ORDINANCE NO. 435

AN ORDINANCE OF THE CITY OF UNIVERSITY PLACE, WASHINGTON, AMENDING TITLE 16 OF THE UNIVERSITY PLACE MUNICIPAL CODE, COMPREHENSIVE PLAN, INCLUDING TEXT AMENDMENTS TO THE LAND USE, HOUSING, ENVIRONMENTAL, TRANSPORTATION, AND CAPITAL FACILITIES AND AMENDMENTS TO THE PLAN MAP, TO COMPLY WITH THE REQUIREMENT TO UPDATE THE COMPREHENSIVE PLAN IN ACCORDANCE WITH THE GROWTH MANAGEMENT ACT, RCW 36.70A 130(4)(a).

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

WHEREAS, RCW 36.70A.130 requires the Comprehensive Plan be subject to continuing review and evaluation and if necessary revision to insure the plan continues to comply with the Growth Management Act no later than December 1, 2004, and

WHEREAS, the City employed a two phased approach to comply with RCW 36.70A.130 reviewing and amending as necessary the Comprehensive Plan's land use, capital facilities, utilities and community character elements in 2003 and reviewing the housing, environmental management and transportation elements in 2004.

WHEREAS, on August 4, 2003 the City Council adopted Ordinance No. 392 amending the Comprehensive Plan's land use, capital facilities, utilities and community character elements and policy sections of the housing and transportation elements, and

WHEREAS, on February 9, 2004 the City Council adopted resolution 429 establishing a public participation program in accordance with RCW 36.70A.035 and 140 which included public notification, several Planning Commission public meetings including two public hearings, and

WHEREAS, on February 22, 2004 the City published notice in the Tacoma News Tribune announcing the City's intent to amend the Comprehensive Plan and inviting the submittal of applications for Comprehensive Plan amendments, and

WHEREAS, the City notified adjacent jurisdictions and others including but not limited to the University Place School District and Master Builders Association and held a public workshop to assist those planning to submit an amendment, and

WHEREAS, the City Council created and appointed the Planning Commission to advise the City Council on growth management and land use planning, and to hold hearings on and develop a Comprehensive Plan for the City and make recommendations to the City Council on amendments to the comprehensive plan, the zoning code and map, and the development regulations of the City, and

WHEREAS, the Planning Commission held ten public meetings including two public hearings on August 18, 2004 and September 1, 2004, and

WHEREAS, on September 22, 2004 the Planning Commission, after duly considering all proposed amendments and public testimony, voted to recommend Comprehensive Plan Amendments to the City Council for adoption, and

WHEREAS, the City Council reviewed the City's Comprehensive Plan Map, Land Use and Housing Elements to provide sufficient land capacity to accommodate growth, as required by RCW 36.70A.215, including reasonable measures to accommodate growth and housing, and

WHEREAS, the City Council reviewed the Comprehensive Plan's Housing Element for consistency with RCW 36.70A.070(2), Mandatory Elements to ensure the housing element utilizes the most up to date housing information available and contemporary strategies to encourage the availability of affordable housing for all segments of the population, and

WHEREAS, the City Council reviewed the Comprehensive Plan's Environmental Management Element for consistency with RCW 36.70A.070, Mandatory Elements, RCW 36.70A.172 Best Available Science and RCW 36.70A 060 Resource Lands, and

WHEREAS, the City Council reviewed the Comprehensive Plan's Transportation Element to update transportation facility information, ensure the adopted transportation level of service is maintained, improve emergency vehicle access, and expand non-motorized improvement connectivity, and

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

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

WHEREAS, the required State agency 60-day review period on the Comprehensive Plan amendments began on October 4, 2004 and concluded on December 3, 2004, and

WHEREAS, the University Place City Council held a Public Hearing on November 1, 2004 and several study sessions to take public comment and discuss proposed Comprehensive Plan amendments, and

WHEREAS, a SEPA Determination of Non-Significance (DNS) and adoption of existing environmental documents was issued on September 24, 2004 with a comment period ending on October 14, 2004, and

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

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

Section 1. University Place Comprehensive Plan Text Amendments Adopted. The City of University Place Comprehensive Plan text, adopted by reference pursuant to UPMC Section 16.05.010, is hereby amended as indicated in Exhibit "A" attached.

Section 2. University Place Comprehensive Plan Land Use Plan Map Amended. The University Place Comprehensive Plan Land Use "Plan Map", adopted by reference pursuant to UPMC Section 16.05.020, is hereby amended as shown on Exhibit "B" attached. Until such time as the City Council adopts an Ordinance establishing a separate Zoning Map and Zoning Code text amendments that describe the zones and zone overlays and provisions regarding Zoning Map amendments, the Comprehensive Plan Map that was in effect prior to the effective date of this ordinance shall continue to serve as the City's Zoning Map. This map shall be subject to the zone and zone overlay descriptions contained in the Comprehensive Plan Land Use Element in effect prior to the effective date of this ordinance and to the amendment provisions set forth in University Place Municipal Code Chapter 19.90.

Section 3. Severability. If any section, sentence, clause or phrase of this Title shall be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this Title.

Section 4. Publication and Effective Date. A summary of this ordinance, consisting of its title, shall be published in the official newspaper of the City. This ordinance shall be effective five (5) days after its publication.

PASSED BY THE CITY COUNCIL ON THIS 6TH DAY OF DECEMBER 2004.

Ken Grassi, Mayor

ATTEST:

Sarah Ortiz, Acting City Clerk

APPROVED AS TO FORM

Janean Polkinghorn, City Attorney

Date of Publication: December 9, 2004
Effective Date: December 14, 2004

CHAPTER 1

LAND USE ELEMENT

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

(a) general

(b) residential

(c) commercial

(d) manufacturing/industrial/ business park

(e) parks and open space

(f) essential public facilities

(g) special planning areas

STATE GOALS

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

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

Property Rights
Private property shall not be taken for public use without just compensation having been made. The property rights of 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.

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

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

Shorelines of the State

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

COMMUNITY VISION

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

Economic Development
Partnerships between the City and business sector have resulted in a viable, economically stable business community. Compact commercial and light industrial developments have attracted new investment and brought additional goods, 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, entertainment, and special community events and festivals.

MAJOR LAND USE ISSUES

There is little undeveloped land remaining.

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

There is pressure from landowners to rezone additional areas to commercial – especially along Bridgeport Way – while existing commercial areas are under-utilized.

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

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

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

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

Because the City is mostly developed, a major thrust of land use planning will have to be directed at revitalization and redevelopment.

GOALS AND POLICIES

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

GENERAL LAND USE

GOAL LU1

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

Policy LU1A

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

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

Policy LU1B

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

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

Policy LU1C

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

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

Policy LU1D

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

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

Policy LU1E

Require buffers between different types of land uses.

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

Policy LU1F

Require landscaping throughout the entire spectrum of land uses.

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

Policy LU1G
Plan for a gradual transition to a less automobile intensive transportation system.

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

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

Policy LU1H
Consider adopting an ordinance that addresses vesting of applications to promote development consistent with existing standards.

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

RESIDENTIAL LAND USE

GOAL LU2
Achieve a mix of housing types and densities while maintaining healthy residential neighborhoods, and guide new housing development into appropriate areas.

Policy LU2A
Preserve the residential character of single-family neighborhoods.

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

Policy LU2B
Locate greater density residential development in the town center and maintain moderate density residential development in the existing multifamily and mixed-use areas along or close to major arterial and transit routes.

Discussion: Most of the City's designated multifamily zones are nearly built out. With a few exceptions, they are located convenient to arterial routes and public transit. High and moderate density residential development should be close to services and public transit to avoid increased traffic and noise on minor residential streets.

Policy LU2C

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

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

Policy LU2D

Ensure that multifamily residential development is designed and scaled in a manner that is compatible with abutting single-family neighborhoods.

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

Policy LU2E

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

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

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

COMMERCIAL LAND USE

GOAL LU3

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

Policy LU3A

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

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

Policy LU3B

Encourage development of new businesses and expansion of existing business.

Discussion: There are many opportunities to provide goods and services to residents and the surrounding area. The City should work with the

private sector, Chamber of Commerce and others to identify issues and opportunities and to create a good environment for small business.

Policy LU3C

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

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

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

Policy LU3D

Encourage nonprofit organizations to locate in the City.

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

Policy LU3E

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

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

Policy LU3F

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

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

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

Policy LU3G

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

Discussion: Design and performance standards need to be adopted and implemented to maintain an appropriate transition between high intensity and lower intensity land uses. Use type, building scale and landscaping can help lessen impacts between different uses.

Policy LU3H

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

Discussion: Home occupations allow small businesses to operate in a cost effective manner. These types of businesses can be compatible

within residential neighborhoods if the operation has a small number of employees, is incidental to the primary use as a dwelling unit, has no negative traffic or environmental impacts associated with it, and retains the residential appearance of the structure.

Policy LU3I

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

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

Policy LU3J

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

Discussion: A city is allowed to regulate adult entertainment businesses as long as a "reasonable opportunity" is provided to operate such a business within the municipal boundaries. To limit the negative impacts of these establishments in the City, adult entertainment businesses shall be regulated in a manner that protects residential, public, and other business uses from the negative impacts of these businesses, and associated criminal activities such as narcotics, prostitution, and breaches of the peace.

MANUFACTURING, INDUSTRIAL, AND BUSINESS PARK LAND USE

GOAL LU4

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

Policy LU4A

Concentrate industrial, manufacturing, 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.

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

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

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

Policy LU4B

Prohibit heavy manufacturing use in the City.

Discussion: The limited remaining undeveloped land in the City is inadequate for heavy industrial activity, which generally requires large parcels of land and may have negative impacts on residential areas.

Policy LU4C

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

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

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

PARKS AND OPEN SPACE LAND USE

GOAL LU5

Expand the parks, recreational land, and open space for the City.

Policy LU5A

Reserve portions of the remaining undeveloped land for public use.

Discussion: Because little undeveloped land remains within the City, development plans should include setting aside portions of the land for parks, play areas, and bike and walking trails. Some of this space could be provided by developers through incentives and other mechanisms; some will have to be purchased by the City. As the population grows, space will be needed in both residential and business neighborhoods for visual relief, outdoor recreation, and the enjoyment of natural features.

Policy LU5B

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

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

Policy LU5C

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

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

PUBLIC FACILITIES

GOAL LU6

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

Policy LU6A

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

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

Policy LU6B

Establish siting criteria that protect surrounding uses and mitigate impacts of any specific facility on the neighborhood and the City.

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

Policy LU6C

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

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

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

GOAL LU7

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

Policy LU7A

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

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

Although they are located outside the Town Center, a number of public facilities are located on the Pierce County Chambers Creek pProperties ~~Public Work Shops are public facilities~~ that have been sited ~~located~~ in accordance with a Master Site Plan and mitigated for compatibility with adjacent residential areas. The Pierce County Sewer Utility, and public work shops are also located on the properties. Impacts associated with these uses are mitigated in accordance with special use permits.

Policy LU7B

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

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

SPECIAL PLANNING AREAS

Business Districts

GOAL LU8

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

Policy LU8A

Partner with the business interests to promote business districts.

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

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

Policy LU8B

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

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

Policy LU8C

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

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

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

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

Bridgeport Way Corridor

GOAL LU9

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

Policy LU9A

Preserve the concept of core commercial areas along Bridgeport Way.

Discussion: A scattering of commercial uses along the entire length of Bridgeport Way within the City is not desirable. Interspersing clusters of offices and residential with retail uses relieves the monotony of "strip commercial." The result is a more pleasing environment for both business and the community.

Policy LU9B

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

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

Policy LU9C

Encourage redevelopment of under utilized sites.

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

Policy LU9D

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

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

Policy LU9E

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

Discussion: Bridgeport Way, particularly south of Cirque Drive, is characterized by a natural tree-lined corridor. As more development occurs, the City should encourage the preservation of trees and require significant landscaping with development. While additional development may

occur, the visual impact of a transition from more intense to less intense development should be maintained in this southern portion of the corridor. As this area of the street is improved in the future, a landscaped center median should be considered to expand the tree-lined boulevard concept, create a sense of entry to the City from the south and provide an improved environment for residential development.

Policy LU9F

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

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

Day Island/Sunset Beach

GOAL LU10

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

Policy LU10A

Maintain special overlay districts to allow flexibility in building setbacks and other requirements.

Discussion: Many houses on Day Island and Sunset Beach were built with different building setbacks than current codes allow. There are also numerous encroachments on the public right-of-way. The City created special Overlay Areas for Day Island and Sunset Beach to allow more flexibility in the Zoning Code. Right-of-way encroachments should be dealt with in a consistent way that protects the public interest and is sensitive to individual property owners.

Policy LU10B

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

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

Chambers Creek Properties

GOAL LU11

Become a Strategic Economic Development partner with Pierce County in Planning Chambers Creek Properties.

Policy LU11A

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

Discussion: The City, Pierce County, and Lakewood have adopted the Master Plan for Chambers Creek Properties and a joint procedural agreement. Establishing a special Overlay Area for the Chambers Creek properties will allow the City and County to manage the development of the Chambers Creek Properties in a way that is most beneficial to the County and community. By identifying allowed uses, and specifying

development standards and mitigation measures now, the City and County can avoid costly future delays and more quickly obtain the goals of more parks and increase economic return. The City should "seek a place at the table" to evaluate potential revenue generators including lodging, expediting the golf course and restaurant development, and the completion of Phase I projects.

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

Policy LU11B

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

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

Policy LU11C

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

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

Leach Creek Area

GOAL LU12

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, which are appropriate considering surrounding densities, land uses, steep slopes, Leach Creek, and wetland areas.

Policy LU12A

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

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

Policy LU12B
Work with landowners in the Leach Creek Area to develop a plan to provide adequate transportation facilities and circulation.

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

Policy LU12C
Determine appropriate land uses for this area considering the low-density residential development to the west and south, higher densities to the north and commercial and industrial uses to the east. Consideration shall be given to Leach Creek, and its associated steep slopes and wetlands. Evaluate clustering and low impact development techniques to mitigate impacts.

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

LAND USE 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 and economic growth while protecting the environment, and providing efficient pedestrian and vehicular circulation. The element serves to fulfill the community vision and comply with state law.

This section of the land use element includes a discussion of state and local requirements, identifies the City limits, provides background information on existing conditions and estimates future population and employment. Based on existing conditions and growth estimates, a capacity analysis examines 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. The element ends with ~~a land use~~ the Pplan Mmap and descriptions of Plan Map ~~land use~~ designations.

Washington State Growth Management Act (GMA)

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

County-Wide Planning Policies

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

THE CITY OF UNIVERSITY PLACE

The City of University Place is approximately 8.4 square miles in area or 5,379 acres. As shown in **Figures i-1 & i-2** (in the introductory section of the plan), surrounding cities and towns include the City of Tacoma to the north and southeast, the City of Lakewood to the south, the City of Fircrest to the east, 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 1996, the City conducted a land use inventory that identified uses of each parcel. The inventory map is shown in Figure 1-1, and the inventory is summarized in Table 1-1 and Figure 1-2. According to the inventory, approximately 77% of the city's land area is in single-family

residential zones, 2.6% is in mixed use, 3 % in multifamily, 3% in commercial and industrial zones, and 13.9 % is in public facilities. Twenty five percent of land area is devoted to streets and railroad rights-of-way. Wetlands, floodplains, slopes, and fish and wildlife areas constrain 2.8% of the land as shown in Table 1-5.

Single-Family

The City of University Place is primarily a residential community with 4,183 acres of single-family and duplex residential zoning. The area north of 40th Street West developed first and is almost completely built out. The historic downtown lies in this area along 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 first subdivided in 1933 and Soundview Drive in 1939. The City began rapidly developing in the mid-1950's and has continued ever since. West of Sunset Drive, the City is developed almost exclusively in single-family homes. Other predominately single-family residential areas include the Roman Ridge, Alameda Park, and Stonewood Areas, which developed in the late 1970's and early 1980's; and the Westwood Square -Tall Firs area between Bridgeport Way and 67th Avenue West, south of 44th Street, which developed in the late 1950's and early 1960's.

Multifamily

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

Commercial

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

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

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

Industrial/Manufacturing

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

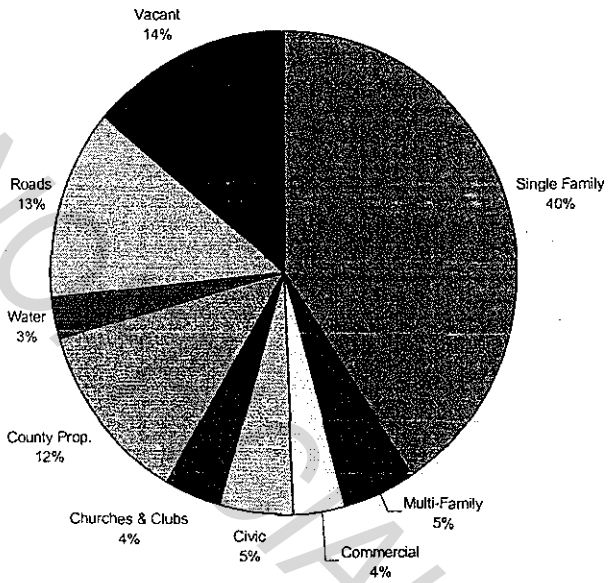
Public Facilities

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

Table 1-1 1996 Land Use Inventory

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

Figure 1-2 Area of Land Use



POPULATION AND EMPLOYMENT

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

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

Based on population growth trends, the availability of land for development, existing housing types, and required densities, University Place is projected to grow to 33,500 in 2017, or increase by 4,340 people from its 1997 population estimate of 29,160. Evidence that the population growth projection is accurate is found in **Table 1-2** that shows OFM

population estimates for years 1997,through 1999 and 2002. Table 1-2 indicates that the City's population has increased by 1,035 over the past four years. If this trend continues, the City can be expected to grow by 5,175 to 34,355 in 2017.

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

Table 1-2
Population Growth 1997 to 2002

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

Although not required by the Growth Management Act or the County - Wide Planning Policies, estimates of employment growth help determine the amount of commercial and industrial land needed to accommodate economic development envisioned by the community. **Table 1-3** shows employment trends in University Place and provides an employment forecast based on information from the Puget Sound Regional Council (which coordinates land use and transportation planning for King, Pierce, Snohomish, and Kitsap counties).

Table 1-3
Employment Forecast

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

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

CAPACITY FOR RESIDENTIAL GROWTH

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

Table 1-4 shows the number and percentage of housing units by housing type. Nearly two-thirds of the housing stock is in single-family structures and the remainder primarily in multifamily with a total of 12,309 units. About 5% of the housing at any given time is assumed to be vacant. The City's current estimated population of 30,350 is housed in 11,694 units at an approximate household size of 2.45 persons per unit.

Table 1-4

Housing by Type

Housing Types	Number of Units	Percent
Single Family	6,546	53.2%
Duplex	919	7.1%
Multifamily	4,530	36.8%
Mobile Homes	88	.7%
Assisted Living	226	1.8%
TOTAL	**12,309**	**100%**

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

Natural features that constrain land development, which include wetlands, floodplains, fish and wildlife areas, and very steep slopes, limit the number of lots that can be created on undeveloped land. The area of constrained land must be subtracted from the amount of undeveloped land available for residential and commercial development. (The amount of constrained land subtracted from undeveloped lands is less than the total of constrained lands shown in **Table 1-5** because in many areas floodplains are also wetlands and fish and wildlife habitat areas.)

Table 1-5
Constrained Lands

Natural Feature	Acres
Wetlands	660
Floodplains	203
Fish & Wildlife Areas	121
Steep Slopes	197
TOTAL	**1,181**

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

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

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

Table 1-6
Single Family & Duplex Lots

Type	Gross Lots	Natural/ Features	Market Assumption	Net Lots
Single-Family Building Sites	646	160 (lots)	95%	462
Duplex Building Sites	38		95%	36
Proposed Single-Family Lots	442		95%	420
Underdeveloped Lots	86		50%	43
Undeveloped Land	3,421	789	50%	1,316
TOTAL				**2,277**

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

Existing and potential developable sites have a capacity for 3,517 units as shown in **Table 1-7**. Using household sizes based on the 2000 Census, these units could support a population increase of 8,719. The projected City population increase over 20 years is 4,340. Even with a smaller household size (persons per unit), the City can accommodate the projected increase. The average household size in University Place at the time of the

2000 Census was 2.45 persons per unit. Assuming a trend to smaller households with an average size of only 2.2 persons in the next 20 years, the 3,517 unit capacity could support a population of 7,737. The additional projected population, based on the Pierce County allocation of 33,500, is 4,340. Therefore, the amount of land available is sufficient to accommodate the expected population.

Table 1-7 Residential Capacity*

Housing/Factor	Units	Persons/Unit	Total
Single Family Building Sites	462	2.85	1,316
Duplex Building Sites	36	2.12	79
Proposed Single Family Lots	420	2.85	1,197
Underdeveloped Lots	43	2.85	122
Undeveloped Land	1,316	2.85	3,750
Multi-Family	890	2.14	1,905
Assisted Living	350	1.0	350
TOTAL	**3,517**		**8,719**

* The capacity analysis does not include potential redevelopment opportunities in mixed-use zones.

Commercial and Industrial Growth

The need for commercial and industrial land is difficult to estimate because communities are different in size and focus. Some are more residential in nature; others are employment and shopping centers. A 1992 survey of 66 cities (American Planning Association, August, 1992 PAS Memo) examined the percentage of developed land in different uses. Cities under 100,000 had an average of 7% in commercial use and 10% in industrial use (by acreage). About 3% of University Place's land is in commercial and industrial zoning with another 2.6 % in mixed use. The 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 industrial area is constrained by a large wetland, Morrison Pond, and few vacant parcels. There is no significant opportunity to expand industrial zones without affecting adjoining residential areas.

Commercial and mixed used areas have scattered vacant parcels, many underused sites, and vacant commercial spaces in existing buildings. Zoning additional areas for commercial use continues a strip pattern along major arterials and affects the economic vitality of core business areas. It also conflicts with regional and county land use and

transportation policies which favor directing growth into concentrated urban and town centers to help reduce automobile trips and miles traveled. Therefore, the Comprehensive Plan does not add significant new acreage for commercial use. Smaller parcels adjacent to commercial and mixed-use zones in the Bridgeport Way and 27th Street corridors have been added where some encroachment on single-family use already exists. The emphasis is on intensification of use in existing commercial zones. The Interim Plan had 309 acres in commercial and industrial zones. This adopted Comprehensive Plan has 313 commercial acres.

CONSIDERATION OF OTHER ELEMENTS & WATER

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

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

A PLAN FOR THE FUTURE

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

The County-Wide Planning Policies (CWPP) and the GMA require that the City provide a choice of housing types and make adequate provisions for existing and projected needs of all economic segments of the community. The CWPP also requires an average net density of four (4) units per acre. The City's base density for single-family zones are ~~is~~ four (4) units to the acre, with up to eight (8) ~~six (6)~~ allowed through a Planned Development District. ~~In the R2 residential zone the range should be six (6) to eight (8) units to the acre and I~~ In multifamily and mixed-use areas, densities should be from ten (10) to thirty (30) units to the acre reflecting existing conditions. In the town center, densities should range from 30 to 80 dwelling units to the acre. Greater densities in the town center overlay will direct the most growth near shopping, services, public facilities, and public transit stops. More intense development in the town center will decrease driving distances and reduce pressure to increase densities in existing single-family neighborhoods to accommodate projected growth.

In 1997, the City had a net density of about 3.3 dwelling units per acre in residentially zoned areas. With a projected increase of close to 2,000 housing units over the next 20

years (33,500 - 29,160 = 4,340 ÷ 2.2/HH = 1,973), the density in residentially zoned areas then increases to 4.06 units per acre in the 20-year period.

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

- Maintain a mix of housing types and residential densities to allow choice in the marketplace and meet the needs of a variety of households as required by Growth Management Act (GMA) regulations.

- Protect the character of single-family residential areas with a designation of Single-Family Residential and maintain a density of four (4) to six (6) units to the acre.

- Designate additional areas for two-family residential developments and allow a density of six (6) to eight (8) units to the acre. This is intended to create more opportunity for attached housing types at a higher density than single-family zones.

- Designate multifamily zones and densities consistent with the current distribution of exclusively multifamily developments. This makes existing developments "conforming" as to land use designations, to encourage renovation in the future, and allows multifamily development on scattered vacant parcels within these zones at an average density of 20 units to the acre. (Between 1990 and 1996, University Place experienced one of the highest increases in multifamily units in Pierce County and the Central Puget Sound Region. According to the 1996 land use inventory, multifamily units made up more than 30% of the total number of dwelling units in the city.) As the City's existing single-family and two-family residential zones are built out over the next 20 years, the percentage of multifamily units will decrease as a portion of the total housing stock, although the actual numbers of units may not decrease.

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

- Emphasize infill and redevelopment of existing commercial and mixed-use zones rather than designating additional areas. Establish a range of commercial designations including commercial, neighborhood commercial, and town center. These

designations are based on existing use and the desire to create a cohesive Town Center area along Bridgeport Way West between 35th and 44th Streets.

- Replace the Public Facilities Zone with a Public Facility Overlay allowing more flexibility for public facilities such as schools, parks, fire station, and other public uses.

- Create "overlay areas" for selected special planning areas that could be developed more intensively than the underlying zone, provided that a plan for development meets specific design standards and is reviewed and approved by the City. Overlay areas shall not be implemented until overlay specific design standards and regulations have been adopted by the City Council.

- Create a separate Zoning Map to implement the Comprehensive Plan Map designations. Zones and Overlay designated in the Zoning Code and on the Zoning Map shall be consistent with the Comprehensive Plan Map designations. For example Single Family R1 and R2 Zones are low-density residential zones in the Low Density Residential Pan Map designation, a Mixed Use Office Zone is only allowed within the Mixed-Use – Office Comprehensive Plan Designation and so on. A Zoning Map allows the City to react quicker to changing conditions and better meet the community's vision and goals.

SPECIAL PLANNING AREAS

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

THE PLAN MAP

Figure 1-3, the Land Use Plan Map, serves to implement the goals and policies of the plan. The Plan Map divides the City into eight (8) ~~nine (9) zones and five (5) overlay~~ Plan Designations ~~areas~~. The following are descriptions of the designations ~~zones and overlay areas~~ on the plan map. These descriptions will guide development in a direction to achieve the community vision and comply with state and local requirements. Following the descriptions, Table 8 provides the number of parcels and size of each zone or overlay.

ZONES MAP DESIGNATIONS

Low Density Residential (LDR) ~~Single-Family Residential (Residential-1)~~:
Single-family neighborhoods comprise a large percentage of the City's land area and the community wants to retain a primarily single-family character in its housing mix. Protection of single-family residential neighborhoods is a priority in the Comprehensive Plan. To protect the character of single-family neighborhoods, those areas of the City that are primarily single-family in nature are designated Low-Density ~~Single-Family~~ Residential. ~~(R1).~~ Zones in the Residential designation allow densities ranging from ~~A base density of~~ four (4) ~~dwelling units to the acre is allowed, with up~~ to eight (8) ~~six (6)~~ dwelling units per acre. Higher densities should be allowed subject to the provision of design standards and/

or permitted through the Planned Development District process. when significant additional amenities are provided, such as open space, trees and landscaping, greenbelt or active recreation facilities. Duplexes may be developed at a base density of 4.6 dwelling units to the acre. Uses allowed are restricted to attached and detached single-family housing, duplexes, small attached accessory housing units, schools, home operated day care, assisted living and nursing homes, religious assembly, public parks, community and cultural services, appropriate home occupations, and minor utility distribution facilities. The character of Low-Density Residential areas single-family neighborhoods shall be protected and enhanced by eliminating and disallowing inappropriate uses; limiting traffic impacts; requiring buffering and design standards for adjacent high density residential, commercial and industrial development; preserving and protecting the physical environment; and providing interconnecting pedestrian and bicycle facilities, including sidewalks and trails to schools, shopping, services, and recreational facilities.

