#### **ORDINANCE NO. 627**

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 AND SHORELINE ELEMENTS AND AMENDMENTS TO THE PLAN MAP, TO COMPLY WITH REQUIREMENTS TO UPDATE THE SHORELINE MASTER PROGRAM AND THE COMPREHENSIVE PLAN IN ACCORDANCE WITH THE SHORELINE MANAGEMENT ACT AND THE GROWTH MANAGEMENT ACT, RCW 36.70A 130(5)(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(5)(a)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 June 30, 2015; and

WHEREAS, the City is employing a phased approach to comply with RCW 36.70A.130(5)(a) reviewing and amending as necessary the Comprehensive Plan's land use, and shoreline elements in 2013 and reviewing the remaining elements in 2014 and 2015; and

WHEREAS, on November 8, 2011 the City Council adopted Resolution 684 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 December 19, 2011 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 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 numerous public meetings including three public hearings on the shoreline element amendments and associated land use element amendments (April 17, 2013, May 1, 2013, and May 15, 2013), and one public hearing on plan map amendments and land use element text amendments not associated with the Shoreline Master Program Update (September 5, 2012); and

WHEREAS, the Planning Commission, after duly considering all proposed amendments to the shoreline element, land use element, and plan map amendments and public testimony submitted at the hearing, voted to recommend amendments to City Council for adoption; and

WHEREAS, the proposed Comprehensive Plan amendments are consistent with the Growth Management Act, VISION 2040, Pierce County County-Wide Planning Policies, Shoreline Management Act, and Shoreline Master Program Guidelines; and

WHEREAS, the City's Responsible Official issued a Determination of Nonsignificance (DNS) for the proposed shoreline element amendments and associated land use element amendments on March 30, 2013 with a comment period ending on April 12, 2013; and

WHEREAS, the City's Responsible Official issued a Determination of Nonsignificance (DNS) for the proposed plan map amendments and land use element text amendments not associated with the Shoreline Master Program Update on July 26, 2013 with a comment period ending on September 27, 2013; and

WHEREAS, the City submitted a 60-day Notice of Intent to Adopt Amendments to Comprehensive Plan and Development Regulations to the Washington State Department of Commerce on May 14, 2013 for amendments associated with the Shoreline Master Program Update, and did not receive any formal comments in response to the Notice prior to the close of the comment period on July 12, 2013; and

WHEREAS, the City submitted a 60-day Notice of Intent to Adopt Amendments to Comprehensive Plan and Development Regulations to the Washington State Department of Commerce on July 26, 2013 for amendments unrelated to the Shoreline Master Program Update, and did not receive any formal comments in response to the Notice prior to the close of the comment period on September 27, 2013; and

WHEREAS, the City sent the proposed amendments along with a review checklist to the Puget Sound Regional Council for review for compliance with the Growth Management Act, VISION 2014 including the Multi-County Planning Policies; and

WHEREAS, the City Council held several study sessions prior to public hearings it conducted on October 7 and 21, 2013 to take public comment and discuss proposed Comprehensive Plan text and map amendments; and

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

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

- Section 1. <u>University Place Comprehensive Plan Land Use Element Amendments Adopted.</u>
  The City of University Place Comprehensive Plan text, adopted by reference pursuant to UPMC Section 16.05.010, is hereby amended as indicated in Exhibit "A" attached.
- Section 2. <u>University Place Comprehensive Plan Shoreline Element Amendments Adopted.</u>
  The University Place Comprehensive Plan text, adopted by reference pursuant to UPMC Section 16.05.010, is hereby amended as shown on Exhibit "B" attached.
- Section 3. <u>University Place Comprehensive Plan Map Amendments Adopted.</u> The University Place Comprehensive Plan Map, adopted pursuant to UPMC Section 16.05.020, is hereby amended to re-designate parcels 8950003641, 8950003660, 0220092029, 0220092031, 3430200310, 3430200300, 0220092007, 0220091017 and 0220092039 from Low Density Residential to Mixed Use --Maritime as shown on Exhibit "C" attached.
- Section 4. <u>University Place Comprehensive Plan Map Amendments Adopted.</u> The University Place Comprehensive Plan Map, adopted pursuant to UPMC Section 16.05.020, is hereby amended to re-designate parcels 6465000019, 6465000018, 6465000026, 6465000027, 6465000037, 6465000051, 6465000055, 6465000056, 6465000060 and 6465000068 from Light Industrial Business Park to Commercial as shown on Exhibit "D" attached.

Section 5. <u>Severability.</u> If any section, sentence, clause or phrase of this Title shall be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this Title.

Section 6. <u>Publication and Effective Date.</u> A summary of this ordinance, consisting of its title, shall be published in the official newspaper of the City. This ordinance shall be effective five (5) days after its publication.

PASSED BY THE CITY COUNCIL ON OCTOBER 21, 2013.

Ken Grassi, Mayor

ATTEST:

Enterna Genetia, City Clerk

APPROVED AS TO FORM:

Steve Victor, City Attorney

Published: 10/23/13 Effective Date: 10/28/13

#### **EXHIBIT A**

#### **CHAPTER 1**

# LAND USE ELEMENT

This element addresses the major land use issues facing the City of University Place over the <a href="mailto:through 2030 next 20 years">through 2030 next 20 years</a>. 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 Pierce County Chambers Creek pProperties continue is gradually reclaimed to open up 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 continue to have resulted build 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. Continued improvement to Ppublic streets 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.

Faced with projected growth the community wants to protect existing
Ssingle-family neighborhoods and 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. Maintaining existing housing types and densities in existing

single family neighborhoods will be crucial to preserving their character.

There is presing sure 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 27<sup>th</sup> Street West and 40<sup>th</sup> 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 Puget Sound Regional Council's VISION 2040, a regional growth strategy, categorizes University Place as a Large City where significant population and employment growth should be accommodated.

To accommodate projected population and employment growth the City has indicated a desire to accommodate future growth in the Designated Regional Growth Center and other existing multifamily and commercial areas.

The Town Center Development is a pedestrian oriented gathering place with housing, shops, entertainment, services, and civic facilities contribute to the community's "sense of place", economic vitality and acts as a catalyst for future economic growth in the community.

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. Although many civic improvements were made in the first twenty years following incorporation, much more are necessary to meet the vision and goals of the community.

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.

The County owned Chambers Creek
Properties in the southwest corner of the
City offers many opportunities and
challenges for the community. The
properties include the Chamber's Bay
Golf Course, public open space and other
public amenities, the County's
Wastewater Treatment Plant, and
Environmental Services Department. A
balance approach will be needed to
address desires of the community, the
demands of the site and services
provided.

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 Promote the continued development of the creation of a "town center" or central business district.

**Discussion:** A town center will serves as a focal point for the City and providinge a sense of community identity and civic pride. It should includes retail establishments, the city hall, other government buildings, and open space. The general area of the town center is located along Bridgeport Way between 35<sup>th</sup> Street West and 44<sup>th</sup> 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: By providing facilities that make it easier for people to use alternative means of transportation a transition to a less automobile intensive system can be made. These facilities include but are not limited to sidewalks, bike lanes, bike storage and public transit routes and stops.

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 <u>and preferred</u> means of transportation for a portion of residents, particularly in multi-family developments. Design <u>of those</u> developments <u>to should</u> 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.

#### Policy LU1I

Coordinate with neighboring cities and the county, to ensure adjacent land uses are compatible and impacts are appropriately addressed.

Discussion: University Place is neighbored by the City of Tacoma to the north, the City of Fircrest to the east the City of Lakewood to the south, the Town of Steilacoom to the southwest and unincorporated Pierce County to the south east,

Coordinating land use decisions with these cities and the County will help ensure that land uses in those cities and the county will be compatible with University Place and impacts appropriately addressed.

#### **Policy LU1J**

Develop and maintain a zoning map and regulations that place similar and compatible uses together and separates dissimilar and incompatible land uses by area, physical distance, landscaping and/or buffering.

Discussion: One of the primary purposes of zoning is to separate dissimilar or incompatible uses to protect against impacts that might negatively affect the character of an area. For example, locating a slaughter house in or adjacent to an existing single family neighborhood would significantly affect the neighborhood with noise, odor and other impacts. These uses should be separated by physical space to protect the character and other values associated with the neighborhood.

While some uses are clearly dissimilar and incompatible with other uses, in some neighborhoods such as the Town Center and Mixed Use District, uses that are dissimilar are placed in close proximity to each other to enhance the character of the area. For example, different types of housing should be placed among retail, office and civic uses to create a vibrant, inviting and walkable neighborhood.

#### 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. Single family neighborhoods They should be protected from negative impacts of conflicting or inappropriate nearby land uses, including significant increases in density or multifamily housing types. 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 Gereater Delensity 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 continues to be clustered primarily adjacent or near the arterial street corridors of 19<sup>th</sup>, 27<sup>th</sup>, 40<sup>th</sup>, Orchard, and Bridgeport Way and ranges in density from about 10 – 30 units per acre. The ratio percent of single-family and duplex units to multifamily in 1996 is 2009 is 620% to 3840%. Because the City has a substantial percentage of higher density units, the community will only support new higher density residential development in the

Designated Regional Growth Center town center. Density in existing multifamily and mixeduse zones can be increased maintained, with design improvements 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.

#### **Policy LU2F**

Consider increasing height and density in the Town Center, Mixed Use and Multi-Family Zones to accommodate expected population growth.

Discussion: Puget Sound Regional Council's VISION 2040 and the Pierce County Regional Council have allocated a significant amount of population growth by 2040. To protect existing sign family neighborhoods and encourage the use of alternative transportation modes, housing units needed to accommodate the estimated growth should be located in the Regional Growth Center and areas where multi-family housing is allowed.

### **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**

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: The City provides several business support services to promote economic development including, publishing the UP Business Directory and Talking Up a business newsletter, sponsoring quarterly Partner Up meetings and providing access to regional economic development partners. The City's Economic Development Strategic Action Plan provides a framework of actions designed to

stimulate economic development in seven year periods. The City has invested in significant infrastructure in the Town Center and along major arterials to mitigate the impact of growth. The City's Development Services Department provides timely turnaround of development permits and friendly customer service.

While regulation and development fees are often considered impediments to development, the City imposes the minimum development regulations needed maintain the quality of life and environment necessary to achieve its vision and attain Comprehensive Plan goals. Development fees support development services and mitigate impacts associated with new development. Ultimately the purpose maintaining the community vision and goals will bring about vibrant and prosperous business setting

#### Policy LU3DE

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 and Not for Profit organizations provide a valuable service to the community and should be encouraged to locate here.

## Policy LU3<u>EF</u>

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 pedestrianfriendly 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 LU3FG

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. Many Sstreet edges in the City are remain 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.

Encouraging appropriate land use and limplementing adopted design standards for new construction and building renovation which, include improved signage, sidewalks, and landscaping will to enhance the functionality and aesthetics of existing commercial areas.

## Policy LU3GH

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.

Discussion: Adopted design standards and guidelines help ensure commercial development is designed and scaled in a manner that is compatible with surrounding single family neighborhoods and the purpose of the zone itself. Design standards and guidelines should be reviewed and updated periodically to adjust to changing conditions, architectural trends and technological advances.

#### 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 LU3IJ

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 LU3JK

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

Place city-owned parks and open space into a separate zone and specify allowed uses to preserve and enhance these areas for active and passive recreation, protection of critical areas, development of trails and preservation of historic sites.

Discussion Parks include developed city parks where typical uses include active and passive outdoor recreational activities. Including but not limited to ball fields, sport courts, tot lots, trails, open space, cultural activities, park buildings and structures, concessionaires, general park operations and maintenance activities and storm drainage facilities, Caretaker's quarters and other compatible public uses and structures, and uses customarily incidental to parks should be allowed.

Open space includes undeveloped city park lands and critical areas such as wetlands, steep slopes, and stream corridors owned by the city. Until developed as park land, uses in these areas should be low impact, low intensity uses such as permanent open space, passive hiking trails, and passive interpretative trails.

# Policy LU5BC

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 a the trail system along Leach Creek, down Chambers Creek Canyon leading to Chambers Bay, Rails to Trails, a trail around Morrison Pond, and trails and paths around the proposed Chambers Creek Properties development.

#### Policy LU5D

Work with the County and other land owners to acquire trail right-of-way and construct a trail along Leach Creek, down Chambers Creek Canyon to Chambers Bay. Work to connect the trail to the

Chambers Creek Properties, Tacoma, Lakewood, Fircrest and Steilacoom.

Discussion: The City, Pierce County and other public agencies own the majority of property along Leach Creek and Chambers Creek Canyon forming near continuous mile open space corridor between the City of Fircrest and the Puget Sound. Several small parcels or trail right-of-way still need to be acquired to complete public ownership of the corridor, Securing the corridor in public ownership has numerous benefits including providing a trail corridor, a stream buffer and protected fish and wildlife habitat,

The City should seek regional assistance in raising funds for trail corridor acquisition and development of the trail itself.

#### Policy LU5CE

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 Employ adopted siting criteria to 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**

Work with the County to facilitate Support continued operation of the a Chambers

Creek Wwastewater tTreatment fFacility at Chambers Creek Properties that provides gives priority to serving the existing and long term projected needs of Pierce County citizens. To mMinimize impact the facility by should be managed to avoiding early over-capacity or future lack of capacity. Require mitigation for impacts associated with plant expansion.

**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 fire stations 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 Properties that have been sited 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

Designate an area that includes existing commercial and multi-family zones along Mildred Street, between 19<sup>th</sup> and 27<sup>th</sup> Streets, along 27<sup>th</sup> Street between Mildred Street and Grandview Drive and along Bridgeport Way between Olympus Drive W and 5200 Block of Bridgeport Way West as a Regional Growth Center in University Place.

## Policy LU8A

Apply and implement applicable comprehensive plan goals and polices on growth and development in the City's Regional Growth Center Area including but not limited to those that address population, and employment growth, mixed uses and housing, transportation and utility infrastructure and creating a pedestrian friendly urban form.

**Discussion:** Existing goals and policies in various elements of the City's comprehensive plan are consistent with and embrace the same values and purposes as goals and polices for Regional Growth Centers contained in the Countywide Planning Policies and the Multi-County Planning (VISION 2040). For example. comprehensive plan goals and policies encourage a mix of higher density residential, office, and retail uses in appropriate areas, subject to development and design standards; delivery of public facilities and services in a timely and fiscally responsible manner; a transportation network that supports high capacity transit, pedestrians and bicycles and design standards and incentives that serve to create vibrant, pedestrian friendly streetscapes that offer visual interest and helps create a sense of place.

# Goal LU98B

Seek a Candidate Regional Growth Center Designation from the Pierce County Regional Council, and if successful seek a Regional Growth Center Designation from the Puget Sound Regional Council that includes existing commercial and multi-family zones along Mildred Street, between 19<sup>th</sup> and 27<sup>th</sup> Streets, along 27<sup>th</sup> Street between Mildred Street and Grandview Drive and along Bridgeport Way between Olympus Drive W and the 5200 block of Bridgeport Way West.

# GOAL LU108

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

# Policy LU810A

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 LU810B

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

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

#### Policy LU-108C

Rename Establish a the Town Center Overlay ##### to avoid confusion and designate #### a separate zone. within the Town Center Zone to pPromote high quality mixed-use development utilizing design standards, incentives and increased density and height limits to create a viable center in the #####.

**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 shopping 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 shopping 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<u>11</u>**

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

# Policy LU911A

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 LU911B

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 LU911C

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 LU911D

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 along 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 LU911E

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 LU911F

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 LU120

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

#### Policy LU120A

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 LU120B

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.

# **GOAL LU13**

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

#### **Policy LU13A**

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

Discussion: The shoreline abutting the Day Island waterway is characterized by a variety of urban uses and activities, including commercial, light industrial, marina, yacht club, residential, and recreational uses. Together, these uses and activities have the potential to create a vibrant shoreline that is consistent with and supportive of, University Place's character and quality of life. These types of uses should be allowed within the Mixed Use – Maritime District, with preference given to water-oriented uses. Non-water oriented uses should not be allowed except as part of mixed use development that is predominantly water-oriented in terms of use.

