

**CITY OF PACIFIC**

# **Comprehensive Plan**

**Comprehensive Plan Text: Current through Ordinance No. 1794,**  
Adopted by City Council on January 10, 2011.

*Parks, Open Space, Recreation and Trails Map* Adopted by Ordinance No. 1794.  
*2012 – 2017 Capital Facilities Plan* Adopted by Ordinance No. 1794.

**Comprehensive Plan Map: Current through Ordinance No. 1799,**  
Adopted by City Council on March 13, 2011.



## Introduction

### 1. PACIFIC COMMUNITY PROFILE

#### *Location*

The City of Pacific lies between the cities of Seattle and Tacoma in both southern King County and northern Pierce County. Approximately sixty percent of Pacific's land and ninety-eight percent of its population is within King County. The City of Pacific is bordered by the cities of Auburn at the northeast and east, Sumner at the southeast and south, Edgewood at the southwest, and Algona at the north. The City's urban growth area (UGA) is in unincorporated King County to the west.

The White River begins on the northwestern slopes of Mount Rainier, flowing roughly west to form the King-Pierce County border. It becomes the White/Stuck River as it flows through Auburn into the northeastern portion of Pacific in King County, then along Pacific's eastern urban growth boundary in Pierce County, heading south to join the Puyallup River in Sumner.

Most of Pacific lies in the valley of the White/Stuck River. The majority of its land is relatively flat to gently rolling, with steep slopes rising to the east and west. The valley extends the length of the City from north to south, and has an average elevation of approximately 70 feet above sea level. The eastern portion of the City is bounded by the Burlington Northern Santa Fe (BNSF) Railroad in King County. The City's steep western slopes reach elevations above 300 feet.

#### *Natural Environment*

The Pacific area experiences cold, damp winters, cool, damp springs and falls, and moderately warm and dry summers. The climate, rich valley soil, and relatively long growing season are ideal for many types of vegetative growth.

Groundwater and surface water are important aspects of the City of Pacific's natural environment. A portion of the City is in an aquifer recharge area. This aquifer is the major source of water for City residents, but it also places environmental constraints on development. Other concerns may include flood plains, wetlands, unstable slopes, stormwater run-off, erosion, a high water table, and saturated soils.

The White River basin supports several fish populations, including the spring Chinook salmon, which is listed as endangered under the Endangered Species Act (ESA). The City's natural environment provides other wildlife habitat; valley, wooded hillside, and Mount Rainier views; and a variety of recreational opportunities. The city's natural systems have also always influenced development.

## **Recorded History**

### **River and Valley**

Pacific's roots are linked to the rivers that flow through a fertile valley spanning south King County and northern Pierce County.

The first pioneers arrived in the White River Valley around the mid-1800s. By 1878, hops had become a major crop in the area and hop farming became a major agricultural factor in Pacific, as it had in other areas of both King and Pierce counties. A disastrous epidemic of hop lice, further augmented by the depression of the 1890s and the American Panic of 1893, brought an end to hop farming. To survive, farmers turned to dairies, and growing berries, vegetables, and bulbs.

One obstacle facing early valley inhabitants was the yearly threat of flooding. The White River ordinarily flowed north through Auburn, while the Stuck River flowed south to join the Puyallup River at what is now the City of Sumner. Farmers, concerned about flooding and crop loss, often directed water from the White River into the Stuck by creating logjams. This created conflict between residents of the White and Puyallup river valleys.

In 1906, the conflict came to a head. That year, as the White River was diverted into the Stuck River, the flooding in Puyallup and Sumner was disastrous. A concrete division dam built on the site of the more natural logjam in the White River was constructed in 1914. However, the annual threat of floods did not disappear completely. Two major floods in the 1930s threatened to overpower the dam and invade the valley. The Mud Mountain Dam on the White River, completed in 1949, and the Howard A. Hanson Dam on the Green River, completed in 1961, brought an end to the flooding that had threatened farmers for more than 100 years.

### **Railroad**

The railroad was a key factor in the early growth of Pacific. The advent of the railroad brought a huge migration of immigrants and an economic boom. Swiss, Dutch, German, Swedish, and Japanese people came to the valley to work on farms and in the growing factories.

The Interurban Railway opened on September 25, 1902. Its tracks ran from Georgetown in south Seattle to downtown Tacoma, passing through the White River valley and the towns of Renton, Kent, Auburn, and Pacific. Fare was 60 cents one-way and one dollar for a round trip.

The Interurban Railway became the Seattle Electric Company, then the Puget Sound Electric Railway. The system was extremely successful. Eighty percent of its income came from passenger fares and twenty percent from freight fees. Five years after opening, the railway showed a profit of \$184,000. However, by 1920, hard-surfaced roads were facilitating auto, truck, and bus service. The Interurban railroad's last run was in 1928.

### **Platting Pacific**

Clarence Dayton Hillman, an early land developer from California, founded Pacific City. Hillman's real estate office was located on the west side of town. Hillman chose the name "Pacific" to reflect its meaning: "peaceful." He wanted to promote Pacific as both a peaceful, rural setting and a logical growth area for Seattle.

Pacific City was platted into town lots and advertised as "an addition to Seattle." Hillman and his wife, Bessie Olive, platted "Division No. 1" in August 1906. That same year, H.T. and Ella M. Bredes platted "Division No. 2."

### **Incorporation**

Pacific City was incorporated on August 10, 1909. The first town council meeting was held August 17, 1909. Pacific's first mayor was James F. Lemar. C.G. Simmons was the first treasurer. The City's first councilmen were: O. D. Carpenter, C.N. Henry, John Roberts, J.F. Lemm, and Mr. Scattering.

Today, the City of Pacific continues under a Council-Mayor form of government. Under this form, the citizens of Pacific elect a seven-member City Council and elect a Mayor. The Mayor acts as the chief executive and manages the City, while the City Council is the legislative branch of city government.



Early City Hall, located across 3rd Avenue SE from the current City Hall Complex. (Date of photo unknown)



The Pacific School was built in 1916 where City Hall stands today. The building behind it, shown below, has become the City's Community Center/Gymnasium.

## Important Places

### Public Schools and Government Buildings

School was taught by Mr. Bagley in the upstairs room of C.D. Hillman's real estate office in 1906. In 1907, the children crossed the tracks and attended school at the Whisler family home. When the Methodist church was built around 1908, classes were taught there.

Later, two buildings were used for the school. These were located behind the present day Community Center/Gymnasium. One building contained grades one through four, the other, grades five through eight. In 1916, a three story schoolhouse was built. The ninth and tenth grades were added, and all students occupied a single school building.

Pacific Elementary School, now Pacific City Hall, was constructed on the site of the three-story school in the 1930s. Properties purchased from the Auburn School District in 1974 and 1982 form the Pacific City Hall Complex and adjacent Volunteer Park. The Pacific Community Center was established in 1975, with a Federal Housing and Urban Development (HUD) grant to improve facilities at the former school gymnasium.

Most City of Pacific students currently attend Alpac Elementary School in Pacific, or Ilalko Elementary School in Auburn. Pacific middle school and high school students travel to Auburn, Sumner, and Fife for a public education.



## Economy and Industry

The City of Pacific's commercial center was originally in the vicinity of 3<sup>rd</sup> Avenue, and what is now known as the West Valley Highway. Arnold's Hotel, Cook's Grocery, Luthburrow's Bakery, a barbershop, blacksmith shop, livery barn, and Cox's Store, later known as Waddell's Store, were early business establishments.

The two former school buildings were moved to the west end of town. The larger of these was made into a roller-skating rink. The smaller building was converted into a grocery and feed store. A Baptist church, sawmill, and a saloon were also established in these early years. The last store at 3<sup>rd</sup> Avenue SW and West Valley Highway was Buckley's Corner.

## The Neighborhood Center

Babe Weaver bought a grocery-feed store on the corner of what is now 3<sup>rd</sup> Avenue SE and St. Paul Boulevard next to the railroad tracks. Babe added a post office where he served as postmaster for many years. Milwaukee, Chicago and St. Paul railroad workers tossed mail bags off the train as it passed Weaver's store, and he threw outgoing mail onto the train.

In 1929, the year of the Great Depression, Pacific's population was estimated at 632. Many early businesses had disappeared due to fire, and to the popularity of other modes of transportation which brought the demise of the Interurban railroad. However, new businesses opened to replace those that had gone.

Gius Market opened in the spring of 1934 and is still operating as a neighborhood grocery store. The original market was located "kitty-corner" from its present location across Milwaukee Boulevard from the City Hall Complex. Dick Gius, who also acquired the post office, had leased the original building. When the owners would not renew his lease, Gius purchased the property across 3<sup>rd</sup> Avenue SE and moved his store there in 1936. Gius's father, a retired carpenter, built the new store.

Campbell's Service Station had at one time been a confectionery owned by the Heppel family where Mrs. Heppel sold soups and sandwiches at a lunch counter. The Hardins, who later owned the business for several years, added two gas pumps and a few oil products. Owen Campbell purchased the gas station from the Hardin family in 1934. Today, the gas pumps are gone, and the station's structure encloses a gift shop and post office.

This area is now part of the Neighborhood Center which radiates from the intersection of 3<sup>rd</sup> Avenue SE and Milwaukee Boulevard. The City Police and Fire Station, City Hall Complex and Volunteer Park, a senior housing complex, and King County Metro bus shelter are also located within 800 feet of this intersection.

The Center is envisioned as a compact mixed-use area, with good pedestrian and transit access, where residents can obtain goods and services in a pleasant environment. It is a place to work, shop, live and recreate, at a scale appropriate to Pacific's small size.



*Campbell's Service Station was a Pacific landmark from 1943 to 1973. Located on 3rd Avenue SE, across from the City Hall Complex, today it is a gift shop and post office.*

## Development Brings Change

### Utilities and Services

The community built Pacific City Electric Light System in 1919. First Ed Dylar, and later Mr. Jolly, ran this company. As the demand for electricity grew, the system became inadequate, and the utility was eventually sold to Puget Power. Electricity and gas are supplied today by Puget Power's successor, Puget Sound Energy.

A growing population needs an adequate, reliable water supply. Local lore says several geologists had failed to locate water in Pacific, so citizens Art Hollingsworth and George Kinney went "water witching" with a willow stick. Art Hollingsworth followed in his father William's footsteps, and served the City of Pacific as a council member for over two decades. The well site he helped discover still supplies the City. The City and its water system have since grown substantially in size and complexity, and future demands will require additional resources.

The installation of sewage systems throughout the valley by the Municipality of Metropolitan Seattle (Metro) hastened the conversion of farmland to industrial uses in the 1970s. Land became more valuable, resulting in increased taxes. Farmers were unable to grow and sell enough crops to pay these assessments and found it hard to compete for the business of major supermarkets. Most of the small businesses that once served Pacific are gone, as are nearly all of the truck farms in the area.

## Major Street System Influences

### **The Valley Highways and State Route 167**

The East Valley Highway and West Valley Highway were the main north-south routes through Pacific for many years, and are still major arterials along the east and west sides of the valley. The Valley Freeway, designated as State Route (SR) 167, was brought south through the City in the early 1970s, and situated east of West Valley Highway.

Although SR167 greatly improved access north and south to other communities, it joined the White/Stuck River, two sets of railroad tracks and the western steep slopes in inhibiting east-west movement through Pacific. SR167 continues to affect land use patterns and transportation corridors in the City of Pacific.

### **Ellingson Road**

Commercial development in King County is now concentrated along Ellingson Road from the SR167 interchange to east of Frontage Road. Several businesses, including two restaurants, two gas stations, and a motel are located on Ellingson Road. A church, a branch of the King County Library, and Alpac Elementary School also are adjacent to Ellingson Road.

Industrial uses occur in King County along West Valley Highway and Frontage Road, but are focused in the Pierce County portion of the City.

### **Stewart Road**

Commercial development in Pierce County is concentrated from the SR167 interchange at Stewart Road to the UP Railroad, and extends north and south. This interchange enables vehicles to access businesses on County Line Road to the north and on 16<sup>th</sup> Street at the Sumner border via Valentine Avenue.

## Annexations, De-Annexations and Urban Growth Areas (UGAs)

### **King County**

To provide better services east of the BNSF tracks, the City of Pacific annexed less than an acre, and de-annexed more than 90 acres in a 2003 agreement with the City of Auburn.

Pacific's UGA on the West Hill is known as Jovita Heights. This residential area of 218 acres also includes Trout Lake and wetlands.

### **Pierce County**

Annexations in 1995 and 1997 totaled nearly 400 acres in Pierce County. These added Light Industrial and Commercial properties along West Valley Highway, as well as developing Office Park, Light Industrial, and Commercial uses east of SR 167 from County Line Road to 16<sup>th</sup> Street at the south municipal boundary.

The western Pierce County Urban Growth Area (UGA) is less than seven acres of commercial land sandwiched between the West Valley Highway and SR167 above 16<sup>th</sup> Street.

The eastern Pierce County UGA abuts the King County line on the north, Stewart road on the south, Butte Avenue on the west and the White/Stuck River on the east. A 25-acre parcel will become part of the City's park and trail system. Four acres along Butte Avenue contain three residences and two commercial uses.

## Retaining Small Town Qualities

Pacific is still primarily a residential community. A population of 5,665 was allocated by the State of Washington Office of Financial Management (OFM) in 2003. Over 80% of Pacific's dwelling units are still single-family homes, with an average of 2.77 persons per household.

*The success of annual community events like "Pacific Days" attests to the community pride felt by residents.*

The desire to retain a small town atmosphere of friendliness and independence still remains. The Community Center, Senior Center, and parks are used by groups and individuals for education, recreation, and special occasions. Youth activities, Senior programs, and services for residents in need are provided by the City's Community Services Department with the help of dedicated volunteers.

## 2. PLANNING THE CITY OF PACIFIC

### ***Implementing Growth Management from the "Bottom Up"***

The Growth Management Act (GMA) invests local governments with significant decision making power. The City of Pacific has been directed to identify and prioritize the concerns and goals of the community, and to plan for how they will be achieved. While the GMA requires that the City complete several specific planning venues, the overall goals and outcome of the planning effort are in the hands of the City.

The City of Pacific is updating a Comprehensive Plan with a clear intent and policy base to develop and interpret local development regulations. This update reflects amendments to the GMA, along with the community's unique responses to growth and change.

### ***Maintaining Local Decision Making Power***

The City of Pacific experiences minimal growth pressure from within its boundaries, but has long been affected by outgrowth occurring from more highly urbanized areas in the Puget Sound metropolitan region as well as from outside the region. These outside growth pressures have resulted in increased demand for public facilities. Also, an increasing number of policy decisions made at the federal, state, and regional levels are influencing the quality of life in Pacific.

The City recognizes that the most effective way to control its destiny is to continue to be actively involved in the planning process. By updating the 1995 Comprehensive Plan, the City is becoming more informed about the implications of its policy decisions, and expressing community concerns in regional, state, and federal arenas.

The GMA requires that state agencies comply with adopted and approved local comprehensive plans and development regulations. Therefore, the Comprehensive Plan and its implementing regulations allow the City to assert local control over certain issues with the assurance that state agencies will respect their decisions and direct

growth in a manner which will reinforce the existing character, scale, and identity of the City.

### ***Consistency with State Growth Management Goals and Countywide Planning Policies***

The data used to develop this Comprehensive Plan is, to the greatest extent possible, the best available. The City has coordinated its plan with that of adjacent jurisdictions in order to achieve compatibility and consistency. In addition, the policies of the Comprehensive Plan have been held consistent with the Growth Management Act's thirteen specific goals:

- ◆ Urban growth - Encourage development in urban areas where adequate public services and facilities exist or can be provided in an efficient manner.
- ◆ Reduce sprawl - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- ◆ Transportation - Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. Housing - Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- ◆ Economic development - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities 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 government permits should be processed in a timely and fair manner to ensure predictability.
- ◆ Natural resource industries - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
- ◆ Open space and recreation - Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- ◆ Environment - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- ◆ Citizen participation and coordination - Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- ◆ Public facilities and services - Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- ◆ Historic preservation - Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

The GMA mandates that cities planning under the act include certain elements within their Comprehensive Plans (RCW 36.70A.070). The GMA mandated elements are Land Use, Housing, Economic Development, Recreation, Capital Facilities, Utilities, and Transportation.

The presence of the White/Stuck River in Pacific also requires the City of Pacific to adopt a

Shoreline Master Program. The goals and policies of a Shoreline Master Program for a city approved under chapter 90.58 RCW shall be considered an element of the City's comprehensive plan. The City of Pacific will update its Shoreline Master Program in accordance with applicable state and county regulations.

This Comprehensive Plan contains the following additional elements due to their importance to our community: Introduction - Citizen Participation, Natural Environment, and Community Character.

The GMA requires counties planning under the Act to adopt countywide planning policies (CWPPs) in cooperation with each municipality. These are written to establish a county-wide framework from which county and municipal comprehensive plans are developed and adopted. Their purpose is to ensure that each municipal and county comprehensive plan is consistent.

King and Pierce County CWPPs were developed to provide guidance in the planning process and to establish a level of consistency among adjacent and regional jurisdictions relative to their individual planning efforts, and also relative to the specific planning goals mandated by the GMA.

In King County, the Growth Management Planning Council (GMPC) is the body of elected officials that adopts CWPPs.

Elected officials from Pierce County and one elected official from every municipality in the County form the Pierce County Regional Council (PCRC), which has review authority in amending the CWPPs. The Growth Management Coordinating Committee (GMCC), composed of planning staff from the County and each of the municipalities, provides technical review of planning issues and makes recommendations to the PCRC. These processes resulted in the development and adoption of the CWPPs for Pierce County.

The City of Pacific Comprehensive Plan must be consistent with the GMA. Because the City of Pacific is located in both King and Pierce Counties, both sets of county policies are applicable.

Pacific's Plan must also be guided by the growth policies of Vision 2020, the regional plan developed by the Puget Sound Regional Council (PSRC). Vision 2020 calls for directing future growth into existing urban centers and serving those centers with a regional transit system.

### **Guiding and Managing Growth**

Change is an inevitable feature of human social existence and individual experience. It occurs with or without preparation and planning. Without planning, growth may be erratic and chaotic, and have negative social, economic, and environmental impacts on the community. Planning guides the types and rate of growth.

The City has chosen to take a proactive role in prioritizing alternative uses of land and public resources, and in identifying impacts that proposed developments will have on the community. By recognizing the types of growth that are occurring, and making decisions in light of such changes, the City is addressing the impacts and opportunities of development.

### **Promoting Desired Changes**

The Comprehensive Plan evaluates the existing infrastructure capacity relative to current demand and identified future needs in order to guide development based on established goals and standards.

Growth within and around the City of Pacific has been occurring at an accelerating rate over the past ten years. Recognition of the type of changes that are occurring, and readiness to make decisions in light of a fully considered plan for growth, allows the City to take advantage of positive opportunities and to moderate impacts on the quality of life.

### **Addressing Changes in Community Needs**

The City of Pacific is preparing for an extended period of increased residential, commercial, and industrial growth.

Although family size has decreased, new residential development is occurring as a result of infilling in existing residential areas. A shift has taken place from residential lots of one half

acre or more to 6,000 square foot lots in the valley, and the balance between the number of jobs and housing units has shifted as the number of two-income families has increased.

Concerns about environmental quality have created a change in land use practices, as well as a preference for alternatives to the automobile as the sole, and primarily single-occupant, mode of transportation.

The economy has shifted from land intensive industries to light manufacturing and service industries that are more compatible with other land uses. Dramatic commercial and industrial growth is anticipated in the southern portion of the City as a result of providing infrastructure to support economic development.

The City has undertaken a public participation process to ensure the community vision expressed in the Comprehensive Plan truly reflects the needs and desires of the local population and commercial interests, one that protects the existing residential character and encourages economic growth and vitality.

### **Inter-jurisdictional Coordination**

The Pacific City Council believes that many land use conflicts can be resolved by working jointly with other governments during the planning process. Joint efforts enable multiple jurisdictions to address regional concerns in a consistent and coherent fashion. During the 2002-2004 Comprehensive Plan Update, the City of Pacific communicated with adjacent jurisdictions during its planning process to help resolve potential conflicts over land use, transportation, utility, and related issues. This process continues on an ongoing basis.

## **3. CITIZEN PARTICIPATION**

### **Community Involvement and the Visioning Process**

In 1993, the City established a Citizen Advisory Committee (CAC) consisting of Planning Commission representatives and citizens. The CAC organized into smaller groups focusing on each of the elements of the plan to provide technical assistance to the City staff in preparation of the first required Growth

Management Act (GMA) Comprehensive Plan. A questionnaire was mailed to all residents of the City of Pacific and the proposed urban growth areas (UGAs). Respondents helped the CAC articulate the community's vision and identify their goals.

The City conducted seven public meetings to obtain further input from the community and develop the visioning process. The committee also considered social and economic issues, the inventory process for existing conditions, and Plan implementation priorities. The visioning process clarified the following needs and desires for planning:

- Identifying public services the City will provide, and the level of these services (LOS);
- Financing these public services;
- Acquiring and expending public resources, and anticipating future expenditures;
- Building on current stewardship of land;
- Maintaining, and improving, the current quality of life;
- Taking full advantage of and building upon existing assets;
- Reducing land use conflicts and haphazard development;
- Providing for a diverse and stable economic base to enable orderly expansion of City services and public works programs; and
- Assuring high quality personalized City services.

The 2004 Comprehensive Plan is the first complete update since adoption of the 1995 Plan. The City followed a similar “citizen participation” approach by using a Citizen Advisory Committee (CAC) for this endeavor. The 2002-2004 CAC was composed of nine individuals representing diverse interests in the community, and included members of the Park Board and Planning Commission.

In 2002-2003, the entire CAC reviewed each plan element. They were joined by Park Board members at four meetings, and by Puget Sound Regional Council (PSRC), Sound Transit, and City of Sumner representatives for additional information and perspectives. The group first met in January 2002, and convened twenty-two times in 2002 and twenty-four times in 2003, before presenting their Comprehensive Plan recommendations to the Planning Commission. The Planning Commission held public hearings,

and considered modifications in light of the Framework Goals to accommodate changing social, economic, and physical conditions, and to stay on a path relative to the policies and objectives identified in each element. The Planning Commission presented their recommendations to the Pacific City Council at a public hearing. This Comprehensive Plan was subsequently adopted by the City Council.

## 4. FRAMEWORK GOALS

A central theme that emerged from the comprehensive planning process in 1993-1995, and again in 2002-2004, is that the City of Pacific would like to maintain its present character and identity as a small town. The eight goals identified below are seen as essential in maintaining this theme and preserving the desired quality of life for the Pacific community. These goals provide the “framework” for both current community development plans and the longer-range policies identified in the Plan.

- ◆ Provide an effective stewardship of the environment by protecting critical areas and conserving land, air, water, and energy resources.
- ◆ Encourage changes that promote livability, pedestrian orientation, and high quality design, and that limit stress factors such as noise pollution and traffic congestion.
- ◆ Identify the responsibilities of public and private agents at the local and regional level for providing emergency and social services.
- ◆ Provide a safe environment for its citizens.
- ◆ Encourage citizen and business participation whenever possible, to encourage community involvement in change and enhance community pride. This should include continued encouragement of public and private involvement in community traditions, as well as encouragement of volunteerism and activism.
- ◆ Stimulate the local economy by providing a predictable development atmosphere, emphasizing diversity in the range of goods and services, and ensuring that as the economy changes, employment

opportunities are balanced with a range of housing opportunities.

- ◆ Expand opportunities for recreational enjoyment and cultural activity, recognizing the educational and recreational value of diversity and activities for all ages and abilities.
- ◆ Encourage consistency and efficiency in the permitting process, and the fullest protection of property rights.

The CAC developed Plan element Goals and Policies based upon this framework. The plan contains a strategy for achieving the City's goals in light of the existing conditions in the City. The goals and development policies within the Plan provide guidelines and positive actions. The Comprehensive Plan and Policies are organized as follows:

**Vision Statement Goals.** These goals are essential to the quality of life in the City of Pacific and will remain unchanged for long term planning.

**Policies.** The policies specify what should be accomplished to reach the goals. They either provide clear guidance for decision making when a situation arises, or provide clear responsibilities that will be implemented. The accomplishments under these policies can be used to measure progress toward the adopted goals.

**Plan Concept.** This relates the findings of the inventory and analysis to the goals and vision of the community, and outlines strategies that will guide future growth and development in the community.

All Plan elements have been integrated into an internally consistent Plan. Each element is the result of a process of balancing the goals and integrating each element into a Comprehensive Plan.

The City of Pacific believes the Comprehensive Plan as a whole will be effective in achieving community goals in an economically feasible manner. The Plan's policies and financial programs demonstrate how the City intends to resolve the problems inherent to urban growth, and will thus be useful in informing residents and businesses of requirements and opportunities.

## 5. PLAN IMPLEMENTATION AND MONITORING

Plan implementation and monitoring procedures are developed to establish a system for measuring the progress and success in implementing the goals and policies of the Plan.

The results of these procedures will guide the course of future updates. These procedures address:

- ◆ Citizen participation in the planning process;
- ◆ Updating appropriate base-line data and establishing measurable short and long-term objectives;
- ◆ Evaluating plan success in the first ten year period: the degree to which the goals and policies have been successively reached;
- ◆ Identifying obstacles, problems, or new conditions which result in the failure to achieve goals and policies;
- ◆ Changing or modifying goals and policies to address discovered problems, or new conditions which may provide opportunities for achieving the goals and policies;
- ◆ Continuous monitoring and evaluation of the plan during the planning period, from 2004 to 2025.

The Comprehensive Plan is the foundation of City policy. The Plan's policies are implemented via specific development regulations and ordinances. The Growth Management Act has allowed for consistent interim growth to occur through a variety of innovative implementation procedures, both regulatory and non-regulatory, which should be considered.

The City is committed to working with King and Pierce Counties and adjacent jurisdictions to coordinate and resolve regional issues. Pacific also recognizes that regional support for the Plan is crucial for effective implementation.

## CHAPTER 2



# Land Use

## 1: INTRODUCTION

*Eventually, all things merge into one, and a river runs through it.*

—Norman Maclean

### 1.1: Overview and Integration

This element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address land uses in the City of Pacific and the adjacent Urban Growth Areas. It represents the community's policy plan through the year 2025. The Land Use element describes how the goals in the other plan elements will be implemented through land use policies and regulations. Thus it is a key element in implementing this Comprehensive Plan.

The Land Use element has been developed in accordance with King County and Pierce County Countywide Planning Policies, and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Land Use element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given current development trends, the protection of the quality and quantity of water supply, the provision of public facilities and services, and the costs and benefits of growth.

#### **Urban Growth Areas**

The planning area includes lands for which Pacific may feasibly provide future urban services and which most directly impact conditions within the City. These areas are designated Urban Growth Boundaries (UGBs) and are intended to

accommodate the City's projected growth for the planning period.

These areas occur within both King County and Pierce County. In King County, the area is termed the "Potential Annexation Area" (PAA). The corresponding areas in Pierce County are called "Urban Growth Areas" (UGAs). For purposes of clarity, these future urban areas in both Counties will be referred to as UGAs. The City has coordinated their activities with both Counties in identifying these areas and in the development of interim management policies. Both areas are represented on maps throughout this Plan.

The UGAs were selected in order to ensure that urban services will be available to these areas in a manner consistent with planned land uses and densities. The location of their boundaries were based on analysis of existing development patterns and trends, the need to accommodate population growth projections, existing infrastructure and services, and on the location of designated sensitive areas.

New development requiring urban services will be restricted to these UGAs. Sewer and water, drainage facilities, utilities (including telecommunications lines), and local roads will be extended to developments in these areas, and they will qualify for annexation when residents and land owners of the areas so desire.

#### **Pacific's King County UGA**

Pacific has a 218 acre designated UGA abutting its westernmost boundary on the west plateau in King County, which it must consider when planning for adequate facilities and service in the future. This area, called Jovita Heights, is primarily composed of large residential lots and

wooded open space. It contains many opportunities and challenges, including heavily wooded steep slopes, and a 16 acre lake with little public access and a large associated wetland.

The Jovita Heights area was the focus of a study conducted by Master of Urban Planning students from the University of Washington in the Spring of 2001. Research, individual interviews, and attendance by more than 50 residents from the area at a community meeting held at the City of Pacific, all contributed to the creation of *The Jovita Heights Subarea Report*. This Report is available for reference at the City of Pacific City Hall.

### **Pacific's Pierce County UGAs**

The King County portion of the City of Pacific meets the Pierce County portion at County Line Road. At the southeast corner of this junction, lies a 29 acre UGA bounded on its east by the White/Stuck River. This contains a 25 acre Pierce County Water Programs parcel along the river, and five residential and mixed-use properties fronting Butte Avenue SE totaling 4 acres. A rough trail exists from City/River Park on 3<sup>rd</sup> Avenue SE along the west bank of the river to Stewart Road (8<sup>th</sup> Street), just below the UGA's southern boundary. The City of Pacific envisions connecting parks and trails along the White/Stuck River from King County through the Pierce County Water Programs parcel to join the Interurban Trail at Stewart Road.

A second Pierce County UGA exists on the west side of the City between SR 167 and West Valley Highway, extending south from the intersection at Stewart Road. This 7 acre sliver of land contains potential commercial parcels and land fragments resulting from the creation of SR 167.

## **1.2: Other Land Use Considerations and Goals**

### **Annexation**

The City of Pacific annexed less than one half acre of commercial land in 2003. This was a portion of the Cool's Café property which had been divided between the City of Pacific and the City of Auburn at Pacific's eastern boundary north of the White/Stuck River.

### **De-annexation**

Pacific also de-annexed approximately 90 acres of land in 2003. This area was adjacent to, and more easily serviced by, the City of Auburn. The current uses in this area are Ilalko Elementary School, Family Life Center, and one single family residence. However, over 43 net acres were zoned high-density residential, 8 were zoned commercial, and 2 were zoned Highway Commercial. These acreages are no longer part of the City of Pacific buildable lands inventory.

### **Land Development**

Land that may be developed is limited in the area surrounding Pacific, but the City is not yet experiencing tremendous development pressures. The City recognizes the importance of efficient planning and explicit land use decisions to pave the way for future development opportunities.

### **Economic Development**

The City is not currently constrained by the availability of land, but by limited financial resources, and is concerned about the quality of development without regulation. Therefore, unlike many cities and towns, allocating available land among competing uses will not be the dominant factor in the City of Pacific's decision making process. Rather, coordination between the Land Use and Capital Facilities elements is essential in producing a Plan with well reasoned projections for economic development.

The newly created Economic Development element reflects this coordination and balances employment with housing and recreational opportunities, and environmental stewardship.

The Land Use Plan in this element will guide decision making to achieve the community goals articulated in the Vision Statement.

## 2: INVENTORY AND ANALYSIS

### 2.1: Physical Description

#### *Climate, Topography, and Geology*

The climate of the Puget Sound Region is considered a northern rain forest. Most of Pacific lies in the fertile valley of the White/Stuck River. The valley extends the length of the City, and beyond, from north to south. The White River flows southwest through Pacific. Here, the river is referred to as the White River or Stuck River. For our purposes, it will be referred to as the White/Stuck River.

The elevation of the City is relatively low in the valley, with an average of approximately 70 feet above sea level. Steep slopes rise in the western portion of Pacific. Those areas in excess of 15% slope are considered by the City to be Landslide Hazard Areas, potentially subject to adverse effects from local runoff and drainage problems, and are generally at risk of landslides during seismic events.

A detailed discussion and composite soil and topographical map can be found in the Natural Environment element.

#### *Surface Water and Groundwater*

Rivers and other surface waters are important scenic and environmental resources. The quality of water is crucial to the entire river habitat. Reduction in water quality will not only reduce the environmental and scenic value of the river, but it may also threaten the ground water that is the source of potable (suitable for drinking) water for residents of the Pacific planning area.

The White River originates on Mount Rainier and flows generally west along the King-Pierce County line through Buckley, Auburn, and Pacific, then empties into the Puyallup River in Sumner. The river reach through the Pacific planning area runs a northeast to south course. The surface water quality and the quality of the river habitat are generally good. However, provisions for new development must protect against contamination and potential soil erosion, and must prevent processes that would strip crucial wildlife habitat or change the flow of the river in ways which damage the viability of the ecological system.

Groundwater is surface water that has filtered down through the soil. Groundwater is also the entire source of the potable water supply for residents of the Pacific planning area. The City's water supply is potentially influenced by any and all processes in the White River watershed that might affect water quality downstream. It is critical that this potable water source be protected from point-source contamination by such sources as landfills, lagoons, dumps sites, stormwater retention/detention ponds, chemical spills, septic tanks, pavement runoff, and injection wells. It must likewise be protected from non point-source contaminants such as agricultural and residential pesticides, herbicides, and fertilizers.

A description of local surface and groundwater can be found in the Natural Environment element of this Comprehensive Plan. Summaries of the Water System and Stormwater plans may be found in the Capital Facilities element.

#### *Vegetation and Wildlife*

**Vegetation:** Undisturbed riparian and wetlands-oriented vegetative canopy typically includes Western Red Cedar, Western Hemlock, Red Alder, Black Cottonwood, Big leaf Maple, and species of Willow. Where this canopy has been disturbed, Reed Canary grass tends to dominate. These same canopy elements are present along the moister wooded slopes. Douglas fir tends to dominate the drier portions of these hillsides.

**Wildlife:** The White River riparian corridor supports diverse populations of insects, fish, birds, waterfowl, and a variety of large and small mammals. The wooded hillsides also support populations of small mammals and birds.

#### *Critical Areas*

The Growth Management Act (GMA) requires that critical areas be designated and that each jurisdiction adopt development regulations to protect these areas. A more in-depth discussion and a map of Critical Areas may be found in the Natural Environment element.

**Fish and Wildlife Habitat Area:** These areas are identified as being of critical importance to the maintenance of fish, wildlife, and plant species. The principal Fish and Wildlife Habitat areas within the Pacific planning area are the White/Stuck River floodplain and its associated stream reaches and riverine wetlands, Trout Lake and its associated wetlands, and the steep wooded slopes that form the west wall of the valley floor.

**Flood Hazard Areas:** These lands within a floodplain are subject to a one percent or greater chance of flooding in any given year. The floodplain consists of two components: the floodway, and the flood fringe.

The floodway is that portion of the floodplain which is subject to inundation by deep and fast moving waters. Development within the floodway is prohibited since these waters have the potential to displace structures.

The flood fringe is that portion of the floodplain outside the floodway which is subject to inundation by relatively slow-moving waters, generally known as the base flood or 100-year flood (one percent chance per year). The White/Stuck River flood fringe is Pacific's principle aquifer recharge area.

Although development within the flood fringe does not pose near the hazard as in the floodway, it is still generally unsuitable for most structural development. In some cases, development might be suitably mitigated to limit structural improvements to higher ground portions of a parcel. There are currently numerous commercial and residential structures within the White River flood fringe.

**Wetlands:** The GMA defines wetlands as "areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas." Artificial wetlands intentionally created for non-wetland sites, such as irrigation and drainage ditches, grass-lined swales, canals, detention facilities, and landscape amenities are not considered to be wetlands. However, wetlands

may include "artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or city."

Trout Lake and its associated wetlands are bounded by an established single-family residential neighborhood. Less significant wetlands throughout the planning area, that are isolated from the waters of the river and lake systems, may support fish and wildlife habitat.

### ***Geologically Hazardous Areas:***

Geologically Hazardous Areas are defined by the GMA as "areas that because of their susceptibility to erosion, landslide, earthquake, or other geologic event, are not suited to the siting of commercial, residential, or industrial development, consistent with public health or safety concerns."

Generally, these are areas in which there is a possibility that a certain type of potentially destructive geologic activity will take place. The geologic hazards likely to impact the Pacific planning area are erosion, landslide, seismic, and volcanic. Specific areas such as the steep hillsides located west of West Valley Highway may be subject to geologic events such as mass wasting (slope failure), debris flows, rock falls, or differential settlement. Steep terrain is a principle component of each of these hazards.

The Natural Environment chapter discusses geologically hazardous areas, including Erosion, Landslide, Seismic, Steep Slopes, Volcanic, Aquifer Recharge and Flood hazard areas.

## **2.2 Land Use Classifications**

### ***Residential Land Use***

This category includes all land used for residential purposes, including single family dwellings, multiple-family dwellings, mobile homes, and public uses such as schools, parks, and churches that support residential uses. For a more detailed description of residential land use, see the Housing element.

**Total Residential Land Use:** The City of Pacific has over 50% of its total land area in residential uses.

**Number of Dwelling Units by Type:** The King County portion of Pacific had 2,025 housing units in 2000. These included 767 multiple-family units, 1,160 single family homes and 170 mobile homes. The Pierce County portion of the City contained 145 residents in the same year, but residential uses are being phased out in that area.

**Low and Medium Density Residential Land Use:** Approximately 660 acres, or 43% of all land, and 93% of all residentially zoned land is developed at an average density of four to five dwelling units per acre in Pacific. Single-family land uses are concentrated in the King County portion of Pacific, and Low Density Residential is limited to the West Hill area. Existing residences in the Pierce County portion of Pacific will persist for a time as a nonconforming use, and will eventually be replaced by industrial, commercial, and office park uses.

**High Density and High Density (Limited) Residential Land Use:** There are 137 acres of multiple-family zoned land in Pacific (9% of all land, and 21% of all residentially zoned land).

High Density Residential land use is concentrated in the northeast area of Pacific, primarily along Ellingson Road. Small areas of High Density (Limited to duplexes and triplexes) Residential exist adjacent to this area and near SR 167 to the west and southwest within King County.

**Build-Out Potential:** The City has potential for additional residential development within the existing incorporated land area. The actual calculation of the City's capacity once completely developed is presented in the analysis in Section 2.3.

### **Commercial Land Use**

This category includes all land used for retail and wholesale trade, offices, hotels and motels, restaurants, service outlets, automobile service stations, and repair facilities.