Two-Family Residential (Residential- 2):
To achieve a mix of housing types and densities while maintaining healthy residential neighborhoods the Two-Family Residential (R2) designation includes recent duplex condominium developments and areas of the City that have had a historic mix of single-family attached and detached housing. A base density of six (6) dwelling units per acre is allowed, with up to eight (8) units per acre permitted through the Planned Development District process, when additional amenities are provided. Uses allowed are restricted to duplexes, attached and detached single-family homes, small attached accessory housing units, schools, home operated day care, assisted living and nursing homes, religious assembly, public parks, community and cultural services, appropriate home occupations, and minor utility distribution facilities. The character of the two-family residential neighborhoods shall be protected and enhanced by eliminating and disallowing inappropriate uses; limiting traffic impacts; requiring buffering and design standards for adjacent high density residential, commercial and industrial development; preserving and protecting the physical environment; and providing interconnecting pedestrian and bicycle facilities, including sidewalks and trails to schools, shopping, services, and recreational facilities.

Moderate Density Residential (MDR) Multi-Family (MF):
Higher density residential development shall be located in the Moderate Density Residential Multi-Family (MF) designation along major arterials and transit routes, close to shopping, public facilities and services, and in areas of existing higher density residential development. A base density of ten (10) dwelling units to the acre is allowed, with up to thirty (30) units to the acre permitted through the Planned Development District process, when significant additional amenities are provided, such as open space, trees and landscaping, greenbelt or active recreation facilities. Uses allowed in the Moderate Density Residential Multi-Family designation include multifamily housing, attached and detached single-family housing, nursing homes and assisted living facilities, schools, public and private parks, community and cultural services, home operated day care, religious assembly, appropriate home occupations, and minor utility distribution facilities. Buffers, open space, landscaping, and design standards shall be incorporated into all

development to provide a smooth transition between different densities and land uses. Pedestrian sidewalks and trails and bicycle facilities shall be provided for access to schools, shopping, services, and recreational facilities.

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

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

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

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

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

Light Industrial-Business Park (IB):
Clean light industrial and business park uses are encouraged in the City in appropriate locations. Although the City is primarily a residential community and not a major employment center, the community wants to attract a variety of businesses to provide local employment opportunities. The area, which has historically been used for light manufacturing and light industrial uses, is located south of 27th Street West between Morrison Road on the west, 67th Avenue on the east, and Morrison Pond on the south. Additional light industrial and business park uses are located along the east side of 70th Avenue West. The Light Industrial-Business Park (IB) designation recognizes many of the existing uses in these areas as appropriate, while maintaining a separation from residential uses. Uses allowed in the Light Industrial-Business Park designation include light and clean industries, storage and warehousing, automotive repair, contractor yards, and limited retail, restaurants, offices, and entertainment uses, public and private parks, community and cultural services, administrative government and safety services, utility and public maintenance facilities, and public transportation services. Inappropriate uses will be disallowed or eliminated over time. Residential uses are only permitted in the Light Industrial-Business Park zone as an accessory use. Development and redevelopment in the Light Industrial-Business Park zone shall include features such as sidewalks, bicycle facilities, open space, landscaping, attractive signs, traffic control and overall management and maintenance. Buffers and design standards shall be incorporated into all developments to provide a compatible transition to adjacent zones and land uses.

OVERLAY AREAS

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

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

streets and in parking garages located below the buildings. Approximately 20% of the overlay zone would be dedicated as permanent open space / park. A portion of this area is currently designated as Homestead Park. In addition to preserving natural open space, there should be well-defined open space throughout the overlay area, with articulated streetscapes, landscaping, and other pedestrian features.

Chambers Creek Properties Overlay (CCO)

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

Day Island/Sunset Beach Overlay (DISBO)

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

Transition Properties Overlays (TPO)

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

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

Table 1-8
Plan Map Designations ~~Zoning & Overlays~~

Plan Map Zone Designations	**Parcels***	**Acres***
Town Center	72	90
Commercial (C)	13	25
Neighborhood Commercial (NC)	84	52
Light Industrial Business Park (IB)	56	62
Mixed Use (MU)	116	66
Mixed Use Office (MU-O)	72	30
Moderate Density Residential MDR ~~Multi-Family (MF)~~	209	265
Low-Density Residential LDR	8147	4068
~~Residential - 1 (R1)~~	~~7,707~~	~~3,675~~
~~Residential – 2 (R2)~~	~~440~~	~~393~~
~~Overlay Areas~~	**~~Parcels*~~**	**~~Acres*~~**
~~Town Center~~	~~34~~	~~39~~
~~Public Facility~~	~~36~~	~~217~~
~~Day Island/Sunset Beach~~	~~210~~	~~49~~
~~Chambers Creek Properties~~	~~12~~	~~748~~
~~Transition Properties~~	~~23~~	~~5~~

*Excludes roads and rail road right-of-way

CHAPTER 2

HOUSING ELEMENT

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

STATE GOAL

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

COMMUNITY VISION

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

MAJOR HOUSING ISSUES

Because little buildable land remains for new development the City will need to rely on maintaining existing housing stocks and redevelopment to meet its housing needs. Residents are concerned about the preservation of the existing single-family housing and neighborhoods.

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

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

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

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

GOALS AND POLICIES

This element contains the housing goals and policies for the City of University Place. The following goals reflect the general direction of the 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.

NEIGHBORHOOD PRESERVATION

GOAL HS1

Preserve existing residential neighborhoods.

Policy HS1A
Use zoning regulations to help support the stability of established residential neighborhoods.

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

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

Policy HS1B

Encourage repair and maintenance of existing housing.

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

HOUSING CHOICE AND AFFORDABILITY

GOAL HS2

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

Policy HS2A

Maintain and enhance the affordable housing that already exists.

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

Policy HS2B

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

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

Policy HS2C

Promote home ownership opportunities for people at various income levels.

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

Policy HS2D

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

Discussion: Opportunities exist for infill development on vacant lots in single-family neighborhoods. Such development is generally desirable since the utilities, services, and street

improvements are already in place and available. The cost of this housing is generally lower than in completely new subdivisions.

Policy HS2E
Encourage increased density residential development in mixed-use and town center zones, subject to appropriate development and design standards. Discourage new single-family development in commercial areas to promote more effective use of commercial and mixed-uses.

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

Policy HS2F
Encourage preservation of the existing stock of mobile home parks as a viable source of affordable housing.

Discussion: The City currently has only two mobile home parks containing about 75 units – Sunrise Terrace on Chambers Creek Road and Korey's Court on Hanna Pierce Road.

Policy HS2G
Permit accessory dwelling units in conjunction with single-family structures.

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

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

Discussion: The City has a diverse population and supports equal access to housing for everyone.

Policy HS2I
Encourage the availability and equitable distribution of housing throughout the City to meet the requirements of those with special housing needs.

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

Policy HS2J
Support and plan for assisted housing opportunities using available private, federal, state, and county resources.

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

Policy HS2K
Pursue a regional approach to housing affordability through which the efforts and resources of the City can be leveraged by regional cooperation.

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

HOUSING ELEMENT BACKGROUND INFORMATION

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

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

Washington State Growth Management Act (GMA)

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

The GMA requires that the Housing Element include:

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

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

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

County-Wide Planning Policies

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

As a monitoring policy, the CWPP's specify:

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

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

POPULATION / INCOME / TENURE

Three key components to housing demand are population, income, and tenure (occupancy type). Population characteristics, particularly age and household formation, identify the type of housing that might be in demand within a community. Income determines the quality and type of housing that residents can afford; as well as, to what

extent households may need housing assistance. Tenure helps identify which type of housing (renter or owner) is prevalent in the community.

Population

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

Ten percent of the University Place population was 65 years of age or over in 2000. This compares to over 13 percent in Tacoma and 18.5 percent in Fircrest. This reinforces University Place's character of catering to households that may be first-time homebuyers or those households desiring to "move up" in the housing market, as opposed to, for example, an elderly population.

Household Income

Household income distribution in University Place is another factor in planning for housing demand. Household income dictates housing opportunities and choices, or lack thereof. **Table 2-1** shows the change in household income in University Place between 1989 and 1999 according to the ~~1990~~ U.S. Census. ~~household income for University Place~~.

Table 2-1 1989 & 1999 Household Income

Household Income	1989	1989 %	1999	1999 %	% Difference
< $10,000	941	8.4	632	5.2	-3.2
$10,000 to 14,999	809	7.2	513	4.2	-3
$15,000 to 24,999	2,092	18.7	1,524	12.5	-6.2
$25,000 to 34,999	1,830	16.3	1,502	12.3	-4
$35,000 to 49,000	2,232	19.9	1,890	15.5	-4.4
$50,000 to 74,999	2,207	19.7	2,676	21.9	2.2
$75,000 to 99,999	628	5.6	1,583	13.0	7.4
$100,000 or more	472	4.2	1883	15.4	11.2
Total	11,211	100	12,203	100	

	1889	1999	Difference
Median Household (HH) Income	$34,576	$50,287	$15,711
Median Family Income	$41,242 (7,811 families)	$60,401 (8,210 families)	$19,159 (399 families)
Married Couple Family Median Income	$50,611	$70,446	$19,835
Female Householder, No Husband Present, Median Income	$25,809	$25,932	$123
80% of Median Household Income	$27,660	$40,229	

According to the 1990 Census, the median 1989 household income in University Place was close to $35,000. In 1999, the median household income increased to $51,000. A household is considered "in need" if it earns less than 80% of the median income and spends more than 30 percent of its gross monthly income on housing. In 1989, a household earning 80% of the median household in University Place could spend up to ~~$875~~ $691 per month on housing without being "in need." In 1999, that same household could spend $1,005 ~~275~~. Another general rule of home ownership affordability is that a household can afford a house that is 2½ to 3 times its gross income. This means that a household earning the median income in 1989 could afford a house between $69,150 ~~87,500~~ to $82,980 ~~105,000~~, and in 1999 between $105,000 ~~127,500~~ and $120,687 ~~153,000~~.

Single parent female-headed households fare even worse with a 1989 Median income of $25,809 and in 1999 $25,932. Income levels for single parent female-headed households

are lower than that for households in general. This population segment is particularly vulnerable to housing need.

Tenure

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

HOUSING COSTS AND UNIT TYPE

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

Housing Value

Table 2-2 and Table 2-3 provide 1990 and 2000 U.S. Census data for the value of owner occupied housing units and the gross rent for rented housing units, respectively. The median value of owner occupied housing units in 1990 was $100,400 and $173,600 in 2000, a difference of $73,200. The median rent paid in 1990 was $468 per month, $618 in 2000 a difference of $150.

Table 2-2 Owner Occupied Housing Unit Value – 1990 & 2000

Value	1989	%	1999	%	Change
Less than $20,000	3	0.0	41	0.06	.06
$20,000 to 39,000	23	0.6	30	0.04	-.02
$40,000 to 59,999	189	3.5	54	1.0	-2.5
$60,000 to 79,999	977	18.3	112	1.6	-16.7
$80,000 to 99,999	1,456	27.3	293	4.2	-23.1
$100,000 to 149,000	1,704	32.0	1,918	27.2	-4.8
$150,000 to 199,999	616	11.6	2,225	31.6	20
$200,000 to 249,999	179	3.4	1,314	18.8	15.4
$250,000 to 299,999	81	1.5	398	5.8	4.3
$300,000 or more	97	1.8	669	9.7	7.9
TOTAL	**5,325**	**100**	**7,054**	**100**	

1989 Median $100,400 1999 Median $173,600 Change $73,200

Table 2-3 Renter Occupied Housing Unit Gross Rent – 1990 & 2000

Gross Rent	1990	%t	2000	%	Change
Less than $100	0	0.0	14	0.0	0.0
$100 to 199	69	1.4	52	1.0	-.4
$200 to 299	81	1.6	50	1.0	-.6
$300 to 399	1,137	22.8	125	2.6	-20.2
$400 to 499	1,710	34.2	721	14.5	-19.7
$500 to 599	1,046	21.0	1,299	25.9	4.9
$600 to 749	638	12.8	1,535	30.5	17.7
$750 to 999	235	4.7	853	17.0	12.3
$1,000 or more	73	1.5	377	7.5	6
TOTAL	**4,989**	**100**	**5,026**	**100**	

1990 Median Gross Rent $468 2000 Median Gross Rent $618 Change $150

In 1990, the median price for homes sold in University Place was $100,400 and the majority of rents were in the $300-$600 per month range. Shortly after incorporation ~~In 1997~~ the median price for over 400 homes sold in University Place was about $155,000; the median price for newly constructed houses was approximately $234,000. (New houses represented less than 1% of the houses sold.) Typical, rents for multi-family units were in the $450-$600 per month range. In 2000, the median price for homes sold in University Place was $173,500 and the majority of rents were in the $500-$750 per month range.

While the cost of rental housing has increased, the level of increase has not been as significant as that for owner-occupied housing units. University Place households earning an estimated ~~1997~~ 1999 median income of ~~$42,000~~ $50,000 a year can afford renting a dwelling unit but cannot likely afford a median valued house of ~~$155,000~~ $173,500 using the 2 and 1/2 to 3 times income rule for home purchasing. This situation means that many households desiring to purchase a home are renting. These are often moderate-income households that can comfortably afford rental housing. In doing so, these households place additional demand on the rental housing market, drive up rental rates, and can put an increasingly greater burden on lower income rental households, many of whom are already spending more than 30 percent of their income on housing.

Housing Unit Type

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

Table 2-4 shows the number of housing units categorized by ~~types of units in~~ structure in University Place in 1990 and 2000.

Table 2-4 Units in Structure – 1990 and 2000

Unit Type	1990	%	2000	%	Change
1, detached	6,188	53.5	7,151	56.3	2.8
1, attached	450	3.9	642	5.1	1.2
2	459	4.0	430	3.4	-.6
3 or 4	943	8.2	978	7.7	-.5
5 to 9	956	8.3	842	6.6	-1.7
10-19	1,287	11.1	1,283	10.2	-.9
20-49	776	6.7	610	4.8	-1.9
50 or more	330	2.9	659	5.2	2.3
Mobile Home or Trailer	92	0.8	105	0.7	-.1
Other	65	0.6	7	0.0	-.6
TOTAL	**11,546**	**100**	**12,707**	**100**	

Table 2-4 shows moderate increases in the percent of single family detached and attached units and units in large multi-family complexes. The increase in units in large multi-family complexes occurred between 1990 and 1995. Since 1995 there have been no new multi-family housing types built or approved. All other housing unit types showed a slight decline in supply relative to total available housing units.

HOUSING NEED – EXISTING AND PROJECTED

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

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

~~Existing Need~~

Although the term affordable is relative to income level, the U.S. Department of Housing and Urban Development (HUD) defines affordable housing as housing that is affordable to those households earning less than 80% of the Area Median Income (AMI). 2000 Census data presented in tables 2.5 and 2.6 show existing housing need while trend analysis is used to project future housing need. Calculating the change in housing cost and income between 1989 and 1999 helps us to project what future need will likely be. Table 2.5

shows households in need based on the median income and tenure in University Place, while Table 2.6 shows households in need based on County median income (used by HUD). Comparing the two will provide a range of projected housing needs.

Table 2-5 shows the number of households devoting more than 30 percent of household income to housing in 1989 and 1999 for both owner occupied and rental housing.

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

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

Rental Housing: 1989 Income	**Percentage of Households Exceeding 30% of Income on Housing**
Less than $10,000	94.8% (643 HH out of 678)
10,000–19,999	65.9% (805 HH out of 1,222)
20,000–34,999	16.1% (292 HH out of 1,813)
35,000+	0.0% (1,226 HH out of 1,226)
Mean Income Rental Housing Units: $27,516	

Owner Occupied Housing

Income	**1989**	**1999**	**% Change**
Under $20,000	49.8% (295 HH out of 592)	69.1% (235 out of 340)	13.9
20,000–34,999	30.7% (304 HH out of 990)	50.8% (357 out of 703)	20.1
35,000–49,999	21.8% (226 HH out of 1,225)	44.7% (349 out of 781)	22.9
50,000+	3.6% (91 HH out of 2,528)	14% (637 out of 4,563)	10.4
Median Income: $50,553		Median Income $67,458	
80% of Median Income $40,442		80% of Median Income $53,966	

Rental Housing

Income	1989	1999	% Change
Less than $10,000	94.8 (643 HH out of 678)	94.2% (1,231 out of 1,307)	-.4
10,000–19,999	65.9% (805 HH out of 1,222)	93.6% (838 out of 895)	27.7
20,000–34,999	16.1% (292 HH out of 1,813)	37.2% (578 out of 1,555)	21.1
35,000-50,000	0.0% (1,226 HH out of 1,226)	15.3% (54 out of 353)	15.3*
50,000 +		3.1% (36 out t of 1,151)	3.1
1989 Median Income: $27,516		1999 Median Income: $30,075	
80% of Median $22,012		80% of Median $24,060	
* Households earning more that $35,000 and paying more than 30% of their gross income for rent typically do so by choice rather than need.			

Assumption: 1) Income ranges in column 1 reported by the census do not correspond with median income or 80% of median income. For example in 1989 80% of median was $22,012 but census ranges include: less than $10,000 and $10,000 to $19,999, and 20,000 to 34,999. Therefore, 80% of median was rounded down to the nearest census increment, 19,999.

Table 2-5 indicates housing affordability is closely tied to household income. A higher proportion of lower income households in University Place meet the housing need criteria (paying more than 30% of income toward housing costs) than those with higher incomes. Lower income rental households, in particular, meet the needs test. ~~Almost 95~~ Over 94% percent of the ~~678~~ 1,307 renter households earning less than $10,000 in ~~1989~~ 1999 devoted more than 30 percent of their income towards housing costs.

In 1989 there were approximately 2,273 households earning less than the 80% of the median income in University Place and paying more than 30% in housing expenses, in 1999 there were 3010. Between 1989 and 1999 there were 737 more households a 24% increase, amounting to 2.4% per year.

Although the percent of those earning less than $10,000 a year paying more than 30% of their income in rent did not change significantly, the number of people paying more than 30% of their annual income for housing increased dramatically.

~~**Projected Need**~~

~~U.S. Census data~~ estimates ~~that there were 2,150 households "in need" in 1989. Again, need is defined as paying more than 30 percent of income towards housing.~~

~~The Growth Management Coordinating Committee (GMCC), a group of planning staff from Pierce County and its municipalities, meets periodically to discuss regional growth management issues. The GMCC also provides staff support to the Pierce County Regional Council (PCRC), elected officials from each jurisdiction. The GMCC~~

~~recommended an approach to defining households "in need." Households "in need" are: those that earn less than 95 percent of the County median income and pay more than 30 percent of their income on gross rent and homeowner costs.~~

The U.S. Department of Housing and Urban Development divides households into the following three income groups:

Income Group	% of County Median Income
Very Low Income	Less than 50
Low Income	51 – 80
Moderate Income	81-100

In ~~The~~1989 Pierce County median income was $30,412, in 1999 it was $45,204. ~~Based on this income level, the following affordability breakdown, shown on~~ **Table 2-6**, shows the number of households in each of the three HUD income groups. ~~for those earning less that 95 percent of the 1990 County median incomes is applicable.~~

~~Table 2-6 Households In Need – 1990~~

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

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

Table 2-6 Households In Need – 1989

Income Group	Income Range	Affordable Monthly Housing Cost	#Households in Income Range	>30%(1)
Very Low	Up to $14,999	Up to $380	1,750	1,200
Low	$15,000 - $24,999	$380-$608	2,092	750
Moderate	$25,000 – $30,000	$608 – $722	900	200
TOTAL			**6,492**	**2,150**

Households In Need – 1999

Annual Income	Income Range	Affordable Monthly Housing Cost	#Households in Income Range	>30%(1)
Very Low	Up to $19,999	Up to $500	1,811	1,365
Low	$20,000 - $34,999	$500 - $875	2,360	704
Moderate	$35,000 – $49,999	$875 – $1,250	1,781	403
TOTAL			**5,952**	**2,472**

Assumption: Income ranges in column 2 reported by the census do not match annual income increments identified in column 1. For example in 1989 very low income households earned up to $15,206 but census ranges include: less than $10,000 and $10,000 to $14,999. Therefore, income range has been rounded to the nearest census increment, so up to $15,204 becomes up to $14,999.

In 1989 there were 2,150 households earning less than the median income in University Place and paying more than 30% in housing expenses, in 1999 there were 2,472. Between 1989 and 1999 there were 322 more households a 15% increase, amounting to 1.5% per year.

Using University Place median income in 1999 there were 3,010 households in need in University Place. At a rate of increase of 2.4% per year the number of households in need will increase to 3,876 households by 2017.

Using the County median income in 1999 there were 2,472 households in need in University Place. At a rate of increase of 1.5 % per year the number of households in need will increase to 2,954 households by 2017.

The two sets of data, based on University place Median Income and Pierce County Median Income indicate that households in need will continue to increase by between 1.5 and 2.4 percent annually respectively, resulting in between 2,954 and 3,876 households in need by 2017 unless something is done to reduce these numbers.

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

~~According to the 1996 land use inventory there were 12,309 housing units in University Place, an increase of 763, or 6.6 % households, from 1990. Assuming that the proportion of households "in need" in 1996 is the same as in 1990 (19.2%), then 2,338 University Place households were "in need" as of 1996.~~

~~The City's population is projected to increase by 4,340 by the year 2017. This increase means an additional 1,973 housing units (at 2.2 persons per household) will be needed by~~

~~2017, for a total of approximately 14,219 units. Using the same proportion formula, 19.2 percent of this total is 2,730 households, an increase of 392 from the 1996 estimate of 2,338 households "in need."~~

SPECIAL NEEDS HOUSING

Special needs populations include the homeless, single parents, physically or mentally disabled, or other individuals or groups designated by the Department of Housing and Urban Development (HUD) and identified in the 1996-2000 Pierce County Housing and Community Development Consolidated Plan. The Consolidated Plan provides for a comprehensive assessment of special needs housing in the County. The City will coordinate with Pierce County and other agencies to assess special population needs and develop strategies to address these needs.

STRATEGIES TO MEET HOUSING NEED

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

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

Plan designations will be implemented by zoning districts that allow low and medium density single-family detached and duplex housing and higher density multifamily development in the City. The Plan Map provides adequate land for different types of residential land uses. Higher density, multifamily development will be allowed in mixed-use, and town center zones in conjunction with commercial uses.

Specific strategies include:

- Annually monitor housing activity, the supply of developable land for impacts related to housing supply for various housing types and economic segments, and develop appropriate amendments to the Comprehensive Plan for the Planning Commission and City Council to consider.
- Allow duplexes in the R1 zone at 1.75 times the average minimum lot size for single-family dwellings.
- Allow residential uses as a mixed-use in certain commercial zones subject to appropriate development and design standards.
- Support continued existence of existing mobile home parks.

- Allow senior housing development in certain commercial zones without the requirement to be constructed in conjunction with a permitted commercial use.

Maintain Existing Housing

Maintaining University Place's existing stock of affordable housing is fundamental to providing the housing required by the community. The City is already relatively built out and is, for this reason, restricted from addressing housing supply through the provision of significant quantities of new housing. With the lack of developable land in the city, retention of the existing housing stock is, therefore, the City's key affordable housing strategy. Inevitably, some existing affordable housing will be lost through redevelopment, deteriorating housing conditions, and other factors. The exact amount of this loss is impossible to predict. The housing stock of University Place is in generally good condition, so loss through deterioration will probably be low.

Specific strategies include:

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

Maintain Development Regulations to allow Various Housing Types

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

Specific strategies include:

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

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

Specific strategies include:

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

Timely and Predictable Permit Processing
One of the 13 GMA Planning Goals states that applications for permits should be processed in a timely and fair manner to ensure predictability. The City can assist in addressing housing provision by developing codes with clear and objective development standards and by processing permits in a timely and predictable manner. Housing can then proceed through the development review process and be provided on the market within a reasonable time frame. Expanding the supply of housing is one way of addressing housing needs. Shortening the length of permitting processes and providing more predictability can contribute to reduced housing costs.

Specific strategies include:

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

CHAPTER 3

ENVIRONMENTAL MANAGEMENT ELEMENT

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

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

STATE GOALS

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

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

Natural Resource Industries
Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.

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

COMMUNITY VISION

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

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

MAJOR ENVIRONMENTAL ISSUES

Some of the environmental management issues in University Place include:

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

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

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

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

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

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

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

All of University Place is characterize by urban growth with no natural resource areas of long-term significance.

All remaining timbered property is likely to convert to non-timber production uses.

GOALS AND POLICIES

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

SENSITIVE (CRITICAL) AREAS

GOAL EN1

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

STEEP SLOPES, LANDSLIDE, EROSION, AND SEISMIC HAZARDS

Policy EN1A

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

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

Policy EN1B
Retain slopes of ~~40~~ 100 percent or more in a natural state, free of structures and roads. Decrease development density as slopes increase. Ensure that developments, which create slopes of 40 percent or more, provide appropriate drainage, erosion, siltation, and landslide mitigation measures.

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

Policy EN1C
Protect severe landslide hazard areas from road development.

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

Policy EN1D
Require appropriate erosion and sedimentation control measures during site development. When erosion or sedimentation becomes a problem during site development, all site development activity shall cease until adequate erosion control is re-established and maintained.

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

Policy EN1E
Enforce building codes to minimize the risk of structural damage, fire and injury to occupants, and to prevent post-seismic collapse in areas subject to severe seismic hazard.

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

DRAINAGE SYSTEMS

Policy EN1F
Consider entire watersheds in surface water management plans, with responsibility shared between University Place, other cities, and the county.

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

Policy EN1G
Maintain, enhance and protect natural drainage systems to protect water quality, reduce public costs and prevent environmental degradation. Do not alter natural drainage systems without acceptable measures, which eliminate the risk of flooding or negative impacts to water quality.

Discussion: Alteration of a natural drainage system can result in stream scouring (removal of existing sedimentation in the system) or excessive sedimentation of the system. The first condition increases flow rate of the stream and increases the scouring potential. The second impedes flow rate, increases the chance for flooding, and can affect upstream developments as water backs up. Other effects include destruction of wildlife habitat, and degradation of vegetative cover over and around the stream.

Policy EN1H

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

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

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

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

Policy EN1I

Require new developments to minimize areas of impervious surface and restrict runoff from new developments to pre-development rates.

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

1. Downcutting and scouring of stream channels damages spawning areas and destroy organisms, which live in the stream channel on and under rocks. These organisms are a prime food source for fisheries habitat. High stream flows wash them downstream.
2. Sedimentation of the stream.
3. Slumping of stream walls by under-cutting their support.

Policy EN1J

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

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

Policy EN1K

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

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

STREAMS AND WATER BODIES

Policy EN1L

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

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

1. Acquiring existing stream channels as public property.
2. Creating buffer areas around streams.
3. Clustering development away from stream channels.
4. Reducing peak storm flows into streams.
5. Re-establishing trees and vegetation on disturbed sites.

Policy EN1M

Discourage channeling streams and creeks through culverts unless absolutely necessary for property access.

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

WETLANDS

Policy EN1N

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

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

Policy EN1O

Provide for long-term protection and "no net loss" of wetlands by function and values.

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

Policy EN1P

Require adequate buffering around wetlands to protect their natural functions.

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

It is conceivable that there will be situations where there is no feasible alternative to wetlands loss. In those circumstances, the following mitigation strategies are appropriate in order of priority:

1. Avoid wetland impacts by changing location or design,
2. Minimizing impacts by changing project design,
3. Restoring impacted areas,
4. Reducing impacts over time with better buffers or other measures,
5. Compensating for impacts, or
6. Monitoring to insure minimal impact.

~~enhancements are required to replace the lost value and function of the wetland.~~ The City should allow wetland enhancement to eliminate invasive non-native plant species.

SHORELANDS

Policy EN1Q

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

Discussion: The Puget Sound shoreline and Chambers Creek are protected by the State Shoreline Management Act. The Act emphasizes the importance of shorelines to the entire state and serves to protect the public interest in our shorelines. Day Island and Sunset Beach are urbanized areas along our Puget Sound shoreline, while the upper reaches of Chambers Creek remain natural. The City must designate shoreline environments and regulate uses to best serve the public interest.

AQUIFERS

Policy EN1R

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

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

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

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

FLOOD PRONE AREAS

Policy EN1S
Preserve the natural flood storage function of floodplains. Emphasize non-structural methods in planning for flood prevention and damage reduction.

