Policy TR14C**
Work with partner organizations including the Department of Homeland Security's Federal Emergency Management Agency (FEMA) and Pierce County Emergency Management to prepare for disasters by developing prevention and recovery strategies. Participate in emergency management preparedness training opportunities for transportation facilities. The City should consider using Code Red to inform residents of current or pending disasters or emergencies that impact the transportation system

# BACKGROUND INFORMATION

As groundwork for preparing the Transportation Element, the City prepared a Transportation Plan that 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.

## *EXISTING CONDITIONS*

### Roadway Network

In Washington State, 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.

The roadway network in University Place consists of a hierarchy of streets that increasingly focus and concentrate traffic as one travels from residential neighborhoods toward commercial, mixed use and light industrial areas of the community. These streets are classified by their function, according to the character of the service they are intended to provide. Designation of functional classifications for streets is an integral part of managing street use and land use development.The City's functional classification system can be used for planning new routes, improvements to existing streets, and planning for area development in concert with the transportation network and providing minimum design standards or criteria to encourage the use of the street as intended.**Figure 6-1** depicts University Place arterial functional classifications. Definitions for each functional classification are presented below. Streets are divided into major (or principal) arterials, secondary arterials, collector arterials, neighborhood collector arterials, and local access streets in accordance with regional transportation needs and the functional use each serves. Function shall govern rights-of-way, road width, and road geometrics.

- Major Arterials. Major arterials provide service for major traffic movements within the City. They serve major centers of activity, intra-area travel between University Place and other suburban centers, between larger communities, and between major trip generators. Major arterials serve the longest trips and carry the major portion of trips entering and leaving the overall area. Typically they are one of the highest traffic volume corridors in the City. The design year ADT is approximately 5,000 to 30,000 vehicles per day or more. They frequently carry important intra-urban and inter-city bus routes.

The spacing of major arterials usually varies from about one mile in highly developed business areas to five miles or more in rural areas. Service to abutting land is subordinate to the provision of routes for major traffic movements. It is desirable to place arterials on community and neighborhood boundaries or adjacent to, but not through, major shopping centers, parks, and other homogeneous areas.

- Secondary Arterials. Secondary arterials interconnect with and augment the major arterial system. Secondary arterials connect major arterials to collector arterials and small generators. They provide service to medium-size trip generators, such as less intensive commercial development, high schools and some junior high/grade schools, warehousing areas, active parks and ball fields, and other land uses with similar trip generation potential. They distribute travel to smaller geographic areas and communities than those identified with the major arterial system. They provide routes for trips of moderate length and somewhat lower level of travel mobility than major arterials. The design year ADT is approximately 2,500 to 15,000.

  Spacing of secondary arterials is usually less than one mile in fully developed areas. They provide intra-community continuity and are typically a continuous street with a direct rather than a meandering alignment. They may carry local bus routes. Secondary arterials allow for more emphasis on land access than the major arterial system. They usually do not penetrate identifiable neighborhoods.

- Collector Arterials. Collector 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 and secondary arterial systems. They carry a low proportion of traffic traveling through the entire subarea; they carry a high proportion of local traffic with an origin or destination within that area. Design year ADT is approximately 2,500 to 15,000. They may be on a somewhat meandering alignment and need not be particularly long or continuous. Spacing is typically about one-quarter mile in developed areas. Collector arterials provide both land access service and traffic circulation within residential neighborhoods, commercial, and industrial areas. They may penetrate identifiable residential neighborhoods.

- Neighborhood Collector Arterials. Neighborhood collector arterials distribute traffic between more principal traffic routes and local service streets within neighborhoods. All of them serve as fire response routes, some may be transit streets, and some may be designated as bike routes. Because neighborhood collector arterials serve multiple purposes, their use must strike a balance between efficiently moving traffic and preserving neighborhood livability.

  Neighborhood collector arterials are found only in residential neighborhoods and provide a high degree of access to individual properties. This classification is not applied to streets in commercial and industrial areas. Both right-of-way and paving widths are typically narrower than on other arterials. Left-turn lanes are only infrequently used on neighborhood collector arterials, and then only at intersections having higher volumes. A great deal of flexibility exists for on-street parking on this street type. On most neighborhood collectors, bicycles share the travel lane with other motor vehicles,

eliminating the need for striped bicycle lanes. Exceptions to this can occur in situations where traffic volumes or speeds, roadway geometry, or other factors suggest that striped lanes will provide a safer design. Design year ADT is approximately 800 to 3,000.

- Local Street System. The local street system provides circulation and access for residential neighborhoods away from the arterial system. The local street system consists of local feeder streets, neighborhood streets, access lanes, private streets, and alleys. Local streets should be designed for a relatively uniform, low volume of traffic upon full development. The system should be designed to discourage excessive vehicle speeds, maximize pedestrian connectivity and safety, and minimize the necessity for traffic control devices.

- For developments or neighborhoods of moderate size or larger, the streets serving as primary access to and from the bordering arterial system should be considered for collector arterial classification. Traffic generators, such as schools or churches, within residential areas should be considered within the local circulation pattern, not only from within the subdivision, but from adjacent neighborhoods as well. There should be a limited number of access points with the arterial streets that border the subdivision.

- Local feeder streets serve as primary access to the development from the adjacent street system. They distribute traffic from local streets in residential neighborhoods and channel it to the arterial system. There are usually no bus routes, with the possible exception of school bus routes. They directly serve any major traffic generators within the neighborhood, such as an elementary school or a church. They usually serve one moderate-size neighborhood or a combination of a few small developments, rather than interconnecting two or more larger neighborhoods. They serve little, if any, through traffic generated outside the neighborhood. Typical ADT may reach up to 1,500.

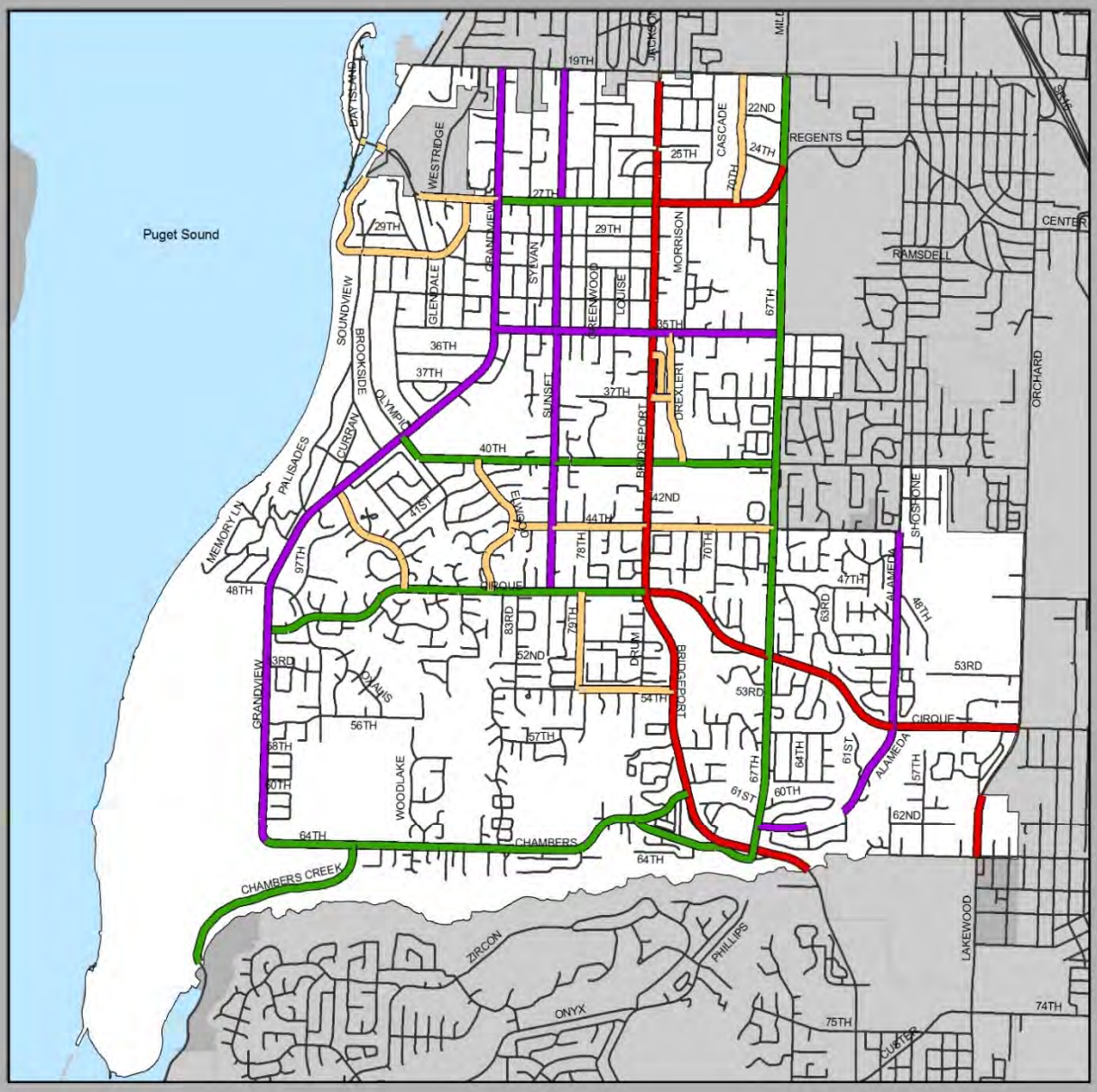
- Neighborhood streets provide direct access from abutting land to the local street system. There are usually no bus routes on neighborhood streets. They are typically internal subdivision streets providing circulation within the subdivision or between subdivisions. Service to through traffic is deliberately discouraged. Cul-de-sacs are prohibited on neighborhood streets in small lot developments and discouraged in other locations. Such cul-de-sacs must include a central green court consistent with the City's low impact development goals and objectives. Typical ADT may reach up to 1,000.

- Access lanes are designed to accommodate traffic between clusters of dwelling units, most commonly within small lot developments. They are the smallest street sections that serve emergency vehicles. Access lanes with a hammerhead, central green court or auto courtyard are allowed in lieu of cul-de-sacs, which are prohibited. Private streets are streets privately owned and maintained by the owners of the parcels accessing the street.

- Alleys are public or private streets providing access to the rear boundary of two or more residential properties that front a public street or a common open space area that fronts a public street. Alleys are not intended for general traffic circulation.

## Figure 6-1

# Functional Classification



**Arterial Street Inventory (Existing Facilities)**
The major, secondary and collector arterials serving 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 16 (SR 16) or Interstate 5 (I-5).

Key north-south roadways from east to west within the grid system include:

- South Orchard Street, a major north-south Tacoma arterial traveling between the cities of Fircrest, Tacoma, and University Place, where the west right-of-way line provides the boundary with the City of Tacoma;
- 67th Avenue West, a secondary north-south arterial between the northerly city limits at 19th Street West and Bridgeport Way West on the south;
- 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;
- Grandview Drive West, a collector arterial located on the west side of University Place between 27th Street West on the north and 64th Street West/Chambers Creek Road on the south.

Key east-west roadways from north to south within the grid system include:

- South 19th Street, a collector arterial located on the northern boundary of University Place, where the southerly right-of-way line provides the boundary with the City of Tacoma;
- 27th Street West/Regents Boulevard, a major arterial between 67th Avenue West and Bridgeport Way West, and a secondary arterial between Bridgeport Way West and Grandview Drive West;
- 40th Street West, a secondary arterial between Olympic Boulevard and Orchard Street West;
- Cirque Drive West, a secondary arterial that provides a connection between residential areas on the west side of University Place to Interstate 5 to the east; and
- Chambers Creek Road/64th Street West, a secondary arterial on the south side of University Place that roughly parallels Chambers Creek Canyon.

**Figure 6-2** shows characteristics of arterial roadways in University Place including lanes and medians. **Figure 6-3** shows the location and type of traffic controls along these arterials.

The City's Transportation Plan includes additional information regarding City 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 in 2010 at 60 locations throughout the City are shown in **Figure 6-4**. This figure shows that Bridgeport Way carries the largest daily traffic volumes in the City ranging from 19,000 to 26,900 vehicles per day. Volumes on other key arterials range from 1,200 to 19,500 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.

The LOS grading ranges are from A to F. 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 signalized intersections and unsignalized intersections.

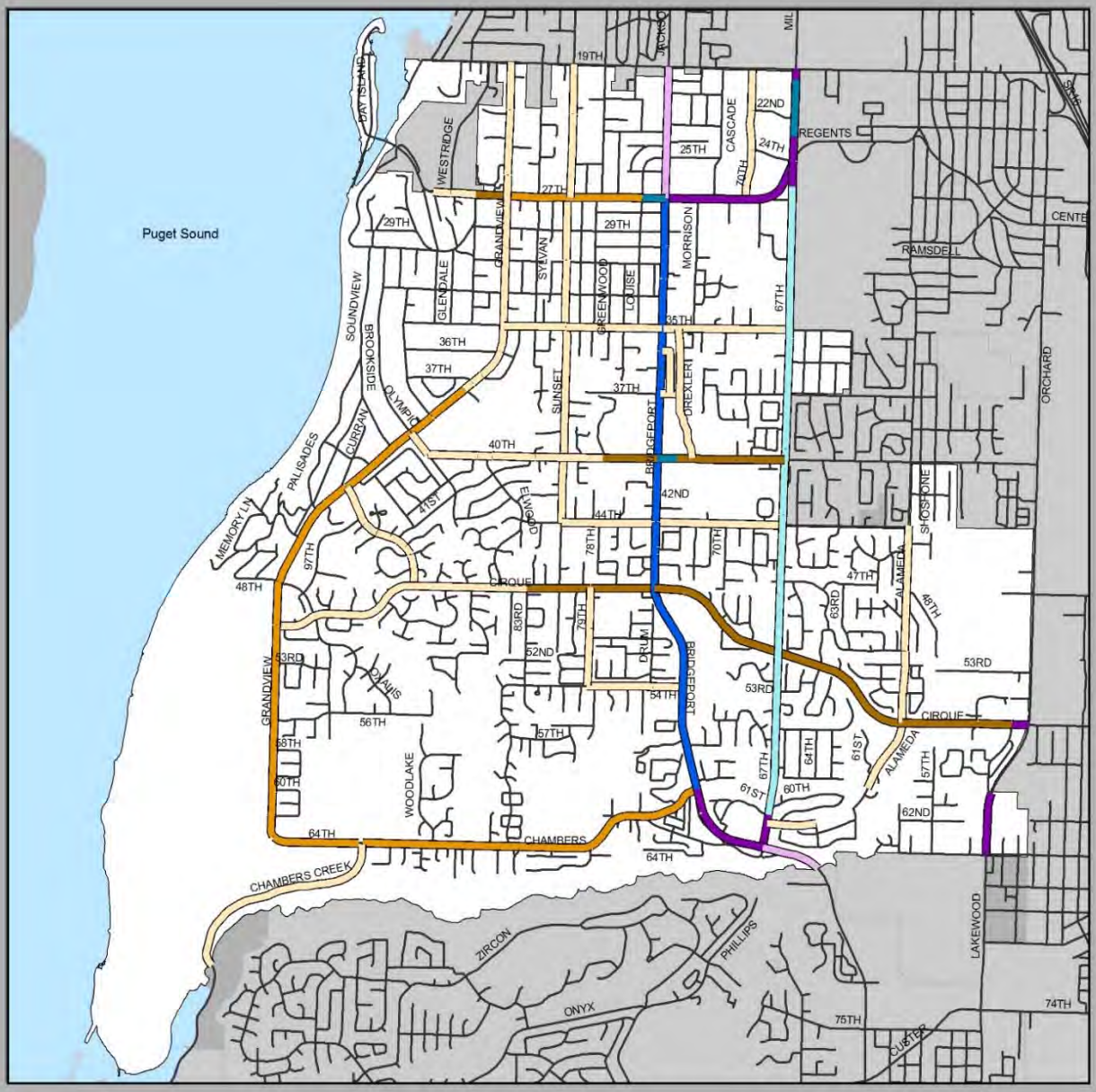
**a) Signalized Intersection LOS Characteristics**

- LOS A Traffic is light. Most vehicles arrive when the light is green and do not stop at all. Vehicle Delay Range is 0.0 to 10 seconds.
- LOS B Conditions are similar to LOS A, but more vehicles are forced to slow or stop at the light. Vehicle Delay Range is >10 to 20 seconds.
- LOS C The number of vehicles stopping is significant and individual cycle failures may begin to appear. Vehicle Delay Range is >20 to 35 seconds.
- LOS D Longer delay may result from longer cycle lengths, poor progression, and/or more traffic. Many vehicles stop and cycle failures become noticeable. Vehicle Delay Range is >35 to 55 seconds.
- LOS E This is the limit of acceptable delay. Cycle failures become a frequent occurrence. Vehicle Delay Range is > 55 to 80 seconds.
- LOS F Delays are considered unacceptable to most drivers. This often occurs when arrival rates exceed the capacity of the intersection. Vehicle Delay Range is more than 80 seconds.

**b) Unsignalized Intersection LOS Characteristics**

- LOS A Average total delay is less than or equal to 10 seconds per vehicle.
- LOS B Average total delay is between 10 and 15 seconds per vehicle.
- LOS C Average total delay is between 15 and 25 seconds per vehicle.
- LOS D Average total delay is between 25 and 35 seconds per vehicle.
- LOS E Average total delay is between 35 and 50 seconds per vehicle.
- LOS F Average total delay is greater than 50 seconds per vehicle.

## Figure 6-2
# Arterial Roadway Sections

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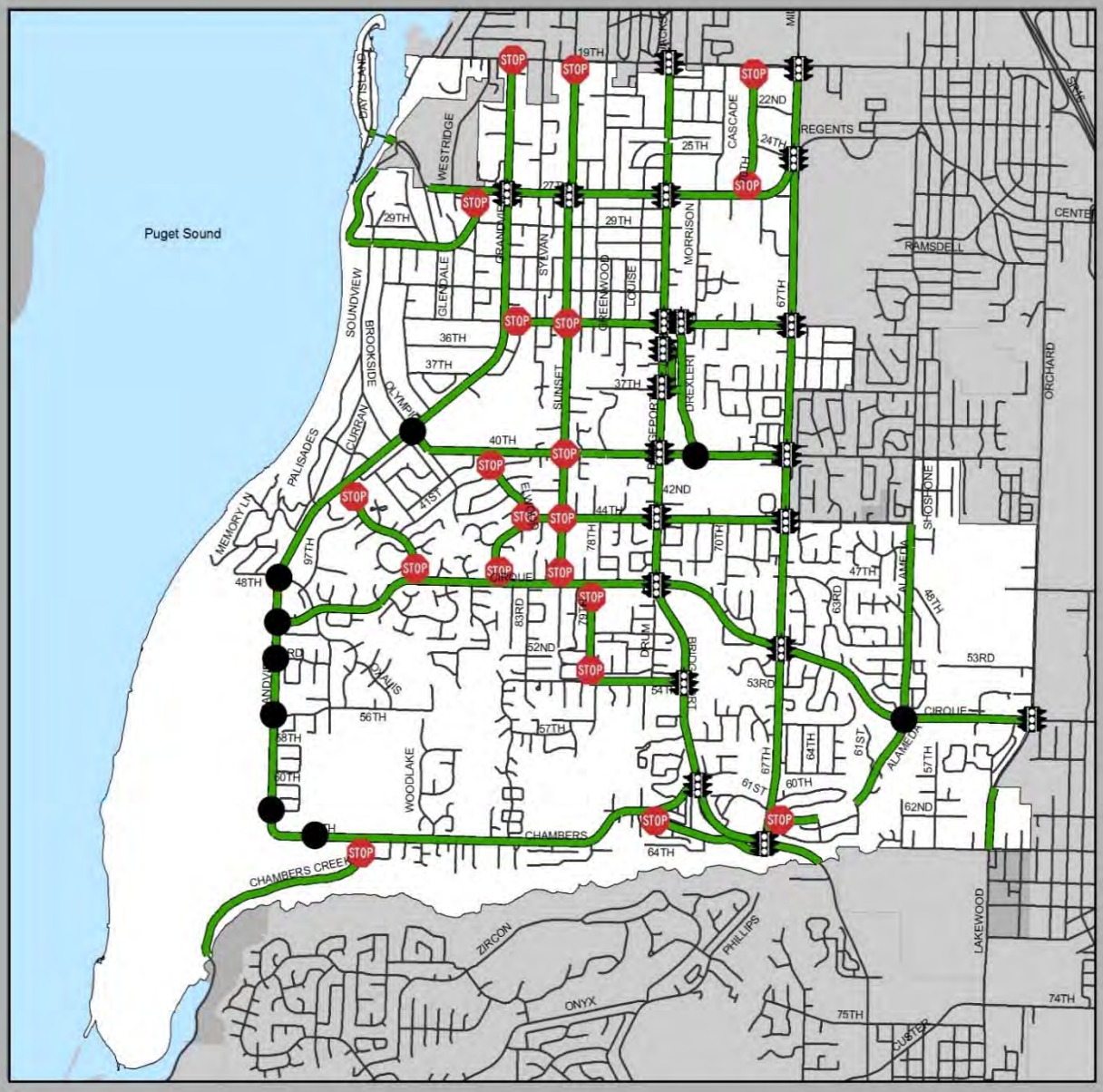
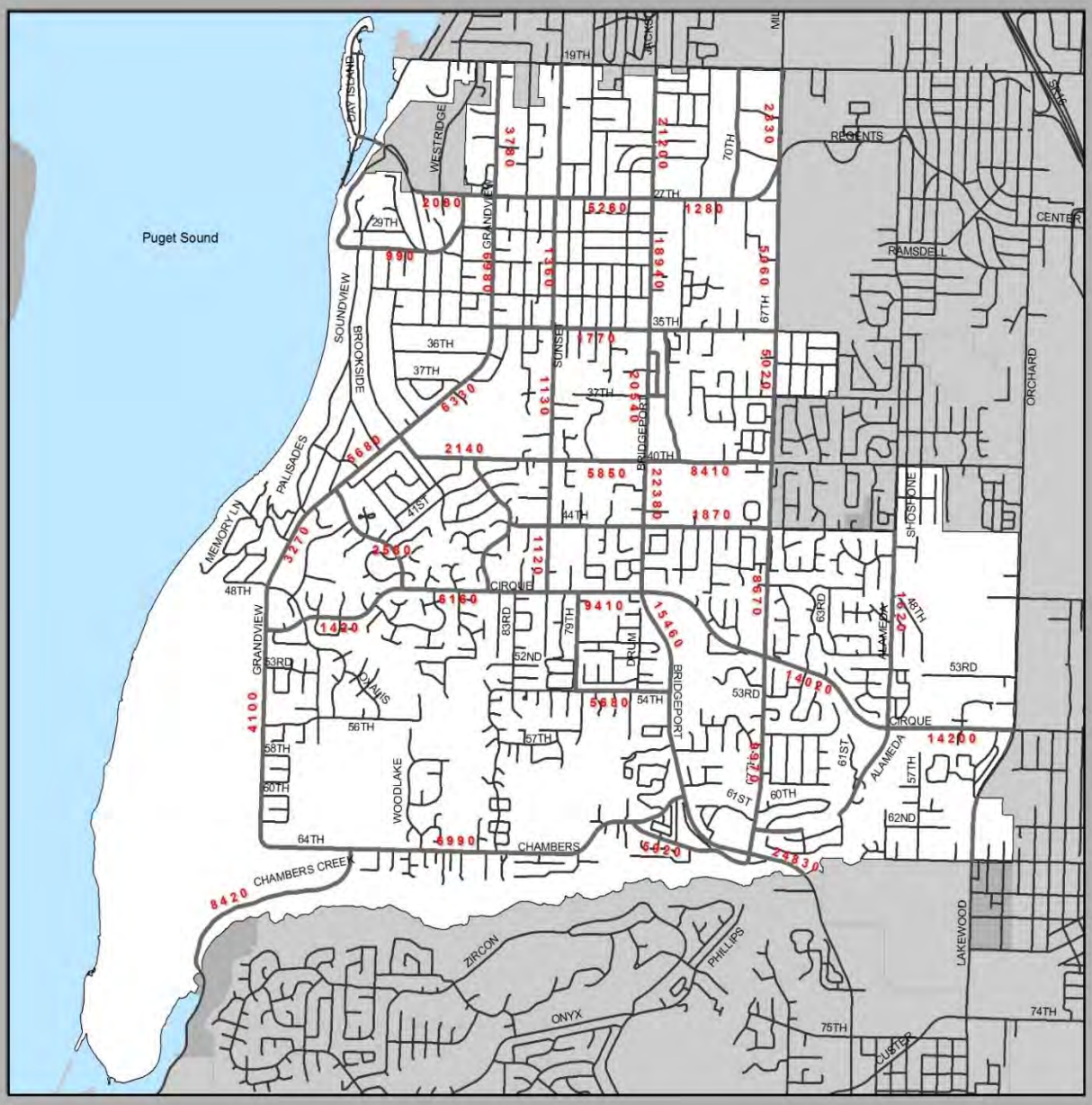
## Figure 6-3

# Arterial Intersection Traffic Control



## Figure 6-4

# 2010 Average Daily Traffic Volumes



The City performed LOS analyses for existing intersections. The results are as follows:

**Intersections**
Results of a 2010 intersection PM "peak hour" LOS analysis for University Place are shown in **Figure 6-5.** At that time, none of the key intersections operated at LOS E or F. The intersections at 40th Street and Bridgeport Way, 27th Street and Bridgeport Way and 67th and Regents Blvd. operated at LOS D. All remaining intersections operated at LOS C or better.

**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 6-1** summarizes accident histories at intersections with the highest number of accidents in the City. The average shown is for two periods, from 1993 to1996 and from 2011 to 2013, by measures of annual average rates.