**Neighborhood Business:** This is low intensity land use including scattered neighborhood businesses such as convenience stores and

service stations. A developing commercial node could expand into a city center at the intersection of 3<sup>rd</sup> Avenue S.E. and Milwaukee Boulevard.

"Neighborhood Center" is a zoning overlay designation that applies to all property generally within 800 feet of the center of this intersection and fronting on either 3<sup>rd</sup> Avenue S. or Milwaukee Boulevard S. The City Hall complex, which includes the City Offices and Municipal Court, Community Center/Gymnasium, Senior Center, and Volunteer Park Ballfield are located on the southeast corner. A neighborhood grocery is located on the southwest corner. Along 3<sup>rd</sup> Avenue S.E., to the southeast of the City Hall and Senior Center is a recently completed senior housing complex. A church, gift shop and post office, and the Fire and Police Station are on the north side of 3rd Avenue S.E.

As an overlay district, it is not intended to replace the underlying residential, commercial or other zoning district, and it is specifically not intended to create any new nonconforming uses. Rather it is an alternative land use regulatory scheme that will allow a mix of low intensity commercial uses along with the primarily single family uses. Other than single family residential, the NC Overlay will allow multiple family above first floor non residential uses.

**Commercial-Residential Mixed Use:** This is a mix of moderate intensity land uses envisioned for areas well served by arterials and with some service by transit. The commercial residential mixed use district is intended to allow and encourage a compatible mix of commercial, retail, service and residential uses in compact, attractive developments within areas currently designated by the Comprehensive Plan and by the zoning for commercial uses only. The purpose of allowing mixing of residential uses with commercial uses is to provide a market incentive for development of infill properties and to encourage development of a denser, compact, livable, and walkable community.

In addition, mixed use development can help the City meet regional housing and population projections by allowing housing in areas that previously did not allow residential uses. The Commercial Residential Mixed Use District has a height limit that allows three stories as incentive for compact, dense development. Likewise, the mixed use district regulations will allow reduced

setbacks and parking requirements as an additional incentive for compact development.

Initially, this designation would be placed on properties at the intersection of Milwaukee Boulevard and Ellingson Road, on land currently zoned Highway Commercial (HC). Extensions along Ellingson Road, west toward its intersection with Frontage Road should be considered through the annual Comprehensive Plan process or through the parcel rezone process. This designation should only be approved where it is clearly shown that an appropriate mix of uses, including residential and commercial, is planned for the property proposed to be rezoned.

**Commercial:** This is moderate intensity land use including commercial nodes (commercial development in shopping centers clustered around the intersections of arterial roadways) and other areas that are served by access roads linked to major arterials to accommodate automobiles.

Commercial uses are focused from the Pierce County line south to Stewart Road, between SR 167 and West Valley Highway, and east along Stewart Road (8<sup>th</sup> Street E.) to the Union Pacific Railroad (UPRR) tracks.

**Highway Commercial:** Commercial development located along highways or major arterial roads that is oriented to the motoring public is generally referred to as "highway commercial." Commercial development in shopping centers clustered around intersections of arterial roadways is termed a "commercial node."

The major Highway Commercial focus is along Ellingson Avenue from SR 167 to the east of Frontage Road. This area totals 49 acres (approximately 3% of all land). A small developing commercial node exists in the Pierce County UGA near the intersection of Stewart Road and SR 167.

**Total Commercial Use:** The City of Pacific has commercial structures occupying approximately 53 acres of land (3.5% of total land area).

### **Industrial Land Use**

Industrial Land Use

This category includes land used for light manufacturing, processing, warehousing, and storage. With the exception of one property at the northern city boundary, industrial uses within the planning area are located to the west and east along SR167 in King County, and in large east to west bands abutting office park and commercial uses south of County Line Road and north of 16th Street in Pierce County. Approximately 150 acres (10% of the total land area) is devoted to manufacturing, truck sales/service and terminals, warehousing, and processing. The City does not currently have any heavy industry or areas designated for this future use in the Comprehensive Plan. A Heavy Industrial land use designation has been developed in anticipation of future use within appropriate portions of the core industrial area.

### **Manufacturing/Industrial Center**

The core industrial area in Pacific, with its industrial employment concentration, prime location along transportation corridors, current character, mix of businesses, and potential for additional growth, has been identified by the City of Pacific as a Manufacturing/Industrial Center (MIC) and is part of a larger area that is a candidate for regional MIC designation. The City of Pacific will work in partnership with the City of Sumner to plan for long term industrial growth and improve freight mobility in the MIC. MIC designation is consistent with Vision 2040 and the Pierce County Countywide Planning Policies. The boundaries of the Sumner-Pacific MIC are identified in Figure X.

### **Office Park**

The Plan projects a majority of the land use in the Pierce County portion of Pacific will have been converted to Light Industrial, Commercial, and Office Park by 2025. Office Park use is concentrated along the south side of County Line Road from SR 167 to east of Butte Avenue SE.

Office Parks may contain light industrial manufacturing, warehousing, processing, and offices. Aesthetic appeal through landscaping, lighting, and signage will become prominent features of these areas.

### **Mixed-use Transportation Hub/ Transit-oriented Development**

The City of Pacific is situated between the cities of Seattle and Tacoma with Amtrak and Sounder trains currently traveling through it, and buses passing by on Route 167. A mixed-use transportation hub is a long-range planning goal.

**Recreational Land Use**

**Parks**

Pacific River Park is a passive and active use facility located at the east side of the City along both bank of the White/Stuck River. It is the City's principal park and was constructed with IAC funds. It has been leased and operated by the City of Pacific since 1966, on land owned by King County along both sides of the White/Stuck River. Its total size, including the river channel and berm, is 43 acres. The active portion of the park on the west side is approximately 20 acres, excluding the river channel , and contains baseball and soccer fields , a basketball court, trails, a play area , a performance stage, and picnic tables with barbecues. The City plans to eventually incorporate the smaller portion of the park on the east side of the river into a system of active and passive parks and trails extending along the river and connecting to other facilities in the cities of Auburn and Sumner .

The City created a plan for Parks and Recreation in 1995, and a Trail Plan in 1996. These detail plans for park and trail acquisition and development. The Trail Plan has been updated several times. Both plans are incorporated by reference into the *Parks, Open Space, Recreation and Trails* element, which describes these facilities in more detail.

**Open Space**

This category includes lands used for utilitarian purposes such as public recreation, lands set aside for preservation of critical areas, prime agricultural lands, or lands dedicated for future uses. It also includes open space corridors such as roads, trails, or abandoned railroad tracks that connect various open spaces into an integrated system of access. Open spaces perform important functions in improving the quality of life and acting as buffers between conflicting land uses.

**Utilitarian Open Space:** Utilitarian open space includes the critical areas identified above and the buffer zones that are required by the City's critical

areas ordinances. This includes active and passive parklands. Also included in this category are the greenbelt buffer areas along the steep slopes at the west side of the City. The west slope contains approximately 60 acres. Much of this is constrained from development as steep slope sensitive areas due to erosion, landslide, and seismic hazards, and therefore provides permanent open space for wildlife habitat and greenbelt buffers.

Most of this area is also parceled in private ownership and is currently unavailable for public use as passive recreation areas. The City is identifying parcels for possible purchase with Conservation Futures funds.

**Open Space Corridors:** This category includes all corridors needed by water, sewer, electric, and telecommunications utilities, an area of approximately 10 acres.

	Acres
Wetlands	258
Flood Hazard Areas	86
Fish & Wildlife Habitat	120
Steep Slopes	91

**Critical Areas**

Critical areas are described in the preceding physical inventory. These areas are crucial components of the ecosystem and therefore represent constraints to development. The approximate acreage of each critical area category is indicated in Table LU-1, and the areas are shown on the Critical Areas map at the back of the Natural Environment chapter.

**Public Facilities and Services**

This category includes public buildings, public services, transportation, and some utility facilities. These facilities and services require land throughout the City. The accumulation of this land usage is sometimes significant, and must be a part of land use planning. Public services have important environmental, health, safety, and aesthetic considerations associated with their location and provision. These are described in greater detail in the Utilities and Capital Facilities elements.

More than 40 acres are devoted to public facilities and services, and public and private utilities. An additional 80 acres are devoted to transportation facilities. This land includes: government buildings or public facilities (City Hall, Senior and Community Center/ Gymnasium, Library, an Elementary School, Fire/Police Station), and public utilities such as the Puget Power corridor along SR 167. Schools may be located in this category or in the residential land use category.

The City works with King and Pierce counties, the cities of Algona, Auburn, Edgewood, Sumner, and other agencies and service providers, to develop interlocal agreements to cover the full range of urban services available to Pacific residents, and the details of inter-county and inter-city cooperation.

### **Water System**

The City of Pacific water system provides service to residential and commercial customers within current city boundaries. The only service provided outside the boundary is to an industrial customer adjacent to the northern boundary in the City of Algona. The portion of the city atop the plateau on the west side, as well as the King County Urban Growth Area (UGA) further west around Trout Lake, is served by the Lakehaven Water and Sewer District. The 2002 Pacific Water System Plan identifies this entire area as future water service area.

The existing water system in Pacific includes two primary well sites, a 100,000 gallon steel reservoir, a 9-acre watershed containing several shallow wells, and 3 pump houses. The only currently functioning well is located north of Pacific in the City of Algona .

Due to historically plentiful water from the White/Stuck River aquifer, the water quantity has been adequate to meet the City's needs. Planning

for anticipated growth necessitates exploring additional options for water provision.

### **Wastewater Disposal System**

METRO, the King County Wastewater Disposal Agency, provides wastewater treatment for the City of Pacific. The collection system is owned and maintained by the City. Effluent is conveyed to the METRO transmission line, and from there to the Renton METRO Wastewater Treatment Facility.

### **Solid Waste Collection**

Solid waste collection is provided by a private vendor. The solid waste is transported to the King County landfill facilities. A solid waste transfer station operated by King County is located north of the City along the West Valley Highway.

### **Public Safety**

Police and Fire Service, including medical aid are provided by the City. Mutual Aid relationships exist with surrounding Fire Districts.

### **Educational Facilities**

The Auburn, Fife, and Sumner School Districts serve the community. Most Pacific elementary school students attend Alpac Elementary School, located at the southeast corner of Ellingson Road and Milwaukee Avenue, and Ilalko Elementary School in Auburn. Junior high and high school students attend Olympic and Mt. Baker Middle Schools, Auburn Riverside High School, Auburn High School, and West Auburn High School located in the City of Auburn.

### **Library**

The City of Pacific is served by the King County Library District with a library on the southeast corner of Ellingson Road and the Interurban Trail. This library is designed to serve Pacific and Algona's projected population in the foreseeable future.

### **Transportation Facilities**

SR 167, a major Regional State Freeway, bisects the Pacific community north south. The principal east-west arterials within the City are Ellingson Road at the north side of the City, and Stewart Road in the south. Other principal collector arterials are Milwaukee Boulevard, running north-south in the center of the City, and 3rd Avenue, extending from the West Valley Highway east to the White/Stuck River.

## **TABLE LU-2**

## ACREAGE IN TYPE OF LAND USE

Land Use	Early 2003 Acres	Early 2004 Acres	Projected 2025 Acres
<b>Residential</b>			
Low Density	140	140	
Medium Density	469	466	
High Density			
(Limited)	7	5	
High Density	71	38	
<b>Commercial</b>			
Commercial	102	94	
Highway			
Commercial	35	33	
Neighborhood	2	2	
<b>Light Industrial</b>	232	232	
Office Park	30	30	
Public Use	89	93	
Open space	102	102	
<b>Critical Areas</b>			
Frequently Flooded			
Steep Slopes			
Wetlands			
<b>Fish &amp; Wildlife</b>			
Habitat			
Vacant / Underdeveloped			

### Notes:

- 1) Acreages are approximate, and exclude roadways and railways.
- 2) This chart reflects losses in Residential and Commercial acreage as a result of de-annexation, as well as conversion of Residential property to Public Use at the end of 2003. Some land uses may overlap.

### Vacant/Underdeveloped Lands

This category includes 88 acres of vacant, undeveloped and underdeveloped acreage. Most of the land in this category is in moderate sized tracts and critical areas. The summary of Acreage by Type of Land Use (Table LU-2) includes all of the uses described above, as well as the critical areas discussed in the Physical Description Section. This acreage corresponds to the Existing Land Use Map.

### Population and Density

The State of Washington Office of Financial Management (OFM) 2003 population of the City of Pacific was 5,665. Of that number, 140 residents resided in the Pierce County portion. An additional 127 resided in the King County UGA in 2000, and 14 in the eastern Pierce County UGA. All of the population growth in Pacific is expected to occur through infill within the current City boundaries in

King County. The King County UGA is not expected to be annexed during this planning period.

**TABLE LU-3**  
**Existing Population by Area 2003**

Area	Acreage (Rounded)	Population (Approximate)
City of Pacific	1,523	5,665
Pierce County, East UGA	29	14*
Pierce County, West UGA	7	0
King County UGA	218	127*
<b>TOTALS</b>	<b>1,777</b>	<b>5,806</b>

\*2000 Census

The average density within the 2003 King County portion of the City of Pacific is 1.78 dwelling units (d.u.) per acre. This assumption is based upon the 2003 OFM King County population of 5,525 and the 2000 Office of Financial Management (OFM) average household size of 2.77 persons (=2012 dwelling units)\*. The average density in Pierce County is not relevant to this plan, because that portion of Pacific is converting to non-residential uses .

*\*Note: A March 13, 2002 OFM Report shows 2002 estimated total Frame Housing stock for the King County part of Pacific as 1,927. Mobile Homes and Trailers are represented as an additional 170 units, for a total of 2097 units. In this report, the year 2000 Total "Persons Per Occupied Housing Unit" is given at 2.77404.*

The current City of Pacific contains residential areas developed at urban densities, and some commercial areas. However, as Table LU-2 indicates, the City lost both potential residential density and commercial uses as a result of de-annexation and conversion to other uses in 2003-2004.

The King County UGA is developed at approximately half of the minimum required urban density of four units per acre. Development is limited by King County Health Department "area requirements" for on site sewage disposal. The Pierce County UGA is and will remain primarily industrial and commercial, with 10 interspersed single-family residences predicted to persist as non-conforming use.

### 3. FUTURE NEEDS AND ALTERNATIVES

#### 3.1 Analysis of Population and Demographics

The analysis of local population and demographic trends is important for a broad understanding of the community and to anticipate future needs. The analysis of population projections for the planning period is based on Office of Financial Management projections for King and Pierce Counties.

The following Table LU-4 shows the rate of population growth over time per census data.

**TABLE LU-4  
PACIFIC POPULATION GROWTH  
U.S. Census Counts**

YEAR	POPULATION	% GROWTH
1950	755	
1960	1,577	109%
1970	1,831	16%
1980	2,261	23%
1990	4,622	104%
2000	5,527	20%

#### *Source of Population Changes*

The changes in population in Pacific are related to employment and other population growth factors in south King County. A tremendous growth occurred when Interstate 5 and the Valley Freeway (SR 167) were constructed.

Pacific has always been a bedroom community for the industrial areas of the upper Kent Valley, Seattle, and more recently, Puyallup and Tacoma. Today, most residents are employed outside the community. Future growth will be related to the regional economy in south King County and Pierce County and driven by the ports of Tacoma and Seattle.

#### *Projected Population Changes*

The following population projections do not anticipate annexation of the King County UGA during this planning period, but further infill to

proposed densities within residential areas of the existing King County area.

#### *Rational for Projected Population*

The 2003 population of Pacific is 5,665. The population has grown substantially through in-migration over the past three decades. The major source of growth in the future will be in-migration and should reflect the general increases in population expected in King County. Due to Pacific's location on major transportation routes north to Seattle, and to Tacoma to the south, it is expected that Pacific will continue to grow as a commuter community.

Pacific's share of The Washington State Office of Financial Management's (OFM) projected population growth for the years 2001 to 2022, as appointed by King County is 996 households within the current municipal boundary, and 45 households within the Potential Annexation Area (PAA).

TABLE LU - 5 2003-2025 POPULATION PROJECTION				
Year	King County	Pierce County	UGA (Pierce)	Total Population
2000	5,373	154		5,527
2001	5,380	145		5,525
2002	5,405	145		5,550
2003	5,525	140		5,665
2004	5,635	125		5,760
2005	5,750	115	15	5,880
2006	5,865	100	15	5,980
2007	5,980	90	15	6,085
2008	6,100	85	15	6,200
2009	6,220	75	15	6,310
2010	6,345	65	15	6,425
2011	6,475	60	15	6,550
2012	6,600	55	15	6,670
2013	6,735	45	10	6,790
2014	6,870	35	10	6,915
2015	7,005	30	10	7,045
2016	7,145	25	10	7,180
2017	7,290	20	10	7,320
2018	7,435	15	10	7,460
2019	7,585	10	10	7,605
2020	7,735	10	10	7,755
2021	7,890	5	10	7,905
2022	8,050	0	10	8,060
2023	8,210	0	5	8,215
2024	8,375	0	5	8,380
2025	8,540	0	5	8,545
2030		0	0	

Table LU-5 reflects anticipated population growth of 2% per year in the existing King County portion of Pacific, and a decline of approximately 10% per year in the existing Pierce County portion. Total Projected Population meets King County and Pierce County targets for the year 2022.

The average household size in Pacific, as determined by Census Bureau figures is 2.77 persons per family. The 2000 King County population was 5,373. Thus, Pacific is directed to provide for a population increase by the year 2022 of 2,759 persons within year 2000 municipal boundaries and household size, and 125 in the King County UGA, for a total population of 8,132. However, using the King County average household size of 2.53 persons, 996 additional households would translate to 2,520 people, for a total population of 7,893.

The City of Pacific's de-annexation of nearly 73 acres containing approximately 43 acres of High

Density Residential zoning to the City of Auburn in 2003 may lower the 2022 projected population.

The portion of the City within Pierce County will function as an employment center for the regional population during the planning period. It is expected that the pre-existing single-family residences within this area will gradually yield to commercial, industrial and office park uses during this period. Thus, there are no population growth allocations from Pierce County.

### Demographics

**Development Patterns:** Settlement has occurred uniformly throughout Pacific. Future housing development will occur as infill within the current City limits and in the King County UGA. Development within the Pierce County UGA will be limited to commercial and industrial uses. High-speed transportation exists in the area. The entire planning area is well served by most urban services. However, developments on the West Hill within the existing City limits, as well as the King County UGA, are currently on individual septic systems. The City is currently planning to extend sewer service onto the West Hill within the existing City. The Pierce County UGAs and the King County UGA will receive sewers in conjunction with future annexation processes.

**Age Distribution of Population:** The age distribution of the population in Pacific is typical of the population in suburban King County, although the City's median age tends to be younger.

**Home Ownership:** The 2000 Census showed 2025 housing units in Pacific. Of these, 1,141 (56%) are single family homes, 767 (38%) are multiple-family units, and 117 (6%) are mobile homes. The 1990 census listed 1,815 dwellings. Of these, 901 (50%) were single-family homes, 559 (31%) were multiple-family units, and 355 (20%) were mobile homes.

This slight trend towards multiple-family units is reflective of the metropolitan area. It does not appear that an excessive number or percent of the dwelling units are in multiple units. Most cities in the region of Pacific's approximate size have at least one-half of the units in some sort of multiple-family structure. It is expected that this development ratio trend towards slightly less than one-half of the dwelling units as multiple units will continue throughout the planning period.

**Household Size:** Table H-5 in the Housing element shows the types of households in Pacific. The implications for housing planning are analyzed in the Housing element. It is anticipated that the average household size of 2.77 persons per household will drop due to lower birth rates, increased longevity of elderly persons, and a single-oriented, late marriage life style. The implications for housing planning are analyzed in the Housing element.

**Household Median Income:** The U.S. Census 1999 median gross income in Pacific was \$45,673. The King County median gross income was \$53,157. The Housing element contains a comparison of jurisdictions and an income analysis.

### ***Residential Land Use Needs***

The analysis in the Housing element demonstrates that the available residential land is adequate to meet the OFM projected need for 996 single-family units through the year 2022.

The City examined the location of planned housing in relation to critical areas, public facilities, transportation, retail and service centers, employment opportunities, recreational lands and open space. The proximity of transportation, employment opportunities, and retail favor the expansion of urban residential uses.

### ***Current Economy***

The major employers in Pacific are Gordon Trucking/Valley Freightliner, Auburn School District No.408, United Parcel Service (UPS), and City agencies. Safeway Distribution Facility recently located in Auburn, just north of the City limits. It will provide a substantial employment base for the area.

The City will continue to grow as the expansion of population in the Puget Sound area continues. Employment opportunities will also expand as the light industrial, commercial, and office park land in the Pierce County portion of Pacific develops further. Widening and improvements to Stewart Road, along with the addition of the 24<sup>th</sup> Street/SR167 Interchange in Sumner, will improve access and make this area more inviting to the business community.

The City of Pacific is encouraging King County Metro and Pierce County Transit to work jointly to improve bus service to the designated employment areas in Pacific. The City has also informed Sound Transit of its desire to be considered for a future commuter rail stop.

The City of Pacific, in partnership with the City of Sumner, is pursuing regional designation of its combined core industrial areas as a Manufacturing/Industrial Center (MIC). MIC designation reflects the fact that this area has prime access to transportation and trade infrastructure, is regionally significant as a current and future hub of industrial employment, and is an important economic resource for the Central Puget Sound region. In 2008, the MIC provides roughly 10,000 jobs and is expected to accommodate up to 20,000 jobs.

## **3.2 Analysis of Physical Conditions**

Planning that considers local environmental limitations seeks to avoid relatively expensive site modifications for development of certain lands. Such planning is also essential to preserve critical areas and natural resource lands. Relevant physical conditions have been mapped on the Critical Areas Map to indicate areas where development is not feasible. This map indicates steep slopes, wetlands, and floodplains.

Development applications in areas shown as floodplains and/or wetlands will be considered on an individual basis. Many of the areas shown as wetlands on previous maps have merely indicated some historical evidence of on-site wetlands. As local conditions change, wetlands often shrink and grow, or come and go. As applications arise, sites will be examined, and wetlands, if any, will be delineated. So too, development in the 100-year floodplain may be mitigated, conditions allowing, such that structural improvements might be limited to higher-ground portions of a parcel. All other physical land areas are suitable for their intended land use.

### ***Geographic Constraints***

The City of Pacific restrains development or requires mitigation in sensitive, critical, or

hazardous areas such as wetlands, steep slopes, or habitat conservation areas. The intent of Pacific Municipal Code (PMC) Title 23, Critical Areas Management, is to protect critical areas and conserve natural resource lands of the City by establishing minimum standards for development of sites within or adjacent to these areas, and thus promote public health, safety and welfare.

### **Fish and Wildlife Habitat Conservation Areas**

As stated in the inventory section of this element, the principal Fish and Wildlife Habitat areas within the Pacific planning area are the White/Stuck River floodplain and its associated stream reaches and riverine wetlands, as well as Trout Lake and its associated wetlands, and the steep wooded slopes that form the west wall of the valley floor. These environs contain important wildlife and fisheries habitat and should be protected from negative impacts of urbanization by City development regulations. Land use in these areas should be restricted to open space and recreational uses compatible with this habitat.

### **Aquifer Recharge Areas**

Aquifer recharge areas are areas where the prevailing geologic conditions allow infiltration rates which contribute to the replenishment of ground water, but also create a high potential for its contamination. The King County Regional Water Association Map and Guidelines identify the City's aquifer recharge areas.

### **Flood Control**

Development within the flood fringe does not pose near the hazard as in the floodway, but it is still generally unsuitable for most structural development. In some cases, development might be suitably mitigated by limiting structural improvements to higher ground portions of a parcel. There are currently numerous commercial and residential structures within the White/Stuck River flood fringe.

The King and Pierce County River Improvement agencies own much of the property within the White River floodplain and maintain the levee system along the River through the planning area. The City has adopted FEMA flood regulations to further control and avert most severe flooding activity.

## Geologically Hazardous Areas

**Steep Slopes:** Due to the adverse effect on local runoff and drainage, development should not be located in areas with 15% or steeper grades. Development on these slopes would result in increased runoff volumes and rates, would tend to cause erosion, would divert runoff to unsuitable locations, and could drastically alter the area's aquifer recharge processes. These slopes should also be considered to be at some risk of landslide during seismic or volcanic events.

The steep slopes on the west side of the City are unsuitable for development because they are subject to erosion and landslides. These are not the only areas within the planning area that may qualify as geologic hazards.

Because of its valley bottom location, the major hazards in Pacific are from earthquakes and excessive flooding. During a major earthquake, the unconsolidated alluvial soils of the river valley may liquefy, causing extensive structural damage. These water-saturated soils amplify the shock waves from an earthquake and tend to lose their structural strength.

**Seismic Hazard Areas** are identified and mapped by the U.S. Department of the Interior, Geological Survey, Water Resources Division, and by King County.

**Volcanic Hazard Areas** are also mapped by the U.S. Department of Interior, Geological Survey. Further information on hazard area identification and development regulations can be found in PMC Chapter 23.24.

**Wetlands** must be protected because they are an important natural resource. In addition, the wet soil severely limits structural development. Many of the wetlands shown on the Critical Areas Map are "potential" wetlands based on some evidence of on-site wetland conditions, but have not yet been officially delineated by a wetlands specialist. Site specific delineations based on soil characteristics and vegetative species present are necessary for the evaluation of individual parcels.

The U.S. Fish and Wildlife Service has produced a series of maps (National Wetlands Inventory), which delineate wetland areas. Wetlands maps provide a general inventory of wetlands within the planning area, and in most cases point to the need for further wetlands delineation studies prior

to development. It does not imply that any particular parcel covered by a wetland designation is completely occupied by wetlands or is totally constrained from development. The size and extent of wetlands constantly change under natural climatic and artificial influences, and determinations relative to specific sites must be made individually as development is proposed.

In general, wetlands are environmentally sensitive areas and do present limitations to construction and other activities such as siting of facilities. Depending on the site and nature of the activity, permits and/or mitigating measures are often required if development is permitted.

## 3.3 Analysis of Amenities

The quality of life in a community is greatly enhanced by the amenities the City has to offer. These amenities include the availability of jobs, schools and churches, community public facilities and traditional social services, cultural and recreational opportunities, and the aesthetic features of the City.

### Availability of Open Space

Current permanent open space areas within the planning area are the White/Stuck River and its floodway, the City/River Park located along its banks, the Interurban Trail that parallels SR 167, and the steep slope areas at the west side of the valley, and the wetland areas in the King County Urban Growth Area. The slope area at the west side of the valley and the wooded wetlands in the King County Urban Growth Area are primarily parceled into many privately owned lots. The City will investigate means of acquiring rights to portions of these properties that must be permanently constrained as steep slopes and wetlands per the City's Critical Areas Ordinance.

The existing portion of the City/River Park on the west bank of the River is used for both active and passive recreation. The portion of the Park on the east bank will be developed for passive use with trails and picnic facilities. This Park functions as the focus of the community's recreational activity. City/River Park trails will connect to the White River Levee Trail which is currently continuous from the City/River Park, north into Auburn, and will be developed to the south into Sumner.

## Quality of Social Services

Some social services are provided by the City's Human Resources Department, while others are provided by the Senior Center, in conjunction with numerous county and state agencies. Generally, the quality of these services is excellent.

## 3.4 Analysis of Infrastructure

### Capacity of Infrastructure

**City Hall:** The City Hall is located in an old school building. However, some major remodeling may be necessary to provide more efficient utilization of space and additional services, as demand for City services grows.

**Water System:** The water system in the City of Pacific currently provides domestic and commercial service to its users in and near the City (within the Urban Growth Area). The system includes wells, a reservoir, and several miles of distribution mains. The quality of the water is consistently high, and the source has consistently supplied sufficient volume to meet current demand. The 2002 City of Pacific Comprehensive Water System Plan has identified the need for additional storage facilities, and improvement projects are currently underway. See the Capital Facilities element for details.

**Sewage System:** The City of Pacific is served by METRO, the King County agency responsible for wastewater disposal. The collection system is owned and operated by the City of Pacific and conveyed to the METRO transmission line, and then to the Renton METRO Wastewater Treatment Facility. This system has sufficient capacity for current needs. Further information may be found in the *Capital Facilities* element.

**Storm Drainage System:** The *Comprehensive Storm Drainage Plan* for Pacific was adopted in 2001. Facilities are generally sufficient per adopted levels of service (LOS), which were formulated to tolerate low-level nuisance flooding. See the *Capital Facilities* element for further detail.

**Transportation System:** The analysis in the Transportation element finds current facilities to be generally sufficient and details a list of prioritized improvement projects in the

Transportation Improvement Plan (TIP) to upgrade deficiencies and/or maintain existing facilities at established levels of service.

**Parks and Recreation Facilities:** The City has incorporated its 1995 Comprehensive Parks and Recreation Plan into the Parks, Open Space, Recreation, and Trails element of this Comprehensive Plan. Plans are currently underway for improvements to Pacific's River Park to include basketball and tennis court facilities plus additional trails, picnic facilities, lighting, signing, and parking. See the Capital Facilities element for details.

**Public Safety:** The City of Pacific Police Department employs 8 full time officers and 14 reserve officers. The City's police service record is highly rated for both crime response and prevention. The City also has a Fire Department, consisting of 3 employees and approximately 30 volunteers.

**Public Education Facilities:** Most of the Pacific planning area is served by the Auburn School District. Students in Pierce County are served by the Sumner School District. The Urban Growth Area in western King County is served by the Fife School District. Each School District is responsible for monitoring the level of service within its boundaries and for developing resulting long range planning. The Auburn School District has a high school outside of the east City boundary. The District provides the City of Pacific with information regarding projected capital facility needs district-wide over a six year planning horizon.

## 3.5 Process for Siting Essential Public Facilities

Essential public facilities which are included on the State Office of Financial Management list of essential state public facilities that are required or likely to be built within the next six (6) years will be subject to the following siting process.

When essential public facilities are proposed the City of Pacific will appoint an advisory "County-Wide Site Evaluation Committee" composed of citizen members selected to represent a broad range of interest groups and expertise. The committee shall also include at least one individual with technical expertise relating to the particular type of facility. If there are no residents

with the appropriate technical knowledge, the City Council may select a non-resident with the appropriate technical knowledge. The committee will review the proposed project and site using the "Countywide Planning Policy on Siting of Public Capital Facilities of a Countywide or Statewide Nature," in accordance with King County's Countywide Planning Policy.

#### **Community Involvement in Siting of Essential Public Facilities**

The City will use timely notification processes of posting notices in the official newspaper of the City of Pacific, prepare and issue press releases, notices to the School District, and public hearings to notify citizens of the proposed project.

The City will also notify adjacent jurisdictions of the proposed project and will solicit review and comment on the recommendations of the County-Wide Site Evaluation Committee.

#### **Consistency with Existing Plans and Regulations Regarding Siting of Public Facilities**

Essential public facilities of a county-wide or state-wide nature, (e.g., hazardous waste facilities), must meet state laws and regulations requiring specific siting and permitting requirements.

The City's comprehensive plan and development regulations shall not preclude the siting of essential public facilities. Development regulations will include standards to ensure reasonable compatibility with local land uses.

## **4. GOALS AND POLICIES**

### ***Expansion and Annexation***

**GOAL LU-1: Ensure the orderly development and annexation of the City's potential annexation area to achieve adequate and cost-effective provision of required urban services and facilities, reduce sprawl, and implement the goals, objectives and policies of the Pacific Comprehensive Plan,**

**Policy LU-1.1** Allow annexation to Pacific only when the property to be annexed pays for its impact on the existing City services, including public safety, utilities, streets, and school services.

**GOAL LU-2:** Allow only a limited amount of growth, which will complement the character and services currently available in Pacific.

**Policy LU-2.1** Enact urban growth boundaries that restrict City growth to contiguous land where urban services can logically be extended.

**Policy LU-2.2** Only consider annexation where the natural resource lands and critical areas are enhanced and actively protected.

**Policy LU-2.3** The City Council shall review the Capital Facilities element of this Comprehensive Plan and adopt those financing plans needed for future development as a Capital Improvement Program. This budget should be reviewed and updated annually based upon the needs of the City for the next five years.

**Policy LU-2.4** The City will coordinate inter-jurisdictional review of land use activities in the urban growth area prior to annexation to the City.

**Policy LU-2.5** Areas desiring annexation to Pacific shall be required to provide adequate parks along with an adequate tax base for maintenance funding.

### ***Joint Planning***

**GOAL LU-3: Coordinate growth and development with adjacent jurisdictions (i.e. cities and counties) to promote and protect inter-jurisdictional interests.**

**Policy LU-3.1** The urban growth area shall be subject to joint planning between the City of Pacific, and King and Pierce Counties. Coordinated land use designations and development proposal review procedures will be established to ensure that the character of these areas remains consistent with the goals of this Comprehensive Plan.

**Policy LU-3.2** The City government shall coordinate with those agencies providing social services in the City. The agencies managing each of these facilities and services need to work with the City to implement their future plans.

## **Orderly Development**

**GOAL LU-4:** Promote orderly development within Pacific.

**Policy LU-4.1:** The Future Land Use Map adopted in this Plan shall establish the future distribution, extent, and location of generalized land uses.

**Policy LU-4.2:** The categories on the Future Land Use Map shall be defined as follows:

**Policy LU-4.2.1: Low Density Residential (LDR)**

- This land use category is intended for exclusively residential subdivisions that are platted at an average density of 4 dwelling units per acre, and that range from 2 to 6 dwelling units per acre. Development would be limited to single-family residences and accessory dwelling units.

**Policy LU-4.2.2: Medium Density Residential (MDR)**

- This land use category is intended for exclusively residential uses at an average density of 8 dwelling units per acre and that range from 6.4 to 10 dwelling units per acre calculated as a density throughout the MDR area, and higher-density senior housing within walking distance of the Senior Center. Examples include single family, duplex units, and senior housing complexes.

**Policy LU-4.2.3: High Density Residential, Limited (HDRL)**

- This land use category is intended to encourage a more flexible use of the land and promote and maintain stable single-family residential areas. It is also the purpose of this classification to develop residential areas within the city which are characterized by higher residential densities.

**Policy LU-4.2.4: High Density Residential (HDR)**

- This land use category is intended for exclusively residential subdivisions and developments that contain an average density of 16 dwelling units per acre and that range from 10.1 to 22 dwelling units per acre. Examples include triplexes, fourplexes, townhouses, and multi-story apartment buildings.

**Policy LU-4.2.5a: Commercial-Residential Mixed Use (MC)**

- This land use category is intended for the Commercial – Residential Mixed Use Zone and the Neighborhood Business Overlay Zone. Density is expected to be greater than that of Medium Density Residential (6 to 10

du's per acre). Multiple family development, which is permitted outright in these two districts, is limited to residential units above or behind first floor non-commercial.

**Multiple-family Housing** - The escalating gap between the costs of housing and the ability to pay rental or mortgage prices has increased the demand for multiple-family housing units. Unfortunately, it is clear that the development of multiple-family dwellings in single family areas has created an adverse reaction. The level of conflict between single family neighborhoods and multiple-family dwellings must be reduced. Since much of this reaction is related to the design of these structures, design standards could substantially reduce this problem for new construction.

City policy must respond to the need for multiple-family dwellings by people who cannot afford or do not prefer single family dwellings. Controlled siting of multiple-family dwellings can benefit single family neighborhoods by reducing blight in areas where single family units are beginning to deteriorate. Multiple-family housing typically generates higher transit ridership than single family housing. By locating multiple-family housing in areas served by transit, associated traffic impacts can be mitigated by reducing the number of automobile trips generated. As a further benefit, increased transit ridership clearly meets the goals of this Plan, the Washington State Growth Management Act and the Countywide Policies.

**Policy LU-4.2.5b: Commercial (C)** - This land use category is intended for commercial uses at the neighborhood, community, and highway-oriented levels, as well as offices.

- ◆ At the neighborhood level, customers can generally walk to the businesses; examples include neighborhood grocery or convenience stores.
- ◆ At the community level, customers usually drive to the store or office, generating parking demand and traffic on adjacent streets; examples include retail businesses, supermarkets, hairdressers, professional offices, banks, restaurants, and hotels.
- ◆ At the regional level, highway-oriented uses serve traveling customers not necessarily from the City of Pacific; examples include shopping centers, offices, motels, drive-in restaurants, and gas stations.

- ◆ Heavy Commercial is high intensity commercial land use, including what is typically considered the central business district and other dense arrangements of professional offices and retail stores. Pacific does not have a central business district.

**Policy LU-4.2.6: Office Park (OP)** - This land use category is intended for light industrial uses, including fabrication, small manufacturing plants with minimal impacts to the surrounding neighborhood. Warehousing, distribution, and related office and retail uses may be combined with light industrial uses in the same development, and may serve the occupants of the Park and surrounding uses.

The Office Park land use shall provide a buffer between residential and the more intensive industrial uses through enhanced landscaping, building orientation and design, and other site design standards.

**Policy LU-4.2.7: Light Industrial (LI)** - This land use category is intended for industrial uses, and compatible commercial uses designed to have minimal impact to the surrounding neighborhood. Light Industrial development should have a high degree of landscaping and buffering, especially adjacent to residential uses. Such uses generally include warehousing; fabrication; resource based uses with adequate environmental controls to prevent off site impacts; equipment repair; and office and retail uses associated with these uses.

**Policy LU-4.2.8: Heavy Industrial (HI)** - These industrial uses include intensive on and/or off-site manufacturing and large footprint structural improvements for manufacturing and/or storage. Such uses often bear significant impact on the surrounding neighborhood and require extensive separation and buffering for abatement. All such uses are subject to SEPA regulations for environmental protection. The targeted example is lumber processing and sales.

**Policy LU-4.2.9: Open Space (OS)** - This land use category includes active or passive recreational areas and environmentally sensitive lands, including wetlands, aquifer recharge areas, and steep slopes. In environmentally sensitive lands, the issuance of development permits depends on the results of detailed environmental studies.

**Policy LU-4.2.10: Public (P)** - This land use category is intended for public and quasi-public uses such as government buildings, schools, churches, parks, water, and wastewater facilities, and related uses.