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

Policy EN1T
Protect 100-year floodplains by restricting residential development, locating roads and structures above the 100-year flood level, and requiring new development to replace existing flood storage capacity lost to filling.

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

Policy EN1U
Make floodplains and floodways information available to the public.

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

PLANT AND WILDLIFE HABITAT

GOAL EN2

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

Policy EN2A
Provide for maintenance and protection of habitat areas for fish and wildlife. Identify endangered or threatened species, and preserve their habitat through techniques such as acquisition or incentives.

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

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

Policy EN2B
Require additional buffer areas adjacent to steep slopes, wetlands, stream ravines, or stream corridors to protect wildlife and fish habitat.

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

Policy EN2C

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

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

Policy EN2D

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

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

Policy EN2E

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

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

1. High peak storm flows that scour a streambed.

2. In some cases, the summer low flow is depleted or the stream dries up so that the stream cannot support aquatic life.

3. Increased stream temperature from warmed stormwater runoff. On hot summer days, parking lots build up heat. Stormwater runoff from these surfaces raises stream temperatures. Stream temperatures greater than 68 degrees Fahrenheit can lower a salmon's resistance to disease or kill the organisms fish feed upon.

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

Policy EN2F

Work with adjacent jurisdictions to maintain continuous corridors for wildlife.

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

Policy EN2G
Monitor and actively participate in activities related to the Endangered Species Act (ESA) listing of Chinook salmon and other habitat that affects the City of University Place.

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

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

GOAL EN3

Protect and improve the essential livability of the urban environment.

WATER QUALITY

Policy EN3A
Enhance and protect water quality. Preserve the amenity and ecological functions of water features through planning and innovative land development.

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

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

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

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

Policy EN3C
Work with neighboring jurisdictions and other agencies and organizations to

enhance and protect water quality in the region.

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

AIR QUALITY

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

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

Policy EN3D

Develop land use practices, which improve air quality.

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

Policy EN3E

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

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

NOISE POLLUTION

Policy EN3F

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

Discussion: Natural or manmade barriers should be placed between noise sources and residential land uses. Trees and natural vegetation should be retained along the perimeter of new subdivisions and along arterial streets to filter noise. Noise control ordinances should be enforced. Noise impacts from construction sites,

can be minimized by limiting hours of construction activity.

TREES AND LANDSCAPING

Policy EN3G

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

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

Policy EN3H

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

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

Policy EN3I

Encourage landscaping with a mix of plants and trees that attract wildlife, are drought-resistant, and can achieve healthy growth in the Puget Sound environment.

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

Policy EN3J

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

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

Policy EN3K

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

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

ENVIRONMENTAL MANAGEMENT ELEMENT BACKGROUND INFORMATION

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

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

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

RELATIONSHIPS

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

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

Because of the pervious nature of the geology and soils we must be careful not to pollute the aquifer. The depth to groundwater varies under the 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 storm water, recharge the aquifer and provide habitat for fish and wildlife. The flood plains in drainages and adjacent to creeks serve as areas where floodwater is conveyed during periods of heavy rain. Protecting wetlands and flood plains to store and convey stormwater, in turn protects our lives and property from damage, injury and loss.

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

undergrowth, and birds, mammals and reptiles. In Chambers Creek Canyon alone, there are some 122 species of birds.

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

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

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

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

PHYSICAL ENVIRONMENT

Climate

The climate of University Place is fairly mild with average winter temperatures above freezing and summer temperatures generally below 80 degrees. The frost-free period is approximately 250 days a year. The 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. 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 association is a nearly level to rolling moderately well drained and somewhat excessively drained soil type that formed in glacial till and glacial outwash in the upland portions of the city. These soils constitute the majority of the soils in University Place on slopes that range from 0 to 30 percent.

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

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

The varying locations and thickness of glacial deposits and soil types in the 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 3-1** shows areas of the City that fit the above criteria and are labeled landslide and erosion hazard areas and seismic hazard areas.

Ground and Surface Water

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

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

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

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

Because any pollutant capable of contaminating surface water has the potential to contaminate groundwater, sources of water pollution must be considered a threat to groundwater quality as well as surface water quality. In a recent study under the direction of the Tacoma-Pierce County Health Department, nitrate concentrations in the shallow

aquifer were shown to have increased about 40% and chlorine levels between 400-500% over the last 20 years. Nitrate and chloride were measured because they are indicators of contamination by sewage. New development on sewers will decrease nitrogen loading from septic systems. Unless properly managed, however, new development will result in increases in storm water discharge that may increase nitrogen loading from that source. Storm water recharging into the aquifer will also mean increased levels of fecal coliform, organic compounds, and metals.

Floodplains, Wetlands and Shorelines

Floodplains exist along 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 3-3** 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 our creeks and wetlands, and infiltration to groundwater.

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

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

Plants and Wildlife

The dominant native tree species in University Place are Douglas Fir followed by Western Red Cedar, Red Alder, and Western Hemlock. Other common native tree species include Oregon White Oak, Big Leaf Maple Cottonwood, and Pacific Madrona. There are too many native shrubs and herbs to list but a few of the most common species. Common native shrubs include Salal, Red Elderberry, Salmonberry, Evergreen and Himalaya Blackberry, Indian Plum and Vine Maple. Herbs including Bracken Fern, Creeping Buttercup, Horsetail, Lady Fern and Sword Fern are also very common. Native vegetation provides a great number of benefits including: minimizing surface and 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. In our creeks are Chum, Coho, and Chinook Salmon, Cutthroat and Rainbow Trout. Along our shoreline, the Puget Sound supports several species of salmon, steelhead trout, cod, herring, flounder and rockfish, sea perch, various sharks, octopus, squid, and numerous species of crustaceans, shrimp, krill and mollusks.

On the uplands, some of the many species of birds include Red Tailed Hawks, Canada Geese, Steller Jays, Downy Woodpeckers, and the common Crow. There are also several species of finches, thrushes, chickadees, sparrows and swallows. Mammals found in the 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 3-5** shows these buffers along streams and creeks. These buffers provide habitat and migration corridors for upland species, shade for fish spawning areas and serve as sediment traps for storm water that flows into streams and creeks.

CHAPTER 4

TRANSPORTATION ELEMENT

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

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

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

(a) Traffic and traffic safety

(b) Pedestrian sidewalks and bicycle lanes

(c) Reduction of through traffic in neighborhoods

(d) Vehicular and pedestrian circulation

(e) Street maintenance

(f) Public transportation

(g) Concurrency and Funding

(h) Accessibility to disabled people

STATE GOALS

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

COMMUNITY VISION

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

MAJOR TRANSPORTATION ISSUES

- Excessive traffic speeds and inadequate traffic safety
- Lack of sidewalks and bicycle lanes
- Traffic that diverts from arterial routes to neighborhood residential streets with speed, noise, and safety impacts
- Inadequate vehicular and pedestrian circulation routes in some areas of the City

GOALS AND POLICIES

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

TRAFFIC AND TRAFFIC SAFETY

GOAL TR1

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

Policy TR1A
Develop and adopt street design standards that will reduce street maintenance requirements, increase safety and improve street aesthetics.

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

Policy TR1B
Classify streets and arterials to reflect their desired use. Classification should be based on present and future traffic volumes and the type of land uses along the streets.

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

Policy TR1C
Establish speed limits that reflect street function, adjacent land uses, and physical condition of the roadway.

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

Policy TR1D
Reduce traffic speeds within the City.

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

Policy TR1E
Consolidate access to properties along Major, Secondary, and Collector Arterials.

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

PEDESTRIAN SIDEWALKS AND BICYCLE LANES

GOAL TR2

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

Policy TR2A

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

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

Policy TR2B

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

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

Policy TR2C

Encourage installation of pedestrian pathways in new and existing developments.

Discussion: Currently many residential subdivisions and commercial developments have barriers to easy walking between destinations. People must walk out to busy arterials and use circuitous routes to get from one development to another. New pathways (lighted where appropriate) might also tie into a network of walking trails, help interconnect the whole system and make the City more pedestrian friendly.

PROTECTING NEIGHBORHOODS FROM THROUGH TRAFFIC

GOAL TR3

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

Policy TR3A

Develop traffic and pedestrian safety improvements in residential areas.

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

Policy TR3B

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

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

Policy TR3C

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

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

VEHICULAR AND PEDESTRIAN CIRCULATION THROUGHOUT THE CITY

GOAL TR4

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

Policy TR4A
Require through connections in new developments.

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

Policy TR4B
Work with property owners to create pedestrian paths in established areas with poor connections.

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

Policy TR4C
Design and improve residential collector arterials reduced speeds and to accommodate neighborhood concerns about safety, aesthetics and noise.

Discussion: Residential collector arterials collect traffic from various residential cul-de-sacs and local access streets and distribute it to the secondary or major arterials. Examples of these collectors are Sunset Drive and 44th Street West. Several new connections, Alameda Avenue and 47th Avenue West, are included in the 20-year plan to improve traffic circulation. Sections of Alameda are now constructed and missing links would be completed to create a connection from 40th Street to Cirque Drive and then south to 67th Avenue. 57th Avenue would be connected to Cirque Drive. These street connections should be designed with two travel lanes only, pedestrian and bicycle facilities, landscaping, streetlights, and other elements that result in reduced speeds and compatibility with adjacent residences.

Policy TR4D
Utilize transportation demand management (TDM) strategies to reduce the need for new roads and capacity improvements.

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

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

Policy TR4E
Utilize transportation system management (TSM) strategies to make the existing roadways more efficient.

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

GOAL TR5

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

Policy TR5A
Except as otherwise designated establish a level of service (LOS) standard for intersections and roadways with LOS D as being acceptable on Major (Principal) or Secondary (Minor) Arterials and on Collector arterials and minor streets where they intersect with a Principal or Secondary arterial street. ~~LOS C or better should be considered acceptable on Collector Arterials and lower classification streets.~~

~~The City's Director of Public Works, using established criteria, shall be allowed to provide for exceptions to the LOS D standard along major and secondary arterials if future improvements are included in the City's adopted transportation plan. Exceptions should also be provided where the City determines that improvements beyond those identified in the transportation plan are not desirable, feasible, nor cost-effective.~~

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

Policy TR5B
Establish Quality Service Corridors through intense commercial areas where slower traffic is desirable to promote economic development and facilitate pedestrian safety. A Level of Service E is appropriate along designated Quality Service Corridors.

Discussion: To a point there is a positive relationship between the amount of traffic in commercial areas and the economic health of the area. Rather than moving traffic quickly through a commercial area, it is often more desirable to slow traffic down. Slower moving traffic increases safety when pedestrians are present, facilitates pedestrian crossings and provides more time for motorists to observe commercial activities. However, slower moving traffic alone is not enough to realize safety and economic benefits. Other transportation improvements including curbs, gutters, sidewalks, landscape strips, streetlights and transit facilities contribute to an overall "Quality of Service". On the other hand too much traffic congestion and/or a lack of other transportation facilities can hurt economic activity and pose safety concerns.

STREET MAINTENANCE

GOAL TR6

Maintain the public street system to promote safety, comfort of

travel, and cost-effective use of public funds.

Policy TR6A
Establish a Pavement Management System (PMS) and comprehensive signage and markings program.

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

Policy TR6B
Encourage use of products from recycled materials where possible.

Discussion: Street paving and other maintenance projects should support efforts to use recycled materials that meet cost and durability objectives. The obvious advantages are less cost and a reduction in use of landfill.

PUBLIC TRANSPORTATION

GOAL TR7

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

Policy TR7A
Work with Pierce Transit to focus local transit service on Major, Secondary, and Collector Arterials providing feeder service to residential areas and connections to adjacent jurisdictions.

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

Policy TR7B
Encourage coordinated development of bus stops and shelters.

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

CONCURRENCY AND FUNDING

GOAL TR8

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

Policy TR8A
Use regional, state, and federal funding sources for major improvements serving the City of University Place.

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

Policy TR8B

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

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

ACCESSIBILITY TO DISABLED PEOPLE

GOAL TR9

Transportation improvements within the City shall comply with requirements of the Americans with Disabilities Act (ADA).

Policy TR9A

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

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

TRANSPORTATION ELEMENT BACKGROUND INFORMATION

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

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

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

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

Washington State Growth Management Act (GMA)

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

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

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

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

County-Wide Planning Policies (CWPP'S)

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

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

EXISTING CONDITIONS

Demographics

The University Place City limits encompass approximately 5,496 acres, or 8.58 square miles. The City of University Place's estimated April 1, 2002 population is 30,350. Projected population for the year 2020 is 34,000, an increase of 3,650.

Land Use

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

Commercial development occurs in five primary areas including: 1) along 27th Street West between Bridgeport Way and Grandview Drive; 2) the northeast corner of the City

generally between Mildred Street on the east, 70th Avenue on the west, 19th Street to the north, and 27th Street on the south; 3) along Bridgeport Way West between 27th Street West and 44th Street West (which includes two large shopping complexes - the Green Firs Shopping Center anchored by Safeway and the Albertsons Shopping Center across the street); 4) at the intersection of Cirque Drive and Bridgeport Way; and, 5) at the intersection of Cirque Drive and Orchard Street. The latter two are relatively small areas.

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

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

Transportation

The roadway network in University place is a series of streets that increasingly focus and concentrate traffic as one moves away from residential neighborhoods. The community roadway network is comprised of local streets, collector streets, and arterial streets.

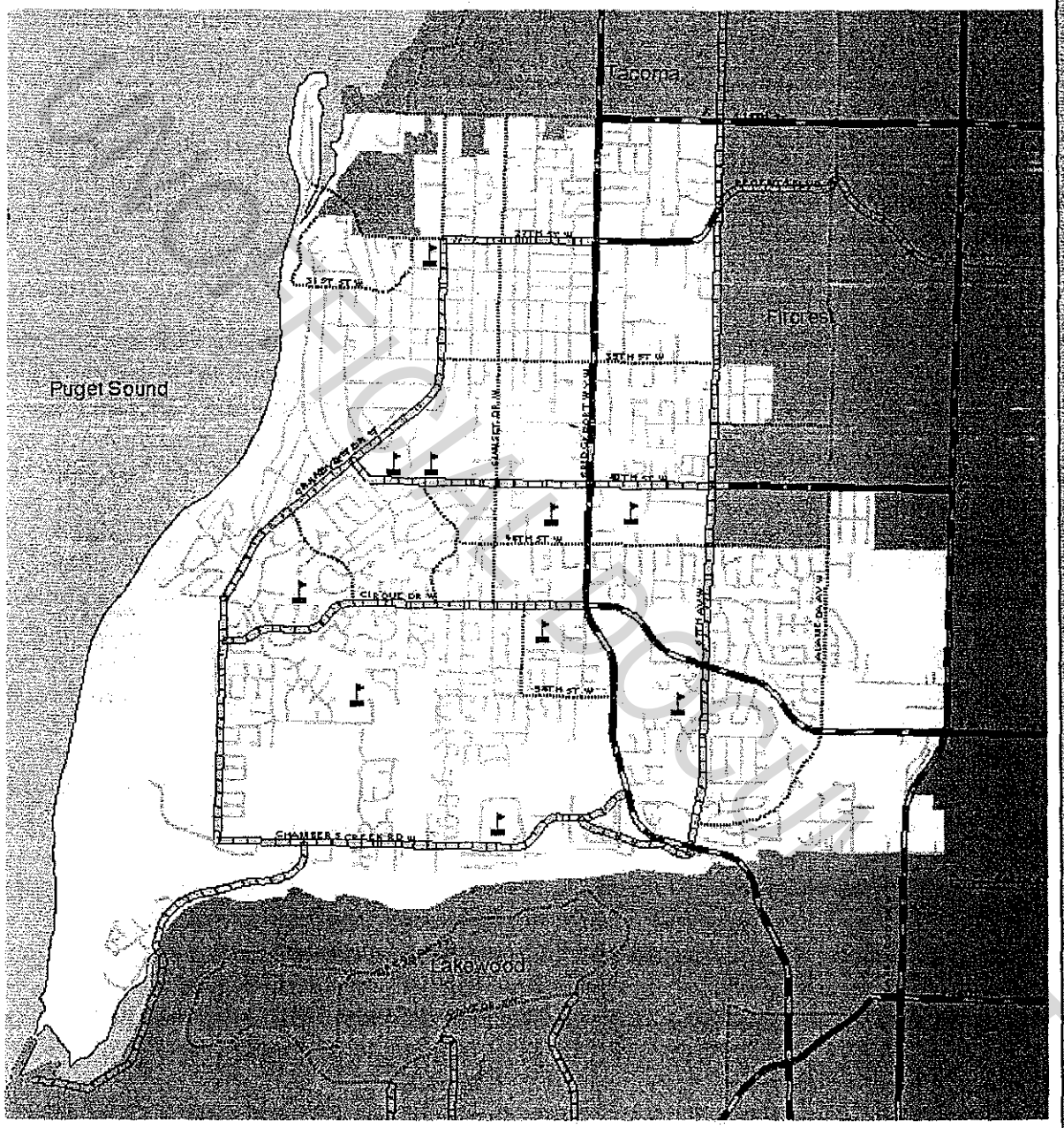
Designation of functional classifications for roads is an integral part of managing street use and land use development. The City's street designations (Principal, Secondary, and Collector Arterials) are consistent with land use policies and adopted street standards. In Washington State, as in most states, classification of streets is necessary for receipt of state and federal highway funds. State law requires that cities and counties adopt a street classification system that is consistent with state and federal guidelines.

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

- **Principal (Major) Arterials** - These roadways carry major traffic movements within the City, providing intra-community travel between University Place and other suburban centers, larger communities and trip generators. Principal arterials serve the longest trips and carry some of the highest traffic volumes in the City. Principal arterials are generally intended to serve through traffic. Driveways and curb cuts are limited to facilitate travel and to reduce conflicts from turning movements.

- **Secondary (Minor) Arterials** - These roadways interconnect principal arterials to collector arterials and small trip generators, geographic areas and communities. They provide service to trips of moderate length with a relatively lower level of travel mobility than other arterials. Secondary arterials allow for more land access than principal arterials.

Figure 4-1
Functional Classification



Legend

- Principal Road
- Secondary Road
- Collector Road
- Schools

N

0 0.5 1 Miles

University Place
Economic Development

- **Collector Arterials** - These arterials distribute trips from major and secondary arterials to the ultimate destination or may collect traffic from local streets and channel it into the principal and secondary arterial systems. They carry a lower proportion of traffic traveling through the entire sub-area and a higher proportion of local traffic with an origin or destination within that area. Collector arterials provide land access service and traffic circulation within residential neighborhoods, commercial, and industrial areas.

- **Local Streets** - The local street system consists of local and minor access streets that provide circulation and access for residential neighborhoods away from the arterial system. Local streets should be designed for relatively low uniform traffic flow that discourages excessive speeds and minimizes traffic control devices.

University Place Area Roadway Network

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

- **State Route 16** (SR-16) is classified as an urban freeway and provides an east–west route between Interstate 5 and the Key Peninsula crossing over Puget Sound on the Narrows Bridge. **Interstate 5** (I-5) is classified as an urban interstate freeway and provides north-south regional mobility between Seattle and Vancouver in Washington, and Oregon and Canada beyond. Direct access to SR-16 and I-5 is not available within City limits.

- **Bridgeport Way West** is a major north-south arterial passing through the center of the City providing a route to Tacoma and SR-16 to the north and Lakewood and I-5 to the south.

- **South Orchard Street** is a major north-south arterial traveling along the eastern City boundary connecting the cities of Fircrest, Tacoma, and University Place.

- **Cirque Drive West** provides a connection between residential areas on the west side of University Place to Interstate 5 to the east. East of Bridgeport Way, Cirque Drive is classified as a two lane major arterial. West of Bridgeport Way West, Cirque Drive is classified as a minor arterial.

- **27th Avenue West/Regents Boulevard** is a major arterial between 67th Avenue and Bridgeport Way, a minor arterial between Bridgeport Way and Grandview Drive, and a collector arterial west of Grandview.

- **67th Avenue West** is a secondary north-south arterial that runs the length of the City between Bridgeport Way on the south and 19th Street on the north.

- **Grandview Drive West** is located on the west side of University Place and is a minor arterial between 64th Street West and 27th Street West. Between 27th Street West and 19th Street West Grandview Drive is a collector arterial. Grandview Drive, a north-south arterial route, primarily serves residential areas on the City's west side.

- **40th Street West** is an east-west secondary arterial with two lanes between Olympic Boulevard and Sunset Drive, three lanes between Sunset Drive and Alameda Avenue West, and four lanes between Alameda Avenue and Orchard Street.

- **Chambers Creek Road/64th Street West** provides an east-west connection to residential areas on the south side of University Place. It is classified as a secondary arterial.

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

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

The City's Transportation Plan includes additional information regarding 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

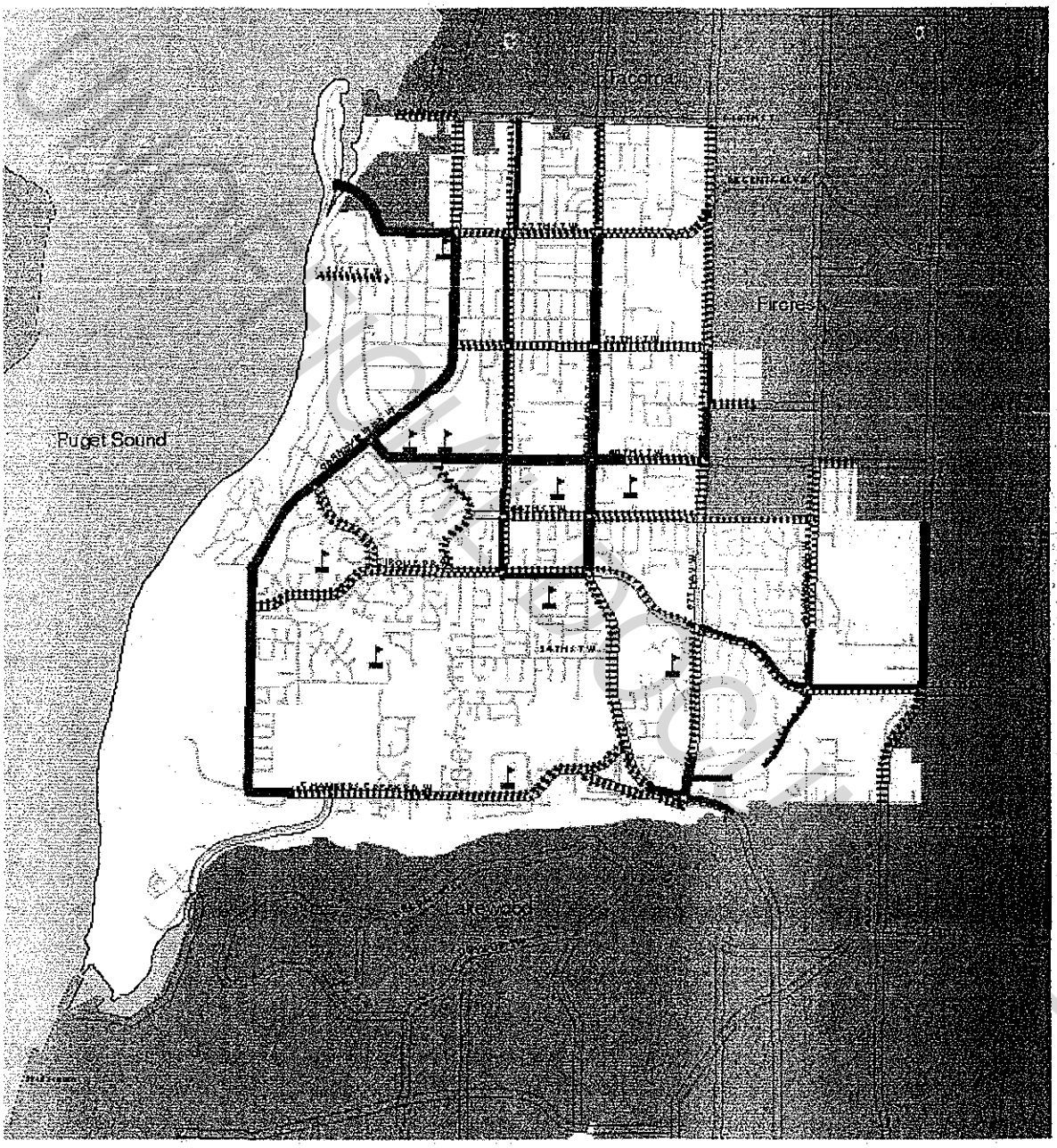
Daily traffic volumes in 2002 were obtained at 91 locations throughout the City. "P.M. peak hour" traffic volumes represent the highest hourly volumes of vehicles passing through an intersection during a typical 4:00 p.m. to 6:00 p.m. period. Average daily traffic volumes, rounded to the nearest 100 vehicles, are shown in **Figure 4-4. Figure 4-4** shows that Bridgeport Way carries the largest daily traffic volumes in the City ranging from 18,400 to 26,000 vehicles per day. Volumes on other key arterials range from 1,200 to 23,200 vehicles per day.