The redevelopment and renewal of substandard and degraded shoreline areas should be encouraged. Future development of these areas should include restoration and/or enhancement of degraded shorelines and the provision of public access to the shoreline. Aesthetic objectives should be implemented by means such as sign control regulations, appropriate development siting, screening and architectural standards, and maintenance of natural vegetative buffers.

All development and use on navigable waters and submerged lands should be located and designed to minimize interference with navigation, reduce impacts to public views, and to allow for the passage of fish and wildlife, particularly those species dependent on migration. New over-water structures should be prohibited except for water-dependent uses, public access, or ecological restoration.

#### **Chambers Creek Properties**

# GOAL LU141

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

# Policy LU141A

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 LU141B

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 LU141C

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 LU152

Establish a plan for future integrated development of the Leach Creek area bounded by Orchard Street to the east, Alameda Avenue to the west, 44<sup>th</sup> 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 LU152A

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 LU152B

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 LU152C

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 Encourage 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 the Plan Map and descriptions of Plan Map 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. Wherever possible, the Land Use Element should consider utilizing urban planning approaches that promote physical activities, including walking and cycling. 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.

#### **VISION 2040**

VISION 2040 is a regional strategy for accommodating the additional people and new jobs expected to be in the region by the year 2040. VISION 2040 is an integrated, long-range vision for maintaining a healthy region — promoting the well-being of people and communities, economic vitality, and a healthy environment. It contains an environmental framework, a regional growth strategy and policy sections guided by overarching goals as well as implementation actions and measures to monitor progress.

The Growth Management Act requires the City's Land Use Element be consistent with VISION 2040 and specifically with the multi-county planning policies contained within the strategy.

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

The Land Use Element must <u>also</u> 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 2011 1996, the City updated City conducted a its 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% 44% of the City's land area is in low density single-family residential zones use, 2.65% is in mixed use, 3% in multi-family, 3% in commercial and industrial uses zones, 19% in parks and open space and 13.9 9% is in public facilities and utilities. Ten Twenty five percent of land area is devoted to streets and railroad rights-of-way and 4% of the land area is vacant. Wetlands, floodplains, slopes, and fish and wildlife areas constrain 2.8% of the land as shown in Table 1-15.

#### Single-Family

The City of University Place is primarily a residential community with 4,768183 acres of single-family and duplex residential zoning. The area north of 40<sup>th</sup> Street West developed first and is almost completely built out. The historic downtown lies in this area along 27<sup>th</sup> Street west of Bridgeport Way. Some of the first residential lots were developed in 1889, just south of 27<sup>th</sup> 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 67<sup>th</sup> Avenue West, south of 44<sup>th</sup> Street, which developed in the late 1950's and early 1960's.

#### **Multi-family**

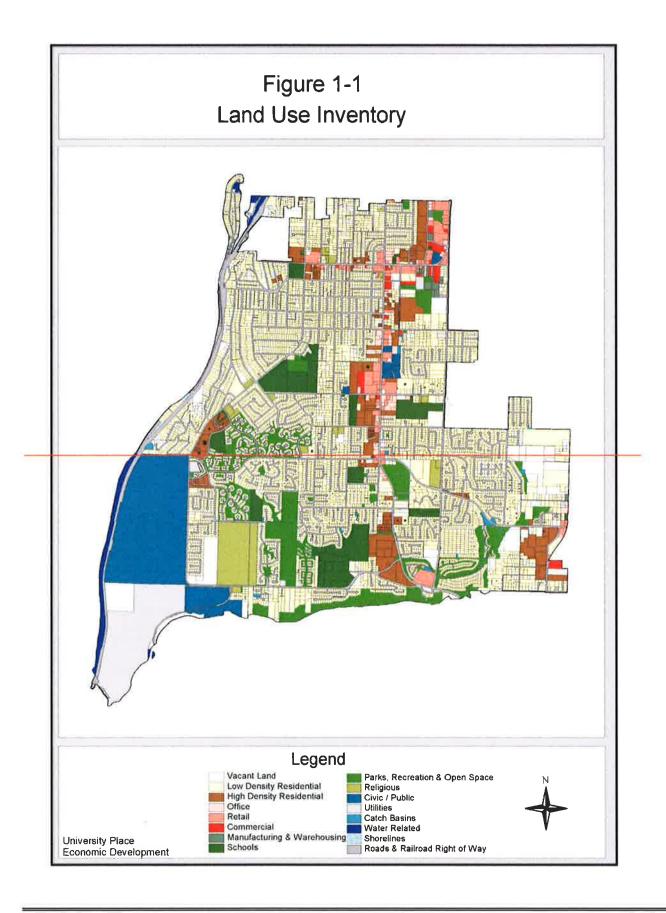
Multi-family developments are concentrated in six distinct areas of the City. In the northeast corner of the City along 70<sup>th</sup> Avenue West, there are 690 apartment units in 10 apartment complexes. Along Bridgeport Way and Morrison Road, between 29<sup>th</sup> Street West, and 35<sup>th</sup>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

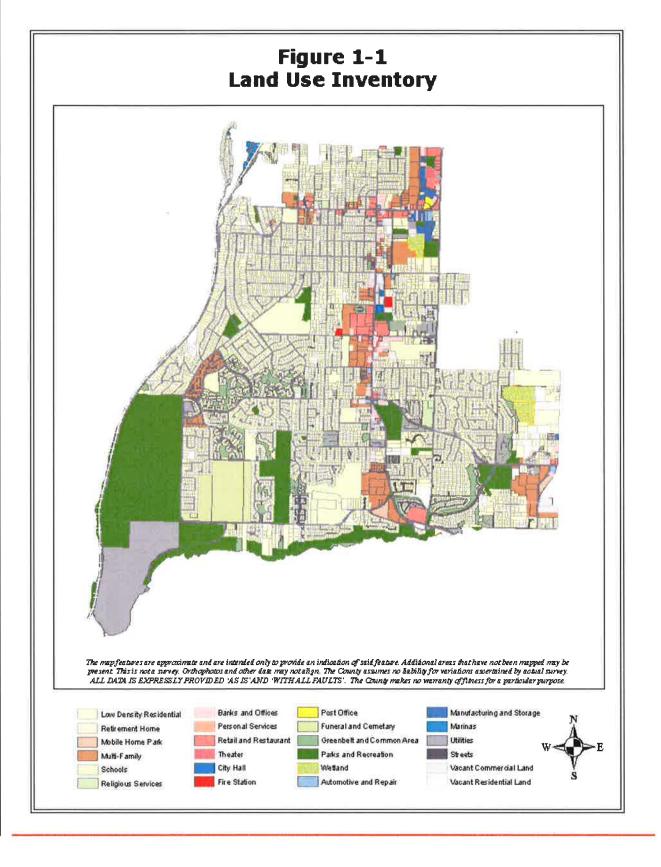
#### Commercial

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

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

Other\_Smaller neighborhood -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. A Fred Meyer store stands alone at the intersection of Bridgeport Way and 67th Avenue West.





#### Industrial/Manufacturing

The only manufacturing area in University Place is located south of 27<sup>th</sup> Street between Morrison Road and 67<sup>th</sup> Avenue West. Uses in this area include UP Refuse, Haps Auto Wrecking, Spare Space, Liberty Towing, 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, the Chambers Creek a www.astewater 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.

Figure 1-2 Area of Land Use

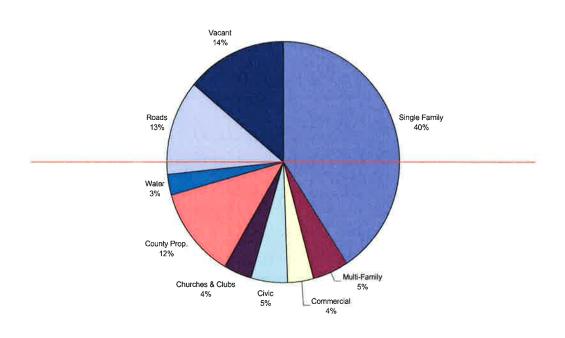


Table 1-1 2011 1996 Land Use Inventory

1996 2011 Land Use Inventory	Number of Units, Lots or Businesses	Acres	Percent	
Single-Family Low Density Residential	<del>6,546</del> <u>8,901</u>	2,367.1 <mark>1,931.</mark> 79	44.3835.40	
<del>Duplexes</del>	<del>- 919</del>	- <del>295.36</del>	<del>5.41</del>	
Multi-family	<u>4,590</u> 4 <del>,5</del> 30	284.05 276.44	5.06	
Commercial and Industrial Manufacturing	<del>-12</del>	- 35.46 193.71	<u>3</u> .65	
Retail & Service	-444	<del>-169.44</del>	3.11	
Churches & Clubs	<del>22</del>	<del>-225.87</del>	4.14	
Parks & Open Space	34	1,024.13 -38.25	19.05 <del>.</del> <del>70</del> 20	
Utilities and Public Facilities	<del>35</del>	519.03 -3.88	9.65 .07	
Civic/Public Facility	<del>- 53</del>	<del>-888.73</del>	<del>16.30</del>	
Vacant - Residential	1,050	230.37 613.98	<u>4.2</u> <del>11.25</del>	
Vacant - Commercial	<del>38</del>	<del>- 37.36</del>	<del>.68</del>	
Constrained Lots	<del>-160</del>	<del>- 22.79</del>	<del>.42</del>	
Roads & Railroad	1,455	604.89 757.11	<u>11.25</u> <del>13.88</del>	
Water Wetlands		<u>49.83</u> <u>160.13</u>	<u>.92</u> 2.93	
TOTAL		<del>5,456.59</del>	100.00	

#### POPULATION AND EMPLOYMENT

Forecasts of future population and employment are the starting point for growth management planning. The Growth Management Act requires that counties and cities plan for population growth based on State forecasts and regional planning goals. The Washington State Office of Financial Management (OFM) provides counties with projections of population growth based on the census, birth and mortality rates, migration, and economic indicators. The OFM has estimated that the population of Pierce County in 203017 will be between 903,819 826,498 and 1,213,326952,981. with a midrange of 1,050,953.

The County has chosen a mid-range figure to allocate growth among cities, towns, and the unincorporated area based on recommendation by the Pierce County Regional Council (PCRC).

Regionally, the Puget Sound Regional Council (PSRC) and the Pierce County Regional Council (PCRC) establish regional planning polices including population and employment allocations in their respective planning policy documents.

On April 24, 2008 the Puget Sound Regional Council adopted VISION 2040 which allocates population and employment growth by Regional Geographies. According to VISION 2040 the City of University Place is a "Large City". Other Regional Geography categories include small cities, core cities and metropolitan cities. According to VISION 2040 the City of University Place should accommodate a population of approximately 52,000 and by 2040 and 11,450 jobs.

#### **POPULATION**

On July 19, 2011, The Pierce County Council adopted population allocations for 2030. These population allocations are based on allocations contained in VISION 2040, OFM projections, actual growth trends and regional, county and city planning policies. According to the adopted allocation, University Place should accommodate 8,100 additional people between 2008 and 2030 for a total 2030 population of 39,540.

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.

In order to accommodate the projected 2030 population and employment the City will need to grow at a much faster rate thant it has in the previous 15 year period. According to **Table 1-2** below, the City's population grew at an average of 0.47% over the previous 15 years. In order to accommodate a population of 39,590 by 2030 the City's population would need to grow an average of 1.27% per year.

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).

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.

Table 1-3
-Employment Forecast

<del>Type</del>	<del>199</del> 4	<del>2017</del>
<u>Manufacturing</u>	<del>324</del>	4 <del>35</del>
Retail	<del>1,732</del>	<del>2,073</del>
Service	<del>2,706</del>	<del>3,347</del>
Govt. & Education	<del>921</del>	<del>1,047</del>
Other	271	459
TOTAL	<del>5,95</del> 5	<del>7,361</del>

Table 1-2 Population Growth 1997 to 201202

Year	Population	Change	% Increase	
1997	29,160			
1998	29,550	395	1.35%	
1999	29,550	0	0	
2000	29,933 <u>*</u>	383	1.27%	
2001	30,190	257	0.85%	
2002	30,350	160	0.52%	
2003	30,720	<u>370</u>	1.22%	
2004	30,800	80	0.26%	
2005	<b>2005</b> 30,980		0.58%	
2006	<u>31,140</u>	<u>160</u>	<u>0.52%</u>	
2007	<b>2007</b> 31,300		<u>0.51%</u>	
2008	<b>2008</b> 31,440		<u>0.45%</u>	
2009	<u>31,500</u>	<u>60</u>	<u>0.19%</u>	
<u>2010</u>	31,144	<u>-356*</u>	<u>-1.13%</u>	
<u>2011</u>	<u>31,170</u>	<u>26</u>	0.08%	
2012	31,270	<u>100</u>	<u>.32%</u>	
Total		<u>2,010</u> 1,195	<del>3.99</del> <u>6.99</u> %	
2000 -2010		<u>1,211</u>	<u>.43%</u>	
Annualized Average		<u>144</u>	0.47%	

Source: Washington State Office of Financial Management Estimates, U.S. Census.

\* Adjustment made to estimate based on 2010 Census.

#### CAPACITY FOR RESIDENTIAL GROWTH

To <u>determine the City's ability to accommodate population and economic development growth</u>, the City must <u>know determine the number of persons that occupy different types of housing</u>, the amount of land available for growth <u>and the existing and allowed residential densities</u>. The first step is to determine how many people occupy different types of housing.

**Table 1-34** shows the number and percentage of housing units by housing type. Nearly two-thirds of the housing stock is in single-family <u>and duplex</u> structures and the remainder primarily in multi-family with a total of 12,309 13,491 dwelling units in the City. About 5% of the housing at any given time is assumed to be vacant. Therefore the City's current estimated population of 30,350 31,270 is housed in <u>approximately 12,81711,694</u> units at an approximate household size of 2.45 persons per unit.

**Table 1-34** 

-Housing by Type

Housing Types	Number of Units	Percent
Single Family	<u>7,238</u> 6,546	-53. <mark>32</mark> %
Duplex	<u>1,144</u> 919	− <u>8</u> 7. <u>4</u> 1%
Multi-family	-4, <u>957</u> 530	36. <u>5</u> 8%
Mobile Homes	<del>88</del> 91	<u> </u>
Assisted Living	<del>- 22</del> 6 <u>143</u>	−1. <u>2</u> 8%
TOTAL	<u>13,573</u> 12,309	100%

#### Single Family Residential Zone Capacity

The amount of land available for single family and duplex residential development can be divided into building sites, proposed lots, underdeveloped lots and undeveloped vacant residential land (see Table 1-6). In the R1 Zone where the base density is 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 to divide an existing lot in two lots would require a duplex lot at least 21,780 square feet. Both single-family detached homes and duplexes can be built in the Residential 1 and In the R2 Zone where base density is six (6) homes per acre. a new residential lot for a detached single-family home would need to be at least 7.260 square feet and to divide a lot at least 14,520 square feet is needed. Residential 2 zones. Building sites are vacant lots within a residential subdivision with final plat approval and vacant lots under 21,780 square feet in an R1 zone or under 14,520 square feet in an R2 zone created before the effective date of the state subdivision regulations. Proposed lots are vacant lots in a subdivision that has received preliminary but not final plat approval in either zone. Underdeveloped lots are lots greater than 21,780 in an R1 zone or 14,520 square feet in -an R2 zone square feet with an existing single-family home. Undeveloped residential land is vacant parcels greater than 21,780 square feet within an R1 or R2 residential zone.

Table 1-4 shows the number of building sites, proposed lots, and the development capacity of underdeveloped lots and undeveloped vacant residential land in the R1 and R2 zones.

Table 1-4

Zone	Building Sites	Proposed Lots	Undeveloped Vacant Land (Potential Lots)	Underdeveloped Land (Potential Lots)
<u>R1</u>	272	<u>46</u>	147	402
<u>R2</u>	22	172	<u>139</u>	<u>546</u>
Subtotal	<u>294</u>	<u>218</u>	<u>286</u>	<u>948</u>

Natural features that constrain land development, which include wetlands, floodplains, fish and wildlife areas, and very steep slopes, limit the number of lots that can be created on undeveloped and underdeveloped land. With one exception, undeveloped and underdeveloped lands excessively constrained by wetlands, floodplains and fish and wildlife habitat were excluded from the total undeveloped and underdeveloped land area used to calculate development capacity. The one exception is a 28.27 acre parcel located in the R2 Zone on Orchard Street abutting the City of Fircrest. Although this parcel is constrained by a large wetland associated with Leach Creek, development regulations that allow on-site transfer of development would give a 50% percent density credit on the constrained area.