**Policy LU-4.2.11: Neighborhood Center (NC)** - The intersection of 3rd and Milwaukee is designated a neighborhood center known as the Center of Pacific. This designation shall extend to a distance of approximately 800 feet along 3<sup>rd</sup> Avenue east and west from the intersection and 800 feet along Milwaukee Boulevard north and south from the intersection. The Center is envisioned as a compact, mixed-use area, central to Pacific's residential community, with good pedestrian and transit access, where residents can obtain goods and services in a pleasant social environment. This vision will be achieved gradually since nearly all the property in the Center is already developed. Building on the core mix of uses, including the City Hall-Community Center complex, Public Safety Building, a city park, small commercial outlets, a post office, church and small-scale multiple-family uses, the Center is intended to be a place to work, shop, live, and recreate, at a scale appropriate to Pacific's small size. Within the Center of Pacific the City shall encourage neighborhood businesses, offices, residential units above non-commercial first-floor uses, public uses, and quasi-public uses such as churches. The City shall also encourage improved transit service, and shall consider public improvements and architectural design characteristics conducive to the success of the neighborhood center.

*Discussion:* This land use district is intended to foster a sense of a "small town center" for the 8 to 10 thousand ultimate residents of the City of Pacific. The Neighborhood Center will provide for a concentrated mix of activities, including retail and other small local services, residential, some office use, and governmental center. Over time, the district may evolve and mature into a distinctive compact small urban village environment, providing a unique small town commercial character in Pacific. The Neighborhood Center is not intended to serve the surrounding neighborhoods outside of Pacific. The Neighborhood Center will facilitate restoration and revitalization in an existing neighborhood center or may create a new focus for a neighborhood. In order to ease the transition to a mixed use center, the Neighborhood Center is an overlay zone that is not intended to replace the underlying zoning.

Development under the overlay zone regulations is intended to be more commercial in nature, but at a scale appropriate to the neighborhood. Residential units above or behind first-floor non-residential uses is encouraged.

**Policy LU-4.2.12: Pacific-Sumner (P-S) Station** – P-S Station is a special urban study area to be developed in conjunction with the City of Sumner. The area is intended to foster a multi-modal commuter hub between the south eastern portion of the City of Pacific and the northeast portion of the City of Sumner. This location is equi-distant from Auburn’s and Sumner’s Sounder Commuter Rail Transit Stations.

*Discussion:* The P-S Station district is a Transit-Oriented Development (TOD) cluster surrounding P-S Station, which is targeted for major urban growth. This district will provide a mixture of intensive land uses and activities supportive of direct regional transportation access via the Pacific-Sumner commuter rail station, East Valley Highway, and Stewart Road/Lake Tapps Parkway. The district will function with additional development standards to foster a high quality, pedestrian-oriented urban environment. This district also provides incentives to encourage urban scale growth over the life of this plan. The district will accommodate a dense mix of office, retail, and high-density residential uses supported by direct regional transportation access.

### **Land Use Pattern**

**GOAL LU-5: Ensure that the land use pattern of the City encourages needed, diverse, and creative development, protects existing uses, safeguards the environment, promotes efficient use of land, encourages alternative modes of transportation, alternative energy sources, and helps maintain Pacific’s sense of Community.**

**Policy LU-5.1:** Encourage attractive, stable, high quality residential neighborhoods and commercial developments with an appropriate variety of housing, shopping, employment, and services.

**Policy LU-5.2:** Provide residential opportunities that offer a variety of housing densities, types, sizes, costs and locations to meet future demand.

**Policy LU-5.3:** Through the Comprehensive Plan, Municipal Code, and other measures, encourage

a diversity of housing types for all economic levels and age groups.

### **Residential Uses**

**LU-6: Protect the character of existing viable and stable single-family neighborhoods.**

**Policy LU-6.1:** Encourage new single-family development throughout existing single-family neighborhoods at appropriate densities.

*Discussion:* Pacific’s residential density patterns vary throughout the City. Large lots, subdivisions, and manufactured homes contribute to this diversity.

**Policy LU-6.2:** Provide for innovative design options that support residential neighborhoods, provide for efficient land use, and protect and enhance the natural environment.

**Policy LU 6.3: LU-28.3:** Regulatory decisions in all residential neighborhoods shall prioritize maintain, stabilize, or enhance the neighborhood’s residential character.

- A. The location of uses other than those permitted outright shall only be allowed as specified in this comprehensive plan and in the zoning ordinance.
- B. Approval of any non-residential land uses shall occur only after uses other than those allowed in the residential zone shall require full environmental review.
- C. The City recognizes the important role that public facilities (such as sidewalks, neighborhood parks and elementary schools) and limited scale quasi-public uses (such as small churches and daycare centers) play in maintaining viable residential neighborhoods.
- D. Single family detached residential neighborhoods should be protected from intrusion by non-residential or multiple-family uses.

**Policy LU-6.4A:** Continue to allow manufactured homes as an affordable form of home ownership, provided that such developments are carried out in a manner which supports rather than detracts

from the quality of the community and adjacent uses.

**Policy LU-6.4B:** Modular and manufactured homes are permitted on single family lots provided that they are sited and constructed in a manner which would blend with adjacent homes. Manufactured homes must meet minimum dimensional standards (double wide) and be placed on permanent foundations.

*Discussion:* Manufactured homes provide affordable housing to many Pacific residents. In many cases, they provide the opportunity of home ownership to households which cannot afford to purchase more traditional types of housing. However, poorly designed, high density manufactured home parks can raise the same issues that multiple-family developments pose. When sited on individual lots, poor design can adversely affect adjacent site-built homes. Both of these problems can be mitigated. Careful design and placement of manufactured housing in both parks and on individual lots, especially with appropriate landscaping, can greatly reduce problems otherwise associated with such development.

This Plan's policies continue to recognize the benefits that manufactured homes can have on housing affordability. Improved codes requiring high standards for the design and siting of manufactured home parks and modular units on individual lots should be implemented.

**GOAL LU-7: Improve the quality and availability of multiple-family housing choices.**

**Policy LU-7.1:** In areas with existing multiple-family development, provide for increased multiple-family development of similar scale.

*Discussion:* Pacific's residential density patterns vary throughout the City. Duplexes, townhouses, triplexes, and apartments contribute to this diversity.

**Policy LU-7.2:** In considering where future higher density development should locate, priority shall be given to designated Special Planning Areas (where such use can be balanced and planned with single family areas), areas with high levels of transit service.

**Policy LU-7.3:** Develop regulations guiding appearance, scale, and location of new multiple-family development to enable a range of dwelling types and amenities.

*Discussion:* Residential uses in multiple-family 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 blends with neighboring areas enhance the smooth transition between different densities and land uses. See the Community Character element for more detail.

**Policy LU-7.4:** Improve existing housing stock by encouraging revitalization or replacement of existing multiple-family housing.

*Discussion:* Revitalization of existing multiple-family residential housing improves its integration into the community and enhances the quality of life for its residents

**Policy LU-7.5:** Direct multiple-family housing to locations that provide direct access to transportation, businesses, and other amenities.

**Policy LU-7.6:** Design codes and guidelines should be developed for multiple-family housing to ensure high quality design and compatibility with surrounding development.

**Policy LU-7.7:** 31.7 Multiple-family dwellings shall not be permitted as a matter of right in single family residential districts, but should be permitted only where necessary to remove potential blight, to buffer single family uses from incompatible uses or activities, or to allow effective use of vacant areas. Standards for such siting should provide for design review to ensure compatibility and provide that the density of development is consistent with the density of the adjoining single family uses.

**Policy LU-7.8:** Siting of moderate density units shall be encouraged as a buffer between single family areas and more intense uses. Such buffering is appropriate along arterials where existing platting prevents effective lot layout for single family units. Also, such buffering is

appropriate between single family areas and commercial and industrial uses. Higher density units are not to be considered a buffer to single family residential.

**Policy LU-7.9:** Higher density developments or larger scale multiple-family developments should be limited to residential areas where they can be developed as a unit with the necessary supporting facilities. Such development shall provide adequate access by developed arterials with minimal potential to generate traffic through single family areas.

*Discussion:* Extensive buffering measures shall be required where such areas adjoin single family residential areas. Care should be exercised to avoid creating barriers to pedestrian and bicycle movement. Where feasible, new multiple-family development should be planned in conjunction with single family with moderate density development as a buffer between single family and multiple-family.

**Policy LU-7.X:** Require a high quality pedestrian environment to link multiple-family housing to commercial and service areas.

*Discussion:* To implement this policy, the City should require amenities such as walkways, trails, bike paths, or recreational facilities/corridors.

### **Commercial Uses**

**GOAL LU-8: Achieve a mix of commercial land uses that serve the City's residents, businesses, and visitors.**

**Policy LU-8.1:** Through land use planning and zoning, promote a mix of compatible uses balancing jobs and housing.

**Policy LU-8.2:** Concentrate commercial development and distinguish between different types of commercial activities.

*Discussion:* The City should allow varying development standards for each commercial zoning classification. The City can implement this policy through cooperation with the business community and through the zoning code and design standards.

**GOAL LU-9: Encourage the appropriate use of areas adjacent to heavily traveled arterials while minimizing land use and traffic conflicts by:**

- ◆ **Managing the continued commercial development of existing commercial arterials in a manner which minimizes traffic and land use conflicts;**
- ◆ **Conserving residential qualities along heavily traveled arterials which are not yet commercialized, by restricting commercial development to types which provide an appropriate buffer between conflicting land uses; and**
- ◆ **Protecting existing, viable residential areas along lesser-traveled arterials, from commercial development.**

**Policy LU-9.1:** The City shall identify those existing commercial arterials that are appropriate for continued (heavy) commercial development, and those arterials that are appropriate for continued or future limited (i.e. professional office type) commercial development.

**Policy LU-9.2:** The City shall review its standards relating to the number, size and location of driveways to ensure consistency with goals and policies relating to arterial commercial development. See Transportation Policies.

**Policy LU-9.3:** The City shall encourage the grouping of individual commercial enterprises along commercial arterials to promote the sharing of parking areas, access drives, signs, and related facilities (i.e. stormwater, dumpsters, etc.). Such grouping can be encouraged through land division regulations, sign regulations and development standards.

### **Office Park Uses**

**GOAL LU-10: Office Park uses will provide a buffer and transition from Light Industrial uses to those that are less intense.**

### **Industrial Uses**

**GOAL LU-11:** Encourage industrial development and redevelopment that strengthens the economy of Pacific and the region. Require industrial uses to be designed and sited in a manner that

minimizes impacts on surrounding residential uses and the environment.

**Policy LU-11.1:** Promote high quality development of all light industrial and warehouse areas.

**Policy LU-11.2:** Provide for industrial uses, such as regional research, manufacturing, warehousing, concentrated business/ employment parks, and/ or other regional employment uses.

**Policy LU-11.3:** Support development and redevelopment of industrial lands that make positive contributions to the environment of Pacific and individual land areas, the City of Pacific, and the region.

**Policy LU-11.4:** The City shall aggressively seek to abate all potentially blighting influences in industrial areas, especially in areas visible to regional traffic flows and in areas designated for light industrial uses.

*Discussion:* Highly visible areas, such as land visible from SR167 and/or Stewart Road which tend to establish the image of the City, should be appropriately landscaped.

**Policy LU-11.5:** Recognize that the existing parcel size and development pattern in the Industrial area is well suited to small-scale manufacturing and encourage development of this type on existing sites

**Policy LU 11.6:** Discourage further subdivision of existing parcels in the Industrial area and encourage the aggregation of smaller parcels into parcels of appropriate size and shape for a wider variety of industrial uses.

**GOAL LU 12:Support the preservation and growth of a Manufacturing/Industrial Center (MIC) by encouraging the concentration of appropriate manufacturing and industrial uses in this area, adequate controls on incompatible land uses, working with funding partners to enhance transportation infrastructure, and promoting economic development efforts.**

**Policy LU 12.1:** Preserve the industrial land base by ensuring at least 80% of all property within the MIC has planned future land use and current

zoning designations intended for appropriate industrial and manufacturing uses and by encouraging land assembly for industrial sites.

**Policy LU 12.2:** Related office and accessory retail uses should be allowed within the MIC. Compatible commercial uses may be allowed in a limited portion of the MIC through a Conditional Use Permit process, provided they are limited in size and are sited, designed, and conditioned to mitigate potential conflicts with current and potential future industrial users.

**Policy LU 12.3:** Plan for Pacific's proportional contribution to the established job targets in the Sumner-Pacific MIC to meet PSRC's minimum employment target designation criteria.

**Policy LU 12.4:**Identify and pursue additional opportunities for recruiting appropriate manufacturing and industrial uses and coordinate economic development efforts in the MIC with public and private actors.

**GOAL LU 13: Reserve areas appropriate for industrial development.**

**Policy LU-13.1:** The City recognizes that industrial developments place varying demands on the community's quality of life and service capabilities. In addition to demonstrating a development's consistency with Plan policies, applicable land use regulations, and environmental policies, significant industrial development shall be encouraged to provide a balance between service demands and impacts placed on the city's quality of life vs. the local benefits derived from such development.

1. **Policy LU-13.2:** The grouping of uses which will mutually benefit each other or provide needed services will be encouraged. However, non-related office and retail uses, when allowed in industrial areas, should be limited in size, extent, and location.

- ◆ Compatible commercial uses may be allowed in designated industrial areas, particularly those that primarily serve industrial businesses or their employees.

- ◆ Planned developments (such as "office parks") which provide a mixture of light industrial with related office uses and

small supporting commercial uses are encouraged.

**GOAL LU-14: Encourage high quality industrial development and redevelopment through the establishment of appropriate performance standards and design guidelines for industrial areas.**

**Policy LU-14.1:** All industrial development should incorporate aesthetically pleasing building and site design. The City shall amend its codes and performance standards which govern industrial development to implement this policy.

1. Procedures shall be established to ensure aesthetically pleasing building and site design in areas designated for light industrial areas.
2. Appropriate landscaping and site development standards shall regulate site development in heavy industrial areas.
3. Unsightly views, such as heavy machinery, service entrances, storage areas, rooftop equipment, loading docks, and parking areas shall be screened from view of adjacent retail, commercial, light industrial and residential areas and from public streets.

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

**Policy LU-14.2:** Require new industrial land uses to locate on properly zoned sites with suitable topography and soils to minimize impacts to the environment and residential use, and to provide good transportation access, for trucks and employees, and adequate public facilities and services,

*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.

**Policy LU-14.3:** Business Park uses with distribution, high technology, and light manufacturing activity, which minimize use of toxic or odorous substances are acceptable

industrial uses in the community, as defined by design standards.

**Policy LU-14.4:** Industrial uses should be designed with safe and comfortable pedestrian connectivity between businesses, public streets, and transit stops.

**GOAL LU-15: Encourage the creation of a “specialty manufacturing and artisan district” in the Pacific portion of the Sumner-Pacific MIC that promotes the development, production, sale, and distribution of products and services in a street environment coordinated pedestrian amenities, signage and landscaping, with increased attention to building and site design.**

**Policy LU-15.1:** Consider the establishment of a specialty manufacturing and artisan district, and allow and promote a wider range of uses that support development of this district, including retail uses, in the Industrial and Office Park zones within the MIC in Pacific.

**Policy LU-15.2:** Adopt design guidelines for the specialty manufacturing and artisan district that promote an enhanced streetscape with coordinated and enhanced pedestrian amenities, signage and landscaping, minimum standards for building facades, customer parking areas, and clear connections between retail entrances and the street.

**Policy LU-15.3:** Develop incentives in the zoning code to promote the development of a specialty manufacturing and artisan district, including increased development intensity, reduced setbacks, and flexible landscaping standards to encourage on-site retail uses and enhanced building and site design.

***Natural Environmental***

**GOAL LU 16: Respect and enhance the natural environment in any future development or redevelopment.**

**Policy LU 16.1:** The City Council shall enact and update regulations and ordinances to protect and enhance natural resource lands and critical areas, including streams and rivers, wetlands, slopes, groundwater recharge areas, watersheds, forest

lands and other critical resource areas from the detrimental effects of development.

**Policy LU 16.2:** Preserve environmental quality by taking into account the land's natural development constraints and mitigating environmental impacts in critical areas.

**Policy LU 16.3:** Promote efficient use of renewable resources, water, and energy through the use of natural drainage, indigenous landscaping, energy efficient siting and building construction, and recycling.

**Policy LU 16.4:** Development of all sites shall be consistent with applicable environmental standards and policies.

**GOAL LU 17: Encourage energy-efficient development practices.**

**Policy LU 17.1:** Require consideration of efficient passive and active solar heating in the orientation and siting of residential dwelling units, and commercial and industrial buildings.

**Policy LU 17.2:** The City should develop an energy conservation plan for its own buildings, facilities, and fleet.

***Influencing Community Character***

**GOAL LU 18: Actively influence the future character of the City by managing land use changes and by developing City facilities and services in a manner that directs and controls land use patterns and intensities consistent with this Comprehensive Plan.**

**Policy LU 18.1:** Adopt the moderate population projections proposed in the Comprehensive Plan as a guide to the amount of growth the City will accommodate through the year 2025.

**Policy LU 18.2:** Establish a procedure to assess the growth impacts of development proposals.

**Policy LU 18.3:** Encourage improvements that enhance neighborhood appearance, safe travel by foot, car, bike, or other means, and general safety for homes, businesses, schools, etc. and pedestrian and vehicular safety.

*Discussion:* Examples of improvements include signs, crosswalks, traffic calming improvements, trail development, fencing, special lighting, landscaping.

**Policy LU- 18.4:** Aggressively seek to abate all potentially blighting influences.

**Policy LU 18.5:** The City should give special attention to improving the quality of low income neighborhoods and seek to implement programs which encourage rehabilitation of deteriorating structures and facilities.

**Policy LU 18.6:** New neighborhoods should be governed by development standards which allow some flexibility to encourage compact urban development, provide protection of critical areas and resource lands (including, but not limited to areas of steep slopes or wetlands), and to facilitate non-motorized transportation.

*Discussion:* The City will encourage "planned unit developments" which allow variation from normal development standards and housing design standards in exchange for enhanced design features and environmental protection, while maintaining consistency with this Plan.

**Policy LU 18.7:** Seek to establish and maintain an image appropriate for the community, so as to attract the type of commercial and industrial activities which best meet the needs and desires of the community.

**Policy LU 18.8:** Ensure that commercial development contributes to Pacific as a Community and to the economic vitality of Pacific and to the vitality of individual commercial areas.

*Discussion:* The City could, for example, create a development plan to extend sidewalks to the Neighborhood/Community Center through a Local Improvement District (LID).

***Conflicting Land Uses / Buffering***

**GOAL LU 19: Protect existing and proposed residential areas from conflicting nonresidential uses.**

**Policy LU 19.1:** The City shall seek to abate existing incompatible and non-residential uses in residential neighborhoods.

**Policy LU 19.2:** Areas abutting major arterials should be carefully planned to avoid potential conflicts between the development of the arterial and single family uses. Single family uses in such areas should be platted in a manner which orients the units away from the arterial, however, non-motorized access between the residential area and the arterial should be provided. Where such orientation is not possible, a transition area should be zoned for moderate density uses. In areas with existing single family developments, street front buffering should be utilized.

*Discussion:* The ability to buffer the area from incompatible land uses and heavily traveled arterials or highways should be considered in designating currently undeveloped areas for future single family use. Such buffering can be accomplished by taking advantage of topographic variations and other natural features, requiring expanded setbacks along arterials, by orienting lots and houses away from arterials, by designating moderate density multiple-family areas as transitional areas, and by other means.

**Policy LU 19.3:** The management of areas in transition should balance the needs of existing residents with the need to accommodate new uses.

**Policy LU 19.4:** The conditional use procedure should be used to ensure that new uses are no more disruptive to existing uses than is reasonably necessary.

**Policy LU 19.5:** Home occupations in residential neighborhoods shall be permitted only if they comply with performance standards that ensure compatibility with adjacent residential uses. Greater flexibility may be appropriate for home occupations near the border of such neighborhoods as a transition to adjacent uses.

**Policy LU 19.6:** Minimize the impact of infill development on existing residential neighborhoods by incorporating neighborhood features such as design or landscaping themes that enhance both the neighborhood and community character.

**Policy LU 19.7:** Development design should utilize and preserve natural features, including,

but not limited to, topography and stands of trees, to separate incompatible land uses and densities.

**Policy LU 19.8:** Development design should use open spaces, including parks, to separate incompatible uses.

**Policy LU 19.9:** Development codes shall be modified to allow the City to require that landscaped buffers, natural area preservation or other measures are utilized to separate new residential developments from incompatible uses and major streets. These buffers should permit access between the residential area and the major street by pedestrians and bicyclists.

**GOAL LU 20: Ensure that commercial development and redevelopment are complementary to adjacent land uses.**

*Discussion:* Commercial development next to non-commercial uses requires buffering. Buffering can take many forms such as:

- ◆ increased setbacks;
- ◆ increased width of landscaping area;
- ◆ increasing the size of the initial landscaping;
- ◆ decreasing the size and bulk of buildings;
- ◆ limiting the type and operation of commercial activities, etc.

**Policy LU 20.1:** Encourage the upgrading of commercial and industrial facilities that are adjacent to residential uses to have adequate buffering.

**Policy LU 20.2:** Commercial shall be buffered by:  
(1) medium density multi-family;  
(2) office park;  
(3) design considerations such as setbacks, landscaping, or walls, or any combination thereof, to ensure preservation of a quality living environment in adjacent neighborhoods, and;  
(4) open space/parks.

**Policy 20.3:** Compatibility among land uses should be enhanced through landscaping, building orientation and setbacks, traffic control and other measures to reduce potential conflicts. Intrusions of residential uses into industrial areas shall not be allowed, and intrusions by commercial uses should be controlled to compliment the industrial uses. No new residential, except for caretaker's quarters, shall be allowed in industrial areas.

### ***Parks, Open Space, Recreation, and Trails***

**GOAL LU 21: Maintain and support the existing and future recreational and cultural activities in Pacific.**

**Policy LU 21.1:** The City Council should coordinate the provision and funding of recreational activities with the Auburn, Derringer, Fife, and Sumner School Districts. These bodies should also investigate means of providing recreation and social activities for citizens of all ages.

**Policy LU 21.2:** Pacific should develop the Pacific City/River Park and the White River Trail, and provide for future parks, open spaces, and trails as new development occurs.

**Policy LU 21.3:** Promote adequate provision of peripheral and internal open space and recreation uses through implementation of the Parks, Recreation, Open Space, and Trails plan.

**Policy LU 21.4:** Emphasis shall be placed upon the manner in which the recreational needs of the residents shall be met in the approval of any residential subdivision and planned residential district.

### ***Transportation Impacts & Issues***

**GOAL LU 22: Respond to the growing need to accommodate traffic through the city with a minimum of adverse impact on residential neighborhoods.**

**Policy LU 22.1:** Development of new through routes should occur as early as possible, before neighborhoods are developed to urban residential densities to avoid the intrusion of through traffic in neighborhoods.

**Policy LU 22.2:** The expansion of existing regional transportation routes (i.e. SR-167, West Valley Highway, and East Valley Highway) will create traffic impacts to neighborhood should be mitigated by measures which may include round-a-bouts, separated sidewalks, pedestrian routes between long blocks, and/or other traffic calming measures.

**Policy LU 22.3:** Routes which bypass developed, urban neighborhoods shall be preferred over

routes that would pass through them. Routes passing through such neighborhoods shall be supported by the City only when present and future traffic benefits are substantial and alternative ways to meet the need are not feasible. In these cases, a neighborhood traffic mitigation plan should be adopted and implemented by the City.

**Policy LU 22.4:** While the City will strive to avoid the intrusion of "through" traffic in neighborhoods, it will also seek to ensure that neighborhoods are interconnected with one another. These interconnections are needed to ensure the proper functioning of arterial streets, acceptable emergency vehicle response times and also a sense of belonging to the Greater Pacific Community.

**Policy LU 22.5:** Residential arterials having good potential for long term maintenance of a quality living environment should be protected from the intrusion of commercial uses. In some instances, these may be appropriate locations for churches and other religious institutions, semi-public facilities, or moderate density multiple-family uses.

**Policy LU 22.6:** Encourage design and location of commercial development to provide for safe access for pedestrians, bicyclists, and/ or mass transit.

**Policy LU 22.7:** The City should develop design standards and guidelines for development along arterials to improve their visual appearance and safe transportation access.

### ***Concurrency & Predictability***

**GOAL LU 23: Coordinate all land use and development for concurrency and predictability.**

**Policy LU 23.1:** Coordinate future land uses with the Transportation; Natural Environment; and Parks, Open Space, Recreation, and Trails elements of this Plan.

**Policy LU 23.2:** Coordinate all new development with the provision of an adequate level of services and facilities, such as schools, water, transportation, parks, provision of police and fire services, as established in the Capital Facilities element.

**Policy LU 23.3:** The City shall monitor all new development to ensure that it does not exceed the City's ability to provide and maintain adequate public facilities and services, and shall allow new development to occur only when and where adequate facilities exist or can be provided. The City will not issue any development permits, which result in a reduction of the Level of Service below the LOS standard adopted for public facilities as identified in the Capital Facilities element.

**Policy LU 23.4:** The City shall establish a concurrency review process to ensure that services are available as development occurs. Developers shall provide information relating to impacts that the proposed development will have on public facilities and services. The City shall evaluate each impact analysis to ensure that the development can be provided with adequate levels of service for water and sewer, electric and telecommunications, schools, transportation, parks, and provisions of police and fire services, as established in the Capital Facilities element.

**Policy LU 23.5:** Needed rights-of-way, on-site and off-site road improvements, and utilities should be assured before development occurs.

**Policy LU 23.6:** Individual development projects shall provide for minimal improvements in accordance with established City performance standards, regardless of size.

**Policy LU 23.7:** The City shall influence the development of unincorporated land near the City in a manner that minimizes adverse impacts upon the City and its residents.

**Policy LU 23.8:** Applications for both State and local development permits shall be processed in a timely and fair manner to ensure predictability.

**GOAL LU 24:** Respect private property rights in the development and implementation of any land use regulations.

**Policy LU 24.1:** The City shall not take private property for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory civil action.



# Natural Environment

## 1. INTRODUCTION

### 1.1 Framework Goal

The first Framework Goal of this Comprehensive Plan is to:

*Provide an effective stewardship of the environment by protecting critical areas and conserving land, air, water, and energy resources.*

The purpose of the Natural Environment element is to guide the formation of regulations to protect and enhance the natural environment for present and future citizens of Pacific. This protection will be accomplished by:

- ◆ Identifying critical areas and updating maps;
- ◆ Updating the Critical Areas Ordinance and the Shoreline Master Program;
- ◆ Preserving or enhancing significant natural areas;
- ◆ Regulating new development to better integrate the built environment with natural features and conditions, and;
- ◆ Educating the public about the potential impacts of development on natural systems.

This element provides a framework for achieving land use and development practices that are compatible with and enhance the natural environment.

### 1.2 Objectives of the Growth Management Act and of Other Agencies

The Natural Environment element is intended to meet the objectives of the State Growth Management Act (GMA); Endangered Species Act (ESA); State Environmental Policy Act (SEPA); Countywide Planning Policies of King and Pierce counties; and other federal, state, and county policies. It also affirms the City's role in regulating land use; implementing federal and state statutes; obtaining funding from federal, state and local jurisdictions; and consistently managing impacts to the natural environment.

The following GMA goals relate directly to the natural environment:

- ◆ Open space and recreation - Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- ◆ Environment - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

The GMA also requires adoption of development regulations that protect critical areas (RCW 36.70A.060), and use of the "best available science" in developing policies and development regulations to protect the functions and values of critical areas (RCW 36.70A.172).

## 1.3 Background and Context

Environmental goals, objectives, and policies contained in this element address substantive issues, such as potential development on wetlands, floodplains, and steep slopes. These policies not only outline steps the City should take towards establishing policy direction and regulatory authority on environmental issues, but procedures to guide the property owner and citizen. One example of this is to encourage the combining of stormwater storage areas to create more viable natural areas, instead of creating a patchwork of small detention ponds.

These goals and policies will be implemented through such measures as: sensitive area regulations, development review guidelines, stormwater ordinances and programs, economic incentives for environmental protection, and economic development decisions.

The original environment of Pacific was a river valley covered with old growth forests that experienced seasonal flooding. Today, Pacific is largely composed of built features that are being redeveloped for the second or third time since the City's incorporation in 1909. Most of the original natural environment has been compromised.

Pacific was a rural agricultural town of under 1,577 people in 1960. The population of Pacific grew by nearly 70 percent to 2,261 in 1980, and more than doubled to 5,527 persons between 1980 and 2000. This was just one result of highway regional transportation facilities directing growth into the White River valley, combined with the availability of sewers in Pacific. As pressure for increased residential and commercial development intensifies from both the north and south, the protection or enhancement of the natural environment becomes more challenging.

This City must continually evaluate the relationship between the natural and built environments. Potential impacts of development on slope stability and erosion; air, water, and soil contamination; noise, emissions, and waste generation; resource consumption; and automobile dependence need consideration; along with the preservation and enhancement of open space, wildlife habitat, and recreation opportunities.

## 2. EXISTING CONDITIONS

Pacific is known to have the following critical or sensitive, areas: landslide hazard areas, erosion hazard areas, seismic hazard areas, flood hazard areas, steep slopes, streams, wetlands, and critical wildlife habitats. Many of these features have been identified and mapped, but mapping to date is known to be incomplete.

Features that meet sensitive area definitions are regulated as Critical Areas. Ordinance No. 1187 established Pacific Municipal Code (PMC) Title 23, "Critical Areas Management" in 1992. Ordinance No. 1505 amended sections of this title as part of a Development Regulations update in 2001. The Comprehensive Plan Update will guide further revisions in accordance with federal, state, and King County and Pierce County Countywide Policies, where applicable.

### 2.1 Geographical Context

The City of Pacific is located in both south central King County and north central Pierce County. It is primarily a lowlands area of the White River Valley, but also includes a portion of the Jovita Heights uplands on the west. With the incorporation of the City of Edgewood to the southwest in early 1996, and the City of Sumner's northern annexation to Pacific's southeast King County line in 2002, the City of Pacific became surrounded by other incorporated cities. The City of Sumner is located to the south and east, Edgewood to the west, Algona to the north, and Auburn to the northeast and east.

Jovita Heights is an area of approximately 218 acres abutting the City of Pacific's western edge in unincorporated King County. It is an urban growth area (UGA) for the City. A land sliver of about 6.6 acres between West Valley Highway and SR 167 is the City's western Pierce County UGA. Another isolated portion of unincorporated Pierce County, consisting of less than 30 acres, abuts Pacific on the east from the King County Line to just above Stewart Road. It meets the northwestern boundary of Sumner in the middle of the White/Stuck River channel. These comprise the City of Pacific's UGAs.

## 2.2 Topography and Geology

### 2.2.1 Topography

Most of Pacific lies in the valley of the White/Stuck River. The majority of the City is relatively flat to gently rolling. Steep slopes in excess of 30% rise to in the west and to the east of Pacific. The valley extends the length of the City from north to south. The White/Stuck River flows through the northeast corner of Pacific in King County, heading south along the City's eastern border in Pierce County. The valley floor of the City is relatively low, with an average elevation of approximately 70 feet above sea level.

### 2.2.2 Geology

#### Soils

The load-bearing capacity of soil, the hydric properties, erosion potential, and characteristics with respect to shrink-swell potential all play a significant role in the development of land. In particular, the hydric properties indicate the existence of wetlands, and signal the potential for other environmental concerns.

A composite soil map based on a 1973 King County Soil Survey and 1939 Pierce County Soil Survey, updated in 2000, also indicates some topographical features. The map is included at the back of this element.

## 2.3 Water

### 2.3.1 Surface Water

Rivers and other surface waters are important resources. The quality of water is crucial to the entire river habitat. Reduction in water quality will not only degrade the environmental and scenic value of the river, but may also threaten the ground water that is the source of potable water for residents of the Pacific planning area.

The White River originates on Mount Rainier and flows generally west along the King-Pierce County line through Buckley and Auburn, before

turning southwest to become the White/Stuck River in Pacific. Further south in Sumner the White/Stuck empties into the Puyallup River. The surface water and river habitat quality are generally good. However, provisions for new development must protect against contamination and soil erosion, and prevent processes that would strip crucial wildlife habitat or change the flow of the river in ways which damage the viability of the ecological system.

### 2.3.2 Groundwater

Precipitation is dispersed in three ways. Some of the water enters the surface runoff through a system of ditches and streams. Some of it is intercepted by plant life or is bound up by molecular soil activity. The rest percolates down to recharge water bearing soil layers and is either intercepted by wells, or is discharged to the surface again through springs, seeps, and streams. From there, it reenters the atmosphere by evapotranspiration, then condenses and eventually precipitates as rain to complete the hydrologic cycle.

Groundwater is surface water that has filtered down through the soil to saturate permeable subsurface layers of gravel, sand, or porous rock. An integral component of this cycle, groundwater is also the entire source of the potable water supply for residents of the Pacific planning area. The source of supply for Pacific's groundwater is the thick White River fan, with its apex near Auburn, consisting of deposits of pebble-cobble gravel and sand. This thick fan is fed directly from the River and has a gravel aquifer in between to act as an infiltration medium. The City's aquifer recharge is potentially influenced by any processes in the White River watershed that might affect water quality downstream.

**Aquifer Recharge Area:** As defined by PMC 23.08.020, this is “an area where the prevailing geologic conditions allow infiltration rates which create a high potential for contamination of ground water resources or contribute significantly to the replenishment of groundwater.” It is critical that this potable water source be protected from point-source contamination such as that from landfills, lagoons, dumps sites, storm water retention/detention ponds, chemical spills, septic

tanks, and injection wells. The aquifer must likewise be protected from non point-source contaminants such as agricultural and residential pesticides.

Rainfall and topography have an impact on groundwater quantity and rate of flow. Man-made developments also impact groundwater, by cultivating land, removing vegetation, or compacting soil. Groundwater impacts such as hazardous waste and pollutants are detrimental to the groundwater supply, and affect its quality for years.

**Impervious area** is a measure of the percentage of area covered by roofs, streets, sidewalks, driveways, etc. Any future development will increase these impervious areas. Increased impervious area can result in decreased groundwater recharge. Even lawn areas allow only a fraction of groundwater infiltration permitted by natural forest cover. Since a larger percentage of the precipitation volume is going directly to runoff, there is less available surface water for soil moisture replenishment and groundwater storage.

The GMA requires that cities and counties identify and regulate these “areas with a critical recharging effect on aquifers used for potable water.” Land uses and densities in these areas can affect the quality of the groundwater. Aquifer recharge areas exist throughout the City. Studies have not been conducted to determine the exact locations of critical recharge areas.

The City contains many observed springs and seeps along the hillsides to the east, west, and southwest from the upland plateaus, which attests to one or more water-bearing zones above the valley floor.

The City’s 1998 Water System Plan included the consideration of wellhead protection, susceptibility (potential for groundwater recharge), and wellhead vulnerability (relationship between recharge potential and overlying contaminating land uses). A 2002 amendment of the Water Plan to facilitate the assumption of the Webstone Water District has been approved by the Washington State Department of Health (DOH). The Water Plan is summarized in the Capital Facilities chapter of this Comprehensive Plan.

## 2.4 Climate

The climate of the Puget Sound Region is considered a typical maritime climate. The City of Pacific experiences cold, damp winters, cool damp spring and fall seasons, and moderately warm summers. The average precipitation is 39 inches annually, with the majority of the rain falling during the winter and spring months. The average annual temperature for the area is 51 degrees Fahrenheit. The local weather patterns and the relatively long growing season are ideal for vegetative growth.

## 2.5 Vegetation, Fish, and Wildlife

### 2.5.1 Vegetation

Undisturbed riparian and wetlands-oriented vegetative canopy typically includes Western Red Cedar, Western Hemlock, Red Alder, Black Cottonwood, Big leaf Maple, and species of Willow. Where this canopy has been disturbed, Reed Canary grass tends to dominate. These same canopy elements are present along the wooded slopes where the many seeps, springs, and surface rills provide sufficient moisture. Douglas fir tends to dominate the drier portions of these hillsides. The vegetative canopy is an essential component of the diverse biological network crucial to the survival of wildlife species.

### 2.5.2 Fish and Wildlife

**Fish and Wildlife Habitat Areas** are those lands identified as being of critical importance to the maintenance of fish, wildlife, and plant species, including areas where endangered, threatened, and sensitive species have a primary association (such as Chinook Salmon and Bull Trout); habitats and species of local importance; naturally occurring ponds under 20 acres and their submerged aquatic beds that provide fish or wildlife habitat; waters of the State (White/Stuck River); lakes, ponds, streams, and rivers with natural fish stock and planted with game fish by a governmental, tribal entity, or private organization; and state natural area preserves and natural resource conservation areas.

The process of urbanization and redevelopment results in the conversion of wildlife habitat to other uses. The loss of certain types of habitat has been significant in Puget Sound, resulting in adverse effects on the health of certain species. These types of habitat are referred to as “critical wildlife habitats.” Critical wildlife habitats include lands important for the protection, management, or public enjoyment of certain wildlife species. These include habitats for species designated by state or federal agencies as endangered, threatened, sensitive, candidate, or priority species.

Other critical natural resources include anadromous fish (those that migrate from the ocean to spawn) habitat; waterfowl and raptor nests; heron rookeries; and habitats of local importance that are identified and designated through a wildlife conservation plan.

The principle Fish and Wildlife Habitat areas within the Pacific planning area are the White/Stuck River floodplain and its associated stream reaches and riverine wetlands, the Milwaukee Ditch, Trout Lake and its associated wetlands, and the steep wooded slopes that form the east and west walls of the valley floor. The White River riparian corridor supports diverse populations of insects, fish, birds, waterfowl, and fur bearing wildlife. Primary fish populations include Chinook, Coho, and Chum salmon, as well as Steelhead, Dolly Varden, and Cutthroat Trout.