Levels of Service (LOS)

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

~~In 1997, P.M. peak hour LOS analyses were conducted at 13 key intersections in the City.~~ 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

Figure 4-2
Roadway Characteristics



Legend

- Paved Shoulder
- Gravel Shoulder
- Schools

N

0 0.5 1 Miles

University Place
Community & Economic Development

Figure 4-3
Traffic Control

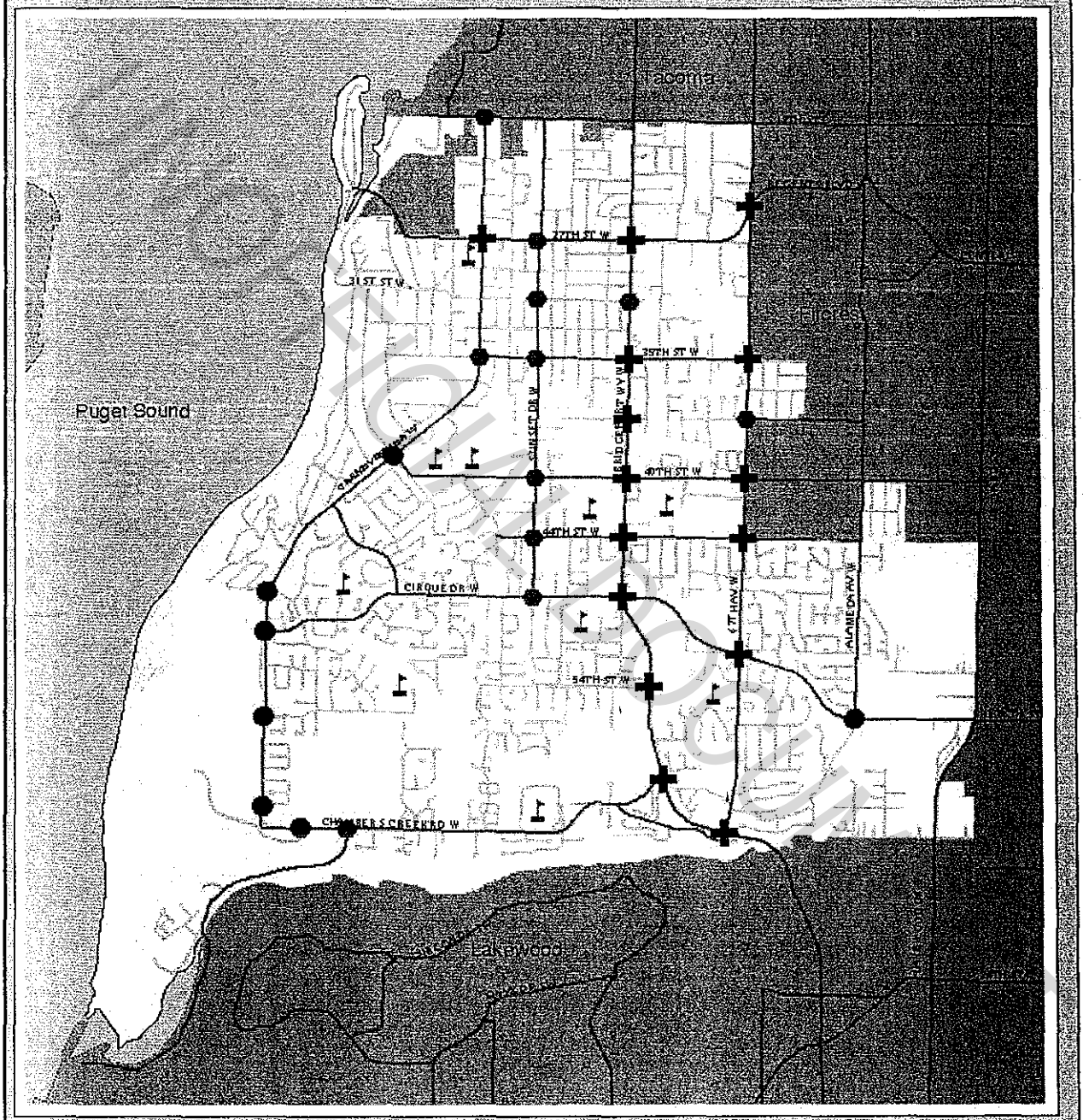
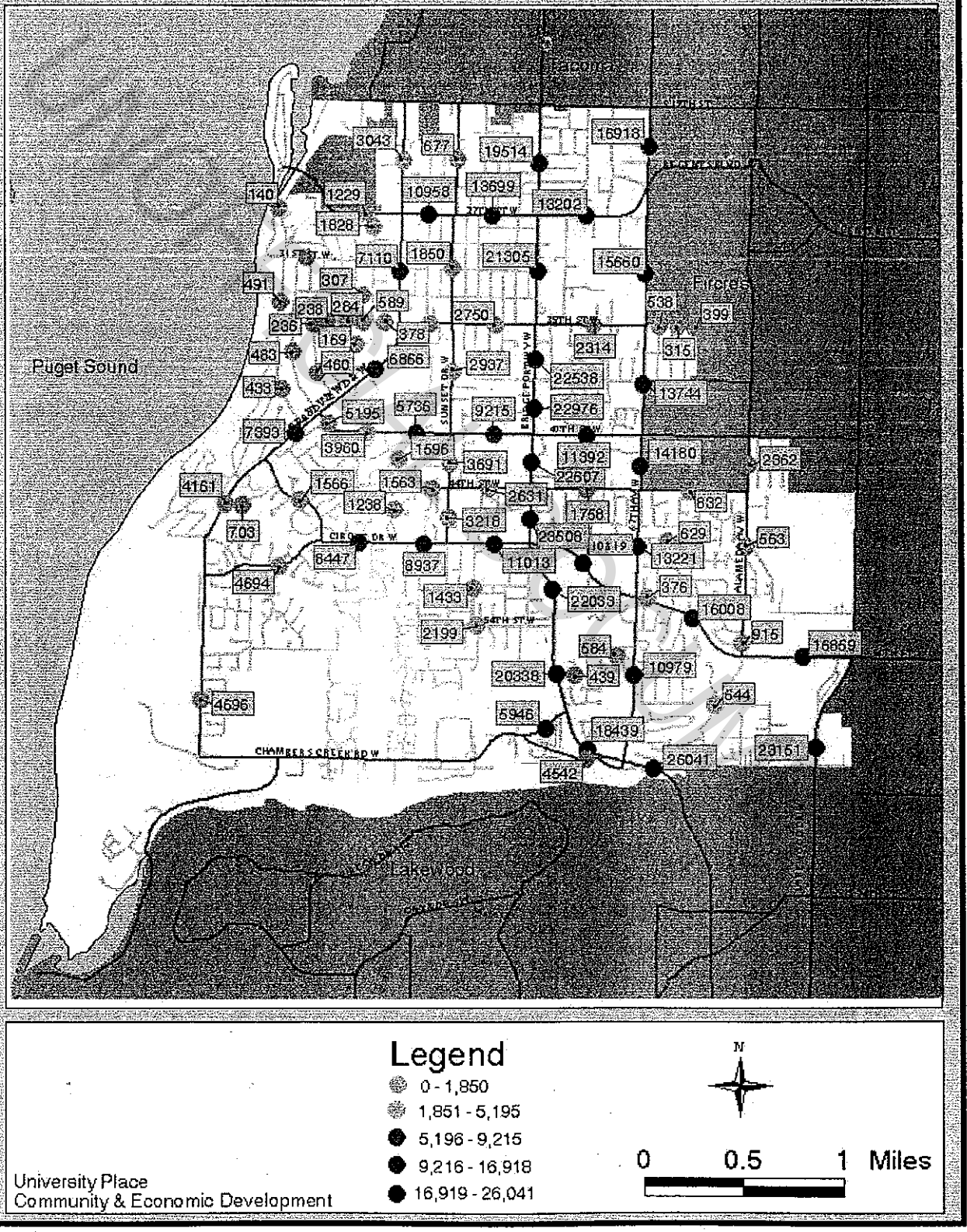


Figure 4-4
Average Daily Traffic Volumes



capacity" condition under which no more vehicles could be added to the intersection or road segment without a breakdown in traffic flow. LOS F indicates long delays and/or forced traffic flow. In most jurisdictions in the Puget Sound region, LOS D or better is defined as acceptable, LOS E as tolerable in certain areas, and LOS F as unacceptable.

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

a) Signalized Intersection LOS Characteristics

LOS A Traffic is light. Most vehicles arrive when the light is green and do not stop at all. Vehicle Delay Range is 0.0 to ~~–~~10 ~~4.9~~ 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 ~~5.0 – 4.9~~ >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 ~~15.0 – 24.9~~ >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 ~~25.0 – 39.9~~ >35 to 55 seconds.

LOS E This is the limit of acceptable delay. Cycle failures become a frequent occurrence. Vehicle Delay Range is ~~40.0 – 59.9~~ > 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 ~~60.0~~ 80 seconds.

b) Unsignalized Intersection LOS Characteristics

LOS A Average total delay is less than or equal to ~~5~~ 10 seconds per vehicle.

LOS B Average total delay is between ~~greater than 5~~ 10 and 15 seconds ~~but less than or equal to 10 seconds~~ per vehicle.

LOS C Average total delay is between ~~greater than 10~~ 15 and 25 seconds ~~but less than or equal to 20 seconds~~ per vehicle.

LOS D Average total delay is between ~~greater than 20~~ 25 and 35 seconds ~~but less than or equal to 30 seconds~~ per vehicle.

LOS E Average total delay is between ~~greater than 30~~ 35 and 50 seconds ~~but less than or equal to 45 seconds~~ per vehicle.

LOS F Average total delay is greater than ~~45~~ 50 seconds per vehicle.

c) ~~Arterial Level of Service Characteristics~~

~~LOS A — Primarily free flow operations. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Average travel speed is greater than or equal to 30 miles per hour (MPH).~~

~~LOS B — The ability to maneuver within a traffic stream is only slightly restricted and stopped delays are not bothersome. Average travel speed is greater than or equal to 24 MPH but less than 30 MPH.~~

~~LOS C — Stable operations, but ability to maneuver and change lanes in mid-block location may be more restricted than at LOS B. Average travel speed is greater than or equal to 18 MPH but less than 24 MPH.~~

~~LOS D — Small increases in flow may cause substantial decreases in arterial speed. Average travel speed is greater than or equal to 14 MPH but less than 18 MPH.~~

~~LOS E — Characterized by significant delays. Average travel speed is greater than or equal to 10 MPH but less than 14 MPH.~~

~~LOS F — Arterial flow at extremely low speeds. High delays and extensive queuing are likely. Average travel speed is less than 10MPH.~~

The City performed LOS analyses for ~~both~~ existing intersections ~~and arterial segments~~. The results are as follows:

Intersections

Results of <u>a</u> ~~the1997~~ <u>2004</u> intersection PM peak hour" LOS analysis results for University Place are shown in **Figure 4-5.** ~~(**Figure 4-5** also depicts 1997 ADT.)~~ At that time, none of the key intersections operated at LOS E or F. <u>The intersections at 40th Street and Bridgeport Way, 27th Street and Bridgeport Way and 67th and Regents Blvd. operated at LOS D.</u> ~~Only the Cirque Drive/Orchard Street intersection operates at LOS D.~~ All remaining intersections operated at LOS C or better.

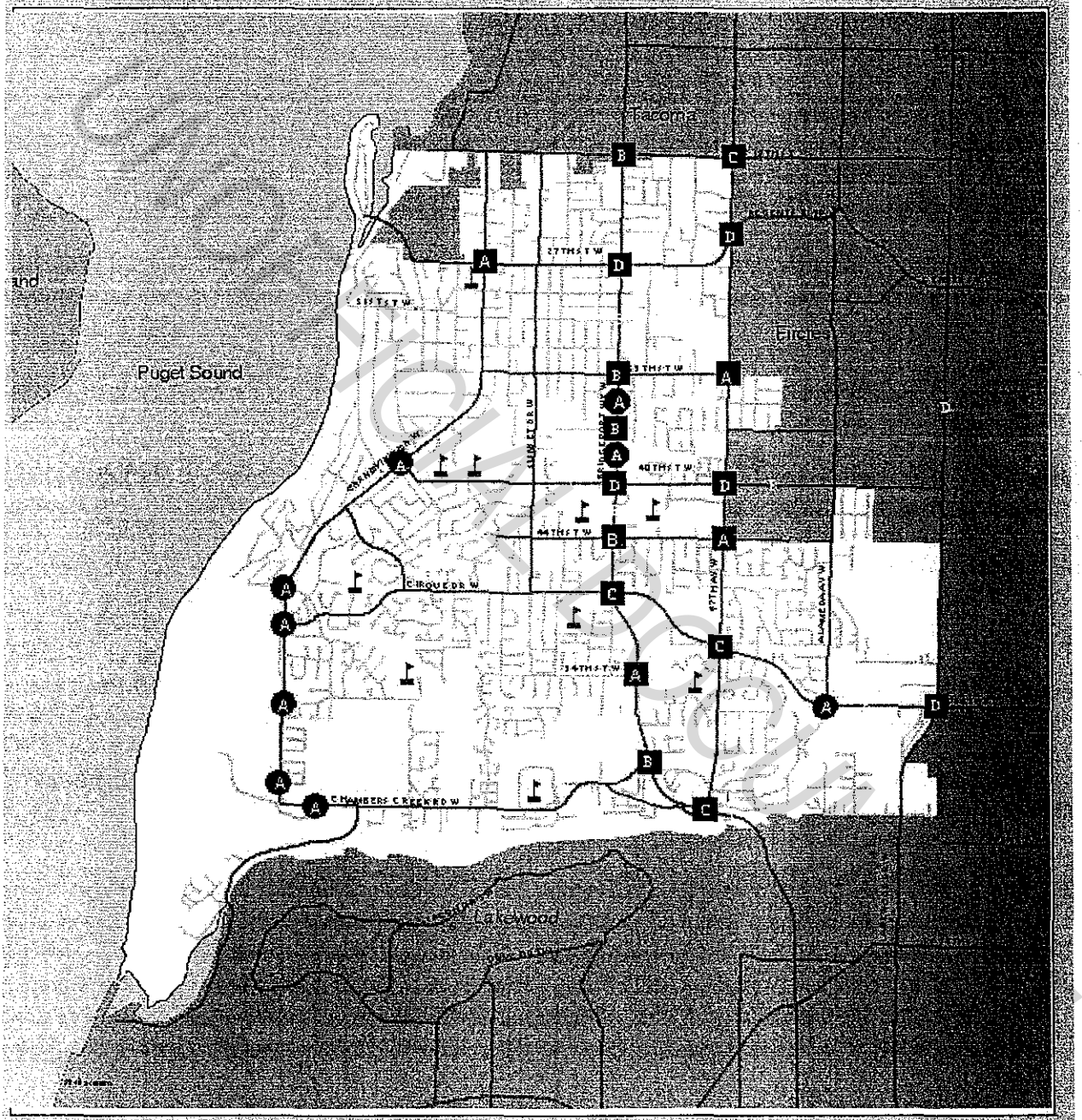
~~**Arterial Segments**~~

~~The 1997 City Transportation Plan also presents the results of a LOS analysis for certain arterial segments. These are also shown in **Figure 4-5**. Based on this LOS analysis, there are no roadway segments currently at capacity in the p.m. peak hour. All arterial segments operate at LOS C or better, with the exception of South 19th Street, between Sunset Drive and Bridgeport Way that currently operates at LOS D.~~

Accident Analysis

The frequency and severity of accidents are weighed against the speed, volume, and functional classification of a roadway segment or intersection. All five variables are considered in determining if a certain location has an unusually high accident rate. **Table 4-1** summarizes accident histories at intersections with the highest number of accidents in the City. The average shown is for a three-year period between October 1, 1993 and

Figure 4-5
2004 Level of Service



September 30, 1996 by measures of annual average rates and accident rates per million entering vehicles (mev).

TABLE 4-1 1993 to 1996 Intersection Accident Rates

Intersection	Average Annual Accidents	Accident Rate (acc/mev) *
67th Ave. W @ 35th St. W.	2	.40
Cirque Dr. W. @ 67th Ave W.	5	.56
Grandview Dr. W @ 27th St. W..	4	1.75
Bridgeport Way W. @ 27th St. W.	9	.76
Bridgeport Way W. @ Cirque Drive	5	.42
Bridgeport W. W. @ 40th St. W.	7	.58
Bridgeport Way W. @ Chambers Lane	2	.26
Bridgeport Way W. @ 67th Ave. W	4	.33

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

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

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 no fatality accidents during the study period.

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

TABLE 4-2 1993 -1996 Roadway Segment Accident Rates

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

* acc/mvm = number of accidents per million vehicle miles

Public Transit

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

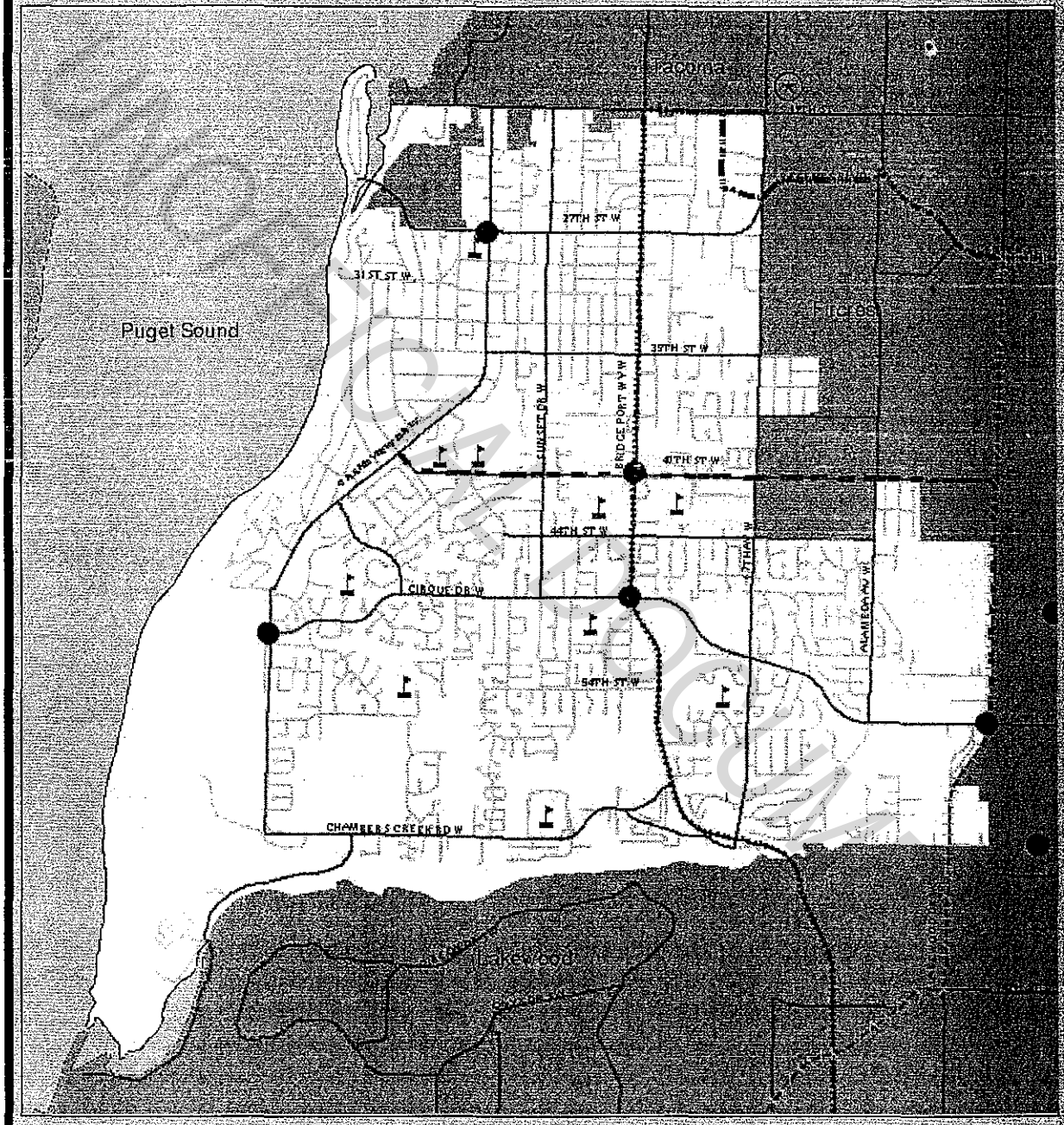
There are currently four transit routes (Routes 52, 53 and 53A, 200 and 220) that stop in the City of University Place. These routes are shown in **Figure 4-6** and are described in more detail in the following paragraphs.

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

Routes 53 and 53A stop at the intersection of South 56th Street and South Orchard Street. Service is provided daily to Downtown Tacoma, the Federal Courthouse, the Washington State Historical Museum, Puget Sound Hospital, Pierce County Health Department, 38th Street Shopping District, Lincoln High School, the Tacoma Mall Transit Center, South Tacoma, Manitou Park, Mount Tahoma High School, Oakland and the Orchard Park Retirement Center. Route 53 travels through University Place to Grandview Drive via Cirque Drive while Route 53A does so by traveling north on Bridgeport Way West and then on 40th Street West to Grandview Drive.

Route 200 operates daily along Bridgeport Way and stops at 40th Street and Bridgeport Way in the planning area. Service is provided to the TCC Transit Center, James Center, College Center, Department of Licensing, University Place Library, Green Firs Shopping Center, Lakewood, and the Lakewood Towne Center Transit Center.

Figure 4-6
Public Transit



Route 220 travels on Orchard Street on the east side of the City and serves the Lakewood Towne Center Transit Center, University Place, Fircrest, Fred Meyer on South 19th Street, and north Tacoma.

Bicycles are allowed on buses or held on bike racks on buses. Paratransit service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act (ADA). Paratransit (door to door) service is complementary to fixed route service. Vanpool and rideshare programs are offered.

Sound Transit is implementing the voter approved Ten-Year Regional Transit System Plan (*Sound Move*). This service is intended to complement other bus routes including those operated by Pierce Transit. ~~and will provide access to the commuter rail and light rail stations planned for the Tacoma Dome.~~

Sound Transit consists of three distinct lines of business: 1) Regional Express (Bus); 2) Sounder (Commuter rail); and, 3) Link (light rail). Sound Transit improvements in the general area include increased bus service at Tacoma Community College Transit Center, the Lakewood Towne Center Transit Center, and at the Tacoma Dome Station. Sounder currently operates commuter rail service from Tacoma Dome Station north to Seattle via Puyallup, Sumner, Auburn, Kent and Tukwilla. iImprovements include the eventual construction of a Tacoma-Lakewood rail line that will connect up with the Tacoma-Seattle-Everett segment of the Sounder service. A commuter rail station at 56th and South Tacoma Way is planned for this Tacoma-Lakewood segment. ~~Finally, i~~In Pierce County ~~Link~~ light rail ~~will consist a~~ operates a segment between Downtown Tacoma and the Tacoma Dome station. Additional light rail service in Pierce County would be part of a Phase II Sound Transit effort. Phase II funding would require voter approval.

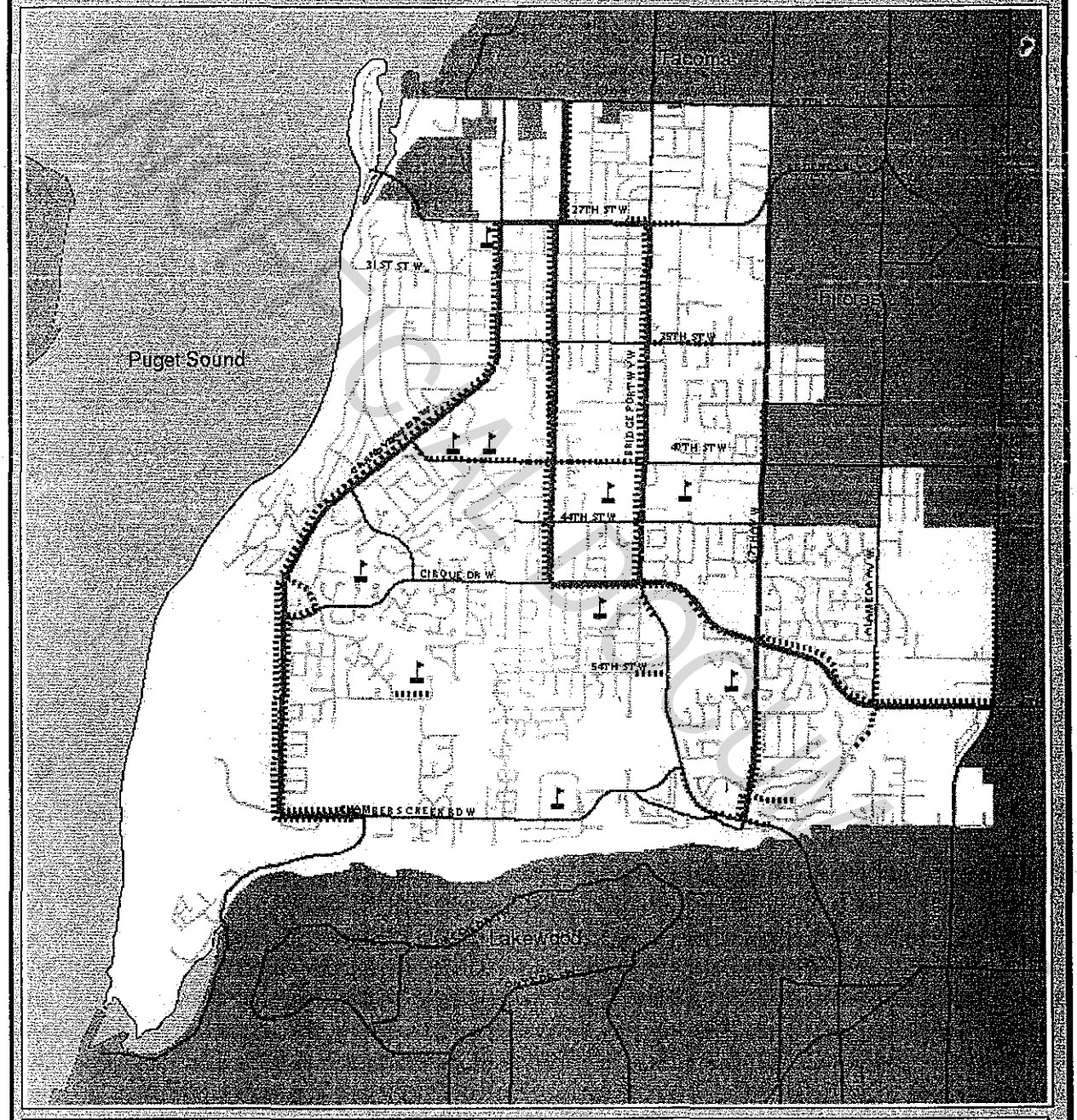
Non-Motorized Facilities

Figure 4-7 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 for the future. Since incorporation the City has built sidewalks and bike lanes on both sides of Grandview Drive between 27th Street West and Chambers Creek Road, on both sides of Bridgeport Way between 27th Street West and Cirque Drive, along one side of Sunset Drive between Cirque Drive and 19th Street, and along one side of Cirque Drive between Orchard Street and 67th Avenue West. Sidewalk segments have been built in front of schools that did not have them, or extended to connect schools with transit routes and activity centers. The City built sidewalks between Curtis High School and Bridgeport Way; at University Place, Sunset, and Chambers elementary schools; and at Drum and Narrows View intermediate schools. Bike lanes were added on 67th Avenue West from Bridgeport Way on the south to Regents Boulevard on the north, on 27th street West between Grandview Drive and Bridgeport Way, and on Cirque Drive between 67th Avenue West and Bridgeport Way when the City re-striped these roadway segments.

Air, Water, and Rail Transportation

University Place does not have an airport within the planning area. Sea-Tac International Airport is located approximately 25 miles north of the City and is the largest airport in Washington State. Regional, national, and international connections can be made

Figure 4-7
Non-Motorized Facilities



through that airport. Shuttle services such as Shuttle Express provide door-to-door service between Sea-Tac and University Place residences and businesses.

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

The Washington State Ferry system operates the Point Defiance-Tahlequah route connecting the south end of Vashon Island with the Tacoma area. The Point Defiance dock is located 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 British Columbia, Bellingham, Mount Vernon, Everett, Edmonds, and Seattle, and to the south to Olympia-Lacey, Centralia, Kelso-Longview, Vancouver, and Oregon. Service from Tacoma is also 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 operates a rail line that travels along 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 The Burlington Northern and Santa Fe Railway Company, operates one of the largest railroad networks in North America, with 34,000 route miles covering 28 states and two Canadian provinces. BNSF was created on September 22, 1995, from the merger of Burlington Northern Inc. and Santa Fe Pacific Corporation. Revenues are generated primarily from the transportation of coal, grain, intermodal containers and trailers, chemicals, metals and minerals, forest products, automobiles and consumer goods.

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

Other Transportation Plans

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

TRAFFIC FORECASTS

Traffic forecasting is a way of estimating future traffic volumes based on expected population and employment growth. For University Place, traffic forecasts were prepared using current traffic counts, a travel demand forecasting computer model prepared for the Pierce County Transportation Plan and population and employment estimates developed for the 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 City of University Place used a combined approach. The Pierce County Transportation Plan computer model, developed for Pierce County's Plan by KJS Associates, provided information on area-wide growth and was used as a tool in assigning traffic to various roads and intersections. For growth data, both the Pierce County model's assumptions and the City's 1997 land use plan were used. Traffic counts taken in 1997 provided data on existing travel patterns.

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

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

Overall, the City of University Place's traffic forecast is based on a year ~~2017~~ 2024 forecast of 17,122 ~~15,137~~ households and ~~7,361~~ 7,576 employees. These forecasts rely on PSRC Traffic Analysis Zones (TAZ's) data within and immediately around the City of University Place. Since transportation planning is not necessarily isolated to the City limits, the use of data immediately outside of the City limits was appropriate. Because of this approach, however, the forecast numbers do differ slightly from the estimates used in the land use element. The land use element estimates focus solely on population and employment growth within the City limits.

Traffic Forecast Analysis

Daily traffic volumes for key roadway segments or links, for ~~2017~~ 2024 are shown in **Figure 4-8.** The highest year ~~2017~~ 2024 ADT is along a segment of Bridgeport Way West, between 40th Street West and Cirque Drive West. This segment is projected to carry traffic ranging from 17,100 ADT to 29,700 ADT. Estimated year ~~2017~~ 2024 volumes on other arterials throughout the City range from 2,400 ADT to 18,400 ADT.

P.M. peak hour LOS for intersections ~~and key arterial segments~~ were performed based on projected ~~2017~~ 2024 traffic volumes. A summary of **Figure 4-8** by intersections ~~and by arterial segments~~ is as follows:

Intersections

Signalized – All intersection P.M. peak hour LOS are expected to decrease from 2004 ~~1997~~ to ~~2017~~ 2024. In ~~1997~~ 2004, no signalized intersections operate at either LOS E or F. By the year ~~2017~~ 2024, three signalized intersections will operate at LOS F assuming no improvements.