In addition to natural development constraints, the market must be considered when estimating that amount of land available for residential growth. The City assumes that 95% of building sites and proposed lots will be built on, but only 50% of underdeveloped lots and undeveloped land will be subdivided and built on to accommodate additional growth.

**Table 1-5** shows the number of lots that might be created to accommodate future residential growth using the City's market assumptions. **Table 1-5** indicates that a total of 1,103 lots may be available for single family residential development in the future. With an average household size in University Place of 2.4 individuals the 1,103 residential lots can accommodate an additional 2,647 people.

Table 1-5
R1 and R2 Zoned Lots

Type	Gross Lots	Market Assumption	Net Lots
Building Sites	294	<u>95%</u>	<u>279</u>
Proposed Lots	218	95%	207
Underdeveloped Lots	<u>948</u>	<u>50%</u>	<u>474</u>
Undeveloped Land	286	<u>50%</u>	143
TOTAL			<u>1,103</u>

# Multi-Family and Mixed Use Zone Residential Capacity

Determining the amount of land available for residential development in multi-family and mixed use commercial zones is complicated by other uses that the land can be used for and the likelihood that any given property will be redeveloped. The maximum density permitted in multi-family and mixed use zones is summarized in Table 1-6 below.

Table 1-6
Maximum Density in Multi-Family and Mixed Use Zones

Zone	Maximum Density
Multi-Family Low	<u>30</u>
Multi-Family High	<u>40</u>
Mixed Use Office	<u>35</u>
Mixed Use	<u>35</u>
Town Center	12
Town Center Overlay	<u>60</u>

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

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Underdeveloped land in the multi-family zones includes those properties where the value of the land exceeds the value of the improvements on the land and single family residential properties in multi-family zones. When the value of the land exceeds the value of the improvements on the land it is more likely redevelopment will occur. However, because a property owner's decision to redevelop is based on numerous factors the City assumes only 25% of these properties will redevelop and of those, it is more likely they will be redeveloped later in the planning period. An additional 50% of existing units are subtracted from the total to compensate for units that will be demolished and replaced during redevelopment.

Table 1-7 summarizes residential capacity of vacant lands in the multi-family and mixed use zones given development assumptions.

Table 1-7
Residential Capacity of Vacant Lands in Multi-Family and Mixed Use Zones

Zone	Vacant Land (Acres)	Maximum Density	Gross Units	Market Assumption	Net Units
Multi-Family High	9.56	<u>40</u>	382	<u>95%</u>	<u>362</u>
Multi-Family Low	<u>5</u>	<u>30</u>	<u>150</u>	<u>95%</u>	<u>142</u>
Mixed Use	7.96	<u>35</u>	<u>278</u>	50%	<u>139</u>
Mixed Use Office	3.17	<u>35</u>	<u>110</u>	<u>50%</u>	<u>55</u>
Town Center	3.39	<u>12</u>	<u>40</u>	<u>50%</u>	<u>20</u>
Town Center Overlay	10.63	<u>60</u>	637	<u>50%</u>	<u>318</u>
Total	<u>40</u>		<u>1,597</u>		<u>1,036</u>

In mixed-use zones vacant land can be used for either commercial or residential uses. The City assumes only 50% of vacant land in mixed-use zones will be developed with multifamily as either a stand-alone use or in a mixed-use building. The same assumption applies to underdeveloped properties in the mixed use zones. As with multi-family redevelopment, the City assumes only 25% of properties with undervalued improvements are likely to redevelop.

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<u>Table 1-8</u>
<u>Residential Capacity of Underdeveloped Lands in Multi-Family and Mixed Use Zones</u>

Zone	Under- developed (Acres)	Maximum Density	Gross Units	Use Assumption	Net Units	Redevelopment Assumption	<u>Net</u> <u>Units</u>
Multi- Family High	<u>15.46</u>	<u>40</u>	<u>618</u>	<u>50%</u>	309	<u>25%</u>	<u>77</u>
Multi- Family Low	33	<u>30</u>	990	<u>50%</u>	<u>495</u>	<u>25%</u>	123
Mixed Use	10.32	<u>35</u>	<u>361</u>	<u>50%</u>	<u>180</u>	<u>25%</u>	<u>45</u>
Mixed Use Office	<u>10.47</u>	<u>35</u>	<u>366</u>	<u>50%</u>	183	<u>25%</u>	<u>45</u>
Town Center	1	<u>12</u>	<u>12</u>	<u>50%</u>	<u>6</u>	<u>25%</u>	2
Town Center Overlay	<u>6.58</u>	<u>60</u>	<u>394</u>	<u>50%</u>	<u>197</u>	<u>25%</u>	<u>49</u>
<u>Total</u>			2,741		1,370		<u>341</u>

\*The Use Assumption in multi-family zones indicates the number of units replaced as opposed to new units. In Mixed Use Zones this assumption indicates the probability that the property will redevelop with a multi-family or mixed use as opposed to commercial only.

According to Table 1-5 there is a capacity for 1,103 additional single family residential lots in the R1 and R2 Zones. These lots can accommodate a population of 2,647 people. On average, a multi-family household in University Place has 2.18 individuals. With a vacant land capacity of 1,036 multi-family units and underdeveloped land capacity of 341 multi-family units, the City can reasonably expect to accommodate an additional 3,000 people in 1,377 multi-family units in the multi-family and mixed use zones. The total current residential capacity based on stated development assumptions is 2,480 dwelling units or 5,647 people.

The population growth target adopted by the County Council indicates the City should plan to accommodate an additional 8,100 people between 2008 and 2030. According to OFM the City's population in 2008 was approximately 31,440. The 2010 Census counted 31,144 or 296 fewer people than the 2008 OFM estimate. Therefore, the City must first regain its lost population and gain an additional 8,100 people to meet population targets set by Pierce County. Because no housing units were lost between 2008 and 2010, additional housing units do not need to be added to accommodate the loss in population.

Assuming an average household size of 2.29 persons per household (2.4 in single family and 2.18 in multi-family) the City will need 3,537 more dwelling units between 2008 and 2030 to accommodate 8,100 people. With a current capacity of 2,480 dwelling units the City will eventually need to adjust zoning boundaries and/or increase densities in some areas to add an additional capacity of 1,057 dwelling units.

Assuming an average household size of 2.29 persons per household (2.4 in single family and 2.18 in multi-family) the City will need 3,537 more dwelling units between 2008 and 2030 to accommodate 8,100 people. With a current capacity of 2,480 dwelling units the City will need to adjust zoning boundaries or increase densities in some areas to add an additional capacity of 1,057 dwelling units.

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	<del>203</del>
Fish & Wildlife Areas	<del>121</del>
Steep Slopes	<del>197</del>
TOTAL	<del>1,181</del>

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 Multi-family zones.

Table 1-6
Single Family & Duplex Lots

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

Table 1-7 below shows the total residential development capacity. In addition to single-family and duplex areas, there are seven (7) parcels available for multi-family development in multi-family 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	<del>462</del>	2.85	<del>1,316</del>
Duplex Building Sites	<del>36</del>	<del>2.12</del>	<del>79</del>
Proposed Single Family Lots	<del>420</del>	<del>2.85</del>	<del>1,197</del>
Underdeveloped Lots	<del>43</del>	2.85	<del>-122</del>
Undeveloped Land	<del>-1,316</del>	2.85	3,750
Multi-Family	<del>890</del>	2.14	<del>-1,905</del>
Assisted Living	<del>350</del>	<del>1.0</del>	<del>-350</del>
TOTAL	<del>-3,517</del>		8 <del>,719</del>

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

#### **CAPACITY FOR EMPLOYMENT GROWTH**

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

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

Using a process similar to developing population allocations, the PCRC develops and adopts employment targets for Pierce County and its cities and towns. On April 21, 2011 the PCRC adopted 2030 employment targets. The University Place 2030 employment target of 9,593 jobs represents an increase of 3,000 jobs from 6,593 jobs in 2008. The City projects employment gains will be realized as a result of the development of the Town Center Project, the redevelopment of the 27<sup>th</sup> Street and Narrows Business Districts and the expansion of the Chambers Creek Wastewater Treatment Plant.

Table 1-9 shows current employment in University Place and provides an employment forecast based on employment growth targets by County and Regional Geography adopted in VISION 2040 and by PSRC.

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

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

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

Table 1-9
Employment Forecast

Type	2009	2030
Construction & Resource	221	322
Manufacturing	87	126
Transportation and Utilities	120	174
Finance, Insurance & Real state	443	644
Retail	803	1.172
Service	2.814	4.094
Govt. & Education	1.035	1.505
Other	1.070	1,556
TOTAL	6.593	9.593

Sources. Puget Sound Regional Council & Pierce County Planning

#### 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 27<sup>th</sup> Street corridors have

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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 multi-family 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), VISION 2040 and the GMA require the City plan to accommodate projected population and employment growth. The City's Regional Growth Center is intended to become both a community and a regional center that will help focus growth in an existing urban growth area attracting an increased portion of regional jobs and housing growth. Recent increases in allowed densities in multi-family, mixed use and the town center overlay zones both inside and outside the Regional Growth Center will serve to accommodate much of the projected growth in the near future.

Planning for population and employment growth includes not only identifying zones where higher density is allowed but also providing enough infrastructure, facilities and services to support the growth and maintain adopted levels of service.

Additionally, like determining the capacity for residential and employment growth, market factors will play a role in determining where and when growth occurs within the areas identified to accommodate the growth. With capacity to accommodate 2,400 dwelling units and a growth rate of 144 new units per year the City will be able to accommodate projected growth for several years before increasing density and/or area needed for additional growth.

Taking into account current growth trends and the availability of money for improvements to infrastructure, facilities and services the City plans to maintain current zone boundaries and densities to accommodate growth in the near term

The County-Wide Planning Policies (CWPP) and the GMA also requires 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 establishes a minimum density in urban areas that requires an averages a net density of four (4) units per acre. The City's base density for single-family zones is are four (4) dwelling units per acre in the R1 Zone and six (6) units to the acre in the R2 Zone. with uUp to eight (8) 9 units per acres is allowed through in small lot housing and cottage housing developments in both the R1 and R2 zones. a Planned Development District. In multi-family and mixeduse areas, densities range should be from ten (10) to thirty (30) twelve -units to the acre in the Town Center Zone to over 60 units to the acres in the Town Center Overlay, 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 and Mixed Use Zones -will direct the most growth near shopping, services, public facilities, and public transit stops. More intense development in the Town Center and Mixed-use Zones 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.
- Concentrate future population and employment growth in the Regional Growth Center including Town Center, the 27<sup>th</sup> Street Business District and the Narrows Business District and in other existing Mixed-use and Multi-family Zones.

- Designate multi-family zones and densities consistent with the current distribution of exclusively multi-family developments. This makes existing developments "conforming" as to land use designations, to encourage renovation in the future, and allows multi-family 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 multi-family units in Pierce County and the Central Puget Sound Region. According to the 1996 land use inventory, multi-family 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 multi-family units will decrease as a portion of the total housing stock, although the actual numbers of units may not decrease.
- Designate mixed-use zones in areas where there currently is a mix of residential and commercial use. Allow higher density housing in conjunction with commercial uses. The intent of these zones, located along portions of Bridgeport Way and along the 27<sup>th</sup> 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 27<sup>th</sup> Street west of Bridgeport Way, and on the west side of Bridgeport Way between 35<sup>th</sup> and 29<sup>th</sup> 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 35<sup>th</sup> and 44<sup>th</sup> Streets.
- Replace the Public Facilities Zone with <u>Designate</u> 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 Maintain the 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 Plan 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 atnd the end of the Land Use Element policy section, 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 ten (10) eight (8) plan designations. The following are descriptions of the designations 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 108 provides the number of parcels and size of each zone or overlay.

# City of University Place Plan Map

Figure 1-3

Legend
Land Use Designations

Low-Density Residential

Moderate Density Residential

Mixed Use-Office

Mixed Use

Town Center

Neighborhood Commercial

Commercial

Light Industrial- Business Park

Tax Parcels

Streets

Railroad



Scale: 1: 28,000

0 0.5 1 Miles

University Place Economic Development

2/7/05



to show accurate measurement

#### **PLAN DESIGNATIONS**

#### Low Density Residential (LDR):

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 Residential. Zones in the Residential designation allow densities ranging from four (4) to six eight (68) dwelling units per acre. Higher densities are allowed in small lot and cottage housing developments that meet specific should be allowed subject to the provision of design standards including standards for architectural form, and/ or when significant additional amenities are provided, such as open space, trees and landscaping, greenbelt or active recreation facilities. 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-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):

Higher density residential development shall be located in the Moderate Density Residential 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) twenty-five (25) dwelling units to the acre is allowed, with up to forty (40)thirty (30) units to the acre permitted subject to multi-family design standards and a low income housing density credit. 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—designation include multi-family housing, attached and detached single-family housing, nursing homes and assisted living facilities, schools, public and private parks, community and cultural services, home operated day care, religious assembly, appropriate home occupations, and minor utility distribution facilities. Buffers, open space, landscaping, and design standards shall be incorporated into all development to provide a smooth transition between different densities and land uses. Pedestrian sidewalks and trails and bicycle facilities shall be provided for access to schools, shopping. services, and recreational facilities.

#### 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 27<sup>th</sup> Street West and Bridgeport Way, and the Town Center beginning at 35<sup>th</sup> Street West and Bridgeport Way. A base density of ten (10) thirty (30) dwelling units per acre is allowed, with up to thirty-five (350) units per acre subject to a low income housing density credit permitted through the Planned Development District (PDD) process, when additional amenities are provided. Uses allowed include redevelopment of multi-family housing, attached and detached single-family housing, nursing homes and assisted living facilities, day care, religious assembly, professional offices, limited retail uses, public parks, community and cultural services, administrative government services, and minor utility distribution facilities. New multi-family will be allowed only when specific design standards are met and in conjunction with other permitted commercial uses. Buffers, landscaping, and design standards shall be incorporated into all 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) thirty (30) dwelling units to the acre is allowed, with up to thirty-five (350) units to the acre subject to a low income housing density credit permitted through the Planned Development District process, when additional amenities are provided. Uses allowed include redevelopment of multi-family housing, attached and detached single family housing, nursing homes and assisted living facilities, day care, religious assembly, professional offices, general retail, personal services, restaurants, small food stores, lodging, family entertainment businesses, public and private parks, community and cultural services, administrative government and safety services, and minor utility distribution facilities. Developments that include a mix of retail, personal services, offices, and residential uses are encouraged. New multi-family will be allowed only when specific design standards are met and in conjunction with other permitted commercial uses. Buffers, landscaping, and design standards shall be incorporated into all developments to provide a smooth transition between different densities and land uses. Sidewalks, bicycle facilities, and open public spaces shall be provided to encourage a pedestrian friendly atmosphere and connections with transit stops, schools, shopping, services, and recreational facilities.

#### Mixed Use – Maritime (MU-M):

The Mixed Use - Maritime designation supports the operation of marinas, yacht clubs with boat moorage and related facilities and activities, and other boating facilities. The MU-M designation also accommodates mixed use development that may include a variety of water-oriented commercial, transportation and light industrial uses, and moderate density residential uses, located on the mainland side of the Day Island waterway. Additional purposes are to provide public access to the shoreline and recreational uses oriented toward the waterfront, and to accommodate non-water-oriented uses on a limited basis where appropriate. Under the MU-M designation, existing ecological functions are to be protected and ecological functions restored, where restoration is reasonably feasible, in

areas that have been previously degraded, consistent with the intent of the Day Island Medium Intensity Shoreline Environment and other Shoreline Master Program requirements in UPMC Title 18, when applicable.