**Table 6-1**
**Intersection Accident Rate Comparison**

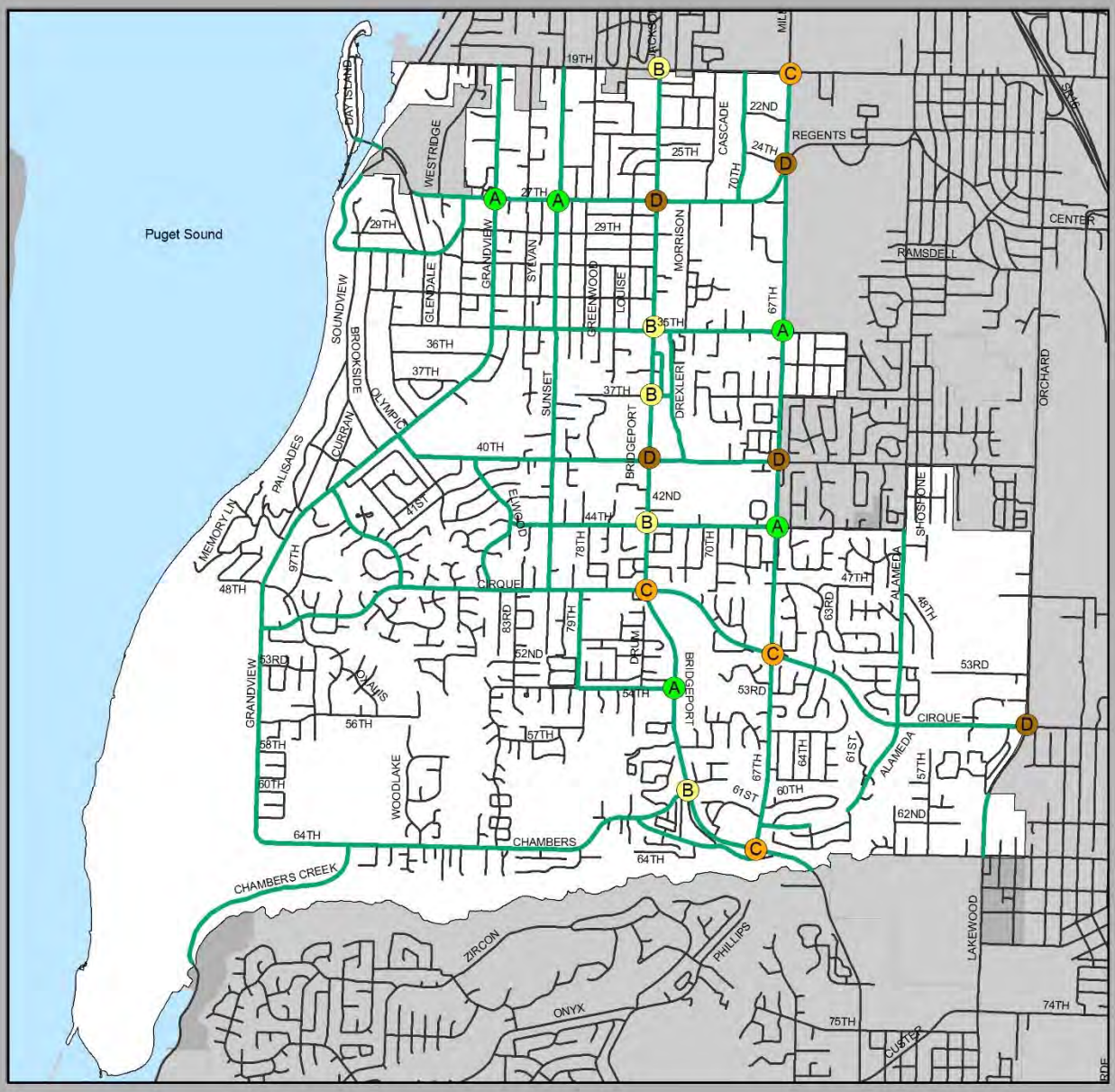
| | 1993-1996 | | 2011-2013 | | |
|---|---|---|---|---|---|
| Intersection | Average Annual Accidents | Accident Rate (acc/mev)* | Average Annual Accidents | Accident Rate (acc/mev)* | Accident Rate Reduction |
| 67th Ave/35th St | 2 | 0.4 | 0.33 | 0.05 | 87.5% |
| Cirque Drive/67th Ave | 5 | 0.56 | 3.33 | 0.32 | 42.9% |
| Grandview Drive/27th St | 4 | 1.75 | 2.33 | 0.51 | 70.9% |
| Bridgeport Way/27th St | 9 | 0.76 | 4.33 | 0.3 | 60.5% |
| Bridgeport Way/Cirque Drive | 5 | 0.42 | 3 | 0.22 | 47.6% |
| Bridgeport Way/40th St | 7 | 0.58 | 4.67 | 0.34 | 41.4% |
| Bridgeport Way/Chambers Lane | 2 | 0.26 | 2 | 0.22 | 15.4% |
| Bridgeport Way/67th Ave | 4 | 0.33 | 2 | 0.18 | 45.5% |

* Accidents per million entering vehicles

In general, intersections with less than five accidents per year or an accident rate below 2.0 accidents per million entering vehicles are not considered high accident locations.

## Figure 6-5

# 2015 Level of Service




A C

B D

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The highest accident rates in the City were experienced at the intersection of Bridgeport Way and 27th Street West. The second highest accident rate was recorded at the intersection of Bridgeport Way and 40th Street West. There were two fatality accidents during the study periods.

**Table 6-2** provides accident rate data for roadway segments and is shown in the number of accidents per million vehicle miles (acc/mvm).

**Table 6-2**
**Roadway Segment Accident Rate Comparison**

| | 1993-1996 | | 2011-2013 | | |
|---|---|---|---|---|---|
| Roadway Segments | Average Annual Accidents | Accident Rate (acc/mvm)** | Average Annual Accidents | Accident Rate (acc/mvm)** | Accident Rate Reduction |
| Bridgeport: 19th-67th | 60 | 2.39 | 35 | 1.17 | 51.0% |
| 67th/Mildred: 19th-Bridgeport | 23 | 1.84 | 10.33 | 0.59 | 67.9% |
| Cirque: Grandview-Orchard | 20 | 1.65 | 20 | 1.17 | 29.1% |
| 27th/Regents: Grandview-67th | 20 | 3.89 | 17.33 | 2.54 | 34.7% |
| 44th: Bridgeport-67th | 1 | 2.88 | 1 | 2.77 | 3.8% |

** Accidents per million vehicle miles

Improvements made to Bridgeport Way between 1996 and 2013 include installing medians to limit left hand turning movements, and constructing curbs, gutters, sidewalks and bike lanes. New streetscape amenities include street lights, landscaping with trees and shrubs, benches, bike racks and waste receptacles. These changes have not only improved the multi-modal function and aesthetics of the street, but significantly contributed to increasing safety, and lowering accident rates at intersections and in the segments between them.

The second largest reduction in accidents occurred along 67th Avenue between 19th Street and Bridgeport Way. This decrease can be largely attributed to a “road diet” project shortly after 1996 when the road was reduced from a four lane road with no center turn lane to a three lane arterial with a center turn lane and bike lanes on both sides. Landscaped medians were installed intermittently, thereby creating a traffic calming effect. The results were less speeding and fewer accidents.

## Public Transit

PIERCE TRANSIT
Public transportation service in the area is provided by the Pierce County Transportation Benefit Authority (or PTBA, 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 ten-member Board of Commissioners comprised of elected officials representing thirteen jurisdictions, unincorporated Pierce County, and one non-voting union representative within the benefit area.

Pierce Transit covers 292 square miles of Pierce County containing roughly 70% of the county population. It provides three types of service: fixed route, SHUTTLE (paratransit), and vanpools that help get passengers to jobs, schools and personal appointments.

There are four fixed bus routes (2, 51, 52, and 53) that serve or stop in the City of University Place. These routes are shown in **Figure 6-6**. Route 2 connects the community with the Tacoma Community College (TCC) Transit Center and the Lakewood Transit Center via South 19th Street and Bridgeport Way West. Route 51 connects University Place to Tacoma's Proctor District and the Lakewood Sounder commuter rail station via South Orchard Street. Route 52 links the Narrows Plaza neighborhood with the adjacent TCC Transit Center and the Tacoma Mall Transit Center via Regents Boulevard in Fircrest and various arterials in Tacoma. Route 53 provides access to the TCC Transit Center and the Tacoma Mall Transit Center via 67th Avenue West, 27th Street West, Grandview Drive, 40th Street West, and South Orchard Street, eventually terminating in downtown Tacoma. Route 53 also provides access to the vicinity of the South Tacoma Sounder commuter rail station via South Orchard Street and South 66th Street, although the bus route alignment is three blocks south of the station. The buses serving these routes accommodate both riders with bicycles and wheelchairs.

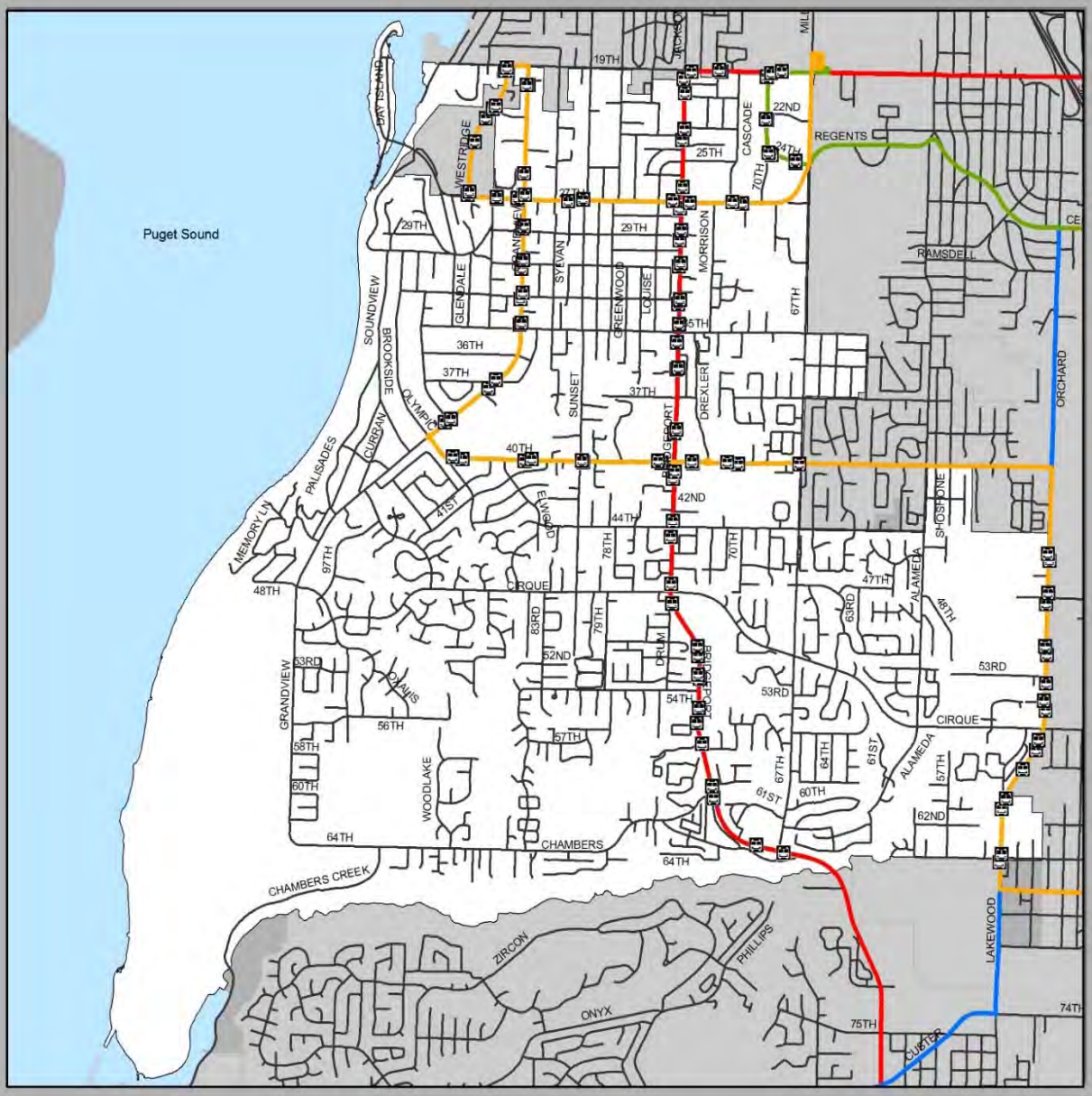
SHUTTLE (paratransit) service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act of 1990 (ADA). Pierce Transit's SHUTTLE provides transportation for individuals who are unable to access or use fixed route bus services due to a disability. SHUTTLE eligibility standards and service characteristics are designed to meet the complementary paratransit requirements of the ADA. Using lift-equipped vans, SHUTTLE provides door-to-door service, or in some cases access to fixed route service. SHUTTLE provides service that is comparable to fixed route service in a geographic area and hours of service within each area.

SHUTTLE is provided directly by Pierce Transit and through contracted services with First Transit. The area served by SHUTTLE is generally defined by the area that is within three-quarters of a mile of a fixed route.

Pierce Transit also offers vanpool, special use van, and rideshare programs. Pierce Transit vanpools typically serve a group of 5 to 15 people sharing the ride in a 12- or 15- passenger van. These vanpools commonly serve groups traveling to and from work, whose trip origin or destination is within Pierce Transit's service area. This highly successful program complements Pierce Transit's network of local and express services, providing commute alternatives to many destinations that cannot be effectively served by local fixed route services.

## Figure 6-6

# Pierce Transit Routes and Stops




Route 2 — Route 52

Route 51 — Route 53

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SOUND TRANSIT

Regional transit service is provided by the Central Puget Sound Regional Transit Authority, commonly known as Sound Transit. Sound Transit plans, builds and operates express bus, light rail and commuter train services in the urban areas of King, Pierce and Snohomish counties. These services are intended to complement other transit services including those operated by Pierce Transit.

Sound Transit's Regional Transit Long-Range Plan establishes goals, policies, and strategies to guide the long-term development of the region's high capacity transportation (HCT) system. It is based on years of intensive planning, environmental analysis, and public outreach. It is intended to guide how the Sound Transit system can best address the region's mobility needs and support growth management objectives. The long-range plan will be implemented in a series of phases and will be updated over time.

This long-range plan updates and modifies earlier adopted plans. In 1996, Sound Transit adopted *The Regional Transit Long-Range Vision* and Sound Move, ~~–~~Sound Transit's initial phase of regional HCT investments. In 2005 the Long-Range Plan was updated and Sound Transit 2 (ST2) was the second phase of regional HCT investments. Where the long-range plan represents a broad regional framework for long-term investments, Sound Move and ST2 represent more detailed sets of projects for which voters approved funding. Most Sound Move and ST2 projects and services are being implemented and are successfully addressing many regional mobility needs.

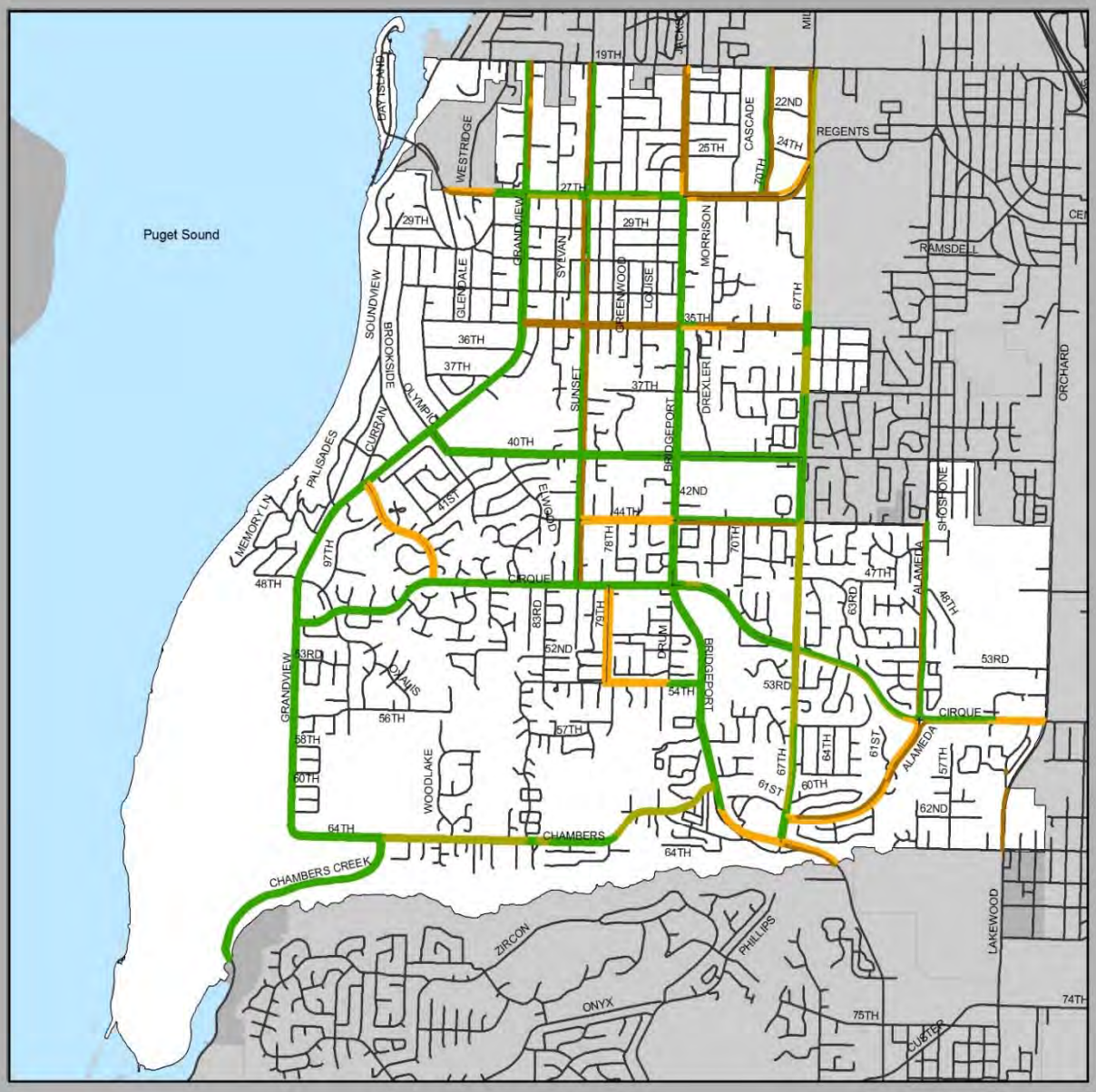
Sound Transit will use this updated long-range plan as the basis for developing the next phase of investments – Sound Transit's next system plan. As with Sound Move and ST2, the next phase of system planning will encompass a specific set of projects and services designed to build upon the first two phases and to further expand mobility options for the citizens of the central Puget Sound region.

Sound Transit in Pierce County consists of three distinct lines of business: 1) Regional Express (bus); 2) Sounder (commuter rail); and, 3) Link (light rail). Sound Transit improvements in the general area include express bus service from Tacoma Community College Transit Center, the Lakewood Towne Center Transit Center, and the Tacoma Dome Station. Sounder operates commuter rail service from the Lakewood, South Tacoma and Tacoma Dome Stations north to Seattle via Puyallup, Sumner, Auburn, Kent and Tukwila. . Sounder service is available to Everett on the Seattle-Everett segment. In Pierce County, Sound Transit operates a light rail segment between downtown Tacoma and the Tacoma Dome station. Additional light rail service is planned for Tacoma.

**Figure 6-7** shows existing sidewalk and bike lane locations in the City. The City has added a significant number of sidewalks and bike lanes since incorporation and the Transportation Improvement Plan includes more new facilities planned for the future.

## Figure 6-7

# Non-Motorized Improvements




Sidewalk — Sidewalk and Bikelane

Bikelane — No Improvement

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Since incorporation, the City has built sidewalks and bike lanes on both sides of Grandview Drive, for almost all segments, between 19th Street West and Chambers Creek Road. The City has also built sidewalks and bike lanes on both sides of Bridgeport Way between 27th Street West and 54th Street, on both sides of 27th Street between Bridgeport Way and Grandview Drive, along one side of Sunset Drive between Cirque Drive and 19th Street, and along one side of Cirque Drive between Orchard Street and Sunset Drive. Sidewalk segments have been built in front of schools that did not have them, and extended sidewalks to connect schools with transit routes and activity centers. The City has built sidewalks to serve Curtis High and Curtis Junior High and Chambers primary schools. Bike lanes have been added to Bridgeport Way from 27th to Chambers Creek Road, on 67th Avenue West from Bridgeport Way to Regents Boulevard, on 27th Street West between Grandview Drive and Bridgeport Way, on Cirque Drive between 67th Avenue West and Bridgeport Way, and on Chambers Creek Road from Grandview to Bridgeport Way.

**Air, Water, and Rail Transportation**

University Place does not have an airport within its planning area. SeaTac International Airport, located approximately 25 miles north of the City, is the largest airport in Washington State. Regional, national, and international connections can be made through this airport. Shuttle services such as Shuttle Express provide door-to-door service between SeaTac and University Place residences and businesses. Sound Transit express buses provide service between the airport and the Tacoma Dome Station and other Tacoma-area locations.

Tacoma Narrows Airport is located on the west side of the Tacoma Narrows, south of the Tacoma Narrows Bridge. This general aviation airport 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 approximately five miles north of the City.

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. An Amtrak station is located in the City of Tacoma at 1101 Puyallup Avenue. Service is provided from Tacoma to the north to Tukwila, Seattle, Edmonds, Everett, Mount Vernon, Bellingham, and Vancouver, British Columbia, and to the south to Olympia-Lacey, Centralia, Kelso-Longview, Vancouver, Portland, Oregon, and destinations further south. Amtrak service from Tacoma is also provided on the east-west corridor to Seattle, Wenatchee, Moses Lake, Ritzville and Spokane. There are no passenger rail stops within City limits.

The Burlington Northern-Santa Fe Railroad (BNSF) operates a rail line that traverses the City'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 Burlington Northern and Santa Fe Railway, 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.

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 western Puget Sound shoreline of 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**

To ensure consistency and connectivity, the City consults the transportation plans of adjoining communities including Tacoma, Fircrest, Lakewood and unincorporated Pierce County. This Comprehensive Plan is also guided by transportation policies and actions contained in VISION 2040 and Transportation 2040, the Regional 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 developed by the Puget Sound Regional Council and population and employment estimates contained in the 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 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 Puget Sound Regional Council has developed and improved travel demand forecasting models for use in the four-county central Puget Sound region. The current model uses Traffic Analysis Zones (TAZ) that include 2010 population and employment as baselines and incorporates land use and economic forecasts. Eight modeling steps are used in the process including land use forecasting, economic forecasting, vehicle availability, trip generation, trip distribution, mode choice, time of day and trip assignment. Numerous data sources are used to generate the forecast including, but not limited to, census data, buildable lands, real estate market and employment conditions and transportation information including PSRC's Transportation Analysis Zone (TAZ) data.

To ensure consistency with the City of University Place's long-term land use vision, population, housing and employment forecast data in the Land Use Element were delineated by TAZ and provided to PSRC. The population and employment forecasts for each TAZ were then compared to the City's capacity analysis. The results of this comparison indicated that the model's projections and the City's capacity to accommodate population and employment are consistent.

The City of University Place's traffic forecast for 2035 assumes there will be 22,204 households and 9,000 employees. Since transportation planning is not necessarily isolated to the City limits, transportation data immediately outside of the City limits was also used to forecast traffic volumes inside the City. 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 City limits.

The highest year number of Average Daily Trips (ADT) in 2035 is projected to occur between 67th Avenue West and the University Place/ Lakewood city limits. This segment is projected to carry traffic of 34,000 ADT. Estimated year 2035 volumes on other arterials throughout the City range from 1,600 ADT to 27,000 ADT. Based on projected 2035 traffic volumes, the P.M. peak hour LOS for signalized intersections were calculated and are shown in **Figure 6-8.**

All signalized intersection P.M. peak hour LOS are expected to decrease between 2010 and 2035. In 2010, there were no signalized intersections operating at either LOS E or F. By the year 2035, seven signalized intersections will operate at LOS E or F assuming no improvements.

## 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 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.

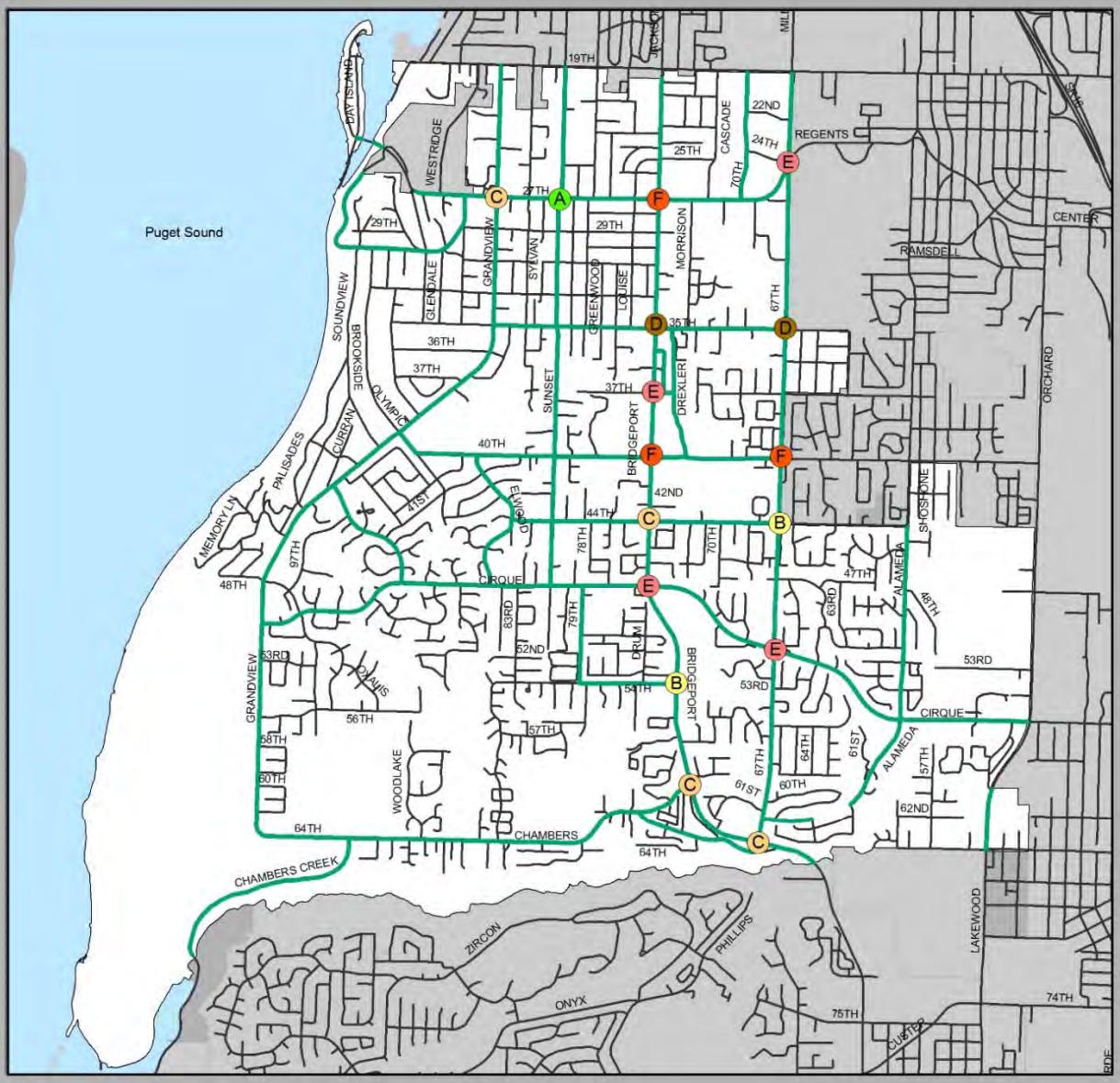
### Motorized Level of Service (LOS)/Intergovernmental Coordination

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.)