~~**Unsignalized** – The unsignalized intersection, at 40th and Grandview, will drop from LOS A in 1997 to LOS B in 2017.~~

~~**Arterial Segments**~~

~~Although a number of arterial segments will experience a LOS reduction between 1997 and 2017, none within the City limits will drop below LOC C.~~

~~**Summary**~~

~~A summary of the LOS analysis is as follows:~~

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

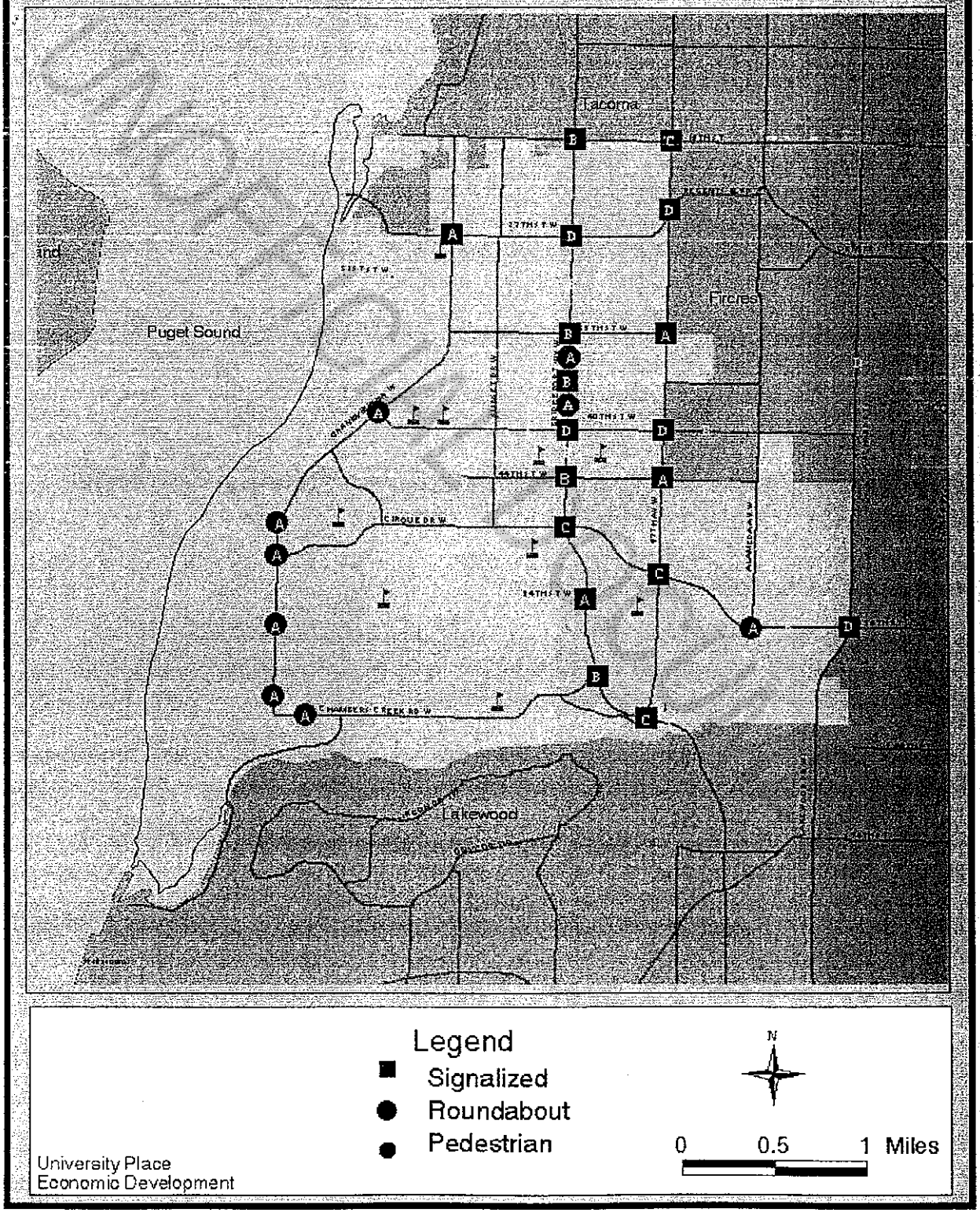
~~**Future 2017 Conditions.** The following intersections will be at capacity (LOS F) in the PM peak hour in 2017, if no improvements are made:~~

- ~~67th Avenue/40th Street – (Signalized. From LOS C to LOS F). This intersection is shared with the City of Fircrest.~~
- ~~Orchard Street/Cirque Drive – (Signalized. From LOS D to LOS F). This intersection is shared with the City of Tacoma.~~

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.

Figure 4-8
2004 Level of Service



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.)

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 ~~both intersections and roadway segments of principal and secondary~~ arterials ~~and for collector and minor~~ streets ~~where they intersect with principal or secondary arterials and a LOS C for intersection and roadway segments on collector arterials and local streets.~~ Certain segments or arterial streets may be designated as Quality Service Corridors, where a combination of transportation facilities and economic activity create a slower moving vehicular traffic and a pedestrian friendly atmosphere. These LOS are adopted as a policy statements in this Transportation Element.

Public Transit – LOS

The GMA also requires local agencies to adopt LOS standards for transit routes as well as for arterials. Given the need for close coordination with the regional transit provider over service provision, it is appropriate for the City of University Place to adopt LOS standards consistent with the Pierce Transit Six-Year Transit Development Plan. The service level and time frames for transit improvements documented in the Pierce Transit Six-Year Transit Development Plan should be adequate for the City at this time. As development patterns change in the City, revisions to routes and schedules may be justified.

For public transit, the City adopted the LOS set forth by Pierce Transit in its adopted Pierce Transit Development Plan.

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

capital improvement projects. Continued coordination should help Pierce Transit implement its Transit Plan goals and standards.

RECOMMENDED TRANSPORTATION IMPROVEMENTS

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

The Transportation Plan identifies the following possible strategies:

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

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

Motorized Improvements

To meet this 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 are those locations that will require infrastructure upgrades to meet GMA concurrency. Non-capacity improvements address functional classification changes, roadway maintenance and design upgrades, circulation improvements, and safety improvements. Most non-capacity projects are circulation projects aimed at improving emergency vehicle response time.

Table 4-3 identifies recommended improvements. These are also depicted in **Figure 4-9**. The Table also includes the estimated range of years when these improvements are anticipated. Funding details for projects anticipated between 2004~~3~~ and 2010~~8~~ are included in **Table 4-4** at the end of this chapter.

TABLE 4-3 RECOMMENDED ROADWAY IMPROVEMENTS

Years ~~2003 – 2008~~ 2004 – 2010

Capacity Projects

- Cirque Drive Phase II Install a ~~T~~traffic ~~C~~control device at future entrance to Cirque Bridgeport Park.
- Bridgeport Way West and 40th Street West Intersection: Add East and West through lanes
- 40th Street West and 67th Avenue West Intersection: Installing a westbound right turn pocket would improve the intersection to LOS D.

Circulation Projects

- 74th Street West (East Road) ~~Town Center Road~~ (35th Street West to 40th Street West) – (Circulation Project) Purchase private road behind Town Center. Upgrade to local road standards and extend to 40th Street.
- Connect the north and south segments of Morrison Road
- Alameda Avenue - North Extension. Connect the North and South segments of Alameda Avenue North of Cirque Drive.
- Alameda Avenue – South Extension. (Connect Alameda Avenue from Cirque Drive to 67th Avenue West) – New two lane collector roadway.
- 37th Street West (Bridgeport Way to Sunset Drive) – New two lane roadway to extend current road.
- 57th Ave West (North terminus to Cirque Drive) – New two lane local roadway.

Years ~~2009 – 2017~~ 2010- 2016

Capacity Projects

- ~~67th Avenue West @ 40th Street West – (Capacity project) Installing a westbound right turn pocket would improve the intersection to LOS D.~~
- ~~Orchard Street at Cirque Drive – (Capacity project) Installing a westbound right turn pocket would improve the intersection LOS D (from a year 2017 LOS of F).~~
- Bridgeport Way West and 27th Street West Intersection: Add East and West through lanes.

Circulation Projects

- ~~Green Firs Village Road~~ (West Road) (35th Street West to 40th Street West) – (Circulation Project) Purchase private property for new two lane local roadway ~~behind~~ through Green Firs Shopping Center.

- ~~37th Street West (Bridgeport Way to Sunset Drive) – (Circulation Project) New two lane roadway to extend current road.~~

- ~~31st Street West (Lemons Beach Road to Vista Place) – (Roadway standards project) Widen to collector roadway standards.~~

- ~~Alameda Avenue West to Cirque Drive – (Circulation project) New two lane collector roadway. (UNDER CONSTRUCTION)~~

Years 2016- 2024

Capacity Projects

- Bridgeport Way West and Cirque Drive Intersection: Add East and West through lanes

-

Circulation Projects

- ~~57th Ave West (North terminus to Cirque Drive) – (Circulation project) New two lane local roadway.~~

- ~~Morrison Road (3100 Block North terminus to south terminus) – (Circulation project) New two lane road connecting existing road termini.~~

Figure 4-10 shows intersection P.M. peak hour LOS with recommended improvements.

Figure 4-10 also depicts year arterial 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 in **Table 4-3**.

Transit Improvements
As indicated earlier, the City has adopted Pierce Transit's LOS as identified in the agency's planning documents. The Pierce Transit Six-Year Transit Development Plan draws upon a number of studies that suggest a significant portion of Pierce County residents would use public transportation services if they better meet their need, which are identified as being expanded express services, more frequent peak hours services and more direct services to popular destinations. ~~identifies three near term improvement projects for the University Place area:~~

Figure 4-9
Recommended Improvements

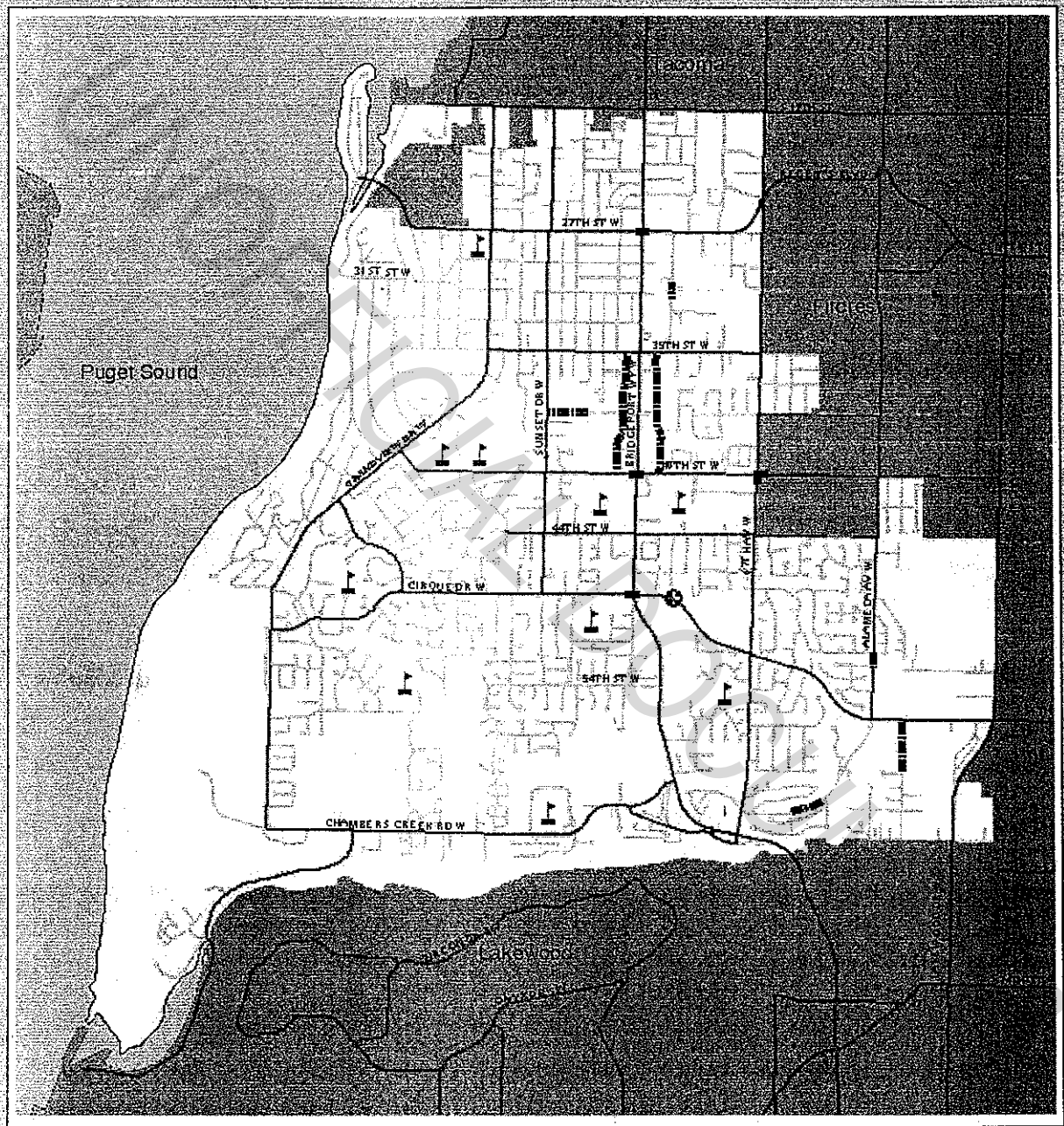
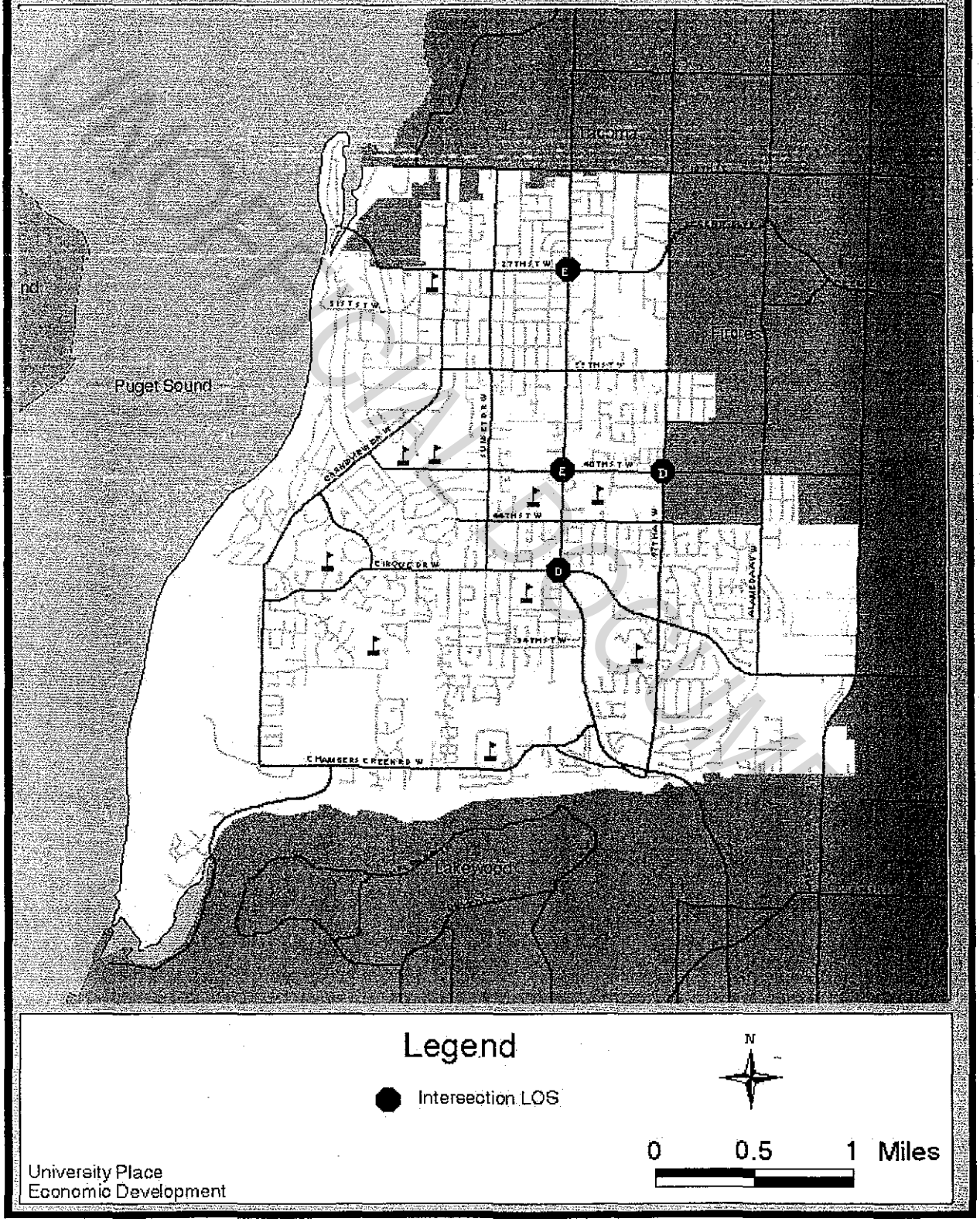


Figure 4-10
Level of Service with Improvements



- ~~Expand the Tacoma Community College Park and Ride Facility. Though not in the City of University Place, the 29 stall park and ride lot at the corner of 19th Street and Mildred is slated for expansion to 100 stalls by 1998.~~

- ~~Installation of a signal priority for public transit along Bridgeport Way. University Place is a partner on this grant-funded project.~~

- ~~Improve fixed route service linking West Tacoma/Fircrest/University Place with Lakewood. Pierce Transit plans on improving service during peak hours and refining service in the area to meet the needs of these communities. These improvements are scheduled prior to the year 2000.~~

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

In response, Pierce Transit plans to expand fixed route services by approximately thirteen percent during the six-year period from 2005 to 2010. Improvements will focus on upgrading existing services while also expanding Pierce Transit's fixed route network to serve developing urban areas. Highlighting this effort, a second trunk route, linking Lakewood and University Place with Downtown Tacoma, will begin operation during 2004. Route 2 will operate along S 19th Street and Bridgeport Way.

Pierce Transit has also committed to the operation of smaller vehicles along neighborhood routes that experience peak loads of fewer than twenty passengers. While full sized vehicles are needed on most Pierce Transit services, smaller vehicles may be less intrusive in low-density suburban neighborhoods. Pierce Transit will begin deploying smaller vehicles during 2004.

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

Air, Waterborne, Rail

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

Non-Motorized Improvements

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

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

Figure 4-11 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 adopted 1997 Parks, Recreation and Open Space Plan. The Non-Motorized Facilities Plan provides for a network of continuous pedestrian and bicycle facilities for circulation within and through University Place. The following trails are proposed in the Transportation Plan:

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

Sidewalks

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

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

To supplement street improvement/sidewalk projects identified in the City's Six-Year Transportation Improvement Program (TIP), the University Place Transportation Plan recommends the following sidewalk upgrade projects. These projects are depicted in **Figure 4-11**.

- Cirque Drive West between Beckonridge Drive and Grandview Drive – Construct sidewalks and bicycle lanes to connect the proposed trails through the Chambers Creek Properties Park and proposed bike lanes and sidewalks on Cirque.

- 67th Avenue West, between 44th Street West and Bridgeport Way – Construct sidewalks and bike lanes to provide connectivity and consistency with the Non-Motorized Trail Plan.

- 40th Street West from Grandview Drive to 67th Avenue West – Construct sidewalks and bike lanes. Sidewalks on this corridor have been included in the 1997-2003 TIP. Bike lanes should also be included in the project for consistency with the Non-Motorized Facilities Plan.

- 35th Street West from Grandview Drive to 67th Avenue West – Construct sidewalks only. Sidewalks and bike lanes on this corridor have been included in the 1997-2003 Six-Year TIP. The bike lanes should be excluded here and constructed on 40th Street West to ensure consistency with the Non-Motorized Facilities Plan.

Pedestrian Circulation

There are numerous opportunities to provide pedestrian connections between neighborhoods, to schools and commercial activity centers. Utilizing existing unopened right-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 and higher costs but could provide vital links between neighborhood and schools, reducing the reliance on motorized transportation and should reduce the need for school bussing. A list of examples include:

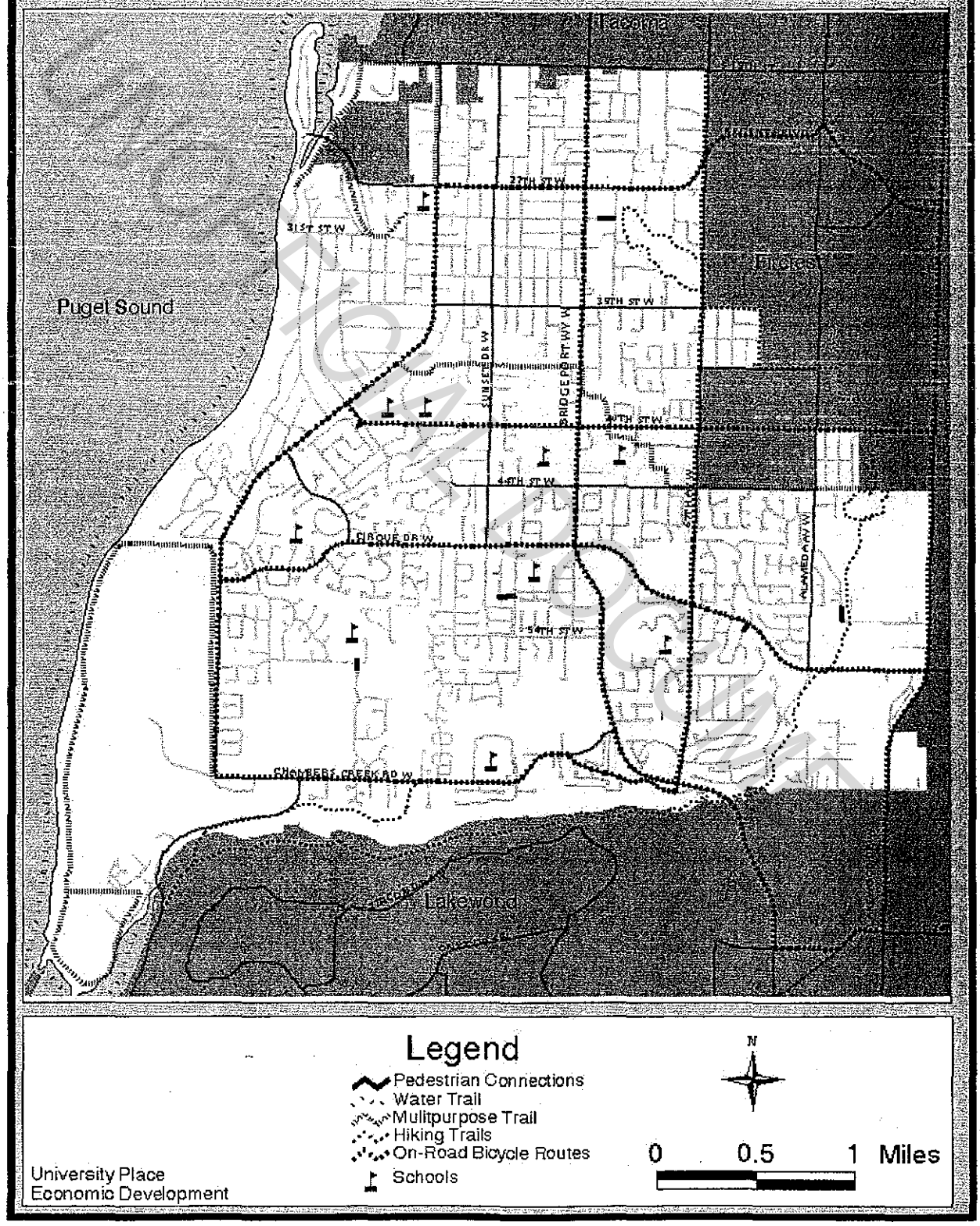
Using existing right-of-ways

- 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

Right of Way required

- 37th Street from Sunset Drive to Curtis High School
- Woodbrook Subdivison to Chambers Elementary School
- Heiteman Addition Subdivision to Curtis Junior High School
- 53rd Street to 57th Avenue Ct.

Figure 4-11
Non-Motorized Improvements



Bicycle Improvements
Bicycle lanes have been added to several streets as the City has completed road improvements or re-striped City streets. Bicycle lanes were added to Grandview Drive, Bridgeport Way, and Sunset Drive between Cirque Drive and 19th Street as part of road improvement projects. Along Cirque Drive from Bridgeport Way to Orchard Street, on 27th Street between Grandview Drive and Bridgeport Way, and on 67th street between Bridgeport Way and Regents Boulevard bicycle lanes were added when the roads were re-striped. Elsewhere, bicyclists must share the rightmost lane with motorists. **Figure 4-12** shows the City's proposed bicycle route system, which will extend along all arterial streets.

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

Transportation Demand Management/Transportation System Management
Transportation Demand Management (TDM) strategies can help create or preserve existing capacity of roadways by reducing demand, thereby deferring or negating the need for capacity improvements. Specific potential projects for TDM include: (1) developing a comprehensive transit information program with Pierce Transit, (2) working with Pierce Transit to develop vanpool and ridematch services, (3) providing a continuous system of walkways and bikeways which service community activity centers, and (4) actively promoting commute trip reduction practices, including complying with the requirements of the State Commute Trip Reduction (CTR) Act.

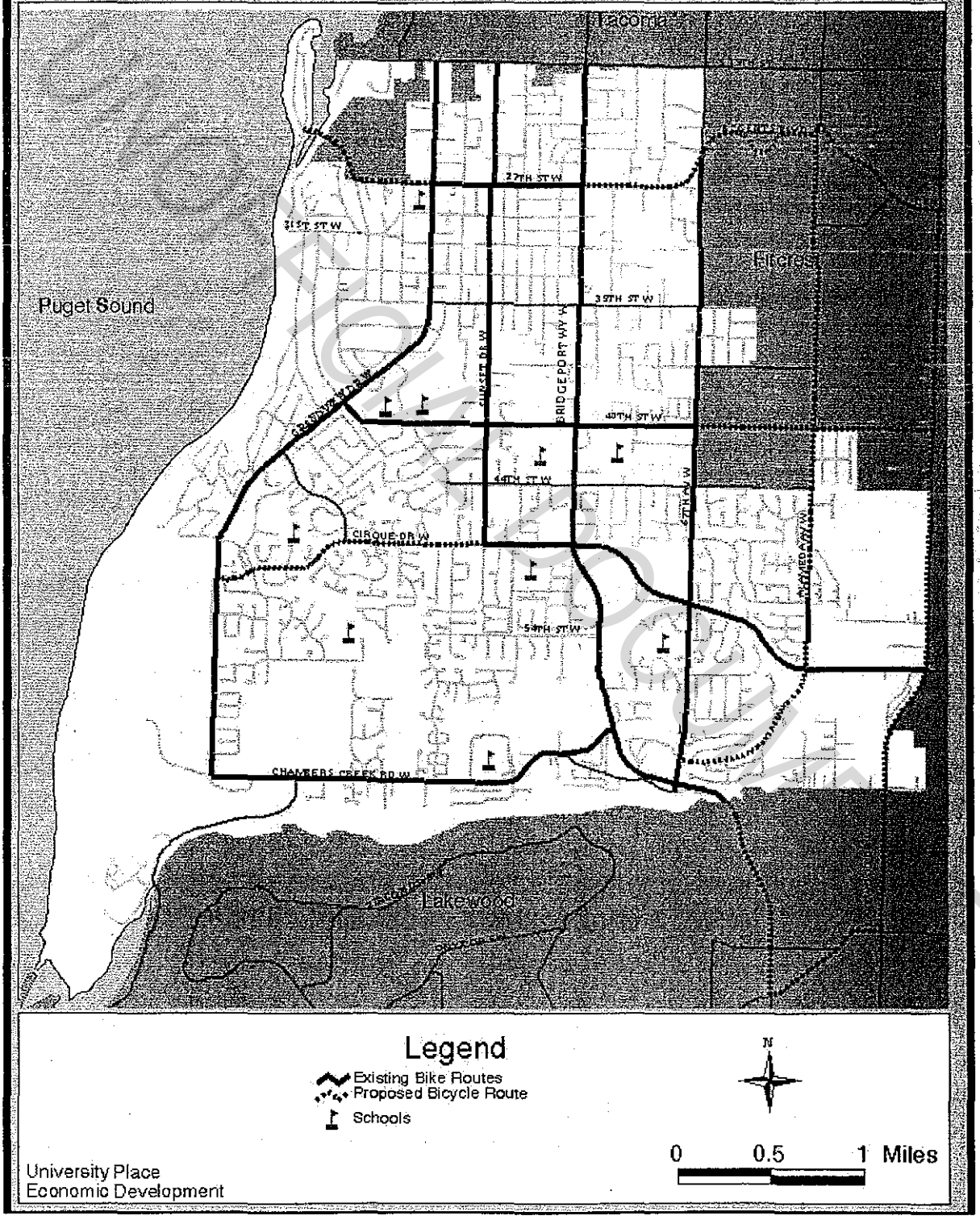
Transportation Systems Management (TSM) strategies focus on improving the operations of the existing roadway system. Maximizing the efficiency of the existing system can reduce or delay the need for system improvements. TSM strategies include: (1) coordination of traffic signal timing, (2) traffic control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

FINANCING PLAN
The Growth Management Act requires the Transportation Element include a financing plan that serves in part as the basis for the City's Six-year Transportation Improvement Program.