#### **Neighborhood Commercial (NC):**

To help achieve a mix of commercial uses that primarily serves the needs of local residents and businesses, Neighborhood Commercial (NC) designations are located at the intersections of 27<sup>th</sup> 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. Residential development is limited to adult family homes, bed and breakfast and attached Ssingle-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 where with new drive-through establishments are limited 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 twelve (120) 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 are may be allowed in an Overlay area if subject to -certain design standards, are met. New multi-family development will be allowed only when specific design standards are met, when additional amenities are provided and in conjunction with a permitted commercial use. Design standards for new development and public/private development partnerships help promote a dynamic and healthy economic environment.

#### 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

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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 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 27<sup>th</sup> Street West between Morrison Road on the west, 67<sup>th</sup> Avenue on the east, and Morrison Pond on the south. Additional light industrial and business park uses are located along the east side of 70<sup>th</sup> 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 Buffers and design standards shall be incorporated into all and maintenance. developments to provide a compatible compatible transition to adjacent zones and land uses.

Table 1-<u>10</u>8
Plan Map Designations

Plan Map Designations	Parcels*	Acres*
Town Center (TC)	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 Maritime (MU-M)	<u>15</u>	<u>27</u>
Mixed Use Office (MU-O)	72	30

Moderate Density Residential MDR	209	265
Low-Density Residential LDR	8,1 <u>32</u> 47	4,0 <u>41</u> 68

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

#### **EXHIBIT B**

#### **CHAPTER 9**

## SHORELINE MANAGEMENT ELEMENT

This element addresses shoreline management issues in the City of University Place over the next twenty years, consistent with the need to integrate the requirements of the Growth Management Act (GMA) and the Washington State Shoreline Management Act (SMA). These issues include addressing State shoreline elements. uses, activities, environment designations and implementation. This element takes into consideration characteristics of the City of University Place shoreline including unique residential areas, the Day Island waterway, and the Chambers Creek Properties.

#### **STATE GOALS (RCW 36.70A.020)**

#### **Urban Growth**

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

#### Economic Development

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

#### **Property Rights**

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

#### **Open Space and Recreation**

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

#### **Environment**

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

#### Citizen Participation and Coordination

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

#### Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

#### Shorelines of the State

The goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020.

#### **COMMUNITY VISION**

#### Land Use and Environment.

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

#### Parks and Recreation.

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

#### MAJOR SHORELINE ISSUES

Pierce County's ongoing efforts plans to turn part of the 900 acre Chambers
Creek/Lone Star Northwest Gravel Mine site, to develop the Chambers Creek
Properties for recreational uses along
Puget Sound and Chambers Bay in the southwestern part of the city, into a park along Puget Sound offers an opportunity to add to the community's shoreline public access. Approximately 700 of the 900 acres are within the City of University Place.

The Burlington Northern-Santa Fe Railroad runs parallel to and along the Puget Sound shoreline. It provides a public access benefit from the

perspective of maintaining generally open views of the shoreline and Puget Sound from upland areas. However, the railroad forms a physical barrier that limits the expansion of physical access for the public to enjoy the shoreline. Enhanced public access may be achieved when sufficient funding and other support make possible such improvements as the Chambers Creek Properties pedestrian overpass. This crossing, which opened in 2011, reopened nearly three miles of marine shoreline on the waterward side of the tracks for public access after this area had been closed off to access for a century. Additional public access improvements along the railroad corridor will require the support and cooperation of the Burlington Northern-Santa Fe Railroad. There has been discussion about the future expansion of the railroad. Railroad expansion must be addressed.

The Day Island and Sunset Beach residential areas have historically developed in a manner where most single family dwellings are now non-conforming with respect to zoning regulations that apply to the remainder of the City's single-family neighborhoods. and/or Sshoreline Mmaster Pprogram policies and regulations, and special zoning overlay regulations that apply to these areas, recognize historic development patterns, minimize the number of properties classified as nonconforming. and support continued investment in the maintenance and improvement of these unique properties and neighborhoods.

The Day Island waterway, located between Day Island and the mainland, has supported development of marinas, a yacht club and a mix of commercial, industrial and other uses over the past century. The Mixed Use -- Maritime zoning classification and Day Island Medium Intensity Shoreline Environment

Designation recognize these historic uses and support appropriate water-oriented mixed use development, on the mainland side of the Day Island Waterway, where shoreline ecological impacts and potential impacts on nearby residential development can be mitigated.

Chambers Creek Canyon includes critical areas and offers wildlife habitat in a relatively undisturbed setting. Future planned recreational opportunities for the Chambers Creek Canyon include pedestrian trails. Development in the canyon, however limited, must protect habitat and critical areas.

#### **GOALS AND POLICIES**

This section of this Chapter contains the City of University Place general shoreline goals and policies. Goals provide broad general direction for the city on an issue, while the policies provide more detail about steps needed to implement each goal's intent. Discussions provide background information and may offer examples or clarify intent. Policies contained in the Shoreline Master Program provide more explicit direction consistent with, and in support of, the following goals.

## SHORELINE ELEMENTS GOAL SH1

To implement the <u>Sshoreline</u>
<u>Mmaster Pprogram consistent</u>
with the following <del>classes of</del>
activities.

#### **CIRCULATION**

#### Policy SH1A

Establish and maintain a circulatory network capable of delivering people, goods, services, and emergency services at a high level of convenience, safety, and reliability while minimizing circulation impacts and conflicts between various modes of transportation.

Discussion: Circulation is closely intertwined with the shoreline resource. Public roads and railroad right-of-way are present along the shoreline. However, circulation also must take into consideration other transportation modes including pedestrian/bicycle paths/trails. Mitigate the circulation system's adverse impacts to avoid undesirable conflicts with the shoreline environment. Special effort should be made to minimize conflicts between the various means of motorized and non-motorized transportation particularly as the Chambers Creek Properties develop over time and offer increased shoreline public access.

#### **CONSERVATION**

#### Policy SH1B

Preserve and protect natural shoreline resources including scenic vistas, fish and wildlife habitat, shorelines, and other valuable natural or aesthetic features.

**Discussion:** Comprehensive Plan Chapter 3, the Environmental Management Element, states that the shoreline area is characterized by many natural features for fish and wildlife habitat, allows for scenic views, and contains other amenities associated with shoreline features. The shoreline's natural features should be preserved and protected, with opportunities for public access pursued consistent with applicable city regulations for the protection of these areas.

#### **ECONOMIC DEVELOPMENT**

#### **Policy SH1C**

Consider regional economic development needs provided by non-residential uses in or adjacent to the shoreline. **Discussion:** Economic development related uses in the shoreline include the Chambers Bay Golf Course and other recreational facilities within the Chambers Creek Properties. Pierce County Regional Wastewater Treatment Plant, gravel mining operations, Burlington Northern-Santa Fe railroad, and private marinas. In many respects, these uses support economic development on a broader geographical level than just the City of University Place. The gravel mining activities will be gradually reclaimed for recreational use over time consistent with the Pierce County Chambers Creek Properties Master Site Plan. The treatment plant and railroad, however, will likely be longterm uses in or near the shoreline. Balancing the regional needs of these uses with the protection of the shoreline environment needs to be addressed.

#### HISTORIC, CULTURAL, SCIENTIFIC, AND EDUCATIONAL SITES AND STRUCTURES

#### **Policy SH1D**

Identify and preserve historic, cultural, scientific, and educational building sites or areas located within shoreline jurisdiction so that their values will not be lost to future generations.

Discussion: Historic, cultural, scientific, and educational value can be preserved and maintained through park use or historic designations. In addition, educational projects and programs that foster greater appreciation for shoreline management, maritime activities, environmental conservation and maritime history should be encouraged. Regulations should also address procedures to follow if archeological artifacts are uncovered during construction.

#### **PUBLIC ACCESS**

#### **Policy SH1E**

Maintain and improve reasonable public opportunities to view and access publicly owned shorelines and secure additional access for residential and general public use. Ensure that public access does not adversely intrude upon fragile natural areas and private property.

**Discussion:** The Pierce County Chambers Creek Properties Master <u>Site</u> Plan identifies future opportunities to improve public access to the city shorelines including a boat launch, nature trails and piers. These and other opportunities within shoreline jurisdiction should be pursued, particularly since Puget Sound is a shoreline of statewide significance. This also includes possible opportunities for public access in existing residential areas.

The Burlington Northern-Santa-Fe railroad rightof-way does, in certain locations, form a physical barrier to shoreline public access. Underpasses and overpasses should be encouraged to achieve access to the shoreline if designed in a safe manner and provided that negative impacts to the shoreline are addressed.

#### **RECREATION**

#### **Policy SH1F**

Preserve and expand shoreline recreational activities in the City of University Place.

Discussion: The Pierce County Chambers Creek Properties Master Site Plan identifies future recreational activities in or immediately adjacent to the city's shoreline areas. Working with Pierce County and other agencies to implement the conversion of the Chambers Creek Properties to recreational use is appropriate so that public access and recreational activities along the shoreline are expanded. Activities that directly support recreational activities such as lighting, fencing, signage, and accessory utilities should be allowed in a manner compatible with protection of the shoreline area. In addition, very limited commercial activities are appropriate.

#### SHORELINE USE

#### **Policy SH1G**

Ensure overall coordination of shoreline use with other applicable policies and regulations affecting land use and with neighboring jurisdictions.

Discussion: The city's overall land use planning process and shoreline planning process must be considered in tandem. This will promote the best possible land use pattern while minimizing conflict between land uses. Integration between the Shoreline Management Act and Growth Management Act requirements, policies, and land use/shoreline environment designations will facilitate this coordination. In addition, the city's shorelines border other jurisdictions. Coordination with these other jurisdictions to foster compatible development along the shoreline areas is appropriate.

## SHORELINE ENVIRONMENT DESIGNATIONS

#### **GOAL SH2**

Effectively manage shoreline resources by designating shorelines consistent with State guidelines and in keeping with the shoreline's physical character and historical development pattern.

## "SHORELINE RESIDENTIAL" SHORELINE ENVIRONMENT DESIGNATION

#### **Policy SH2A**

Implement a Shoreline Residential shoreline environment designation to aAccommodate residential development and appurtenant structuresassociated uses that are consistent with the Shoreline Master Program in areas with existing or planned adequate water and sanitary sewer facilities. Pprovideing appropriate public access and recreational uses, while also minimizing adverse shoreline impacts. Protect, restore and manage the unique characteristics and resources of the aquatic areas between the ordinary high water mark and the minus 10-foot mean lower low water line adjacent to upland Shoreline Residential areas. In

developing regulations, give consideration to the historical development pattern of residential communities.

Areas to be designated "shoreline residential" should be developed predominantly with single-family residences.

meet one or more of the following criteria:

- The shoreline is used or designated for areas dominated by or planned for residential development.
- The shoreline is of lower intensity use, where surrounding land use is predominately residential and where urban services are available.
- The shoreline is generally without significant environmental limitations to development such as steep slopes, landslide and erosion hazard areas, wetlands, and sensitive areas.

Discussion: The "Shoreline Residential" shoreline eEnvironment designation is to be applied to shoreline areas that previously have been extensively developed dominated by or planned for residential usedevelopment within the city limits. The objective is to recognize historical residential development patterns and accommodate continued residential investment while development and minimizeing adverse impacts. Two primary areas in the City of University Place meet this designation: Sunset Beach and Day Island. Neither area provides opportunities for significant new residential development, so the primary focus is on maintaining the existing development pattern. While Sunset Beach does not have sanitary sewer at this time, the long-term goal of the city is to see that areas not served by sewer have service (see Capital Facilities Element, Policy CF6A). Therefore, Sunset Beach is appropriate for this environment designation.

The area between Day Island and Sunset Beach is also designated "Shoreline Residential." Shoreline regulations should support and encourage the continued proper use of these

shoreline areas for residential purposes. This includes allowing reduced setbacks from the Ordinary High Water Mark (OHWM) to allow certain residences with unique development situations to be maintained, repaired and, in discrete circumstances, to be allowed limited expansion.

#### **"URBAN CONSERVANCY"** SHORELINE ENVIRONMENT DESIGNATION

#### Policy SH2B

Implement an "Urban Conservancy" shoreline environment designation to protect and restore ecological functions of open space, flood plain and other sensitive lands where they exist in urban and developed settings, while allowing a variety of compatible uses including residential development. Protect, restore and manage the unique characteristics and resources of the aquatic areas between the ordinary high water mark and the minus 10-foot mean lower low water line adjacent to upland Urban Conservancy areas., conserve and manage natural resources and habitat, to provide recreation and public access, and to designate areas with physical constraints and limitations for future development.

Areas to be designated "Urban Conservancy" should be appropriate and planned for development that is compatible with maintaining or restoring of the ecological functions of the area, which are not generally suitable for waterdependent uses, if any of the following characteristics apply:

- 1. Shoreline areas are suitable for water-related or water-enjoyment uses.
- 2. Shoreline areas are open space, flood plain or other sensitive areas that should not be more intensively developed.

- 3. Shoreline areas have potential for ecological restoration.
- 4. Shoreline areas retain important ecological functions, even though partially developed; or
- 5. Shoreline areas have the potential for development that is compatible with ecological restoration.

Areas to be designated "Conservancy" should meet one or more of the following criteria:

- 1. Shorelines free from extensive development.
- 2. Shorelines of high recreational value or potential.
- 3. Shorelines with extensive or unique historic or cultural resources

Discussion: Land uses within the "Urban Conservancy" shoreline environment shoreline designation should not adversely impact critical areas such as steep slopes, wetlands, and flood prone areas. Uses that preserve the natural character of the area or promote preservation of open space, floodplain or critical areas either directly or over the long term should be the primary allowed uses. Where lawfully established residential structures exist within shoreline jurisdiction, residential uses and activities that are compatible with the purpose of the Urban Conservancy environment and do not result in significant impacts to ecological functions may be considered a primary allowed use. Public access, including walking/hiking trails, should be provided whenever feasible and significant ecological impacts can be avoided or mitigated. A variety of recreational uses as established by the comprehensive plan, zoning code, Chambers Creek Properties Master Site Plan and the Shoreline Master Program, should be allowed where the development of such uses is done in a manner that protects or enhances shoreline ecological functions. In permitting uses and activities ecological factors must considered. Areas should, as much as possible, maintain their existing character or transition to a use or character more favorable to the restoration of the shoreline resource. Outdoor recreation activities are a preferred use in this designation. The Chambers Creek Properties, generally along

Puget Sound, would be appropriate for this designation.

## "NATURAL CONSERVANCY-LOW" SHORELINE ENVIRONMENT DESIGNATION

#### **Policy SH2C**

Implement a "Natural Conservancy Low" shoreline environment designation to protect those shoreline areas, specifically associated with Chambers Creek, that are relatively free of human influence or that include intact or minimally degraded shoreline functions intolerant of human use. These systems require that only very low intensity uses be allowed in order to maintain the ecological functions and ecosystem-wide processes. for the Chambers Creek Canyon to reflect the Creek's opportunities for passive recreation use while also protecting the Creek's unique natural ecosystem and critical areas. Allow less intensive development than might typically be allowed in the "Conservancy" shoreline environment designation.

Areas should be designated "Natural" if any of the following characteristics apply:

- 1. The shoreline is ecologically intact and therefore currently performing an important, irreplaceable function or ecosystem-wide process that would be damaged by human activity.
- The shoreline is considered to represent ecosystems and geologic types that are of particular scientific and educational interest; or
- 3. The shoreline is unable to support new development or uses without significant adverse impacts to ecological functions or risk to human safety.

The Conservancy-Low Environment designation should be based on one or more of the following criteria:

- 1. The shoreline has some unique natural or cultural feature considered valuable in its natural or original condition.
- 2. The shoreline is relatively intolerant of intensive human
- 3. The shoreline is valuable as a historical, cultural, scientific or educational site by virtue of its natural unaltered original condition.
- 4. The shoreline is subject to severe biophysical limitations such as steep slopes and landslide hazard areas, flood prone areas, and/or areas with soils that have poor drainage.