## Figure 6-8

# 2035 Level of Service without Improvements



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 selected a LOS D for most arterial streets. Certain segments or arterial streets may be designated as Quality Service Corridors, where a combination of transportation facilities and economic activity creates a slower moving vehicular traffic and pedestrian friendly atmosphere. Transportation improvements including sidewalks, bike lanes, on-street parking, landscaping and transit facilities also have a traffic calming effect that slows traffic in Quality Service Corridors. A LOS E is the adopted LOS for Quality Service Corridors. These LOS are adopted as policy statements in Goal TR7 of this Transportation Element.

### Public Transit – LOS

Pierce Transit is developing a Long Range Plan (LRP) called *Destination 2040*, which will include performance measures prescribed under MAP-21. In addition, the LRP will include revised and updated service guidelines for 2015 and beyond. It should be noted, however, that the agency does not have Level of Service standards for fixed route services that are designed to align with the roadway network of the municipalities Pierce Transit serves – including University Place.

The Metropolitan Planning Organization (Puget Sound Regional Council, or PSRC) is working with WSDOT to begin designing multimodal concurrency guidelines "to ensure that transportation infrastructure supports development as it occurs according to local standards." As such, Pierce Transit will await PSRC's and WSDOT's specific guidelines for transit agencies once they are formally adopted. In the interim, more information is available at: http://www.psrc.org/assets/11737/MultimodalConcurrencyPresentation.pdf.

## RECOMMENDED TRANSPORTATION IMPROVEMENTS

Over the next twenty years, increases in population and employment within University Place 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 facilities 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**

To meet the adopted LOS standards, several improvements will be necessary. This section summarizes the necessary improvements along arterials and at intersections to accommodate growth and achieve concurrency.

Recommended projects are divided into two types: capacity improvements and non-capacity improvements. Capacity improvements address 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. Most non-capacity projects are circulation projects aimed at improving emergency vehicle response time.

Planned roadway improvements are listed below and depicted in **Figure 6-9**. Projects are grouped by their projected timeframes (2015-2021, 2022-2027, and 2028-2035). Possible funding sources for projects are provided in a later section of this element. The Town Center Grid Map depicting planned road improvements associated with the redevelopment of the Town Center Zone is adopted by reference in Appendix C.

## PLANNED ROADWAY IMPROVEMENTS

### Years 2015-2021

Capacity Projects

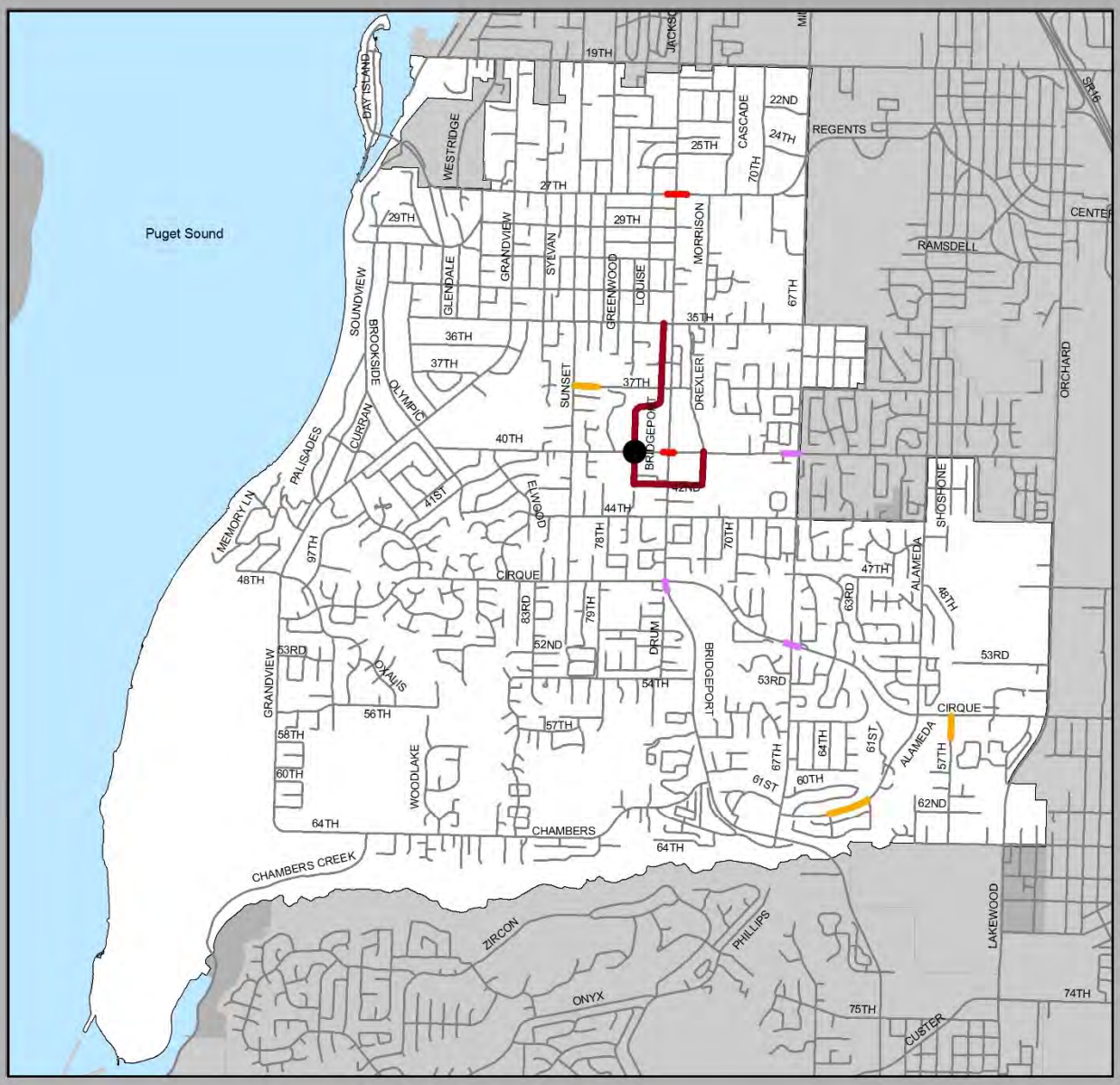
- Cirque Drive and 67th Avenue Intersection: Add east and west right turn lanes.
- Bridgeport Way West and 40th Street West Intersection: Add east and west through lanes.
- 40th Street West and 67th Avenue West Intersection: Install a westbound right turn pocket to improve the intersection to LOS D.
- Regents and Mildred Intersection: Limit eastbound 24th Street vehicles to transit only.
- Bridgeport Way West and 27th Street West Intersection: Add east and west through lanes.

Circulation Projects

- Alameda Avenue – South Extension. (Connect Alameda Avenue from Cirque Drive to 67th Avenue West) – New two lane collector roadway.
- 57th Ave West (North terminus to Cirque Drive) – New two lane local roadway.
- Drexler Drive South (40th Street to 42nd Street): New two lane roadway.
- Larson Lane North (35th Street to 38th Street): New two lane roadway. This project will be undertaken only in conjunction with redevelopment of adjacent properties.
- 42nd Street (Drexler Drive to Bridgeport Way): New two lane roadway. This project will be undertaken only in conjunction with redevelopment of adjacent properties.

## Figure 6-9

# Planned Roadway Improvements




Add Turn Lane
Add Through Lane
Road Connection
New Two Lane Road
New Roundabout

University Place
Planning and Development Services

1:40,000

**Years 2022-2027**

Capacity Project

- Bridgeport Way West and Cirque Drive Intersection: Add north right turn lane.

Circulation Projects

- Larson Lane Phase II (38th Street to 40th Street): New 2 lane roadway behind Green Firs Shopping Center. This project will be undertaken only in conjunction with redevelopment of adjacent properties.
- Larson Lane Phase III (40th Street to 42nd Street): New 2 lane roadway. This project will be undertaken only in conjunction with redevelopment of adjacent properties.
- 42nd Street Phase II (Larson Lane to Bridgeport Way West): New 2 lane roadway. This project will be undertaken only in conjunction with redevelopment of adjacent properties.

**Years 2028-2035**

Capacity Project

- 40th Street and Larson Lane Intersection: construct one lane roundabout.

Circulation Projects

- 37th Street West (Bridgeport Way to Sunset Drive) – New two lane roadway with sidewalks along north side of the street, to extend current road.

**Figure 6-10** shows projected arterial intersection P.M. peak hour LOS with recommended improvements.

**Non-Capacity Project Improvements**

Refer to the City's Transportation Plan for further discussion regarding non-capacity road improvement projects identified above.

**Transit Improvements**

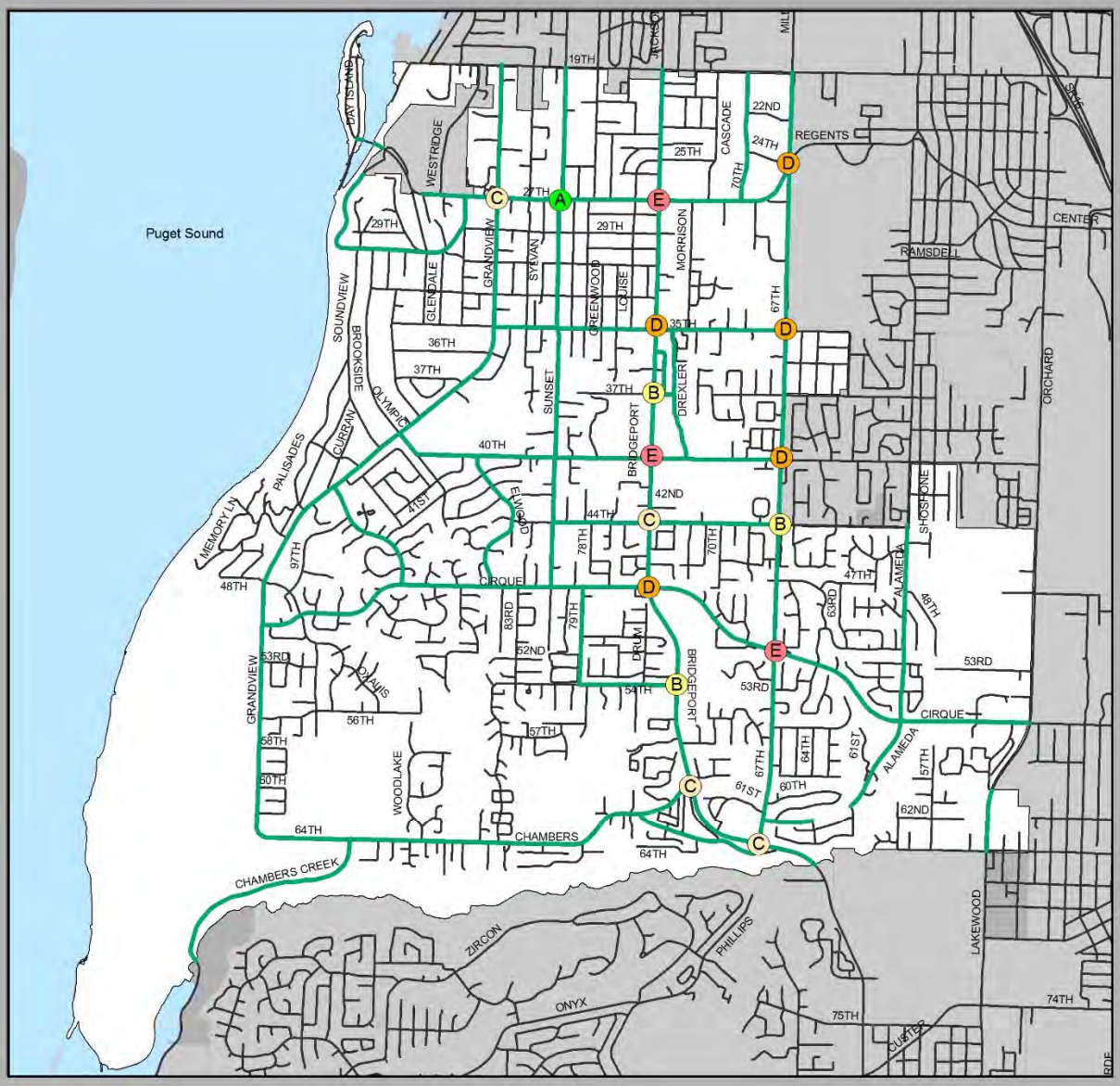
Proposed business strategies, capital projects, service changes, and capital facility improvements or investments over the next six years are documented in Pierce Transit's *Transit Development Plan,* which is updated and submitted to WSODT annually. The agency's current TDP does not include any proposals for specific service modifications or facility improvements in University Place. However, future capital improvements and route expansion in University Place may occur in high need areas and in conjunction with new commercial and residential development activity. Development proposals that will generate significant new demand for transit services may be required by Pierce Transit to mitigate impacts from increased demand by funding transit shelters and supportive facilities in close proximity to the development.

**Air, Waterborne, Rail**

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

## Figure 6-10

# 2035 Level of Service with Improvements



**Non-Motorized Improvements**
Improvements to the non-motorized transportation system would establish a framework for an inter-connected pedestrian and bicycle circulation system. 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.

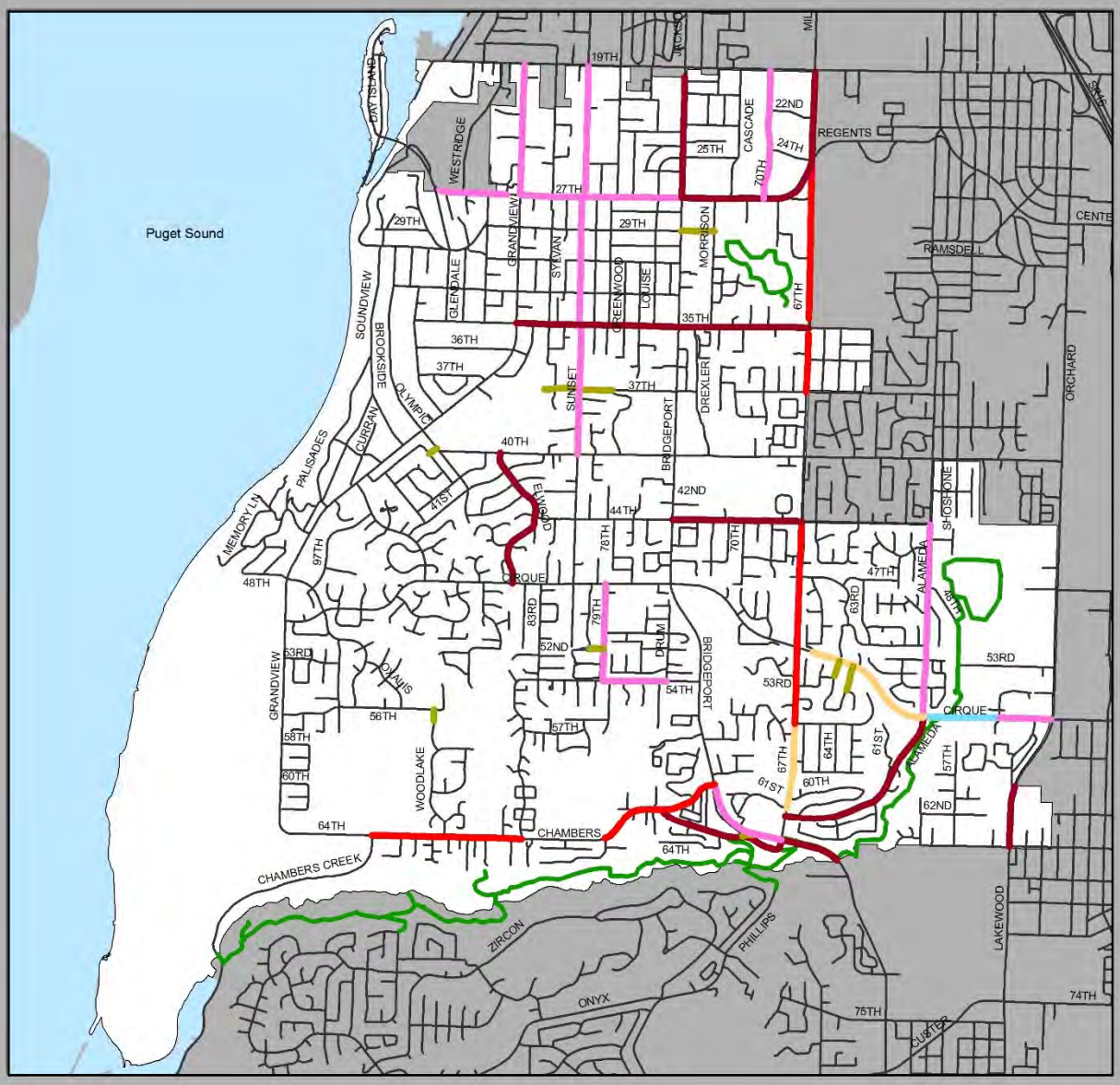
**Figure 6-11** depicts a Non-Motorized Facilities Plan for the City. This Plan outlines pedestrian, bicycle path, and marine service improvements, many of which are also identified in the City's Parks, Recreation and Open Space Plan. The Non-Motorized Facilities Plan provides for a network of continuous 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 Bay.
- Leach Creek Hiking Trail – A hiking trail extending from Kobayashi Park upstream adjacent to Leach Creek to Creekside Park on Cirque Drive, north to 44th Street and connecting to the Pierce County Trail network through Fircrest and Tacoma Chambers Creek Canyon Trail – A hiking trail extending downstream from Kobayashi Park to Chambers Bay and connecting to the Soundview and Grandview Trails on the Chambers Creek Properties and to neighborhoods along the canyon.
- Phillips Road / Chambers Creek Road Trail – A multi-purpose trail linking the north end of Phillips Road in Lakewood with Chambers Creek Road in University Place passing through Kobayashi Park.
- Peach Creek Hiking Trail – A trail extending from Chambers Creek Canyon Trail up the Peach Creek drainage to Charles Wright Academy.
- Pierce County Chambers Creek Properties Multi-Purpose Trail – The Grandview and Soundview multi-use trails parallel Grandview Drive and the Puget Sound respectively. These existing trails provide pedestrian access to the northern portion of the Chambers Creek properties. Additional trails provide access around the north and central meadows and to Chambers Bay parallel to Chambers Creek Road. A future trail is proposed around the southern tip of the properties to connect with the Chambers Creek Canyon Trail. .
- Colegate/City Hall/ Multi-purpose Biking and Hiking Trail – A future trail connecting Curtis Junior and Senior High Schools to the Town Center along the 37th Street right-of-way.
- Paradise Pond Hiking Trail. A hiking trail encircling Morrison Pond and connecting Paradise Pond Park to Adriana Hess Wetland Park with connections to adjacent residential areas.
- Bicycle Lanes – Bicycle Lanes exist on Bridgeport Way Grandview Drive, 67th Avenue West, Alameda Avenue, Orchard Street, 27th Street West, 40th Street West, Cirque Drive West, and 64th Street/Chambers Lane West. Additional Bicycle lanes are proposed on all arterial streets.

# Figure 6-11

## Planned Non-Motorized Improvements



**Sidewalks**
As development and redevelopment of land along arterial streets occurs, sidewalks will 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 City, and sections along roadways that serve schools.

**Pedestrian Circulation**
There are numerous opportunities to provide pedestrian connections to schools, between neighborhoods, and to commercial activity centers. Utilizing existing unopened rights-of-way, many of these connections can be made with minimal cost to the City. Other connections may require the purchase of right-of-way, resulting in higher costs but could provide vital links between neighborhood and schools, reducing the reliance on motorized transportation and reducing the need for school busing. Opportunities include:

<u>Using existing rights-of-way</u>
- 64th Avenue to Cirque Drive
- 65th Avenue to Cirque Drive
- 52nd Street from 79th Avenue to 80th Avenue
- 37th Street to Curtis High School (Two Segments)
- 29th Street From Bridgeport Way to Morrison Road
- Chambers Creek Road to Bridgeport Way

<u>Obtaining additional rights-of-way</u>
- 37th Street from Sunset Drive to Curtis High School
- Woodlake Subdivision to Chambers Elementary School
- Heiteman Addition Subdivision to Curtis Junior High School
- 53rd Street to 57th Avenue Ct.

**Bicycle Improvements**
Bicycle lanes have been added to arterial streets as the City has completed road improvements or re-striped lanes. Bicycle lanes were added to Grandview Drive, Bridgeport Way, and Sunset Drive between Cirque Drive and 19th Street as part of road improvement projects. Bicycle lanes were added 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 Boulevard when the roads were re-striped. Elsewhere, bicyclists must share the right-most lane with motorists. **Figure 6-12** shows the City's proposed bicycle route system, which will extend along all arterial streets.

**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:

- Developing a comprehensive transit information program with Pierce Transit,
- Working with Pierce Transit to develop vanpool and ride match services,
- Providing a continuous system of walkways and bikeways which service community activity centers, and
- 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:

- Coordination of traffic signal timing,
- Traffic control devices at highly congested intersections,
- Implementing a signal retiming and coordination project to reduce delay and congestion at the City's signalized intersections as major improvements are implemented,
- Implementing intersection improvements to facilitate turning movements, and
- Access restriction along principal roadways.

**FINANCING PLAN**

The Growth Management Act requires the Transportation Element to include a financing plan that serves in part as the basis for the City's Six-year Transportation Improvement Program.

**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 region's Metropolitan Planning Organization, which then disperses the funds through grants and other programs.

**Developer Funding**

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 mitigation measures must be in place or provided concurrent with development to maintain adopted LOS.

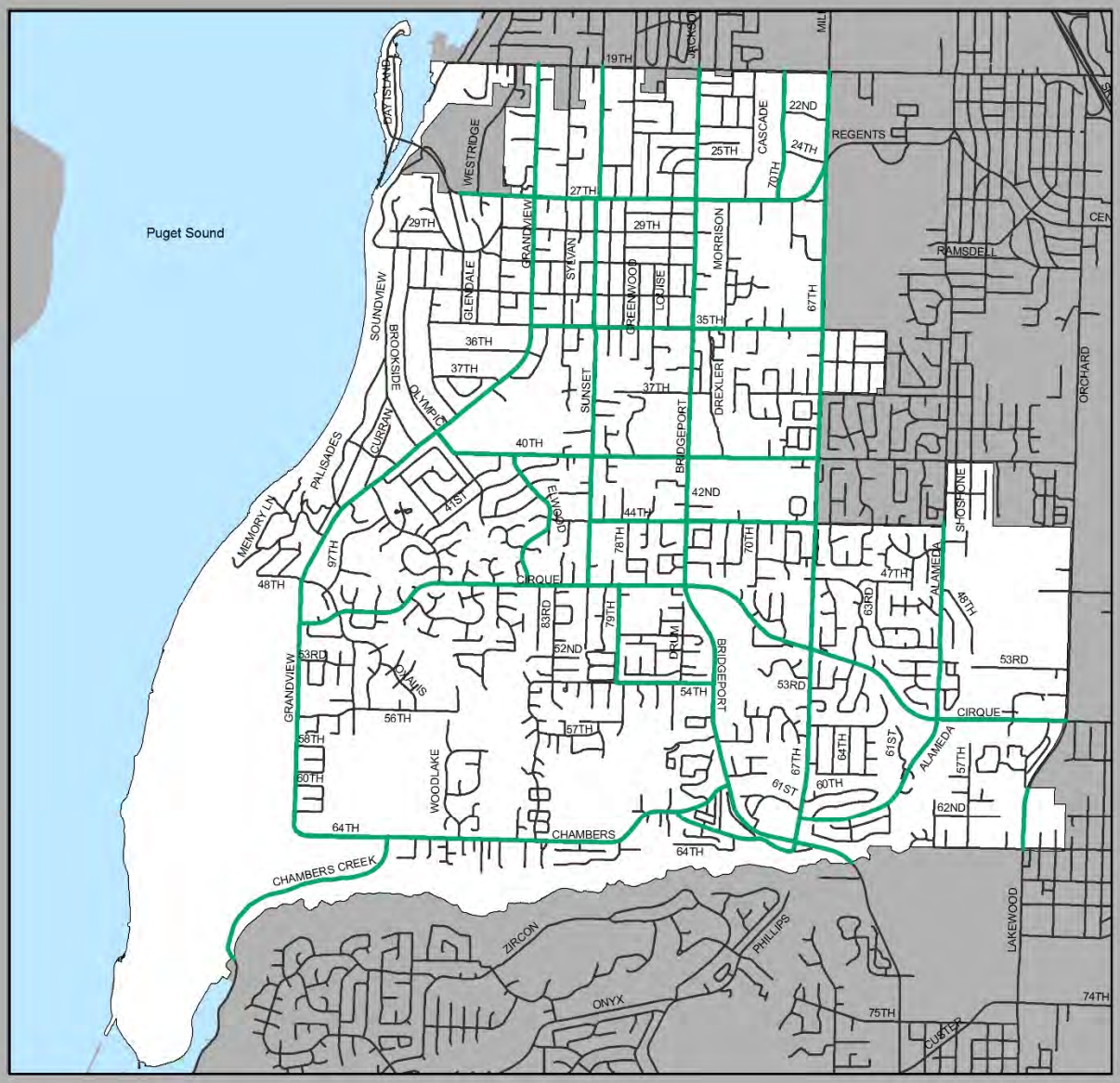
**Local Funding Sources**

<u>Arterial Street Fund</u>

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.

## Figure 6-12

## Bicycle Lanes




Bike Lanes

Scale
1:40,000

University Place
Planning and Development Services

General Fund
The General Fund is supported primarily from local taxes to provide 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.

Surface Water Management Funds
The City collects a surface water management fee 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 to finance capital improvement surface water and storm drainage projects.

Real Estate Excise Tax
The Real Estate Excise Tax is levied on all sales of real estate, 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.

**State Funding Sources**
State funding programs are administered to counties and cities through the Transportation Improvement Board (TIB) and the County Road Administration Board (CRAB). The State also funds projects through the Safe Routes to Schools and Pedestrian and Bicycle Safety Programs.

**Federal Funding Sources**
Federal programs are currently funded under the Moving Ahead for Progress in the 21st Century Act (MAP-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.

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.

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.

**TRANSPORTATION IMPROVEMENT PLAN**

Projects included in this Plan are the result of evaluation of needs in various transportation areas including capacity and circulation.