Under the federal Endangered Species Act (ESA), Chinook Salmon and Bull Trout have been listed as threatened species, and Coho Salmon are a candidate for listing. Salmon runs throughout the Puget Sound and the Northwest are critically depressed. All local governments that border the Puget Sound or that contains streams flowing to the Sound are affected by federal fisheries management. To help restore healthy salmon runs, local governments and the State government must work proactively to address salmon habitat protection and restoration. Issues of storm water run-off, and associated erosion, sedimentation, and pollution, are affected by the ESA.

The Washington Department of Fish and Wildlife (WDFW) has developed the Priority Habitats and Species (PHS) program to help guide growth in a manner that will preserve the best and most important habitats and provide for the

life requirements of fish and wildlife. Priority species are fish and wildlife species that require protective measures and/or management guidelines to ensure their perpetuation. Priority habitats are habitat types with unique or significant value to many species. The WDFW has documented the locations of priority habitats and species within the City. These PHS areas include wetlands, natural open space, habitat for a priority bird species, and the point location of priority bird species sightings. PHS areas are considered critical wildlife habitats.

Trout Lake and its associated wetlands are bounded by an established single-family residential neighborhood. As well as being primary habitat for the typical community of urban lake wildlife, it is annually stocked with fisheries game fish, and it supports populations of native game fish such as bass, perch, and catfish.

The somewhat less significant wetlands throughout the planning area that are isolated from the waters of the river and lake systems typically support a subsection of these populations by providing crucial habitat for breeding, maturing, watering and feeding, and migrating.

## 2.6 Air Quality

Air quality is measured by the concentration of chemical compounds and particulate matter in the air outside of buildings. Air that contains carbon monoxide, ozone, and particulate matter can degrade the health of humans, animals, and plants. Human health risks from poor air quality range in severity from headaches and dizziness to cancer, respiratory disease, and other serious illnesses, to premature death. Potential ecological impacts include damage to trees and other types of vegetation. Quality of life concerns include degradation of visibility and deposit of soot and other particulate matter on homes and other property.

## 2.7 Critical Areas

The Growth Management Act (GMA) requires that critical areas be designated and that each jurisdiction adopt development regulations to protect these areas.

### 2.7.1 Geologically Hazardous Areas

Generally, these areas can be considered to be areas in which there is a possibility that a certain type of potentially destructive geologic activity will take place. Human activity influences, and sometimes accelerates these processes. Development on or adjacent to severe slopes with high erosion hazard may have a negative impact on slope stability.

**Erosion Hazard Areas:** Erosion hazard areas are identified by the Soil Conservation Service as having "severe rill or inter-rill erosion hazard."

Erosion is a natural process where rain, running water, and wind loosen and transport soil from one location to another. Of these natural forces, erosion by rain and running water is by far the most common within the Puget Sound region. The susceptibility of any soil type to erosion depends upon the physical and chemical characteristics of the soil, its protective vegetative cover, slope length and gradient, the intensity of rainfall, and the velocity of water runoff. The City contains areas that are prone to erosion activity. Steep slope areas and areas cleared of vegetation are the most susceptible.

**Landslide Hazard Areas:** Landslide hazard areas are those which are potentially subject to landslides because of a combination of geologic, topographic, and hydrologic factors.

**Seismic Hazard Areas:** Seismic hazard areas are those which are subject to severe risk of damage as a result of earthquake-induced ground shaking, slope failure, settlement, and soil liquefaction. These conditions occur in areas underlain by soils with low cohesion and density, usually in association with a shallow groundwater table. When shaken by an earthquake, certain soils lose their ability to support a load. Some soils will actually flow like a fluid; this process is called liquefaction. Loss of soil strength can also result in failure of the ground surface and damage to structures

supported in or on the soil. Loose, water-saturated materials are the most susceptible to ground failure due to earthquakes. The primary areas of seismic hazards within the City of Pacific are those along steep slopes, within valley bottoms, atop alluvial fans, and some areas of filled/graded land.

Seismic events in the Puget trough are generally the result of a sudden shift of rock mass within the earth's surface as the Juan de Fuca plate moves downward along the North American plate. The three most recent destructive earthquakes in the region were in 1949, 1965, and 2001. The 1949 quake was centered near Olympia and registered 7.1 on the Richter scale. The 1965 quake was centered near Seattle and registered 6.5. The 2001 quake was centered northeast of Olympia, and registered 6.8.

Minor and major seismic events are considered inevitable throughout the Puget Sound basin. The timing and epicenter of such events cannot be predicted. However, the record of past events, the presence of river bottom soils subject to liquefaction and amplification, and the presence of glacial till soils in steep slope areas that are subject to landslides, indicate significant seismic hazard.

**Volcanic Hazard Areas:** Volcanic hazard areas are those subject to pyroclastic (ash fall) flows, lava flows, mud flows, or related flooding resulting from volcanic activity. The most current USGS volcanic hazards map indicates the Pacific area is at a Case 2 Inundation Level (Debris Flow and Debris Avalanche Zone) - 100 to 500 year frequency, and at somewhat greater risk of flooding resulting from such an event. Since the prevailing winds tend to blow eastward, the area is at minimal risk from pyroclastic events.

**Steep Slopes:** Most of the Pacific planning area is river valley bottomland and is relatively flat. However, the terrain rises from 50' elevation above sea level on the valley floor to over 300' on the city's western plateau. The City of Pacific has defined critical slopes as those 30% or greater averaged over distance per King County's Critical Areas Ordinance. The slopes of these valley walls by these criteria are generally greater than 30% and are shown on the Critical Areas Map at the end of this chapter.

Because of the adverse effect on local runoff and drainage profiles, development should not be located in areas with 8% or steeper grades without erosion control and geotechnical studies to assure mitigation. Development on these slopes would result in increased runoff volumes and rates, would tend to cause erosion, would divert runoff to unsuitable locations, and could drastically alter the area's aquifer recharge processes. These slopes should also generally be considered to be at some risk of landslide during seismic or volcanic events.

Because of its valley bottom location, the major hazards in Pacific are from earthquakes and excessive flooding. During a major earthquake, the unconsolidated alluvial soils of the river valley may liquefy, causing extensive structural damage. These water-saturated soils amplify the shock waves from an earthquake and tend to lose their structural strength.

**Aquifer Recharge Areas:** These occur where the prevailing geologic conditions allow infiltration rates which create a high potential for contamination of groundwater resources or contribute significantly to the replenishment of ground water.

**Flood Hazard Areas:** Flood Hazard Areas are lands within a floodplain which are subject to a one percent or greater chance of flooding in any given year. The floodplain consists of two components, the floodway and the flood fringe.

The floodway is that portion of the floodplain which is subject to inundation by deep and fast moving waters. Development within the floodway is prohibited since these waters have the potential to displace structures. The flood fringe is that portion of the floodplain outside the floodway which is subject to inundation by relatively slow moving waters, generally known as the base flood or 100-year flood (one percent chance per year).

The flood fringe includes land areas reserved for conveyance and discharge of the base flood without cumulatively increasing the water surface elevation by more than one foot and which may provide needed temporary storage capacity for flood waters. The White/Stuck River flood fringe is Pacific's principle aquifer recharge area.

The basis for establishing the areas of special hazard is a 1980 report by the Federal Insurance Administration entitled "The Flood Insurance Study for the City of Pacific" and accompanying Flood Insurance Rate Maps (FIRM), which are periodically updated.

Mud Mountain Dam is an earth- and rock-fill dam on the White River six miles southeast of Enumclaw. It was built in 1949 and modified in 1990 to provide flood control for the White and Lower Puyallup River Valleys. The two towers at the dam were replaced in 1994 by a single tower designed to withstand severe earthquakes. The Howard A. Hanson Dam, built on the Green River in 1961, also helps control flooding in the area.

The King and Pierce County River Improvement agencies own much of the property within the White/Stuck River floodplain and maintain the levee system along the river through the planning area. The City has adopted FEMA flood regulations to further control and averts most severe flooding activity.

**Wetlands:** Wetlands are defined by the U.S. Army Corps of Engineers as areas "that under normal circumstances have hydrophytic vegetation, hydric soils, and have periodic or permanent inundation or prolonged soil saturation sufficient to create anaerobic conditions in the soils (wetland hydrology)."

The Growth Management Act defines wetlands as "...areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created for non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or city."

The GMA requires jurisdictions to use the 1997 Washington State Wetlands Identification and Delineation Manual to delineate wetlands for

regulatory purposes. The Washington State Wetlands Rating System is used to evaluate the wetlands.

The U.S. Fish and Wildlife Service have produced a series of maps (National Wetlands Inventory), which delineate wetland areas, and these are shown on the Wetlands Map at the back of this chapter. It is important to note that the map provides a generalized inventory of wetlands within the planning area and in most cases points to the need for further wetlands delineation studies prior to development. It does not imply that any particular parcel covered by a wetland designation is completely occupied by wetlands or is totally constrained from development.

The size and extent of wetlands constantly change under natural climatic and artificial influences, and determinations relative to specific sites must be made individually. In general, wetlands are environmentally sensitive areas and present limitations to construction and other activities such as siting of facilities. Depending on the site and nature of the activity, permits and/or mitigating measures are often required if development is allowed at all.

Some of the wetlands within the City of Pacific have been identified and delineated on the King and Pierce County Comprehensive Drainage Program Maps. In September of 1997, the City conducted additional generalized mapping of potential wetlands to aid in development review. However, other wetlands have not been identified and will be identified during required site specific studies as part of the development review process.

### **3. FUTURE NEEDS AND ALTERNATIVES**

#### **3.1 Vegetation, Fish, and Wildlife**

##### **3.1.1 Vegetation**

Environmentally based development standards and incentives help protect native vegetation during the development process. For example, these standards could include a requirement

that the developer file a vegetation management plan that specifies how vegetation removal will be minimized and where replacement trees will be planted. Incentives should include density bonuses or expedited permit review for housing that protects areas of undisturbed open space, especially when significant vegetation is preserved.

Other tools which can be used to protect vegetation include public education, habitat enhancement assistance, conservation easements, open space designation and property tax reductions, transfer or purchase of development rights, and outright acquisition. The goals and policies contained in this Plan will be used to develop specific regulations, incentives, and programs, to be identified in the Municipal Code.

##### **3.1.2 Fish and Wildlife**

Washington Department of Fish and Wildlife (WDFW) management recommendations are intended to assist landowners, users, and managers in conducting land-use activities in a manner that incorporates the needs of fish and wildlife. Management recommendations are developed through a comprehensive review and synthesis of the best scientific information available. The City may review the PHS management recommendations developed by WDFW and adapt these to fit the existing conditions and limitations of our unique environmental conditions. Management guidelines for priority habitats and species may be established in the Pacific Municipal Code.

Additional priority habitats and species may occur in areas not currently known to WDFW biologists or in areas for which comprehensive surveys have not been conducted. PHS data can only confirm that a species or habitat type may be present. This data does not confirm that a species or habitat type is not present. Site-specific surveys may be necessary to rule out the presence of priority species and priority habitats on an individual project site. WDFW has established guidelines, which enable local governments to designate and protect species of local importance. The City will work with WDFW, residents, and other interested parties to identify and protect native wildlife species and habitats from the adverse impacts of current land use and future development.

## 3.2 Air Quality

One of the basic characteristics of a livable city is clean air. Numerous federal, state, regional, and local agencies enact and enforce legislation to protect air quality. Good air quality in Pacific, and in the region, requires controlling emissions from all sources, including: internal combustion engines; industrial operations; indoor and outdoor burning; and wind-borne particles from land clearing and development. In the Puget Sound region, vehicle emissions are the primary source of air pollution. Local and regional components must be integrated in a comprehensive strategy designed to improve air quality through transportation system improvements, vehicle emissions reductions, and demand management strategies.

## 3.3 Critical Areas

Over 90% of the original critical areas in the City of Pacific have been destroyed in over 90 years of urban development. As suggested in the Draft - Model Critical Areas Regulations and Review Procedures by the Office of Community Development, innovative mitigation techniques should be encouraged, such as the creation or enhancement of a larger system of critical areas and open space in preference to the preservation of many individual habitat areas.

See the Parks, Open Space, Recreation, and Trails element for more detailed policies and discussion of critical areas protection and enhancement.

### **Wetlands**

When planning the future of the community, it is important to consider the specialized functions that wetlands perform as part of the natural ecosystem.

Wetlands receive surface water from surrounding areas and filter pollutants by a combination of physical, chemical, and biological processes. Wetlands also play a significant role in flood control. During flooding, streams overflow their banks and spread out across the floodplain. Wetlands attenuate the peak flows from storm events by storing water during wet periods and discharging the stored water during drier periods.

To maintain water quality, support groundwater, vegetation, and wildlife, it is imperative that wetlands be preserved. Clearing of vegetation, grading, filling and draining, and other activities associated with land development, may decrease the ability of the zone to provide drainage, stabilize stream banks, provide wildlife habitat, and filter pollutants from the water.

## 4. GOALS AND POLICIES

### **GOAL NE-1: Respect the natural environment in any future development.**

**Policy NE-1.1:** Enact regulations and ordinances to protect natural resource lands and critical areas, including the streams and rivers, wetlands, slopes, groundwater recharge areas, watersheds, forest lands and other critical resource areas from the detrimental effects of development.

*Discussion:* Implement regulations that not only protect, but enhance the natural environment, and compliment the economic development of the community. This can only be accomplished by informing citizens and property owners of the standards which the City maintains to create a safe and stable community.

### **GOAL NE-2: Lead and support efforts to protect and improve the natural environment.**

**Policy NE-2.1:** Take a proactive role in addressing issues of the Endangered Species Act (ESA).

*Discussion:* The City will enforce federal, state, county, and City environmental policies and regulations to advance the goals of the ESA, and encourage unique innovative approaches to issues that may impact salmon-bearing streams.

**Policy NE-2.2:** Consider and evaluate the immediate, long-range, and cumulative environmental impacts of policy and development decisions.

*Discussion:* The City should look carefully at both long-term and cumulative impacts when making such decisions.

**Policy NE-2.3:** Encourage the use of a variety of technologies that minimize environmental degradation and protect public health.

*Discussion:* In working with developers, the City has a wide variety of possible options available to mitigate the impacts of new development. For example, the use of vegetation or grinding of sewage may allow for more development than

would be otherwise allowed for certain areas. The City can implement this policy by revising its codes to recognize options for complying with regulations and mitigating environmental impacts.

**Policy NE-2.4:** Conduct all City operations in a manner that minimizes adverse environmental impacts and promotes a safe workplace for employees.

*Discussion:* The City can implement this policy by reducing its consumption and waste of energy and materials, minimizing its use of toxic and polluting substances, reusing and recycling, and disposing of all waste in a safe and responsible manner. The City should give preference to recycled products, within budget constraints.

**Policy NE-2.5:** Support, promote, and lead public education and involvement programs.

*Discussion:* Public education and involvement raises public awareness about environmental issues, and encourages individual and Community efforts to protect the environment.

**Policy NE-2.6:** Cooperate with local, state, federal, and tribal governments; international agencies, business groups, and non-profit organizations to protect and enhance the environment.

*Discussion:* Many environmental issues affect areas beyond Pacific's boundaries. The City needs to negotiate, communicate, and cooperate with other organizations in order to address these issues. The City should also participate in local and regional programs to protect environmentally sensitive areas.

### **GOAL NE-3: Enhance the natural environment in the community.**

**Policy NE-3.1:** The following shall be considered critical areas and regulated through the Pacific Municipal Code: critical wildlife

habitat areas, flood and landslide hazard areas, steep slopes, streams, and wetlands.

*Discussion:* Title 23 of the Pacific Municipal Code (PMC) defines the categories of critical areas and specifies how each category will be regulated.

**Policy NE-3.2:** Enhance and facilitate not only the preservation, but the coordinated restoration and/or creation of new critical areas, as part of the planning process.

**Policy NE-3.3:** Provide incentives for development that is designed, sited, and constructed to minimize environmental impacts.

*Discussion:* Incentives may include density bonuses for cluster development, open space tax incentives, incentives for design, and a transfer of development rights (TDR) program. Incentives may also include reduced mitigation requirements in exchange for reduced impacts.

**Policy NE-3.4:** Require mitigating measures for new development that creates environmental impacts.

*Discussion:* Mitigation measures should be appropriate for the type of impact and proportionate to the amount of impact. They may involve the retention or restoration of significant habitats or other critical areas. They can also include the construction or improvement of private capital facilities.

**Policy NE-3.5:** Encourage private open space preservation in the City.

**GOAL NE-4: Encourage measures that improve surface water management.**

**Policy NE-4.1:** Prohibit development in areas where frequent surface flooding occurs, unless adequate engineering and institutional controls are implemented.

*Discussion:* Structures built within flood hazard areas decrease flood storage capacity. Increasing building density in these areas generally results in a larger area threatened by

seasonal flooding. The City may require a “no net loss” approach to maintaining floodwater storage capacity.

**Policy NE-4.2:** Continue development review for surface water compliance. All costs associated with surface water review shall be recovered from development applicants.

*Discussion:* Surface water review is needed to ensure that the use of one property does not unreasonably infringe upon the use of neighboring properties. Surface water can be retained on site or managed through community surface water systems.

**Policy NE-4.3:** Require appropriate engineering and institutional controls for development in flood hazard areas.

**Policy NE-4.4:** Ensure that erosion control measures function during and after construction, and that approved surface water management and septic systems are installed by conducting routine building and development review inspections.

**GOAL NE 5: Provide for the protection of wetlands.**

**Policy NE-5.1:** Implement a ranking and classification system for wetlands which rates wetlands based on size, vegetative complexity, ecological and hydrological function, and presence of threatened or endangered species.

*Discussion:* Work with neighboring jurisdictions to establish a consistent regional classification system for wetlands that allows for the designation of both regionally important and locally unique wetlands.

**Policy NE-5.2:** Identify and classify the diverse functions and values of wetlands in the City.

*Discussion:* The City can implement this policy by identifying all wetlands on public property and establishing a voluntary program to identify wetlands on private land, as well as requiring wetland studies of potential wetlands as development is proposed.

**Policy NE-5.3:** Achieve “no net loss” of wetland acreage, functions, and values within each drainage basin over the long term.

*Discussion:* “No net loss” means that total wetland acreage, functions, and values are preserved over the long term. The City should:

- ◆ Encourage educational opportunities that increase public understanding and appreciation for the values of wetlands;
- ◆ Advise citizens of measures they could take to maintain wetlands on their properties.
- ◆ Consider off-site mitigation for wetlands, such as creating a new wetland, only within the same drainage basin.

**Policy NE-5.4:** Existing degraded wetlands should be restored where practicable, or consolidated in a drainage basin plan.

*Discussion:* Restoration of degraded wetlands, or participation in a community-wide mitigation planning program, may be required as a condition of new development or redevelopment. The City should consider creating a “mitigation utility” to implement a neighborhood plan.

**GOAL NE 6: Protect fish and wildlife habitat and native vegetation.**

**Policy NE-6.1:** Develop a vegetation preservation and enhancement program.

*Discussion:* Vegetation in the City of Pacific provides and protects habitat for fish and wildlife. Vegetation also plays an important role in surface water management and stabilizing soils in critical areas. The City can preserve and enhance vegetation through some of the following methods:

- ◆ Encourage the use of native vegetation as an integral part of development plans.
- ◆ Limit the removal of healthy trees in critical areas and critical area buffers.
- ◆ Encourage the use of native and low maintenance vegetation in residential and commercial landscapes.
- ◆ Require tree replacement on private property as project mitigation.
- ◆ Replace removed trees on public land.

**Policy NE-6.2:** Implement measures to provide appropriate protection of fish and wildlife habitat.

**Policy NE-6.3:** Plan for and protect wildlife corridors as part of an open space and parks master plan.

*Discussion:* Maintenance of wildlife corridors provides feeding areas and escape routes for animals. The City can implement this policy through public education, land use designations, incentives, regulation, and code enforcement.

**Policy NE-6.4:** Actively participate in regional species protection efforts, including salmon habitat protection and restoration.

*Discussion:* The City will implement this policy by working with citizen volunteers, county, state and federal agencies, and tribal governments to identify, prioritize, and eliminate barriers to anadromous fish spawning and rearing habitat.

**Policy NE-6.5:** Protect and enhance critical wildlife habitat and, where practical, preserve existing wildlife habitat.

*Discussion:* Critical wildlife habitat refers to areas identified as priority habitats by the Washington Department of Fish and Wildlife or by the City of Pacific. The City can implement this policy through regulation, code enforcement, acquisition, incentives, and other techniques.

**Policy NE-6.6:** Establish buffers to preserve aquatic and riparian habitats in a natural state.

*Discussion:* Buffers around wetlands, lakes, creeks, ditches, and streams protect native vegetation, water quality, habitat for fish and wildlife, and hydrologic function. They provide greater areas of habitat for fish and wildlife, and natural undisturbed areas for public enjoyment.

**Policy NE-6.7:** Prohibit alterations to streams unless they are part of approved restoration efforts.

*Discussion:* Stream alterations, such as filling or redirection of a watercourse, are likely to result in adverse impacts to the natural environment.

Impacts can include sediment transport and flooding on adjacent properties. Where practical, streams should be allowed to return to natural channel migration patterns. The City will implement this policy through code enforcement.

**GOAL NE 7: Preserve and enhance water quality.**

**Policy NE-7.1:** Prevent pollution of both surface and groundwater resources.

*Discussion:* Whether it is located in streams, wetlands, or underground sources of water supply, clean water is one of Pacific’s important characteristics. The City can protect surface and groundwater resources through some of the following methods:

- ◆ Control development in areas of high water table.
- ◆ Encourage the retention of vegetation along waterways.
- ◆ Reduce or control surface water runoff from paved and other impervious surfaces.
- ◆ Encourage the use of properly designed ditches and swales.
- ◆ Encourage innovative ditch maintenance activities, such as the rotation of segments for ditch cleanings in adjacent areas.
- ◆ Require the use and maintenance of sedimentation traps and filters to prevent the movement of silt and other materials into the surface water system.
- ◆ Emphasize public education on how to maintain water quality.
- ◆ Consider water quality issues in planning for parks and open space.

**Policy NE-7.2:** Work with neighboring jurisdictions and other agencies and organizations to enhance and protect water quality in the region.

*Discussion:* Enhancing and protecting clean water throughout a watershed often requires joint efforts between jurisdictions. For example, preserving water quality in the City of Pacific will have a positive impact on the water quality of the White/Stuck River, and the Cities of Algona, Auburn, and Sumner.

**Policy NE-7.3:** Protect areas that are critical for aquifer recharge.

*Discussion:* Recharge occurs via slow percolation through soils. Areas of highly permeable soil are vulnerable, and the potential for contamination of perched groundwater is greater in these areas. Planning should consider the types of development permitted in certain areas of the City. For example, a gas station or an industrial site with potential contaminants could pose a significant risk in certain permeable soils.

**Policy NE-7.4:** Actively pursue funding for baseline monitoring and improvement of water quality in waterways in the City, with waterways connected to salmon-bearing waters receiving priority funding.

**GOAL NE 8: Reduce potential hazards associated with earthquakes and steep slopes.**

**Policy NE-8.1:** The City requires appropriate standards for site development in areas with moderate and steep slopes, based upon site specific information.

*Discussion:* Development review for buildings on slopes requires site specific information on soil type and water content, as well as the degree of slopes.

**Policy NE-8.2:** Regulate land clearing and other significant removal of vegetation on steep slopes in identified landslide hazards.

*Discussion:* The City will implement this policy through a critical areas or significant tree ordinance, and/or applicable development regulations.

**Policy NE-8.3:** Require mitigating measures for new development on steep slopes.

*Discussion:* Development on steep slopes causes impacts to surface water, erosion, and increased probability of landslide hazards. Mitigating measures for such development can include clustering development, decreasing the amount of impervious surface, or planting trees and other vegetation.

**Policy NE-8.4:** Enforce building codes to minimize the risk of structural damage, fire, occupant injury, and prevent post-seismic collapse in areas subject to severe seismic hazard.

*Discussion:* The best available methods should be used to identify and evaluate seismically hazardous areas. Requiring appropriate soil analysis and construction methods can minimize the hazard and avoid seismic-related structural damage and injuries.

**Policy NE-8.5:** Promote educational efforts to inform landowners about site development, drainage, and yard maintenance practices that impact slope stability.

*Discussion:* Washington State Department of Ecology Publications 93-30, 93-31, and 95-107 are resource materials that also will be utilized for this purpose.

**GOAL NE 9: Protect and improve local and regional air quality by reducing or eliminating sources of air pollution.**

**Policy NE-9.1:** Encourage the use of landscaping and the retention of existing vegetated areas to provide for filtering of suspended particulates.

*Discussion:* Retention of trees and other vegetation is vital to maintaining good air quality. Vegetation filters out suspended particles and purifies the air.

**Policy NE-9.2:** Encourage non-motorized and public transportation and provide opportunities for reduced automobile travel.

*Discussion:* Vehicle emissions are a major local source of air pollution. Reducing the number of trips made by motor vehicles will reduce emissions. The City can implement this policy by encouraging non-motorized transportation projects in capital facilities programs, and by providing in the zoning ordinance for development of Park & Ride lots in the Neighborhood Center and mixed use areas to reduce vehicular trips. This, together with encouraging carpooling, will result in less vehicles and emissions.

**Policy NE-9.3:** Support federal, state, and regional policies intended to protect clean air in the Puget Sound area.

*Discussion:* State and regional agencies, such as Puget Sound Air Pollution Control Agency, the Puget Sound Regional Council, and the Washington State Department of Transportation, generally administer air quality regulations. The City will implement this policy by working with these agencies and by supporting public education regarding these issues.

**Policy NE-9.4:** Consider the use of road treatments such as roundabouts and traffic circles to reduce the need for stop signs and traffic signals.

*Discussion:* The City may wish to investigate the impact of roundabouts and traffic circles on vehicle emissions, in comparison to traffic signals and stop signs.

**GOAL NE 10: Minimize excessive noise and light emitted from commercial and industrial land uses, and new construction.**

**Policy NE-10.1:** Reduce, and where possible, eliminate problems associated with major noise and light generating uses, especially those located near residences. Establish standards for noise and light generating land uses that address acceptable amounts of noise, light, and time and frequency of activities.

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

# CHAPTER 4

# Community Character

## 1. INTRODUCTION

The Community Character chapter is an optional element of the Comprehensive Plan, developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA). It supports the GMA's thirteen specific goals, and most directly relates to:

- ◆ Urban growth - Encourage development in urban areas where adequate public services and facilities exist or can be provided in an efficient manner.
- ◆ Reduce sprawl - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- ◆ Housing - Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- ◆ Open space and recreation - Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- ◆ Historic preservation - Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

The Community Character element has been developed in accordance with King County and Pierce County Countywide Planning Policies, and has been integrated with all other planning

elements to ensure consistency throughout the comprehensive plan.

This element supports all City of Pacific Framework Goals, but most particularly:

- ◆ Encourage changes that promote livability, pedestrian orientation, and high quality design, and that limit stress factors such as noise pollution and traffic congestion.

This chapter addresses urban design issues in the City of Pacific and the adjacent Urban Growth Areas. It represents the community's policy plan through the year 2025.

The Land Use element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given current development trends, the protection of the quality and quantity of water supply, the provision of public facilities and services, and the costs and benefits of growth. The Community Character element describes how the goals in the other plan elements will be implemented through design policies and regulations. Thus it is a key element in implementing the Comprehensive Plan.

## 2. INVENTORY AND ANALYSIS

### 2.1 Physical Location and Natural Features

The City of Pacific is located in South Puget Sound. Most of its land is located on the White/Stuck River Valley floor. Wooded slopes

rise up to the West Hill of Pacific in the north, and to the City of Edgewood in the southwest. Views of Mt. Rainier and its foothills can still be had from many vantage points. The White/Stuck River, associated wetlands and wildlife habitat are other dominant natural features.

Considerations for a generally mild, but fairly wet climate continue to effect the built environment.

## 2.2 Outside Influences

The steep slopes bracketing the City on the west and east are reinforced by the West Valley Highway, State Route 167, the Union Pacific and Burlington Northern Santa Fe railroads, and the White/Stuck River, all traveling through Pacific in a generally north-south direction.

The city's location along SR 167 between Seattle and Tacoma has provided it with a largely residential population, and potential for more commercial and industrial growth.

The north 60% of Pacific lies in King County. This area contains steep wooded open space, the City/River Park along the White/Stuck River, all areas designated for residential use, commercial uses along Ellingson Road at the north, and some light industrial and commercial lands from there, south along SR 167 and the West Valley Highway. King County Metro provides transit and pumps sewage for the entire city.

The 40% of Pacific in Pierce County contains some residences that are being phased out to provide more land and facilities for commercial, office park, and light industrial uses. Stewart Road is undergoing extensive improvements to support these land uses and provide for additional through traffic and trail use. Valentine Avenue is also scheduled for improvements to support local businesses as well as additional traffic heading north from the 24<sup>th</sup> Street interchange in Sumner.

### Special Purpose Districts:

The City must also work with the Auburn School District: Site development, design, and access, the Lakeland Water/Sewer District, which serves the West Hill, and the King and Pierce County Water Agencies that govern use of the White/Stuck River and its flood plain.

## 2.3 Zoning and Land Use

The land use pattern and to a large extent the zoning of the City of Pacific is reflective of its growth over the years. The northern portion, located north of the King/Pierce County line is the historic town site. It is predominately single-family uses and is intended to remain so. As the population grew and the SR-167 Freeway was built, new commercial and industrial development was established along both sides of the freeway and also along Ellingson Road. Some apartments were also developed along the eastern portion of Ellingson Road. In community visioning over the years, residents have reiterated their desire to protect single family neighborhoods.

In the mid 1990's, the City annexed a large area of Pierce County. This area, which abuts industrial areas in the City of Sumner, is zoned primarily for light industrial uses. The transition from residential to industrial in this area had started before the annexations and a small number of residences remain. Residential is a nonconforming use in the Light Industrial zone and it is intended that these remaining residences eventually will be replaced with industrial uses. In 2009, the City adopted the Manufacturing Industrial Center Overlay (MICO) for most of the area. This was a joint effort with the City of Sumner.

The City of Pacific has been coordinating its trail system with the cities of Sumner and Auburn, and will have to work closely with both jurisdictions in the design and creation of the proposed Pacific/Sumner Transit Station, and associated uses at common boundaries.

The City will work with the city of Algona toward compatible zoning both above and below Ellingson Road where the cities abut. The Commercial-Residential Mixed Use Zone (MC) is focused on the area at the intersection of Ellingson Road and Milwaukee Boulevard. These properties are largely undeveloped despite long standing Highway Commercial (HC) zoning. Note that the abutting Algona zoning is also Mixed Use. This zoning district may be appropriate for other areas.

## 2.4 Built Features

The City Hall Complex, which also includes the Community Center/Gymnasium, Senior Center and Volunteer Park, is centrally located in the King County portion of Pacific at the intersection of Milwaukee Boulevard and 3<sup>rd</sup> Avenue. The Complex forms the core of a developing Neighborhood Center. A local market, shop and post office, the Police and Fire Station, and new senior apartments all lay within the Neighborhood Center. A new Neighborhood Center Overlay Zoning for this area is intended to facilitate a gradual transition to a mixed use center of an appropriate scale. It provides alternative regulations that allow low intensity commercial along both 3<sup>rd</sup> Avenue and Milwaukee Boulevard, including mixed used development.

## 2.5 Local Issues

The Growth Management Planning Council (GMPC) of King County conducts periodic housing surveys. The 2002 Housing Survey focused on numerous issues deemed critical in meeting the needs of King County citizens. The issues that are applicable to the City of Pacific are:

- ◆ Accessory Dwelling Units
- ◆ Affordable Housing Preservation
- ◆ Capacity for a Diversity of Housing Choices
- ◆ Cottage Housing
- ◆ Design Standards
- ◆ Impact Fees
- ◆ Incentive Programs
- ◆ Infrastructure and Concurrency
- ◆ Jobs/Housing Distribution
- ◆ Permitting Processes
- ◆ SEPA (State Environmental Policy Act)
- ◆ Transit Oriented Development

The Community Character element provides guidelines for preserving and enhancing the City of Pacific's quality of life. The character of the City has historically been residential with areas of commercial and industrial uses. Many of the above issues affect efforts to balance the needs and desires of citizens and businesses with GMA mandates and other outside influences, to achieve a healthy, vibrant and economically stabile community.

Efforts to support housing affordability and/or production are discussed in more detail in the Housing element.

\* \* \*

## 3. FUTURE ALTERNATIVES

### 3.1 Preserving and Developing Community Character

#### *Design Themes*

The recent revisions to the Pacific Municipal Code (PMC) to encourage gable or hip roofs in the Neighborhood Center that is in the 3<sup>rd</sup> Avenue and Milwaukee Boulevard, is an example of character development.

The City Hall Complex of converted school buildings presents a good example of hip and gable roofs that provide a theme that can well be reproduced to form a character element. The nearby development of the Rainier Vista Senior Housing precipitated revisions to the height code for this area, and resulted in a similar roof construction to the City Hall Complex.

A motel constructed several years earlier was constrained by height regulations which resulted in a flat roof design. With the amended codes, future structures of three stories will be able to emanate the more pleasant roof design that contributes to community character.

#### *Pedestrian Orientation*

Maintaining and increasing pedestrian orientation for a community experiencing much of its residential growth through subdivision and infill on long, narrow lots. The City is re-evaluating existing roads and planning for future growth by evaluating new development with regard to connectivity with the fabric of the community.

Pedestrian safety and accessibility, within residential and commercial neighborhoods; and to schools, parks, trails are an important part of this fabric.

### **Mixed Use Centers**

Two mixed use centers have been designated. The first is the Neighborhood center, located in the vicinity of 3<sup>rd</sup> Avenue and Milwaukee Boulevard. While this center has been described in the Comprehensive Plan since 2004, a new Neighborhood Center (NC) Overlay Zone is intended to set forth a regulatory scheme to build on the existing mix of uses and attract more uses to the planned center.

The second center is located at Ellingson Road and Milwaukee Boulevard. Commercial-Residential Mixed Use (MC) zoning replaces the Highway Commercial (HC) zoning. The two mixed use centers are unique in that they are the only zoning districts other than Planned Unit Development as provided for in Section 20.69 of the Pacific Municipal Code that allow both residential and commercial uses. Both districts allow residential units above non-residential first-floor uses. Other types of multiple family uses in these districts would require a Conditional Use Permit with strict criteria to prevent large scale apartments from overwhelming either district.

## **4. GOALS AND POLICIES**

### **General**

**GOAL CC-1:** Maintain and enrich Pacific's quality of life which encompasses its:

- ◆ friendly, small town atmosphere;
- ◆ dynamically growing regional employment center; and,
- ◆ natural open space, parks, recreational areas, and trails.

**Policy CC 1.1** In concert with Pacific's citizens and business community, prepare and implement design guidelines and a design code, as appropriate, which address streetscape, landscape, and building design.

**Policy CC 1.2** Develop specific design standards that promote the City's function as the "Hub" of White River Valley by creating a friendly welcoming atmosphere to all segments of the community including:

- ◆ Single-family neighborhoods
- ◆ Neighborhood Center
- ◆ Highway Commercial Center
- ◆ Regional Industrial Employment Center
- ◆ Focus on trails and parks

### **Land Use**

**GOAL CC-2:** Pacific should be designed so that housing, jobs, daily needs, sports and recreation, and other activities are within easy walking distance of each other.

**Policy CC-2.1** Encourage a mix of residential-scale civic, commercial, and service uses in neighborhood centers. Small neighborhood parks or greens shall be established where appropriate.

*Discussion:* The Neighborhood Center (NC) Overlay zone and the Commercial-Residential Mixed Use (MC) zone provide new opportunities and incentives for such complementary activities.

**Policy CC-2.2** In recognition of the need for a variety of housing, allow, through the Comprehensive Plan and Zoning Code, a mix of residential uses as appropriate to the neighborhood character.

*Discussion:* The Neighborhood Center (NC) Overlay zone and the Commercial-Residential Mixed Use (MC) zone provide opportunities for a new type of housing in the City of Pacific namely dwellings above or behind commercial. These centers can increase the supply of housing without adverse impacts to the single family neighborhoods.

**Policy CC-2.3** In conjunction with the Auburn, Dieringer, Fife, and Sumner School Districts, encourage the location of schools within walking distance of a majority of the population they are intending to serve.

**Policy CC-2.4** Through the Land Use Plan and Community Character element, strive to balance residential, commercial, industrial and public land uses.

**Policy CC-2.5** Review development regulations to remove unnecessary requirements and to balance environmental protection, public participation, and housing and economic development goals.

**Policy CC-2.6** Plan for a high density Urban Transit Center adjacent to Sumner-Pacific Station which includes a mixture of urban transportation modes to create a Transportation Hub. Area plans shall be prepared to indicate in more detail allowable uses, design themes, buffering, public spaces, etc.

**Policy CC-2.7** Together with Metro and Pierce Transit and other agencies, establish a network of transit stops, park and ride lots, and a transit system in the neighborhoods and districts connecting to the adjacent cities' commuter rail stations until the Pacific/Sumner Station becomes a reality.

#### **Urban Form**

**GOAL CC-3:** Establish an orderly urban form which separates uses on the basis of their functional relationship to the city, and which reinforces the identity of the city.

**Policy CC-3.1** Implement design guidelines and ordinances to achieve compatible and attractive new residential, commercial, and industrial uses.

**Policy CC-3.2** Ensure that more intensive developments do not adversely impact adjacent uses.

**Policy CC-3.3** Review and amend zoning and subdivision regulations to ensure adequate setbacks, landscaping, and buffering are required where land use conflicts may occur.

#### **Urban Redevelopment**

**GOAL CC-4:** Redevelopment of underutilized areas to reduce sprawl and take full advantage of the City's investment in existing infrastructure.

**Policy CC-4.1** Create incentives to encourage well designed infill and redevelopment projects to fully utilize previous investment in existing infrastructure and reduce the consumption of undeveloped lands.