Funding Sources

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

Figure 4-12
Proposed Bicycle Routes



Developer

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

Local Funding Sources

Arterial Street Fund. The City receives a proportionate share of the State Motor Vehicle Fuel Tax, based on the population. The exact amount varies depending on the amount of fuel sold in the State. ~~Current revenue forecasts project the City of University Place's share for 2003 to total $217,511.~~

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. ~~General Fund revenues totaling $250,000 are anticipated to be transferred into the Public Works Capital Improvement Plan to finance various transportation projects for 2003.~~

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, which is utilized to finance capital improvement surface water and storm drainage projects. ~~Estimated SWM funds for 2003 allotted to CIP projects total $1,057,542.~~

Real Estate Excise Tax. The Real Estate Excise Tax is levied on all sales of real estate, measured by the full selling price. The City has authorized a locally imposed tax of 0.5%, in two 0.25% increments. These revenues are restricted to financing capital projects as specified in the City's Capital Facilities Plan. ~~Estimated real estate excise taxes for 2003 allotted to Public Works CIP total $0.~~

State Funding Sources

State funding programs are administered to counties and cities through the Transportation Improvement Board (TIB) and the County Road Administration Board (CRAB). The TIB administers the Transportation Partnership Program (TPP), the Arterial Improvement Program (AIP), and the Pedestrian Safety and Mobility Program (PSMP). The CRAB administers the Rural Arterial Program (RAP). The following descriptions identify each program:

TPP. The Transportation Partnership Program (TPP), formerly the Transportation Improvement Account (TIA), is funded from 1-1/2 cents of the motor vehicle fuel tax. It provides transportation project funding for urban counties, cities with populations of over 5,000, and Transportation Benefit Districts (TBD). TPP projects must meet multi-agency planning and coordination and public/private cooperation criteria, in order to further the

goal of achieving a balanced transportation system in Washington State. Projects must be attributable to congestion caused by economic development or growth; consistent with state, regional and local comprehensive plans contributions; and be partially funded by local contributions (including transit and rail). Projects are eligible for cost reimbursement of up to 80 percent, and receive a higher priority if their local contribution is greater than the 20 percent minimum match and includes private sector funds.

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

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

Federal Funding Sources

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

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

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

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

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

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

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

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

TRANSPORTATION IMPROVEMENT PLAN PROJECTS

Projects included in this plan are the result of evaluation of needs in various transportation areas including capacity and circulation. ~~and not necessarily on the recommendations in the City's Transportation Plan summarized earlier in this Chapter.~~

~~Because none of the project locations identified earlier in this chapter are currently operating below the adopted level of service, not all are priorities for funding during the~~

~~next 6-year period. Instead, priority projects are determined through citizen input, which have expressed the desire for non-motorized transportation improvements (sidewalks, bike lanes, streetlights, etc.). In addition, the Public Works Department receives many calls from concerned citizens requesting improvements to the City transportation network to allow for safer pedestrian use. Almost all of the projects planned for theo of the next six years provide for non-motorized transportation and replacement of existing infrastructure. The timing of projects and the phasing of various parts are based on the anticipated funds available for each type of project, accident information, and school and commercial access routes. Understandably, the factors determining funding and priority can and do change from year to year.~~

Planned road improvements ~~are~~ summarized in **Table 4-43**. ~~Table 4-4 represents major road improvements~~ that are programmed during the next six-years ~~rather than all transportation related improvements~~ are included in the City's Six Year Transportation Plan hereby incorporated by reference. Whereas, the Six-Year Transportation Plan is updated and adopted annually, the Comprehensive Plan is not. ~~This table also shows funding sources. Only secured committed federal funding was included in the six-year finance plan. Historically, the City has done well in garnering grants for transportation projects.~~

TABLE 4-4 TRANSPORTATION PROJECTS

Fund Status	Project Identification	Start Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	1 - Bridgeport Way Phase 3/4										
F/P	City limits to Cirque Drive W.*	PE / 03	346		54	400	PE	60	340	0	0
		RW / 05	260		40	300	RW	0	0	300	0
		CN / 08	4,325		675	5,000	CN	0	0	2,000	3,000
		Total	4,931		769	5,700		60	340	2,300	3,000
	* Construct concrete curb, gutter and sidewalk on both sides of the street. Include bicycle lanes, storm drainage street lighting, and undergrounding.										
	2 - Bridgeport Way W. Phase 5										
P	19th Street W. to 27th Street W*	PE / 06	130		20	150	PE	0	0	0	150
		RW / 07	345		55	400	RW	0	0	0	400
		CN / 08	1,950		300	2,250	CN	0	0	0	2,250
		Total	2,425	0	375	2,800		0	0	0	2,800
	* Construct concrete curb, gutter and sidewalk on both sides of the street. Include bicycle lanes, storm drainage, street lighting, and undergrounding.										
	3 - 27th Street W - Phase 1										
F	Grandview Drive to Bridgeport Way*	PE - / 06	35		25	60	PE	0	0	0	60
		RW / 07	10		6	16	RW	0	0	0	16
		CN / 08	474		2,050	2,524	CN	0	0	0	2,524
		Total	519	0	2,081	2,600		0	0	0	2,600
	* Construct concrete curb, gutter, bicycle lanes and sidewalk on both sides of the street. Include bicycle lanes, storm drainage, street lighting and undergrounding.										
	4 - 67th Avenue										
P	Regents Blvd. To 19th Street*	PE / 08			200	200	PE	0	0	0	200
		RW / 08			500	500	RW	0	0	0	500
		CN / 08			1,300	1,300	CN	0	0	0	1,300
		Total	0	0	2,000	2,000		0	0	0	2,000
	* Construct concrete curb, gutter and sidewalk on both sides of the street. Include bicycle lanes, left turn lane, storm drainage, and street lighting.										
	5 - 27th Street/Regents Blvd										
P	Bridgeport Way to 67th Ave/Mildred*	PE / 07			120	120	PE	0	0	0	120
		RW / 07			45	45	RW	0	0	0	45
		CN / 07			995	995	CN	0	0	0	995
		Total	0	0	1,160	1,160		0	0	0	1,160
	*Construction of sidewalks, curb, gutter and bicycle lanes on both sides of street.										
	6 - Cirque Drive - Phase 2										
F	Sunset Drive to 67th Avenue*	PE / 03			40	40	PE	40	0	0	0
		RW / 03			40	40	RW	40	0	0	0
		CN / 03			1,119	1,119	CN	1,119	0	0	0
		Total	0	0	1,199	1,199		1,199	0	0	0
	*Curb & gutter, bike lane, sidewalk one side. Install traffic control device at Park entry.										

Fund Status	Project Identification	Start Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	7 Cirque Drive Phase 3										
P	67th Avenue to Orchard Street*	PE /			120	120	PE	0	0	0	120
		RW /			60	60	RW	0	0	0	60
		CN /			1,020	1,020	CN	0	0	0	1,020
		Total	0	0	1,200	1,200		0	0	0	1,200
	* Construct curbs, gutters, sidewalk and bike lane one side.										
	8 44th Street W										
P	Bridgeport Way to 67th Avenue*	PE / 06			140	140	PE	0	0	0	140
		RW/ 06			50	50	RW	0	0	0	50
		CN / 06			1,110	1,110	CN	0	0	0	1,110
		Total	0	0	1,300	1,300		0	0	0	1,300
	* Construct curbs, gutters, sidewalks and bike lanes both sides.										
	9 67th Avenue										
P	Bridgeport Way to Regents Blvd*	PE / 08			400	400	PE	0	0	0	400
		RW / 08			500	500	RW	0	0	0	500
		CN / 08			4,900	4,900	CN	0	0	0	4,900
		Total	0	0	5,800	5,800		0	0	0	5,800
	* Construct concrete curb, gutter and sidewalk on both sides.										
	10 Alameda Extension										
P	From Southern terminus to 67th Ave. W.	PE 4/8			60	60	PE	0	0	0	60
		RW 9/8			15	15	RW	0	0	0	15
		CN 5/8			725	725	CN	0	0	0	725
		Total	0	0	800	800		0	0	0	800
	* Construct curbs, gutters, sidewalks, bike lane both sides in addition to traffic calming measures.										
	11 40th Street										
P	Bridgeport Way to 67th Avenue*	PE / 06			110	110	PE	0	0	0	110
		RW / 06			100	100	RW	0	0	0	100
		CN / 06			890	890	CN	0	0	0	890
		Total	0	0	1,100	1,100		0	0	0	1,100
	* Construct curb, gutter, sidewalk and bike lane both sides.										
	12 Grandview Drive										
P	27th Street to 19th Street*	PE / 08			80	80	PE	0	0	0	80
		RW / 08			80	80	RW	0	0	0	80
		CN / 08			1,130	1,130	CN	0	0	0	1,130
		Total	0	0	1,290	1,290		0	0	0	1,290
	* Construct curb, gutter, sidewalk and bike lane both sides.										

Fund Status	Project Identification	Start Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	13 - Chambers Creek Road/Chambers Lane										
P	64th Street to Bridgeport Way*	PE / 07			200	200	PE	0	0	0	200
		RW / 07			300	300	RW	0	0	0	300
		CN / 07			3,100	3,100	CN	0	0	0	3,100
		Total	0	0	3,600	3,600		0	0	0	3,600
	* Construct curb, gutter, sidewalk and bike lane both sides.										
	14 - 74th Avenue (Towne Center Road)										
P	40th Street to 35th Street*	PE /			40	40	PE	0	0	0	40
		RW /			120	120	RW	0	0	0	120
		CN /			1,300	1,300	CN	0	0	0	1,300
		Total	0	0	1,460	1,460		0	0	0	1,460
	* Construct curbs, gutters, sidewalks and bike lane both sides										
	15 - Cirque Drive										
P	Grandview Drive to Sunset Drive*	PE / 08			200	200	PE	0	0	0	200
		RW / 08			250	250	RW	0	0	0	250
		CN / 08			2,400	2,400	CN	0	0	0	2,400
		Total	0	0	2,850	2,850		0	0	0	2,850
	* Construct curb, gutter, sidewalk and bike lane both sides										
	16 - Sunset Drive										
P	Cirque Drive to 19th Street*	PE / 08			30	30	PE	0	0	0	30
		RW /			0	0	RW	0	0	0	0
		CN / 08			220	220	CN	0	0	0	220
		Total	0	0	250	250		0	0	0	250
	* Traffic Calming at various locations										
	17 - 76th Avenue (Green Firs Village Road)										
P	40th Street to 37th Street*	PE / 08			120	120	PE	0	0	0	120
		RW / 08			400	400	RW	0	0	0	400
		CN / 08			700	700	CN	0	0	0	700
		Total	0	0	1,220	1,220		0	0	0	1,220
	* Construct concrete curb, gutter, and sidewalks on both sides										
	18 - 44th Street										
P	67th Avenue to Alameda Avenue*	PE / 08			80	80	PE	0	0	0	80
		RW / 08			140	140	RW	0	0	0	140
		CN / 08			700	700	CN	0	0	0	700
		Total	0	0	920	920		0	0	0	920
	* Construct concrete curb, gutter, bike lane and sidewalk on one side.										
	19 - 40th Street										
P	Grandview Drive to Bridgeport Way	PE / 08			110	110	PE	0	0	0	110
		RW / 08			45	45	RW	0	0	0	45
		CN / 08			1,145	1,145	CN	0	0	0	1,145
		Total	0	0	1,300	1,300		0	0	0	1,300
	* Construct concrete curb, gutter, bike lane and sidewalk on one side.										

Fund Status	Project Identification	Start Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	20 Sunset Drive										
P	27th Street to 35th Street*	PE / 08			60	60	PE	0	0	0	60
		RW / 08			40	40	RW	0	0	0	40
		CN / 08			300	300	CN	0	0	0	300
		Total	0	0	400	400		0	0	0	400
	* Construct concrete curb, gutter, bike lane and sidewalk on one side.										
	21 Elwood Drive										
P	29th Street to 27th Street*	PE / 08			60	60	PE	0	0	0	60
		RW/ 08			40	40	RW	0	0	0	40
		CN/08			300	300	CN				300
		Total			400	400		0	0	0	400
	* Construct concrete curb, gutter and sidewalks on both sides of street.										
	22 35th Street										
P	Grandview Drive to 67th Avenue*	PE / 08			180	180	PE	0	0	0	180
		RW / 08			40	40	RW	0	0	0	40
		CN / 08			3,005	3,005	CN	0	0	0	3,005
		Total	0	0	3,225	3,225		0	0	0	3,225
	*Construction of curb, gutter, sidewalk and bicycle lanes on both sides of street.										
	23 Beckonridge Drive										
P	Grandview Drive to Cirque Drive*	PE / 08			100	100	PE	0	0	0	100
		RW / 08			30	30	RW	0	0	0	30
		CN / 08			820	820	CN	0	0	0	820
		Total	0	0	950	950		0	0	0	950
	* Construct concrete curb, gutter and sidewalk on both sides of the street.										
	24 Lemmons Beach/31st Street										
P	31st Street to Terminus*	PE /			90	90	PE	0	0	0	90
		RW /			60	60	RW	0	0	0	60
		CN /			1,050	1,050	CN	0	0	0	1,050
		Total	0	0	1,200	1,200		0	0	0	1,200
	* Construct concrete curb, gutter and sidewalk on both sides of the street.										
	25 44th Street										
P	Elwood Drive to Bridgeport Way*	PE / 08			60	60	PE	0	0	0	60
		RW / 08			20	20	RW	0	0	0	20
		CN / 08			420	420	CN	0	0	0	420
		Total	0	0	500	500		0	0	0	500
	* Construct concrete curb, gutter, bike lane and sidewalk on one side. On 2 sides from Elwood to Sunset.										

Fund Status	Project Identification	Start Date	Federal Funds	State Funds	Local Funds	Total		1st 2003	2nd 2004	3rd 2005	4th-6th 2006-2008
	26 Parkway										
P	Vista Place to 29th Street*	PE /			50	50	PE	0	0	0	50
		RW /			20	20	RW	0	0	0	20
		CN /			290	290	CN	0	0	0	290
		Total	0	0	360	360		0	0	0	360
	* Construct concrete curb, gutter and sidewalk on both sides of the street.										
	27 27th Street										
P	Day Island Bridge to Grandview Drive*	PE /			180	180	PE	0	0	0	180
		RW /			60	60	RW	0	0	0	60
		CN /			1,760	1,760	CN	0	0	0	1,760
		Total	0	0	2,000	2,000		0	0	0	2,000
	*Construction of curb, gutter, sidewalk, bicycle lane one side and enclosed storm drainage system.										
	28 Chambers Creek Road										
P	Chambers Lane to Bridgeport Way*	PE / 08			140	140	PE	0	0	0	140
		RW / 08			80	80	RW	0	0	0	80
		CN / 08			1,600	1,600	CN	0	0	0	1,600
		Total	0	0	1,820	1,820		0	0	0	1,820
	* Construct curb, gutter, sidewalk and bike lane both sides side.										
	29 Sunset Drive										
P	Cirque to 35th and 27th to 19th*	PE /			120	120	PE	0	0	0	120
		RW /			90	90	RW	0	0	0	90
		CN /			1,700	1,700	CN	0	0	0	1,700
		Total	0	0	1,910	1,910		0	0	0	1,910
	* Construct concrete curb, gutter, bike lane and sidewalk on one side.										
	30 Neighborhood Improvements										
P	Various Locations	PE /				0	PE	0	0	0	0
		RW /				0	RW	0	0	0	0
		CN /			900	900	CN	150	150	150	450
		Total	0	0	900	900		150	150	150	450
	*Sidewalk, storm drainage and traffic safety type improvements to be implemented on various local streets.										
	31 Street Overlay Program										
P	City of University Place	PE /				0	PE	0	0	0	0
	Various Locations	RW /				0	RW	0	0	0	0
		CN /			1,200	1,200	CN	200	200	200	600
		Total	0	0	1,200	1,200		200	200	200	600
	*Overlay program to be completed on various City streets.										
	Total		**7,875**	**0**	**45,539**	**53,414**		**1,698**	**779**	**2,739**	**47,754**

In summary, for the six-year period between 2003 to 2008 approximately $12.5 million is programmed for transportation improvements.

CONTINGENCY

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

CONCURRENCY

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

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 a concurrency management ordinance to implement its concurrency management program. Policy TR5A in the Transportation Element allows for an exception to concurrency where the City finds that certain improvements are not desirable, feasible or cost-effective.

CHAPTER 5

CAPITAL FACILITIES ELEMENT

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

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

The Capital Facilities Element addresses City owned and operated facilities, facilities and services the City contracts for and facilities provided for by other public agencies. City owned and operated public facilities include streets, stormwater drainage systems, and parks and recreation municipal facilities.

The City contracts with other agencies for facilities and services including, Pierce County for police protection and courts. Other agencies provide capital facilities and services including, sewer, water, schools, fire protection, library and public transit.

STATE GOAL

Public Facilities and Services
Ensure that those public facilities and services necessary to support development shall be adequate to serve the development as the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

COMMUNITY VISION

TRANSPORTATION, CAPITAL FACILITIES, AND UTILITIES

Street lighting, sidewalks, curb/gutters and bicycle lanes on all arterial streets have improved safety and created better connections between residential and business areas. The entire City now has access to sewers.

PARKS & RECREATION

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

MAJOR CAPITAL FACILITIES ISSUES

When the City incorporated (August 1995) University Place had a long list of capital facilities needs. Previous under-investment in urban infrastructure to serve urban growth left the area with major needs for street improvements, sewers, parks and recreation facilities.

The City must acquire, develop, and improve facilities necessary to provide governmental services.

Many public facilities that serve the residents of University Place are owned and operated by other jurisdictions that have their own capital facilities plans and priorities for investment, which may limit the City's ability to "remedy deficiencies."

Most Parks and Recreation Facilities are owned by the School District or provided for by neighboring jurisdictions.

Much of the City is already developed. Contributions for "concurrency" will have only a small impact on the ability to help finance capital facilities.

GOALS AND POLICIES

The goals establish broad direction for providing public facilities. The policies outline steps to meet the goal and the discussions provide background information, may offer typical examples, and clarify intent.

LEVEL OF SERVICE AND CONCURRENCY

GOAL CF1

Provide and maintain adequate public facilities to meet the needs of existing and new development. Establish level of service (LOS) standards and identify capital improvements needed to achieve and maintain these standards.

Policy CF1A

Establish level of service (LOS) standards for certain City owned and operated public facilities. The City shall work with 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.

Discussion: 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. (See Policy CF1B.)

Policy CF1B

Require transportation, and storm water, ~~sewer and water facilities~~ concurrent with development. Other public facilities such as schools and parks will be provided based on adopted plans and development schedules.

Discussion: GMA Goal 12 states that public facilities and services necessary to support development shall be adequate to serve the development at the time of development without decreasing current service level standards below locally established minimums (RCW 36.70A.020(12)). The GMA requires concurrency for transportation facilities. (The City's level of service for transportation facilities is established in the Transportation Element.) In addition, water and sewer concurrency is highly recommended by the Department of Community, Trade and Economic Development (DCTED). However, the City does not have direct oversight over water and sewer provisions. Water and sewer service are provided by other public agencies. The City should work closely with these and other public facility providers to ensure an appropriate level of service for University Place.

Policy CF1C

Issue no development 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.

Discussion: New development must not cause the level of service to drop below the City's adopted minimums. If a development causes the level of service to drop below an adopted minimum, a permit will not be issued allowing the new development until the City has assurances that the level of service will be maintained. Other public facilities will be monitored by the City as development occurs. Provision of these public facilities will be evaluated against applicable codes and levels of service per local, state, and federal requirements.

Policy CF1D

If necessary public facilities are not already provided at the 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:

1. Provide the public facilities and improvements,
2. Delay development until public facilities and improvements are available; or,
3. Modify the proposal to eliminate the need for public facilities and improvements. (Modification may include reduction in the number of lots and/or project scope.)

Discussion: Should a development cause level of service to go below the established minimum, then options do exist that may allow development to proceed at some point in time.

Policy CF1E

Exempt the following development from concurrency requirements:

1. Development "vested" in accordance with RCW 19.26.095, 58.17.033, or 58.17.170,
2. Expansions of existing development that were disclosed and tested for concurrency as part of the original application; and,
3. Development that creates no additional impact to public facilities.

Discussion: Concurrency requirements do not apply to vested developments. (Vested developments are those projects entitled to develop under the regulations that were in effect when application was made. Washington State courts and the legislature have defined "vested rights" and these continue to evolve.) Additionally, phased developments can be tested once for all phases, allowing construction to proceed thereafter without the need to revisit concurrency.

Policy CF1F

Evaluate needed improvements to the City's public facilities on a biannual basis.

Discussion: Public facilities must be kept in good repair and need to be maintained or expanded as the City grows. Well-maintained facilities with appropriate capacity contribute to quality of life. The City should evaluate the condition of public facilities and determine needed repairs (non-capacity projects). Additionally, the City should biannually assess expansion needs based on projected growth (capacity projects). This will assist in the timely identification of improvements needed to achieve minimum LOS standards.

FINANCIAL FEASIBILITY

GOAL CF2

Provide needed public facilities within the City's ability to fund or within the City's authority to require others to provide.

Policy CF2A
Require new development to fund a fair share of costs to provide services for growth generated by that development.

Discussion: New development creates impacts upon public facilities and should be responsible for bearing its fair share of costs. Impact fees are one possible source to fund certain public facilities for new growth. However, impact fees cannot be used to pay for existing deficiencies. Other funding sources must be used to pay for existing system deficiencies.

Policy CF2B
Review project costs scheduled in the City's Capital Facilities Plan so that expected revenues are not exceeded.

Discussion: Financial feasibility is required for scheduled capital improvements that support new developments. Revenue estimates and amounts must be realistic and probable. Revenues for transportation improvements must be "financial commitments" as required by the GMA. A financial commitment is one sufficient to finance the public facility and to provide reasonable assurance that the funds will be used for that purpose.

Policy CF2C
Consider life cycle costs when making capital facilities purchases.

Discussion: Capital facilities acquisition often focuses on purchase cost. However, a need also exists to focus on facility maintenance and operation costs and/or depreciation. Capital facility purchases commit the City to an operation and maintenance program. Sound financial practices are necessary when considering capital facility purchases, especially given other existing or anticipated long-term life cycle cost commitments.

Policy CF2D
Provide public facilities and services that the City can most effectively deliver, and contract for those best provided by other public entities and the private sector.

Discussion: Certain public facilities and services are provided to the City by other public entities through contracts or other agreements. The City will regularly evaluate and monitor each service provider's quality of service and rates. The City may study the feasibility of directly owning and operating these public facilities and services should concerns arise.

Policy CF2E
Help residents develop Local Improvement Districts (LIDs) and Utility Local Improvement Districts (ULIDs) and consolidate them to save administrative costs

Discussion: A process exists, mandated by State Law, to approve and implement LIDs and ULIDs. This process is often lengthy and consumes considerable staff time and resources. Rather than possibly pursuing separate LIDs and ULIDs within a geographic area, the City should anticipate other LID and ULID improvements in the area and help residents implement them under one LID formation process.

COORDINATION WITH THE COMPREHENSIVE PLAN, OTHER PLANS, AND OTHER POLICIES

GOAL CF3

Implement the Capital Facilities Element in a manner that is consistent with other applicable plans, policies, and regulations. This includes, but is not limited to, the Growth Management Act (GMA), Pierce County County-Wide Planning Policies (CPP's), other Comprehensive Plan Elements, and plans of other regional entities, adjacent counties, and municipalities.

Policy CF3A

Ensure public facility improvements that are consistent with the adopted land use plan map and other comprehensive plan elements.

Discussion: The GMA requires internal consistency between the Capital Facilities Element (CFE) and other comprehensive plan elements. Consistency is essential because the cost and long life of capital facilities sets precedent for location and intensity of future development. Consistency is also important because the CFE implements other comprehensive plan elements. The CFE serves as a catalyst for financing key proposed projects, and establishes a process to balance competing requests for funds.

Policy CF3B

Reassess the Land Use Element if funding for concurrent capital facilities is insufficient to meet existing needs.

Discussion: The Comprehensive Plan needs to continually be reassessed to determine whether or not projected capital facilities funding is sufficient to meet existing needs. If probable funding for capital facilities is insufficient to meet existing needs, then plan elements will be reassessed. At a minimum, this includes reassessment of the land use element to evaluate whether the growth projected in the land use element can realistically be achieved given expected capital facilities funding. Additional options include re-evaluating projected funding, alternative sources of funding, and level of service standards.

Policy CF3C

Amend the six-year Capital Facilities Plan (CFP) at least once every two years.

Discussion: So that financial planning remains current with changing conditions, development trends, and the economy, the six-year CFP should be amended on a relatively short-term basis. The Department of Community Trade and Economic Development (DCTED) recommends that the six-year CFP be updated at least every two years to accomplish this purpose.

Policy CF3D

Implement the Capital Facilities Element consistent with the requirements of the adopted Pierce County County-Wide Planning Policies (CPP's), the GMA, and other relevant plans.

Discussion: The CPP's 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.

SITING FACILITIES

GOAL CF4

Locate capital facilities for maximum public benefit while minimizing negative impacts.

Policy CF4A
Site public facilities to minimize impacts on residential neighborhoods and sensitive environmental areas.

Discussion: Like other development, public facilities may impact surrounding land uses and environmentally sensitive areas. Techniques to minimize negative impacts include: completing the environmental review process, conforming with code requirements related to landscaping, setbacks, buffering etc., and avoiding sensitive areas whenever reasonably possible (i.e. designing public roads to avoid sensitive areas).

Policy CF4B
Acquire and locate public facilities to create multiple use opportunities and support business areas where appropriate.

Discussion: Certain public facilities support multiple uses. For instance, public facilities may have meeting rooms available for use by community groups and private parties. Accessible areas should be considered when acquiring and siting public facilities. Further, certain public facilities attract people to an area and promote adjacent business development. This provides a convenience to the public while also fostering economic development and promoting Commute Trip Reduction policies.

Policy CF4C
Encourage adaptive reuse of existing buildings as community facilities when possible.

Discussion: Where feasible and if appropriate, the City will consider adaptive reuse of existing buildings as community facilities. Certain buildings may become notable community landmarks. In such cases, adaptive reuse should at least initially be considered 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.

Discussion: Inter-jurisdictional coordination is a fundamental GMA concept. Certain capital facilities are linear in nature and pass through more than one jurisdiction. These facilities often require significant inter-jurisdictional coordination. Other capital facilities may be site specific but regional in nature. These capital facilities serve a population beyond City limits and may have a disproportionate financial burden on the jurisdiction where sited. These facilities also require considerable coordination and may have specific siting criteria.

ESSENTIAL PUBLIC FACILITIES

GOAL CF5

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 of State-wide, County-wide, and local essential public facilities.

Discussion: Essential public facilities are capital facilities typically difficult to site. The GMA requires that no local comprehensive plan may preclude the siting of essential public facilities.

Essential public facilities may be drawn from three sources:

a) the State list,

b) the County-wide list; and,

c) the City list.