Planned road improvements programmed during the next six years are included in the City's Six Year Transportation Improvement Plan (TIP) are hereby incorporated by reference. Whereas, the TIP is updated and adopted annually, the Comprehensive Plan is not.

**CONTINGENCY**

The GMA requires a contingency plan if the Capital Improvements 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.

**CONCURRENCY**

Concurrency describes a situation in which adequate facilities are available when the impacts of the development occur, or within a specified time thereafter.

Except along designated Quality Service Corridors, the City of University Place has adopted a level of service (LOS) standard of D on its arterial streets. 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 has adopted concurrency management regulations in UPMC Chapter 22.20 to implement its concurrency management program. In order to provide an equitable funding source for meeting the City's concurrency requirements, the City has adopted a Traffic Impact Fee program. Under this program, each development pays its proportionate share of system capacity needs. The projects funded under this program will help ensure these impacts are mitigated. Any impact fees collected must be expended or encumbered within the 10-year time frame established per RCW 82.02.070.

CHAPTER 7

# CAPITAL FACILITIES ELEMENT

## INTRODUCTION

The Growth Management Act requires communities to plan for capital facilities needed to support growth and development over a 20 year planning horizon. The overarching goal is to ensure that growth does not exceed the community's ability to fund capital improvements to keep up with demand.

The Capital Facilities Element sets policy direction for determining capital improvement needs and for evaluating proposed capital facilities projects. The Element also establishes funding priorities and a strategy for utilizing various funding alternatives. It represents the City's policy plan for the financing of public facilities for a 20 year period and includes a six year Capital Improvement Plan (CIP).

The Capital Facilities Element promotes efficiency by requiring the City to prioritize capital improvements for a longer period of time than a single budget year. It also requires coordination between other governmental bodies, including adjacent municipalities, Pierce County, public utilities, and other taxing districts (schools, fire library, etc.) to ensure that all levels of government are working together to help the City achieve its community vision. Long range financial planning presents the opportunity to schedule projects so that various steps in development logically follow one another with regard to relative need, economic feasibility, and community benefit. In addition, the identification of funding sources results in the prioritization of needs and requires that the benefits and costs of projects are evaluated explicitly.

The Capital Facilities Element is concerned with needed improvements that are of relatively large scale, are generally nonrecurring high cost, and may require multiyear financing. The City defines a CIP project to be any project that possesses <u>all</u> of the following characteristics:

- Exceeds an estimated cost of $25,000;
- Involves new physical construction, reconstruction, replacement of existing system or acquisition of land or structures; and
- Is financed by the City in whole or in part, or involves no City funds but is the City's responsibility for implementing, such as a 100% grant-funded project.

The cost of capital improvements may include administration, pre-design/special studies, design services, environmental work, right-of-way or property acquisition, construction engineering, construction work, debt service and contingency.

The Capital Facilities Element addresses City-owned and operated facilities, facilities and services the City contracts for, and facilities provided by other public agencies. City-owned

and operated public facilities include streets and sidewalks, stormwater drainage systems, municipal park, recreation and open space facilities, and municipal buildings.

The City contracts with other agencies for facilities and services, including Pierce County for police, and jail services, and City of Lakewood for Municipal Court services. Pierce County Public Works and Utilities and the City of Fircrest provide sanitary sewer under franchise agreements with the City. Water and power are provided by Tacoma Public Utilities, also under franchise agreements. Under these agreements, each utility service is funded with user fees paid by University Place residents receiving the service. Other public entities provide school, fire protection, library and public transit services and facilities funded by funding authorities independent of the City of University Place.

**Relationship to Other Elements and Facility Plans**
Most information about facilities, other than funding information contained in the 6-year Capital Improvement Plan, is contained in other elements and documents. To avoid redundancy, the Capital Facilities Element provides references to information contained in these other elements and documents instead of repeating information. For example, topics related to public utilities are considered in the Utilities Element and topics associated with streets are addressed in the Transportation Element.

The Capital Facilities Element references the *University Place Parks, Recreation and Open Space (PROS) Plan,* which contains a facility inventory and information summarizing existing demand and capacity, levels of service, future needs, goals and objectives, proposed projects, and potential funding sources for these projects.

The City anticipates that the PROS Plan will be periodically revised during the implementation of this Comprehensive Plan. All PROS improvement program revisions will be included in amendments to this Capital Facilities Element during the Comprehensive Plan amendment process.

# STATE PLANNING CONTEXT

## *GROWTH MANAGEMENT ACT*

The Washington State Growth Management Act Public Facilities and Services Goal mandates that counties and cities 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. [RCW 36.70A.020(12)]

The GMA also identifies mandatory and optional Plan elements. [RCW 36.70A.070 and .080]. A Capital Facilities Element is a mandatory Plan element that must, at a minimum, include the following [RCW 36.70A.070(3)]:

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 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 Capital Facilities Element's six-year CIP should be updated at least biennially so financial planning remains sufficiently ahead of the present for concurrency to be evaluated. [WAC 365-196-415(2)(c)(ii)] This update may be integrated with the City's biennial budget process in order to incorporate the updated Capital Facilities Element into the budget.

Since the Comprehensive Plan must be an internally consistent document [RCW 36.70A.070] and all Plan elements must be consistent with the future land use map prepared as part of the required Land Use Element [RCW 36.70A.070], these other Plan elements influence, to a great extent, what is in the Capital Facilities Element.

# LOCAL PLANNING CONTEXT

## *CAPITAL FACILITIES ASPIRATIONS*

Looking ahead 20 years…

***In the 2030s, infrastructure and services meet the needs of a growing, aging and diverse population and promote a safe and healthy community.***

*University Place provides high-quality public safety services and well-maintained and dependable public facilities.*

*The community continues to enjoy excellent fire and emergency response times, professional police services, beautiful parks, clean drinking water, and effective wastewater and stormwater management because the capital facilities needed to provide these services were, and still are, planned and maintained for the long term.*

*An efficient multimodal transportation system has taken shape and is continually improved. The City's arterials have been redeveloped as complete streets to enable safe and convenient access for all road users, while accommodating the movement of freight and goods. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities can safely move along and across these complete streets.*

*The design for each of these streets is unique and responds to its community context. Complete streets in University Place include a mix of design elements including sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops,*

*frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and roundabouts.*

*Complete streets have improved safety and created efficient connections for all users, within and between residential and business areas, parks and other public facilities. They have increased capacity, avoided the need for expensive retrofits, encouraged physical activity, and helped create a more walkable community. Capital improvements have supported increased street life and community vibrancy. University Place residents also embrace and support the high-quality educational, cultural and recreational facilities in the community.*

*Expansion of park, open space and recreation facilities and services has been achieved through cooperative efforts of the City, school districts, and 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.*

***Long-term planning for services and facilities.***

*Long-term planning carries out the Comprehensive Plan goals and policies, such that new development and new services and facilities arrive concurrently.*

***The cost of providing and maintaining University Place's quality services and facilities is borne equitably, balancing the needs of the community with those of the individual.***

*University Place continues to draw from diverse revenue streams to finance capital facility projects. Additionally, maintenance of new facilities is anticipated well in advance as part of the capital planning program to ensure facility maintenance costs can be effectively incorporated into the City's operating budget. The public facility costs associated with new growth are recovered in part using impact fees that reflect up-to-date costs, including those related to land acquisition and construction. In addition, University Place continues to seek grants and other outside funding to maintain its high quality of life.*

## *MAJOR ISSUES*

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.

When University Place incorporated in August 1995, it had extensive capital facility needs. Previous under-investment in urban infrastructure to serve urban growth left the area with major needs for street improvements, sewers, parks and recreation facilities. As a result,

the City must acquire, develop, and improve a wide range of facilities necessary in order to meet demands for governmental services.

In 2014, University Place received PSRC designation for a Regional Growth Center that encompasses three core areas within the community – Town Center District, the 27th Street Business District, and the Northeast Mixed Use District. The City will need to develop strategies to prioritize funding for transportation facilities and other infrastructure to support this Regional Growth Center consistent with the regional vision identified in VISION 2040 and its regional center policies, including MPP-DP-7, MPP-DP-13 and MPP-H-6.

Many public facilities that serve the residents of University Place are owned and operated by other public entities that have their own capital facilities plans and priorities for investment. This may limit the City's ability to "remedy deficiencies" for a number of capital needs.

Much of the City is already developed. Contributions for "concurrency" will have only a small impact on the ability to help finance capital facilities.

# GOALS AND POLICIES

This Element contains the capital facilities goals and policies for the City of University Place. The following goals reflect the general direction of the City, while the policies provide more detail about the strategies and other steps needed to meet the intent of each goal. References to specific Countywide Planning Policies relating to essential public capital facilities (CPP EPF) are intended to document this Element's consistency with these provisions.

## *LEVEL OF SERVICE AND CONCURRENCY*

Level of service (LOS) standards are benchmarks for measuring the amount of a public facility and/or services 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.

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. In addition, water and sewer concurrency is highly recommended by the Department of Commerce. However, the City does not have direct oversight over water and sewer provisions as these services are provided by other public agencies.

## 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 owners and operators of non-City owned and operated facilities to establish levels of service standards necessary to provide for growth and achieve the City's vision. Levels of service should be established in interlocal or contractual agreements between the City and the service provider.

### 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.

### Policy CF1C

Issue no development permits (such as a building permit or a land use approval associated with a building permit) unless sufficient capacity for facilities exists or is developed concurrently to meet the minimum level of service for both existing and proposed development. Monitor other public facilities as development occurs. Evaluate the provision of these public facilities 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 level of service for facilities identified in CF1B, or if the development proposal would decrease the level of service below the locally established minimum, the applicant may:

- Provide the public facilities and improvements;
- Delay development until public facilities and improvements are available; or,
- 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.)

### Policy CF1E

Exempt the following development from concurrency requirements:

- Development "vested" in accordance with RCW 19.26.095, 58.17.033, or 58.17.170;
- Expansions of existing development that were disclosed and tested for concurrency as part of the original application; and,
- Development that creates no additional impact to public facilities.

### Policy CF1F

Periodically evaluate the condition of public facilities and determine needed repairs and improvements to the City's public facilities for non-capacity projects. Biennially assess

expansion needs based on projected growth (capacity projects) to assist in the timely identification of improvements needed to achieve minimum LOS standards.

### *FINANCIAL FEASIBILITY*

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.

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.

## 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.

**Policy CF2B**
Review project costs scheduled in the City's Capital Improvement Plan so that expected revenues are not exceeded.

**Policy CF2C**
Consider long-term life cycle costs when making capital facilities purchases. Ensure that facility maintenance and operation costs and/or depreciation are considered in addition to purchase cost given the long-term financial commitments associated with acquiring additional capital facilities.

**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. Regularly evaluate and monitor each service provider's quality of service and rates. Study the feasibility of directly owning and operating these public facilities and services should concerns arise.

**Policy CF2E**
Help residents develop Local Improvement Districts (LIDs) and Utility Local Improvement Districts (ULIDs) and consolidate them to save administrative costs.

### *COORDINATION WITH THE COMPREHENSIVE PLAN, OTHER PLANS, AND OTHER POLICIES*

The GMA requires internal consistency between the Capital Facilities Element and other Comprehensive Plan elements. Consistency is essential because the cost and long life of capital facilities sets precedent for location and intensity of future development. Consistency is also important because the Capital Facilities Element implements other Comprehensive Plan elements. The Element serves as a catalyst for financing key proposed projects, and establishes a process to balance competing requests for funds.

The CPPs, VISION 2040 and the GMA represent region-wide visions for growth. Inter-jurisdictional 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.

## 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 (GMA), VISION 2040, Pierce County County-Wide Planning Policies (CPPs), other Comprehensive Plan Elements, and plans of other regional entities, adjacent counties, and municipalities.**

**Policy CF3A**

Ensure that public facility improvements are consistent with the adopted land use plan map and other Comprehensive Plan elements. Ensure that the Capital Facilities Element serves as a catalyst for financing key proposed projects and provides a process by which the City may balance competing requests for funds.

**Policy CF3B**

Periodically assess the Comprehensive Plan 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 should be reassessed. At a minimum, the Land Use Element shall be evaluated as to whether the growth projected in the element can realistically be achieved given expected capital facilities funding. Reassess the Land Use Element if funding for concurrent capital facilities is insufficient to meet existing needs. Consider re-evaluating projected funding, alternative sources of funding, and level of service standards.

**Policy CF3C**

Amend the six-year Capital Improvement Plan (CIP) at least once every two years so that financial planning remains current with changing conditions, development trends, and the economy.

**Policy CF3D**

Implement the Capital Facilities Element consistent with the requirements of the adopted Pierce County County-Wide Planning Policies (CPPs), VISION 2040, the GMA, and other relevant plans. Work to achieve inter-jurisdictional coordination and

consistency for capital projects within these regional planning frameworks to effectively manage growth and increase the efficiency and long-term success of City projects.

**Policy CF3E**
Ensure that capital facility investments are prioritized to support growth in the locations targeted in the Land Use Element, including infrastructure to support the City's three Regional Growth Center districts -- Town Center District, 27th Street Business District, and Northeast Mixed Use District, consistent with the City's 2030 population and housing growth targets assigned by Pierce County and PSRC's VISION 2040.

### *SITING FACILITIES*

Like other development, public facilities may impact surrounding land uses and environmentally sensitive areas. Facility siting represents both opportunity and responsibility for agencies making decisions on facility locations and designs.

## GOAL CF4

**Locate capital facilities for maximum public benefit while minimizing negative impacts.**

**Policy CF4A**
Site public facilities to encourage physical activity, and minimize impacts on residential neighborhoods and sensitive environmental areas. Provide pedestrian access connections between public facilities and the City's transportation network. Avoid sensitive areas whenever reasonably possible and use setbacks, landscape screening, buffering and other techniques to minimize impacts.

**Policy CF4B**
Locate and develop public facilities to create multiple use opportunities and support community services and economic development where appropriate. Support development of public facilities that may promote adjacent business development, provide a convenience to the public and promote Commute Trip Reduction policies.

**Policy CF4C**
Encourage adaptive reuse of existing buildings as community facilities where feasible and if appropriate, as an alternative to demolition.

**Policy CF4D**
Coordinate capital facility siting with the plans of surrounding jurisdictions and regional and state agencies as required and as appropriate for each facility. Recognize that certain capital facilities are linear in nature, pass through more than one jurisdiction, and often require significant inter-jurisdictional coordination. Coordinate siting of other capital facilities that may be site specific but regional in nature, serve a population beyond City limits, and may have a disproportionate financial burden on the jurisdiction where sited.

### *ESSENTIAL PUBLIC FACILITIES*

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.

## GOAL CF5

**Permit the siting of essential public facilities in accordance with State requirements and City codes.**

**Policy CF5A**
Use the City-adopted process and approval criteria when siting listed state-wide, countywide, and local essential public facilities. Identify essential public facilities of a state-wide nature as defined by the Washington State Office of Financial Management (OFM) list. Use the Pierce County County-Wide Planning Policies (CPPs) and the Pierce County Comprehensive Plan policies as guidance for identifying County-wide essential public facilities. Use the criteria recommended in WAC 365-195-340 (2)(ii)(C), at a minimum, to identify City essential public facilities.

**Policy CF5B**
Adaptively manage the process for siting and permitting essential public facilities to ensure the public is protected from adverse impacts and to capture health and other social benefits.

**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 and seek mitigation for any associated impacts.

## SPECIFIC FACILITIES

The following goal and policies address specific public facilities and services.

## GOAL CF6

**Address specific public facilities and service issues.**

### *TRANSPORTATION*

**Policy CF6A**
Maintain a level of funding needed to achieve the adopted level of service in order to maintain high quality transportation facilities that support community safety, quality of life, and the ability to attract and maintain a viable business community.

**Policy CF6B**
Provide for pedestrian, bicycle and other transportation facilities that improve livability, enhance public safety, and reduce dependence on the automobile, particularly in areas not served by public transit.

**Policy CF6C**
Ensure that traffic impact fees collected pursuant to the University Place Traffic Impact Fee Ordinance are spent only on projects listed in the Six-Year Capital Improvement Plan for transportation facilities consistent with RCW 82.02.050(4) and WAC 365-196-850.

### *SEWER*

**Policy CF6D**
Work with sewer providers to ensure that sewers are available citywide within 300 feet of all properties within 20 years, thereby enabling individual property owners to extend a sewer line to their properties for a reasonable cost.

**Policy CF6E**
Work with Pierce County, the City of Fircrest, and the City of Tacoma to develop a phased plan to offer sewer service to areas of University Place that are without sewers. Give priority to areas with failing or aging septic systems to minimize health and water quality impacts.

**Policy CF6F**
Encourage properties to hook up to sewers if they are available and require new development to connect to sewers to help alleviate long term environmental problems associated with septic system failure and groundwater contamination.

### *STORMWATER/DRAINAGE MANAGEMENT*

**Policy CF6G**
Comply with Phase II Western Washington Municipal Stormwater Permit requirements in accordance with the EPA's National Pollutant Discharge Elimination System (NPDES). Incorporate best management practices during periodic refinement of stormwater regulations to address stormwater quality and quantity, erosion prevention, and minimizing downstream impacts of runoff in a manner consistent with NPDES Phase II requirements.

**Policy CF6H**
Maintain the City's existing storm drainage system, including streams that are prone to blockage from silt, vegetation, trees, and other debris, to prevent blockage and backups. Periodically review the maintenance program and provide sufficient funding to ensure that stormwater systems function effectively.

**Policy CF6I**
Implement the City's adopted Comprehensive Storm Drainage Plan, which identifies existing flooding problems, includes a strategy for making improvements, identifies funding opportunities and establishes best management practices to minimize development impacts.

### *CITY HALL, CIVIC BUILDING, AND RELATED FACILITIES*

**Policy CF6J**
Construct improvements within the Civic Building to accommodate new city government facilities, including administrative offices, a new public assembly room that will serve as Council Chambers, and other uses.

### *PARKS AND RECREATION*

**Policy CF6K**
Maintain a safe, attractive, enjoyable, easily accessible 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.

**Policy CF6L**
Ensure that park impact fees collected pursuant to the University Place Park Impact Fee Ordinance are spent only on projects listed in the Six-Year Capital Improvement Plan for Parks, Recreation and Open Space facilities consistent with RCW 82.02.050(4) and WAC 365-196-850.

### *POLICE*

**Policy CF6M**
Work with the Pierce County Sheriff's Department to pursue and implement programs that enhance public safety and support a healthy community and high quality of life.

### *FIRE PROTECTION*

**Policy CF6N**
Work with West Pierce Fire and Rescue to maintain a level of service that meets industry standards for fire suppression and emergency services and keeps up with demand as the City grows.

### *LIBRARY*

**Policy CF6O**
Work with the Pierce County Library District to maintain a level of service that meets industry standards for library facilities and services and keeps up with demand as the City grows.

### *SCHOOLS*

**Policy CF6P**
Coordinate with school districts to facilitate the provision of quality education and facilities for students. Collaborate with school district officials on addressing issues of mutual interest, including school facility location, impacts of new development on a district, impacts of school facilities and activities on the community, population and

growth projections, and parks and recreation programming. Consider adopting an impact fee ordinance if a school district determines such an ordinance would assist with addressing increased demand for services.

**Policy CF6Q**
Involve the city's private schools while planning for educational resource needs in University Place.

# BACKGROUND INFORMATION

### *LEVEL OF SERVICE (LOS)*

In preparing a Capital Facilities Element, a key decision is establishing level of service (LOS) standards for public facilities and services. 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 facilities and services will enable the City to: a) evaluate how well it is serving its existing residents; and, b) determine how many new facilities or services will have to be constructed or provided to accommodate new growth and development.

### *FACILITIES AND SERVICES*

The City of University Place owns and operates, or contracts for, the facilities and services listed in **Table 7-1**. Other public facilities and services are provided by special districts or by other public agencies, as shown in **Table 7-2**. Level of service measurements are listed or referenced in these tables.

**Table 7-1**
**City Owned & Operated Facilities and Contracted Services**

| Capital Facility/Service | Provider | Level of Service Measurement |
|---|---|---|
| Transportation | City | Delay at Intersections / Road Capacity – See Transportation Element |
| Surface Water Management | City | Compliance with King County Surface Water Design Manual. |
| Parks & Recreation | City | Acres / 1000 Population – See Parks, Recreation and Open Space Plan |
| Municipal Facilities | City | Building Area / 1000 Population. |
| Police | Pierce County (City Contract) | "No Call Too Small" Service |
| Courts | City of Lakewood (City Contract) | No adopted standards directly applicable to University Place |

### *CITY OWNED & OPERATED FACILITIES AND CONTRACTED SERVICES*

**Transportation**

University Place is served by a wide variety of transportation facilities, ranging from recreational trails, bicycle lanes and *complete streets*, to a network of arterial facilities that

connect with transit stations and light rail located in Tacoma. The City's transportation system supports and enhances the City's land use vision through 208 lane miles of roadway, 23 miles of sidewalk, and approximately 3,400 street and traffic control signs. This is done by maintaining and developing a sustainable, clean, accessible, safe and efficient transportation system that moves people and goods. The City is primarily responsible for the development and maintenance of existing paved streets and associated traffic control hardware, sidewalks and bicycle lanes. Additional facilities include 2,800 street trees, nearly 1,300 street lights, and over one million square feet of public landscaping area. Public transportation facilities are operated by Pierce Transit and Sound Transit and include a variety of transit stops and the Tacoma Community College Transit Station, located adjacent to the northeast corner of University Place, at Mildred and S. 19th Streets in Tacoma.

The Transportation Element addresses goals and policies, an inventory of existing facilities and services, traffic forecasts, future needs, and proposed facility locations/capacities. It also establishes level of service standards for intersections and arterial segments, and public transit.

**Table 7-2**
**Facilities and Services Provided by Others**

| Capital Facility/ Service | Provider | Level of Service Measurement |
|---|---|---|
| Sewer | Pierce County Public Works and Utilities, and City of Fircrest | 220 gallons per day per equivalent residential unit (ERU). See Pierce County Sewer for additional LOS information. |
| Water | City of Tacoma Public Utilities Water Division | 442 gallons per day per ERU. See Tacoma Water for additional LOS information. |
| Power | City of Tacoma Public Utilities Power Division | See Tacoma Power for specific LOS standards. |
| Schools | University Place and Tacoma School Districts | Class Size -- See Districts for specific LOS standards |
| Library | Pierce County Library System | 754 to 875 square feet of building area per 1000 population |
| Fire | West Pierce Fire and Rescue | Response Time for arrival of first engine company: 6 minutes. Turn Out Time for fire suppression and emergency medical response: 110 seconds. See West Pierce Fire and Rescue for additional LOS information. |
| Transit | Pierce Transit, and Sound Transit | No adopted standards directly applicable to University Place |

**Surface Water Management**

The City of University Place is located in the Chambers - Clover Creek Watershed Resource Inventory Area 12 (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

The City of University Place has adopted the King County Surface Water Design Manual (KCSWDM) as its standard for development and level of service. Title 13 of the University Place Municipal Code further supplements this manual in accordance with Department of Ecology requirements. These standards set forth the City's minimum drainage and erosion control requirements. The City encourages use of open vegetated channels to convey stormwater when possible.

Inventory

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. **Figure 7-1** 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

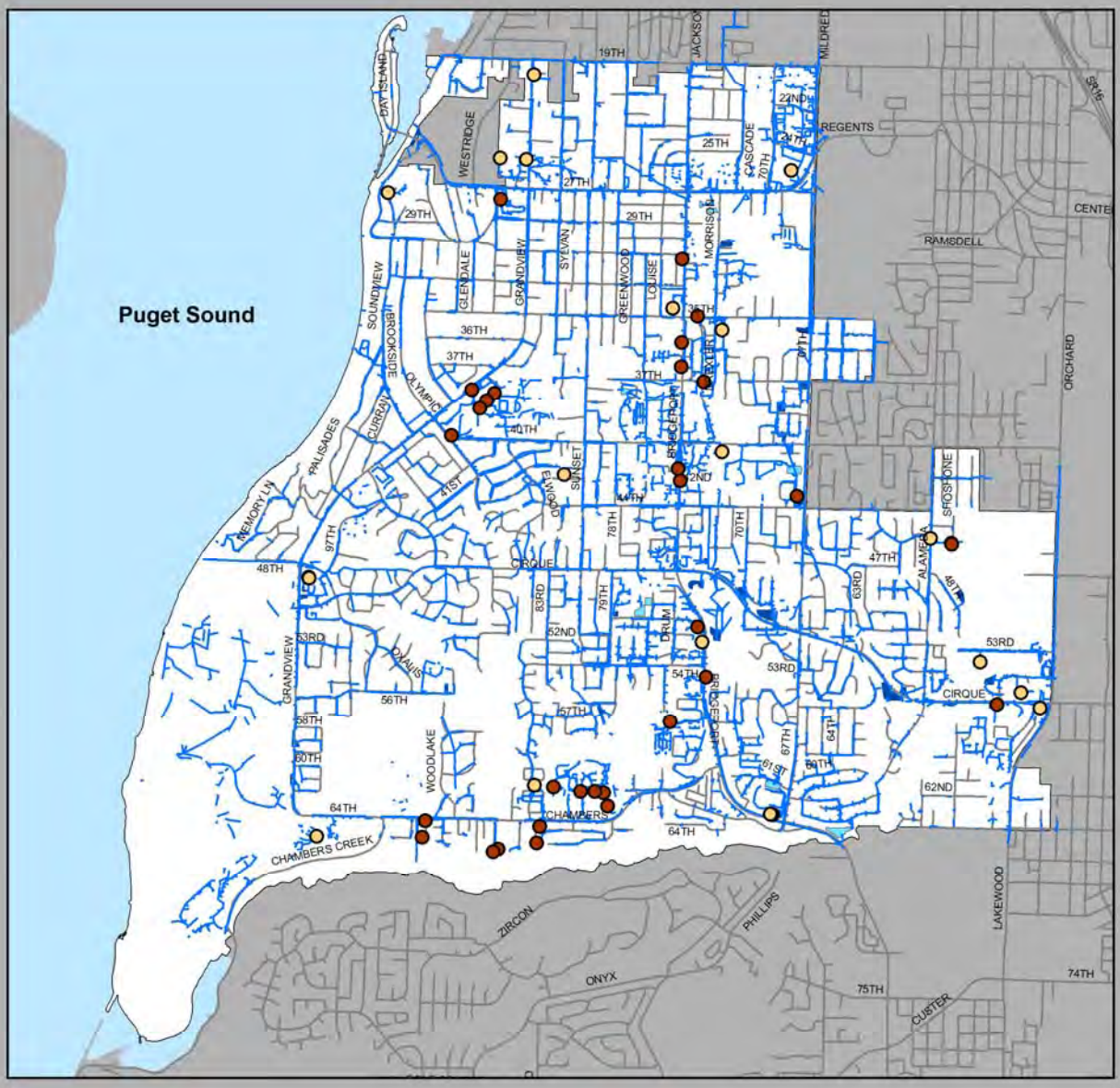
The City's adopted Comprehensive Storm Drainage Plan identifies problems in the City's drainage infrastructure and receiving waters. Recommended improvements are itemized and identified by the following watersheds: Leach Creek Basin, Soundview Basin, Crystal Springs Basin, North Day Island Basin, Day 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

# Figure 7-1

# Stormwater Facilities




Storm Lines

Stormwater Vault

Stormwater Filter Vault

Private Stormwater Ponds

Public Stormwater Ponds

Scale
1:40,000

University Place
Planning and Development Services

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.