*Discussion:* The Commercial Residential Mixed Use (MC) District at Ellingson Road and Milwaukee Boulevard and the Neighborhood Center Overlay (NC) District at 3<sup>rd</sup> Avenue and Milwaukee Boulevard are intended to provide incentives for development and/or redevelopment at these important commercial nodes. The regulations allow mixed use with slightly lower parking requirements and relaxed setbacks to encourage more compact, walkable areas with a mix of residential with commercial and other non-residential uses.

#### **Site and Building Design**

**GOAL CC-5:** Encourage designs of major private and public buildings to create distinctive reference points in the community.

**Policy CC-5.1** Adopt design criteria for development proposals so new projects contribute to the community, enhance public safety, and complement adjacent development.

*Discussion:* Design criteria should address public benefits, consistency with adjacent development, quality of construction and design, and preservation of trees, views, and natural areas. The City shall encourage designs that convey quality architecture, workmanship, and clustering.

**Policy CC-5.2** Ensure that development relates, connects, and continues the design quality and site functions from site to site in residential, public facility, and commercial areas.

Plans shall specify in more detail the allowable uses, design themes, buffering, and protection of sensitive areas and resources.

**Policy CC-5.3** Encourage small blocks of 660 feet by 330 feet in the "Neighborhood Center" to promote small-scale development and pedestrian movement.

*Discussion:* Small blocks facilitate pedestrian movement, encourage appropriately sized complexes, and enhance access to businesses.

**Policy CC-5.4** Encourage development in the Neighborhood Center and adjacent to public places surrounding the Center. Enrich those places and encourage people to use them through enhanced architectural elements and building materials.

*Discussion:* Development should provide public amenities, such as public and pedestrian access, pedestrian-oriented building design, mid-block connections, public spaces, community or city sponsored activities, openness, sunlight, and view preservation. The City should also provide incentives for developers to incorporate artwork into the design of their projects.

**Policy CC-5.5** Use building and site design, landscaping, and shielded lighting to buffer the visual impact of development.

**Policy CC-5.6** Incorporate pedestrian amenities into the design of public, commercial and industrial areas.

*Discussion:* Walkways should connect parking areas to building entrances and provide connection within and between developments, and encourage structures that provide appropriate lighting and rain cover for pedestrians.

### ***Pedestrian Linkages***

**GOAL CC-6:** Seek to complete the City's sidewalk system and pursue development of a network of off-road facilities for non-motorized travel.

**Policy CC-6.1** Provide clear and identifiable systems of sidewalks, walkways, and trails.

*Discussion:* Develop a system of linear paths connecting parks, open spaces, recreation areas, trails, rollerblading and skate parks, schools, employment centers, and shopping

for pedestrians and bicyclists. Amenities for non-motorized transportation include pedestrian-scale lighting and signage, landscaping, public art, bike racks, railings, newspaper boxes, and trash receptacles.

**Policy CC-6.2** Strive for continuity in the sidewalk system that links new development to the existing sidewalk network. This may include pedestrian routes through a development for more direct access to transit stops.

**Policy CC-6.3** Encourage commercial buildings to be sited at or near public walkways without diminishing safe access or space for improvements, such as benches or lighting.

*Discussion:* Commercial Residential Mixed Use (MC) and Neighborhood Center (NC) encourage more dense development and buildings near the sidewalks through increased height limits, relaxed setbacks and reduced off street parking requirements.

### ***Street Corridors***

**GOAL CC-7:** Enhance the identity and appearance of residential, commercial and industrial neighborhoods.

**Policy CC-7.2** Streets should be designed to include amenities to enhance community character along with the functional needs of the adjoining properties.

*Discussion:* Amenities should include street trees and landscaping, special lighting, setback sidewalks, signs, street names, flower displays, public art, kiosks, crosswalks, or decorative paving.

**Policy CC-7.3** Streets should be designed to safely accommodate motor vehicles, non-motorized vehicles, pedestrians, and emergency access.

*Discussion:* The best available design and safety standards shall be applied. Community streets, pedestrian paths, and bike paths should contribute to a system of fully-connected and interesting routes to all

destinations. Their design should encourage pedestrian and bicycle use and discourage high speed traffic. The commuter traffic network should be focused around regional transit and freeway travel.

**Policy CC-7.4** Work cooperatively with businesses and property owners along Ellingson Road to preserve and enhance the economic viability and visual quality of the commercial corridor.

**Policy CC-7.5:** Work cooperatively with the businesses and property owners in the specialty manufacturing and artisan district within the Sumner-Pacific MIC to enhance the visual quality of the district, by developing zoning-based incentives to promote increased development intensity, reduced setbacks, and flexible landscaping standards to encourage on-site retail uses and enhanced building and site design.

**GOAL CC-8 Establish** a community entry statement into and out of Pacific.

**Policy CC-8.1** Designate and develop City gateways.

*Discussion:* A City gateway marks an entrance to a city. It promotes community character through special signage, community themes, or landscaping designed to catch the eye. A gateway should be dramatic and obvious and include a combination of buildings, structures, landscaping, signs, lighting, and public art.

**Policy CC-8.2** Encourage pedestrian-scale streetscape improvements and promote pedestrian and bicycle oriented centers at existing civic and community uses.

**Policy CC-8.3** The City should establish a City-wide street tree planting plan in conjunction with its development of arterial roadways.

**Policy CC-8.4** Enhance Ellingson and Stewart roads to include safe pedestrian amenities, landscaping, cohesive frontage improvements,

and other design features that consider safe use of these routes.

**Policy CC-8.5** Support and implement an interconnected system of highways, public streets, and mass transit to serve employees, citizens, visitors, and the delivery and shipment of goods and materials.

**Policy CC-8.6** A minimum employment density shall be established at key locations in the southern portion of Pacific to support transit service, and the area as a manufacturing center. Pedestrian-friendly streets with shade trees, as well as landscaped boulevard medians, shall be included in new street standards.

### ***Cultural, Scenic, Historical, and Natural Attributes***

**Goal CC-9:** Protect and enhance Pacific's cultural, scenic, historical and natural attributes.

**Policy CC-9.1** Recognize the heritage of the community by naming parks, new streets, and other public places after and in honor of major figures and events.

*Discussion:* The City will implement this policy through citizen involvement.

**Policy CC-9.2** Designate and inventory historic landmark sites and structures.

**Policy CC-9.3** Work jointly with other jurisdictions, agencies, organizations, and property owners to preserve historic resources.

*Discussion:* The City may wish to adopt the State Historic Building Code, as an additional guideline or alternative to the Uniform Building Code.

### ***Signage***

**GOAL CC-10:** Encourage sign design and placement appropriate to the land use and character of the neighborhood.

*Discussion:* The City can implement this policy through design review.

**Policy CC-10.1** Discourage the use of large signs and prohibit billboards.

*Discussion:* Large signs and billboards detract from Pacific's community character by cluttering, dominating, and distracting from the visual ambiance along SR167 and Ellingson Road. The City will implement this policy by initiating a gradual removal of billboards and continuing to prohibit new billboards. Pacific's sign code will establish size limitations.

**Policy CC-10.2** Encourage consolidation of signs on a single structure where a commercial development contains multiple businesses.

### ***Vegetation and Landscaping***

**GOAL CC-11:** Encourage the retention of as much natural vegetation as possible where land use changes occur, creating a balance between the existing vegetation and soils.

*Discussion:* See the Natural Environment element, vegetation preservation and enhancement.

**Policy CC-11.1** Encourage consolidation of landscaped areas in commercial development.

*Discussion:* Landscape consolidation enhances site frontage for small businesses and reduces the costs of landscaping. This would promote the economic viability of small businesses.

### ***Open Space***

**GOAL CC-12** Preserve and encourage open space as a significant element of the community's character through parks, trails, water features, open space preservations, and other significant properties that provide public benefit.

*Discussion:* See the *Parks, Open Space, Recreation, and Trails* chapter.  
*Public Places*

**GOAL CC-13:** Maintain and improve the highly visible public realm to maintain community character and increase public safety.

**Policy CC-13.1** Ensure that public places are designed to provide pedestrian amenities but not limited to seating, landscaping, kiosks,

walkways, pavilions, canopies, and awnings and appropriate to the size and scale of the public use.

**Policy CC-13.2** Consider the edges of public places that abut residential property for special design treatment to create a buffer effect.

**Policy CC-13.3** Maximize solar exposure to public open space and parks by appropriately placing adjacent structures.

### ***Public Art***

**GOAL CC-14:** Explore the creation of a community Arts Commission.

*Discussion:* Community arts commissions are usually non-profit organizations established to fund and promote art within their cities. They can promote activities and artwork in places that are accessible to the public. Arts commissions can fund activities and programs through 1% funds for public art and through private donations.

### ***Innovative Ideas***

**GOAL CC-15:** Provide land use incentives for uses that enhance the City's vitality through a variety of financial and regulatory strategies.

*Discussion:* This policy can be implemented through priority permit review, tax abatement, or other measures. The City can also allow flexibility in site and building design if development meets performance standards that give equal or better design and protection to that zone.

**Policy 15.1** To the extent possible, direct public investment toward physical improvements that support existing development and promote well managed, focused growth; serve population concentrations; and promote targeted changes in land use densities.

**Policy 15.2** To enhance and protect sensitive areas, incorporate provisions for cluster development into existing regulations and apply them throughout the City, subject to specific regulatory standards.

*Discussion:* Clustering development on one portion of a larger parcel reduces costs to both homeowners and the community as a whole. It promotes a more efficient, and therefore less costly, provision of utility services, such as water, electrical and surface water management. It also results in a smaller percentage of impervious surfaces on parcels and helps preserve natural areas while still allowing development.

**Policy 15.3** Support commercial areas by providing incentives for residential development in limited commercial zones.

*Discussion:* Residential development in mixed-use zones provides a lifestyle some people find desirable. By residing in areas near services and employment, one can reduce transportation costs. Businesses also

benefit from consumers who live in the immediate vicinity and who may frequent their establishment during slower hours. These residences could absorb some of the City's anticipated population growth, resulting in less pressure for multi-family development in single-family areas.

**Policy CC-15.4** Allow small-scale home occupations in residential areas.

*Discussion:* Home occupations allow small businesses to operate in a cost efficient manner. These types of businesses can be compatible within residential neighborhoods if they have few employees, are incidental to residential use, will result in no negative traffic or environmental impacts, and retain residential character.

## CHAPTER 5



# Housing

## 1. INTRODUCTION

### 1.1 Intent

The City of Pacific intends to maintain its present character and identity as a small town and preserve the desired quality of life for the community. These Framework Goals relate most directly to the Housing element:

- ◆ Encourage changes that promote livability, pedestrian orientation, and high quality design, and that limit stress factors such as noise pollution and traffic congestion.
- ◆ Stimulate the local economy by providing a predictable development atmosphere, by emphasizing diversity in the range of goods and services, and by ensuring that as the economy changes, employment opportunities are balanced with a range of housing opportunities.
- ◆ The City should also encourage consistency and efficiency in the permitting process, and the fullest protection of property rights.

Pacific became a “bedroom” community for neighboring jurisdictions as industrial development occurred in the Puyallup and White River Valleys. In 1980, the City of Pacific had a population of 2,261 people with 958 housing units. Over the next 15 years, Pacific grew by 114% to 5,180 people, while King County grew by 42.7%. This means that Pacific grew at over 2½ times the rate that King County grew.

Pacific’s location between the cities of Seattle and Tacoma is ideal for attracting new residents and businesses. In 1995, the City expanded by approximately 40% in area by annexing south into Pierce County. The City annexed another small area in Pierce County between SR167 and West Valley Highway in 1997. These areas were intended to be exclusively industrial and commercial, and moved Pacific from being just a “bedroom community” towards a balanced community containing residential, commercial, and industrial uses.

The Housing element has been developed to meet the requirements of the Growth Management Act (GMA), and the GMA-mandated Countywide Planning Policies, to address City of Pacific’s housing needs through the year 2025. This element seeks to meet the desires of the community, and is responsive to private, non-profit, and government providers of housing. Current challenges include accommodating approximately 900 additional housing units, providing for the housing needs of all citizens, and preserving the character of the community over the next 20 years.

The 2000 King County average household size was 2.53 persons per unit. In 2002, the Washington State Office of Financial Management (OFM) estimated the City of Pacific’s average at over 2.77 persons per unit. With high occupancy rates, an increase of 900 dwelling units over the year 2000 Census figure of 2,025 for the King County portion of Pacific could represent an increase from 5,373 to over 8,000 residents by 2022.

Citizen and elected officials of Pacific must recognize that the “ordeal of change” will be to provide sufficient land capacity and strategies to accommodate this growth, and to demonstrate to the public that the controlled directed planning proposed in the Comprehensive Plan is achievable.

### **The State Growth Management Act (GMA)**

The GMA specifies thirteen basic growth management goals. The housing goal is to:

“Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.”

The GMA requires that the Housing element of comprehensive plans include:

- ◆ An inventory and analysis of the City’s projected housing needs;
- ◆ An identification of sufficient land for a diverse range of needed housing; and
- ◆ Goals, policies, and objectives for the preservation, improvement, and development of housing.

GMA Procedural Criteria define “affordable housing” as residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household’s monthly income. With increasing home values, affordable housing is becoming more of an important issue. The City has shown it can encourage affordable housing and still maintain the character of the community.

The Housing element must comply with federal, state and county housing policies; including the U.S. Fair Housing Act, the Federal Community Development Block Grant program, the GMA, and Countywide Planning Policies (CWPPs).

### **Countywide Planning Policies**

The Housing chapter has been developed in consideration with the King County Planning Policies, specifically with regard to policies dealing with the availability of housing for all income levels.

The CWPPs provide guidance for preparing the housing element. For example, CWPP methods of meeting housing demand, compatibility and fit of infill parcels of land should be considered, by using techniques such as performance standards, buffers, and open space provisions. The CWPP’s also state that comprehensive plans shall strive to maximize available local, state and federal funding opportunities and private resources in the development of affordable housing.

The CWPP’s also specify that the County, and each municipality within it, assess their success in meeting housing demands. Achievement of the housing policies must be monitored at least once every five years. The City will monitor implementation of these policies during the Comprehensive Plan amendment process, on a schedule consistent with the CWPPs.

King County has established housing goals for each city under the GMA and the Buildable Lands Act. A 128 dwelling unit deficit estimated in 2001, between the CWPP housing target and the carrying capacity of Pacific’s Comprehensive Plan, will be compensated for by creating a major mixed use housing opportunity with the Pacific/Sumner Transit Station development around the year 2025.

### **Integration of Comprehensive Plan Elements**

The Housing element has been integrated with all other Plan elements to ensure consistency throughout this Comprehensive Plan. The Housing element specifically considers the condition of the existing housing stock; the scope and nature of any housing problems; and the provision of a variety of housing types to match the lifestyle and economic needs of the community. This element also examines special housing needs, such as low and moderate-income family housing, foster care facilities, group homes, manufactured homes, government-supported housing, and historically significant housing.

### **Major Housing Considerations**

The City’s development regulations will be updated subsequent to adoption of this Plan. These regulations serve both to implement the policies set forth in the Plan and to inform the

private sector as to specific procedures for development and construction. The Housing Plan in this element will guide decision making to achieve the community's goals.

## 2. INVENTORY & ANALYSIS

### 2.1 Population, Income, and Tenure

Three key components to housing demand are population, income, and tenure (occupancy type). Population characteristics, particularly age and household formation, identify the type of housing that might be in demand within a community. Income determines the quality and type of housing that residents can afford, as well as to what extent households may need housing assistance. Tenure helps identify which type of housing (renter or owner) is prevalent in the community.

Age	# of People	% of Population
<5	482	8.7%
5-9	528	9.6%
10-14	464	8.4%
15-19	421	7.6%
20-24	352	6.4%
25-34	908	16.4%
35-44	1040	18.8%
45-54	707	12.8%
55-59	212	3.8%
60-64	113	2.0%
65-74	200	3.6%
75-84	86	1.6%
85 +	14	.3%

Table H-1 is based on 2000 U.S. Census information.

Table H-1 shows a range of ages in relation to the number and percentage of residents within the City of Pacific. Population between the ages of 25 and 44 made up 35% of the total residents in the City of Pacific in 2000.

### Population

Age is an important indicator of housing need. Different housing types are typically needed at various stages of people's lives. Year 2000 U.S. Census data indicates that Pacific citizens are younger than the average age in adjoining communities. Just over 57 percent of the population was less than 35 years of age, and 34.3 percent of this group was under age 19.

City	Age
<b>PACIFIC</b>	<b>30.7</b>
AUBURN	34.1
PIERCE COUNTY	34.1
ALGONA	34.3
SUMNER	35.4
KING COUNTY	35.7
EDGEWOOD	39.3

The median age in the City of Pacific is significantly younger than our neighboring communities.

The word "median" means "middle." 50% of the data is higher and 50% is lower than the median. The above statistics tend to reflect a population with young workers, families, individuals, and couples. People under 34 years of age are considered potential first-time owners of entry-level homes. This characterizes Pacific as a town with a larger share of potential first-time home buyers.

Only 5.4 percent of Pacific's population was 65 years of age or over in 2000. This is low compared to 6.3 percent in Algona, 11.6 percent in Auburn, 10.3 percent in Edgewood, and 13.4 percent in Sumner. However, new senior housing in Pacific's Neighborhood Center contains 75 units which may become occupied by people now residing in other jurisdictions.

## Household Income

Households include individuals that are living together, but are not a family unit. Household income dictates housing opportunities and choices, or a lack thereof, and household income distribution is another factor in planning for housing demand. Table H-3 shows 2000 U.S. Census household income for Pacific.

Household Income Range	Number of Households	Percent of Households
< \$10,000	141	7.1%
\$10,000-\$14,999	74	3.7%
\$15,000-\$24,999	234	11.8%
\$25,000-\$34,999	248	12.5%
\$35,000-\$49,999	425	21.5%
\$50,000-\$74,000	453	22.9%
\$75,000-\$99,999	242	12.2%
\$100,000-\$149,999	153	7.7%
\$150,000-\$199,999	4	0.2%
\$200,000 >	6	0.3%

Numbers shown after the Income Range are the actual number of households in that range in 1999.

SUMNER	\$38,598
AUBURN	\$39,208
PIERCE COUNTY	\$45,204
<b>PACIFIC</b>	<b>\$45,673</b>
ALGONA	\$50,833
KING COUNTY	\$53,157
EDGEWOOD	\$56,658

Table H-4 shows the 1999 median household incomes for Pacific and surrounding communities.

Based on these figures, the purchasing power of the median household in Pacific was 14.1% higher than the same family in Auburn, 24.1% lower than in Edgewood, 15.5% higher than the median Sumner household, but 14% lower than the median for King County.

A household is considered “in need” if it spends more than 30 percent of its monthly income on housing costs. A household earning the 1999

median income in Pacific could spend up to \$1,192 per month on housing without being “in need”. Another general rule of home ownership affordability is that a household can afford a house that is 2 1/2 to 3 1/3 times their gross annual income of \$45,673. This means that a household earning the median income in 1999 could afford a house of between \$114,183 and \$152,091 at a 6% interest rate.

## Housing Tenure

Tenure, the length of time a person resides in a dwelling, is another component of evaluating housing demand. It helps assess the demand for rental and owner-occupied housing in the area’s housing market. Table H-5 shows the housing tenures in Pacific, Auburn, Sumner, and King County, based on 2000 U.S. Census data.

YEARS	Pacific	Auburn	Sumner	King County
< 1	<b>33.9</b>	29.9	28.2	24.1
2 - 5	<b>28.2</b>	33.5	35.0	31.3
6 - 10	<b>17.6</b>	14.1	16.1	15.3
11-20	<b>9.5</b>	11.8	12.5	14.6
21-30	<b>5.2</b>	5.9	3.5	7.7
31 +	<b>5.7</b>	4.8	4.6	6.9

Table H-5: Housing Tenure is shown as a percentage of total housing in each jurisdiction

## 2.2 Characteristics of the Existing Housing Stock

### 2.2.1 Age and Condition of the Housing Stock

The City of Pacific has a significant supply of older dwelling units. According to a survey conducted by planning consultants in 1994, slightly less than one-half of all single family units appeared to have been constructed prior to 1980. Most of the dwelling units in Pacific appeared to be well constructed, and the condition of the housing stock was deemed above average.

According to the King County Assessor and the 2000 U.S. Census, approximately 56% of Pacific housing stock was less than 20 years old. The average for King County as a whole was 34%.

Pride in ownership is apparent in the level of construction and maintenance throughout the City. The size and assessed value of most dwelling units are still moderate.

From April 1, 2000 to April 1, 2003, **XX** dwelling units were built and **XX** units were demolished in Pacific. This has altered the balance of new to older homes, and increased the quality of the housing stock due to development regulations and Building Code enforcement.

	<b>Total Units</b>	<b>Single-Family</b>	<b>Multiple Family</b>	<b>Mobile &amp; Others</b>
<b>Pacific</b>	2,054	1,174 (57%)	750 (37%)	130 (6%)
<b>Auburn</b>	16,742	7,280 (44%)	7,072 (42%)	2,390 (14%)
<b>Sumner</b>	3,687	2,096 (57%)	1,296 (35%)	295 (8%)
<b>King County</b>	742,237	447,166 (60%)	274,994 (37%)	20,077 (3%)

*Source: Washington State OFM, Forecasting Division, and U.S. Bureau of the Census, 2000 Census of Population.*

## **2.2.2 Occupancy Types and Rates**

### **Owner Occupied and Renter Occupied Dwelling Units**

The majority of the housing units in Pacific are owner-occupied. In 1990, 60% of the 1,707 occupied dwelling units were owner-occupied. Of the 1,992 occupied dwelling units in 2000, 1,114 (56%) were occupied by owners, and 878 (44%) were occupied by renters.

### **Vacancy Rates**

The 1990 Census reported that 108 (6% of 1,815 dwelling units) were vacant. The 2000 Census reported a total of 2,090 housing units, and a 4.7% overall vacancy rate in Pacific. This represented 1.2% vacant owner occupied dwellings and 6.8% vacant rental units.

### **Type of Dwelling Units**

The overwhelming majority of the dwelling units in Pacific are single family stick-built or manufactured housing on a permanent foundation. Mobile homes are no longer allowed, except in Mobile Home Parks. Most of the existing mobile homes are located in a mobile home park or along 3rd Avenue SE, in the 25 mobile home lot subdivision. In 2000 there were 750 multi-family dwelling units. Table H-5 compares data for the cities of Pacific, Auburn and Sumner, and for King County as a whole.

## **2.3 Housing Affordability**

In addition to evaluating components of housing demand, there are also measures of housing supply. Housing value helps determine how accessible housing is to different income groups. Housing type information also illustrates the forms of housing typically available to those in the housing market. Relative housing costs are determined by all of the above, and influenced by employment, mortgage rates, taxes, and utility rates.

While the housing stock is growing, the community is changing in others ways. The average family size is decreasing. The numbers of seniors, singles and single parent families are higher than in the past.

### **Value of Owner Occupied Housing**

The median value of owner occupied housing units in Pacific was \$115,000, based on a survey of houses for sale and those sold between October 1993 and March 1994. The median value had risen to \$145,900 in 2000. This was an increase of nearly 27%, but Pacific's median home value was still less than 62% of the median for King County in 2000.

### **Median Monthly Rent**

The 2000 Census median monthly rental rate was \$714, compared to \$639 in Auburn and \$620 in Sumner. The average household size of renter-occupied units in Pacific was 2.58 people. The average was only 2.37 in Auburn, and 2.27 in Sumner, therefore rates may not reflect an equivalent cost per person.

**Criteria for Affordable Housing**

The December 2002 King County Housing Affordability bulletin assumes that a household is paying an unacceptable amount of their income for housing if their cost for rental housing, with utilities included, exceeds 30% of their income. An affordable mortgage payment is 25% of household income, plus another 5% of income paying for taxes, insurance, utilities and maintenance. Provision of affordable housing is a GMA planning mandate for all jurisdictions.

2000 U.S. Census data for Pacific indicated over 26% of owners and 37% of renters paid more than 30% of their household income for housing. These percentages were lower than Auburn's or King County's, despite medium income in Pacific being only 86% of the County's. Nearly 34% of owners and 36% of renters in Sumner paid more than 30% of household income for housing.

**Income Guidelines**

The following criteria are generally accepted for purposes of establishing eligibility for assisted housing:

- Very Low Income: less than 50% of median
- Low Income: 50% to 80% of median
- Moderate Income: 80% to 120% of median
- High Income: greater than 120% of median

King County estimated that 21% of its population earned less than 50% of median income and 17% more earned from 50% to 80% of median income in the year 2000. The CWPPs require that each jurisdiction plan for this proportion of housing to be available to those populations.

King County indicated for the year 2000 that 18% of Pacific's housing units were affordable to households earning below 50% of the median (3% below the County target), and 28% were affordable for those earning 50% to 80% of median (11% above the target) in 2000. However, the 2002 King County Annual Growth Report stated that 25% of Pacific's population was households earning 0 to 50% of the median income (7% more than available affordable housing), and 21% earned 50 - 80% of the median (7% less than available affordable housing units).

**3. FUTURE NEEDS AND ALTERNATIVES**

The population of Pacific has shown continual, if uneven, growth over the past fifty years. The population has increased as transportation corridors improved and suburban population moved to South King County. It is expected that this trend will continue through the planning period to 2025.

**3.1 Projected Population Changes**

Population projection is a tool used for estimating and planning for a community's size and needs over time. It is inexact because population growth depends on so many local and external factors.

In 1994 population growth was estimated using the following three scenarios or development alternatives:

- ◆ **Alternative 1: No action alternative.** The City does not expand beyond its present city limits.
- ◆ **Alternative 2: Controlled Growth Alternative.** The City expands to the Urban Growth Boundaries and includes the area to the west in King County and smaller areas to the south in Pierce County. This is the "preferred alternative".
- ◆ **Alternative 3: Urban Expansion Alternative.** The City will expand to the Urban Growth Boundaries and infill all areas to urban densities (Minimum 4 units dwelling units per acre, average 8 dwelling units per acre, with many areas at 22 dwelling units per acre).

TABLE H-7 1994 POPULATION ESTIMATE			
YEAR	ALT. 1	ALT. 2	ALT. 3
1994	5,245	5,245	5,245
2003	5,900	6,500	8,028
2013	6,400	8,000	10,100

Table H-8A shows the population figures projected for the three proposed growth alternative in 1994.

In the year 2003 the City’s population was approximately 200 people less than that projected by the “no action” Alternative 1. Annexations into Pierce County in 1995 and 1997 increased the City’s area by nearly 400 acres, however, none of the Pierce County portion of Pacific is planned for residential use, and existing residences are to be phased out to make way for commercial and industrial uses.

### 3.2 Rational for Projected Population

#### 3.2.1 Household Type and Size

In 1995, the population of Pacific and the Urban Growth Area was assumed to consist of families averaging 2.71 members. Table H-5 shows the 2000 U.S Census breakdown of housing types in the City of Pacific, and single family homes still dominate.

In May 2003, the adjusted King County 2001-2022 Household Target for within Pacific municipal boundaries was 996 new households. Based on the 2000 Census Average Household Size of 2.53 persons per household, 996 new households would add 2,520 more people to the year 2000 population of 5,373 for a total of 7,893. Meeting this target at the City’s average household size of 2.77 designated by OFM, would add 2,759 people for a population of 8,132. The population projection for 2022 (8,060) falls between these two numbers (See Chart LU-2 in the Land Use chapter).

The May 2003 King County Household Capacity for Pacific’s PAA (UGA) was listed as 127, and the UGA Household Target for 2001-2022 was listed as 45. The City of Pacific does not intend to annex the King County UGA (Jovita Heights) during the current planning period.

#### 2025 Projected Population

Year 2000 Census data, 2003 OFM population information, and proposed land use activity provide the basis for Population Projection Table LU-5 in the Land Use chapter. The King County portion of Pacific is expected to grow at an average rate of 2% per year through 2025. The population of the Pierce County portion is expected to decline by approximately 10% per year through 2012, then by 20% or more per year, until all but a few dwelling units in the Pierce County White/Stuck River UGA are converted to commercial and industrial uses.

Total Projected Population meets King County and Pierce County targets for the year 2022.

### 3.3 Analysis of Projected Housing Needs by Type and Cost.

#### New Household Formations

The City will need a variety of new, rehabilitated, and renovated dwelling units to accommodate its population by the year 2022. The projected need is based upon the growth of population at a slightly lower number of persons per household than indicated for Pacific by the 2000 Census. New units and replacement units will contain a mixture of types and be available to a range of income levels for owners and renters in accordance with Housing Goals and Policies.

#### 3.2.2 Income Range of Households

The 2000 Census median gross income in Pacific was \$45,673. The King County median gross income is was \$53,157. The income groups in this analysis are based on the requirements of various public assistance programs. Because many factors may affect the affordability of housing, it was assumed that the relationship between income and housing costs in today’s market would be the same projected into the future.

#### City of Pacific 1999 Household Incomes

Very Low	(< 50% of median)	25%*
Low	(50% - 80% of median)	21%*
Moderate	(80% - 120% of median)	23%
High:	(>120% of median)	31%

*\*King County CWPPS require only 21% of housing to be available for those earning less than 50% of median income, and 17% for those earning 50% to 80% of median income in the year 2000.*

The City of Pacific will make every effort to supply adequate, affordable housing in conformance with King County CWPPs. The City will also continue to encourage provision of housing to accommodate the needs of all Pacific citizens, along with efforts to lower the numbers of residents who earn below median income. Facilitating an employment/housing balance and the creation of more local living wage jobs are ways in which we can support current and future

citizens. The Land Use and Economic Development elements discuss these issues.

**Replacement or Rehabilitation**

The 1994 housing condition survey found less than 5% substandard units in Pacific. Substandard units will need to be replaced or rehabilitated within the planning period.

**Housing Resources**

The King County Housing Authority is responsible for the development and management of housing under various subsidy programs offered by the state and federal government. However, the City can assist in providing housing for all tenancies and price ranges by establishing Housing Plan Goals and Policies, and subsequent development regulations that encourage the creation and maintenance of affordable housing. This Plan element supports the availability of housing for all tenancies and price ranges in Pacific.

**Types of Housing**

Single Family dwellings will predominate both as to the use of land and by numbers of housing units available in the City of Pacific. Multi-family dwellings in appropriate locations and at appropriate densities are allowed. Commercial Residential Mixed Use (MC) and Neighborhood Center (NC) districts allow a relatively new type of housing in the City of Pacific, mixed use with housing above or behind commercial or other non-residential uses. Mixed use development can help provide the increased supply of housing that will be needed to accommodate increased population with less impact on single family neighborhoods. As the need for housing and for targeted housing (e. g. retirement housing, assisted living) increase, MC expansion along Ellingson Road can help meet the increased housing demand.

## 4. GOALS AND POLICIES

The goals and policies for the Housing element reflect the Vision Statement for the City of Pacific.

### **General Housing Goals**

**GOAL H-1:** The City should allow a broad choice of housing types, locations, tenures and prices as allowed within the context of environmental and utilities constraints. Housing opportunities should be provided for all ages and types of households, including family, single-headed households, individual, disabled, and elderly. The land use regulations, including the Zoning Ordinance, should contain regulations to reflect the availability of choice.

**Policy H-1.1:** Review the zoning code, subdivision code, building codes, and other development-control ordinances to identify and remove excessive, duplicative, or unnecessary regulations. The analysis shall consider in particular lot width, street improvement standards, parking, and common service lines, as well as other issues.

**Policy H-1.2:** Provide flexibility in development regulations so that a variety of housing types and site planning techniques can achieve the maximum housing potential of a particular site.

**Policy H 1.3:** Allow home occupations in all residential areas to permit occupations or professions which are contained within a dwelling place and consistent with the residential character of the neighborhood. This type of occupation is usually carried on by a member of the family residing within the dwelling.

**Policy H-1.4:** Adequate public utility services and community services should be easily accessible to all residents.

*Discussion:* See the Utilities and Capital Facilities elements for more detail and examples.

**Policy H-1.5:** Promote the development of senior housing units in proximity to needed services.

**Policy H-1.6:** Provide for transit and pedestrian improvements to support special needs populations.

**GOAL H-2:** Provide sufficient development capacity to accommodate the 20 year growth forecast by promoting the creative and innovative use of land designated for residential uses.

*Discussion:* Innovative methods to allow effective in-fill development include flexibility in lot sizes, zero lot lines, clustering, flag lots, planned residential developments, and non-traditional housing forms.

**Policy H-2.1:** Reduce the number of households earning 95% of King County median income and paying more than 30% of their income on housing by at least 30% during the planning period, through:

- ◆ the encouragement of a variety of housing types;
- ◆ revisions to zoning and other regulations which constrict the housing market;
- ◆ the creation of affordable dwelling units by developers or non-profit agencies, and;
- ◆ Other methods to meet affordable housing needs.

*Discussion:* In 2000, the median household income in King County was \$53,157, while in Pacific it was \$45,673 (less than 86% of the King County median).

**Policy H-2.2:** Review and revise regulations that address group homes and foster care facilities permitted in residential areas to ensure compliance with federal and state law.

*Discussion:* Special needs housing can be facilitated at the local level by accommodating such uses through the Zoning Code. The Washington State Housing Policy Act states that “special needs housing must be treated as any single-family use.” Special needs housing uses cannot be prohibited from locating in a certain area.

**Policy H-2.3:** Encourage compatible infill development on vacant or underutilized sites.

*Discussion:* Where infrastructure (utilities, services, and street improvements) is already available, vacant lots in and between single-family neighborhoods can provide opportunities for infill development.

**Policy H-2.4:** Create incentives for developing underutilized parcels into new uses that allow them to function as pedestrian-oriented, environmentally sensitive, mixed-use residential neighborhoods (i.e., waiving development fees). Existing uses which are complementary, economical, and physically viable shall integrate into the form and function of the neighborhood.

**Discussion:** As residential infill occurs on underutilized and vacant property in existing neighborhoods, neighborhood character can be significantly impacted.

## **Safety**

**GOAL H-3: Develop strategies and methods to create safe and secure neighborhoods and housing.**

**Policy H-3.1:** Develop economically integrated, walkable neighborhoods which generate a secure atmosphere for both residents and visitors.

**Policy H-3.2:** Encourage and identify neighborhood groups to address issues and concerns which include, but are not limited to, land use, projected growth/decline, neighborhood identity, safety, education, youth and recreational activities.

*Discussion:* One of the functions of city government is to create a forum and mechanism for neighbors to come together to address common concerns.

**Policy H-3.3:** The City recognizes that the development of safe neighborhoods requires the cooperation of property owners and/or their property managers. The City shall organize, educate, and assist owners, citizens, and the general population in the creation and preservation of safe neighborhoods.

## **Environmental Issues**

**GOAL H-4: Provide both private and public open space areas in new residential development.**

*Discussion:* Open space in residential developments can provide benefits such as play areas for children, natural vegetation areas for surface water and wastewater mitigation, and buffers. The environmental review process, and code requirements related to development and critical areas, may be used to implement policies.

**Policy H-4.1:** Utilize open space areas to buffer higher density residential development from lower density residential development.

**Policy H-4.2:** Encourage voluntary open space conservation easements.

*Discussion:* Voluntary open space easements can be encouraged through tax breaks, such as Public Benefit Rating System, transfers of development rights, or purchasing of development rights (i.e. wetland mitigation and steep slope preservation).

**Policy H-4.3:** Encourage energy efficiency in existing and new housing developments.

**Policy H-4.4:** 11.8 Review and update codes as necessary regarding solar energy.

## **Urban Design & Visual Quality**

**GOAL H-5: Ensure a quality visual environment through appropriate design standards.**

*Discussion:* The image of the community is seen through many different eyes.

**Policy H-5.1:** The City should attempt to create residential peace and economic development through procedures which encourage high quality architectural and landscape design, including the placement of artwork in public places.

**Policy H-5.2:** Encourage specific architectural characteristics for single family areas, such as porches, bay windows, accessory buildings that are characteristic of Pacific's residential areas.

**Policy H-5.3:** The scale and appearance of multiple family developments or townhouses should maintain the character of single-family residential neighborhoods by incorporating characteristics like separate entrances for each unit, porches, pitched roofs, decks, and bay windows,

*Discussion:* Design regulations can ensure that any multifamily as well as commercial development fits into the scale and character of the community. Design guidelines addressing access points, circulation, parking, building pads, maximum heights, and roof designs contribute to the character of the area.

**Policy H-5.4:** Create effective transitions between substantially different land uses and densities by implementing site regulations, building regulations, and design standards.

*Discussion:* Zoning codes protect areas from encroachment by dissimilar land uses that create noise, traffic, and other problems. By creating intermediate zones of medium intensity, they enable a gradual transition between uses. Zoning and other regulations can require amenities such as buffers, landscaping, open space, and design standards to protect neighborhoods.

**Policy H-5.5:** Encourage varied and human-scaled building design that provides visual interest to pedestrians, compatibility with historic buildings or other neighborhood structures, security, and enhancement of the streetscape.

**Policy H-5.6:** The City recognizes the links between transportation, land use and site design and encourages development which eases access by pedestrians, bicyclists and transit users.

## **Community Character**

**GOAL H-6: Maintain and enhance Pacific's character as a family-oriented community by:**

- ◆ **Providing housing opportunities for a wide array of household types and sizes.**
- ◆ **Managing potential economic opportunities in a manner that provides necessary employment**
- ◆ **Recognizing the need to provide social services**
- ◆ **Fiscal support for needed services**

## **Preservation & Rehabilitation**

**GOAL H-7: Maintain and protect all viable and stable residential neighborhoods.**

**Policy H-7.1:** Conserve the livability of viable residential areas through the preservation of existing housing stock and amenities.

*Discussion:* Existing housing is a valuable resource to the community. The preservation of existing housing stock is an appropriate means of creating a variety of housing styles, and is important to the preservation of stable residential neighborhoods.