**Discussion**: The Shoreline Master Program rules allow local jurisdictions to establish shoreline environment sub-designations. The City of University Place is applying this concept to the "Conservancy" shoreline environment designation by creating a "Conservancy-Low" shoreline environment designation sub-category. The "Natural"low" designation reflects the development limitations imposed by the linear nature of the Chambers Creek corridor including the steep slopes, wetlands and the creek itself. It also reflects a desire to protect flora and fauna in areas that are in a semi-natural state and considers the site's planned development as reflected by the Chambers Creek Properties Master Site Plan. While uses identified in the master plan might be acceptable, more intensive uses allowed by the "Conservancy" designation would not. Any use or modification that would substantially degrade the ecological functions or natural character of the Chambers Creek shoreline area should not be allowed. Scientific, historical, cultural, educational research uses, walking/hiking trails, and lowintensity water-oriented recreational access uses may be allowed provided that no significant ecological impact on the area will result. All developments and uses on the waters of Chambers Creek should be located and designed to reduce impacts to public views and to allow for

the safe, unobstructed passage of fish and wildlife, particularly those species dependent on migration. Shoreline uses and modifications should be designed and managed to prevent degradation of water quality and alteration of natural conditions. New over-water structures should only be authorized for public access or ecological restoration.

## "DAY ISLAND MEDIUM INTENSITY" SHORELINE ENVIRONMENT DESIGNATION

#### Policy SH2D

Implement a "Day Island Medium Intensity" shoreline environment designation to accommodate marinas and vacht clubs with boat moorage and related facilities and activities, wateroriented commercial, transportation and light industrial uses, and moderate density residential uses within mixed use projects, while protecting existing ecological functions and restoring ecological functions in areas that have been previously degraded, where restoration is reasonably feasible. Additional purposes are to provide public access to the shoreline and recreational uses oriented toward the waterfront, to accommodate non-water-oriented uses on a limited basis where appropriate, and to protect, restore and manage the unique characteristics and resources of the areas between the ordinary high water mark and the minus 10-foot Mean Lower Low Water (-10' MLLW) line. Areas to be designated "Day Island Medium Intensity" should currently support a mix of uses related to commerce, industry, transportation or navigation, recreation, and moderate density housing; or are suitable and planned for medium-intensity water oriented uses.

Discussion: The shoreline abutting the Day Island waterway is characterized by a variety of urban uses and activities, including commercial, light industrial, marina, yacht club, residential, and recreational uses. Together, these uses and

activities have the potential to create a vibrant shoreline that is consistent with and supportive of. University Place's character and quality of life. These types of uses should be allowed within the Day Island Medium Intensity environment, with preference given to water-oriented uses. Nonwater oriented uses should not be allowed except on the mainland side of the waterway as part of mixed use development that is predominantly water-oriented in terms of use.

The redevelopment and renewal of substandard and degraded shoreline areas should be encouraged. Future development of these areas should include restoration and/or enhancement of degraded shorelines and the provision of public access to the shoreline. Aesthetic objectives should be implemented by means such as sign control regulations, appropriate development siting, screening and architectural standards, and maintenance of natural vegetative buffers.

All development and use on navigable waters and submerged lands should be located and designed to minimize interference with navigation, reduce impacts to public views, and to allow for the passage of fish and wildlife, particularly those species dependent on migration. New over-water structures should be prohibited except for water-dependent uses, public access, or ecological restoration.

Improvements to water quality and sediment transport within the Day Island waterway should be given high priority. Such improvements may occur in conjunction with development proposals that require mitigation or as part of a voluntary restoration project.

## "MARINE DEEPWATER" SHORELINE ENVIRONMENT DESIGNATION

#### **Policy SH2E**

Implement a "Marine Deepwater" shoreline environment designation to protect and manage the unique characteristics and resources of the areas waterward of the intertidal shoreline. This environment designation is intended to address concerns with activities that are anticipated to occur only in deep water marine areas such as dredge and mooring buoys.

The "Marine Deepwater" shoreline environment designation shall apply to all marine waters and underlying submerged lands between the minus 10-foot mean lower low water (-10' MLLW) line and the center of the waterway.

Discussion: All developments and uses on navigable waters and submerged lands should be located and designed to minimize interference with surface navigation, to reduce impacts to public views, and to allow for the safe, unobstructed passage of fish and wildlife, particularly those species dependent on migration.

Uses that adversely impact the ecological functions of critical saltwater habitats should not be authorized except where necessary to achieve the objectives of RCW 90.58.020, and then only when all potential impacts are mitigated as necessary to assure maintenance of shoreline ecological functions and processes.

Shoreline uses and modifications should be designed and managed to prevent degradation of water quality and alteration of natural conditions. New over-water structures should only be authorized for water-dependent uses, public access, or ecological restoration.

## GENERAL ACTIVITY REGULATIONS

#### **GOAL SH3**

Manage shoreline activities consistent with shoreline preservation and restoration.

#### **CLEARING AND GRADING**

#### **Policy SH3A**

Limit clearing and grading in the shoreline and mitigate probable adverse significant environmental impacts upon the shoreline.

**Discussion:** Vegetative clearing including site clearing, right-of-way clearing, and damage to vegetation should be regulated depending on soil type, steepness of terrain, and habitat. Erosion should be prevented, shade should not be

adversely removed along streams, and rainwater runoff on exposed slopes should not be allowed. The removal of invasive non-native species and their replacement with native species should also be encouraged. In addition to shoreline policies and regulations, the City of University Place will use the site development permit and SEPA processes to control and mitigate significant adverse probable impacts associated with clearing and grading.

#### **CRITICAL AREAS**

#### **Policy SH3B**

Protect critical areas in the shorelines.

**Discussion:** Critical areas consist of some of the most fragile land and require protection from adverse development impacts. Critical areas provide for many functions such as fish and wildlife habitat, wetland protection and aquifer recharge. Protecting critical areas provides for public health and safety. The city's shoreline areas include wetlands, fish and wildlife habitat corridors, floodplains, aquifer recharge and steep slopes. Additional policies addressing critical areas are contained in Chapter 3, Environmental Management Element.

### OPEN SPACE AND VEGETATION PRACTICES

#### **Policy SH3C**

In areas characterized by open space or other vegetation, the following practices are appropriate.

- Maintain, enhance or restore
   native vegetative buffers strips
   where needed between
   cultivated/managed lands and
   bodies of water to protect the
   aquatic environment by reducing
   runoff and siltation.
- Divert waters for open space/ vegetation purposes only in accordance with water right procedures.

**Discussion:** Open space and vegetation practices include uses such as agricultural production, nursery production, large landscaped areas for residential uses, and open recreational areas including golf courses. They are uses

involving methods of vegetation and soil management, such as tilling of soil, control of weeds, control of plant diseases and insect pests, soil maintenance, and fertilization. Most of these practices employrequire the use of chemicals that may be water soluble and wash into contiguous land or water areas. This can cause significant alteration and damage to plant and animal habitats. (See also Policy SH3D on Pesticides, Herbicides, and Fertilizers.)

### PESTICIDES, HERBICIDES, FERTILIZERS

#### **Policy SH3D**

Regulate pesticides, herbicides and fertilizers to mitigate adverse water quality impacts and degradation and in accordance with applicable regulatory agency standards.

Discussion: Pesticides, herbicides and fertilizers leaching into water can affect water quality and fish and wildlife habitat. One future long-term use along the shoreline identified in the Pierce County Chambers Creek Properties Master Site Plan is a golf course. The application of fertilizers, pesticides or other chemicals on the Chambers Bay Golf Coursethis and in conjunction with other uses, including residential, within or adjoining the shoreline, or into waters that drain into the shoreline, should be carefully managed consistent with the need to protect water quality and fish and wildlife habitat. Integrated pest management and best management practices (BMP's) should be used.

#### **VEGETATION MANAGEMENT**

#### **Policy SH3E**

Practice vegetation management techniques in the shoreline area that increase the stability of steep slopes, reduce the need for structural shoreline stabilization measures, improve the visual and aesthetic qualities of the shoreline, and/or enhance shoreline uses.

**Discussion:** Vegetation management includes activities to prevent or minimize the loss of and increase the extent of <u>native</u> vegetation along or near the shoreline that contribute to ecological values. Such activities may include the prevention or restriction of plant clearing and grading, vegetative rehabilitation and the control of invasive weeds and non-native species.

Vegetation management is an important technique in achieving a range of ecological functions necessary to protect shoreline ecosystems, support recovery of endangered species, maintain and enhance the physical and aesthetic qualities of the natural shoreline, avoid adverse impacts to soil hydrology and reduce the hazard for slope failure.

#### **VIEW PROTECTION**

#### **Policy SH3F**

Apply Emphasize development regulations to new development to protect that do not impair or detract from the public's visual access to the water while discouraging; except that, the removal of natural vegetation in the shoreline areas for the sole purpose of removing impediments to views is discouraged.

Discussion: Significant scenic views of the shoreline exist within the shoreline areas. This visual access should be maintained and broadened through public access opportunities. The Community Character Element (Chapter 6) includes a policy for the city to consider a view protection ordinance. Shoreline views should be one consideration should the city decide to pursue adoption of such an ordinance. Increased building heights associated with redevelopment of existing properties located within the Day Island Medium Intensity shoreline environment have the potential to reduce territorial views of Puget Sound from nearby residences. View assessments for buildings greater than 35 feet in height should be used to identify and reduce potential impacts.

#### SHORELINE USE POLICIES

#### **GOAL SH4**

Manage shoreline activities to foster and accommodate reasonable uses consistent with shoreline preservation and restoration.

#### **AQUACULTURE**

#### Policy SH4A

Provide for aquaculture to assist with the recovery of native populations of fish and

wildlife while ensuring its compatibility with shoreline uses.

**Discussion:** While a preferred water dependent use, commercial aquaculture is not neither present in the city's shoreline area nor allowed under the Shoreline Master Program. If an aquaculture use is established in the city for fish and wildlife native population recovery purposes, it should be protected through techniques such as regulating navigation routing. Aquaculture should be regulated so that the use does not conflict with other shoreline uses.

### ARCHEOLOGICAL AREAS AND HISTORIC SITES

#### **Policy SH4B**

Control development in the vicinity of identified valuable historic sites, cultural sites or structures to prevent incompatible uses and functional conflicts. Protect valuable historic and cultural sites and structures discovered during development.

Discussion: Archeological, scientific, historic, cultural, and educational structures, sites, and areas have significant statewide, regional, or local value and should be protected. Shoreline permits should contain a provision requiring developers to immediately stop work and notify the City, the State Department of Archaeology and Historic Preservationlocal government and affected Indian tribe if archeological resources artifacts are uncovered during excavations. New development should be designed to avoid damaging significant archaeological and historic resources and enhance and/or be compatible with such resources. (Also see Policy SH1D.)

#### **BOATHOUSES**

#### **Policy SH4C**

Allow limited opportunities for boathouses that serve the private, non-commercial recreational needs of area residents.

Discussion: Noncommercial Bboathouses generally provide covered moorage for boats as an. In this respect, they are physically more substantial than piers or docks, but are typically less intensive than a commercial marina. Such a use provides a boat storage alternative to larger commercial marinas. However, they should be strictly regulated. Such bBoathouses should only be allowed if they are non-commercial and serve

the private recreational needs of the boathouse's property owners. New non-commercial boathouses should be located outside of required vegetation conservation area buffers and should not be located overwater. There is one existing non-commercial boathouse, not part of a marina, located in Sunset Beach. The boathouse is the principal structure of the property and is owned by individuals who do not reside in the shoreline area. There are also non-commercial, privately-owned boathouses within the Day Island Yacht Club.

### MIXED USE COMMERCIAL DEVELOPMENT

#### **Policy SH4D**

Foster economic growth by encouraging redevelopment of non-residential properties on the mainland side of the Day Island waterway with a variety of commercial, light industrial, marina, residential and recreational uses within mixed use developments that are predominantly water-oriented. Prohibit commercial development in the shorelines except in very limited and specific circumstances.

Discussion: Historically, the Day Island waterway has supported a mix of uses including marinas, a yacht club, and commercial, industrial, recreational, residential and other uses and activities. Properties currently developed with marina and yacht club facilities and other nonresidential uses are designated Day Island Medium Intensity in the Shoreline Master Program and zoned either Mixed Use - Maritime or R1 Residential. Both the SMP shoreline environment designation and zoning classifications support a continuation of existing water-oriented uses, which include the Day Island Yacht Club and Narrows Marina on the mainland side of the waterway and the Day Island Yacht Harbor on Day Island. Redevelopment of the properties on the mainland side of the waterway for mixed use development may be allowed provided it is predominantly water-oriented. Redevelopment of Day Island Yacht Harbor for non-water-oriented uses is restricted in order to minimize potential impacts on surrounding single-family residences from incompatible development. Generally, public access should be required when a project increases or creates demand for public access. impacts or interferes with existing access, impacts or interferes with public use of water, includes a

non-water-dependent use, or involves the creation of more than four residential lots or dwelling units within shoreline jurisdiction.

Commercial developments include uses involved in wholesale and retail trade or business activities. They range from small businesses to major concentrations of commercial uses and include tourist, tourist support, and destination type activities. Zoning in the shoreline area is primarily "R1" and "PF" (Public Facilities). Principal commercial uses are not typically allowed in these zones. Future use of the shoreline for commercial purposes will be limited and should, therefore, be prohibited except in very unique circumstances. These circumstances include the presence of existing marinas and the possibility that ancillary commercial uses might occur conjunction with the development of the Chambers Creek Properties. Policies addressing marinas and certain Chambers Creek Properties uses are addressed separately in this element (see Policy SH4I, Marinas; Policies SH1F and SH4O Recreation). In those instances where commercial or nonresidential uses may occur, public access should be required."DREDGING AND DREDGE MATERIAL DISPOSAL

#### Policy SH4E

Minimize damage to ecological values, natural resources, and water quality in areas to be dredged and areas selected for the deposit of dredged materials. Ensure that dredging operations minimize interference with navigation and adverse impacts to other shoreline uses, fish and wildlife habitat, and properties. Dredging of bottom materials waterward of the ordinary high water mark for the single purpose of obtaining fill material is generally prohibited, except for public repair or habitat restoration projects.

**Discussion:** Dredge material disposal is the depositing of dredged materials upland or into water bodies. Dredging and the deposit of dredge spoils can have negative impacts on water quality and habitat and should be discouraged. However, maintenance dredging to maintain navigation ways should be considered as one acceptable form of dredging as well as dredging for habitat restoration.

#### **FISHERY RESOURCE**

#### **Policy SH4F**

Encourage uses that promote and enhance the fishery resource.

Discussion: Chambers Creek has a fish counting station within the shoreline environment. The fish counting station's activities further the fishery resource. These and related fishery enhancement uses, such as hatcheries, that support the fishery resource should be allowed where appropriate. The most appropriate location for such facilities is within the urban conservancy shoreline environment, although fishery enhancement uses that meet the definition of aquaculture intended to assist with the recovery of native populations of fish and wildlife may be allowed in all shoreline environments. This use type should be prohibited in the shoreline residential and conservancy-low environments.

## FLOOD PROTECTION (Shoreline Protection)

#### **Policy SH4G**

Allow shoreline protection actions and also participate in the National Flood Insurance Protection (NFIP) program to protect persons and property from flood damage.

**Discussion**: For the purposes of the Sshoreline Mmaster Pprogram, flood protection actions are those shoreline protection actions primarily intended to reduce flood damage or hazard. control flooding. Flood hazard provisions also apply to uses, development and shoreline modifications that could increase flood hazards. Flood hazard reduction measures can consist of nonstructural measures such as setbacks, land use controls, wetland restoration, relocation of uses, biotechnical measures, or storm water management programs. Flood hazard reduction measures can also consist of dikes, revetments, bulkheads, floodwalls, channel realignment, or elevation of structures consistent with the National Flood Insurance Program (NFIP). Examples include berms, dikes and levees. Their use, while perhaps limited in University Place, should be available to some extent.

Also, floodplain development is subject to University Place Municipal Code (UPMC) Chapter 14.15 "Flood Damage Protection." These requirements establish construction and site development standards and a permitting system enabling the City to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP). These regulations help protect persons, property and health, minimize the expenditure of public money, minimize the need for rescue and relief efforts and ensure that those who occupy the areas of special flood hazards assume responsibility for their actions.

#### IN STREAM STRUCTURES

#### **Policy SH4H**

Allow in stream structures that provide for the protection and preservation of ecological functions, recreation, fisheries enhancement, irrigation and cultural resources.