Storm water capital facilities planned in the next six years are listed in the Six-Year Capital Improvement Plan. The schedule and funding for these facilities may change in order to maintain an adequate level of service.

**Parks, Recreation and Open Space**

Park, recreation and open space facilities are provided by the City of University Place, University Place School District, Pierce County and the private sector. In general, facilities owned and operated by the City, school district and county are open to the public, subject to specific rules regarding their use. Private sector facilities include private parks and playgrounds in residential developments and private recreation enterprises and clubs. **Figure 7-2** shows the location of the larger of these facilities while **Table 7-4** lists all City-owned parks and recreation and open space facilities by type, features and available facilities.

Since the City's incorporation in 1995, acreage devoted to parks and open space has more than tripled. With the completion of Cirque Bridgeport Park in 2006, developed parks have more than doubled in acreage. The City owns 22 park properties and regularly maintains 14 of these properties totaling nearly 100 acres for a variety of community uses.

The City adopted a Parks, Recreation and Open Space Plan (PROS) in 1997 and most recently updated this plan in 2014. The PROS Plan is the City's master plan to provide park, recreation and open space facilities and services to the community. The Plan addresses or provides goals and policies, an inventory of existing facilities and services, a needs assessment, a level of service analysis, and funding and plan implementation strategy. The PROS Plan is a component of the City's Comprehensive Plan. It serves as a resource and planning tool for the Six-Year Capital Improvement Plan (CIP) contained in this Capital Facilities Element.

**Municipal Facilities**

The City maintains four municipal facilities: City Hall at 3715 Bridgeport Way West, Public Works Operations at 4951 Grandview Drive West, the Senior Center at 2534 Grandview Drive West, and the Civic Building at 3609 Market Place West.

Inventory

*City Hall*: The City's general administrative functions are located on a 2.4-acre site located on the east side of Bridgeport Way West at 37th Avenue West. The City purchased a shopping center complex at this location, 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 space within the site for service uses, which provide revenue.

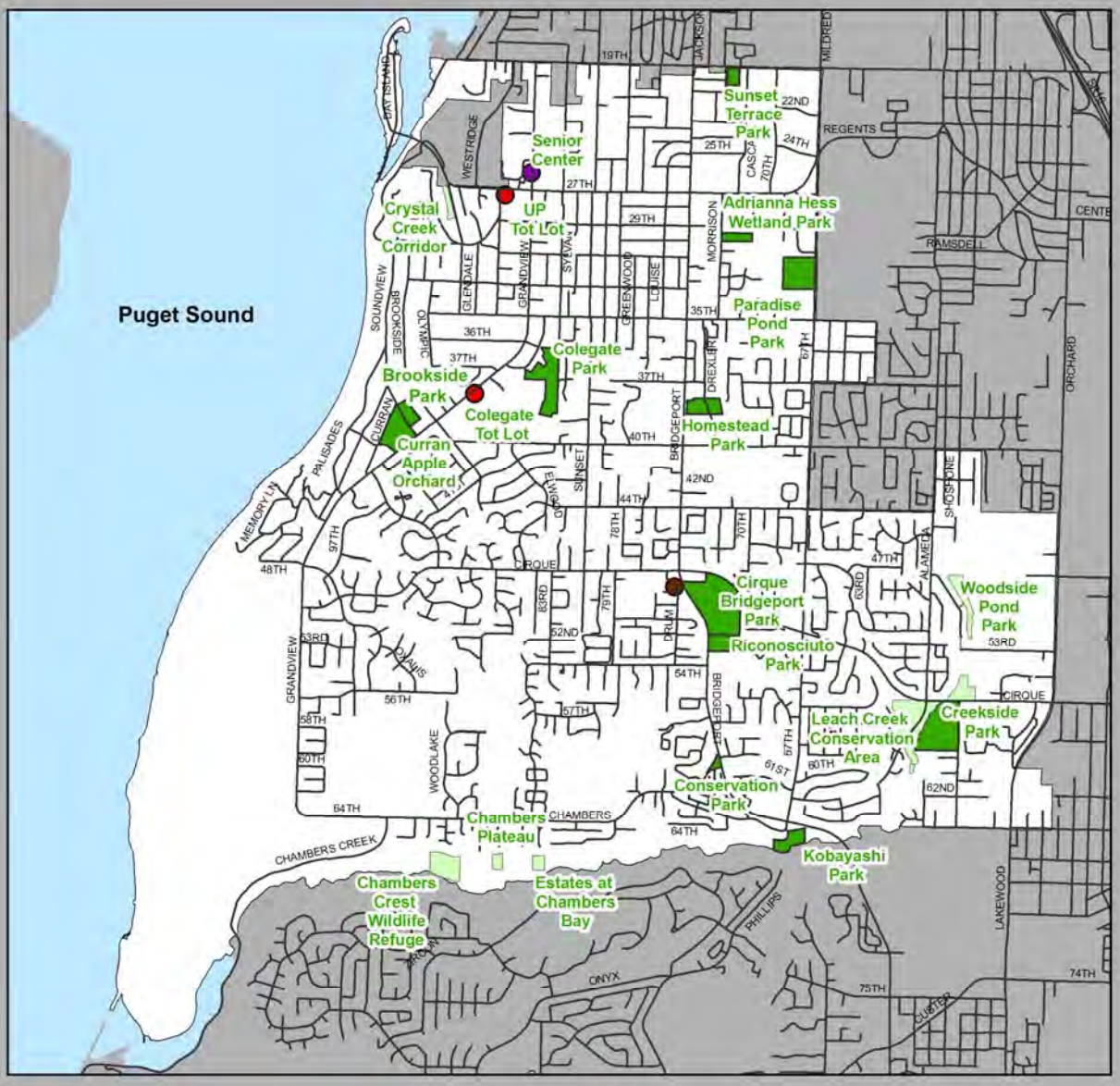
*Public Works Shop*: The maintenance and operation functions of the Public Works Department are carried out from the Public Works Shop located at 4951 Grandview Drive West. The 6,200 square foot shop, built in 1998, is located on a 3.8 acre site. The shop building includes administrative offices, service bays, and a lunchroom/training facility. Maintenance vehicles and supplies are stored in covered and uncovered areas on the site.

**Table 7-3**
**Park, Recreation and Open Space Facilities**

| Parks/Facilities | Features | Acres* |
|---|---|---|
| **Mini Parks** | | |
| Drum Basketball Court | Basketball Court | 0.5 |
| Colegate Playground | Playground | 0.5 |
| UP Tot Lot** | Playground | 0.5 |
| **Neighborhood Parks** | | |
| Sunset Terrace Park | Field, Playground | 5.6 |
| **Community Parks** | | |
| Cirque Bridgeport Park | Fields, Playground, Skate Park, Restrooms | 22.0 |
| **Open Space/ Natural Areas** | | |
| Chambers Crest Wildlife Refuge | No Public Access, Wildlife Corridor | 7.5 |
| Riconosciuto Property** | No Public Access | 5.0 |
| Conservation Park | Green Space | 1.5 |
| Pemberton Creek Open Space | No Public Access, Wetland, Wildlife Corridor | 4.9 |
| Leach Creek Conservation Area | No Public Access, Wetland, Wildlife Corridor | 14.8 |
| Adrianna Hess Wetland Park | Meeting Rooms, Wetland, Bird Watching | 2.0 |
| Woodside Pond Nature Park | No Public Access, Wetland, Wildlife Corridor | 3.6 |
| Creekside Park | Open Space, Wetland, Wildlife Corridor | 15.0 |
| Colegate Park | Informal Trails and Open Space | 12.0 |
| Paradise Pond Park | Open Space, Wetland, Bird Watching | 9.5 |
| Brookside Park | No Public Access, Wetland | 2.6 |
| Crystal Creek Corridor | Stream Corridor, Wetland | 1.7 |
| **Special Use Facilities** | | |
| Senior/Community Center | Meeting Rooms, Kitchen | 0.5 |
| Curran Apple Orchard Park | Orchard, Playground, Band Stand | 7.3 |
| City Hall | Meeting Rooms, Kitchen | 2.4 |
| Homestead Park | Open Green, Gardens, Trails, Information Kiosk | 4.8 |
| Kobayashi Park | Open Green, Trail, Fishing Wildlife Corridor | 5.5 |
| **Total (approximate)** | | **129.7** |

## Figure 7-2

# Parks and Open Space



*Senior Center*: The City's 2,800 square foot Senior Center was originally used for 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.

*Civic Building*: The City and Pierce County Library System share space within the Civic Building, which was constructed in 2011. The Civic Building also houses a privately-owned café with indoor play area. Municipal offices include the City's Parks and Recreation Department and the University Place Police Department, which is a division of the Pierce County Sheriff's Department. The City intends to develop additional space within the Civic Building to accommodate other general administrative offices that would be relocated from the Windmill Village site when that site is redeveloped for other uses in the future.

Future Needs

The Public Works Shop and Senior Center are adequate for present needs and can accommodate a moderate increase in staff, though none is planned. Modifications and improvements are ongoing at all facilities to meet evolving needs. The Civic Building is designed to accommodate all of the City's general administration offices at such time as the City is required to vacate the premises at Windmill Village in order to accommodate redevelopment of that site for private mixed use development.

**Public Safety**

The City of University Place contracts with Pierce County for its Police and Jail services.

Level of Service

The Police Department maintains a minimum of two officers on duty at all times. The City's contract for police includes human resources, legal, liability, finance, information services, investigations, patrol supervision and fleet. The City bases the level of service on a "no call too small" ideology desired in the community rather than the number of officers per population.

Municipal court services are provided to the City of University Place by the City of Lakewood. The University Place Municipal Court is a separate entity from the Lakewood Municipal Court. However, in order to achieve cost efficiencies and provide residents with a high level of service, the City of University Place has contracted and partnered with Lakewood to provide municipal court, prosecution, and public defender services. The Municipal Court is a court of limited jurisdiction that hears criminal misdemeanors and gross misdemeanors, traffic and parking infractions, criminal traffic cases, and certain other violations that occur in the City.

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 1,300 inmates. The Center 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

There are no facility expansions planned for police and courts serving University Place.

## *FACILITIES & SERVICES PROVIDED BY OTHERS*

### Schools/Public Education

Three public school districts include service areas within the City of University Place: 1) University Place; 2) Tacoma; and, 3) Steilacoom. Most of the City is within the University Place School District boundaries. **Figure 7-3** 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 City, University Place and Tacoma, are hereby adopted by reference in this Comprehensive Plan.

Although the Tacoma School District boundaries extend into University Place, the District does not have capital facilities (schools) within the City limits. Likewise, the Steilacoom School District does not have school facilities within the City 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 may be "released" from the District and apply to 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 City, Steilacoom School District capital facilities are not discussed.

UNIVERSITY PLACE SCHOOL DISTRICT

Inventory

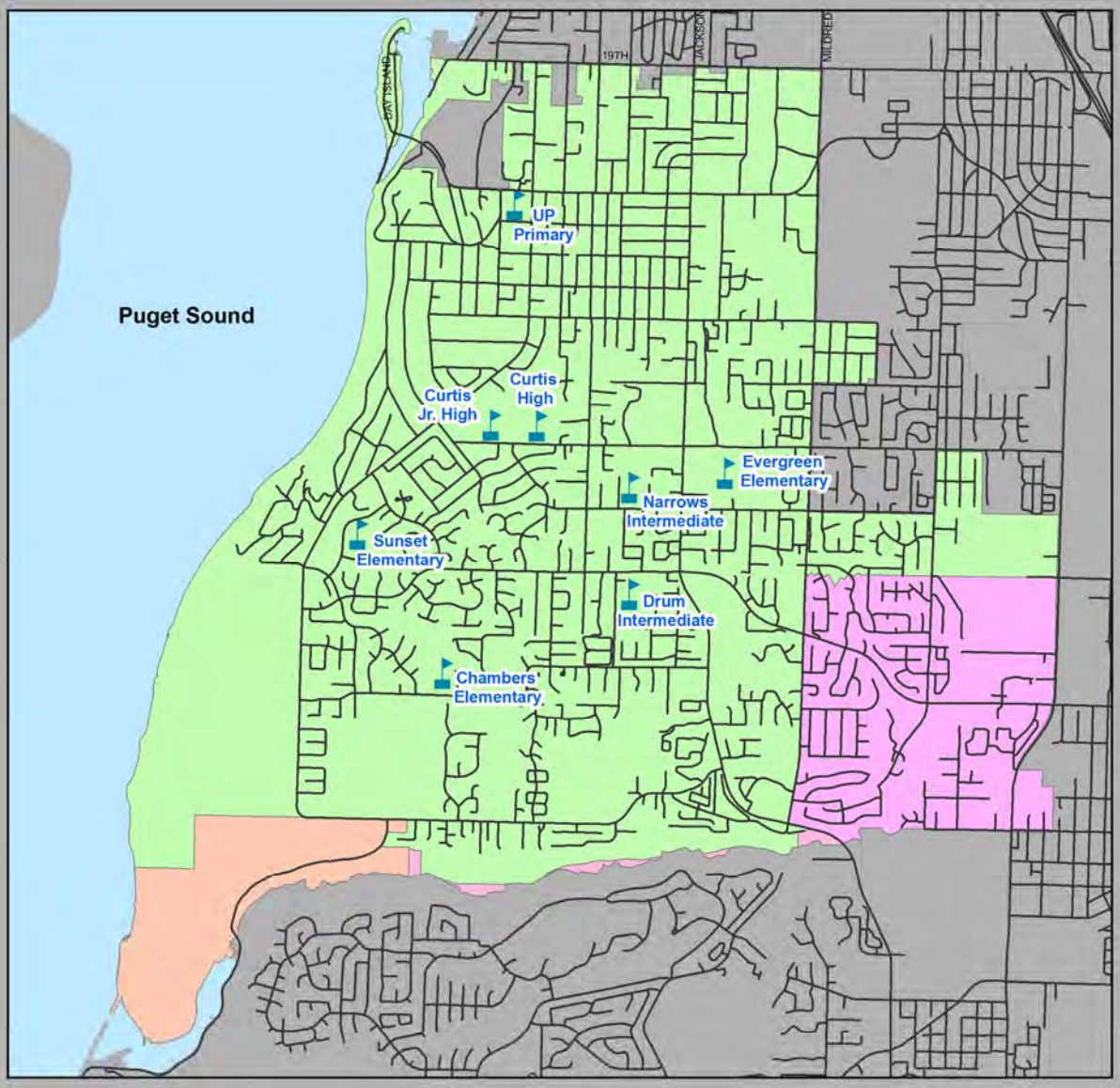
The University Place School District has administrative offices located at 3717 Grandview Drive West. **Table 7-4** lists the schools the District owns and operates within the City and their student capacities. The District also owns land at 9311 Chambers Creek Road that is used for auxiliary services, including a bus barn and storage buildings.

Future Needs

In 2005 the District conducted a study and survey of facilities. The study and survey led to the development of a capital plan that included the replacement of University Place Primary, Curtis Junior High, and the Curtis High School gymnasium. The capital plan also included the modernization of the Curtis High School swimming pool and performing arts facilities, replacement of the Curtis High School / Curtis Junior, and upgrades to mechanical systems at Sunset and Chambers Primary to increase the life of the buildings. All of these projects have been completed and meet the current capacity needs of the District. Future capacity is likely to be impacted by class size reduction legislation.

## Figure 7-3

# School Districts




University Place
Tacoma
Steilacoom
Clover Park
Schools

Scale
1:40,000

University Place
Planning and Development Services

The District bases capacity on number of students per class rather than building area per student as previously done. Capacity standards are set by the District.

**Table 7-4**
**University Place School District Schools**

| School/Address | Capacity (Existing Based on 2014-2015 Funded Class Size) |
|---|---|
| **Primary** | |
| Chambers - 9109 56th Street West | 458 |
| Sunset - 4523 97th Avenue West | 484 |
| University Place - 2708 Grandview Drive West | 594 |
| Evergreen - 7192 49th Street West | 572 |
| **Intermediate** | |
| Narrows View - 7813 44th Street West | 702 |
| Drum - 4909 79th Street West | 678 |
| **Junior** | |
| Curtis - 8901 40th Street West | 1,000 |
| **Senior** | |
| Curtis - 8425 40th Street West | 1,600 |
| **Total** | **6,088** |

**Table 7-5** presents the level of service (LOS) standards (optimum class size) for the University Place School District by school type.

**Table 7-5**
**University Place - Level of Service by School Type**

| School Type | Level of Service Standard |
|---|---|
| Primary (Grades K – 4) | 20 - 24 students per class |
| Intermediate (Grades 5 – 7) | 24 - 26 students per class |
| Junior High (Grades 8 – 9) | 26 – 28 students per class |
| Senior High (Grades 10 – 12) | 26 – 28 students per class |

Proposed Location and Capacities

The University Place School District would likely extend existing school structures and add portable units to increase capacity as needed.

Funding Plan

The University Place School District Capital Facilities Plan includes a financial plan for funding additional capacity projects. State matching funds and school bond funds are the key identified sources of construction revenue.

TACOMA SCHOOL DISTRICT

As shown in **Figure 7-3**, the Tacoma School District serves a portion of the City of University Place. However, relatively speaking, that portion of the City within this 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 District's 2014-2019 Capital Facilities Plan (CFP) identifies, for each type of school, student capacity (with and without portables), and 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 District's CFP. The CFP indicates that the District operates 35 elementary schools, nine middle schools and eight high schools. For detailed information about these schools refer to the District's CFP.

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 7-6.**

**Table 7-6**
**Tacoma School District Capacity Needs**

| School Type | Year 2019 (Demand) | Square Feet Required |
|---|---|---|
| Elementary School(1) | 15,834 | 1,425,060 |
| Middle School(2) | 6,375 | 658,570 |
| High School(3) | 7,589 | 936,970 |

(1) Recommended LOS of 90 sq. ft. per student (grades K-5)
(2) Recommended LOS of 90 sq. ft. per student (grade 6), 110 sq. ft (grades 7-8)
(3) Recommended LOS of 110 sq. ft. per student (grade 9), 130 sq. ft. (grades 10-12)

Proposed Location and Capacities

The Tacoma School District's 2014-2019 CFP identifies proposed projects over a six year period for each school type. Nine elementary school replacement projects are planned as well as the historic modernization of McCarver Elementary School (ES), replacement of Wainwright ES with a new Wainwright Intermediate School (grades 4-8), historic modernization and additions to Stewart Middle School (MS), replacement of Hunt MS, modernization and additions to Wilson High School (HS), and modernizations and additions to SAMI HS. Completion of these projects should leave a net reserve of 766,648 square feet.

For middle schools, the District proposes the development of no new middle schools other than the change of Wainwright ES to a graded 4-8 elementary/middle school. 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 assumes Wilson and SAMI HS modernizations. A net reserve of 492,924 square feet is projected for 2019.

Six-Year Funding Plan

Six-year funding plans are included in the District's CFP for each school type. Six-year operation and maintenance cost schedules by school type have also been prepared. The District will rely upon state matching funds, remaining levy funds, 2013 capital bond funds, impact fees through voluntary agreements, and impact fees by ordinance to fund school improvements. For elementary schools, the District anticipates an approximate total of $307,800,000 from funding sources, $118,500,000 for middle schools, and $81,500,000 for high schools.

STEILACOOM SCHOOL DISTRICT

The Steilacoom School District does not have school facilities within University Place. However, it leases land from University Place School District within the City for bus barn and storage facilities. This six-acre facility, which is shared with University Place Schools, is located east of the Pierce County Environmental Services Building (within the Chambers Creek Properties) near the intersection of Chambers Creek Road and 64th Street West.

**Water**

Water is provided to the City of University Place by Tacoma Water, a division of Tacoma Public Utilities (TPU). 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 City are not serviced by sewer and rely on on-site sewage disposal systems (septic drainfield facilities). *A more thorough discussion of sewer service in the City of University Place is provided in the Utilities Element. This includes an inventory of sanitary sewer facilities and a forecast of future needs.*

**Fire and Emergency Medical Service**

West Pierce Fire & Rescue (WPFR) provides service to University Place, as well as to Lakewood and Steilacoom. WPFR was created March 1, 2011 with the merger of two separate fire departments that had been serving Lakewood and University Place. Prior to that time, the district serving University Place was known as Pierce County Fire District No. 3, which was established in 1944. WPFR operates under Revised Code of Washington (RCW) Title 52 and is a municipal corporation as defined by law in the State of Washington pursuant to RCW 41.24.010. It operates as a junior taxing district.

The District is 31 square miles and serves a population exceeding 90,000. WPFR is governed by a board of seven elected officials who serve six-year terms. The Board appoints a Fire Chief to oversee day-to-day operations.

The District provides numerous services to the community including fire, emergency medical services (EMS) and transport, technical rescue, hazardous materials response, special operations, fire prevention, inspections & code enforcement, as well as fire & life

safety education. WPFR has seven fire stations that operate 24 hours a day / 7 days a week, located strategically throughout its borders. The District's combined headquarters/ fire station building, constructed in 2001, is located at the intersection of Drexler Drive and 37th Street West in University Place. WPFR has been designated a Class 3 fire department through the Washington Survey and Rating Bureau.

In terms of daily emergency response programs, one battalion chief supervises six engine companies, one ladder truck company, four full-time medic units, and one peak activity medic unit. In addition to emergency responses, the District participates in the following programs: Special Operations Rescue Team (the District belongs to a regional response team consisting of Central Pierce Fire and Rescue (CPFR), Gig Harbor Fire & Medic One and East Pierce Fire and Rescue (EPFR), Marine Operations (three marine craft; one of which is based at Narrows Marina), and Hazardous Incident Team (the District belongs to a regional response team consisting of CPFR, Graham Fire & Rescue, Gig Harbor Fire & Medic One and EPFR). The District has 56 paramedics, 40 technical rescue technicians, 26 rescue divers, 23 rescue swimmers, and 12 hazmat technicians. In 2012, the District responded to 13,592 incidents. 64.25% of which were EMS related.

Proposed capital projects undergo scrutiny during the District's budget process based on ranking in training, safety, urgency, and growth. Scheduled expenditures from the Equipment Replacement Reserve (ERR) fund are reviewed annually to ensure they are still necessary, prudent and remain in line with the direction the District is moving.

**Public Library**

The Pierce County Library System serves University Place along with all of unincorporated Pierce County and the annexed cities and towns of Bonney Lake, Buckley, DuPont, Eatonville, Edgewood, Fife, Gig Harbor, Lakewood, Milton, Orting, South Prairie, Steilacoom, Sumner and Wilkeson. The system was established as an independent municipal corporation under the Revised Code of Washington 27.12. It operates as a junior taxing district funded from a separate property tax levy. Additional funding may come from voter approved special levies and bonds. The system is overseen by a volunteer board of trustees appointed by the Pierce County Council.

The University Place Library, located within the Civic Building on Market Square in Town Center, opened in 2011. It contains 15,000 square feet of space, including meeting and conference rooms, an interactive children's area, computers and cyberbar in the Tacoma Narrows Rotary teen area, and computers, resources and staff in the Job and Business Center. The branch library's collection includes 80,000 books, movies, audiobooks and other materials. The Library earned Leadership in Energy and Environmental Design (LEED) Silver Certification level.

**Public Transit**

Public transportation service in the area is provided by the Pierce County Transportation Benefit Authority (or PTBA, 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 ten member Board of Commissioners comprised of elected officials representing

thirteen jurisdictions, unincorporated Pierce County, and one non-voting union representative within the benefit area.

Pierce Transit covers 292 square miles of Pierce County containing roughly 70% of the county population. It provides three types of service: fixed route, SHUTTLE (paratransit), and vanpools that help get passengers to jobs, schools and personal appointments.

There are four fixed bus routes (2, 51, 52, and 53) that serve or stop in the City of University Place. Route 2 connects the community with the Tacoma Community College (TCC) Transit Center and the Lakewood Transit Center via South 19th Street and Bridgeport Way West. Route 51 connects University Place to Tacoma's Proctor District and the Lakewood Sounder commuter rail station via South Orchard Street. Route 52 links the Narrows Plaza neighborhood with the adjacent TCC Transit Center and the Tacoma Mall Transit Center via Regents Boulevard in Fircrest and various arterials in Tacoma. Route 53 provides access to the TCC Transit Center and the Tacoma Mall Transit Center via 67th Avenue West, 27th Street West, Grandview Drive, 40th Street West, and South Orchard Street, eventually terminating in downtown Tacoma. Route 53 also provides access to the vicinity of the South Tacoma Sounder commuter rail station via South Orchard Street and South 66th Street, although the bus route alignment is three blocks south of the station. The buses serving these routes accommodate both riders with bicycles and wheelchairs.

SHUTTLE (paratransit) service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act of 1990 (ADA). Pierce Transit's SHUTTLE provides transportation for individuals who are unable to access or use fixed route bus services due to a disability. SHUTTLE eligibility standards and service characteristics are designed to meet the complementary paratransit requirements of the ADA. Using lift-equipped vans, SHUTTLE provides door-to-door service, or in some cases access to fixed route service. SHUTTLE provides service that is comparable to fixed route service in a geographic area and hours of service within each area. SHUTTLE is provided directly by Pierce Transit and through contracted services with First Transit. The area served by SHUTTLE is generally defined by the area that is within three-quarters of a mile of a fixed route.

Pierce Transit also offers vanpool, special use van, and rideshare programs. Pierce Transit vanpools typically serve a group of 5 to 15 people sharing the ride in a 12- or 15-passenger van. These vanpools commonly serve groups traveling to and from work, whose trip origin or destination is within Pierce Transit's service area. This highly successful program complements Pierce Transit's network of local and express services, providing commute alternatives to many destinations that cannot be effectively served by local fixed route services.

Proposed business strategies, capital projects, service changes, and capital facility improvements over the next six years are documented in Pierce Transit's *Transit Development Plan (TDP)* covering 2014-2019, which is updated and submitted to WSDOT annually. The agency's current (2014) TDP does not include any proposals for specific

service modifications or facility improvements in University Place. However, future capital improvements and route expansion in University Place may occur in high need areas and in conjunction with new commercial and residential development activity. Development proposals that will generate significant new demand for transit services may be required by Pierce Transit to mitigate impacts from increased demand by funding transit shelters and supportive facilities in close proximity to the development.