**Policy H-7.2:** Identify rehabilitation areas, with priority given to blighted areas having a low income population, for possible designation with performance zoning. Criteria for performance zoning shall consider generation of affordable housing, protection of natural features and open spaces, impact on existing utilities, traffic generation, neighborhood compatibility, and the policies of this Comprehensive Plan.

**Policy H-7.3:** Develop a program to repair or replace deteriorated sidewalks, install new sidewalks where needed, and remove barriers to pedestrian traffic. H.U.D. block grant funds may be used to remove pedestrian barriers and pay the tax assessments levied upon low income households for sidewalk repairs or installation.

**Policy H-7.4:** Support the revitalization of older neighborhoods by keeping the streets and other municipal systems in good repair.

**Policy H-7.5:** Encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing, such as temporarily waiving permit fees, completing public works projects, etc.

**GOAL H-8: Encourage rehabilitation or renovation of housing.**

**Policy H-8.1:** Conserve the existing housing stock, with rehabilitation when needed, because it is an affordable form of housing.

**Policy H-8.2:** Support existing housing through housing rehabilitation programs and strong code enforcement.

*Discussion:* Existing housing will continue to be an asset to the community if it is maintained. As housing unit's age, the need for repair and maintenance becomes more common. The City should enforce code regulations that protect residential areas from illegal land uses and health and safety violations.

**Policy H-8.3:** Work with the appropriate local, state and federal agencies to encourage grants, loans and other mechanisms for individual homeowners to rehabilitate or renovate housing.

**Policy H-8.4:** In cooperation with King County, Puget Sound Energy, promote the use of weatherization programs for existing housing.

**Policy H-8.5:** Encourage "pride of home ownership" by providing information on home maintenance and repairs to homeowners.

*Discussion:* Neglected housing can negatively affect a neighborhood's property values and quality of life. The City should provide information to citizens about existing programs that offer assistance and encourage residents to volunteer for efforts similar to "Paint Tacoma" that help with minor maintenance and improvements.

**Policy H-8.6:** Accommodate and encourage non-profit housing agencies' efforts to purchase and rehabilitate housing to meet affordable housing needs and special needs of the community.

### **Affordable Housing**

**GOAL H-9: Pursue opportunities to preserve and develop affordable housing throughout the City to address the needs of all economic segments.**

**Policy H-9.1:** Respond to the housing needs of individuals and families that cannot afford, or do not choose, to live in traditional detached single-family housing.

**Policy H-9.2:** Base any assessment of the need for affordable housing in Pacific on the community providing for its fair share of regional need for low and moderate income households.

**Policy H-9.3:** After evaluating housing needs, the City should investigate and reevaluate development regulations, permit procedures, and funding decisions as they affect housing.

*Discussion:* City land use, zoning, and subdivision regulations can be used to encourage the development of affordable housing. While administering the codes, City staff is likely to learn about their potential drawbacks and problems. The City should reevaluate its codes, procedures, and funding decisions in light of experience and housing needs.

**Policy H-9.4:** Work with all jurisdictions within the region to develop a regional approach to affordable housing. Each jurisdiction should be urged to provide for its fair share of the region's affordable housing needs.

**Policy H-9.5:** Involve both public and private sectors in the provision of affordable housing.

**Policy H-9.6:** The City should continue to permit manufactured homes in all single-family zones.

*Discussion:* As off-site manufactured housing becomes less distinguishable from on-site stick-built housing, it can become an option in more locations, subject to specific design standards. Mobile homes that are built to different standards should continue to be restricted to mobile home parks.

**Policy H-9.7:** Encourage affordable housing opportunities throughout the City.

*Discussion:* The Growth Management Act defines affordable housing as residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household's monthly income. The City should provide information to its residents regarding affordable housing. The City can implement this policy by creating variety in its land use map and subsequent zoning regulations.

**Policy H-9.8:** Provide incentives and work cooperatively with private and non-profit housing developers in the provision of affordable housing.

*Discussion:* The issue of affordable housing transcends local boundaries. The needs of the community and of the region can best be addressed through cooperation and the regional pooling of resources. The King County Countywide Planning Policies require each jurisdiction to maximize available resources to develop affordable housing.

**Policy H-9.9:** Encourage good management, preservation, maintenance, and improvement to existing affordable housing.

*Discussion:* Existing housing serves as a valuable source of affordable housing, and is important to the preservation of stable residential neighborhoods.

## Consistency

**GOAL H-10: Maintain consistency with the King County Countywide Planning Policies on Affordable Housing.**

**Policy H-10.1:** Determine the demand for housing for all economic segments of the population projected for the community over the planning period. The projection shall:

- ◆ Be made in dwelling units, by type, provided that the projections may be a range and that the types of dwelling units may be in broad categories;
- ◆ Be reflective of census or other reliable data indicating the economic segments of the population for whom housing needs to be provided;
- ◆ Incorporate the City's fair share of King County's housing needs; and
- ◆ Be reflective of the countywide fair share housing allocation established pursuant to federal or state law and supplemented by provisions established in intergovernmental agreements between jurisdictions in King County.

**Policy H-10.2:** In determining the suitability of the location and identification of sites for affordable housing, consider the availability and proximity of transit facilities, government facilities and services, and commercial and recreational services to complement the housing.

**Policy H-10.3:** Assess the City's success in meeting the housing demands. Monitor the achievement of the policies under this goal not less than once every five years.

**Policy H-10.4:** Maximize available local, state, and federal funding opportunities and private resources in the development of affordable housing. Explore and identify opportunities for non-profit developers to build affordable housing.

**Policy H-10.5:** The City shall contain a mix in the range of dwelling units to provide its “fair share” of the countywide housing for all segments of the population that are projected for King County over the planning period.

*Discussion:* A mixture of housing presents a choice of housing lifestyles for all economic groups within Pacific.

**Policy H-10.6:** Maximize and strive for a jobs and housing relationship that satisfies the local need for affordable housing.

**Policy H-10.7:** Provide a means of controlling costs and providing opportunities for single-family home ownership by increasing single-family residential densities in appropriate areas, such as areas with minimal surface water impacts.

*Discussion:* Increased densities of single-family units should be allowed only in areas where the land can support increased housing in the long-term without adverse impacts to existing homes. The City can implement this policy through consideration of critical areas locations in the Comprehensive Plan Land Use element and map.

**GOAL H-11: Guide new residential growth so that it occurs in a manner consistent with community objectives.**

**Policy H-11.1:** Continue to allow accessory dwelling units in single-family areas subject to specific regulatory standards.

*Discussion:* Accessory dwelling units (ADU) can either be located within single-family homes or on existing single-family lots as separate structures. They can be used as accessory apartments or for the care of relatives or others. The City’s policy, to permit ADUs shall be maintained.

**Policy H-11.2:** Develop opportunities for higher density multifamily development in designated areas of the City.

*Discussion:* The Growth Management Act specifies that cities must take their share of population growth. Allowing some of this growth to occur in multifamily dwelling units will decrease the growth of impervious surfaces and associated surface water impacts.

**Policy H-11.3:** Encourage the use of clustering, and other site planning techniques to improve the quality of developments.

*Discussion:* Site planning techniques can provide continuity of community character, minimize urban sprawl, and protect the environment.

**Policy H-11.4:** Provide opportunities for clustered medium and high density multifamily development near commercial and mass transit facilities.

*Discussion:* Locating medium and high density family housing near commercial centers can provide a buffer between single-family residential uses and commercial uses, while focusing medium and high density housing near mass transit centers provide the opportunity for multi-modal transportation including pedestrian and bicycle access.

**Policy H-11.5:** Require the use of clustering, and other site planning techniques to balance and integrate development with critical areas.

*Discussion:* The natural environment of Pacific is the backdrop of its built environment. Therefore, residential development should be designed in a way that fits the natural environment. The City can implement this policy by providing flexibility in its codes while maintaining the intent of protecting critical areas. See the Natural Environment chapter for more detail.

**Policy H-11.6:** Require adequate buffering between developments where needed to mitigate adverse impacts between different types of housing.

*Discussion:* Buffers can include landscaping or natural features. They can help mitigate adverse impacts from new development and provide areas for surface water management. The City already contains well-buffered multifamily development. New multifamily development should maintain this pattern to minimize adverse visual impacts.

## **Social Services**

**GOAL H-12: Preserve and promote those community facilities and programs that are important to the safety, health and social needs of families and children.**

**Policy H-12.1:** Special attention shall be given to maintaining and improving the quality of public services in declining areas of the City.

**Policy H-12.2:** The City shall recognize the important role of public improvements, facilities and programs in providing a healthy family environment within the community.

**Policy H-12.3:** Reviewing proposals to site facilities providing new or expanded social services within the City, to determine their potential impacts and whether they meet the needs of the City, will include the following:

- ◆ The funding of social service centers that are sited in Pacific serve an area larger than Pacific would rely on an equitable regional source of funding.
- ◆ The siting of all facilities shall be based on sound land use planning principles and should establish working relationships with affected neighborhoods.

**Policy H-12.4:** Support national, state and especially regional efforts to address the social service needs of the region and the City.

## CHAPTER 6

# Economic Development

## 1. INTRODUCTION

### 1.1 Growth Management Act

The state Growth Management Act (GMA) recognizes the importance of planning for economic development, and has included it as one of its thirteen planning goals:

*“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, promote the retention and expansion of existing businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.”*

### 1.2 Countywide Planning Policies

King County and Pierce County Countywide Planning Policies (CWPPs) give Pacific the opportunity to establish guiding policies for sustained economic growth, and require estimates of the type and number of jobs that will be available in Pacific by the year 2022. The City is asked to manage job increases by providing for and encouraging economic activity that will produce a diverse, stable, and vital local economy, as well as contributing to the economies of both counties and the state.

The City of Pacific has expanded the mandate for forecasting economic growth into the broader concept of “economic rebirth”. This innovative strategy expresses a new vision of what constitutes a strong economy and favorable business climate, which in turn, will make Pacific great place in which to work and reside.

#### *Defining Economic Development*

The adopted King County Countywide Policies define economic development as “growth and change in the economy whereby the economic health of the region—its people, its business, its governments—is enhanced.” An important component of achieving economic development is “the purposeful undertaking of public and private actions designed to achieve:

- ◆ maintenance of a strong economic base;
- ◆ diversification of the economy;
- ◆ improved job training and educational opportunities;
- ◆ protection of the natural environment;
- ◆ empowerment of economically disadvantaged citizens and neighborhoods;
- ◆ partnership between the private and public sectors; and
- ◆ maintenance and creation of higher (family) wage jobs.”

This element reflects King county and Pierce County Countywide Planning Policies, and provide a vision and policy direction for the entire City of Pacific.

### 1.3 Community Vision

The City's vision for economic rebirth is based on preserving the existing small town residential character while absorbing the dramatic growth of a potential Regional Employment Center designation for the southern 40% of its land area lying within Pierce County, along with balancing and mitigating environmental impacts.

Economic development may damage a city's existing residential character by increasing traffic, noise and air pollution, light and glare, and public services. Pacific proposes managing commercial and industrial growth to create a financial base for the economic health and quality of life of the entire community. The City is committed to ensuring that all of the components that contribute to the quality of life (affordable housing, natural environment, good schools, efficient government and excellent infrastructure) are available for current and future generations. In this way the City may continue to attract, retain and encourage growth of local and regional businesses.

### 1.4 Community Values

The Pacific community values local government that is efficient and works with business; high quality public services and excellent infrastructure; affordable and quality housing; good schools and child care services; diverse cultural and human resources; the natural environment and recreational activities. These all contribute to the overall quality of life and provide for a vibrant and diverse economy.

### 1.5 Framework Goals

The Economic Development Framework Goal is to infuse the local economy by:

- ◆ Providing a predictable development atmosphere,
- ◆ Emphasizing diversity in the range of goods and services, and
- ◆ Ensuring that as the economy changes, employment opportunities are balanced with a range of housing opportunities.

## 2. EXISTING CONDITIONS

Pacific has historically been a predominantly residential community containing small, mainly locally-owned, businesses.

Until 1995, the largest employer in town was the Auburn School District, followed by the Pacific City government. In 1995 and 1997 the City of Pacific annexed a total of approximately 400 acres of mostly vacant industrial and commercial land in Pierce County, and the economic potential of the community changed significantly. Gordon Trucking/Valley Freightliner, Pacific's largest employer, is located in the Pierce County portion of the city.

The City of Pacific's 2002 assumption of the Webstone Water District gave it the means to provide reliable water service in Pierce County, thereby making the area more attractive for a variety of businesses. In the recent past, larger regional and international businesses have located in Pacific adding a new dimension to Pacific's economic fabric.

**TABLE ED-1  
TYPES & PERCENTAGES OF EMPLOYMENT  
IN PACIFIC COMPARED WITH KING AND PIERCE  
COUNTY PERCENTAGES  
Based on 2000 U.S. Census Data**

<b>Types of Jobs of Pacific Residents</b>	<b>City of Pacific</b>	<b>King County</b>	<b>Pierce County</b>
<b>Agriculture (9)</b>	.3%	.4%	1.0%
<b>Construction (272)</b>	10.0%	5.7%	7.7%
<b>Manufacturing (577)</b>	21.2%	12.6%	12.6%
<b>Wholesale (132)</b>	4.9%	4.3%	4.4%
<b>Retail (417)</b>	15.3%	11.9%	12.5%
<b>Transportation (161)</b>	5.9%	5.3%	6.9%
<b>Information (47)</b>	1.7%	5.5%	2.3%
<b>Finance/Insura nce (94)</b>	3.5%	7.3%	5.8%
<b>Professional (98)</b>	3.6%	13.3%	7.4%
<b>Education (355)</b>	13.1%	17.7%	20.8%
<b>Arts/ Entertain ment (230)</b>	8.5%	8.1%	7.7%
<b>Other (188)</b>	6.9%	4.6%	5.1%
<b>Public Admin. (139)</b>	5.1%	3.3%	5.8%
<b>TOTAL (2,719)</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

King and Pierce county Buildable Lands statistics indicate there were approximately 1,940 jobs in the City of Pacific in the year 2000. It is anticipated that over 2,800 jobs will be added by the year 2022. Pierce County projected an increase of 2,248 jobs (from 1,052 to 3,300), in that portion of Pacific between 1999 and 2017. The King County 2001-2022 Employment Target for Pacific was 108 jobs, however, the 2002 Buildable Lands Report shows a potential job capacity of 572 beyond year 2000 employment (885). This indicates a potential for 1,457 jobs in King County, and a total potential of 4,757 jobs within the city.

1999 data from King and Pierce County Assessors Offices

Pacific's challenge will be to balance new growth with existing businesses and established residential areas. Achieving a balance of large and small businesses is vital to maintaining a healthy, vibrant economy and preserving Pacific's small town charm.

### 3. FUTURE NEEDS

In keeping with the City's commitment to the preservation of its quality of life, Pacific's future economic strategy rests on:

1. Optimizing Pacific's strategic location among expected growth areas for quality residential and commercial development;
2. Using a large amount of relatively scarce flat land for commercial and industrial parks that is currently undeveloped or underdeveloped;
3. Generating a significant tax base to enhance public services and facilities at service levels that enhance the quality of life for the community;
4. Encouraging a diversity of local businesses to attract and enhance regional tourism, with more dining and cultural opportunities, and events such as the Pacific Days Festival and a Public Market;
5. Creating better accessibility to regional employment and residential areas;
6. Providing residents with quality natural settings and preserving the City's small town atmosphere;
7. Balancing sustainable growth and development that incorporates resource efficiency in design, development, construction and maintenance by minimizing damage to and improving the quality of the environment, community, and economy;
8. Balancing economic vitality with other elements such as transportation and human services;

**TABLE ED-2  
CITY OF PACIFIC MAJOR EMPLOYERS**

EMPLOYER	SERVICE	EMPLOYEES*
Gordon Trucking:	Freight Shipping	1,015
Auburn School District #408		50
Valley Freightliner:	Truck Sales & Repairs	130
UPS:	Distribution Center	120
Firesystems West:	Service	100
Chemlawn:	Lawn Care & Maintenance	75
Apply-A-Line:	Traffic Pavement Markings	45
City of Pacific	City Government	45

\*Full Time Employees: Numbers are approximate

The Boeing Company plant adjacent to the Pacific City Limits in Auburn once employed hundreds of people. Safeway has purchased this property for use as a distribution facility. Safeway facilities in Bellevue and Tacoma will be consolidated in Auburn. The City of Pacific is likely to benefit from employment and commercial opportunities associated with this new facility.

**TABLE ED-3  
CITY OF PACIFIC - PRINCIPAL TAXPAYERS  
Listed by Service or Product**

Real Estate	9.40%
Trucking	2.75%
Sales & Service	2.00%
Manufacturing	1.50%
Office/Warehouse	.50%

9. Fostering a regulatory framework and providing incentives to encourage appropriate economic development; and
10. Addressing affordable housing concerns to provide opportunities for those employed in retail or service jobs to live close to their places of employment.

## 4. ECONOMIC DEVELOPMENT STRATEGIES

### 4.1 Providing a Predictable Development Atmosphere

Pacific's strategy for "economic rebirth" includes providing a predictable development atmosphere by:

- ◆ Emphasizing diversity in the range of goods and services,
- ◆ Ensuring that as the economy changes, employment opportunities are balanced with a range of housing opportunities,
- ◆ Encouraging the type of growth and development that supports and complements quality of life,
- ◆ Facilitating economic activity in order to achieve the economic vitality necessary to achieve the community's vision,
- ◆ Creating incentives to concentrate new growth and development into specific Activity Areas, such as the Neighborhood Center, Ellingson Road, Pacific/Sumner Station, and the Pacific/Sumner Employment Center as defined in the Land Use Chapter.

The resulting tax base from business activity and high quality residential areas will enable the City to provide an improved level and quality of services and facilities.

### 4.2 Keeping Up with Growth

Enhancing the City's economic health while it grows will require a variety of other strategies, such as:

- ◆ Balancing future development with the preservation of natural systems and sensitive areas that can accommodate limited uses;
- ◆ Allowing a mix of uses through redevelopment, infill, subarea planning and master planning;
- ◆ Developing and implementing clear economic policies; and
- ◆ Encouraging interaction between the private sector and the community.

### 4.3 Encouraging Economic Activity

Pacific can foster a regulatory environment that supports diverse businesses, property owners, and regional and local developers by providing:

- ◆ Adequate and well maintained city services, infrastructure, and facilities;
- ◆ Consistent and predictable planning, regulatory and permitting processes;
- ◆ Flexible City requirements such as zoning and development regulations that are responsive to market forces; and
- ◆ Efficient processing of applications and a healthy economic atmosphere.

This type of environment can accommodate and retain economic activity attracted to the community by local and regional market forces.

The Economic Development element is based on the City's Vision and Comprehensive Plan and Land Use Policies, as expressed in the City's Framework Goals. "Economic Rebirth" emphasizes enhancement of the City's character and location, both built and natural, which provide Pacific with a unique advantage in attracting jobs and residents.

## 5. GOALS & POLICIES

GOAL ED -1: Plan for sufficient economic growth and development to provide for an

appropriate balance of land uses that will provide a sound financial future for the City of Pacific.

ED-1: Encourage land uses that increase the City's tax base.

*Discussion:* The City should maintain a sound budget by broadening its tax base and attracting revenue sources that comply with its regulations.

ED-2: Encourage economic development that provides a reasonable balance between public costs and benefits.

*Discussion:* In implementing this policy, the City should emphasize attracting living wage jobs to the community and encourage high tech businesses.

ED-3: Preserve the community's unique qualities through the concentration of new commercial and industrial development, in both King and Pierce Counties, while protecting the residential areas in King County.

*Discussion:* See the Land Use Element, Community Center, Commercial, and Industrial policies and designations.

ED-4: Support the growth of home telecommuting options and home employment opportunities that are compatible with the character of single-family neighborhoods.

*Discussion:* The City should encourage home-based businesses provided that signage, parking, storage, and noise impacts are compatible with adjacent land uses and comply with appropriate City codes.

ED-5: Support regional policies for balancing commercial and residential development in Pacific.

ED-6: Increase and improve the City's economic base to encourage Pacific residents to work and shop in the community.

ED-7: Encourage a mixture of businesses that complement each other and provide variety to the community to create activity and economic momentum in the Community Center.

ED-8: Ensure that land use and zoning provisions support businesses and industry.

ED-9: Promote and retain existing businesses for the optimum development of commercial and industrial property.

ED-10: Promote new industry by attracting light industry which offers secure, quality employment opportunities, sensitivity to community values and development of attractive facilities.

ED-11: Ensure a customer service approach in City services to commercial improvements, expansions, and developments.

*Discussion:* The City will continue a customer service approach to the delivery of City services, including economic development and permitting activities. The process and timing of building permit review will be expedited under this approach and under the provisions of RCW 36.70B. In addition to the processing of permit requests, the City will hold pre-development meetings with prospective developers and business owners to identify, facilitate, and expedite proposals that are consistent with the adopted zoning and Comprehensive Plan.

GOAL 2: Enhance the image of Pacific as a great place in which to work, shop, live, and recreate.

ED-12: Improve the character and function of Community Center, business and industrial districts, neighborhoods.

*Discussion:* Businesses with attractive site, landscaping, and building designs improve the character of the community. Design standards and zoning regulations can encourage high quality commercial development. The City can implement this policy by cooperating with the business community.

ED-13: Promote the image of Pacific through an active advertising campaign supported by the Hotel Tax.

ED-14: Work with other organizations to promote civic and community events which foster community pride and promote the downtown and other critical commercial areas.

ED-15: In conjunction with transit agencies, explore linking community center with the other parts of the City with a community based transit system which compliments the special needs of the community center.

ED-16: Work with building owners to create incentives and opportunities for the viable use of second floors of existing buildings.

ED-17: Encourage increased density of housing near commercial districts.

ED-18: Use incentives to ensure quality development that enhances the image of the City.

*Discussion:* Examples of incentives include development agreements, tax credits, infrastructure improvements, expediting permitting processes, transfers of development rights and grants, loans, or revenue bonds. The City can also engage in public/private partnerships and facilitate Local Improvement Districts.

ED-19: Recognize Ellingson Road as an important economic commercial corridor of the City with potential for development and revitalization, providing services, employment and opportunities, while becoming an activity center for Pacific.

*Discussion:* The Commercial Residential Mixed Use (MC) Zoning at Ellingson Road and Milwaukee Boulevard is intended to provide incentive for development at this important node. Extensions along Ellingson Road, west toward its intersection with Frontage Road may be considered through the annual Comprehensive Plan or the parcel rezone processes.

ED-20: Recognize local neighborhood commercial areas that are ready for development and revitalization to better serve the local community.

ED-21: Recognize the potential for smaller commercial districts for improvement and revitalization.

ED- 21 A Work with property and business owners and the community to create an image for the specialty manufacturing and artisan district, which is located in the Pacific portion of

the Sumner-Pacific MIC, and engage owners and the community in implementing related improvements and standards.

ED-22: Support and retain small businesses for the employment and services they provide to the community.

ED-23: Develop a consistent, appropriate image for the Neighborhood Center of Pacific.

ED-24: Retain, support, and expansion of existing businesses that offer secure, quality employment, and actively participates to enhance community values.

GOAL 3: Improve the City's role in facilitating and initiating economic development opportunities.

ED-25: Maintain an inventory of commercial and industrial sites.

*Discussion:* An inventory of commercial and industrial sites is an important tool for planning purposes.

ED-26: Provide economic information to existing and potential businesses within the community.

*Discussion:* The City can implement this policy through market studies, inventories of commercial sites, and customer service.

ED-27: Involve the business community in comprehensive land use planning efforts.

*Discussion:* The City should work with its business community to create an atmosphere that helps existing businesses thrive. The City should encourage public/private partnerships and support businesses that provide services to Pacific and surrounding communities. To implement this policy, the City should cooperate with businesses to create strategies and action plans.

ED-28: The City should develop a formal economic development strategy as an element of the Comprehensive Plan to specifically

identify the types of businesses most consistent with community aspirations and lay out a program to attract those businesses.

ED-29: Work jointly with other jurisdictions to stimulate business retention and implement interlocal and regional strategies.

ED-30: Create public/private partnerships with major landholders to accomplish the goals and policies of the Comprehensive Plan and enhance the economic well being of the community.

ED-31: The City should implement its economic development strategy through a partnership with the private sector.

ED-32: Actively recruit and promote new businesses and industries to take advantage of market opportunities.

*Discussion:* New businesses improve Pacific's image and provide services to Pacific and surrounding areas. The City can implement this policy by providing marketing information to businesses that would enhance the economic image of the community.

ED-33: Create public/private entities to negotiate and work jointly on projects, issues, and problems of local importance.

ED-34 The City should work with the private sector, school districts and Green River Community College to develop programs to provide training. Consideration of special needs of economically disadvantaged citizens and neighborhoods and people with physical impairments and developmental disabilities should be included in these programs.

ED-35: Coordinate and initiate financial assistance.

*Discussion:* The City can implement this policy by using county, state, and federal program funds, facility grants, loans, and revolving loan funds.

GOAL 4: Plan for sufficient capital facilities in order to maintain existing economic activities and allow for the development of new businesses.

ED-35: Ensure adequate transportation infrastructure to support and promote economic development.

ED-36: To create a functional and thriving light industrial community south of County Line Road in Pierce County, improve infrastructure including domestic water, storm water drainage, streets, and sanitary sewer service.

ED-37: Direct capital facilities in key locations to encourage and promote node-like business districts.

*Discussion:* Focusing capital facilities improvements in designated areas can promote the City's image; create a sense of place, and a place to locate business. The City should provide for phasing of capital facilities to key locations to promote concurrent economic development. The City can implement this policy by creating physical plans to improve the appearance and function of streets, sidewalks, utilities, access points, lights, buildings, signage, landscaping, and other facilities.

ED-38: Facilitate infrastructure improvements to increase economic opportunity.

*Discussion:* The City can implement this policy through public/private partnerships.

ED-39: Make improvements to the Community Center to make it functional, attractive, and pedestrian friendly.

ED-40: Create strong pedestrian and circulation linkages between commercial areas and neighborhoods.

ED-41: Use underground utilities, where feasible, to enhance the appearance and appeal of commercial and industrial areas.

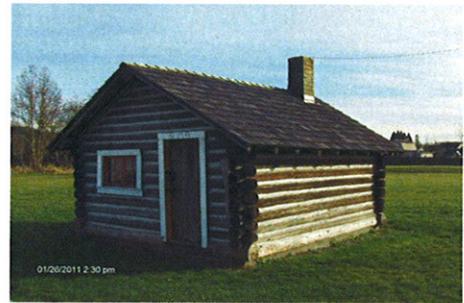
ED-42: Promote high quality transportation and transit facilities for commercial development.

ED-43: Revitalize depreciated and/or obsolete commercial and industrial sites through innovative regulations that redesign the site in accordance with modern design standards and industrial/commercial uses.

GOAL 5: Develop effective land use polices and economic development strategies that provide long-term and stable employment, increase per capita income and reduce the tax burden of Pacific residents.

ED-44 Implementation of economic development programs shall be consistent with the policies of this Plan.

## CHAPTER 7



# Parks, Open Space, Recreation, & Trails

## 1. INTRODUCTION

*"How could we ever be alone...when we're enmeshed in the fabric of living ecosystems, embraced by beaches and enveloped by mountains, serenaded by insects and birds, accompanied by drifting seas and clouds, stroked by the wind..."*

*J.W. Hardin*

As a part of the natural fabric of the community, parks, open space, recreation facilities, and trails are a source of pride and identity. They contribute to physical and mental well-being; provide natural beauty, environmental protection, recreational opportunities, and a balanced urban landscape.

This element provides an inventory of park and recreational facilities throughout the City, and policy direction for the continued provision of adequate park and recreation facilities to serve the community's needs. The Capital Facilities element addresses parks, trails, open space and recreational facilities in order to provide for future needs and secure funding for land acquisition and/or improvements.

The City of Pacific *Parks, Open Space, Recreation, and Trails* element superseded the 1995 *City of Pacific Parks and Recreation Plan*, and the 1996 *Sumner/Pacific Trail Plan* in 2004. The City of Sumner updated their Trail Plan in 2008. The City of Pacific continues to update the Pacific Trail Plan, and cooperates with adjoining jurisdictions to facilitate connections with other systems.

## 2. GROWTH MANAGEMENT ACT (GMA) REQUIREMENTS

The City of Pacific Parks, Open Space, Recreation, and Trails element addresses GMA goals of open space retention and development of recreational opportunities; conservation of fish and wildlife habitat; increased public access to water; and development of parks. The City of Pacific determined that parks are an integral part of the community and essential to the quality of life for its residents and visitors.

Washington State requires that comprehensive plans for cities planning under RCW 36.70A.040 include:

*"a park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand." (RCW 36.70A.070)*

Park and recreation facilities must be included in the capital facilities element of a comprehensive plan.

### 3. VISION AND VALUES

#### 3.1 Vision

Pacific's vision is to provide high quality, safe, and accessible recreational facilities; link areas through greenbelt connections; and preserve and enhance the community's natural resources such as the White/Stuck River, creeks, forested hillsides, and native plant and animal habitat.

Each component of Pacific's Parks, Open Space, Recreation, and Trails system is envisioned to perform a variety of functions:

- a. Parks provide places for active recreation and relaxation, and serve as community gathering places;
- b. Open space, forested hillsides and environmentally sensitive areas provide visual relief and protect the community's ecological resources. The City will serve as the steward of these resources;
- c. Active recreation improves health and wellness, builds self esteem, and provides opportunities to reduce stress, for learning and for living a more balanced life;
- d. Trails, riparian (river) corridors, and greenbelts link areas of open space and wildlife habitat, and provide connections between residential areas and other parts of the City, and destinations in surrounding cities;
- e. Landscaping and street trees provide linear open space, visual appeal, environmental value, and calm traffic along the City's streets; and
- f. Required infrastructure, such as stormwater facilities, can be utilized to contribute to park-like amenities.
- g. Trail linkages can encourage development of commercial services and other related uses.

Pacific's general goals are: to have no net park loss; to provide parks that meet local demand for child and adult recreation, and outdoor gathering places within walking distance of the

neighborhoods they serve; to link recreational amenities within the community to each other, and with neighboring facilities of regional significance. Pacific's vision includes providing, when possible, accessibility to facilities for all ages and abilities of park and recreation users.

#### 3.2 Values

Pacific places a high value on its park and recreation system. With approximately 50 acres of open space and recreational land designated within City limits in 2009, Pacific has an acceptable amount of park acreage for current needs, according to traditional National Recreation and Park Association (NRPA) Level of Service Standards (LOS). The NRPA suggested that a park system, at a minimum, be composed of a core, or local system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population.

NRPA and Washington State guidelines now take more of a "systems approach" to community facility planning. Today we are encouraged to consider the unique social and economic characteristics of our community to determine the range, quantity and quality of recreational facilities within our financial reach. The following concerns are now being more fully addressed:

- *Environmental* (pollution reduction, disappearing resources such as wetlands and forests, the greenhouse effect, and global warming);
- *Social* (wellness activities and the desire to maintain a diverse cultural heritage);
- *Economic* (reductions in per capita leisure spending and increasing cost of facility maintenance); and
- *Demographic* (divorce rate and growth of urban minorities).

This approach necessitates working with residents and community groups in an ongoing, dynamic process to determine the size, location and use of land set aside for parks and recreational facilities.

Pacific's parks, open spaces, and recreational facilities are valued for the variety of functions

and services they provide, such as gathering places for the community; places of recreation; places of tranquility; and preservers of ecological functions and wildlife habitat.

Pacific is located in a scenic area where communities allocate high park facility service levels to keep up with current demands, anticipate growth and preserve resources for future use. For these reasons, the City of Pacific has determined that approximately 10 acres per 1,000 population, will be adequate to provide strategically designed and located park facilities for future generations in this community.

## **4. EXISTING CONDITIONS**

### **4.1 Planning Considerations**

Pacific's greater recreation service area potentially encompasses more than 5 square miles, although the City itself now covers under 2.5 square miles. (see Park Service Area Map). Plans that affect the size, shape, and composition of Pacific, as well as amenities available to its community, are underway.

The State Office of Financial Management (OFM) 20010 population figure for the City of Pacific was 6,305. To project population figures to the year 2025 (the range of this Comprehensive Plan), consideration must be given to population lost by the conversion of many Pierce County properties from residential uses to commercial and light industrial uses.

Pacific has a 218 acre designated Urban Growth Area (UGA) abutting its westernmost boundary in King County, which must be considered when planning for adequate facilities and service in the future. This area, referred to as Jovita Heights, or West Hill, is primarily comprised of large residential lots and wooded open space. Jovita Heights contains many opportunities and challenges, including heavily wooded steep slopes, and the 16 acre Trout Lake with little public access and associated wetlands.

The City of Pacific is exploring opportunities for developing both active and passive parks in this area, and trail connections with unincorporated King County and the cities of Edgewood, Milton, and Federal Way.

The City of Pacific's projected rate of growth was estimated at 2% in 2009. Due to an increase in residential lots platted in recent years, this growth rate may rise in the near future, but decline over the long term, due to our limited urban growth boundary (UGB). The City of Pacific must take the unique characteristics of its annexation area on West Hill in King County, and those of the Pierce County urban growth area (UGA) along the White/Stuck River into account when planning for the recreational needs of the community in the year 2025.

City/River Park, the City of Pacific's primary park facility, is located in the eastern, King County portion of Pacific. The developed park occupies the western section of a 43 acre parcel that spans the White/Stuck River. This parcel does dual-duty as a King County flood control facility. Other land owned by King County follows the River south on both sides, and is met on the southwest by the 25 acre Pierce County Water Programs parcel, an enhanced wetland. A rough trail with water views now exists from 3<sup>rd</sup> Avenue SE to Stewart Road (8<sup>th</sup> Street E).

King and Pierce county flood control projects are expected to significantly alter riverfront contours and amenities over the next several years. The City of Pacific envisions creating a system of passive parks and trails through these King and Pierce County properties, after annexing the Pierce County Water Programs parcel and adjacent residential and mixed-use properties on Butte Avenue S.

### **4.2 Park, Open Space, Recreation, and Trail Facilities**

City of Pacific Park, Open Space, Recreation and Trails facilities are divided into the following categories: Community Park, Neighborhood Park, Pocket Park, Trail, Open Space, and Undeveloped Park Parcels.

The following is an inventory of current City owned park properties (see Parks Inventory Map, for locations of all City park facilities). The current acreages dedicated for park and recreation use within the City of Pacific planning area are as follows:

## Current Active and Passive Park & Recreation Sites

Active Park & Recreation Sites	Acres
5 <sup>th</sup> SE Property* - 141 5 <sup>th</sup> Avenue SE	.50
Alder Lane Property* - 211 Alder Lane	.20
Aspen Lane Park: - at 1st Ave. E	.24
Beaver Park – 550 Beaver Blvd.	.23
Blueberry Park – 117 5 <sup>th</sup> Ave. SW	.11
Butte Ave. Property* - 32X Butte Ave. S	.41
Centennial Park – 100 3 <sup>rd</sup> Ave. SE	2.01
City Hall Campus (2008) - 126 3 <sup>rd</sup> Ave. SE	.59
City Hall Campus (2010) - 130 3 <sup>rd</sup> Ave. SE	.79
Community Center/Gym – 100 3 <sup>rd</sup> Ave. SE	.69
Community Services – 100 3 <sup>rd</sup> Ave. SE	.05
Elise Park – 225 Elise Lane	.11
Milwaukee Park – 522 Milwaukee Blvd. S	.13
Otter Park – 215 Otter Drive	.13
City Park (King Co.) – 600 3 <sup>rd</sup> Ave. SE	18.37
City Park (Pacific) – 620 3 <sup>rd</sup> Ave. SE	.27
Rhubarb Park – 211 Rhubarb Street SW	.45
Strawberry Park – 128 Strawberry Court SW	.52
Sunset Park – 246 Sunset Drive	.10
Triangle Park property* – 4501 A Street	.68
<b>Active Parks &amp; Recreation - Total Acres</b>	<b>26.5</b>

\*May be sold/exchanged for other property (1.69 Acres total)

### Passive Parks/Open Space

Site Locations	Acreage
Butte Panhandle* - Butte SE to County Line	.36
Pacific Meadows Wetlands	6.20
West Hill – Former Reservoir N of 3 <sup>rd</sup> SW	.28
West Hill – East of former Reservoir	.94
West Hill Passive Park - North of 3 <sup>rd</sup> SW	3.68
West Hill – 3 <sup>rd</sup> to 4 <sup>th</sup> Ave. SW (S.380 <sup>th</sup> St.)	4.99
West Hill – South side of 4 <sup>th</sup> Ave. SW	3.94
West Hill – North side of 5 <sup>th</sup> Ave. SW	1.67
<b>Passive Parks Total Acres</b>	<b>22.06</b>

\*May be sold/exchanged

## Linear Parks and Trails

Interurban Trail – North of 3<sup>rd</sup> Ave SW  
 Interurban Trail – South to County Line  
 Beaver Meadows Trail  
 Interurban Trail PSE - Pierce Co. at County Line  
 West Valley/PSE properties  
 West Hill (former PSE) – County Line

## 4.1 Community Park

*PMC 20.06.030 Civic Use Category (H) Recreation, Nonprofit (2) Level 2: Community parks. Community parks exceed 10 acres in size.*

**Community Park:** An area of diverse environmental quality. The park may include areas suited for intense recreational facilities such as athletic complexes or sports courts. It may also include areas of a natural quality for passive recreation such as walking, sitting, and picnicking.

**Existing Facility:** City/River Park

Pacific City/River Park is a passive and active use facility located at the east side of the City along the west bank of the White/Stuck River. It is the City's principal park. Park facilities were constructed with funds from a 1970 Washington State grant, and dedicated in 1976. The park is developed and maintained by the City of Pacific on land primarily owned by King County.

City/River Park is approximately 19 acres, and contains a baseball field with backstop and bleachers. It also has restrooms, the Art Hollingsworth Picnic Pavilion, William Profit Performance Stage, a basketball court, a play area with swings and climbing toys, and several picnic tables with barbecues, and paved and unpaved trails.