Discussion: The location and planning of in stream structures shall consider the full range of public interests and environmental concerns, with special emphasis on protecting and enhancing priority habitat and species and natural and cultural resources. In stream structures are more appropriate for the <a href="Urban">Urban</a> Conservancy and <a href="NaturalConservancy-Low shoreline environment">NaturalConservancy-Low shoreline environment</a> designations, <a href="although aquaculture intended to assist with the recovery of native populations of fish and wildlife may be allowed in all shoreline environments and should be prohibited in the Shoreline Residential designation.

#### **LANDFILLINGFILL** (Non-Solid Waste)

#### Policy SH4I

Allow landfills <u>fill</u> with clean fill material in limited circumstances, such as to provide limited backfill for bulkheads or for habitat/beach restoration projects, while protecting the shoreline's ecological and natural resource values.

Discussion: Fill is the deposition or stockpiling of earth materials such as soil, sand, rock, gravel, sediment, earth retaining structure, or other material to an area waterward of the ordinary high water mark, in wetlands or other critical areas, or on shorelands in a manner that raises the elevation or creates dry land. Any fill activity conducted within the shoreline jurisdiction should be located, designed, and constructed to protect shoreline ecological functions and system-wide processes. The quantity and extent of fill should

be the minimum necessary to accommodate an authorized shoreline use or development.

Fill should be allowed to accommodate berms or other structures to prevent flooding caused by sea level rise when other flood prevention methods or alternatives are not feasible. In addition, fill for the maintenance, restoration, or enhancement of beaches or mitigation projects should be authorized. Fill waterward of the ordinary high water mark should be authorized only to accommodate water-dependent uses, public access and recreational uses, cleanup of contaminated sites, restoration activities, or other water-dependent uses that are consistent with the goals and polices of the Shoreline Master Program.

Landfills result in the creation of dry upland area by filling or depositing materials into a shoreline area. In doing so, landfills can harm the shoreline resource and should be discouraged. In instances where landfills are allowed, appropriate protective measures should be employed to minimize impacts and only clean fill material should be used. Protective measures include designing and locating shoreline fills or cuts so that significant damage to existing ecological values or alteration of local currents will not occur and/or will not create a hazard or significant injury to adjacent life, property, and natural resources systems. All fill perimeters should provide suitable means for erosion prevention. Fill material quality should be regulated so that water quality degradation does not occur.

### MARINAS AND OHER BOATING MOORAGE FACILITIES

#### Policy SH4J

Support the continued operation, and proper preventive maintenance and enhancement of existing marinas, the yacht club and other boating facilities and support activities that have historically contributed to the development of the community. Discourage modifications to new marinas or the expansion of existing marinas and other boating facilities that would expand over-water coveragegiven the limited land and shoreline availability and configuration in the City.

Discussion: Currently tThere are two private marinas and a yacht club in the city providing moorage, primarily for boats and other pleasure

craft/boating. While providing a recreational function for the community, marinas can have environmental impacts on water quality and habitat (i.e., water pollution, solid waste, light) and can adversely impact adjacent land uses in terms of noise, glare, aesthetics and public visual access. Existing marinas should be allowed to operate encouraging repair and maintenance; however, eExpansion of marinas with respect to the amount of over-water coverage and shading created by covered moorage and other facilities and improvements should not be permitted. spaces is discouraged. Repairs or modifications maintenance to existing marinas should be designed in a manner that will not adversely impact the fish and shellfish resource, but will promote public safety and health and be aesthetically compatible with adjacent uses. Public access should be enhanced when modifications increase or create demand for public access, impact or interfere with existing access, or impact or interfere with public use of water. Adequate parking should be maintained and should be located as far upland as possible.

#### MINING

#### Policy SH4K

Prohibit new mining activities in the shoreline area and protect the shoreline resource and waters from rock, sand, gravel, mine-generated sediment, and other debris, whether or not the mining activity is located within shoreline jurisdiction. Encourage the reclamation of previously mined areas existing mining activities.

Discussion: Applicability. Chambers Creek Properties was the site of extensive gravel mining for over a century until commercial mining operations ceased in 2003. Site work associated with the conversion of this formerly mined land is authorized to continue under the Chambers Creek Properties Master Site Plan in order to support redevelopment and reclamation. Such activities, when conducted in accordance with the Mining Reclamation Plan approved by the Washington State Department of Natural Resources, shall not be considered mining. Such work shall be reviewed in accordance with the applicable provisions for the proposed non-mining use and the general provisions of this Shoreline Program. including vegetation conservation. New mining is incompatible with goals for shoreline areas within the City boundaries. Presently, gravel mining is

taking place upland in the Chambers Creek
Properties site adjacent to the city's shoreline.
Reclamation of the mining operations to
recreational uses is envisioned in the adopted
Pierce County Chambers Creek Properties Master
Site Plan and this reclamation of existing mining
operations is encouraged by the city. However, as
the mining activity continues and as the transition
occurs the shoreline area should be appropriately
protected.

### PIERS, DOCKS (PIERS, RAMPS AND, FLOATS

#### **Policy SH4L**

Allow piers and docks and other facilities, especially those that provide for public public or private mooragedocking. launching, and recreational access, and those associated with water dependent uses and existing residential development. Facilities should be located, designed, constructed and maintained to protect shoreline ecological functions and system-wide processes. Facilities should allow for the maintenance and use of navigable waters, public access areas, and recreational opportunities. Facilities should minimize adverse impacts to adjacent land uses such as noise, light and glare, aesthetics, and public visual access, and they should minimize adverse impacts to other waterdependent uses. Mitigate probable significant adverse environmental impacts upon littoral drift, water circulation and quality, and critical area resources such as eelgrass beds and fish habitat. Ensure that the proposed number, size and density of the pier, dock, or float is compatible with surrounding water, land, and surrounding environment, and that the structures do not interfere with navigable waters or with the public's use of the shoreline.

**Discussion:** Docks may consist of pPiers, which are typically built on fixed platforms above the water, floats, and ramps that connect piers and floats to each other and to the shoreline. while docks float upon the water. As over water structures, piers, docks and floats require State

Environmental Policy Act (SEPA) review. These structures may also be subject to review by various state and/or federal agencies. SEPA shall serve as one technique to mitigate any probable adverse environmental impact upon the environment associated with this use activity. For example, impacts to geo-hydraulic processes should be reviewed. Joint use facilities are encouraged over a proliferation of multiple single use facilities.

Preference should be given to shared moorage facilities over single-user moorage where feasible. Moorage facilities should be sited and designed to avoid adversely impacting shoreline ecological functions and processes, and should mitigate for unavoidable impacts to ecological functions. Moorage facilities should be spaced and oriented in a manner that minimizes hazards and obstructions to public navigation rights and corollary rights including, but not limited to, boating, swimming, and fishing. Moorage facilities should be restricted to the minimum size necessary to meet the needs of the proposed use. Design elements that increase light penetration to the water below existing or new moorage facilities, such as increasing the structure's height. modifying orientation and size, and use of grating as a surface material, should be encouraged. No new or expanded covered moorage should be allowed.

### PORTS AND WATER-RELATED INDUSTRY

#### Policy SH4M

Accommodate light industrial uses within mixed use development abutting the mainland side of the Day Island waterway provided the development is predominantly water-oriented within shoreline jurisdictionProhibit new port and water-related industry in the City of University Place.

Discussion: Mixed Use – Maritime zoning and the Day Island Medium Intensity shoreline environment designation recognize historic industrial uses located along the mainland side of the Day Island waterway. This zoning and shoreline designation encourage economic development through the redevelopment of non-residential properties in this area. Such redevelopment may include light industrial uses and activities provided they are located, designed, and operated to avoid and minimize adverse

impacts on shoreline ecological functions and processes. Preference should be given to water-dependent industrial uses first, then to water-related industrial uses over non-water-oriented industrial uses. The preferred location for non-water-dependent industrial uses is within areas as far from the shoreline as feasible. City's shoreline would prohibit new port or water related industry (i.e., seafood processing plant). There is no appropriate location for such a use given the existing shoreline land use and development pattern.

#### **PUBLIC ACCESS**

#### **Policy SH4N**

Pursue opportunities for the public to view and access publicly owned shorelines and secure additional access for general public use. Recognize privacy and security needs of area residents when considering public access opportunities. Protect recognized shoreline public access locations from new encroachments that may preclude its use for public access. Enhance public access in conjunction with new development when warranted. (See also Policy SH1E.)

**Discussion**: Shoreline access is the public's ability to reach the water and/or the ability to have a view of the water from upland locations. Public access is one of the fundamental goals of the State Shoreline Management Act. The City of University Place is fortunate in that over half of its shoreline area is publicly owned. These publicly owned shorelines are planned to have public access. Other limited opportunities for public access exist, primarily limited to the right-of-way in residential areas. Still, public access can result in privacy and security concerns of local residents, particularly if access locations are in close proximity. These concerns need to be addressed as part of public access development. Public access should be required when a project increases or creates demand for public access. impacts or interferes with existing access, impacts or interferes with public use of water, includes a non-water-dependent use, or involves the creation of more than four residential lots or dwelling units.

## RAILROADS Policy SH4O

Allow railroads to continue and perform proper maintenance and safety improvements within the existing right-ofway but prohibit the expansion of railroads outside of the existing railroad right-of-way. Railroad improvements, including additional rail lines within the existing right-of-way, may only be allowed upon demonstrating that significant adverse environmental impacts to the shoreline environment and adjacent uses are adequately mitigated and upon the provision of an alternatives analysis that clearly justifies the need for a shoreline location. Expansion of the rail line outside of the existing right-of way is prohibited. Relocating tracks landward of the existing right-of-way may have benefits and should be allowed upon demonstrating impacts to the shoreline environment can be mitigated.

**Discussion:** Burlington Northern-Santa Fe railroad owns and operates a railroad right-of-way in the city's shoreline areas. The railroad is one of the dominant features along the area under shoreline management jurisdiction. The city recognizes the investment made in the railroad; however, the city also recognizes that the railroad dominates the shoreline area and, to some extent, tends to divide the upland area from access to the shoreline. Overpasses or underpasses that facilitate safe pedestrian access to and from the shoreline are desirable. While maintenance of the railroad is appropriate for safe freight movement and travel, further expansion of the railroad outside of the existing right-of-way is prohibited. Railroads can limit shoreline access and impair the visual qualities of water-oriented vistas.

#### RECREATION

#### Policy SH4P

Encourage the development of recreational activities that expand and enhance public access to the shoreline areas while ensuring that ecological functions of the shoreline area are not significantly degraded.

Discussion: Recreational uses and developments that facilitate the public's ability to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water

and shoreline, are preferred. Water-oriented recreational uses, such as boating, swimming beaches, and wildlife viewing, should have priority over non-water dependent recreation uses, such as sports fields. A variety of compatible recreation experiences and activities should be encouraged to satisfy diverse recreational needs. Recreational developments and plans should promote conservation of the shoreline's natural character, ecological functions and processes. Recreation facilities should be integrated and linked with linear systems, such as hiking paths, sidewalks, bicycle paths, easements, and/or scenic drives. Recreation facilities should incorporate public education and interpretive signs regarding shoreline ecological functions and processes, historic and cultural heritage. Recreation facilities should be designed to preserve, enhance, or create scenic views and vistas.

The Pierce County Chambers Creek Properties Master Site Plan identifies proposals that, if implemented, will provide for greater recreational public access to the city's shoreline areas. This includes a public access pier, boat launch and pedestrian paths, including nature trails. These uses should be encouraged. Impacts of recreational uses need to be appropriately mitigated and attention should be given to the effect the development of a recreational site will have on environmental quality and natural resources.

#### RESIDENTIAL DEVELOPMENT I

#### **Policy SH4Q**

Recognize the unique historical residential development pattern presented by Sunset Beach and Day Island and encourage the proper maintenance and repair of single-family dwellings.

**Discussion:** Residential development on residentially designated urban shorelines is a priority use under RCW 90.58.020 in areas of existing development. Part of the city's shoreline is developed with residential uses. The primary issue will be infill and maintenance of existing uses rather than new subdivisions. In some cases, the historical development pattern has resulted in residential development located over the water or constructed to the ordinary high water mark (OHWM). Allowing these residential uses to continue by encouraging their appropriate and proper repair, maintenance and, in some instances, minor expansion should be allowed.

#### RESIDENTIAL DEVELOPMENT II

#### Policy SH4R

Prohibit new over water residences and floating homes or the expansion of existing over water residences more waterward than their existing location. Encourage the proper maintenance of existing structures.

**Discussion**: The Schoreline Mmaster Perogram guidelines prohibit new over water residences, including floating homes and houseboats. Development of the shoreline in University Place should be consistent with this provision. Existing over water structures may be maintained, but in no case shall they be expanded to increase their over water coveragemore waterward.

#### ROADS, BRIDGES AND PARKING

#### **Policy SH4S**

Plan, locate, and design new vehicular accessways away from shorelands if possible to minimize the adverse impact upon unique and fragile shoreline features and ecological functions, except when necessary to provide access to an allowed shoreline use. Discourage parking facilities in shoreline areas unless specifically supporting a preferred use or unless parking is intended to serve disabled individuals.

**Discussion:** Access roadways serving permitted shoreline uses are acceptable but otherwise new roads in the shoreline area should be discouraged. Parking facilities in the shoreline are not desirable given their environmental and visual impacts. Regulations should address impacts associated with parking facilities.

#### **SEWAGE TREATMENT FACILITIES**

#### **Policy SH4T**

Allow the continued proper and responsible operation and maintenance of existing sewage treatment facilities and support activities that have historically contributed to meeting regional sewage treatment needs. Require new or expanded sewage treatment facilities in the shoreline to demonstrate, at a

minimum, the need for the shoreline location and that impact can be mitigated.

Discussion: The Chambers Creek Wastewater Treatment Plant is located near Puget Sound and Chambers Creek. Expansion of this plant is envisioned by Pierce County Public Works and Utilities is ongoing. Expansion of a treatment plant of this size and magnitude can have many impacts. In the shoreline this includes, but is not limited to, aesthetic (visual) and odor impacts. Outfall pipes may raise water quality concerns. These impacts must be closely evaluated to ensure that shoreline impacts are adequately mitigated. (See also policies SH4Y and SH4Z, Utilities).

#### **SEWER**

#### **Policy SH4U**

Encourage the provision of sewer service to areas of the shoreline without sewers.

**Discussion:** Capital Facilities Element Policy CF6A calls for the city to work with sewer providers to develop a phased plan to offer sewer service to remaining areas of the city without sewer service. Parts of the shoreline do not have sewer service. This has potential for health and pollution concerns. Sewer service to areas within the shoreline area should be encouraged.

## SHORELINE MODIFICATIONS ACTIVITIES

#### Policy SH4V

Encourage shoreline modifications activities that minimize adverse impacts to the ecological functions and alteration to the natural shoreline environment. Encourage nonstructural and "soft" shoreline modifications activities rather than "hard" shoreline modifications activities. Regulate the use and development of "hard" shoreline modifications activities to minimize impacts to shoreline processes.

Discussion: Shoreline modifications are structures or actions that permanently change the physical configuration or quality of the shoreline, particularly at the point where land and water meet. Shoreline modifications include, but are not

limited to structures such as dikes, breakwaters, piers, docks, weirs, dredge basins, fill, bulkheads, or other actions such as clearing, grading, application of chemicals, or vegetation removal. Generally, shoreline modifications are undertaken to prepare for a shoreline use, support an upland use, or to provide stabilization or defense from erosion.

All new development should be located and designed in a manner that prevents or minimizes the need for shoreline modifications. Shoreline modifications should be regulated to assure that individually and cumulatively, the modifications do not result in a net loss of shoreline ecological functions. Preference should be given to those types of shoreline modifications that have a lesser impact on ecological functions. Compensatory mitigation of impacts resulting from shoreline modifications should be required.

Shoreline modification activities" include seawalls, bulkheads, breakwaters, rip-rap, jetties, groins, shoreline protection works, piers, levees, docks, channelization works, berms, and similar items. In general, shoreline modification activities can result in vegetation removal and damage to near shore habitat. Regulations should protect the shoreline from impacts of shoreline modification activities by requiring appropriate performance standards and/or by limiting additional hard shoreline protection measures to areas already predominantly characterized by such facilities. A preference should be on promoting nonstructural and "soft" shoreline modification structures rather than on "hard" shoreline modification structures.