In addition to the annual TDP updates, Pierce Transit is developing a Long Range Plan (LRP) called *Destination 2040*, which will include performance measures prescribed under MAP-21. In addition, the LRP will include revised and updated service guidelines for 2014 and beyond. It should be noted, however, that the agency does not have Level of Service standards for fixed route services that are designed to align with the roadway network of the municipalities Pierce Transit serves. As of July 2014, the Puget Sound Regional Council is working with WSDOT to begin designing multimodal concurrency guidelines "to ensure that transportation infrastructure supports development as it occurs according to local standards." As such, Pierce Transit will await the Metropolitan Planning Organization (MPO) and WSDOT's specific guidelines for transit agencies once they are formally adopted. In the interim, more information is available at:

http://www.psrc.org/assets/11737/MultimodalConcurrencyPresentation.pdf.

# SIX-YEAR CAPITAL IMPROVEMENT PLAN (CIP)

This section of the Capital Facilities Element determines whether sufficient revenue will be available under current budgeting assumptions to fund needed capital improvements. It provides an analysis of revenue sources available for capital improvements and balances these revenues against anticipated expenditures for capital improvements. Using this process, the City can estimate annual revenue surpluses and shortfalls. Proposed funding sources for unfunded capital projects have also been provided.

Schedules

Improvement schedules are provided for public works (transportation and surface water management), and parks (parks, recreation and open space) facilities. These schedules identify each capital project the City intends to construct over a six-year planning horizon and present estimates of the resources needed to finance the projects. The schedules reflect the goals and policies of the Capital Facilities Element and the other elements of the Comprehensive Plan.

The first two years of the schedules are based on the City's adopted biennial capital budget, while the remaining four-year programs provide long-term planning and are based on the best available information at the time. Only the expenditures and appropriations in the biennial budget are binding financial commitments. The projections for the remaining four years are not binding, and the capital projects recommended for future development may be altered or not developed due to changing circumstances. The Six-Year CIP is a rolling plan that will be revised and extended every two years to reflect updated revenue projections, implementation of capital facility plans, and budget revisions. These periodic revisions to the scheduling and/or programming of projects should be responsive to the changing needs and aspirations of the community.

Revenues

Revenue sources used in capital financing and referenced in the improvement schedules consist of:

- Pay-As-You-Go: Funds available include Arterial Street Fund motor vehicle fuel tax monies and carryforward (General Fund savings) from prior operations.

- Grants and Loans: Grants and loans are listed accordingly and matching funds are noted, if applicable. These may include, but are not restricted to: FAUS (Federal Aid to Urban Systems) Grants, IAC (Interagency Committee for Outdoor Recreation) Grants, TEA-21 (Transportation Efficiency Act-21st Century) Grants, State Grants, TIB (Transportation Improvement Board) Grants, UAB (Urban Arterial Board) Grants, WSDOT (Washington State Department of Transportation) Grants including Safe Routes to School Grants, and Public Works Trust Fund Loans (PWTFL).

- Mitigation/Impact Fees: This revenue source includes impact and mitigation fees designated for transportation, park, and other improvements. This funding is to partially finance improvements intended to mitigate the cumulative impacts of

growth and development within the City. These revenues may include contributions from private developers, Pierce County, and others made by private sector entities.

- User Fees: This revenue source is defined as a payment of a fee for direct receipt of a public service by the person benefiting from the service. These revenues include storm drainage fees and recreation fees. The City of University Place only collects user fees associated with these services.

Funding Plan for Surface Water Management

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 of 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.

## 2015 - 2020 Public Works Capital Improvement Plan

| | 2015-Proj | 2016-Proj | 2017-Proj | 2018-Proj | 2019-Proj | 2020-Proj | Total |
|---|---|---|---|---|---|---|---|
| **FUNDING SOURCES** | | | | | | | |
| Beginning Fund Balance | $ - | $ - | $ - | $ - | $ - | $ - | $ - |
| Arterial Street Fuel Tax Fund | 136,599 | 106,459 | 49,634 | 50,427 | 56,336 | - | 399,455 |
| 1st 1/4% Real Estate Excise Tax (REET) | 77,284 | 51,049 | 108,169 | 110,332 | 112,538 | 177,152 | 636,524 |
| 2nd 1/4% Real Estate Excise Tax (REET) | 340,250 | 255,000 | 260,000 | 265,000 | 265,000 | 265,000 | 1,650,250 |
| SWM Fund (Road & Street Projects) | 2,645,516 | 1,012,000 | 801,235 | 160,000 | 160,000 | 160,000 | 4,938,751 |
| Grant/27th Street Phase 2 (Grandview - Bridgeport) | 51,000 | 1,224,000 | - | - | - | - | 1,275,000 |
| Grant/27th Street TIB (Bridgeport to 67th) | 1,204,000 | - | - | - | - | - | 1,204,000 |
| Grant/Bridgeport Phase 4A | 340,000 | - | - | - | - | - | 340,000 |
| Grant/Cirque-56th Corridor Improvements | 578,500 | - | - | - | - | - | 578,500 |
| Intergovernmental/Cirque-56th Corridor Improvements - Tacoma | 45,150 | 360,000 | - | - | - | - | 405,150 |
| Grant/Cirque-56th Corridor Improvements Phase 1 | - | 3,995,000 | - | - | - | - | 3,995,000 |
| Grant/Cirque Drive Overlay | 709,750 | - | - | - | - | - | 709,750 |
| Unfunded | - | - | - | - | - | - | - |
| **Total Funds** | **$ 6,128,049** | **$ 7,003,508** | **$ 1,219,038** | **$ 585,759** | **$ 593,874** | **$ 602,152** | **$ 16,132,380** |
| | | | | | | | |
| **PUBLIC WORKS PROJECTS** | | | | | | | |
| CIP Personnel | 355,672 | 390,003 | 397,803 | 405,759 | 413,874 | 422,152 | 2,385,263 |
| 27th Street Phase 2 (Grandview - Bridgeport) | 60,000 | 1,440,000 | - | - | - | - | 1,500,000 |
| 27th Street (B-Port to 67th Ave West) | 1,584,183 | - | - | - | - | - | 1,584,183 |
| Bridgeport Way West Phase 4A - Chambers Lane to 67th | 400,000 | - | - | - | - | - | 400,000 |
| Cirque/56th Corridor Improvements | 623,650 | - | - | - | - | - | 623,650 |
| Cirque/56th Corridor Improvements Phase 1 | - | 4,700,000 | - | - | - | - | 4,700,000 |
| Cirque Drive Overlay | 835,000 | - | - | - | - | - | 835,000 |
| Neighborhood CIP | 53,211 | 22,505 | 20,000 | 20,000 | 20,000 | 20,000 | 155,716 |
| SWM-Storm Drainage System in Arbordale 41st to Robin Dr | - | 31,000 | - | - | - | - | 31,000 |
| SWM-Stormwater NCIP | 160,000 | 160,000 | 160,000 | 160,000 | 160,000 | 160,000 | 960,000 |
| SWM-19th Street Pond Retrofit | 456,333 | - | - | - | - | - | 456,333 |
| SWM-Drainage for CIP | 260,000 | 260,000 | - | - | - | - | 520,000 |
| SWM - Lemons Beach Outfall | 285,000 | - | - | - | - | - | 285,000 |
| SWM - Soundview Dr W (Brookside to 31st) | 450,000 | - | - | - | - | - | 450,000 |
| SWM - Olympic Dr W (GV to 31st) | 325,000 | - | - | - | - | - | 325,000 |
| SWM - Tahoma Place | 280,000 | - | 641,235 | | | | 921,235 |
| Contingency (Available/Year) | - | - | - | - | - | - | - |
| **Total Projects** | **$ 6,128,049** | **$ 7,003,508** | **$ 1,219,038** | **$ 585,759** | **$ 593,874** | **$ 602,152** | **$ 16,132,380** |
| | | | | | | | |
| **Balance** | **$ -** | **$ -** | **$ (0)** | **$ (0)** | **$ (0)** | **$ 0** | **$ (0)** |

## 2015 - 2020 Parks Capital Improvement Plan

| | 2015-Proj | 2016-Proj | 2017-Proj | 2018-Proj | 2019-Proj | 2020-Proj | Total |
|---|---|---|---|---|---|---|---|
| **FUNDING SOURCES** | | | | | | | |
| Beginning Fund Balance | 280,608 | 44,200 | - | - | - | - | 280,608 |
| Impact Fees | 40,000 | 40,800 | 41,616 | 42,448 | 43,297 | 44,163 | 252,324 |
| Unfunded | - | - | 158,384 | 387,552 | 2,231,703 | 13,016,837 | 15,794,476 |
| **Total Funds** | **320,608** | **85,000** | **200,000** | **430,000** | **2,275,000** | **13,061,000** | **16,327,408** |
| | | | | | | | |
| **PARK PROJECTS** | | | | | | | |
| Cirque Park Improvements | - | - | 200,000 | 125,000 | 575,000 | 950,000 | 1,850,000 |
| New Community Center @ Cirque Park | - | - | - | - | - | 12,000,000 | 12,000,000 |
| Colegate Park Improvements | - | - | - | 45,000 | - | - | 45,000 |
| Colegate Playground Improvements | | | | | | 111,000 | 111,000 |
| Creekside Park (master plan/improvements) | 50,000 | 25,000 | - | - | 1,700,000 | - | 1,775,000 |
| Curran Apple Orchard Park | - | - | - | 150,000 | - | - | 150,000 |
| Sunset Terrace Park | - | - | - | 110,000 | - | - | 110,000 |
| Kobayashi Property | 95,000 | - | - | - | - | - | 95,000 |
| Paradise Pond Park | - | 35,000 | - | - | - | - | 35,000 |
| Chambers/Leach Creeks Trail | 25,000 | 25,000 | - | - | - | - | 50,000 |
| Pocket Parks/Land Purchases/Grant Match | 35,000 | - | - | - | - | - | 35,000 |
| Contingency (Available/Year) | 71,408 | - | - | - | - | - | 71,408 |
| **Total Projects** | **276,408** | **85,000** | **200,000** | **430,000** | **2,275,000** | **13,061,000** | **16,327,408** |
| | | | | | | | |
| **Balance** | **44,200** | **-** | **-** | **-** | **-** | **-** | **-** |

**CHAPTER 8**

# UTILITIES ELEMENT

## INTRODUCTION

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) maintain an attractive community.

## STATE PLANNING CONTEXT

### *GROWTH MANAGEMENT ACT*

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 citizens, including electric power, water, natural gas, sewer, storm water management, solid waste disposal, telephone, cable and telecommunications.

## LOCAL PLANNING CONTEXT

### *UTILITIES ASPIRATIONS*

*Looking ahead 20 years…*

***Through the 2030s, the planning and placement of utilities in University Place has supported the community's vision for the preferred location and amount of growth.***

*Utility planning for higher growth areas such as the Town Center and other locations within the University Place Regional Growth Center has advanced the vision. For those utilities provided by public entities and private companies, the City has ensured sufficient area is available to locate such facilities and provided a reasonable regulatory climate.*

***Utility planning has contributed to a high quality of life for University Place residents and businesses by ensuring efficient utility delivery.***

*Communications facilities are keeping up with changes in technology. Conservation and protection of existing resources has ensured a continued supply of clean water and energy.*

***Proper utility planning has also protected University Place's natural environment and resources, including Puget Sound.***

*Upgrades to the sanitary sewer system have eliminated many septic systems, thereby controlling contaminants released into the environment. The City has protected the natural environment by developing stormwater systems to prevent or reduce excess stormwater runoff that eventually makes it way to Puget Sound, by designing and upgrading systems and plans to prevent damage to the environment, by fostering conservation operationally and by implementing low-impact development practices.*

### *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.
- Utility poles and an abundance of wires, cables and other equipment create a cluttered appearance on residential and arterial streets.
- The security of utility infrastructure and the need to protect critical systems from intentional acts of vandalism and terrorism is a concern of the community.

## GOALS AND POLICIES

This Element contains the Utility goals and policies for the City of University Place. These goals reflect the general direction of the City, while the policies provide more detail about the steps needed to meet the intent of each goal. The goals and policies address the following utility challenges:

- Ensuring that adequate public utilities and facilities are planned for, extended, and sized in a cost effective manner consistent with planned population and economic growth described in the Land Use Element and other provisions of the Comprehensive Plan;
- Locating utilities to minimize impacts on public health and safety, surrounding development, the environment and interference with other public facilities; and
- Reducing demand for new resources through support of conservation policies and strategies and the use of innovative technologies. Stormwater management and sanitary sewer policies are discussed in the Capital Facilities Element.

### GOAL UT1

**Ensure that adequate public utilities and facilities are planned for, extended, and sized in a cost-effective manner consistent with planned population and economic growth described in the Land Use Element and other provisions of the Comprehensive Plan.**

#### Policy UT1A

Work with providers to appropriately site new utility facilities to maintain a reliable level of service, accommodate growth, minimize adverse impacts to the City, maximize efficiency, and preserve neighborhood character.

**Policy UT1B**
Support efforts by utilities to employ new technology to make operations and work practices safer, increase reliability, facilitate permitting, and minimize rate increases. Consider allowing utilities to develop pilot projects for innovative utility programs in University Place that may benefit the City's residents and businesses. Facilitate access to state-of-the-art technology.

**Policy UT1C**
Work with utility providers and policy makers to improve service while maintaining the lowest possible utility rates. Actively monitor services provided by each utility provider and assess these services against the applicable rate structure. Utilize the franchise negotiation process to ensure provision of quality services to residents.

**Policy UT1D**
Process utility permits in a fair and timely manner, consistent with development and environmental regulations, to minimize the time and cost required for a utility to provide needed services to local residents and businesses. Consider utility providers' concerns about regulations during periodic code updates and strive to balance concerns for the public health, safety, welfare, and environment with utility providers' needs.

**Policy UT1E**
Assist utilities with the development of accurate, long-term system facility plans that will ensure provision of adequate service capacity by sharing land use planning and growth projections and other information.

**Policy UT1F**
Ensure reasonable access to rights-of-way for all providers consistent with federal and state laws. Utilize the franchise negotiation process to ensure that utilities have reasonable access to use the public right-of-way while guaranteeing that utility use will not degrade the roadway or overly disrupt the traveling public.

**Policy UT1G**
Require proponents of development to pay for or construct the growth-related portion of utility infrastructure needs in order for utility service providers to balance capital expenditures with revenues and still maintain established service standards. Support the use of reimbursement agreements, such as latecomer agreements, as a method of employing equitable cost sharing for development costs among the original developer and subsequent developers who benefit from the increased capacity provided by the original developer.

## GOAL UT2

**Locate utilities to minimize impacts on public health and safety, surrounding development, the environment and interference with other public facilities.**

**Policy UT2A**
Encourage sharing of utility corridors to save time and expense associated with the cost of utility installation and repairs to the City right-of-way, reduce traffic disruptions, extend

pavement life, and minimize required monitoring of repair quality. When permits are requested, the City 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. The City should share plans for street construction or overlay with utilities in order to identify opportunities for simultaneous construction projects and provide timely resolution of conflicts.

**Policy UT2C**
Promote high quality designs for utility facilities to minimize aesthetic impacts and integrate these facilities into neighborhoods. Use architecturally compatible designs for above ground utilities, landscape screening, buffers, setbacks, and other design and siting techniques to minimize impacts. Mitigate the visual impact of transformers and associated vaults through measures such as the use of varied and interesting materials, use of color, additions of artwork, and superior landscape design.

**Policy UT2D**
Minimize negative siting impacts associated with siting personal wireless telecommunication facilities through the administration of regulations consistent with applicable State and federal laws. Regulate the placement, construction and maintenance of such facilities to minimize their obtrusiveness by ensuring appropriate screening of facilities and encouraging collocation to lessen the number of towers or structures needed to support telecommunications equipment.

**Policy UT2E**
Apply regulations and franchise agreement provisions that encourage the use of smaller telecommunication facilities that are less obtrusive and can be attached to existing utility poles or other structures without increasing their visual impact.

**Policy UT2F**
Design, locate and construct facilities to minimize adverse impacts to the environment and to protect environmentally sensitive areas, especially Puget Sound, shorelines and critical areas. When no viable alternative exists to constructing facilities in critical areas, the environmental review process and critical areas regulations should identify and, if appropriate, mitigate negative impacts. Mitigation should take into account both individual and cumulative impacts. Impacts should be minimized through actions such as:

- Using construction methods and materials to prevent or minimize the risk of overflows into watercourses and water bodies;
- Locating utility corridors in existing cleared areas;
- Locating utility facilities and corridors outside of wetlands;
- Minimizing crossings of fish-bearing watercourses;

- Using biostabilization, riprap or other engineering techniques to prevent erosion where lines may need to follow steep slopes; and
- Minimizing corridor widths.

**Policy UT2G**
Avoid utility impacts to public health and safety, consistent with current research and scientific consensus. Monitor scientific research and adopt regulatory measures if research concludes that a proven relationship exists between electric utility or wireless communication facilities and adverse health impacts. Monitor improvements in the natural gas industry and require gas pipeline utilities to upgrade their facilities to implement the best available technology with respect to leak detection devices and other components.

**Policy UT2H**
Protect the City's rights-of-way from unnecessary damage and interference and ensure restoration to pre-construction condition or better. Ensure that trenching for the installation, repair, or maintenance of facilities; installation of poles and streetlights; boring; or patching or restoring streets where work has just been completed are performed in accordance with City standards that apply to construction or repair of utility facilities in the right-of-way. Require bonds or other financial guarantees to ensure that restoration is performed properly and that failed repairs will be corrected.

**Policy UT2I**
Promote undergrounding of existing utility lines to reduce visual clutter, minimize inappropriate pruning of trees and shrubs to accommodate maintenance of overhead lines, and enhance reliability of power and telecommunication facilities. Consider new technologies, such as wireless transmission, as they become available in order to minimize aboveground utilities.

**Policy UT2J**
Require undergrounding of utility distribution lines or provisions for future undergrounding as a condition for development projects. Underground existing utility distribution lines or provide for future undergrounding as street projects occur. Fund undergrounding through a capital improvement program or through formation of a local improvement district. Require individual service lines to be undergrounded when significant site improvements are made. Require undergrounding except where underground installation would cause greater environmental harm than alternatives or where it is demonstrated that such installation will be economically infeasible.

**Policy UT2K**
Require Pierce County Public Works and Utilities to ensure that the Chambers Creek Regional Wastewater Treatment Plant operates in a manner that does not negatively impact neighboring properties in terms of odors, activity levels, and other operational characteristics.

**Policy UT2L**
Support efforts by utility providers to enhance the security of their infrastructure and protect critical systems from natural environmental forces and intentional acts of vandalism and terrorism. Coordinate with utility service providers in advance planning efforts as well as through the City's Emergency Operations Center during or following an event that threatens critical infrastructure and public health and safety.

### GOAL UT3

**Reduce demand for new resources through support of conservation policies and strategies and the use of innovative technologies.**

**Policy UT3A**
Encourage resource saving practices and procedures in facilities and services used by the City. Conduct operations in a manner that leads by example through activities such as recycling, water conservation, energy conservation and low- impact development processes whenever possible. Encourage coordination with utility providers to identify and implement resource saving procedures in City facilities and services. Use City facilities as demonstration sites for innovative resource conservation techniques.

**Policy UT3B**
Cooperate with utility providers and other agencies in encouraging resource conservation by local residents, employees and businesses. Support efforts to disseminate educational materials and other information regarding resource conservation programs.

**Policy UT3C**
Encourage the use of innovative technologies to provide and maintain utility services, reduce the negative impacts of additional utility service demands, improve the existing service, and reduce, where appropriate, the overall demand on utility systems. The City supports the exploration, assessment and development of alternative energy sources that accomplish these objectives, provided potential impacts of such development are mitigated to a level deemed acceptable by the community.

## 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. Others, like cable television, are not 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 Utilities Element seeks to accomplish this by pursuing a cooperative approach with utility providers. To promote the provision of utility services in the future, this section discusses both 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 that seek to promote the provision of utility services to accommodate projected growth at a reasonable cost, facilitate reliable service, with consideration for public health and safety, and maintain an attractive community.

Certain utility industries are reluctant to share some information, and cite competitiveness of the market or security concerns as a constraint. The City respected these concerns in preparing this element.

## *PRIVATE UTILITIES*

### Natural Gas

Puget Sound Energy (PSE) provides natural gas service to more than 750,000 customers in six Western Washington counties: Snohomish, King, Kittitas, Pierce, Thurston, and Lewis. It is estimated that PSE serves over 6,350 customers within the City of University Place.

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.

Existing Distribution System

Natural gas comes from gas wells in the Rocky Mountains and in Canada and is transported through interstate pipelines by Williams Northwest Pipeline to Puget Sound Energy's gate stations. Supply mains then transport the gas from the gate stations to district regulators where the pressure is reduced to less than 60 psig. The supply mains are made of welded steel pipe that has been coated and cathodically protected to prevent corrosion. They range in size from 4" to 20". Distribution mains are fed from the district regulators. They range in size from 1-1/4" to 8" and the pipe material typically is polyethylene (PE) or wrapped steel (STW). Individual residential service lines are fed by the distribution mains and are typically 5/8" or 1-1/8" in diameter. Individual commercial and industrial service lines are typically 1-1/4", 2" or 4" in diameter.

Future Facility Construction

PSE will be conducting "pothole" investigations at up to 42 locations in the City limits to identify the manufacturer of older PE pipe previously installed to determine whether it is DuPont pipe. Identified DuPont piping in PSE's entire system will be ranked for replacement accordingly.

The following projects may be initiated in the future at any time:

- Construction of new facilities, or replacement of existing facilities, to meet increased capacity requirements due to new building construction and conversion from alternate fuels;
- Main replacement to facilitate improved maintenance of facilities; and
- Replacement or relocation of facilities due to municipal and state projects.

**Telecommunications – Local Telephone**
CenturyLink, a private for-profit corporation, is certified by the Washington Utilities and Transportation Commission (WUTC) to provide local telephone and other related special services (alarm circuits and data transmittal) throughout University Place. The WUTC regulates the provision of telecommunication services, including those provided by local exchange carriers such as CenturyLink. Telephone utilities are considered an essential utility by the WUTC; therefore, CenturyLink has an obligation to serve the public requirements for communication utilities. CenturyLink is also 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 CenturyLink is permitted to transport telecommunications traffic. CenturyLink is permitted to carry telephone calls only within LATA boundaries. Calls outside of the LATA require long distance carriers, which University Place residents may select for this service.

Hundreds of Central Offices (CO's) serve CenturyLink 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 8-1**). 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.

CenturyLink construction planning is driven by customer needs. As communities grow, facilities are upgraded to ensure adequate service levels. RCW 80.36.090 requires CenturyLink to provide adequate telecommunications services on demand. To comply with RCW 80.36.090, CenturyLink regularly evaluates the capacity of its facilities. CenturyLink's goal 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.

**Telecommunications -- 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 may conceivably include all seven. Verizon Wireless, T-Mobile, Sprint, Cricket and AT+T provide services in 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, 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. Typically, facilities are supported by ground mounted equipment. 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 adopted telecommunications regulations to address the siting of cellular and other telecommunications facilities inside of the City limits.

**Figure 8-1** depicts the six existing telecommunication tower facilities in the City of University Place. Towers situated on public property are located at the Pierce County Environmental Services Building on 64th Street West, the City of University Place Public Works Maintenance Facility on Grandview Drive, and Curtis High School on University Place School District property on 40th Street West. Towers situated on private property are located in the Narrows Plaza Center, on Drexler Drive north of 40th Street West, and on 46th Street West on the east side of Bridgeport Way.

**Cable Television**

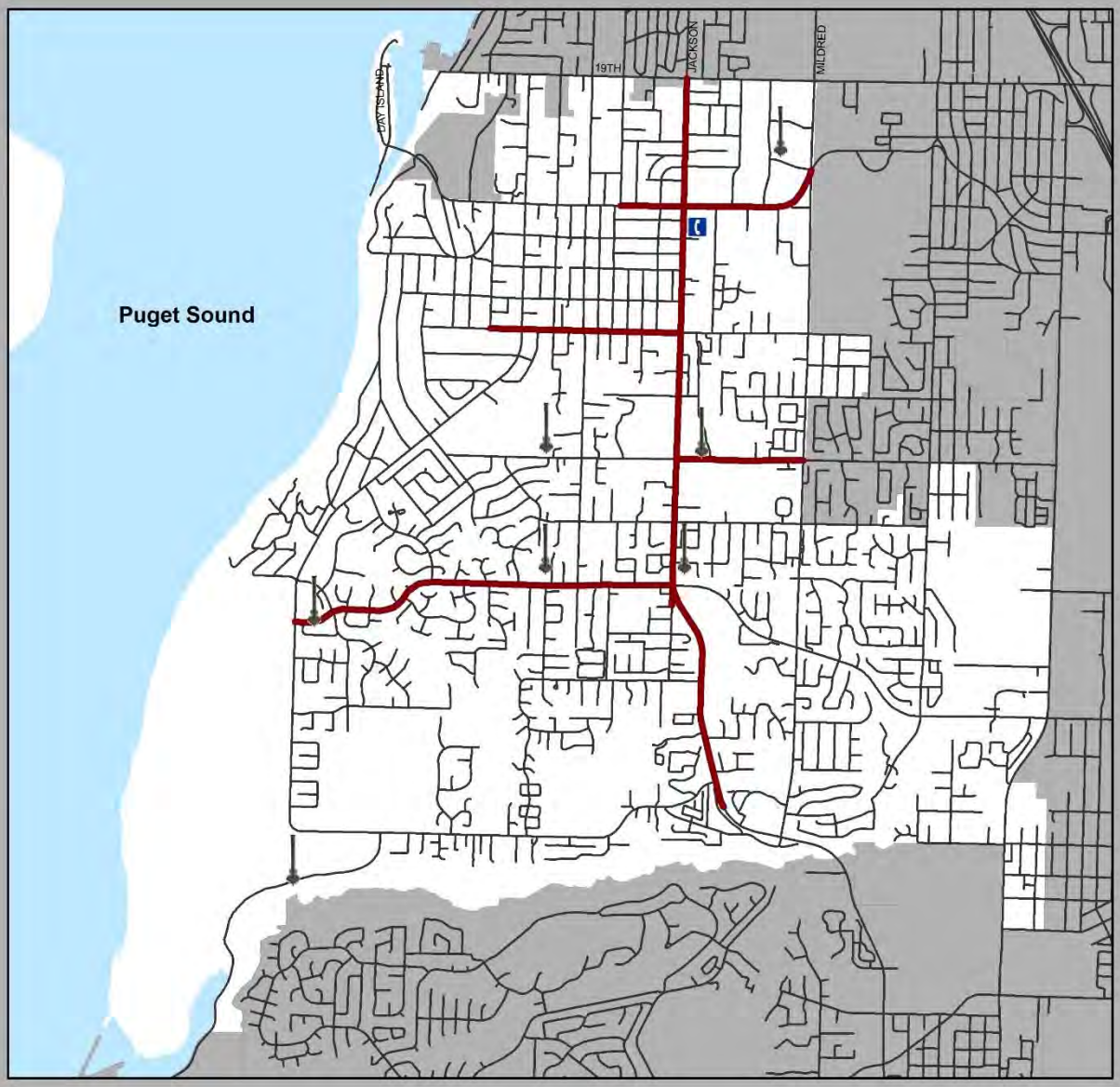
Click!, a division of Tacoma Public Utilities, and Comcast provide cable service to the City of University Place under separate franchise agreements. The Rainier Communications Commission, through an inter-local agreement with Pierce County and other cities and towns in the County, was created to facilitate 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.