The City of University Place will identify essential public facilities of a State-wide nature as defined by the Washington State Office of Financial Management (OFM) list. The Pierce County County-Wide Planning Policies (CWPP) and the Pierce County Comprehensive Plan policies will be used as guidance to identify County-wide essential public facilities. City essential public facilities will be identified using, at a minimum, criteria recommended in WAC 365-195-340 (2)(ii)(C).

Policy CF5B

Adaptively manage the process for siting and permitting essential public facilities to insure the public is protected from adverse impacts.

Discussion: Adaptive management involves the monitoring of processes and outcomes to determine if they are achieving their purpose and to modify the process if necessary to achieve the desired outcome. By definition, essential public facilities are difficult and controversial to site due to negative impacts associated with these facilities. An intensive public involvement process, analysis and appropriate mitigation are needed before an essential public facility can be sited. The process needs to be dynamic in order to adapt to changing conditions and technologies.

Policy CF5C

Actively monitor and participate in siting of essential public facilities in other parts of the County that may have an impact on University Place.

Discussion: The siting of essential public facilities in a neighboring jurisdiction or in the County may have an adverse impact on facilities and services and the citizens of University Place. By monitoring proposals to site essential public facilities, the City will be better prepared to mitigate and seek mitigation for any associated impacts.

SPECIFIC FACILITIES

GOAL CF6

Address specific public facilities and service issues.

The following policies address specific public facilities and services.

TRANSPORTATION

Policy CF6A

Maintain a level of funding needed to achieve the adopted level of service.

Discussion: Level of Service for transportation facilities is a measure of congestion and delay at intersections and on roadway segments. The safety of a community, quality of life, and the ability to attract and maintain a viable business community are all dependent on maintaining quality transportation facilities.

Policy CF6B

Provide for pedestrian, bicycle and other transportations facilities that improve livability and reduce dependence on the automobile.

Discussion: Other transportation facilities including but not limited to pedestrian and bicycle facilities, sidewalks, attractive streetscapes, streetlights and street furniture encourage alternative modes of transportation, contribute to a safer environment and enhance quality of life.

SEWER

Policy CF6C
Make sewers available to all properties in 20 years.

Discussion: The City's vision is that the entire City has access to sewers. There are several areas of the City where sewers are not currently available. For the purpose of this policy "available" means within 300 feet of all properties allowing individual property owners to extend the sewer line or hook up for a reasonable cost. However, the costs and State laws regarding formation of Utility Local Improvement Districts makes it difficult to provide sewers. The City and sewer providers need to work together on creative solutions if the vision is to be achieved. The established level of service may need to be adjusted in the future to reflect the financial ability to provide the service.

Policy CF6D
Work with Pierce County Public Works and Utilities, the City of Fircrest, and the City of Tacoma to develop a phased plan to offer sewer service to remaining areas without sewers. Give priority to areas with failing or aging septic systems.

Discussion: Many areas in the City still remain without sewers. The absence of a sanitary sewer system can create health concerns, particularly when an aging septic system fails. Providing immediate sanitary sewer in direct response to a septic tank failure is not often feasible. The City needs to work with the Pierce County Public Works and Utilities, the City of Fircrest, and the City of Tacoma to develop a phased sewer plan which directs improvements to remaining areas without sewers.

Policy CF6E
Encourage properties to hook up to sewers if they are currently available and require new development to connect to sewers.

Discussion: There are numerous properties where sewers are available to the property but not connected or required to connect to the sewer system. Connecting these properties will help alleviate long term environmental problems when septic systems fail or groundwater becomes contaminated. If more properties hook up to sewer systems when sewers are installed, sewer providers will be more likely to install facilities based on future revenue.

STORMWATER/DRAINAGE MANAGEMENT

Policy CF6F
Incorporate best management practices in the development of storm water regulations, addressing stormwater quality, quantity, erosion prevention, and minimizing downstream impacts of runoff.

Discussion: Flooding in University Place has been a concern. Following incorporation, the City of University Place assumed responsibility for the stormwater drainage management system. While many flooding difficulties have been addressed, new development will place additional strain on the existing stormwater system. To avoid creating new problems and to avoid previously existing problems from re-emerging, state of the art stormwater/drainage facilities will need to comply with regulations developed using the best management practices.

Policy CF6G
Maintain the existing storm drainage system to prevent blockage and backups.

Discussion: The City needs to review and program maintenance into its budget to help ensure that stormwater systems function effectively, especially as the City relies in part on natural creeks for the drainage system. Blockage can result from silt, vegetation, trees, and other debris within the drainage course. Facilities maintenance, as well as enforcement of the City's regulations, can reduce and prevent blockage related problems to the existing drainage systems.

Policy CF6H
Implement the adopted Comprehensive Storm Drainage Plan that identifies existing flooding problems and includes a strategy to make improvements.

Discussion: To address existing and potential future flooding problems, the City should implement the adopted Comprehensive Storm Drainage Plan. This plan identifies existing flooding problems, the causes, and includes a programmed strategy to address the problems, funding opportunities, and establishing best management practices to minimize development impacts is also important.

CITY HALL AND RELATED FACILITIES

Policy CF6I
Expand City Hall facilities to accommodate staff, changes in technology, improved customer service, and public assembly.

Discussion: The City Hall facility was expanded in 1999 by adding a new Council Chamber and making significant upgrades to existing facilities. Additional improvements have been made to improve customer service and efficiency. The City needs to continue to update City Hall facilities to accommodate changes in technology and customer service needs.

PARKS AND RECREATION

Policy CF6J
Maintain a safe, attractive, enjoyable and diverse park system that meets the needs of residents, business, and visitors consistent with the adopted Parks, Recreation and Open Space Plan and goals and policies in the Parks, Recreation and Open Space Element.

Discussion: Since incorporation, the City has developed a new recreation program involving substantially greater numbers of participants. The City has also acquired park lands and open space in accordance with an adopted Parks Recreation and Open Space Plan (adopted as an appendix to this Comprehensive Plan). There is also a Parks, Recreation and Open Space Element to this Comprehensive Plan. The City will pursue the plans, goals, and policies of these documents.

POLICE

Policy CF6K
Provide and enhance public safety to meet the community's needs.

Discussion: The City of University Place contracts for law enforcement with Pierce County Sheriffs Department. The City will work closely with the County to pursue and implement programs that improve and enhance public safety and to retain police facilities within the City.

FIRE PROTECTION

Policy CF6L
Work with the Fire District to maintain a level of service that meets industry standards for fire suppression and emergency services.

Discussion Although the City does not control Fire District resources, the City needs fire suppression and emergency services to be maintained as the City grows and to comply with the GMA.

LIBRARY

Policy CF6M

Work with the Pierce County Library to maintain a level of service that meets industry standards.

Discussion: Like the Fire District, the City does not control Library District resources. Although not as important to the health and safety of our citizens, the City needs to ensure that library facilities and services keep up with demand as the City grows.

SCHOOLS

Policy CF6N

Coordinate with the School Districts to facilitate the provision of quality education and facilities for students. Consider adopting an impact fee ordinance.

Discussion: The City has three School Districts within its boundaries. The University Place District serves the majority of the City. Tacoma serves the southeast area of the City, east of 67th Avenue West and south of 48th Street West. Steilacoom has only a small area in the southwest corner along Chambers Creek Road. The City can work with school districts through communication with school district officials on issues of mutual interest. This includes school facility location, impacts of new development, impacts of school facilities and activities on the community, population and growth projections, and parks and recreation programming. The City will also consider adoption of an impact fee ordinance to mitigate demands of new development.

Policy CF6O

Involve Private Schools in the City while planning educational resource needs.

Discussion: Although many of the students attending private schools in University Place, live outside the City limits, many others are citizens of the City and those must be factored in when planning for future needs associated with growth.

CAPITAL FACILITIES ELEMENT BACKGROUND INFORMATION

The adequate provision of public facilities and services is one of the central themes to the Washington State Growth Management Act (GMA). For University Place residents, maintaining adequate roads to manage congestion, adequate drainage facilities to minimize flooding, adequate schools to avoid overcrowding, and developing a sound park system to provide accessible recreational opportunities typify how public facilities and services relate directly to the community's quality of life. This element addresses these and other public facility and service needs.

Washington State Growth Management Act (GMA)

The Capital Facilities Element (CFE) is mandated by the Washington State Growth Management Act (GMA). The GMA requires cities and counties to approve and maintain a Capital Facilities Element consisting of: 1) an inventory of existing capital facilities owned by public entities, showing their locations and capacities; 2) a forecast of future needs for such capital facilities; 3) the proposed locations and capacities of expanded or new capital facilities; 4) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and; 5) a requirement to reassess the land use element if funding falls short of meeting existing needs and to ensure that the land use element, capital facilities element, and financing plan within the capital facilities element are coordinated and consistent.

The City's CFE also contains goals and policies to guide and implement the provision of adequate public facilities. Overall, this element fulfills the GMA requirement for capital facilities planning. In addition, the CFE serves as a basis for sound city management and establishes grant and loan eligibility.

To keep the CFE an effective decision-making document, the City should update the Capital Facilities Plan (CFP) at least every two years. The update will be conducted simultaneous with the City's annual budget process in order to incorporate the updated CFP into the budget.

Concurrency

GMA Goal 12 seeks to ensure that public facilities and services shall be adequate to serve new development upon occupancy and use, without decreasing current service levels to the rest of the community below locally established standards.

This concept is generally known as concurrency (also called adequate public facilities). The GMA requires concurrency for transportation facilities. The identification of additional public facilities subject to concurrency is left to the discretion of the local jurisdiction, although the Department of Community, Trade, and Economic Development (CTED) recommends that concurrency apply to potable water and sanitary sewer. Local jurisdictions adopt concurrency management ordinances to implement concurrency programs and ensure that adequate capacity is available to serve development.

Level of Service (LOS)

In preparing a Capital Facilities Element, a key decision is establishing level of service (LOS) standards for 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 some facilities and services, and contracts for others. Some facilities and services are provided by special districts, by other public agencies, or by private providers. Tables 5-1 and 5-2 list Capital Facilities and services, indicates who is the provider(s) and level of service measurements.

Table 5-1 City Owned & Operated Facilities and Contracted Services

Capital Facility/Service	Provider	Level of Service Measurement
Transportation	City	Delay at Intersections / Road Capacity
Surface Water Management	City	Water Quantity / Quality
Parks & Recreation	City	Acres / 1000 Population
Municipal Facilities	City	Building Area / 1000 Population.
Police	City Contract	Response Time
Courts	City Contract	Cases / Population

Table 5-2 Facilities and Services Provided by Others

Capital Facility/Service	Provider	Level of Service Measurement
Sewer	Pierce County	Availability
Water	City of Tacoma	Gallons per User & Quality
Schools	School District	Class Size
Library	Library District	Building Area / 1000 Population
Fire	Fire District	Response Time
Transit	Transit Authority	Ridership

CITY OWNED & OPERATED AND CONTRACTED FACILITIES & SERVICES

Transportation

Although principally a residential community, traffic congestion is a concern in University Place. Traffic inside and outside of the City will increase over the planning period, even with increased use of other forms of transportation including transit, bicycle, and pedestrian. The section provides a summary of improvements planned to accommodate projected growth while maintaining adopted level of service, a level of service that takes into account delay at intersections and on road segments, congestion in general, and safety.

The Transportation Element of this Comprehensive Plan addresses the inventory, future needs, proposed locations/capacities, and six-year funding plan for transportation. It also establishes a level of service for intersections and arterial segments. *Please refer to the Transportation Element for details.*

Level of Service

In Transportation Planning, Level of Service (LOS) standards describe both the operational conditions within traffic flows and the perception of these conditions by motorists. Each LOS describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e., number of vehicles per mile). The LOS grading ranges are A to F, where LOS A describes conditions when no delays are present and low volumes are experienced. A LOS of E represents an "at capacity" condition under which no more vehicles could be added to the intersection or road segment without a breakdown in traffic flow. LOS F indicates long delays and/or forced traffic flow. In most jurisdictions in the Puget Sound region and in University Place, LOS D or better is the adopted Level of Service.

Inventory (Existing Facilities)

The major arterials, secondary arterials, and collectors in the University Place area form 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:

(1) South Orchard Street, a major north-south arterial traveling between the cities of Fircrest, Tacoma, and University Place;
(2) 67th Avenue West, a secondary north-south arterial between Bridgeport Way on the South and 44th and the north City limits;
(3) Bridgeport Way West, the primary north-south major arterial that runs through the City's Town Center and provides a route to SR 16 to the north and I-5 to the south; and,
(4) Grandview Drive West located on the west side of University Place and classified as a minor arterial between 64th Street West and 27th Street West.

Key east-west roadways from north to south within the grid system include:

(1) South 19th Street, an collector arterial located on the northern boundary of University Place, where the centerline provides the boundary with the City of Tacoma;
(2) South 27th Avenue West/Regents Boulevard, a major arterial between 67th Avenue and Bridgeport Way;
(3) 40th Street West is a secondary arterial with two lanes between Olympic Boulevard and Sunset Drive, three lanes between Sunset and Bridgeport Way, and four lanes between Bridgeport and Orchard Street;
(4) Cirque Drive West, providing a connection between residential areas on the west side of University Place to Interstate 5 to the east; and
(5) Chambers Creek Road/64th Street West, a secondary arterial on the south side of University Place.

Future Needs

The area's projected population and employment growth provides a basis for estimating the growth in travel. Population growth generally results in more trips by residents in the area and employment growth generally results in more trips to offices, retail shops, schools, and other employment or activity centers. To estimate future traffic volumes resulting from growth, computerized travel demand models are commonly used. Overall, the City of University Place's traffic forecast is based on a year 2017 forecast of 15,137 households and 7,361 employees. These forecasts rely on PSRC Traffic Analysis Zones (TAZ's) data within and immediately around the City of University Place.

Daily traffic volume along Bridgeport Way West, between 40th Street West and Cirque Drive West is projected to increase to 29,700 trips. Estimated year 2017 volumes on other arterials throughout the City range from 2,400 Average Daily Trips (ADT) to 18,400 ADT.

Proposed Locations/Capacity

As population increases, the level of service is expected to decline at all intersections between 1997 and 2017. In 1997, there were no intersections operating at either LOS E or F. However, by year 2017 two intersections are expected to decline to an LOS of F. Both intersections are already signalized. These two include:

(1) 67th Avenue/40th Street West: This intersection will require installation of a westbound right turn pocket which would improve the intersection to LOS D; and

(2) Orchard Street/Cirque Drive: Installation of a westbound right turn pocket would improve the intersection to LOS D. The west leg of this intersection is within the City of Tacoma. Improvements to this arterial segment would either be the responsibility of the City of Tacoma or a joint project between Tacoma and University Place.

A number of arterial segments will experience a LOS reduction between 1997 and 2017. However, by the year 2017, only two arterial segments are expected to operate at LOS E or F assuming no improvements. These two include:

(1) South 19th Street from Sunset Drive to Bridgeport Way West. Widening 19th Street to three lanes would effectively address the projected year 2017 LOS E capacity deficiency to LOS A. Portions of this right of way, however, are owned by the City of Tacoma. University Place has shared (centerline) ownership in some areas segment; and

(2) 40th Street West from 67th Avenue West to Alameda Avenue West. The installation of a westbound right turn pocket at this intersection will provide sufficient capacity increase on 40th Street West so that additional roadway improvements will not be necessary. Installation of this improvement will achieve a LOS of B, compared to LOS F if no improvements were made. This arterial segment is in the City of Fircrest and would have to be constructed as either a City of Fircrest project or as a joint project between Fircrest and University Place.

Financing Plan

In addition to projects that are designed to address capacity and LOS, non-capacity improvements are also planned. Capacity improvements are those locations that will require infrastructure upgrades to meet GMA concurrency. Non-capacity improvements address functional classification changes, roadway maintenance and design upgrades, circulation improvements, and safety.

Table 5-3 identifies funding allocations for transportation improvements during the next 6-years. Improvements to meet LOS requirements are scheduled beyond the current 6-year timeframe.

Table 5-3 2003–2008 Transportation and Stormwater Capital Improvement Plan

Funding Sources	2003	2004	2005	2006	2007	2008	Total
Beginning Fund Balance	$956,027	$889,918	$992,521	$1,592,885	$1,717,039	$2,414,037	$8,562,427
General Fund	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$900,000
Debt Service	$100,000	$100,000	$100,000	$100,000	$100,000	$100,000	$600,000
Street Fuel Tax	$217,511	$220,784	$226,123	$231,272	$235,480	$241,194	$1,372,364
Surface Water Management	$1,057,542	$1,086,291	$1,117,019	$1,148,202	$1,179,815	$1,211,827	$6,800,696
TEA 21						$519,000	$519,000
Bridgeport Grants	$49,089	$294,533	$2,000,000		$3,000,000	$4,019,000	$9,362,622
Leach Creek Grant	$713,000						$713,000
Interest Inc.	$33,750	$33,750	$33,750	$33,750	$33,750	$33,750	$202,500
Other	$335,000		$300,000				$635,000
Total Funds	$3,611,919	$2,775,276	$4,919,413	$3,256,109	$6,416,084	$8,688,808	$29,667,609
Projects	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**Total**
Bridgeport Way	$56,750	$340,500	$2,000,000		$3,000,000	$4,900,000	$10,297,250
Cirque Drive	$410,000						$410,000
64th Street	$350,000						$350,000
27th Street						$2,800,000	$2,800,000
Sewers	$69,063						$69,063
Neighborhood Projects	$152,000	$154,040	$156,121	$158,243	$160,408	$162,616	$943,428
Street Lighting	$35,000						$35,000
Surface Water Projects	$883,000	$456,500	$342,300	$546,200			$2,228,000
Overlay Program	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$1,200,000
Subtotal Projects	$2,155,813	$1,151,040	$2,698,421	$904,443	$3,360,408	$8,062,616	$18,932,741
Expenses	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**Total**
Personnel	$177,462	$186,335	$195,651	$205,434	$215,706	$226,491	$1,207,079
Contingency	$110,000	$170,000	$170,000	$170,000	$170,000	$147,030	$937,030
Debt Service	$278,726	$275,381	$262,456	$259,193	$255,933	$252,671	$1,584,360
Subtotal Expenses	$566,188	$631,716	$628,107	$634,627	$641,639	$626,192	$3,729,469
Total Expenses	$2,722,001	$1,782,756	$3,326,528	$1,539,070	$4,002,047	$8,688,808	$22,661,210
Balance	$889,918	$992,520	$1,592,885	$1,717,039	$2,414,037	$0	$7,006,399

Surface Water Management
The City of University Place is located in the Chambers - Clover Creek Watershed Resource Inventory Area 12 or (WRIA 12). The WRIA is made up of several watersheds and numerous sub-watersheds. University Place is located in portions of two watersheds, the Chambers Bay and the Tacoma West Watersheds. Within each of the two watersheds there are several sub-watersheds. A map of these watersheds is included in the Comprehensive Storm Drainage Plan incorporated by reference and attached as Appendix C. Surface Water Management (SWM) Facilities convey stormwater in each of these watersheds either to Chambers Creek or directly to Puget Sound.

Level of Service
In 1997 the City of University Place adopted the King County Surface Water Design Manual (KCSWDM) as its standard for development and level of service. The KCSWDM sets forth the City's minimum drainage and erosion control requirements. The City's Public Works Standards supplement these requirements. Standards require that new development be able to adequately handle storm events. The City encourages use of open vegetated channels to convey storm water when possible.

Inventory
The City manages 32 holding ponds. There are also several private holding ponds within the City. Other storm water is conveyed to retention facilities via ditches and subsurface storm drainage pipes. Most of the City's SWM sites are small isolated parcels located within or adjacent to residential subdivisions and/or along drainage corridors at intersections with area roadways. **Figure 5-1** shows the City's storm drainage facilities.

A more detailed inventory of storm drain facilities within the City is on file with the City's Department of Public Works. A system inventory is also contained in the Comprehensive Storm Drainage Plan adopted in 1998 and incorporated into this Comprehensive Plan as Appendix C.

Future Needs
The City's adopted Comprehensive Storm Drainage Plan identifies problems in the City's drainage infrastructure and receiving waters. Recommended improvements are itemized and identified by the following watersheds: Leach Creek Basin, Soundview Basin, Crystal Springs Basin, North Day Island Basin, Day Island Lagoon Basin, and Chambers Creek Basin.

The recommended improvements are directed at correcting both existing problems and to accommodate the effects anticipated from future growth of the City. Recommended improvements include relieving flooding, controlling erosion in streams, and protecting water quality. The improvements consist of storm drain pipelines, culverts, detention facilities, and stream channel restoration. The improvements consist of both construction of new facilities and restoring existing facilities to their design capacity.

In addition to recommended capital improvements, the Comprehensive Storm Drainage Plan includes discussion on maintenance and operation needs. The Drainage Plan also discusses non-structural recommendations such as public education, monitoring and investigations, and spill containment and response.

Proposed Location and Capacities
Installation of new facilities is often done in response to specific development. The City requires all new development to comply with the standards set forth in the King County Surface Water Management Design Manual guidelines (KCSWMDM). As noted earlier the City adopted these guidelines as its LOS.

Table 5-3 includes storm water capital facilities planned in the next 6 years. The schedule and funding for these facilities may change in order to maintain an adequate level of service.

Six-Year Funding Plan
The City maintains a Surface Water Management Fund. This fund was established to administer and account for all receipts and disbursements related to the City's surface and storm water management system. All service charges are deposited into this fund for the purpose of: 1) paying all or part of the cost and expense of maintaining and operating surface and storm water management facilities; 2) paying all or part of the cost and expense planning, constructing, and improving any such facilities; or 3) paying or securing the payment of all or any portion of any general obligation or revenue bond issued for such purposes. The SWM fund is organized into two supporting divisions: Engineering, and Maintenance and Operations.

The primary revenue sources for the surface water management fund are: 1) surface water management fund; 2) interest earnings; and, 3) beginning fund balance. The primary expenditures are: 1) design, construction, and inspection of public surface water capital improvement projects; and, 2) maintenance program for the current system.

In 1998 the City Council increased storm water utility rates so that improvements identified in the Comprehensive Storm Drainage Plan could be addressed.

Parks and Recreation
The City of University Place owns and operates its Parks and Recreation system. In 1997, the University Place City Council adopted a Parks, Recreation, and Open Space Plan. The Comprehensive Plan adopts the Parks and Recreation Plan by reference (Appendix B). The adopted Parks, Recreation, and Open Space Plan details the City's existing park improvements, future needs, proposed park acquisition and developments (including trails), existing and proposed levels of service (LOS), and a six-year capital facility program through the year 2003. The Parks, Recreation, and Open Space Plan also identify open space corridors useful for wildlife habitat, trails, and recreation consistent with RCW 36.70A.160.

The following summarizes the findings of the adopted Parks, Recreation, and Open Space Plan. For detailed information please refer to the Plan.

Level of Service
The adopted City of University Place Parks, Recreation, and Open Space Plan found that National Recreation and Park Association Standards recommend providing approximately 34.45 acres of all types of park land per every 1,000 persons in the population. The 34.45 acres are broken down into conservation areas, playgrounds and play fields, and other park facilities.

By comparison, in 1997 University Place owned 41.4 acres of park land or about 1.44 acres per 1,000 persons. All public agencies, including Pierce County and the University Place School District, own more that 600 acres with park, recreation, and open space potential or about 20.92 acres per every 1,000 persons. All public and private agencies combined own about 745.4 acres of land, or about 25.93 acres per every 1,000 persons within the City, hereafter referred to as the "combined level of service."

The adopted City of University Place Parks, Recreation, and Open Space Plan recommends a level of service of 31.68 acres of park land per 1000 persons, closer to the national average of 34.45 acres per 1000 persons.

Inventory
As noted above, the City of University Place, Pierce County, the University Place School District, and private agencies have assembled over 745.4 acres of land with park, recreation, and open space uses within the City limits.

The City of University Place owns 15 properties with approximately 86 acres of land available for public use. These are identified in **Table 5-4**.

Table 5-4 City Owned Properties Available For Public Use

1. Day Island Surface Water Management (SWM)	2.50 acres
2. Sunset Terrace Park	2.25 acres
3. Adriana Hess Wetland Park*	2.00 acres
4. Curran Apple Orchard	7.33 acres
5. Woodside Pond Nature Park	3.59 acres
6. Leach Creek Open Space	13.00 acres
7. Conservation Park	1.5 acres
8. Chambers Crest Wildlife Habitat	7.5 acres
9. Senior Center	2,800 sq. foot building on 0.5 acres
10. Colgate Park	11. 0 acres
11. City Hall - Administration (part of overall site)	0.5 acres
12. Bridgeport Way and Cirque Drive*	23.0 acres
13. Homestead Park*	5.5 acres
14. Pemberton Creek Open Space	4.9 acres
15. Brookridge Trail Easement	1 acre
TOTAL	**86.07 acres**

Figure 5-2 identifies the location of these properties.

Future Needs
In 1997 when the Comprehensive Plan was adopted, population was projected to increase by 4,340 people by 2017. This meant that in order to maintain the existing level of service of 1.44 acres of park land per 1000 person, the City would need to acquire 6.25 acres of parkland by 2017. If the City were to maintain the combined level of service, an additional 112 acres of parkland would be needed by 2017. To achieve the recommended level of service, an additional 315.9 acres would be required.

During the first six-years following adoption of the Comprehensive Plan and the Parks, Recreation, and Open Space Plan, the City grew by 1,035 people an increase of 3.47%. Park land owned by the City increased by 45.5 acres or 53%. To achieve the recommended level of service, an additional 270 acres are required.

The forecasted population will create additional requirements for all types of lands, but particularly for resource conservancies and athletic fields and playgrounds, if the existing LOS is retained.

Proposed Location and Capacities
After adopting the Park, Open Space, and Recreation Plan in 1997, the City purchased the Homestead Park, adjacent to City Hall and the 22 acre Bridgeport Way/Cirque Drive site. Additional properties under consideration include five acres south of the Bridgeport Way - Cirque Drive site and 5-acres known as the Kobiashi property at the confluence of Leach Creek and Chambers Creek. Other properties and facilities improvements, to achieve the recommended level of service, are included in the adopted Parks, Recreation, and Open Space Plan (Appendix (B).

The primary emphasis of the capital improvement plan is the development of improvements to the park site at Bridgeport Way and Cirque Drive. Planning improvements include soccer, softball and baseball fields, a playground, volleyball court, an amphitheater, skate board park, BMX track, pedestrian trails and open space.

Six-Year Funding Plan
Table 5-5 is the City of University Place six-year parks and recreation capital facilities plan (CFP).

A variety of funding sources including general fund dollars, utility and real estate excise taxes, impact fees, and general obligation bonds will be used to generate revenue for park acquisitions and improvements during the next six years. Although a number of grant opportunities are available these sources cannot be depended on. Funds awarded in grants may be used to develop more park facilities sooner.

Table 5-5 2003–2008 Parks & Recreation Capital Improvement Plan

Funding Sources	2003	2004	2005	2006	2007	2008	Total
Beginning Fund Balance	$250,000	$95,292	$20,484				$365,776
General Fund	$150,000	$150,000	$150,000	$150,000	$150,000	$150,000	$900,000
2nd ¼ % REET	$280,000	$282,750	$285,528	$288,333	$291,166	$294,028	$1,721,805
Impact Fees	$50,000	$50,000	$25,000	$25,000	$25,000	$25,000	$200,000
Interest Earnings	$28,900	$9,000	$9,000	$9,000	$9,000	$9,000	$73,900
Facility Leases	$37,200	$37,200	$15,600				$90,000
Total Funds	$796,100	$624,242	$505,612	$472,333	$475,166	$478,028	$3,351,481
Projects	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**Total**
Cirque Bridgeport Park Improvements	$250,000	$271,054	$300,000				$821,054
Curran Park Improvements	$5,000	$35,000					$40,000
Homestead Park Improvements	$91,000	$90,000					$181,000
Bridgeport Greenway	$10,000	$10,000					$20,000
Kobayashi Property Acquisition	$150,000						$150,000
Subtotal Projects	$506,000	$406,054	$300,000				$1,212,054
Other Expenses	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**Total**
Personnel	$190,100	$197,704	$205,612	$213,836	$222,390	$231,285	$1,260,927
Contingency	$4,708			$258,497	$252,776	$246,743	$762,724
Subtotal Expenses	$194,808	$197,704	$205,612	$472,333	$475,166	$478,028	$2,023,651
Total Expenses	$700,808	$603,758	$505,612	$472,333	$475,166	$478,028	$3,235,705
Balance	$95,292	$20,484	$0	$0	$0	$0	$115,776

Municipal Facilities

The City maintains three municipal facilities: City Hall at 3715 Bridgeport Way, Public Works Operations at 4951 Bristonwood Drive, and the Senior Center at 2534 Grandview Drive. Three additional facilities, a community center, aquatic center and a performing arts center, as well as improvements to City Hall will be considered to increase existing level of service.