#### SIGNS

#### Policy SH4W

Strictly regulate signs in the shoreline area so that they do not adversely block or otherwise interfere with visual access to the water or shorelands. Support the provision of necessary warning, navigational, and public recreational signage that furthers the public's safe enjoyment of the shoreline.

**Discussion:** Signage in the shoreline areas can add clutter and detract from the shoreline experience and should be minimized. All signage should be consistent with the scale of the use(s) and not adversely impact shoreline views. Provisions should be made to allow for appropriate navigation, safety and public information signs.

#### **SOLID WASTE DISPOSAL**

#### **Policy SH4X**

Prohibit solid waste landfills in shoreline areas.

**Discussion:** Solid waste disposal is the disposal of garbage, refuse and solid waste materials. Solid and liquid wastes are generated by recreational activities, industry, commerce, and residents. Solid waste landfills in the shoreline area are <a href="mailto:an\_inappropriate">an\_inappropriate</a> use and should be prohibited.

#### **UTILITIES**

#### Policy SH4Y

Site utilities in the shoreline area consistent with the utilities element of the comprehensive plan and in a manner compatible with the protection of the shoreline resource and environment. Allow for the necessary operation and maintenance of utilities when these activities occur within improved rights-of-ways. Ensure utilities satisfy necessary spill prevention containment and control plans and emergency response plans.

**Discussion:** Utility facilities produce and carry electric power, gas, telephone, cable, sewage, communications, water, and other public services. In addition to consistency with this shoreline management element, the installation and operation of utilities must also be consistent with the other comprehensive plan goals and policies, particularly the utilities element. The utilities element contains, for example, policies for undergrounding of utility lines and for street restoration following utility work. Ancillary utility facilities necessary to serve allowed shoreline uses should be permitted uses. However, to minimize impacts to the shoreline environment, areas damaged by the installation of utilities should be restored to pre-project condition or better, and replanted with native species and maintained until the new vegetation is established. (See also Policies SH4T and SH4U)

## UTILITIES (Storm Drains/Outfalls) Policy SH4Z

Construct and maintain storm drain and outfall facilities to meet all applicable standards for water quality.

**Discussion:** The city's shoreline area includes outfalls that deposit storm water and treated sewage into water. Water quality and siltation are considerations when locating outfalls. Permitting and water quality regulations are to be strictly followed. Proper maintenance of outfall facilities is encouraged to minimize possible siltation and water quality impacts.

## SHORELINE ADMINISTRATION POLICIES

#### **GOAL SH5**

Administer the Schoreline Mmaster Pprogram in a fair and predictable manner consistent with shoreline protection.

## GENERAL ADMINISTRATION Policy SH5A

Administer the Shoreline Management Act through the required land use permitting processes consistent with the requirements of Chapter 90.58 RCW and Chapters 173-16, 173-18, 173-22, 173-26, and 173-27 WAC.

Discussion: The Shoreline Master Program administration is guided by State Law (RCW's) and the State Administrative Rules (WAC's). For example, local shoreline master programs and shoreline conditional use permits are approved by the Department of Ecology and local decisions on shoreline variances and substantial shoreline development conditional use permits are reviewed and decided on by the Department of Ecology. Administration of the local shoreline master program will be done in accordance with these guidelines.

## NONCONFORMING USE AND DEVELOPMENT

#### **Policy SH5B**

Recognize the investment that nonconforming uses and development have made while minimizing conflicts created by such uses and limiting their expansion.

**Discussion:** The City recognizes the substantial investment property owners have made in nonconforming uses or development. Nonconforming uses and development should be allowed to continue and be maintained, replaced, repaired and renovated but should not be allowed to be enlarged, increased or intensified without demonstrating that a public benefit will result and by demonstrating that probable adverse, significant environmental impacts to the shoreline environment can be mitigated.

### SHORELINES OF STATEWIDE SIGNIFICANCE

#### **Policy SH5C**

Recognize the value of shorelines of statewide significance in the City of University Place.

**Discussion:** The Shoreline Management Act identifies certain shorelines as "Shorelines of State-wide Significance" and raises their status in two ways. First, the SMA sets specific priorities for uses of shorelines of statewide significance. These include:

- Long term benefits will be recognized over short term;
- The statewide interest is recognized over local interest:
- Preserve the natural character of the shoreline;
- Increase public access to publicly owned shorelines;
- Increase recreational opportunities for the public in the shoreline; and,
- Protect the resource and ecology of shorelines.

Secondly, the Shoreline Management Act calls for a higher level of effort in implementing its objectives on shorelines of statewide significance.

Within the City of University Place, Puget Sound is a shoreline of statewide significance RCW 90.58.030(2)(e)(iii). Implementation of the Shoreline Master Program consistent with the above two considerations is necessary.

#### **BEST AVAILABLE SCIENCE**

#### **Policy SH5D**

Use "best available science" in setting shoreline protection measures.

**Discussion:** The shoreline master program <u>quidelinesrules</u> emphasize the use of "best available science" in developing regulations and in making decisions. This approach is consistent with the Growth Management Act (GMA) that also requires local jurisdictions to use "best available science" in developing and adopting protection measures.

#### SHORELINE EDUCATION

#### **Policy SH5E**

Provide effective ways to educate and inform the public about the value of shoreline resources and about shoreline issues.

Discussion: A legislative finding of the Sshoreline Mmanagement Aact is that "... the shorelines of the state are among the most valuable and fragile of its natural resources..." In keeping with this finding the City of University Place should strive to educate the public about the value of the shoreline resource and related issues. This can be accomplished, for example, through coordinating public awareness and educational activities with local, regional and state agencies and with shoreline interest groups. For example. the City can make educational literature and other materials published by government agencies and organizations available at City Hall. Also, given the development of Chambers Creek Properties, the City could investigate partnerships in developing educational related facilities such as displays or museums. Use of the City's web site and newsletter for shoreline issues is another forum for educating the public about the importance and value of the shoreline resource. Education efforts should be continual and, where applicable, grant funding should be pursued.

#### REGULATORY COORDINATION

#### **Policy SH5F**

Coordinate with other agencies having regulatory jurisdiction in the shoreline to

promote compliance with requirements and to promote predictable permit processing.

Discussion: Many shoreline uses and activities require permits not only from the City of University Place but also from State and federal regulatory agencies. Examples include, but are not limited to the Corps of Engineers, the State Department of Ecology, and the State Department of Fish and Wildlife. SEPA SEPA review is also typically required. Numerous agencies can be involved in the shoreline permitting process and close permit coordination is desirable. The City can assist individuals applying for shoreline permits by maintaining awareness of these other agencies' requirements. Referral of applicants to the Department of Ecology Permit Assistance Center is one way that individuals can seek assistance to comprehensively identify needed permits for an activity. The City will make this service known to individuals. City acceptance of the Joint Aquatic Resources Permit Application (JARPA) form is another means of facilitating permit applications involving multiple agencies. The City will coordinate with other regulatory agencies on their specific needs and permitting requirements so that uses and activities are lawfully permitted and authorized.

## | INTRODUCTION TO A BRIEF DESCRIPTION OF THE SHORELINE MASTER PROGRAM Introduction

The City of University Place's Shoreline Master Program consists of shoreline goals and general policies contained in this Chapter, and specific shoreline policies and regulations contained in University Place Municipal Code Title 18. The program is adopted under the authority of RCW Chapter 90.58 and WAC Chapter 173-26.

#### **Statutory Framework**

The City of University Place manages the shoreline environment through implementation of the Shoreline Master Program. The Washington State Shoreline Management Act (SMA) provides guidance and prescribes the requirements for locally adopted Shoreline Master Programs. The goal of the SMA, passed by the Legislature in 1971 and adopted by the public in a 1972 referendum, is to "prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines". The SMA establishes a broad policy giving preferences to uses that:

- Protect shoreline natural resources, including water quality, vegetation, and fish and wildlife habitat;
- Depend on the proximity to the shoreline (i.e. "water dependent uses"); and
- Preserve and enhance public access or increase recreational opportunities for the public along shorelines.

The SMA establishes a balance of authority between local and state government. Under the SMA, University Place has adopted a Shoreline Master Program that is based on state guidelines but tailored to the specific needs of the community. The program represents a comprehensive vision of how shoreline areas will be used and developed over time.

The Department of Ecology has issued State guidelines for Shoreline Master Programs in WAC 173-26. The guidelines are intended to assist local governments in developing master programs, which must be accepted and approved by the Department of Ecology as meeting the policy objectives of the SMA established under RCW 90.58.020 as well as the criteria for state review of local master programs under RCW 90.58.090. The City's 2013 Shoreline Master Program represents the culmination of the SMP Update process, which was completed in accordance with the requirements of Substitute Senate Bill (SSB) 6012, passed by the 2003 Washington State Legislature.

In June 1971, the Washington State legislature approved the Washington State Shoreline Management Act. The Act's language included provisions for a vote by the citizens of the State of Washington and, in November 1972 the voters of the State ratified the legislature's Shoreline Management Act by an approximate vote margin of 2 to 1.

The Act's objectives are to protect and restore the valuable natural resources that shorelines represent and to plan for and foster all reasonable and appropriate uses that are dependent upon a waterfront location or which offer opportunities for the public to enjoy the State's shorelines. With this clear mandate the Shoreline Management Act

established a planning and regulatory program initiated at the local level under State guidance.

A master plan is intended to be general, comprehensive and long range. The goals, policies, proposals and guidelines are not directed at specific sites. Comprehensive means that this plan looks at the city's relationship with other regulatory agencies, present and future land and water uses and their impact upon the environment. Long range means that the shoreline master program is directed at least 20 years in the future, looking beyond immediate needs and following creative objectives rather than a simple projection of current trends and conditions.

#### **Applicability -- Shoreline Jurisdiction**

According to the SMA, the City's SMP regulations apply to all 'shorelines of statewide significance', 'shorelines', and their adjacent 'shorelands' [RCW 90.58.030].

- Shorelines of statewide significance' include portions of Puget Sound and other marine water bodies, rivers west of the Cascade Range that have a mean annual flow of 1,000 cubic feet per second (cfs) or greater, rivers east of the Cascade Range that have a mean annual flow of 200 cfs or greater, and freshwater lakes with a surface area of 1,000 acres or more.
- 'Shorelines' are defined as streams or rivers having a mean annual flow of 20 cfs or greater and lakes with a surface area of 20 acres or greater.
- 'Shorelands' are defined as the upland area within 200 feet of the ordinary high water mark (OHWM) of any shoreline or shoreline of statewide significance; floodways and contiguous floodplain areas landward 200 feet from such floodways; and all associated wetlands and river deltas.
- 'Associated wetlands' means those wetlands that are in proximity to and either influence or are influenced by waters subject to the SMA [WAC 173-22-030(1)].

Puget Sound, Chambers Bay and Chambers Creek meet the designation criteria for 'shorelines of the state'. The Puget Sound and Chambers Bay shorelines are also designated as 'shorelines of statewide significance'. More specifically, the City's shoreline jurisdiction includes:

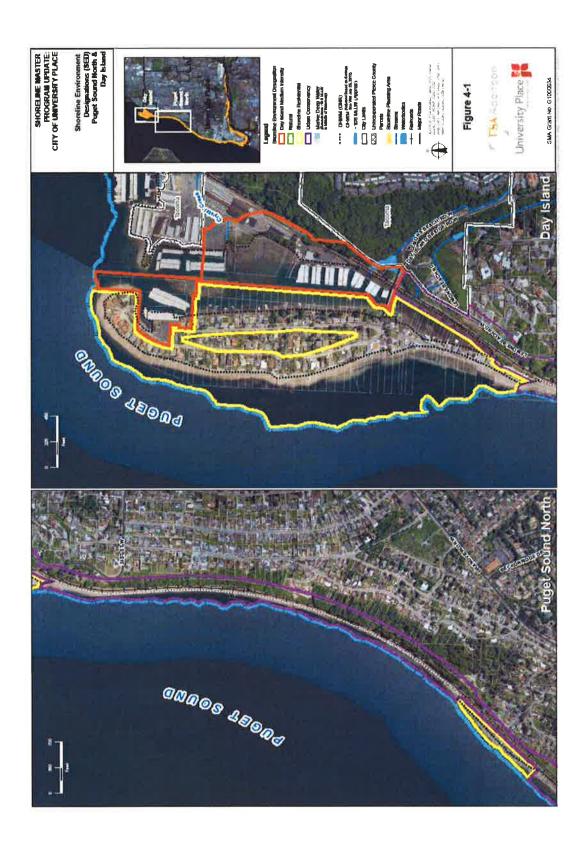
- Submerged lands waterward of the ordinary high water mark (OHWM) on Puget Sound and Chambers Bay within City jurisdiction;
- Lands within 200 feet of the OHWM of the Puget Sound shoreline within the City's municipal limits;
- All areas of the 100-year floodplains currently mapped by the Federal Emergency Management Agency (FEMA) that are associated with the above areas; and
- All mapped wetlands that lie adjacent and contiguous to the areas above that meet the definition of associated wetlands.

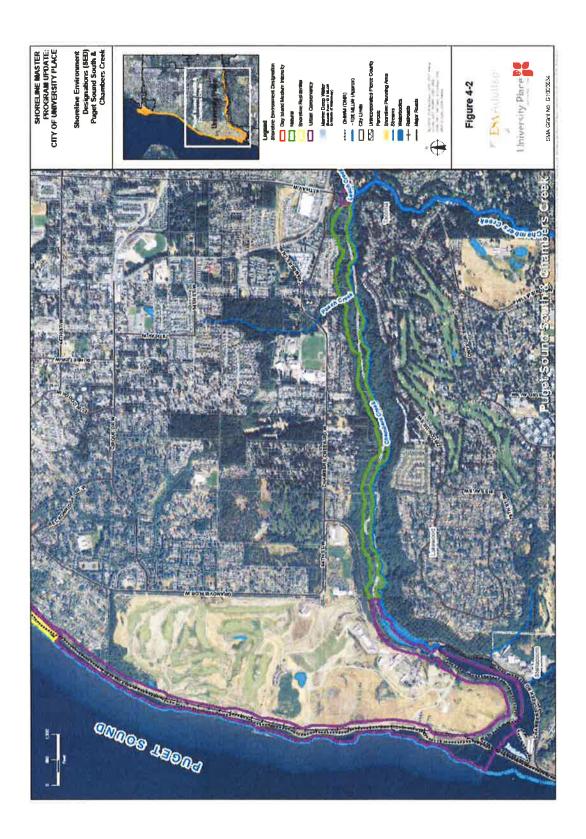
These areas cover a total of approximately 8.6 linear miles within the City limits, including 5.9 miles of marine shoreline and 2.7 miles of the Chambers Creek shoreline. The shoreline planning area (SPA) encompasses approximately 383 acres landward of the OHWM. The SPA extends out to the center of Puget Sound and therefore includes several hundred additional acres waterward of the OHWM (tidal and subtidal areas).

Shoreline goals, policies, regulations apply to all lands and waters in the City of University Place which are under the jurisdiction of the Shorelines Management Act of 1971.

These lands and waters are shown on the City of University Place Shoreline Environment Designation maps provided below, included in this Chapter as well as codified by University Place Municipal Code Title 18. It includes approximately four (4) miles of shoreline along Puget Sound from approximately Day Island to the north to the mouth of Chambers Creek to the south, as well as an approximately two mile stretch along Chambers Creek. Only the north side of Chambers Creek falls within the city limits and, consequently, the city's shoreline jurisdiction.

**Growth Management Act/SMA Integration** 





Integration of the Shoreline Management Act with the Growth Management Act
Under the Growth Management Act, Shoreline Master Program policies are defined as a
part of the local comprehensive plan:

For shorelines of the state, the goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020 are added as one of the goals of this chapter as set forth in RCW 36.70A.020. The goals and policies of a shoreline master program for a county or city approved under chapter 90.58 RCW shall be considered an element of the county or city's comprehensive plan. All other portions of the shoreline master program for a county or city adopted under chapter 90.58 RCW, including use regulations, shall be considered a part of the county or city's development regulations. (RCW 36.70A.480(1))

The City of University Place has elected to implement the State Shoreline Management Act, Chapter 90.58 RCW, through the adoption of goals and general policies in Chapter 9 of the City of University Place's Comprehensive Plan, and specific goals, policies and Title 18 of the development regulations in Title 18 of the City of University Place's Municipal Code.