An internal trail fulfills the Americans with Disabilities (ADA) requirements. It connects with street trails and bike paths running south from Ellingson and Skinner roads to the north, the 3<sup>rd</sup> Avenue bike path and trail running east to west, and an informal trail along the White/Stuck River to the south.

The east side of the River is primarily vacant wooded wetlands, and the focus of a joint King and Pierce county flood control project involving

the removal of existing concrete levees, which will allow the river to move within more of its historic channel during flood events. The City envisions creating a trail through this restored natural area and other land to the south to connect with trails from the cities of Auburn and Sumner.

## 4.2 Neighborhood Parks

*PMC 20.06.030 Civic Use Category (H) Recreation, Nonprofit (1) Level 1: Neighborhood parks and open space. Neighborhood parks range in size from approximately three to 10 acres.*

**Neighborhood Park:** An area for intense recreational activities, such as field and court games, crafts, playground apparatus, skating, picnicking, etc. The area of service is from ¼ to ½ mile radius. A neighborhood is defined as a contiguous residential area population up to 5,000. The desirable size of a neighborhood park is from three to ten acres. The neighborhood park should be easily accessible to the population it serves, preferably geographically centered, with safe walking and bike access.

### Existing Facility: City Hall Campus

The City Hall Campus contains Centennial Park: 1.5 acres of developed playfield with backstop and the old Yates Cabin facing the street. It is located near the southeast corner of 3<sup>rd</sup> Avenue S.E. and Milwaukee Avenue S., adjacent to and on the east side of the City Hall Complex. A Master Plan for Centennial Park, which includes a perimeter trail and other amenities, is being developed.

City Hall Complex is composed of City Hall, the Algona-Pacific Community Services Center, and the Community Center/ Gymnasium. The Complex is heavily used for indoor and outdoor public recreation.

The site also includes the City Hall lawn along Milwaukee Avenue S and 3<sup>rd</sup> Avenue SE, and a Public Works building and equipment yard, which will be relocated to allow expansion of other public facilities. The combined acreage of the current City Hall Campus is 3.8 acres. Recent purchases of adjacent residential

properties have increased expansion potential by another 1.38 acres.

A small plaza with seating and public art that includes a fountain sits on the 3<sup>rd</sup> Avenue SE City Hall lawn. The walkway from 3<sup>rd</sup> Avenue SE passes along two sides of the fountain, and travels under a cupola before delivering visitors to the front door of City Hall. Plans are underway to add a Veteran's memorial, information kiosk, and additional seating in this area.

## 4.3 Pocket Parks

These are specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens. The area of service is less than a quarter-mile radius and the desirable size is one acre or less. A pocket park's recommended location is within a residential neighborhood, preferably in close proximity to multi-family housing or housing for the elderly.

<u>Existing Facilities</u>	<u>Acreage</u>
Aspen Lane Park: - at 1st Ave. E	.24
Beaver Park – 550 Beaver Blvd.	.23
Blueberry Park – 117 5 <sup>th</sup> Ave. SW	.11
Butte Ave. Property* - 32X Butte Ave. S	.41
Elise Park – 225 Elise Lane	.11
Milwaukee Park – 522 Milwaukee Blvd. S	.13
Otter Park – 215 Otter Drive	.13
Rhubarb Park – 211 Rhubarb Street SW	.45
Strawberry Park – 128 Strawberry Court SW	.52
Sunset Park – 246 Sunset Drive	.10
<b>Total Pocket Park Acreage</b>	<b>2.43</b>

## 4.4 Greenways/Linear Trails

*PMC 20.06.030 Civic Use Category (H) Recreation, Nonprofit (4) Level 4: Linear Trails. Linear trails are long, narrow parks used for walking, jogging, and bicycling.*

**Linear Park:** An area, both local and regional in nature, developed for one or more varying modes of recreational travel, such as hiking, biking, horseback riding, pleasure driving, etc. It is recommended that they be of sufficient width to protect the resource and the users and to provide maximum use.

<b>Existing Facilities: Trails</b>	<b>Acreage</b>
Beaver Meadows Trail	0.29
Pacific Meadows	2.08
Constructed Interurban 5 <sup>th</sup> NW - 3 <sup>rd</sup> SW	8.45
Constructed Interurban 3 <sup>rd</sup> SW - 8 <sup>th</sup> Street	1.03
White River Trail East*	XX
White River Trail West*	XX
<b>Total</b>	<b>11.85</b>

*\*Both White River trails will be affected by King and Pierce County flood control projects over the next several years.*

**Local Trails:**

The Pacific/White River Trail is an unpaved trail on the berm along the west side of the White/Stuck River, continuous within City/River Park and extending southwest into the Pierce County portion of the Trail Plan. It is heavily used by pedestrians and some bicyclists. There is a fence separating the River from the park that extends from the north boundary of the park along the inland side of the berm for approximately half of the length of the park. A portion of the fence is offset parallel to provide free travel gateways.

**Regional Trail Links**

**Interurban Trail:** The metropolitan region has an extensive network of existing pedestrian/bicycle trails. There are a number of proposals for expanding trails in various stages of planning and development.

The Interurban Trail is a regional pedestrian/bicycle trail that extends from its northerly connection with the Burke-Gilman Trail around the north end of Lake Washington, south through metropolitan King County to its current southern terminus at 3<sup>rd</sup> Avenue SW in Pacific. Segments of the trail are built south of 3<sup>rd</sup> Avenue, and others are in-progress at this time. The trail picks up again in various locations to the south and west in the cities of Sumner, Edgewood and Milton.

**4.5 Open Space/Passive Nature Parks**

*PMC 20.06.030 Civic Use Category (H) Recreation, Nonprofit (1) Level 1: Neighborhood parks and open space...Open space may be unlimited in size and may or may not have public access.*

West Hill Passive Park is a wooded five-acre parcel rising from the Valley floor on the north side of 3<sup>rd</sup> Avenue SW to the top of the West Valley slope at 55<sup>th</sup> Avenue S. It is adjacent to and east of two smaller parcels that used to contain the City Reservoir and access road. Two wooded steep slope parcels to the south, rising up above West Valley Highway, were deeded to the City of Pacific by the R and M Jones Family in 1998. Their combined area is over five and one half acres.

These sites are all contained within the west side greenbelt. Portions of the western slopes of the White River valley within the City limits have been designated as sensitive areas because so much of the slopes are steeper than 30%. This area extends far beyond the City's boundaries to the north and south. These steep slopes must be preserved as critical open space, and therefore serve as permanent regional greenbelts.

**4.6 Undeveloped Park Facilities**

**4.6.1 Community Park**

The City of Pacific has operated City/River Park on nearly 20 acres along the east side of the White/Stuck River for over 30 years. This park is part of a 43 acre parcel owned by King County that spans the River. King County owns other undeveloped property along the River to the south. Pierce County also owns a 25 acre undeveloped parcel along the River adjacent, and to the south of this land. The City of Pacific has planned for many years to extend City/River Park to the east. Due to the impact of proposed King and Pierce county flood control projects along both sides of the river and to the south, the City now envisions designing a system of trails and viewing areas compatible with King and Pierce County flood control setback designs

along both banks of the White/Stuck River from 3<sup>rd</sup> Avenue SE to Stewart Road SE.

#### **4.6.2 Pocket Parks**

The City of Pacific owns a small triangle of land east of the Burlington Northern Santa Fe Railroad (BNSF), bounded by "A" Street to the east and south. A Department of Transportation (WSDOT) grant for pedestrian safety funded design of an underpass below the railroad tracks to provide access to Triangle Park, as well as connectivity to trails in the city of Auburn.

A park was envisioned to serve nearby residents and businesses, as well as providing seating for trail travelers. BNSF began considering adding a third track to this line, making construction of an underpass too complicated and expensive to execute. The City is now considering selling the stand-alone triangle of property.

The City also owns several small unimproved sites, currently maintained as mowed vacant lots of less than a half acre in size, that are being considered for development as Pocket Parks, or being sold in favor of other acquisitions, or improvements to more strategic properties.

The trailhead of the Interurban Trail at 3<sup>rd</sup> Avenue SW is being designed to incorporate improvements compatible with Pocket Park use.

A 32 acre site on the southwest corner of 5<sup>th</sup> Avenue SW & Valentine, previously identified for acquisition and use as a passive park, has become a planned residential development (PRD). Approximately one-half of the site is now devoted to pocket parks and trails surrounding a wetland which is undergoing a several-year process of restoration and enhancement by the joint efforts of the City and local volunteers, with the aid of several small grants.

#### **4.6.3 Urban and Wildlife Recreation Trails: City of Pacific Trail Hub and Spokes**

##### **Local Trails**

**East White River Trail:** The Pacific Trail Plan envisions a trail along the east side of the White/Stuck River connecting with the City of

Auburn's White River Trail to the northeast, and the City of Sumner trail system to the south. Pacific's East and West White River trails are proposed to connect at City Park's eastern boundary and continue to Auburn via a pedestrian bridge, and via an underpass below the BNSF Railroad tracks at East Valley Highway. The East White River Trail continues south into Pierce County, connecting with the City of Sumner trail system.

A network of local trails is being created in the City of Pacific to serve neighborhoods, connect to park and recreation facilities, and, when possible, provide additional access to the Interurban Trail. New trails are being planned concurrent with residential and commercial development. The City of Pacific is also working to connect trails from the West Hill to the local and Interurban Trail network in the valley.

##### **Regional Trails:**

The City of Pacific is jointly planning with the City of Sumner to close the gap between the Interurban Trail's 3<sup>rd</sup> Avenue SW trailhead in Pacific and Sumner's existing trails. This trail system will then link with the Puyallup River Trail system and the Foothills Trail system.

The City of Pacific is also working with the cities of Milton and Edgewood to build trail connections heading west to join with the trail system coming down off the West Hill.

Taken as a whole, these trail systems are a major regional facility that will provide a network of continuous travel from Puget Sound beaches in northwest Seattle south along Lake Washington, continuing south through King County's Green River and White River valleys, then west along the Puyallup River to Puget Sound beaches in Tacoma. It will connect south of Sumner to the Foothills Trail that winds through east-central Pierce County half way to Mount Rainier, passing through Orting, South Prairie, Wilkeson, and terminating in Carbonado.

Trails from many other jurisdictions will ultimately connect to the Interurban Trail as it runs north to south through the City of Pacific, thus making our community a regional hub for trail travel and recreation. King and Pierce County trail-maps reflect this network.

## 4.7 Parks and Facilities not Owned by the City of Pacific

Alpac Elementary School sits on the southeast corner of Milwaukee Boulevard N and Ellingson Road. This facility is part of Auburn School District #408, and serves students from Pacific, Algona, and Auburn. It has approximately 3 acres of playing fields. City of Pacific students also attend other schools in Auburn, Sumner and Fife, so have access to these resources during the school year.

### Passive Park /Open Space – UGA Sites

Two properties have been identified for passive park/open space sites within Pacific's Urban Growth (UGA) areas.

A small area of Unincorporated Pierce County exists south of County Line and east of Butte Avenue S. along the western edge of the White/Stuck River. The bulk of this land, over 25 acres, is owned by Pierce County and had been the site of a wetland mitigation project. An informal trail that runs by the river's edge from City Park goes through this property to Stewart Road. Eventually, this wooded wetland will be annexed into the City of Pacific.

The City is pursuing the acquisition of a second site on the West Hill in Pacific's Potential Annexation Area (PAA) in Unincorporated King County. It contains nearly 3 acres of second-growth forest, and access to Trout Lake. Jovita Creek meanders through the property's eastern edge, then heads southeast to join the Milwaukee ditch on its course to the White River.

## 5. FUTURE PARKS, RECREATION, OPEN SPACE, AND COMMUNITY SERVICES NEEDS

Pacific adopted its first *Parks and Recreation Plan* in May, 1995. While creating the *Plan*, the City of Pacific questioned its citizens regarding its five major facilities, asking them to rank them.

The results are listed below in order of most to least important:

- The Interurban Trail
- Pacific River Park (Pacific City Park)
- Pacific/Algona Senior (Community Services) Center
- Civic Center/Volunteer (Centennial) Park at City Hall
- Community Center/ Gymnasium

In 2001, another survey was distributed to 1347 households. *The City of Pacific Summer 2001 Parks and Recreation Citizen Survey* asked citizens to identify parks and recreation projects and activities for possible further development, and several types of facilities to focus resources on for acquisition. Below are rankings from responses to these two questions, again listed in order from most to least important.

### 2001 Priority Park Facilities:

- Park Benches
  - Walking Trails\*
  - Picnic/BBQ Facilities\*
  - Basketball Courts\*
  - Tennis Courts
  - Play Equipment\*
  - Baseball/Softball Fields
  - Community Gardens\*
- \*Improvements achieved by 2010*

### 2001 Resource Focus (Acquisition):

- City-wide Facilities
- Trails
- Tot Lots
- Neighborhood Facilities

The 2001 survey responses are fairly similar to those of 1995: favoring City-wide facilities and associated amenities over smaller sites with more targeted user groups. The 2001 survey responses indicate the desires of 7% of the households mailed to.

The 2004 *Parks, Open Space, Recreation and Trails* element was part of a several-year effort by the nine member Citizens Advisory Committee (CAC) to update the City of Pacific's Comprehensive Plan. Over 40 meetings were held by the CAC, many in conjunction with the Park Board and Planning Commission. Citizens had many opportunities to comment on the Plan. They reviewed data from the 1995 and 2001

City of Pacific surveys, along with information from surrounding jurisdictions, and State and Federal statistics,

In 2005 the Pacific Park Board created another survey which was responded to by 34 people, beginning at Pacific Days, the City's annual July event. The intent of this survey was to gain more feedback and demographic information from local respondents.

The 2009 Community Center Survey was designed by City staff in conjunction with the architectural firm Arai Jackson Ellison Murakami. This was part of a community outreach and visioning process during Phase I of upgrades to the Recreation Center/Gym. The survey's goal was to "incorporate the future needs and desires of the community for a redeveloped Community Center." This is considered to be a 3-phase project spanning several years. Future phases are proposed to include developing a Campus Master Plan.

This Community Center Survey gained feedback on programs and services offered by Pacific's Community Services Department, and the Pacific/Algona Community Center, as well as people's current and desired use of City facilities.

#### *2010 Adult and Youth Surveys*

The City of Pacific staff and Park Board created Youth and Adult surveys in early 2010. These were initially filled out by children ages 5 to 18, who participated in a Presidents' Day event held at the newly remodeled Recreation Center, and their accompanying adults. Volunteers conducted a number of activities and assisted younger children with questions. Adult surveys were also posted on the City of Pacific's website, and the response date extended to after the City's Earth Day clean up and lunch in April.

Children and adults contributed demographic information, indicated which City facilities they currently used, how they felt about them, and what they would like to use if it was available. The adults were also asked how they thought improvements to City facilities should be funded.

Full Survey results from 2009 and 2010 are available at Pacific City Hall.

The City of Pacific's population is currently anticipated to increase at an average annual rate of 2% per year. The additional population of 2,000 to 2,500 over the planning period will increase the need to improve and expand City parks, open space, recreation and trails facilities. The greater Pacific area will also continue to grow and increase the need for facilities in those areas surrounding Pacific.

The anticipated park needs are reflected in the Capital Facilities element, with priorities for future parks, open space, recreation and trail needs included in the Capital Improvement Plan.

## **GOALS & POLICIES**

### **GOAL PR-1:**

**Pacific's general parks goals are to have no net park loss, to provide opportunities for active and passive recreation, and more neighborhood parks to meet the demand for play areas and outdoor gathering places within walking distance of the neighborhoods they serve.**

### **GOAL PR-2:**

**Provide a system of parks, open space, trails, and recreational facilities that provides a variety of recreation opportunities that are accessible, efficient, and safe.**

PR 2.1: Develop and expand multi-use community parks that serve the entire Pacific area and provide a wide range of passive and structured recreation facilities.

PR 2.2: Include in City park designs, facilities for the employees of the industrial and commercial areas.

PR 2.3: Make a wide variety of park and recreation facilities available to meet the desires of special needs, interest populations, and all age groups, including ADA accessible and dog parks.

PR 2.4: Provide an equitable distribution of recreation resources between active structured park areas, natural open space, trails, sports fields, and special use areas.

PR 2.5: Continue to provide a recreation program with a variety of opportunities for the community and makes maximum use of the recreational facilities available within the City.

PR 2.6: Establish design standards such that all facilities provide maximum personal safety, enhance and complement the natural settings of the White River valley and West Hill, and enable an efficient and financially sustainable maintenance program.

PR 2.7: Continue to coordinate and develop linkages of the Interurban Trail to the south, west, and northeast to the cities of Auburn, Sumner and Edgewood through the planning area.

PR 2.8: Coordinate development of the trailhead site at the 3<sup>rd</sup> Avenue terminus of the Interurban Trail consistent with the development of an adjacent pocket park.

PR 2.9: Identify critical bicycle and pedestrian connections between residential districts, existing, open space lands, park facilities, regional trail facilities, employment districts, and community activity centers. Upgrade such connections to current City standards for pedestrian and bicycle routes.

PR 2.10: New developments should incorporate and maintain greenbelts.

PR 2.11: Encourage the use of green belts as buffers, especially between commercial and residential uses.

PR 2.12: Identify land for potential acquisition as additional or expanded open space corridors and parks.

PR 2.13: Develop a park system based upon need, and responding to citizen input.

PR 2.14: Plan to distribute park facilities throughout the City.

*Discussion:* Decisions to purchase and develop park and open space areas should consider an equitable distribution of park and recreational facilities throughout the

City. Park sites and activities should be conveniently accessible to all residents.

PR 2.15: Strive to achieve an appropriate balance between active and passive recreational uses to serve the spectrum of citizen needs.

PR 2.16: Identify and acquire potential park and recreational facilities and land for the expansion of existing facilities, where appropriate. Strive to acquire public access to greenbelt critical slope areas within City boundaries through such means as acquisition, conservation easements, and/or purchase of development rights.

*Discussion:* The acquisition of open space and park land requires considerable forethought because it is expensive and commits the City to maintenance responsibilities. Benefits of park and open space acquisition include establishing greenbelts, providing access to water, reserving areas for wildlife habitat, and protecting natural features. Acquiring and preserving such lands should be encouraged because they offer opportunities for recreation and provide open space. Open spaces or small parks in commercial areas also serve several functions, including providing social places for employees.

PR 2.18: Make all park and recreation facilities accessible to all citizens. Upgrade existing facilities and design all new facilities to ADA standards for handicapped accessibility.

*Discussion:* The Americans with Disabilities Act requires that parks are reasonably accessible to all citizens, regardless of disability. Barrier-free design standards should be incorporated in all new park and recreation design and development.

PR 2.19: Design of new parks should reflect safety and security of park users.

*Discussion:* As needs change and as existing facilities age, redevelopment of existing facilities should occur.

PR 2.20: Encourage the development of small (mini-) parks when linked to a trail system and upkeep is cost-effective and sustainable.

PR 2.21: Limit general on-site parking at tot lots and mini parks. These park facilities should primarily be resources to the neighborhood and promote people walking to them. Limited parking for the disabled or for loading could be provided.

PR 2.22: Establish the levels of service provided in the Parks and Open Space Plan for park facilities.

PR 2.23: Develop a capital improvement program that specifies a six-year schedule for acquisition, development, and improvement of park and recreation lands.

Discussion: The Capital Facilities element of the Comprehensive Plan includes a long-term financing strategy for Parks, Open Space, and Recreation. A six-year Capital Improvement Program (CIP) will be updated annually to set priorities for park acquisition and improvement expenditures.

PR 2.24 Upgrade existing parks as needed to satisfy current park and recreation deficiencies and the recreation service demand generated by imminent population growth.

PR 2.25 Develop currently owned City properties deemed appropriate for use as recreation facilities per City's parks plan priorities.

PR 2.26: Work with developers to explore creating on-site recreational amenities, or contributing to those nearby, in addition to, or en lieu of, impact fees.

PR 2.27: Design and construction of parks should take into account conservation of resources such as energy and water.

### **GOAL PR-3:**

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

PR 3.1: Control development and activity on hillside and other critical areas in order to preserve their aesthetic qualities, reduce impacts on the valley, protect habitat, and protect sensitive areas from degradation.

PR 3.2: Development within areas designated for open space uses shall, in general, be non-intensive in character. Open space on private property does not establish public access rights to such property, unless it is contained in an easement.

PR 3.3: Protect, preserve and enhance environmentally sensitive areas such as steep slopes and wetlands by encouraging retention of existing natural vegetation and, where appropriate, restricting public access to established wildlife passageways.

PR 3.4: Seek to acquire the most significant parcels of property in order to protect hillside amenities, wetlands, river and stream corridors, and other critical open spaces.

PR 3.5: Encourage donation of development rights to the City and/or encourage owners to put their land into a new tax classification in environmentally sensitive areas.

PR 3.6: Explore opportunities for dual-duty wetland/habitat enhancement and passive recreation projects.

**GOAL PR-4:**

**Provide adequate financial and management resources to offer park and recreation facilities, programs and services to local patrons of all ages, and administer a parks development and maintenance program that provides for the protection of this investment and enhances the quality of life for the citizens of Pacific.**

PR 4.1: Maintain a park and recreation operating budget reflective of the community's needs and available resources.

*Discussion:* The City has a limited amount of funding for parks and recreation. The City should consider all acquisition and development projects in the context of future development responsibilities. Cost/benefit assessments are important to determine appropriate maintenance levels. Proper maintenance protects the public investment in the parks system. Well-maintained parks encourage use and promote community pride.

PR 4.2: Utilize mitigation fees and other methods for the acquisition and development of parks and recreation facilities.

*Discussion:* The City can provide for mitigation of development impacts to parks and recreation facilities through some of the following methods:

1. Requiring dedication of land within the subdivision;
2. Encouraging voluntary park contributions;
3. Park impact fees;
4. Contractual agreements that call for the developer to construct needed facilities in a new or existing park;
5. Developing an alternative that combines the options listed above.

PR 4.3: Where appropriate, pursue joint venture opportunities with the State, King and Pierce counties, surrounding cities, local school districts, and other groups and agencies, including public/private partnerships, in developing parks and recreational facilities.

*Discussion:* Recreational facility use and potential funding sources often extend beyond the boundaries of local governments, making it important to maintain an effective intergovernmental coordination program. Given the presence of adjacent cities, King and Pierce counties, and several school districts, there will be opportunities for shared use of facilities and cooperative projects.

PR 4.4: Actively seek grants and other outside sources of revenue for the acquisition, development, and improvement of park and recreational facilities.

*Discussion:* Identifying and pursuing funding sources, such as Community Development Block Grants, the State's Recreation and Conservation Office, and King and Pierce counties' Conservation Futures Trust (CFT) Funds, increase park capital improvement potential. Funding and services offered through county, state, and federal agencies and volunteer donations will serve to expand parks and recreation opportunities, as will seeking funds from corporate and private donors.

PR 4.5: Explore the creation of a Park District and other levy opportunities to fund operations and maintenance.

**GOAL PR-5:**

**Encourage public involvement in the park and recreation planning and service process.**

PR 5.1: Periodically review park and recreation preferences, needs, and trends through household surveys, public meetings, and other public input sources.

*Discussion:* Park surveys should solicit information about changes in public sentiment and general public need relative to cost.

- PR 5.2: Regularly seek public input to maintain a prioritized list of open space acquisition sites.
- PR 5.3: Annually evaluate the City's existing recreation facilities relative to regional and national recreation standards and citizen surveys to identify parks deficiencies and program needs.
- PR 5.4: Encourage public involvement by holding annual public hearings to invite comment on the status of the parks development and maintenance programs. Revise and update the City's plan every 5 or 6 years as needed.
- PR 5.5: Use equipment, landscaping, and design which reduces long-term maintenance costs, increases safety for park users, and is environmentally safe.

**GOAL PR-6:  
Coordinate planning and facilities with regional and neighboring jurisdictions.**

- PR 6.1: Create working partnerships with local counties and cities for joint-use facilities (ie: skate parks).
- PR 6.2: Coordinate with local school districts to maximize the use of school properties and facilities for park and recreational purposes.

*Discussion:* The Auburn and Sumner School Districts have buildings and play fields that can be used for recreational programs. Cooperative agreements on maintenance can result in cost savings for both the City and the school district. Locating youth programs at school facilities provides easy access to school age groups.

- PR 6.3: Work with non-profit groups and other volunteer groups.

*Discussion:* To offset some maintenance costs and promote community identity and involvement, the City should utilize the resources and ideas of civic and community-based organizations.

# Transportation

## 1. INTRODUCTION

The Transportation element specifically considers the operations and condition of the existing transportation network; the cause, scope, and nature of transportation problems based on the adopted Land Use Plan; projected transportation needs; and a funding and implementation plan to ensure that the City's adopted level of service (LOS) is maintained.

This element contains updates and revisions to the 1995 Comprehensive Plan. Amendments were also made in 2001. Those included policies urging county and regional transit agencies to provide better service to Pacific residents and link Pacific to the nearby multi-modal transit stations. A new Transportation Facilities map was also added in 2001.

The City of Pacific is located in King County and Pierce County, therefore its Transportation element has been developed in accordance with both King and Pierce County Countywide Planning Policies. It has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan.

The Transportation element has also been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA), to address the motorized and non-motorized transportation needs of the City of Pacific. It represents the community's policy plan for the next 20 years.

### Growth Management Act Requirements

The Growth Management Act (GMA) provides a framework for addressing land/use transportation linkages and a mechanism for assessing the impacts of planned growth. Although the GMA has very specific requirements, flexibility is written into the law so that each city can tailor its plan to its unique long range community vision and goals. The GMA requires development of a transportation element within the City's Comprehensive Plan that contains:

Basic components of this element are:

- Inventory of transportation facilities and services, including roadways, transit, ferries, non-motorized and freight;
- Existing conditions of roadway links
- Future Conditions and needs assessment for 2010
- Future Conditions and needs assessment for 2025
- Goals and Policies
- House Bill 1487 Compliance
- Funding strategies for concurrency

## Concurrency

This element contains the City of Pacific's plan to provide specified levels of transportation service in a timely manner. The Level of Service (LOS) standards that are adopted in this plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed.

The City has adopted a roadway link and intersection Level of Service standard of D. As specified by the GMA, new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are in compliance with concurrency. Improvements will be in place at time of development, or financially planned for within six years of development use. Concurrency will be applied in accordance with State statutes and the resources available to the City of Pacific.

## Major Transportation Considerations and Goals

Because transportation and land use are inter-related, and each has the ability to have a profound impact on the other, it is important to consider type and availability of transportation resources in the development of land use patterns. The City's Comprehensive Plan reflects this mutual dependency and need for coordination.

The City's Vision for coordinated land use and transportation system includes:

- Environmental stewardship of critical areas, including conservation of land, air, water, and energy resources.
- Encourage planning practices that promote livability, pedestrian and non-motorized transportation, and reduces air and noise pollution and traffic congestion.
- Encourage citizen participation in planning the future of the community.
- Support the local economy by providing a predictable development atmosphere, encouraging diversity in the range of goods and services, and ensuring that employment opportunities are balanced with a range of housing and commercial opportunities.
- Increase opportunities for enjoyment of recreational and cultural activities, providing a range of activities for all ages and users.

## 2. GOALS AND POLICIES

The following transportation goals and policies are considered essential for meeting the quality of life as outlined in the City's long range Vision Statement. The policies specify what should be accomplished to reach the goals. These policies are intended to provide clear guidance for decision making. Accomplishments under these policies can be used to measure progress toward the goals.

### General Transportation

**GOAL T1: Provide an efficient and safe multimodal transportation system to improve mobility for residents, employees, and visitors of Pacific while maintaining the small town quality of life and supporting the economic vitality of the City.**

**Policy T1.1:** The City will plan for a safe, convenient and efficient transportation network for all residents and visitors of Pacific. This system should be compatible with neighboring cities, King and Pierce counties, Washington State, and other transportation providers.

**Policy T1.2:** Work with other jurisdictions to plan, fund, and implement multi-jurisdictional projects necessary to meet shared transportation needs (including right-of-way preservation and purchase).

**Policy T1.3:** Pacific will adopt a LOS of "D" for all streets.

**Policy T1.4:** The City street system is made up of three functional classes:

- a. Arterials - a system of City, state, and county streets designed to move traffic from or to one area within the local area to or from another area. These streets should be adequate in number, appropriately situated, and designed to accommodate moderate to high traffic volumes with a minimum of disruption in the flow.

- b. Collector Streets - a system of the intra-county roads linking residential neighborhoods to the urban street system.
- c. Local Streets - a system of City streets which collect traffic from individual sites and carry the traffic to the arterial system.

**Policy T1.5:** Limit and provide access to the street network in a manner consistent with the function and purpose of each roadway classification.

The City will seek consolidation of access points to state highways, arterials, and major collectors. This will complement the highway and arterial system, reduce interference with traffic flows on arterials, and discourage through traffic on local streets.

To achieve this level of access control, the City:

- Supports the State's controlled access policy on all state highway facilities;
- May acquire access rights along some arterials and major collectors;
- Encourages and may require landowners to work together to prepare comprehensive access plans that emphasizes internal circulation and discourage multiple access points to major roadways;
- Encourages consolidation of access in developing commercial and high density residential areas through shared use of driveways and local access streets.

**Policy T1.6:** Require dedication of roadway rights-of-way for new development consistent with the appropriate functional classification, adopted road standards, and the Comprehensive Plan.

**Policy T1.7:** Design new residential streets to discourage cut-through traffic while maintaining the connectivity of the transportation system.

**Policy T1.8:** The City adopts the following policies on driveway access:

- Driveway accesses onto designated arterials and collectors shall be minimized.
- Wherever a development fronts on two or more streets, access shall be limited to the lowest-designated street.
- No subdivision of land shall be permitted which creates a new lot fronting on an arterial or collector street without establishment of cross easements for access and egress, and
- no such subdivision shall increase the total number of access points onto Pacific's arterial or collector streets.

**Policy T1.9:** Efficient movement of existing pass-through traffic should be accomplished through traffic light synchronization, speed reduction, access management, channelization improvements, and multimodal design features; and with a minimum of disruption to the local community.

## Citizen Participation

**GOAL T2: Develop a citizen participation program (Transportation Advisory Committee) to increase public involvement in transportation planning.**

**Policy T2.1:** Support and promote public involvement in Pierce Transit, King County Metro, and Regional Transit Authority decision-making.

## Pedestrian Mobility

**GOAL T3: Ensure adequate accommodation of pedestrian needs in all transportation policies and facilities.**

**Policy T3.1:** Sidewalks, trails, and other walking facilities should be extended throughout the City to allow more convenient and efficient pedestrian movement.

**Policy T3.2:** Where appropriate, the City will install new sidewalks in pedestrian corridors considered by the City to be high priority [i.e., parks and areas used by elderly or handicapped persons] within two years of **identification, as funds allow.**

**Policy T3.3:** Whenever the City contemplates reconstruction or major maintenance (including resurfacing) work on a City street that is without sidewalks, it should fully explore the possibility of adding sidewalks at the time of the street improvement.

**Policy T3.4** Pedestrian access to the transit system in all land use areas, including residential, commercial and industrial, should be ensured by providing convenient and attractive walkways to transit stops. Fences, walls, and development patterns that inhibit pedestrian access to transit stops are discouraged.

**Policy T3.5:** The City shall encourage consideration of the needs of pedestrians in all public and private development.

**Policy T3.6:** The City should ensure safe and comfortable pedestrian connectivity to transit stops in major employment areas.

## Level of Service (LOS)

**GOAL T4:** The transportation network shall meet the City's adopted LOS D upon approval of development, or as identified for improvement within 6 years.

The term "below the level of service standard" shall apply to situations where traffic attributed to a development results in either of the following:

- a. An unacceptable increase in hazard or safety on a roadway.
- b. An increase in congestion which constitutes an unacceptable adverse

**environmental impact under the State Environmental Policy Act.**

intersection turning radii, driveway design and street weight load capacity.

## Freight Mobility

**GOAL T5: Develop a transportation system that enhances the delivery and transport of goods and services. Improve existing, and construct new facilities for freight movement within the Sumner-Pacific MIC.**

1. **Policy T5.1:** *Facilitate the movement of freight and goods through Pacific with minimal adverse traffic and environmental impacts by developing viable, established truck routes connecting to highway systems, thereby minimizing impact to established residential and commercial areas. Design sidewalks and roadways to serve the needs of freight while minimizing potential conflicts between trucks and pedestrians.*

**Policy T5.2:** Enforce regulations so that, outside of designated routes, trucks do not utilize City streets, except for local deliveries and ~~services~~ services.

**Policy T5.3:** Projects which enhance freight and goods movements which benefit largely State, Federal, or national needs should be constructed to minimize the impact on the City's local transportation system. The primary beneficiaries of such projects, not the City of Pacific, should fund these projects and their mitigation.

**Policy T5.4:** The City shall continue to work with the Freight Mobility Roundtable, Fast, and other regional groups to address regional needs mitigate local impacts, and support freight mobility in the Sumner-Pacific MIC and other designated areas.

**Policy T5.5:** Identify and address areas within the Sumner-Pacific MIC where efficient truck access and circulation are hindered by infrastructure gaps and inadequate design. Ensure future transportation improvements address the needs of large trucks, including

Policy ~~T5.6~~T5.6: Promote public-private partnerships to address the need for improved parking, staging and related services for large trucks in or adjacent to the MIC.

## Parking – Land Use

**GOAL T6: Develop guidelines that ensure adequate parking supply.**

**Discussion:** Sufficient off-street automobile parking reduces transportation conflicts on streets and supports pedestrian and bicycle uses. The City should require parking to be designed for average need, not full capacity.

**Policy T6.1:** Develop off-street parking that is compatible with abutting uses and supports a pedestrian-oriented streetscape.

**Policy T6.2:** New developments shall provide adequate off-street parking to meet their needs.

**Policy T6.3:** Encourage shared parking, underground parking, or parking structures.

## Environmental Impacts

**GOAL T7: Minimize the environmental impacts of all new road construction and road improvements.**

**Policy T7.1:** The City shall consider the impact of road construction on the environment and natural resources (particularly on sensitive areas, wildlife habitats, and water quality) as part of its environmental review process.

**Policy T7.2:** Design transportation facilities within the Pacific Urban Growth Area to minimize adverse environmental impacts resulting from both their construction and operation.

**Policy T7.3:** The City of Pacific will:

- Consider environmental costs of development and operation of the transportation system;
- Align and locate transportation facilities away from environmentally sensitive areas;
- Mitigate unavoidable environmental impacts wherever possible; and
- Solicit and incorporate the concerns and comments of interested parties.

**Policy T7.4:** Storm water runoff from roads is a major cause of water quality degradation. All new road construction will employ the best management practices available to promote water quality compliance consistent with the adopted storm water management manuals.

## Air Quality

**GOAL T8:** The City will coordinate transportation planning with air quality guidelines published by the Puget Sound Regional Council.

**Policy T8.1:** Support efforts to improve air quality throughout the Pacific area and develop a transportation system compatible with the goals of the Federal and State clean air acts.

**Policy T8.2:** Coordinate with King County Metro, Pierce Transit, and other jurisdictions on Commute Trip Reduction (CTR) programs for major employers in Pacific and its UGA.

**Policy T8.3:** Require studies of impacts to air quality generated by traffic from new major developments.

**Policy T8.4:** Promote other Transportation Demand Management (TDM) Programs.

**Policy T8.5:** Work with the private and other public sectors to introduce cleaner burning fuels for the existing motorized fleet, and vehicles powered by alternate fuel sources.

**Policy T8.6:** Promote non-motorized transportation modes.

## Transit

**GOAL T9:** Support improved transit coverage and service throughout the region to improve mobility options for Pacific.

**Policy T 9.1:** Urge county and regional transit agencies to provide improved service to Pacific residents by providing routes, schedules, and ancillary facilities such as park & ride lots.

**Policy T9.2:** Provide for a Park and Ride location in Pacific along SR 167, and identify and evaluate additional locations that could be easily served by public transportation.

**Policy T9.3:** Encourage King County Metro, Pierce Transit, and Sound Transit to link to each other, and coordinate increased bus service with commuter rail service and local service within Pacific.

**Policy T9.4:** Advocate frequent headways and express service, with priority given to higher density residential areas and popular destinations.

**Policy T9.5:** Support regional express bus service, good connections to commuter rail stops, and a rider-friendly fare system.

**Policy T9.7:** Consider transit facilities as mitigation for new developments that have probable significant impacts to the transportation system.

**Policy T9.9:** Promote programs to encourage carpooling, transit, and non-motorized transportation to reduce the transportation impacts of economic and residential development.

**Policy T9.10:** Work with transit agencies to make transit use more attractive to existing and potential customers, through right-of-way, sidewalk, and roadway improvements at transit stops,

and safe and weather protected passenger waiting areas.

**Policy T9.11:** Develop rider information packages for commuter, transit, rail, and air transportation opportunities.

## Mobility and Capacity

**GOAL T10: Promote adequate capacity on roadways and intersections to provide access to homes and businesses.**

**Policy T10.1:** Preserve and maintain capacity of roadways by:

- Providing internal access between off-street parking areas in commercial areas through reciprocal agreements;
- Using intersecting streets as access points; or
- Designing subdivisions for efficient internal circulation.

Many safety and capacity problems relate to driveways that connect to public roads. The design of new street improvements should include provisions to consolidate existing accesses where feasible.

**Policy T10.2:** Identify, acquire, and preserve rights-of-way by methods including:

- Requiring dedication of rights-of-way as a condition for development when the need for such rights-of-way is linked to the development;
- Requesting donations of rights-of-way to the public;
- Purchasing rights-of-way by paying fair value; and
- Acquiring development rights and easements from property owners.

**Policy T10.3:** Continue to work with adjacent jurisdictions and stakeholders to develop major transportation corridors.

## Multimodal Transportation

**GOAL T11: Provide for all multimodal means of transportation in a safe, compatible and efficient manner.**

**Policy T11.1:** Develop a curb ramp program to install wheelchair ramps at all curbed intersections.

**Policy T11.2:** Work with neighboring jurisdictions and other agencies to ensure that Pacific's bicycle routes and corridors are safe, functional, compatible, and interconnected.