Click! offers cable television packages for residential and commercial locations in University Place. Three internet service providers (ISPs) operate on its network: Advanced Stream, Net-Venture and Rainier Connect. These ISPs offer a variety of high speed internet and phone packages to residential and commercial locations.

## Figure 8-1

# Telecommunication Facilities




Cell Towers

Phone Trunk Lines

Telephone Exchage

Scale
1:40,000

University Place
Planning and Development Services

Commercial customers in University Place have access to custom network solutions through Click's Authorized Service Partners: Integra, Rainier Connect, Optic Fusion and Spectrum Networks. These Authorized Service Partners offer voice and data services, internet, co-location, and local and long distance phone services. Services can be delivered over SONET Based Line Services or Metro Ethernet Services.

Comcast and Click! make every attempt to provide service to all residents within their franchise areas. Factors considered in extending service include the overall technical integrity, economic feasibility, and franchise agreements. Both Comcast and Click! can serve future growth in the City of University Place. **Figure 8-2** depicts the location of the certain Comcast and Click! 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.

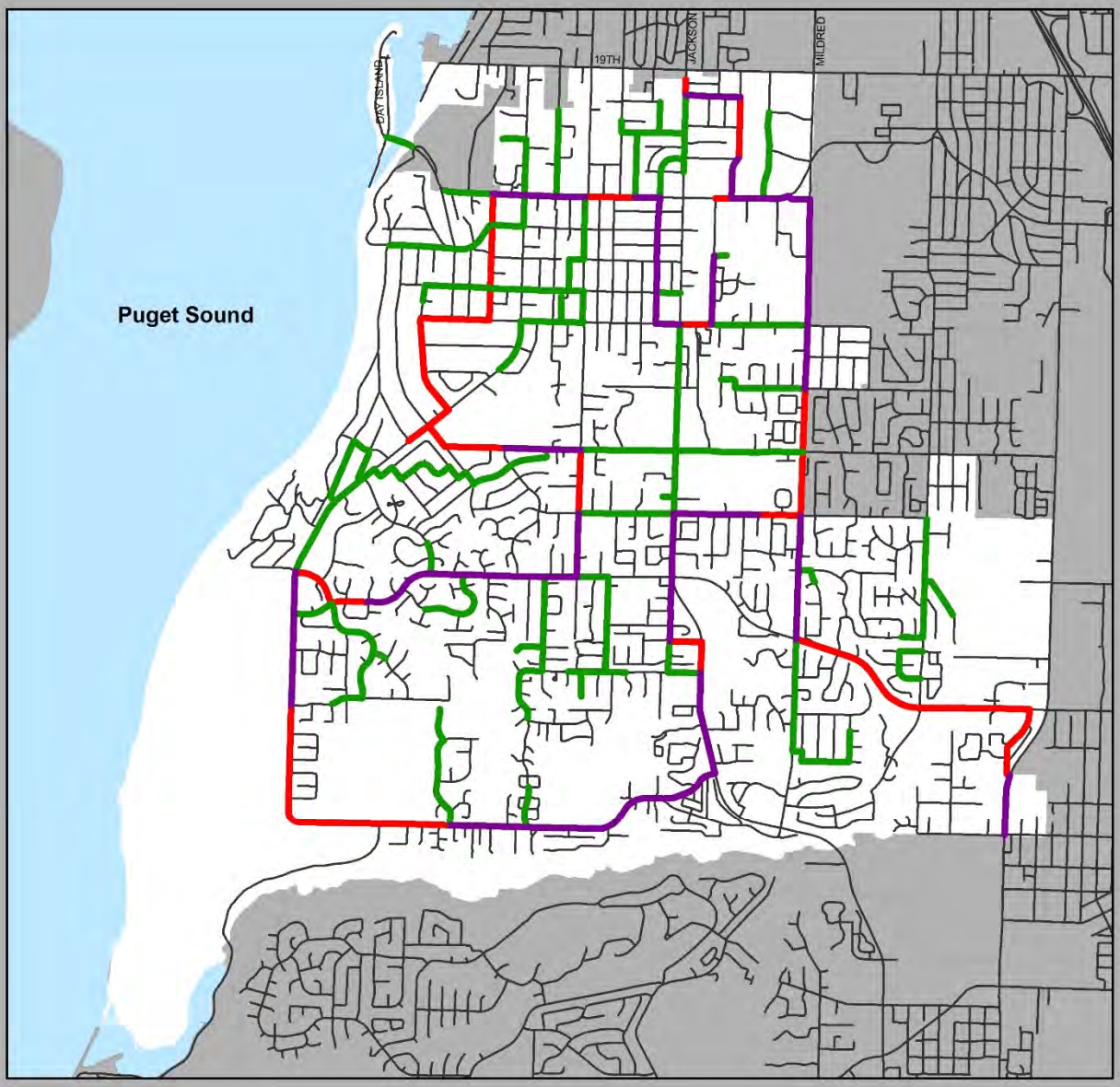
There are three separate collection and disposal systems in the County: 1) The County's system includes the unincorporated areas of the county and 19 cities and towns using the County's disposal system; 2) Tacoma, as a joint participant in the plan, has its own collection utility and disposal system and the Town of Ruston operates its own collection utility, but has an inter-local agreement with Tacoma for disposal and an interlocal agreement with the County adopting the Solid Waste Plan; and 3) Joint Base Lewis McChord uses the Fort's disposal system but coordinates with the County on public outreach and educational programs about waste reduction and recycling.

Waste is collected in University Place by two private haulers -- University Place Refuse, and LeMay Enterprises (dba Lakewood Refuse). Collected waste is handled through the Pierce County disposal system. Both companies have franchises with the City that run through 2025. The two companies offer residents solid waste, recycling, and yard waste collection programs coordinated with the unincorporated areas and 18 other cities and towns. Further, both companies coordinate with the City to provide citywide clean-up programs in the spring and fall of each year plus special yard waste pick-up programs.

An update of the Solid Waste Plan was adopted in 2008 and the City signed an interlocal agreement with Pierce County pursuant to the plan. Under this agreement, 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.

## Figure 8-2

# Primary Cable Transmission Lines




Network Overlap

Comcast Network

Click Network

Scale
1:40,000

University Place
Planning and Development Services

**Hazardous Waste**
The Tacoma-Pierce County Local Hazardous Waste Management Plan was adopted by all participating jurisdictions in 1991. 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.

In 2007, an advisory group, representing state and local government, businesses and citizen groups, was formed to evaluate the current hazardous waste management system and provide recommendations for future program enhancements. However, due to funding and staff reductions a formal Plan Update was postponed. Beginning in the fall of 2011, a Local Hazardous Waste Management Plan Update was being drafted to include recommendations made by the 2007 advisory group. It is anticipated that the Update will incorporate more recent program developments, trends, and survey data to provide a comprehensive planning document.

Unused and unwanted prescription drugs and other medicines can create health and safety risks and environmental impacts if not disposed of properly. Within University Place, Bartell Drugs operates a medicine take back program that accepts over-the-counter medicines and prescription drugs – not including controlled substances.

## *PUBLIC UTILITIES*

**Water**
Tacoma Water, a division of Tacoma Public Utilities, is the primary provider of water service to the City of University Place where it serves over nine thousand customers. Tacoma Public Utilities is governed by a five-member board, appointed by the Tacoma City Council.

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. Tacoma Water's Green River First Diversion water right can supply up to 73 million gallons of water each day. Tacoma Water's Green River Second Diversion water right can provide up to 65 million gallons of water each day. This second diversion is subject to minimum streamflow standards and is a resource shared with Tacoma Water and its Regional Water Supply System partners. Tacoma Water's share of the second diversion equals 27 million gallons of water per day. In addition to the Green River, Tacoma Water owns wells located in and around the City of Tacoma, including University Place. Tacoma Water's wells have a short-term combined pumping capacity of approximately 60 million gallons per day.

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 8-3** 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 north-south along Sunset Drive, and east-west along 40th Street West, 56th Street West, Cirque Drive, and 29th Street West.

**Pump Stations**
83rd and Cirque Drive; 4802 83rd Avenue West

**Wells**
The University Place wellfield consists of two wells. One well (UP-1) was constructed in 1986 as a replacement for two of the original wells (U6 and U7). Well U-10 is designated as an emergency source and has not been used for a number of years. The wellfield has a combined capacity of 1,800 gallons per minute (gpm) or approximately 2.6 million gallons per day (MGD).

1. UP-1; 3516 Crestview Drive West; 1.6 MGD

2. UP-10; 9409 48th Street West; 1.0 MGD

**Reservoirs**

1. University Place Tank Number 6; 4521 83rd Avenue Court West; 0.9 MGD capacity

2. University Place Tank Number 5; 4521 83rd Avenue Court West; 0.3 MGD capacity

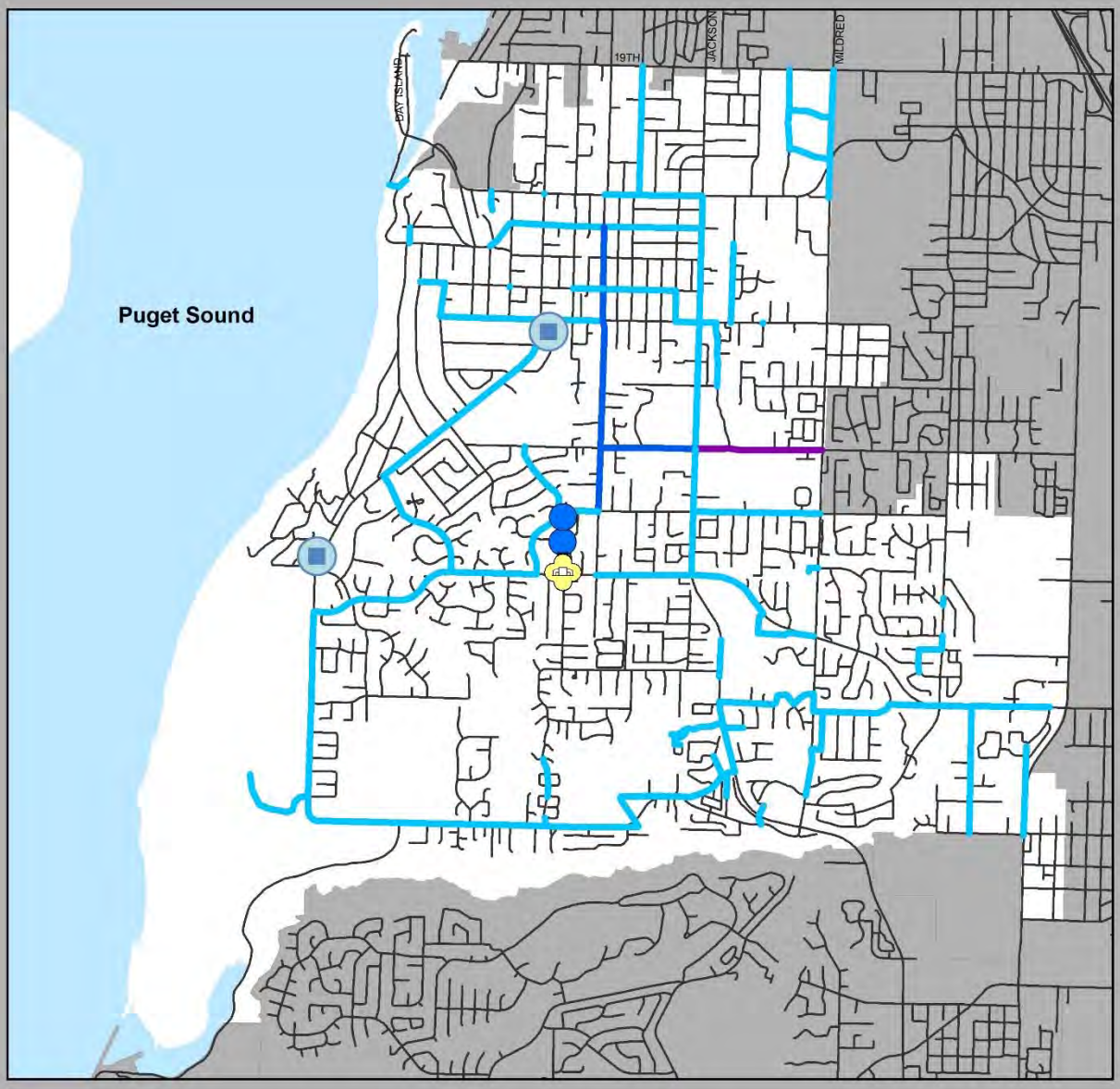
Distribution lines are commonplace and have not been inventoried.

The City of Tacoma Capital Facilities Plan (CFP) establishes a level of service of 442 gallons per day per equivalent residential unit (ERU) and/or as contained in Tacoma Water's Washington State Department of Health approved water system plan. 442 gallons per day per ERU represents a 4-day peak period demand, with a peak factor of 2.01 times the actual average daily residential water consumption of 220 gpd per ERU. Based on Tacoma Water 2012 demand forecast, Tacoma Water has excess supplies when taking into account peak day requirements looking out to year 2060.

Tacoma Water will complete construction and initiate operations of a new Green River filtration facility in 2015. Filtration of the supply will meet regulatory requirements and provide enhanced reliability for the supply.

## Figure 8-3

# Tacoma Water Supply Facilities




12-20 Inch Main
20-24 Inch Main
26-30 Inch Main
Water Tower
Well
Pump
Scale
1:40,000

University Place
Planning and Development Services

Pierce County has acquired all rights associated with the Lone Star Northwest Gravel Mine purchase, including water rights. The majority of Pierce County's existing water rights are approved for municipal use and being utilized on the Chambers Creek Properties. The County has applied to the Washington Department of Ecology for additional rights, which would increase availability by another 10,200 acre feet per year at the site. The County continues to explore wholesaling 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, by the City of Fircrest through the City of Tacoma. The entire City of University Place is located within the University Place East and University Place West Sub-basins, two of the 22 established sewer sub-basins within Pierce County.

The University Place East Sub-basin consists of approximately 1,700 acres and is bordered to the west by Bridgeport Way, to the north by 27th Street West, to the south by Chambers Creek and to the east by Lakewood Drive and Orchard Streets. The University Place West Sub-basin consists of approximately 3,990 acres and is bordered to the west by Puget Sound, to the north by 19th Street West, to the south by Chambers Creek and to the east at approximately Bridgeport Way. The sub-basin is made up of the University Place North ULID 70-1, Soundview ULID 76-1, Westside Sewer District, numerous developer extensions, and flows transferred from the City of Tacoma's Western Slope Sub-basin.

The Chambers Creek Regional Wastewater Treatment Plant was approved by the federal and state governments, and is sized to meet the long-term needs for full service to the established sewer service area when fully developed. The plant is expected to serve a population in the Basin of approximately 560,000 by 2040.

The Pierce County Sewer Division Unified Sewer Plan was adopted in 2001 and updated in 2010 with final state Department of Ecology approval in 2012. Additional information pertaining to the sanitary sewer system can be obtained by reviewing the Unified Sewer Plan located on-line on the Public Works and Utilities website.

The plan identifies future service needs for the County and makes provision for expansions to meet those needs, including expansion of the Chambers Creek facility to 43-45 MGD (million gallons per day) capacity in the first phase of a five phase major expansion of the WWTP to be completed in December 2016.

The Unified Sewer Plan identifies one project, the Upper Leach Creek Interceptor, which is on schedule to be completed by 2020. This improvement will enable new service to be provided to areas of eastern University Place not served and could also serve the City of Fircrest in the event their flows are transferred to Pierce County.

The County's sanitary sewer system includes approximately 690 miles of public sewer collector and interceptor lines, 174 miles of private sewer lines, and 99 pumping stations. The system is generally gravity fed, designed to direct flows downhill to the Chambers Creek Regional Wastewater Treatment Plant (WWTP). **Figure 8-4** depicts certain major sewer facilities and the two sub-basins in the City of University Place.

Pierce County purchased the initial 44 acre site for the WWTP in 1979 from the Lone Star and Glacier Mining concerns. The Sewer Utility purchased the remaining 886 acres in 1992 culminating in what is now the Chambers Creek Properties. The WWTP began operations in 1984 and utilizes 49.75 acres of the 200 acre campus reserve within the 930 acre property. The Utility owns the Properties and maintains them through an agreement with Pierce County Parks and Recreation and the Kemper Company.

The WWTP serves more than 69,400 households and businesses in the 117 square mile sewer service area. Since opening in 1984, wastewater flows have increased each year by an average of 3-5 percent. Treatment capacity is rated at 28.7 MGD and the Plant operates at an average capacity of 18.0 - 20.0 MGD. Expansion is expected to continue to meet demand, accommodate anticipated growth, and meet increasingly stringent water quality standards over the next 25 years. Total build out is expected to be 60 MGD as outlined in the Unified Sewer Plan.

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 would like to eventually connect all development in the Chambers Creek-Clover Creek Drainage Basin to a sewer system. Approximately 980 parcels within the City are not connected to sewer (see **Figure 8-5**). City and County staff are 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.

The City of Fircrest provides service within its corporate boundaries and to specific areas outside of its corporate boundaries and has agreements with other service providers concerning service area boundaries and wastewater treatment. Portions of the City of University Place are within the City of Fircrest service area. This includes an area south of 44th Street West near Alameda Avenue. These flows are taken by the City of Tacoma and routed to the Tacoma Central Wastewater Treatment Plant.

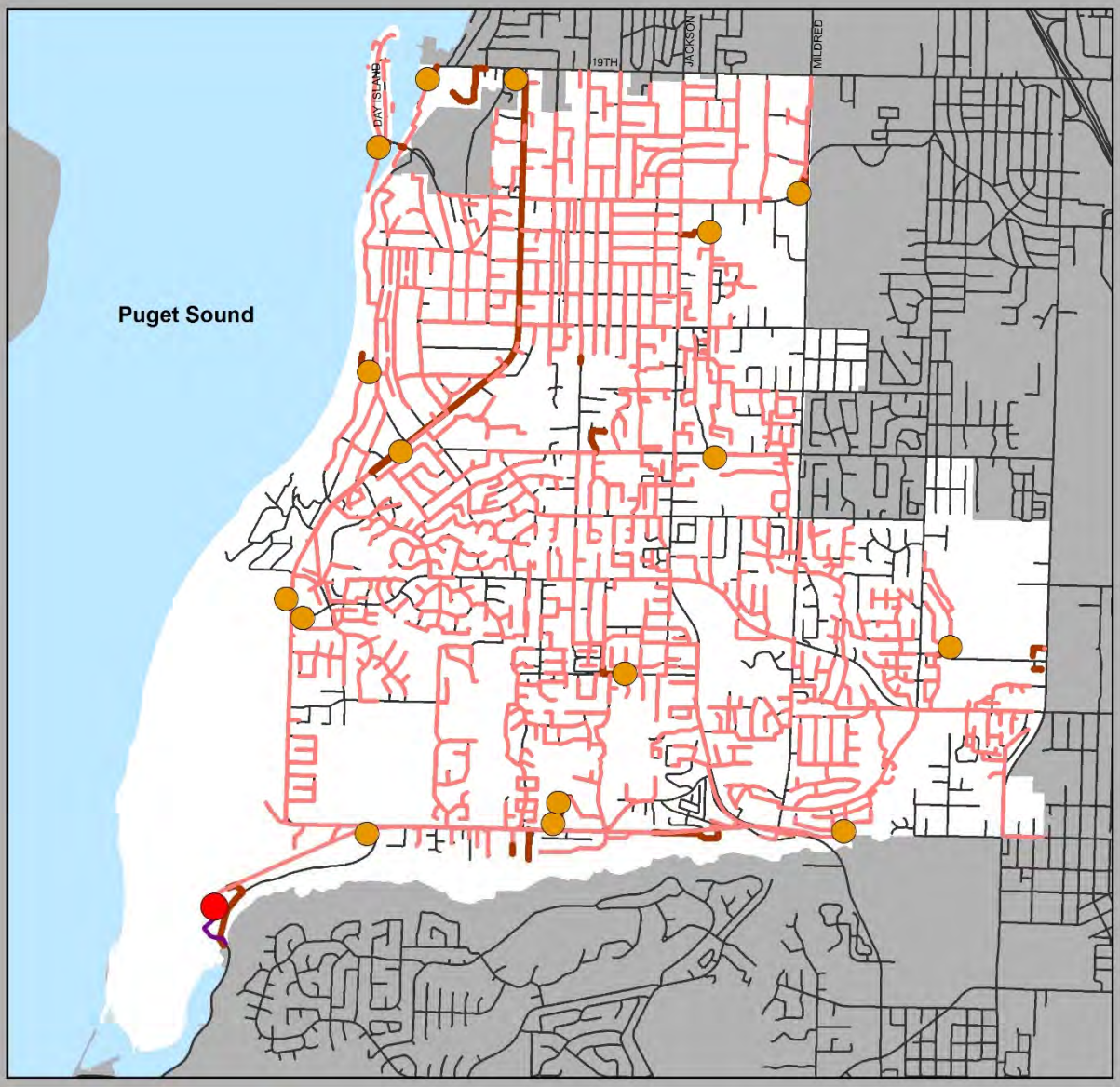
### Electrical

Tacoma Power, a division of Tacoma Public Utilities, is the electrical provider to the City of University Place. 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, University Place, and Fife; portions of Lakewood; as well as portions of unincorporated Pierce County including Graham, Spanaway, Parkland, Joint Base Lewis McChord , Midland, Summit, Frederickson, Waller, South Hill Puyallup, and Elk Plain.

## Figure 8-4

# Sanitary Sewer Facilities




Lift Station

Waste Water Treatment Plant

Gravity Main

Force Main

Siphon Main

Scale
1:40,000

University Place
Planning and Development Services

***(Map is placeholder and will be updated prior to adoption)***

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 Pearl 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.

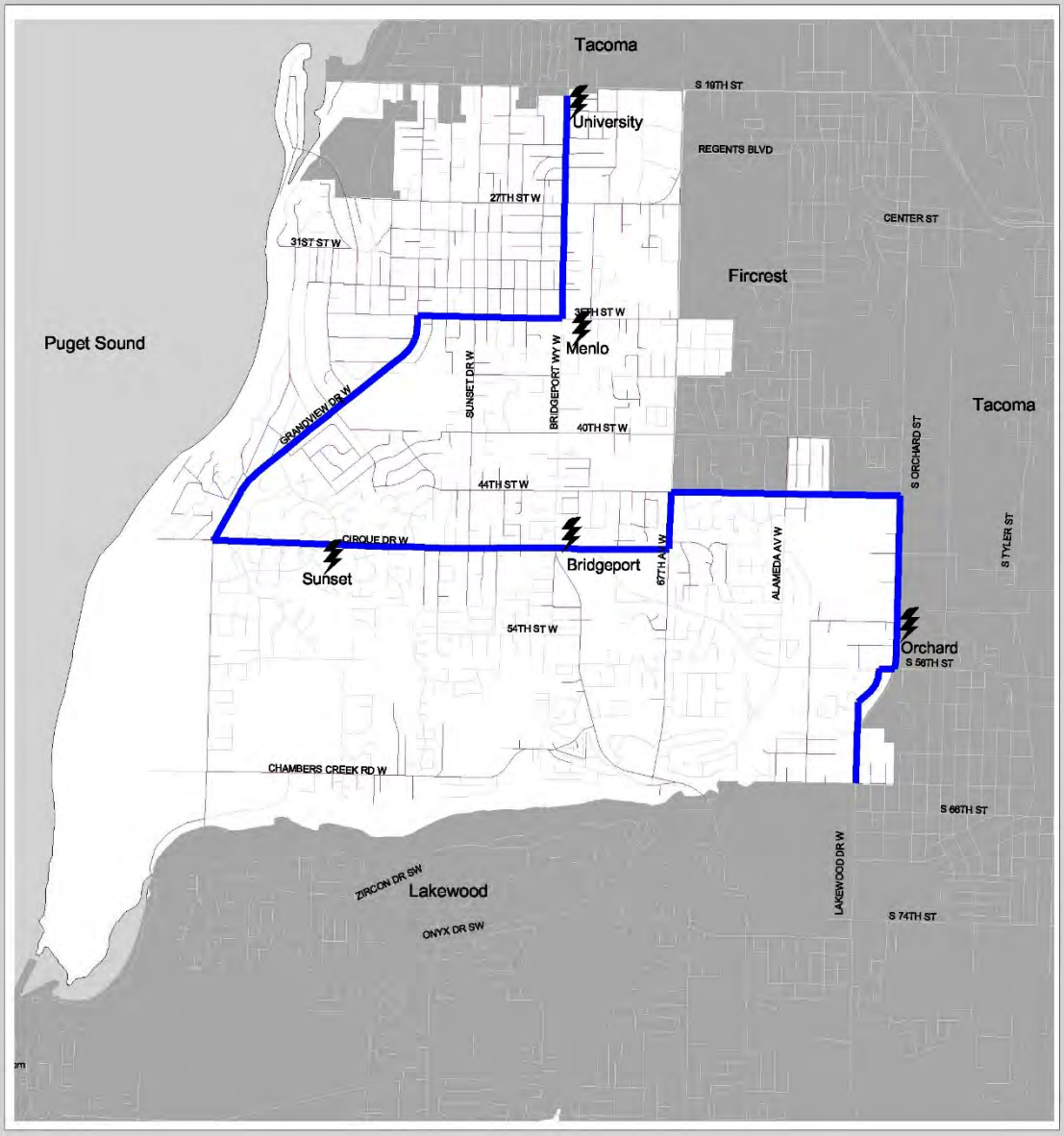
Of the 15,900 customers served by Tacoma Power, approximately 85 percent are residential and 15 percent are commercial.

Tacoma Power has a maintenance agreement with University Place to service and maintain street light facilities. Tacoma Power utilizes 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 helps Tacoma Power identify those strategic projects that will ensure a safe, reliable, and operable system. Tacoma Power's 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 industry standards.