Inventory

City Hall: The City's general administrative functions are located on a 2.4-acre property located on the east side of Bridgeport Way West at 37th Avenue West. The City purchased a shopping center complex, Windmill Village, in 1996 to provide space for City Hall, Council Chambers, and other administrative functions. Not all of the buildings in Windmill Village are dedicated to City functions. The City leases all or part of buildings for restaurants, retail, and service uses, which provide revenue.

The City Hall facilities were remodeled and expanded during 1998 and 1999. This included increasing administrative office space, as well as the space in the City Council Chambers and improving the integration of the City Hall building with the adjacent Homestead Park.

Additional land adjacent to City Hall was purchased for a park and other facility needs in 1997.

Public Work Shop: The maintenance and operation functions of the Public Works Department are carried out from the Public Work Shop located at 4951 Bristonwood Drive. The 6,200 square foot shop, built in 1998, is on a 3.77 acre site. The shop building includes administrative offices, service bays, and a lunchroom/training facility. Maintenance vehicles and supplies are stored in covered and uncovered areas on the site.

Senior Center: The City's 2800 square foot Senior Center was originally the offices of the University Place Park District. Following the City's acquisition of the Park District, the senior center was remodeled and new kitchen facilities added.

Future Needs

The Public Works Shop and Senior Center are currently adequate for present needs and can accommodate a moderate increase in staff, though none is planned. Modifications and improvements are ongoing at all facilities, particularly at City Hall as it is adjusted to staffing arrangements. A large-scale expansion of services would necessitate additional space.

Financing Plan

Facility improvements, including on-going maintenance and minor modifications, are funded through General Fund allocations made during in each budget.

Public Safety

The City of University Place contracts with Pierce County for its Police, Court, and Jail services.

Level of Service
The Police maintain a minimum of three officers on duty at all times and have as many as five officers during periods of peak demand. The City's contract includes provision of additional Pierce County resources during emergencies. The City has low crime rates and, therefore, bases level of service on response time rather than number of officers per population.

Inventory
The City currently leases space from the University Place Fire District for Police facilities. This space, built in 2001, was designed specifically for Police use. The facilities are adequate for current and anticipated future needs. There is no plan for building additional facilities.

Pierce County Court #1 serves University Place citizens. The criminal division is located at 930 Tacoma Avenue South, Tacoma, and the civil and the infraction division is located at 1902 96th Avenue South, Tacoma. Under the City's contract, the Court must handle all University Place court needs. Any facility expansion is in Pierce County's discretion, but none is planned.

The Pierce County Detention and Corrections Center is a medium/maximum custody facility that consists of two buildings, the main jail and the jail annex, confining over 1,250 inmates. It is located at 910 Tacoma Avenue South, Tacoma, and must handle all University Place jail needs. Pierce County is responsible for all facility construction and expansion.

Future Needs
There are no facility expansions needed or planned for police and courts. An addition to the Pierce County Detention and Corrections Center is currently under construction and scheduled for completion by the spring of 2003. The new facility will add capacity for 500 beds. Over-crowding has been and will continue to be a problem, resulting in the early release of a few University Place convicts. In 2001, only six to seven jail days were not served.

Financing Plan
Facility improvements, including on-going maintenance and minor modifications for the leased police facility, are funded by General Fund allocations made in each budget. Pierce County will provide new and expanded court and dentition facilities.

FACILITIES & SERVICES PROVIDED BY OTHERS

Schools/Public Education
There are three public school districts included within the City of University Place: 1) University Place; 2) Tacoma; and, 3) Steilacoom. Most of the City is within the University Place School District boundaries. **Figure 5-3** 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, it does not have capital facilities (schools) within the City limits. The District owns a large property south of Cirque Drive adjacent to the east side of Leach Creek.

The Steilacoom School District also does not have school facilities within the 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 of University Place have been "released" from the School District and may attend University Place School District schools.

The following provides a more detailed discussion of the University Place and Tacoma School District's capital facilities. Because of the very limited amount of geographical coverage in the City, the Steilacoom School District is not discussed.

UNIVERSITY PLACE SCHOOL DISTRICT

Inventory

The University Place School District has administrative offices located at 3717 Grandview Drive West. The University Place School District owns and operates the following schools within the City. The list of schools and their student capacity is presented in **Table 5-6.**

TABLE 5-6 University Place School District Schools

School/Address	Capacity (Existing)
Primary	
Chambers - 9109 56th Street West	414
Sunset - 4523 97th Avenue West	437
University Place - 2708 Grandview Drive West	437
Evergreen - 7192 49th Street West	506
Intermediate	
Narrows View - 7813 44th Street West	628
Drum - 4909 79th Street West	628
Junior	
Curtis - 8901 40th Street West	960
Senior	
Curtis - 8425 40th Street West	1,579
Total	**5,589**

The University Place School District also leases land from Pierce County at the Pierce County Road and Sewer Maintenance Facility at 9311 Chambers Creek Road for auxiliary services including a bus barn and storage buildings.

Future Needs
In response to Initiative I728, requiring a reduction in class size, the School District bases capacity on number of students per class rather than building area per student as previously done. Capacity standards are set by the school district.

Table 5-7 presents the level of service (LOS) standards (optimum class size) for the University Place School District by school type.

TABLE 5-7 University Place - Level of Service By School Type

School Type	Level of Service Standard
Primary (Grades K – 4)	18 – 22 students per class
Intermediate (Grades 5 – 7)	22 – 25 students per class
Junior High (Grades 8 – 9)	25 – 28 students per class
Senior High (Grades 10 – 12)	25 – 28 students per class

Table 5-8 is information from the University Place School District Capital Facilities Plan and provides an estimate of capacity need in the year 2000.

TABLE 5-8 University Place School District - Estimate of Year 2000 Capacity Need

School Type	Full Time Equivalent (FTE) Demand	Capacity	Surplus or Deficit
Primary (K – 4)	1,656	1,794	138
Intermediate (5 – 7)	1,288	1,056	-232
Junior High (8 – 9)	1,116	1,007	-109
Senior High (10 – 12)	1,586	1,652	66

Proposed Location and Capacities
The University Place School District will 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. Impact fees, State matching funds, and school bond funds are the key identified sources of construction revenue. Specific annual anticipated dollar amounts are contained in the District's CFP.

TACOMA SCHOOL DISTRICT

As shown in **Figure 5-3**, the Tacoma School District serves a portion of the City of University Place. However, relatively speaking, that portion of the City within the Tacoma School District is small compared to the University Place School District.

The Tacoma School District determines level of service (LOS) standards for the three school types in the district: 1) elementary schools; 2) middle schools; and, 3) high schools. The Tacoma School District's 1998 – 2003 Capital Facilities Plan (CFP), dated April 1997, identifies for each type of school, student capacity (with and without portables), existing LOS standards (with and without portables), as well as a recommended LOS for each school type. Six-year needs, six-year funding and projects, a rolling capacity balance sheet, and operating and maintenance costs for both the current inventory and proposed projects are all included.

Existing Inventory

An inventory of Tacoma schools is contained within the Tacoma School District 1998-2003 Capital Facilities Plan (CFP) dated April 1997. In summary, the CFP indicates that the school district operates 36 elementary schools, ten (10) middle schools and five (5) high schools. For detailed information about these schools refer to the Tacoma School District CFP.

Future Needs

The Tacoma School District CFP has calculated six-year capacity needs for each school type based on recommended levels of service (LOS). These are summarized in the following **Table 5-10.**

TABLE 5-10 Tacoma School District Capacity Needs

School Type	YEAR 2003 (Demand)	Square Feet Required
Elementary School (1)	16,719	1,504,710
Middle School (2)	8,743	799,036
High School (3)	9,129	1,141,000

(1) Recommended LOS of 90 sq. ft. per student (K-5)
(2) Recommended LOS of 90 sq. ft per student (6th grade), 110 sq. ft (7-8)
(3) Recommended LOS of 110 per student (9th grade), 130 sq. ft. (10-12)

Proposed Location and Capacities

The Tacoma School District's 1998-2003 CFP identifies proposed projects over the next six years for each school type. Five elementary school capacity projects are planned, four to existing schools and one new school in northeast Tacoma. Completion of these projects should leave a net reserve of 65,340 square feet (assuming portables).
For middle schools, the Tacoma School District proposes the development of a new middle school (Truman) and improvements to two existing middle schools. Completion of these projects would result in a year 2003 deficiency of 1,688 square feet (w/ portables).

The Tacoma School District's capacity balance sheet for high schools indicates no projects are proposed. A deficiency of 90,500 square feet is projected for the year 2003. The Tacoma School District intends to purchase or transfer extra portables from elementary schools to eliminate the net deficiency of 90,500 square feet pending funding of an additional new high school.

Six-Year Funding Plan
Six-year funding plans are included in the Tacoma School District's Capital Facilities Plan for each school type. Six-year operation and maintenance cost schedules by school type have also been prepared. In summary, the school district will rely upon State matching funds, 1992 levy funds, 1997 levy funds, impact fees through voluntary agreements and impact fees by ordinance to fund school improvements. For elementary schools, the school district anticipates an approximate total of $58,100,000 from funding sources, $67,600,000 for middle schools, and no dollars for high schools.

STEILACOOM SCHOOL DISTRICT

The Steilacoom School District does not have school facilities within the City limits. It leases land from Pierce County within the City of University Place for bus barn and storage facilities. About six (6) acres of a 64 acre Pierce County Road and Sewer Maintenance Facility and Gravel Mine are leased to the University Place and Steilacoom School Districts for bus barn and storage buildings. The lease will terminate in the year 2030.

WATER

Water to the City of University Place is provided by the Tacoma Public Utilities Water Division. Tacoma Public Utilities (TPU) is governed by a five member Utility Board of Commissioners appointed by the Tacoma City Council.
A discussion of water facilities is included in the Utilities Element. This includes an inventory of existing facilities and forecast of future needs.

SANITARY SEWER

Sanitary sewer service is provided in the City of University Place by Pierce County Public Works and Utilities and, to a lesser extent, the City of Fircrest and City of Tacoma. Portions of the City currently are not serviced by sewer and rely on septic tanks.
A more thorough discussion of sewer service in the City of University Place is provided in the Utilities Element. This includes an inventory of sewer facilities and a forecast of future needs.

FIRE AND EMERGENCY MEDICAL SERVICE

Twenty-four (24) hour Fire and Emergency medical service is provided through Fire District 3. A new Fire District 3 fire station was constructed in 2001 at the intersection of 74th Avenue West and 37th Street in the Town Center. The station is staffed 24 hours a day with 22 paid and 25 volunteer firefighters. Emergency equipment at the station includes two medical aid cars with Advanced Life support capability, three fire engines and one ladder truck.

PUBLIC LIBRARY

The Pierce County Library District owns a 1.4 acre piece of property located on the east side of Bridgeport Way West at 35th Street West. This 15,000 square foot building provides branch library services for University Place, Fircrest and the surrounding communities. The library houses a varied assortment of general, periodical reference, and children books. A meeting room facility is also available for public use.

The Pierce County Library District is a county rural library district organized under the provisions of RCW 27.12. The Library District was created by petition of the voters and a special election validated by majority vote. The District is governed by a board of trustees appointed by the Pierce County Council. District services and facilities are financed by property taxes, voter approved special levies, and bonds. After incorporation, the City of University Place voters elected to annex to the Pierce County Library District.

In addition, **Figure 5-4** identifies public facilities associated with various public services in the City of University Place. This figure, combined with **Figure 5-2** (Parks Facilities Map) and other maps in the Utilities Element that show public facilities owned and operated by other non-city public agencies, is also useful in identifying lands useful for public purposes within the City.

PUBLIC TRANSIT

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

There are currently five transit fixed-routes (Routes 52, 53 and 53A, 200 and 220) that stop in the City of University Place.

Paratransit service is provided by Pierce Transit for persons with disabilities in accordance with the Americans with Disabilities Act (ADA). Paratransit (door to door) service is complementary to fixed-route service. Vanpool and rideshare programs are offered. Bicycles are also allowed on buses or held on bike racks on buses.

Proposed development, expansion of service and capital facility improvements over the next five years is documented in Pierce Transit's *Transit Development Plan 2003-2008*. The plan calls for a county-wide 17% increase in fixed-route ridership hours, 108 additional vanpool vehicles, 28 additional buses, 240 new bus shelters and continued development of park & ride lots. Total transit trips are expected to increase from 15.2 million to 17.3 million between 2001 and 2008. Capital improvements and route expansion in University Place will occur in high need areas and in conjunction with new commercial and residential development activity.

Possible Funding Sources

The following are the major sources of funding that could be explored to meet existing and projected capital improvement needs. The funding sources are divided into the following

categories: funding sources within each of these categories are described in greater detail in the following pages.

- Debt Financing
- Local Multi-Purpose levies
- Local Single Purpose levies
- Local Non-Levy Financing Mechanisms
- State Grants and Loans
- Federal Grants and Loans
- Utility Rates

Debt Financing

Short-Term Borrowing: The extremely high cost of many capital improvements requires local governments to occasionally use short-term financing through local banks.

Revenue Bonds: Financed directly by those benefiting from the capital improvement. Revenue obtained from these bonds is used to finance publicly owned facilities. The debt is retired using charges collected from the users of the facilities. In this respect, the capital project is self-supporting. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without a voter referendum.

Industrial Revenue Bonds: Bonds issued by a local government, but actually assumed by companies or industries, which use the revenue for the construction of plants or facilities. The attractiveness of these bonds to industry is that they have comparatively low interest rates due to their tax-exempt status.

General Obligation Bonds: Bonds backed by the value of the property within the jurisdiction. Voter approved bonds increase property tax rates and dedicates the increased revenue to repay bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities. These bonds should be used for projects that benefit the City as a whole.

Local Multi-Purpose Levies

Ad Valorem Property Taxes: Tax rate in mills (1/10 cent per dollar of taxable revenue). The statutory maximum limit rate for cities is $3.60 per $1,000 assessed valuation. Effective in 1998, the City is prohibited from raising its levy rate more than the lesser of: a) 106 percent; or b) 100 percent plus inflation for taxing jurisdictions with a population over 10,000, before adjustments for new construction and annexation. Inflation is measured by the percentage in the implicit price deflation (IPD) for personal consumption expenditures for the United States as published by the federal Department of Commerce. However, cities with a population over 10,000 may increase the levy 106 percent with a majority plus one vote of the legislative body. A temporary or permanent excess levy may be assessed with voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Business and Occupation Tax: Tax of no more than 0.2% of gross value of business activity. Assessment or increase of the tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Local Option Sales Tax: Retail sales and use tax of up to 1%. Local governments that levy the second 0.5% may participate in a sales tax equalization fund. Assessment of this tax option requires voter approval. Revenue may be used for new capital facilities or maintenance and operation of existing facilities.

Motor Vehicle Excise Tax: Annual excise tax divided between the City, County, and State. The City receives 17% of the allocation and is required to spend funds for police, fire protection and preservation of public health.

Real Estate Excise Tax. The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities, and the Growth Management Act authorized another 0.25% for capital facilities. Revenues must be used solely to finance new capital facilities or maintenance and operations of existing facilities, as specified in the Capital Facilities Element.

Utility Tax: Up to 6% tax on the gross receipts of certain electric, gas, telephone, cable TV, water, sewer, and stormwater utilities. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Local Single Purpose Facilities

Emergency Medical Services Tax: Property tax level of $0.25/1,000 assessed valuation for emergency medical services. Revenue may be used for new capital facilities, or maintenance and operation of existing facilities.

Motor Vehicle Fuel Tax: Tax paid by gasoline distributors. Local jurisdiction receives 11.53% of total tax receipts. State shared revenue is distributed by the Department of Licensing. Revenues must be spent for highway construction, maintenance, operations, policing of local roads, or related activities.

Local Option Fuel Tax: A countywide voter approved tax equivalent to 10% of Statewide Motor Vehicle Fuel Tax and a special fuel tax of 2.3 cents per gallon. Revenue distributed to City on a weighted per capita basis. Revenues must be spent for highway construction, maintenance, or operation, policing of local roads, or related activities.

Commercial Parking Tax: Tax on commercial parking businesses based on gross proceeds, the number of parking stalls, or on the customer rates. Tax imposed by local referendum. Revenues must be spent for highway construction, maintenance or operation policing of local roads, highway related activities, public transportation planning and design, and other transportation related activities.

Local Non-Levy Financing Mechanisms

Conservation Futures Program: The funding for this program is generated by all property taxpayers of Pierce County. Six and one-quarter cents per thousand dollars of assessed value of each taxpayer's property tax provides these funds. The Pierce County Council reviews all project proposals and decides which projects will be awarded Conservation Futures Funds for acquisition.

Fines, Forfeitures, and Charges for Services: This includes various administrative fees and user charges for services and facilities operated by the jurisdiction. Examples are franchise fees, sales of public documents, permits, sale of public property, and all private contributions to the City. Revenues from these sources may be restricted in use.

Impact Fees: These fees are paid by new development, based upon impact to the delivery of services. Impact fees must be used for capital facilities needed due to growth, not for current deficiencies in levels of service, and cannot be used for operating expenses. These fees must be equitably allocated to the specific entities, which will directly benefit from the capital improvements, and the assessment levied must fairly reflect the true costs of these improvements. Impact fees may be imposed for public streets, parks, open space and recreation facilities, school facilities, and fire protection facilities.

Lease Agreements: Agreements allowing the procurement of a capital facility through lease payments to the owner of the facility. Several lease-packaging methods can be used. Under the lease-purchase method the capital facility is built by the private sector and leased back to the local government. At the end of the lease, the facility may be turned over to the City without any future payment. The lease payments will have paid the construction cost plus interest.

Privatization: Privatization is the provision of a public service by the private sector. Many arrangements are possible under this method ranging from a totally private venture to systems of public/private arrangements, including industrial revenue bonds.

Reserve Funds: Revenue that is accumulated in advance and earmarked for capital improvements. Sources of funds can be surplus revenues, funds in depreciation reserves, or funds resulting from the sale of capital assets.

Special Assessment District: A district is created to service entities completely or partially outside the jurisdiction. Special assessments are levied against those who directly benefit form the new service or facility. It includes local improvement districts (LID's), Road Improvement Districts, Utility Improvement Districts, and the collection of development fees. Funds must be used solely to finance the purpose for which the special assessment district was created.

Special Purpose District: A district created to provide a special service. Often the district will encompass more than one jurisdiction. This includes districts for fire facilities, hospitals, libraries, metropolitan parks, airports, ferries, parks and recreation facilities, cultural arts, stadiums/convention centers, sewers, water, flood control, irrigation, and cemeteries.

The district has authority to impose levies or charges. Funds must be used solely to finance the purpose for which the district was created.

User Fees, Program Fees, and Tipping Fees: These are fees or charges for using park and recreational facilities, solid waste disposal facilities, sewer and water services, surface water drainage facilities. Fees may be based on measure of usage, flat rate, or design

features. Revenue may be used for new capital facilities or maintenance and operations of existing facilities.

State Grants and Loans

Centennial Clean Water Fund: Grants and loans for design, acquisition, construction and improvement of water pollution control facilities and related activities to meet state and federal water pollution control requirements. Revenues distributed by the Department of Ecology are a 25-50% match. Use of funds is limited to planning, design, and construction of water pollution control facilities, stormwater management, ground water protection and related projects.

Community Development Block Grants: Grant funds are available for public facilities, economic development, housing and infrastructure projects that benefit low and moderate-income households. Grants are distributed by the Department of Community Trade and Economic Development primarily to applicants who indicate prior commitment to a project. Revenue is restricted to type of project and may not be used for maintenance and operations.

Community Economic Revitalization Board: These are low interest loans and occasional grants to finance infrastructure projects for a specific private sector development. Funds are distributed by the Department of Community Trade and Economic Development primarily to applicants who indicated prior commitment to a project. Projects must create or retain jobs. Revenue is restricted to type of project and may not be used for maintenance and operations.

Inter-agency Committee (IAC) for Outdoor Recreation: Several grant programs for outdoor recreation and habitat conservation purposes are administered through this committee. Each grant program requires that monies be spent for specific types of projects. The program requires sponsors to complete a systematic planning process prior to seeking IAC funding. IAC has grant limits on most of its programs and often encourages or requires sponsors to share in the project cost. Grants are awarded by the Committee, which evaluates the projects against established program criteria.

Public Works Trust Fund: Low interest loans from this fund finance capital facility construction, public works emergency planning, and capital improvement planning. To apply for loans, the City must have a Capital Facilities Element in place and must be levying the 0.25% Real Estate Excise Tax authorized for capital facilities. Funds are distributed by the Department of Community Trade and Economic Development. Loans for construction projects require matching funds generated only from local revenues or state shared entitlement revenues. Public Works emergency planning loans are at a 5% interest rate, and capital improvement planning loans are no interest loans with a 25% match. Revenues may be used to finance new capital facilities or maintenance and operations of existing facilities.

State Parks and Recreation Commission Grants: These are grants for parks capital facilities acquisition and construction and are distributed by the Parks and Recreation Commission to applicants with a 50% match.

Transportation Improvement Account (TIA): TIA has revenue available for projects to alleviate and prevent traffic congestion. Entitlement funds are distributed by the State Transportation Board subject to a 20% match. Revenue may be used for capital facility projects to alleviate roads that are structurally deficient, congested with traffic, or have accident problems.

Water Pollution Control State Revolving Fund: Low interest loans and loan guarantees for water pollution control projects can be applied for through this fund and loans are distributed by the Department of Ecology. Applicant must show water quality need, have a facility plan for treatment, and show a dedicated source of funding for repayment.

Federal Grants and Loans

Department of Health Water Systems Support: These are grants for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grants are distributed by the State Department of Health through intergovernmental review and with a 60 percent local match.

Federal Aid Bridge Replacement Program: Funds are available with a 20% local match for replacement of structurally deficient or obsolete bridges, including ferry landing bridges. Funds are distributed by the Washington State Department of Transportation on a statewide priority basis.

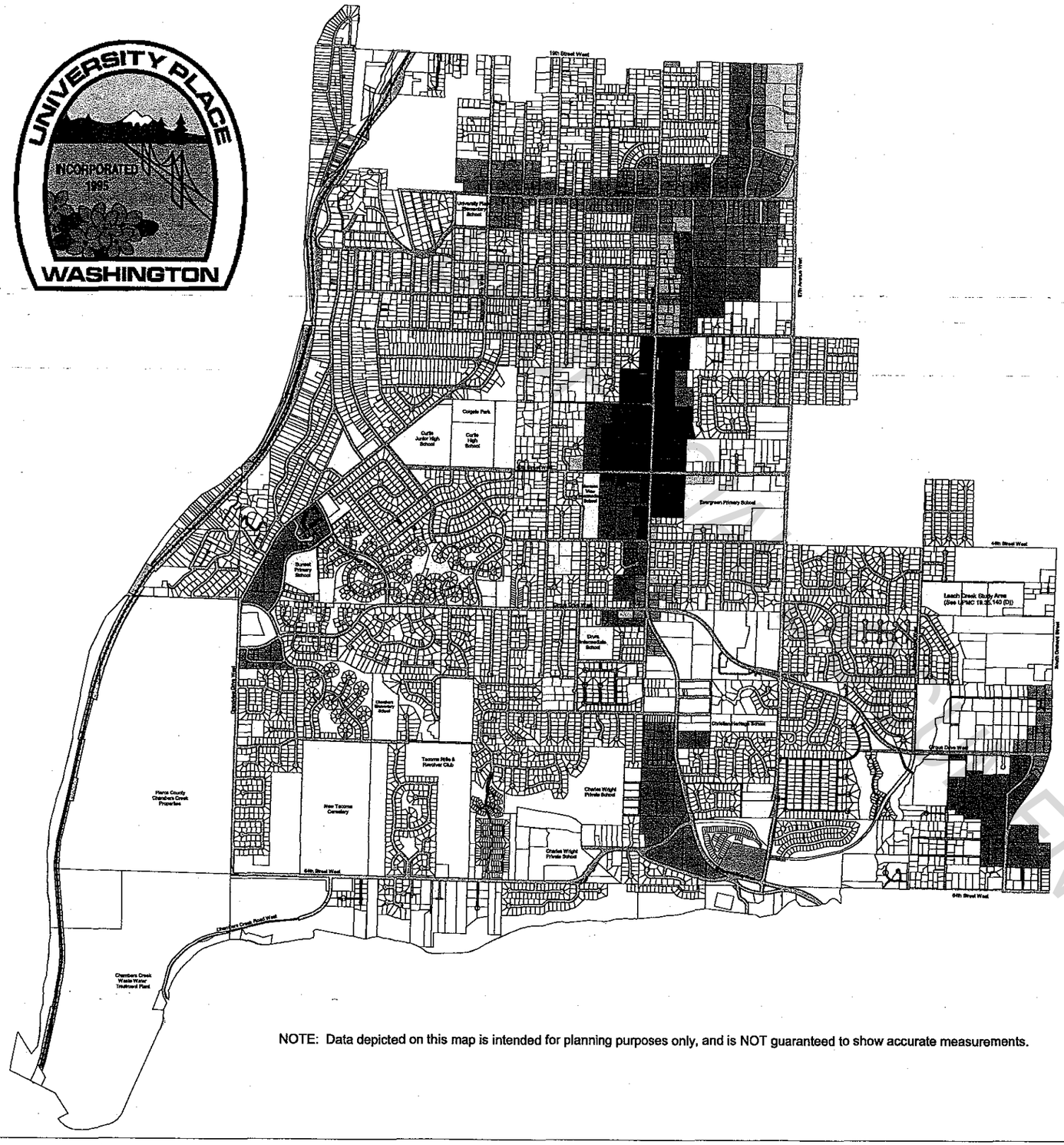
Federal Aid Emergency Relief: Revenue is available for restoration of federal aid system roads and bridges that have been damaged by extraordinary natural disasters or catastrophic failures. A local agency declares an emergency and notifies the Division of Emergency Management of the Washington State Department of Transportation for consideration.

Federal Aid Safety Program: Revenue is available for improvements at specific locations that constitute a danger to vehicles as shown by frequency of accidents. Funds are distributed by the Washington State Department of Transportation on a statewide priority formula and with a 10% local match.

Surface Transportation Program: Funds may be used by the states and localities for any roads that are of a higher federal functional classification than local access or rural minor collectors. The formula for distribution of funds is based on each state's fiscal year share of total national funding with appropriate adjustments for Interstate Maintenance and Bridge apportionment.

Surface Transportation Program Enhancement Projects: Project eligible for this program include facilities for bicycles and pedestrians; acquisition of scenic easements and scenic or historic sites; scenic or historic highway programs; landscaping and other scenic beautification; historic preservation; rehabilitation and operation of historic transportation buildings, structures, or facilities; preservation of abandoned railway corridors; control and removal of outdoor advertising, archeological planning and research; and mitigation of water pollution due to highway runoff.

Utility Rates: Revenues for replacement and repair of existing capital improvements and for new capital improvements can be collected through utility rates. Portions of rates collected to pay for the future of existing facilities, which wear out over time, are frequently referred to as "Depreciation Funds".



NOTE: Data depicted on this map is intended for planning purposes only, and is NOT guaranteed to show accurate measurements.

City of University Place Plan Map

Figure 1-3

LEGEND

Plan Designations

- Low Density Residential
- Moderate Density Residential
- Town Center
- Neighborhood Commercial
- Mixed Use District
- Mixed Use - Office
- Commercial
- Light Industrial - Business Park

- Street
- Railroad

N
W E
S

Scale 1: 27,000

0 0.5 1 Miles

City of University Place
Economic Development Office

Adopted 12/6/04