This approach is consistent with the requirement for the integration of Shoreline Management Act requirements with the Washington State Growth Management Act (GMA) adopted in 1990).

#### **Shoreline Inventory and Characterization**

An early step in the 2013 Shoreline Master Program Update process was to collect and analyze information and data on existing shoreline conditions. This information provided a basis for updating shoreline management goals, policies and regulations, and for identifying public access and shoreline restoration opportunities. The inventory and characterization also provided a baseline assessment of existing conditions and ecological functions against which measurement of no net loss could be assessed.

The Shoreline Inventory and Characterization Report prepared by ESA (October 2010) provides the shoreline inventory and analysis. The report includes a discussion of the ecosystem processes that influence the City's shorelines and provides more detailed descriptions of the ecological functions and land use patterns along each shoreline. Accompanying the Shoreline Inventory and Characterization Report is a series of maps depicting shoreline features and conditions (see listing, below).

#### Map Folio (Appendix A to Shoreline Inventory and Characterization Report)

Map 1: Vicinity

Map 2: Shoreline Planning Areas

Map 3: Hydrology

Map 4: Topography

Map 5: Soils

Map 6: Fish and Wildlife Habitat

Map 7: Geohazards

Map 8: Zoning

Map 9: Comprehensive Plan Land Use Designations

Map 10: Land Cover

Map 11: Impervious Surfaces

Map 12: Transportation

Map 13: Parks, Trails, Open Space, and Public Access

Map 14: Nearshore Processes and Shoreline Modifications

Map 15: Coastal Shoreform Type and Shoreline Modifications

In late 1998/early 1999 a shoreline biological inventory was conducted and a report prepared. The inventory covered a shoreline zone that included areas commonly referred to as the "near shore environment" as well as lands approximately located within 200 feet landward of the shoreline's ordinary high-water mark (OHWM).

The inventory estimated that approximately 80 percent of the City of University Place shoreline contains some type of biological resource. Both the Puget Sound shoreline and Chambers Creek contain some type of biological resource. For example, the Day Island lagoon and the Chambers Creek estuary (Chambers Bay) are waterfowl concentration areas. Chambers Creek provides salmon spawning and rearing habitat. Certain areas of the Chambers Bay and Chambers Creek also provide nesting, protective cover and foraging opportunities for a variety of birds, mammals and amphibians with the city's urban environment.

The following provides a summary of the literature search and field investigation performed for the shoreline inventory. Copies of the shoreline inventory are available for review at the City of University Place Department of Planning and Community Development.

#### Review of Existing Information/Literature Search

Included in the shoreline inventory was a literature search. The following briefly summarizes the result of that search.

- Biological resources include lagoons, Urban Natural Open Space (UNOS), riparian areas, waterfowl concentration areas, nest sites and breeding territories of sensitive wildlife species, as well as anadromous, resident, and priority fish presence.
- More than 75 percent of the Chambers Creek Properties shoreline is designated UNOS. The Department of Fish and Wildlife (WDFW) considers UNOS areas important because they provide nesting, protective cover and foraging opportunities for a variety of birds, mammals, and amphibians in an urban environment. The other area near the city shoreline area designated UNOS include the steep hillside between Sunset Beach and Day Island. UNOS lands are not regulated by WDFW.
- WDFW identified the presence of anadromous, resident, and priority species in Chambers Creek and Leach Creek. Sport salmon fishing occurs near the mouth of Chambers Bay. Pelagic and demarsal groundfish are present along the northern portion of the University Place marine shoreline. A long tract of sandlance larvae is identified along the city's entire marine shoreline.
- Geoduck tracts are predominantly located in long, narrow bands along the central and southern portion of University Place's Puget Sound shoreline.

- Diving birds, waterfowl, gulls and terns are common throughout the near shore environment in the fall, spring, and winter. Diving birds, gulls, terns, palegic birds and bottom fish are common through the offshore areas. Raptors are known to utilize the Chambers Creek Properties.
- There are kelp beds along most of the University Place marine shoreline.
- In terms of noxious weeds there are no known infestations of Spartina or purple loosestrife within University Place.

#### **Field Investigation**

Field investigation confirmed that the majority of the areas identified from existing literature resources were appropriately located. The field investigation confirmed the presence of steep slopes inland of the railroad tracks along much of University Place's Puget Sound shoreline. For this reason there is relatively undisturbed upland corridor bordering the City. These steep slope areas provide high quality upland habitat for wildlife species. Further, the presence of steep slopes and the railroad may protect areas of the immediate shoreline from development pressures.

A significant number of snags and large perching trees were noted throughout the shoreline zone. Large individual snags and concentrations of snags provide breeding, foraging, and perching opportunities for raptors, woodpeckers and various cavity-nesting bird and mammal species. Large trees located along the bluffs also provide resting and perching area for large raptors such as the bald eagle and red-tailed hawks.

Great Blue Heron, American coot, surf scoter, hooded merganser, common merganser, bufflehead, common goldeneye, and red tailed hawk were spotted. There are numerous areas where waterfowl species congregate. These include sheltered coves near Day Island and the Chambers Creek estuary, as well as along the entire marine shoreline.

The field investigation of Chambers Creek also found that the tidally-influenced estuarine area of Chambers Bay includes saltwater/brackish rearing habitat for salmon. Fish carcasses, likely Chinook or Coho were observed in this area of the Creek.

The section of Chambers Creek approximately ½ mile upstream from the dam includes impounded freshwater rearing habitat. Above this, Chambers Creek includes freshwater rearing habitat with limited spawning areas. This portion of the stream has moderate sinuosity, with many secondary channels and off channel rearing areas. It has a wide high quality riparian corridor.

Finally, the upper one (1) mile of Chambers Creek located west of the confluence with Leach Creek provides freshwater rearing and spawning habitat. This portion of the creek has a higher gradient channel with a high proportion of spawning in gravels and cobbles. The riparian area in this section is more narrow and steep than the portion below yet contains groundwater fed secondary channels, side channels, and remnant channels, all of

which provide important salmonid habitat. Chum salmon were observed spawning in the groundwater fed secondary channels located within University Place.

DRAFT: June 1, 1999
Revised: July 7, 1999
Revised: August 20, 1999
Revised: September 1, 1999
Revised: September 8, 1999
Revised: December 27, 1999
Revised: August 4, 2003

#### **Cumulative Impacts**

The next step in the 2013 SMP update process was to evaluate the new master program in light of the requirements of the 2003 SMP Guidelines for cumulative impacts. The SMA requires that a "cumulative impacts analysis" be prepared as per the WAC:

Local master programs shall evaluate and consider cumulative impacts of reasonably foreseeable future development on shoreline ecological functions and other shoreline functions fostered by the policy goals of the act. To ensure no net loss of ecological functions and protection of other shoreline functions and/or uses, master programs shall contain policies, programs, and regulations that address adverse cumulative impacts and fairly allocate the burden of addressing cumulative impacts among development opportunities. Evaluation of such cumulative impacts should consider:

- (i) Current circumstances affecting the shorelines and relevant natural processes;
- (ii) Reasonably foreseeable future development and use of the shoreline; and (iii) Beneficial effects of any established regulatory programs under other local, state, and federal laws (WAC 173-26-186.8(d)).

In addition, the cumulative impact analysis should address:

... the effect on the ecological functions of the shoreline that are caused by unregulated activities, development and uses exempt from permitting, effects such as the incremental impact of residential bulkheads, residential piers, or runoff from newly developed properties. Accordingly, particular attention should be paid to policies and regulations that address platting or subdividing of property, laying of utilities, and mapping of streets that establish a pattern for future development that is to be regulated by the master program (WAC 173-26-201(3)(d)(iii)).

The Cumulative Impact Analysis report prepared by ESA (June 2012) describes the cumulative impact analysis. According to the SMA guidelines, the assessment of cumulative impacts occurs at both the planning stage (when the master program is being developed) and at the site development stage. The guidelines suggest that impacts of commonly occurring and planned development should be assessed at the planning stage "without reliance on an individualized cumulative impacts analysis." In contrast, developments that have unforeseeable or uncommon impacts, which cannot be

reasonably identified at the time of SMP development, should be evaluated via the permitting processes to ensure that all impacts are addressed and that there is no overall loss of ecological function after mitigation (WAC 173-26-201(3)(d)(iii)). Therefore, the Cumulative Impact Analysis report provides a planning level assessment of the potential cumulative impacts that would result from use and development within the shoreline jurisdiction into the foreseeable future.

#### **Restoration Plan**

The Restoration Plan prepared by ESA and Coastal Geologic Services (June 2012) provides the restoration element of the City of University Place's SMP. The SMP guidelines require that local governments develop SMP policies that promote "restoration" of impaired shoreline ecological functions. In developing restoration strategies, local governments are directed to make "real and meaningful" use of established policies and programs that contribute to restoration objectives.

The City's Shoreline Inventory and Characterization Report identifies where shoreline ecological functions and ecosystem processes have been impaired. In updating its SMP, the City was required to identify and plan for ways to restore or enhance those functions and processes that have been impaired. In the context of the SMP, planning for shoreline restoration included establishing goals and policies, working cooperatively with other regional entities, and supporting restoration through other regulatory and non-regulatory programs.

The restoration opportunities discussed in the *Restoration Plan* are provided at a conceptual level for planning purposes only. Restoration within the shoreline will be accomplished on a voluntary basis as funding becomes available. The end goal of restoration planning efforts is that the non-regulatory elements of the SMP, when implemented alongside the regulatory elements of the SMP, will achieve overall improvements in shoreline ecological functions over time when compared to the status upon adoption of the master program." This overarching goal is accomplished primarily through two distinct objectives:

- Protection of existing shoreline functions through regulations and mitigation requirements to ensure "no net loss" of ecological functions from baseline environmental conditions; and
- Restoration of shoreline ecological functions that have been impaired from past development practices or alterations.

Figure 3 below illustrates the role of the SMP update in achieving no net loss both through mitigation and restoration.

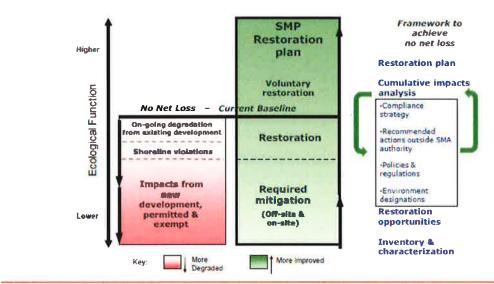
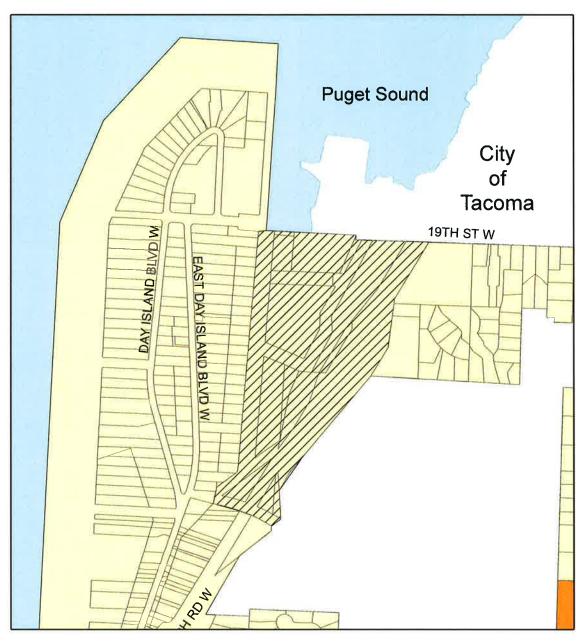


Figure 3. Achieving No Net Loss of Ecological Function

The concept of no net loss of shoreline ecological function is embedded in the SMA and in the goals, policies and governing principles of the shoreline guidelines. The State's general policy goals for shorelines of the state include the "protection and restoration of ecological functions of shoreline natural resources." This goal derives from the SMA, which states, "permitted uses in the shoreline shall be designed and conducted in a manner that minimizes insofar as practical, any resultant damage to the ecology and environment of the shoreline area."

The restoration planning component of the SMP is focused on voluntary mechanisms, not regulatory provisions. Restoration planning and project opportunities are contingent upon identifying available funding sources (such as grants), volunteer programs, potential economic incentive opportunities to encourage property owners to take elective restoration actions, and other programs that can contribute to a no net loss strategy based on voluntary actions. However, the restoration framework developed for these non-compensatory mitigation projects can also be applied to compensatory mitigation projects where applicable to offset project impacts. In this way, all efforts to improve ecosystem functioning are coordinated, and will be designed to work together.

#### EXHIBIT E C MIXED USE - MARITIME COMPREHENSIVE PLAN MAP REDESIGATION



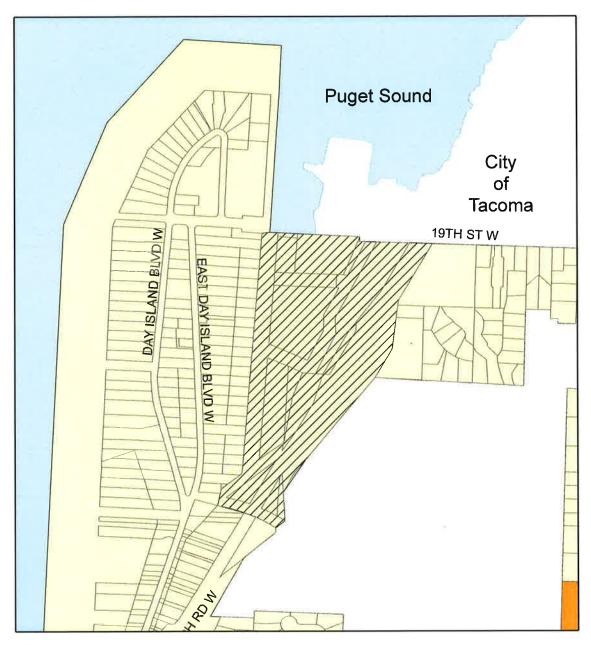
Planning and Development Services October 21, 2013

### Legend

Low Density Residential to Mixed Use Maritime
Low Density Residential
Parcels



# EXHIBIT C MIXED USE - MARITIME COMPREHENSIVE PLAN MAP REDESIGATION



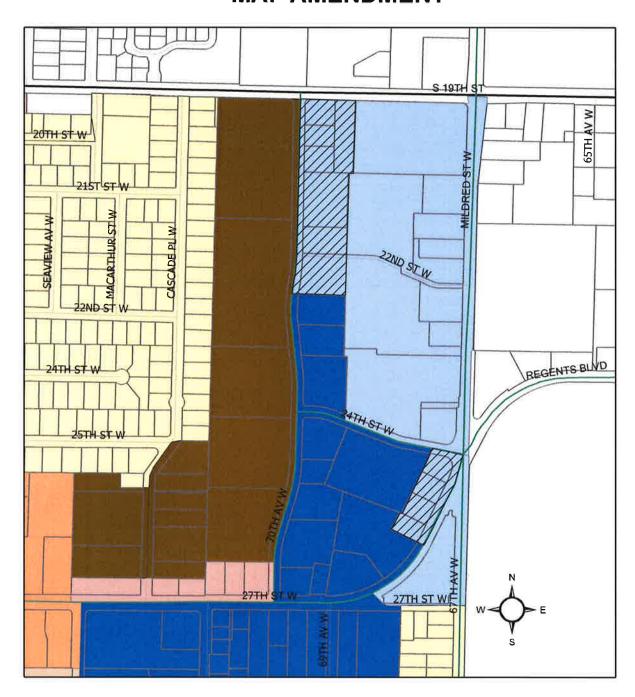
Planning and Development Services October 21, 2013

### Legend

Low Density Residential to Mixed Use Maritime
Low Density Residential
Parcels



# EXHIBIT D NORTHEAST U.P. COMPREHENSIVE PLAN MAP AMENDMENT



### Legend