Pursuant to its six-year plan, Tacoma Power does not anticipate development of new substations or major line replacements within University Place. The addition of a large commercial or industrial load in the area may require development of additional new facilities.

**Figure 8-6** depicts the general location of the electrical system in the City of University Place.

# Figure 6-7
# Electrical System Facilities




## Legend

- Major Transmission Lines
- Overhead Lines
- Sunset Substations

N

0 0.5 1 Miles

University Place
Community & Economic Development

(Map is placeholder and will be updated prior to adoption)

CHAPTER 10

# PARKS, RECREATION AND OPEN SPACE

## INTRODUCTION

The Parks, Recreation and Open Space Element serves as an expression of the community's goals, objectives, needs and priorities for recreation planning. In all communities, recreation provides important personal *and* social outlets. Park, recreation and open space facilities are common areas that University Place residents, as well as visitors, can enjoy. They can promote physical health and social/mental wellness by providing physical activity, making neighborhoods safer, building communities, and fostering social interactions. Parks provide places for exercise, sports, children's playgrounds, relaxation, and community gatherings. These areas also enhance the aesthetic qualities of the community. They serve as important community centers and are among the most heavily used and enjoyed places within University Place.

As with other facilities and services provided by the City, planning for park, recreation and open space facilities must be conducted to address the changing demands that occur with growth. When the population increases, the demand placed upon existing facilities may increase, as well. As such, park, recreation and open space areas and facilities may need to be enhanced or expanded to meet the growing needs. Adequate land must be set aside for these purposes, and capital funds must be made available to develop the facilities. This Element is intended to ensure that provisions will be made to prepare for future needs so that the citizens of University Place will continue to enjoy a high level of park, recreation and open space services into the future.

### *ORGANIZATION OF THE PARKS, RECREATION AND OPEN SPACE ELEMENT*

The Parks, Recreation and Open Space Element is divided into five sections. The Introduction section summarizes the intent for the Element, its organization and its relationship to the Parks, Recreation and Open Space (PROS) Plan. The second section summarizes applicable planning requirements. The third section provides a PROS vision, mission statements and a summary of issues and challenges. The fourth section summarizes existing facilities and references proposed facilities explored in detail in the PROS Plan. The final section provides goals and policies supportive of meeting University Place's long-term park, recreation and open space needs. These relate to:

- Planning and Implementation
- Acquisition and Finance
- Community Involvement
- Access to parks
- Facility Development and Maintenance
- Human Resources
- Historical and Cultural Resources
- Parks, Open Space and Greenbelts
- Civic Facilities

### *RELATIONSHIP TO PARKS, RECREATION AND OPEN SPACE PLAN*

On February 18, 2014, the University Place City Council adopted Resolution No. 745, thereby adopting an updated University Place Parks, Recreation and Open Space (PROS) Plan. The 2014 PROS Plan and amendments thereto are hereby incorporated by reference and considered to be a component of this PROS Element and Comprehensive Plan.

The PROS Plan provides specific guidelines for meeting the recreational needs of a changing community. In conjunction with the Capital Facilities Element Capital Improvements Plan, it makes recommendations concerning property and facility improvements necessary to provide recreational opportunities in the future. It serves as a road map and strategic planning tool for making parks, open space, facility and recreational program decisions over a minimum six-year, and sometimes longer-term, planning horizon. The PROS Plan identifies the actions the City should implement to satisfy the expectations of the community. It includes recommendations that provide guidance for making land acquisitions and protecting open spaces, and improving and establishing new facilities. The PROS Plan also serves as a resource and planning guide for the Parks Capital Improvement Program (CIP) and Parks Maintenance and Recreation staff.

The PROS Plan is divided into seven sections:

- Introduction
- Community Profile
- Community Opinion
- Mission Goals and Objectives
- Park Facilities and Recreation Services Inventory
- Situation and Needs Assessment
- Funding and Plan Implementation

Rather than repeat the information contained in the PROS Plan, this Element will reference the PROS Plan and focus primarily on goals and policies.

## STATE AND REGIONAL PLANNING CONTEXT

### *GROWTH MANAGEMENT ACT*

The Washington State Growth Management Act identifies the following planning goal:

"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." [RCW 36.70A.020(9)]

The GMA also identifies mandatory and optional Plan elements. [RCW 36.70A.070 and .080]. A Park and Recreation Element is a mandatory Plan element that must, at a minimum, implement, and be consistent with, the Capital Facilities Plan Element as it relates to park and recreation facilities. [RCW 36.70A.070(8)]. The Element shall include:

- Estimates of park and recreation demand for at least a ten-year period;
- An evaluation of facilities and service needs; and
- An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

## *PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPP)*

*The Pierce County Countywide Planning Policies include a p*olicy *on* Natural Resources, Open Space, Protection of Environmentally-Sensitive Lands, and the Environment*. Open space, for the purpose of this policy, includes parks, recreation areas, greenbelts/natural buffers, scenic and natural amenities or unique geological features or unique resources.* This policy directs University Place to:

- Develop a plan for the provision and designation of open space considering a number of factors, including the following:
  - Open space is defined in conjunction with recreation and facilities;
  - Open space and environmentally sensitive lands that create linkages across jurisdictional boundaries and coordination with these entities;
  - Encourage open space cluster design; and
  - Encourage natural buffering as part of development design.

- Consider making the following uses of open space:
  - Recreational areas, including parks (golf courses, picnic areas, bicycle, equestrian, and walking trails) and general recreation;
  - Uses as considered on a case-by-case basis; and
  - Uses derived from community definition (i.e., greenbelts).

- Encourage new housing to locate in a compatible fashion (i.e., clustered design) with open space designations or outside of designated open spaces.

- Regulate open space through tools such as:
  - Zoning and subdivision ordinances, including but not limited to cluster and minimum lot size zoning, overlay zones and adequate off-site public facility regulations;
  - Development impact fees for park and open space acquisition;
  - Dedication of land or money in-lieu of land;
  - Designation of open space corridors;
  - Wetlands, shorelines, floodplain or other environmentally sensitive lands ordinances; and
  - Development agreements.

- Cooperatively inventory existing and potential open space by creating local and regional planning inventories.

- Authorize the following methods of retention of open space land or wildlife corridors:
  - Public acquisition of property in fee simple or through development easement acquisition;

- Private acquisition with covenants, conditions and/or restrictions limiting the use of the property to open space; and
- Alternatives to public purchase;
- Retention of existing open space through required open space preservation; and preserving, and enhancing significant regional open space networks and linkages across jurisdictional boundaries.

# LOCAL PLANNING CONTEXT

### *PARK, RECREATION AND OPEN SPACE ASPIRATIONS*

*Looking ahead 20 years…*

***Park, recreation and open space areas are found throughout the City.***

*Additional park, recreation and open space areas have been acquired and improved or preserved by the City, especially in underserved neighborhoods. The City, school districts, private partners and citizens continue to collaborate in sponsoring a wide variety of recreational events in an array of public places, including the Curran Apple Orchard Park. Residents enjoy a community center, civic center, public access to the shoreline, and a variety of recreation programs and activities for children, youth, adults, and senior citizens. Community members enjoy community gardens and other features and facilities that support healthy lifestyles.*

***Care has been given to preserve elements of the natural environment.***

*Areas of open space and forested groves within Chambers Creek Canyon, Adrianna Hess Wetland Park, Paradise Pond Park, Colegate Park, Homestead Park, the Leach Creek drainage and in other locations have been preserved where possible through public/private collaboration. University Place continues to promote the value of the natural environment by inventorying and monitoring the elements that define the city's green character, including forested parks and open space.*

### *MISSION STATEMENT -- PARKS, RECREATION AND OPEN SPACE PLAN*

*Provide a full range of park, recreation and open space facilities and programs in accordance with the needs and desires of the community. Act as a coordinator of local interests where facilities are provided by many other agencies; and perform as a facilitator where unique acquisition or development opportunities may occur which could be implemented or operated by other agencies.*

### *MISSION STATEMENT -- PARKS AND RECREATION COMMISSION*

*Enrich our quality of life through developing a comprehensive parks & recreation system that preserves and protects our natural resources and provides a variety of leisure time opportunities to meet the diverse and dynamic needs of our community.*

### *MAJOR ISSUES AND CHALLENGES*

- University Place's limited tax base constrains the City's ability to acquire, develop, and maintain parks.

- Residential, commercial, mixed use, and industrial development continues in University Place, increasing the demand on existing park facilities. The ratio of City-owned and managed park and open space land to population is low compared to national and regional standards.
- University Place has some distinctive natural features worth preserving. These include the Puget Sound shoreline, Chambers Creek Canyon, Morrison Pond 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, continues to be redeveloped to provide and support recreational opportunities and facilities. Additional trails, shoreline access and a boat ramp are planned for construction. Other major projects, possibly including lodging, conference facilities, commercial businesses and an additional golf course, may be considered in the future.
- Additional amenities are needed in existing parks and open space areas. The City lacks a substantial Community Activity Center for citizen use and enjoyment.

## PARK, RECREATION AND OPEN SPACE FACILITIES EXISTING AND PROPOSED

Existing park, recreation and open space facilities are summarized below in **Table 10-1**. The locations of these facilities are shown on the Park and Recreation Properties map in **Figure 10-1**. Additional detail is provided in Section V of the PROS Plan, which categorizes park, recreation and open space facilities and summarizes existing park facilities and recreation services.

Section VI of the PROS Plan provides a situation/needs assessment that analyzes existing levels of service and capacities. It identifies gaps between these measurements and projected future demand for parks, recreation and open space facilities and services.

Proposed park, recreation and open space improvements are listed in the Capital Facility Element's Six-Year Capital Improvements Plan. Funding options for recommended projects are explored in Section VII of the PROS Plan.

Pursuant to RCW 36.70A.160, University Place has identified an open space corridor that consists of lands in the vicinity of Chambers Bay, Chambers Creek and Leach Creek. These lands extend from the Puget Sound shoreline and Chambers Bay through the Chambers Creek Canyon and along Leach Creek to the Fircrest boundary. The cities of University Place and Lakewood, and Pierce County, are working cooperatively to develop the Chambers-Leach Creek trail system, which will connect to a Fircrest open space corridor trail system to the north and Pierce County Chambers Creek Properties to the south and west.

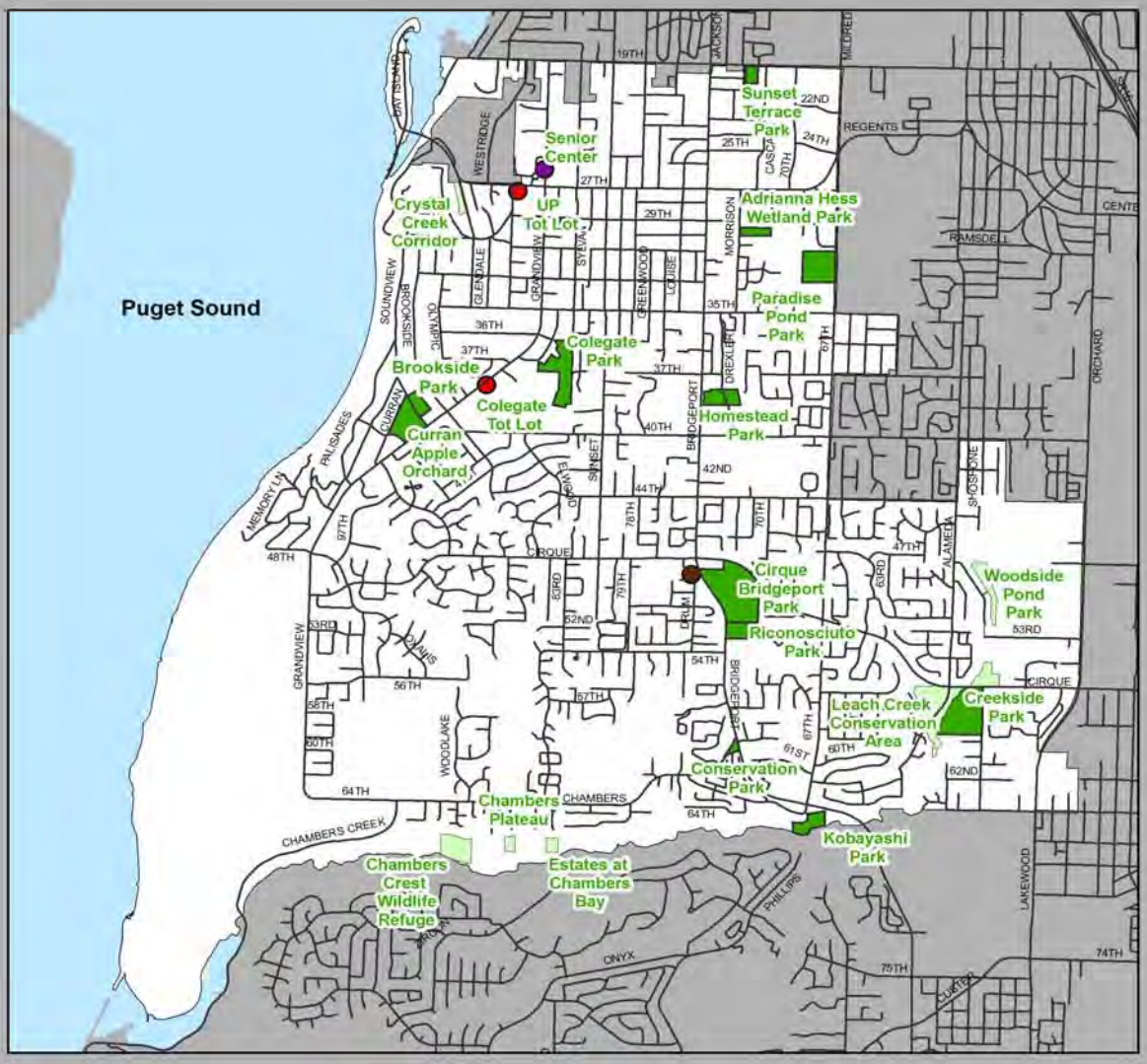
**Table 10-1**
**Park, Recreation and Open Space Facilities**

| Parks/Facilities | Features | Acres* |
|---|---|---|
| **Mini Parks** | | |
| Drum Basketball Court | Basketball Court | 0.5 |
| Colegate Playground | Playground | 0.5 |
| UP Tot Lot** | Playground | 0.5 |
| **Neighborhood Parks** | | |
| Sunset Terrace Park | Field, Playground | 5.6 |
| **Community Parks** | | |
| Cirque Bridgeport Park | Fields, Playground, Skate Park, Restrooms | 22.0 |
| **Open Space/ Natural Areas** | | |
| Chambers Crest Wildlife Refuge | No Public Access, Wildlife Corridor | 7.5 |
| Riconosciuto Property** | No Public Access | 5.0 |
| Conservation Park | Green Space | 1.5 |
| Pemberton Creek Open Space | No Public Access, Wetland, Wildlife Corridor | 4.9 |
| Leach Creek Conservation Area | No Public Access, Wetland, Wildlife Corridor | 14.8 |
| Adrianna Hess Wetland Park | Meeting Rooms, Wetland, Bird Watching | 2.0 |
| Woodside Pond Nature Park | No Public Access, Wetland, Wildlife Corridor | 3.6 |
| Creekside Park | Open Space, Wetland, Wildlife Corridor | 15.0 |
| Colegate Park | Informal Trails and Open Space | 12.0 |
| Paradise Pond Park | Open Space, Wetland, Bird Watching | 9.5 |
| Brookside Park | No Public Access, Wetland | 2.6 |
| Crystal Creek Corridor | Stream Corridor, Wetland | 1.7 |
| **Special Use Facilities** | | |
| Senior/Community Center | Meeting Rooms, Kitchen | 0.5 |
| Curran Apple Orchard Park | Orchard, Playground, Band Stand | 7.3 |
| City Hall | Meeting Rooms, Kitchen | 2.4 |
| Homestead Park | Open Green, Gardens, Trails, Information Kiosk | 4.8 |
| Kobayashi Park | Open Green, Trail, Fishing, Wildlife Corridor | 5.5 |
| **Total*** | | **129.7** |

* Area is Approximate ** Names are Placeholders

## Figure 10-1

# Parks and Open Space



# GOALS AND POLICIES

This 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 strategies and other steps needed to meet the intent of each goal.

## *PLANNING/IMPLEMENTATION*

### GOAL PRO1

**Maintain and continue to 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 that enhances the surrounding land uses;
- Land that is presently available, or that, if not preserved now, will be lost to development in the future;
- Land that preserves significant historical areas and features.

**Policy PRO1B**
Ensure a fair geographic distribution of parks, playgrounds, and related recreation opportunities conveniently accessible to all residents via safe sidewalks, pathways and trails.

**Policy PRO1C**
Evaluate traffic, noise, parking, lighting and other impacts on surrounding land uses when considering sites for acquisition and in developing park sites.

**Policy PRO1D**
Encourage improvement and use of underutilized publicly owned properties for park, recreation and open space purposes that meet the needs of a diverse community in terms of needs and interests.

**Policy PRO1E**
Encourage development of inter-generational / multi-purpose indoor and outdoor active recreation facilities and programs that are responsive to community needs and interests and based on the demand for recreation programs.

**Policy PRO1F**
Require new and substantially modified residential development to provide open space and recreation facilities to serve the intended residents. Encourage, and where appropriate require, public plazas and other usable open space in commercial and mixed use projects that includes seating and other improvements that enhance their function as community gathering places. Consider the use of incentives to help achieve the policy objectives.

**Policy PRO1G**
Improve bicycle access and safety throughout University Place. Provide new bicycle lanes or trails and other supportive facilities when streets or transportation facilities are constructed or improved.

**Policy PRO1H**
Develop pedestrian trails along creeks and saltwater shoreline where feasible and not detrimental to wildlife and other aspects of the environment. Continue supporting development of the Chambers Creek trail in order to achieve a regional trail system that connects trails within the City of Fircrest to the Puget Sound shoreline at Chambers Creek Properties via the Leach Creek corridor and Chambers Creek Canyon.

**Policy PRO1I**
Coordinate development of parks, open space, pedestrian walkways, bike paths, water trails, and an urban connected on-street and off-street trail system with the area's unique open space settings including wetlands, creeks, greenbelts, and other environmentally sensitive or historic sites.

**Policy PRO1J**
Provide adequate Community Center facilities for youth and adults based on community support and funding capacity.

**Policy PRO1K**
Encourage development of community oriented enrichment programs that are responsive to community needs and promote community support.

**Policy PRO1L**
Enhance recreation opportunities for University Place by partnering with other cities, non-profit groups, local businesses, other government agencies and the University Place School District.

## *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 Capital Facilities Element Capital Improvement Program to prioritize parks, recreation, and open space funding.

**Policy PRO2B**
Preserve parcels identified as potential parks, open space, and trails using a variety of methods, including regulations, park impact fees, incentives, trades, and the purchase of lands or easements.

**Policy PRO2C**
Encourage development designs that create, preserve and maintain open space accessible to the general public.

**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.

**Policy PRO2E**
Support development of additional park, recreation and open space facilities to satisfy increased demand and mitigate impacts resulting from residential development by requiring payment of park impact fees, land dedication, construction of on-site or off-site park improvements, or other effective mitigation measures.

**Policy PRO2F**
Take advantage of all outside sources of funding and assistance, including county, state and federal agency programs, and volunteer donations, for park and recreation projects and programs.

**Policy PRO2G**
Encourage private business and service organizations to develop recreational opportunities for neighborhoods and for the community. Where appropriate and economically feasible, the City should support specialized facilities and special interest recreational facilities that are also of interest to the general population.

**Policy PRO2H**
Continue the City's commitment to build and maintain parks and recreation facilities to meet established level of service standards.

**Policy PRO2I**
Evaluate acquisition opportunities against the following criteria to mitigate City risk and clearly measure benefits to the City:

- How well the acquisition responds to an urgent need or opportunity;
- Whether the acquisition is necessary to fulfill a legal, contractual or other requirement;
- Whether the acquisition is consistent with the PROS Plan, Comprehensive Plan and any other applicable plans;
- How the opportunity responds to health and safety issues;
- What would be the costs and potential funding opportunities;
- The level of public support for the acquisition;
- Whether the project is ready;
- What the implications would be from deferring or postponing acquisition;
- What the benefits would be to other capital projects, existing parks, systems, facilities, services or service deliveries;
- What the impacts would be to maintenance and operations;
- How many City residents would be served and in what area; and
- Whether the acquisition would provide pedestrian, bicycle and vehicle accessibility.

## *COMMUNITY INVOLVEMENT*

## GOAL PRO3

**Invite, encourage, and involve the entire community, including the business community and other private entities, public agencies, and not-for-profit or volunteer organizations 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.

**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.

**Policy PRO3C**
Continue to inform people about parks and recreation activities and programs through the City's newsletter, webpage, cable access, brochures and other means.

**Policy PRO3D**
Promote collaboration among various public agencies and private entities in developing and using the community's recreational and cultural capabilities. Secure funding from these agencies and entities and support shared use of facilities to help meet the community’s recreational and cultural needs.

**Policy PRO3E**
Encourage donations of park and open space land and improvements that help implement the Parks, Recreation and Open Space Plan. Review these potential donations for suitability in light of City priorities and long-term maintenance obligations. Encourage donations and support, including sponsorships, for recreation programs.

**Policy PRO3F**
Promote a close working relationship between the City and local schools to provide the best possible level of park and recreation service. Encourage shared use of school buildings and playfields for community-oriented recreational programs, and employ cooperative agreements on maintenance to achieve cost savings for the City and schools.

**Policy PRO3G**
Utilize interlocal agreements and other formal and informal agreements with schools to secure community access to recreational facilities and programs that will help meet long-term recreational programming needs.

**Policy PRO3H**
Encourage cooperation between public and private groups for planning and use of recreational facilities. Draw support from volunteer groups, private community clubs, and businesses that operate facilities and recreation programs. Cooperate with these groups to extend opportunities for local residents and employees and reduce duplication. Take advantage of mutual support and partnerships to increase the success of grant applications for facilities and establish funding and staffing for programs that cannot be provided with City funding.

### *ACCESS TO PARKS*

### GOAL PRO4

**Encourage the provision of safe, affordable and convenient access to recreational lands, facilities, and programs.**

**Policy PRO4A**
Locate major recreational facilities that generate large amounts of traffic on sites adjacent to arterials that include pedestrian, bicycle and transit route facilities that support accessibility for a wide spectrum of users.

**Policy PRO4B**
Provide safe parking at parks and recreational facilities that commonly draw crowds that arrive by automobile or bicycle.

**Policy PRO4C**
Provide recreational opportunities free from unlawful discrimination and other barriers to participation. At a minimum, meet or exceed Americans with Disabilities Act (ADA) requirements.

**Policy PRO4D**
Provide park and recreational facilities that will be accessible to all segments of the population through: sensitive modification of features to improve accessibility; installation of benign and supportive features such as well-designed railings, benches and other seating with arms, and protective cover from the elements; and application of the following universal design principles when there is an opportunity to do so:

- Equitable Use -- The design is useful and marketable to people with diverse abilities;
- Flexibility in Use -- The design accommodates a wide range of individual preferences and abilities;
- Simple and Intuitive Use -- Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level;
- Perceptible Information -- The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities;
- Tolerance for Error -- The design minimizes hazards and the adverse consequences of accidental or unintended actions;
- Low Physical Effort -- The design can be used efficiently and comfortably and with a minimum of fatigue; and
- Size and Space for Approach and Use -- Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility.

## *FACILITY DEVELOPMENT AND MAINTENANCE*

### GOAL PRO5

**Create, maintain, and upgrade park, recreational, and cultural facilities to respond to changing uses and recreation trends and improve operational efficiency.**

**Policy PRO5A**
Periodically review park and recreation facilities to determine if the public's needs are being met and to make changes as necessary to meet those needs effectively and efficiently. Review park and recreation staffing, programming and operations periodically to evaluate safety, efficiency and gaps between actual and desired levels of service.

**Policy PRO5B**
Encourage volunteer and civic groups to take part in appropriate stewardship of public parks and recreation resources, including periodic maintenance and improvement of park facilities.

**Policy PRO5C**
Provide clean, safe, and attractive parks for public use through a maintenance program that matches the intensity of use and character of the park and facilities.

### *HUMAN RESOURCES*

## GOAL PRO6
**Develop training and support for a professional parks and recreation staff that effectively serves the entire community.**

**Policy PRO6A**
Encourage teamwork through communications, creativity, positive image, risk-taking, sharing of resources, and cooperation toward common goals.

### *HISTORICAL AND CULTURAL RESOURCES*

## GOAL PRO7
**Identify and encourage the preservation of lands, sites and structures that have historical or cultural significance.**

**Policy PRO7A**
Seek opportunities to identify, commemorate and preserve the City's historical and cultural resources.

**Policy PRO7B**
Enhance the cultural environment in the community by promoting the creation and placement of art in various public venues throughout the City.

**Policy PRO7C**
Once identified, designate significant historical and cultural resources for preservation and enhancement.

**Policy PRO7D**
Encourage public education programs regarding historic, archaeological and cultural land sites and structures as a means of raising public awareness of the value of maintaining these resources.

**Policy PRO7E**
Coordinate and cooperate with local, state and national historical and cultural preservation organizations to achieve community goals and objectives.

### *PARKS, OPEN SPACE AND GREENBELTS*

## GOAL PRO8
**Develop parks, and maintain parks, open spaces and greenbelts, recognizing that these are an integral part of the City's infrastructure, character and quality of life.**

**Policy PRO8A**
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.

**Policy PRO8B**
Encourage the connection and linkage of parks, open spaces and greenbelts.

**Policy PRO8C**
Provide usable open space in the Town Center, mixed use and commercial areas.

### *CIVIC FACILITIES*

## GOAL PRO9
**Provide a range of spaces and places for civic functions such as public meetings, ceremonial events, and community festivals.**

**Policy PRO9A**
Create public spaces throughout the City.

**Policy PRO9B**
Encourage the inclusion of public art.

**Policy PRO9C**
Encourage community volunteerism in public beautification projects.

# 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 used 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.** 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 of consumer goods. Commercial and office developments are not necessarily mutually exclusive.

**Complete Streets.** Street designs that support safe and convenient access for all users. Complete streets may include a mix of design elements including sidewalks, bike lanes, special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, landscaped median islands, accessible pedestrian signals, curb extensions, relatively narrow travel lanes, and roundabouts.

**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 an 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.

**Landfill.** 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.

**Multifamily.** 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.

**Pedestrian Paths.** 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.

**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 2040.** The regional growth strategy adopted by the Puget Sound Regional Council in 2008 that describes linking high-density residential and employment centers throughout the region by high-capacity transit and promoting a multi-modal transportation system.

**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”.