**Policy T11.3:** Plan for the expansion of appropriate road shoulders to maintain safe areas for walking, jogging, and biking.

**Policy T11.4:** Accommodate the needs of bicyclists and pedestrians in the design and construction of all appropriate roadway improvements, with safety and traffic flow as primary considerations.

The design of roadway improvements can reduce barriers and increase safety for bicyclists and pedestrians. The location and design of walkways and trails should vary depending on adjacent land uses.

**Policy T11.5:** Work with King County Metro, Pierce Transit, Sound Transit, and businesses to evaluate and improve transit service and facilities that serve employment sites. Promote transit connections between local and regional high density-population centers and the Sumner-Pacific MIC

**Policy T11.6:** Support public and private Transportation Demand Management (TDM) programs to promote alternatives to driving alone. Encourage Commute Trip Reduction (CTR) programs for businesses in the Sumner-Pacific MIC and other areas

To implement this policy, the City will work with major employers, such as schools and retail centers, to provide incentives for carpooling, transit use, non-motorized transportation, and telecommuting. The City can also support educational programs that communicate transportation options.

**Policy T11.7:** Encourage new commercial, office and industrial developments to provide physical features supportive of carpooling, transit, and non-motorized modes of travel.

Policy ~~T11.8~~:T11.8: The high density Urban Transit Center adjacent to the proposed Sumner-Pacific Station, which includes a mixture of urban transportation modes, should serve the Sumner-Pacific MIC and other areas of the City.

Examples can include preferential parking for carpools, vanpools and bicycles; transportation information and bus schedules, special loading and unloading areas for transit, carpools, and vanpools; and strong pedestrian linkages to off-site destinations.

## Safety

**GOAL T12: Minimize transportation conflicts to ensure safety.**

**Policy T12.1:** Conduct studies of high accident locations to support operational changes and designs that improve safety.

**Policy T12.2:** Maintain and enhance the safety of roads in the City of Pacific.

*Discussion:* Examples of methods to improve safety include access management, improved signalization, left-turn-only arrows, center left turn lanes, turn prohibitions, median islands, lighting, and other techniques. (Note: City insurance rates drop with improved safety.)

**GOAL T13: Protect the livability and safety of residential neighborhoods from the adverse impacts of motor vehicles.**

**Policy T13.1:** Work with residents to encourage preservation of neighborhood character and safety on residential streets.

Reducing speeds and cut-through traffic can protect the livability and safety of residential neighborhoods. The City should explore a program whereby neighborhoods can buy traffic calming devices. The City should involve the Valley Regional Fire Authority and the Pacific Police Department in the implementation of this policy.

## Maintenance

**GOAL T14: Assign a high priority to meeting the maintenance needs of the transportation system so that it is safe and functional.**

**Policy T14.1:** Develop a regular maintenance schedule for all components of the transportation infrastructure.

The City should base maintenance schedules on considerations for safety and resource conservation.

**Policy T14.2:** Encourage the maintenance and improvement of the street system when addressing the transportation and circulation concerns of the community.

**Policy T14.3:** Develop strategies necessary to improve public streets to meet applicable road standards.

## Land Use and Transportation

**GOAL T15: Ensure that transportation system improvements are compatible with adjacent land uses and will minimize potential conflicts.**

**Policy T15.1:** Consider a complementary roadway pattern to increase accessibility to higher use areas and minimize traffic impacts on residential areas.

**Policy T15.2:** Employ a functional roadway classification system and guidelines to:

- Control access to roads from adjacent developments;
- Route arterials and major collectors around residential neighborhoods;
- Prevent new residential areas from fronting on arterials;
- Incorporate transit, pedestrian, and bicycle access into major developments;
- Provide landscaping and noise buffers along major roadways;
- Provide facilities for bicyclists and pedestrians, and to access transit;
- Encourage changes to site plans to encourage pedestrian travel; and
- Improve pedestrian and vehicle circulation.

**Policy T15.3:** Increase the visual ambiance along the Ellingson and Stewart Road corridors.

**Policy T15.4:** Develop and encourage programs, such as “adopt-a-road,” to assist in keeping roadsides and trails free of litter.

## Non-Motorized

**GOAL T16: Provide clear and identifiable systems of walkways, sidewalks, and trails to develop an environment that will make the use of alternative transportation modes an attractive and viable option.**

**Policy T16.1:** Pacific shall investigate transportation routes and means for non-motorized transportation between neighborhoods and with neighboring cities.

**Policy T16.2:** Provide signals for pedestrians, and install mid-block crossings where appropriate.

**Policy T16.3:** Development in the Neighborhood Center should have non-motorized access and include characteristics such as limited setbacks, pedestrian-oriented streetscapes, and appropriate pedestrian crossings.

**Policy T16.4:** Provide a planned system of Linear Park Trails for pedestrians and bicyclists.

A Linear Park Trails System can serve both a recreational and a transportation function and enhance community character. This will be a system of “green streets” to connect parks, open space, recreation areas, transit, trails, schools, and shopping. To implement this policy, the City should preserve rights-of-way for future non-motorized trail connections and utilize utility easements for trails when feasible. The City can provide systems of walkways and trails through some of the following methods:

- Working with school districts to identify and construct high priority pedestrian and bicycle school routes.

- Requiring new commercial and multi-family developments to construct sidewalks or trails.

- Assisting neighborhoods in forming Local Improvement Districts (LIDs) for sidewalk or trail construction.

**Policy T16.5:** As general guidelines, give priority to improvements to the walkways and trails systems that:

- Increase public safety,
- Construct missing links in the existing bicycle and pedestrian system,
- Upgrade existing walkways and trails,
- Are along arterial streets, and
- Connect to key destinations.

Information on costs and benefits of improvements will be included in a walkway and trail plan to assist the City Council and Planning Commission in establishing funding priorities.

**Policy T16.6:** The City shall continue to support the expansion of the Interurban Trail as an integral part of the regional transportation system.

**Policy 16.7:** The City shall seek to accommodate bicycles in its management and design of the City street network.

**Policy 16.8:** The City shall encourage the inclusion of convenient and secure bicycle storage facilities in all large public and private developments.

## Financing

**GOAL T17: Secure funding to ensure an adequate roadway network that meets the City’s LOS policy**

**Policy T17.1:** Funding efforts shall include:

- Identifying and pursuing long-term strategies to obtain grant funding.
- Maximizing opportunities for grant awards by matching project objectives with revenue

sources and developing joint projects with neighboring jurisdictions and other agencies.

- Supporting efforts at the state and federal levels to increase funding for transportation systems.

**Policy T17.2:** Balance financing of roadway improvements between existing and future users based on the principle of proportional benefit.

Existing gas taxes and motor vehicle registration fees are not sufficient to meet the financial needs of Pacific’s transportation system. Other funding methods should be developed that are equitable and consistent with the benefits derived from improvements. Examples include, but are not limited to:

- Road Improvement Districts,
- LIDs,
- public/private partnerships,
- impact fees

The funding programs must be adequate to allow transportation improvements to be implemented concurrently with development. New development must pay a fair share of the cost to serve it.

**Policy T17.3:** Require that all road projects be adequately funded to include all required public safety and design standards.

**Policy T17.4:** Identify and pursue long-term strategies to obtain grant funding.

The City should maximize opportunities for grant awards by matching project objectives with revenue sources and developing joint projects with neighboring jurisdictions and other agencies.

**Policy T17.5:** Develop interlocal agreements with neighboring jurisdictions and other agencies to develop funding sources for transportation improvements.

The City should work with other agencies to mitigate the impacts of new development, coordinate joint projects, and establish a program for the maintenance of common corridors. The City can share transportation resources and reduce overlap in transportation expenditures through interlocal agreements.

**GOAL T18: Prioritize transportation expenditures.**

**Policy T18.1:** Prioritize transportation expenditures in the following manner within current municipal boundaries:

1. Correct known safety hazards in the road system and improve traffic operations through low cost improvements;
2. Maintain the existing transportation system to prevent deterioration of facilities and avoid the need for major reconstruction of roads and bridges;
3. Widen existing or construct new roadways to alleviate current capacity problems and to accommodate increases in traffic.

**Policy T18.2:** Use a standardized, well documented, and objective process to establish priorities for transportation expenditures within the City’s UGAs.

**Policy T18.3:** Allocate resources in the City TIP and City Capital Facilities Funding Plan according to the prioritization guidelines listed in the Capital Facilities element.

The City will implement this policy through its TIP and concurrency management program.

**GOAL T19: Respond to unanticipated circumstances and conditions that require modification of adopted plans or standards. These changes may be cultural, economic, environmental, or in another form that affects the transportation system.**

**Policy T19.1:** Annually update the TIP to reflect changes in revenue availability and roadway system needs.

**Policy T19.2:** Develop a concurrency management program and revise it as part of the annual amendment process for the Comprehensive Plan.

The intent of the concurrency management program is to ensure funding for transportation improvements needed to

support new development and maintain adopted transportation LOS.

**Policy T19.3:** In the event that the City is unable to fund the transportation capital improvements needed to maintain adopted transportation LOS standards, pursue one or more of the following actions:

- Phase development that is consistent with the Land Use element until resources can be identified to provide adequate improvements;
- Revise the Land Use element to reduce the traffic impacts to the degree necessary to meet adopted transportation service standards;
- Reevaluate the City's adopted transportation LOS standards to reflect levels that can be maintained, given known financial resources;
- Require new and existing development to implement measures to decrease congestion and enhance mobility; and/or
- Place a moratorium on development in affected areas.

**Policy T19.4:** Analyze and strongly consider the use of development impact mitigation fees.

**GOAL T20: Support a continuous, cooperative, and comprehensive regional transportation planning process**

**Policy T20.1:** Support the comprehensive transportation process conducted by the PSRC pursuant to its designation as the Puget Sound's Metropolitan Planning Organization.

The PSRC is the primary forum for the development of regional transportation and strategies. The City is required to submit this Transportation element to the PSRC for review and certification of conformity with the Metropolitan Transportation Plan, as dictated by county, state, and federal guidelines.

**Policy T20.2:** Aggressively pursue improvements to the State Highways that run in or near Pacific. The improvements can include:

- Capacity increases;
- HOV lanes or transit enhancements;
- Improved pedestrian facilities, such as sidewalks, pedestrian crossings, and bus zone improvements;
- Interconnected and computerized signal systems, set for specific speeds; or
- Street lighting.

**Policy T20.3:** Work with King and Pierce counties to make sure bottlenecks do not occur in Pacific.

### 3. TRANSPORTATION INVENTORY

This inventory addresses the transportation network located within the City, including those which are the responsibility of the Washington State Department of Transportation (State Route 167 in King or Pierce County).

#### Roadways

##### Roadway Classification

**Figure 1** depicts the functional classification of the arterial roadway system serving the study area. Identification of the roadway functions is the basis for planning roadway improvements and the appropriate standard (right-of-way width, roadway width, design speed) that would apply to each roadway facility. The following definitions serve as a general guide in determining street classifications.

**Principal Arterials** - Intercommunity roadways connecting primary community centers with major facilities. Principal arterials are generally intended to serve through traffic. It is desirable to limit direct access to abutting properties.

**Minor Arterials** - ~~Intracommunity~~ Intercommunity roadways connecting community centers with principal arterials. In general, minor arterials serve trips of moderate length. Access is partially controlled with infrequent access to abutting properties.

**Collector Arterials** - Streets connecting residential neighborhoods with smaller community centers and facilities as well as access to the minor and principal arterial system. Property access is generally a higher priority for collector arterials; through-traffic movements are served as a lower priority.

##### State-owned transportation facilities and highways of statewide significance

In 1998, the Washington State Legislature enacted the “Level of Service Bill” (House Bill 1487) which amended the Growth Management Act (GMA) to include additional detail regarding state-owned transportation facilities in the transportation element of comprehensive plans.

Within Pacific, State Route 167 (SR 167) has been designated as a Highway of Statewide Significance (HSS) in WSDOT’s Highway System Plan (HSP). SR 167 provides the major north-south regional connection between Renton and the City of Puyallup. It connects to Interstate 405 in Renton and to SR 18 in Auburn. Through Pacific, SR 167 is a full limited access four lane freeway with interchanges at Ellingson Avenue and Stewart Road. It is classified as an urban principal arterial.

##### Local Transportation System

The City of Pacific transportation network consists of one freeway, four major arterials, several minor arterials and local access streets. The major arterials form a square roughly at the east-west and north-south boundaries of the city. There are several features (the White River, two rail lines, and SR 167) that limit east-west travel in the vicinity. The following is a listing and brief description of the major roadways serving the City of Pacific:

SR 167 is a north-south limited access freeway that extends from the City of Tacoma to the City of Renton. The roadway (also called Valley Freeway) has two lanes in each direction separated by a center median. Interchange access is provided at Ellingson Road and Stewart Road. The posted speed limit is 60 mph.

Ellingson Road is an east-west major arterial that runs from West Valley highway to East Valley Highway. The roadway has two lanes in each direction with curbs and sidewalks along most of the roadway. Traffic signals are present at intersections with **Frontage Road**, Milwaukee Boulevard, Pacific Avenue, C Street and A Street/East Valley Highway (in the City of Auburn).

Stewart Road is an east-west major arterial that extends from West Valley Highway to Butte Avenue. The roadway is called 8<sup>th</sup> Street east of City of Pacific and Jovita Boulevard west of the city limit. The roadway has a one lane in each direction with a left-turn lane between West Valley Highway and SR 167. East of SR 167 the roadway has one lane in each direction with **left turn lanes being installed at Valentine Avenue intersection**. The intersections with West Valley Highway and Valentine Avenue are under traffic signal control.



West Valley Highway is a north-south major arterial that runs parallel to and just west of SR 167. The roadway has a single lane in each direction with minimal shoulders and a 40 mph speed limit. Much of the roadway has poor pavement condition.

Milwaukee Boulevard and Valentine Avenue are north-south minor arterials that, combined, provide a continuous connection from Ellingson Road to the south city limit. Milwaukee Boulevard has a single lane in each direction with full urban improvements from 3<sup>rd</sup> Avenue to the north.

Valentine Avenue is a narrow roadway with a single lane in each direction and minimal shoulders. North of Roy Road the roadway is signed for local access only. The roadway ends at 5<sup>th</sup> Avenue SE, offset approximately 500 feet from where Milwaukee Boulevard begins.

3<sup>rd</sup> Avenue South is a two lane roadway that extends east-west between Skinner Road and West Valley Highway. The roadway is designated a minor arterial between West Valley Highway and the Pacific City Park. The roadway is generally wide with urban improvements **between W. Valley & Pacific Avenue S-S**. The roadway is signed for local access only east of Frontage Road.

Pacific Avenue is a two-lane north-south minor arterial that extends from 4<sup>th</sup> Avenue SE, past Ellingson Road to 1<sup>st</sup> Avenue in Algona. The roadway is generally wide with urban improvements.

Frontage Road is a two-lane minor arterial that runs from 3<sup>rd</sup> Avenue SW, north into Algona. The roadway has urban improvements and on-street parking on both sides.

## Public Transportation

Transit is an important alternative to automobile travel for either regional or local trips. Transit is not only useful in reducing traffic volumes and pollution, but is often the only means of transportation available to some members of the community.

Pacific's greatest need is for mobility between towns and to urban areas. King County Metro provides local and regional bus service within

the City and to the north. Pierce Transit and Sound Transit also provide public transportation in the region. The City of Pacific is currently working with these agencies to enhance connections within the City limits to include possible consideration of a park and ride lot.

## Rail

At one time the railroad was a vital link in the City providing both passenger and freight service. The City does not currently have passenger service, and within Pacific there is no reliance on the railway for freight service from the BNSF and Union Pacific (UPRR) railroads. The BNSF main line is used by Amtrak for through passenger rail service, and also by Sound Transit, which has stations in the cities of Auburn and Sumner, but no stops are provided in Pacific.

## Non-motorized Facilities

The City's pedestrian and bicycle facilities include each of the three categories described in the Puget Sound Regional Council (PSRC) Pedestrian/Bicycle component of *Destination 2030*. These components include:

Category 1. Pedestrian and bicycle "travel chain" facilities which connect people to transit, ferry, and rail terminal from their origin to their destination.

Category 2. Linear "long haul" pedestrian/bicycle facilities which connect parts of the region. These facilities can be further grouped into on-road facilities and separated pedestrian/bicycle rights-of-way or trails.

Category 3. Local "network" pedestrian and bicycle facilities in or near centers. These facilities have the potential for eliminating some short vehicle trips, which can benefit air quality and reduce congestion in some instances.

"Travel chain" facilities include sidewalks and shoulders on residential streets, used by pedestrians to reach the arterial streets served by bus routes. "Long haul facilities" include the sidewalks and shoulders of arterial streets, and the Interurban Trail, with its separate right-of-

way and Trailhead at 3<sup>rd</sup> Avenue S.W., near SR167.

Continuity in pedestrian and bicycle access within the City provides for increased safety, comfort and ease for residents and recreational users. The City is striving to create a fully integrated system for these modes of transportation, yet recognizes the need to prioritize locations where it expects heavy use, such as routes connecting residential areas to recreational facilities and schools.

Regional pedestrian and bicycle traffic may use street-related facilities such as sidewalks, shoulders, and travel lanes or the Interurban Trail, which follows the Puget Power right-of-way to the north. The Trail's current southern terminus is in Pacific. Northbound pedestrian and bicycle traffic can reach Seattle from Pacific along the Interurban Trail.

## Freight Mobility

Truck traffic is vital to Pacific's industrial and commercial growth, as it is the mode used for transportation between most of these enterprises and their suppliers and customers. Truck traffic comprises a significant percentage of the total traffic on SR 167, on Ellingson Road, **W. Valley HWY**, Stewart Road, and on Valentine Avenue.

Gravel pits on East Hill, outside Pacific, generate considerable through truck traffic. Up to 100 one-way dump tandem or center dump truck trips per hour have been counted on Ellingson Road during gravel pit operations. The warehouse/industrial area of the City of Sumner generates heavy impacts on Valentine Avenue and Stewart Road on movements to and from SR 167. The heavy truck traffic is significant not only because of its impact on traffic flow but because of the structural impact on Pacific's street system.

## 4. EXISTING CONDITIONS

### Level of Service

The Level of Service (LOS) calculation is the means by which the operation of road systems is measured to assure that adequate facilities are present or planned and funded to

accommodate development. Level of Service is a qualitative term describing operating conditions a driver will experience while traveling on a particular street or highway during a specific time interval. It ranges from LOS A (very little delay) to F (long delays, congestion). Agencies are required to adopt regulations prohibiting any development which would cause a facility to drop below identified standards.

Within the City of Pacific, Level of Service D has been established as the minimum acceptable standard for roadways and intersections.

### Concurrency

For this plan, only roadway segments were analyzed for concurrency. The City requires development to analyze impacts to specific intersections at the time a development is approved. The City maintains a list of critical intersections to the local transportation network. Any developments proposing more than 25 new trips through any of these intersections will be required to prepare a Traffic Impact Analysis that identifies any deficiencies resulting from the development, and a plan for mitigating the deficiency.

Roadways that are failing are likely to include intersections that are failing as well. Additional detailed study should be done on roadways that indicate a capacity failure in order to determine the most appropriate form of improvement, including turn lanes and other intersection improvements.

### Roadway Capacity Analysis

The current operation of the City of Pacific roadway network has been assessed using a 'link capacity' analysis. Each roadway in the city has a theoretical maximum vehicle carrying capacity for a given time frame. The functional classification, number of lanes, presence of traffic signals or turn-lanes are examples of features that affect the volume of traffic a particular roadway segment can handle.

For this study, the evening peak hour directional volumes were used as the basis for the LOS assessment. The 'base year' link volumes for a representative sample of roadway segments were provided by the City of Pacific and the City

of Auburn. The counts were mostly conducted in late 2003 and early 2004. The traffic counts on Stewart Road were collected in 1999.

The Level of Service criteria used in this analysis are based on Federal Highway Administration methodologies described in the Highway Capacity Manual. The 1998 Florida Department of Transportation (FDOT) Level of Service Handbook has provided tables of generalized roadway level of service criteria

using the methodologies outlined in the Highway Capacity Manual. The generalized tables are used as a first screening process to determine which facilities may be experiencing capacity constraint.

More specific roadway or intersection analysis may be required before prioritizing or designing potential roadway improvements. The level of service tables used [are](#) shown on Table 1.

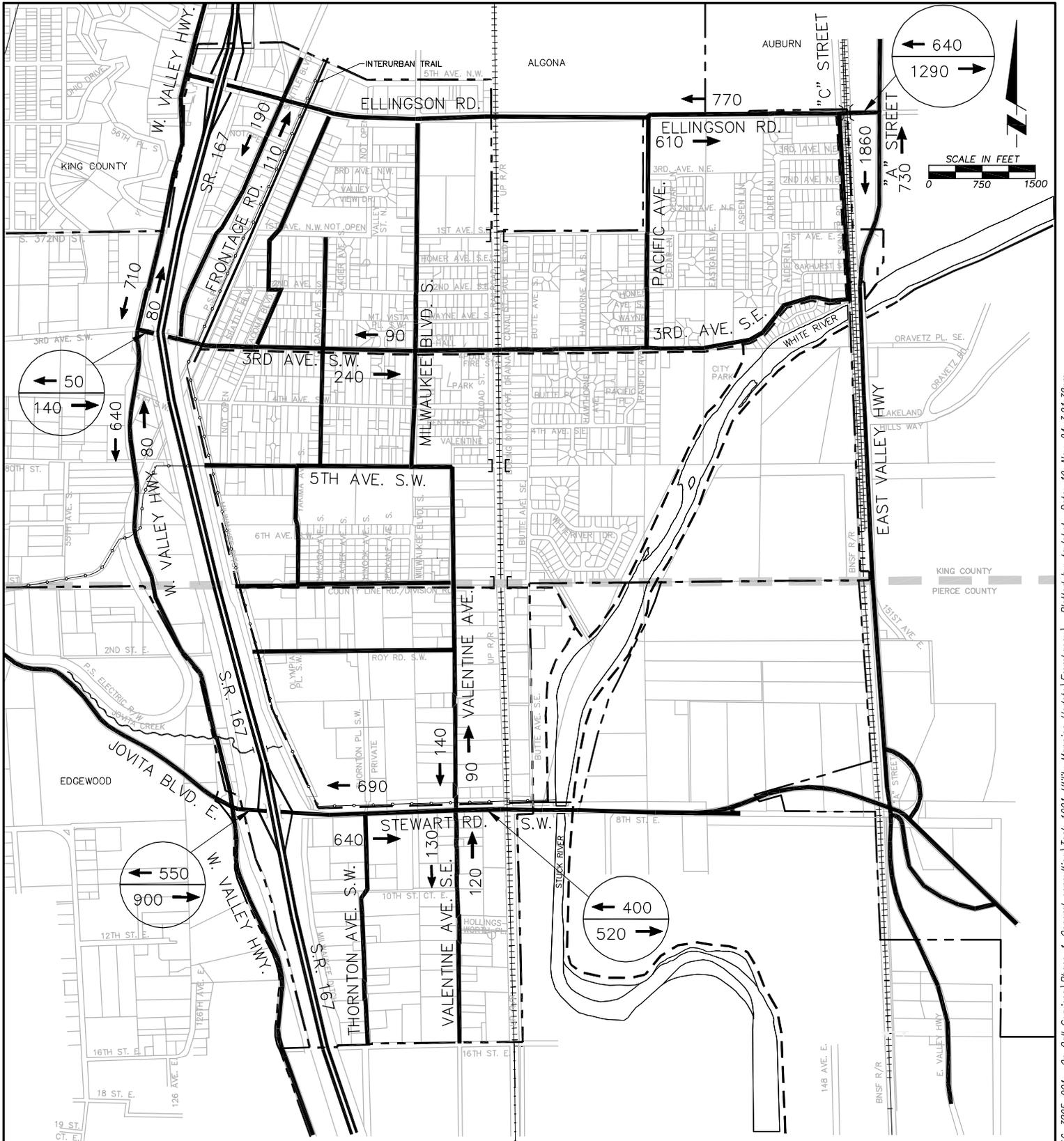
<b>Table 1 Generalized Level of Service Criteria Peak Hour Directional Volumes</b>				
Interrupted Flow Arterials - Class I (0 to 1.99 traffic signals per mile)				
	Maximum Traffic Volume at Level of Service			
Number of Lanes	B	C	D	E*
Two, Undivided without left-turn lanes	460	660	700	700
Two, Undivided with left-turn lanes	570	820	880	880
Four, Undivided without left-turn lanes	930	1,310	1,390	1,390
Four, Undivided with left-turn lanes	1,180	1,660	1,760	1,760
Major City/County Roadways				
	Maximum Traffic Volume at Level of Service			
Number of Lanes	B*	C	D	E
Two, Undivided without left-turn lanes	N/A	350	610	660
Two, Undivided with left-turn lanes	N/A	440	760	830
* Volumes are comparable because intersection capacities have been reached.				
** Cannot be achieved.				

**Figure 2** on the following page illustrates the City of Pacific’s existing roadway network and PM peak hour traffic volumes for major roadway segments. Traffic volume data was taken from several sources, including the City of Auburn,

City of Sumner, and several development proposals.

The following table provides a summary of the current Levels of Service.

<b>Table 2 Existing Roadway Level of Service (LOS)</b>				
<b>Roadway Segment</b>	<b>Current PM Peak Hour Directional Volume</b>		<b>Roadway Capacity at LOS D</b>	<b>Level of Service (Peak Direction)</b>
	<b>EB (Eastbound)</b>	<b>WB (Westbound)</b>		
Ellingson Road – East of C Street	1287	644	1,390	C
Ellingson Road – West of C Street	614	771	1,390	B
3rd Avenue S. - West of Milwaukee Blvd	238	91	610	C
3rd Avenue S. - East of West Valley Hwy	135	49	610	C
Stewart Road (8 <sup>th</sup> Street) - East of Valentine Avenue	519	398	700	D
Stewart Road (8 <sup>th</sup> Street)- West of Valentine Avenue	641	691	700	D
Stewart Road (8 <sup>th</sup> Street) - West of SR 167	898	545	880	F
<b>Roadway Segment</b>	<b>NB</b>	<b>SB</b>		
Frontage Road – South of Ellingson Road	108	186	610	C
W Valley Hwy North of 3rd Avenue S.	78	709	700	F
W Valley Hwy South of 3rd Avenue S.	78	636	700	D
Valentine Avenue - North of Stewart Road	91	138	610	C
Valentine Avenue - South of Stewart Road	123	132	610	C



**LEGEND**

XX → DIRECTIONAL PM PEAK HOUR VOLUME



**CITY OF PACIFIC**  
 100 3rd Avenue S.E.  
 Pacific, WA 98047  
 Ph: (253) 929-1110  
 Fax: (253) 887-9910

**EXISTING 2004  
 TRAFFIC VOLUMES**

**FIGURE  
 2**

## Existing Traffic Operations

Based on the described criteria, most roadways in the City of Pacific have sufficient capacity for current transportation needs. The following roadways which have potential capacity problems identified are listed and described below.

### Stewart Road (8<sup>th</sup> Street) between Valentine Avenue and West Valley Highway

Stewart Road (8<sup>th</sup> Street) provides a major connection to SR 167 for the industrial areas of the south end of the City of Pacific and the north end of the City of Sumner. Currently, Stewart Road has a single lane in each direction with left-turn lanes between West Valley Highway and the northbound ramps to SR 167. Between SR 167 and Valentine Road the roadway has single lanes in each direction ~~with left~~ with left-turn lanes at Valentine Avenue. Stewart Road near SR 167 is experiencing a traffic demand slightly above capacity, and east of SR 167 the roadway is near capacity.

Roadway projects are planned in the area that will improve the operation of Stewart Road within the City of Pacific. The current Pierce County Transportation Improvement Program identifies a project (jointly with the City of Pacific and WSDOT) to widen Stewart Road (8<sup>th</sup> Street) to five lanes from West Valley Highway to East Valley Highway.

### West Valley Highway between Stewart Road and Ellingson Road

This roadway provides one lane in each direction with no left-turn lanes at intersections. Based on the existing traffic demand the roadway is currently operating at a LOS F condition. The operation of the roadway would be improved by providing left-turn channelization on West Valley Highway at major intersections.

### Intersection Improvements

**Table 2**, Existing Roadway LOS, indicates the general ability of the existing roadway network to handle current traffic loads. However, specific factors could cause localized difficulties at certain intersections or on short sections of roadway. Some of these factors could include

the lack of turning lanes, and high levels of truck traffic.

If an isolated stop sign-controlled intersection experiences excessive delay or congestion, it may be appropriate to construct turn lanes or to improve the traffic control. Traffic control improvements could include implementing all-way stop control or constructing a traffic signal system. These types of isolated improvements are based on site-specific need and are not measures of the overall function of the transportation system. The implementation of intersection improvements is typically addressed in the 6-year planning efforts by the city and in Traffic Impact Analyses prepared for larger developments.

### Other Improvements

In addition to intersection improvements, there are other measures that can be considered to improve the overall safety of City roadways. Potential safety measures may include:

- Widening the existing travel lanes
- Improving horizontal and vertical curves
- Constructing or widening shoulders
- Removing obstructions to improve sight distances
- Road surface maintenance
- Constructing turn lanes at intersections
- Constructing sidewalks or bike lanes
- Adding street lighting

### Demand Management and Trip Reduction Strategies

In addition to capacity and safety enhancements to the existing system, the City also encourages managing demand on its facilities. This includes provision of non-motorized facilities such as bike and pedestrian paths and sidewalks, trail networks, and connections between modes such as auto and transit. The City would like to include better access to transit through increased bus service, and by providing a park and ride lot to connect with regional and local routes served by King County Metro, Sound Transit, and Pierce Transit.

## 5. PLANNED IMPROVEMENTS

### WSDOT

The Highway Construction Capital Improvement & Preservation Program lists the following projects that will affect the study area:

#### SR167

##### *Corridor Study – Pacific to Renton*

This project will complete the environmental process for the SR 167 corridor between South Renton and Puyallup. The study will determine how the existing projects at the north and south ends of SR 167 should tie together most effectively.

#### SR167

##### *HOT Lane Conversion Study*

WSDOT is also proposing converting the HOV lanes on SR 167 between Renton and Auburn to HOT lanes as a pilot project to test the benefits of implementing HOT lanes. HOT (High Occupancy Toll) lanes are lanes that are open to carpools, vanpools, transit and toll-paying solo drivers. In addition to preserving priority status for transit, HOT lanes allow solo drivers to use the surplus capacity in the lanes by paying a toll. Tolls for HOT lanes are set to ensure that these lanes keep flowing even when the regular lanes are congested.

### City of Sumner

#### 136<sup>th</sup> Widening Project

In the City of Sumner, the 136<sup>th</sup> Street/Valentine Ave. S project is proposed to be constructed in partnership with the City of Pacific.

#### White River/Golf Course Trail

This project connects the sidewalk/bicycle lanes improvements along 8th Street to the new trail systems adjacent to the White River that ultimately connect with the Foothills trails.

#### 24<sup>th</sup> Street E Underpass of UPRR

Construct a ~~railroad~~ under ~~railroad~~ under crossing to improve freight mobility.

### Pierce County

The prioritization process for transportation projects in unincorporated Pierce County is implemented through **their** Six-Year Transportation Improvement Program. **Some projects are** summarized below.

BR #1204-A/8th Street East: This project will widen the bridge over White/Stuck River and is a joint project with the City of Sumner. It is **not known when it will be completed.**

BR #1204-B/8th Street East: This project will construct **an at grade crossing** of the UPRR tracks and is a joint project with the City of Pacific. It is **not known when the project will be completed.**

8th Street East (Stewart Road): This a joint project with City of Sumner to widen and reconstruct the roadway to provide additional lane(s) from BR #1204-A to **E. Valley HWY.**

8th Street East (Stewart Road): This is a joint project with the City of Pacific to widen and reconstruct the roadway to provide additional lane(s) from SR-167 NB on-ramp to BR #1204B. It is **not known when this project will be completed.**

### City of Auburn

#### East Valley Highway

Since the de-annexation of land east of the BNSF Railroad to Auburn in 2003, only a small portion of East Valley Highway runs through the City of Pacific. However, East Valley Highway remains an important gateway to Pacific.

#### A Street/E Valley

Upgrade ~~of 4~~ of 4 intersections

### City of Pacific 6-Year TIP

The City of Pacific has transportation projects in various stages of development. These projects can be viewed within the current year Transportation Improvement Plan.

### Planned Improvements and the Future Network

These improvements are included in the roadway networks for the future conditions analysis for 2010 and 2025 in the following sections.

## 6. FUTURE CONDITIONS

### Traffic Volume Projections

To assess the future transportation needs of the City of Pacific, and the ability of the existing roadway network to accommodate planned growth, traffic volumes were estimated for the 2010 and 2025 horizon years. The traffic volume projections were prepared using the Pierce County model with Sumner and Bonney Lake enhancements. The transportation model was created using a computerized transportation network model program.

#### *Forecasting Methodology*

The City of Pacific study area was modeled using the Emme/2 software package. Existing land use and demographic information was provided by the City of Pacific, adjacent communities and Pierce County.

The modeling process developed for this study involved four major steps:

- Construction of a computerized street network system of the Pierce County transportation system
- Developing a computerized land use zone system and database inventory of households and employment
- Preparing base year model traffic volumes using trip generation factors and land use types to calibrate the model to current conditions
- Developing future traffic volumes using projected land use changes

#### *Model Post-Process Calibration*

The transportation model has been calibrated to a high degree of accuracy for the system-wide roadway network. However, the accuracy of model volumes for particular roadway segments may vary based on a variety of factors. To account for the occurrence of local variation, a 'post-process' calibration was applied to the model-generated traffic volumes.

The post-process calibration involved calculating the difference between the model-generated volumes for the 2000 base-year and for the

2020 horizon year. This difference is considered the model volume growth increment. The model volume growth increment was then added to the actual traffic volume counts for each roadway segment. Similarly, the 2010 traffic volume scenario was calculated by applying a percentage of the model growth increment to the actual traffic counts.

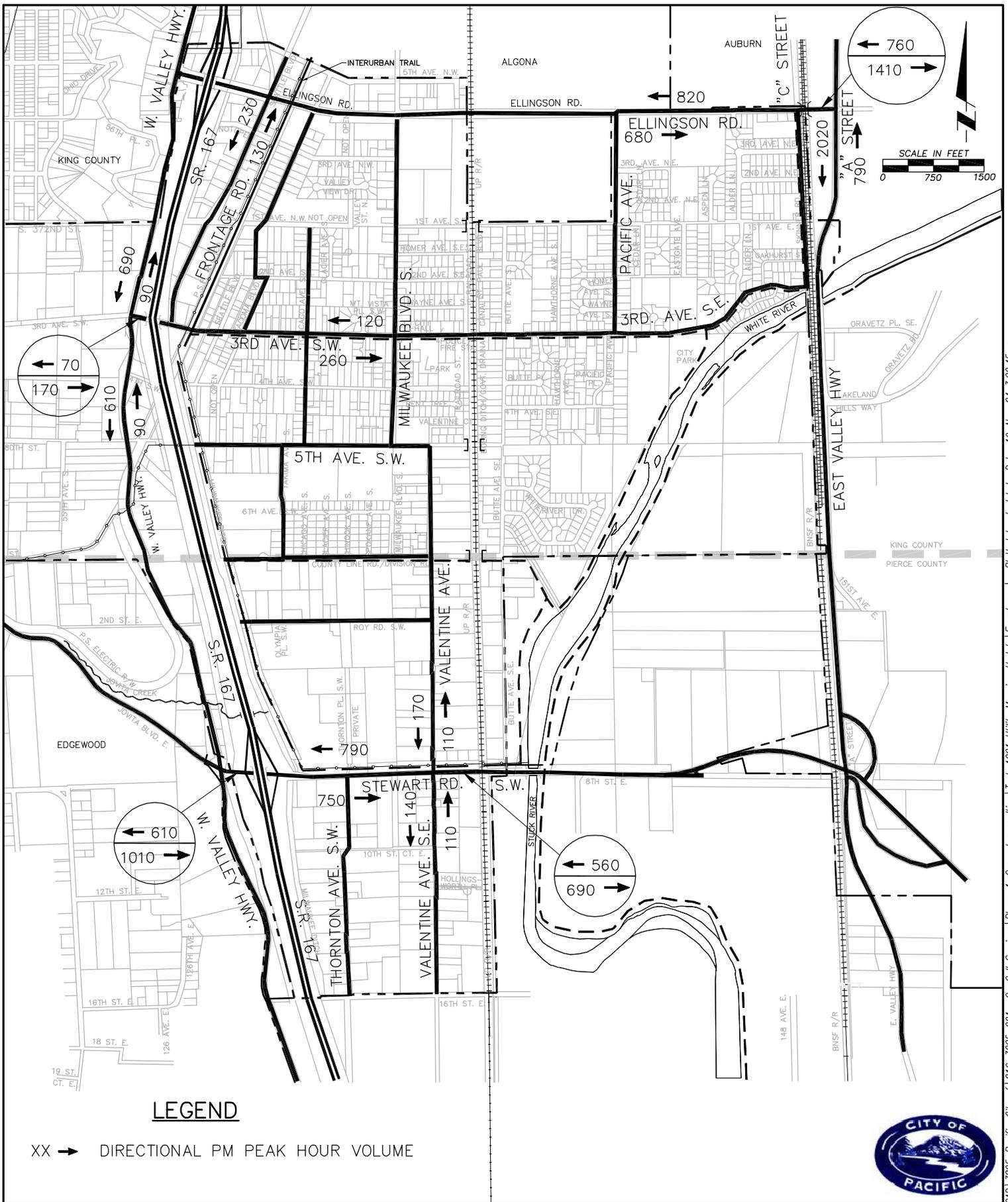
For roadways not represented in the Pierce County model, the model growth increment was not available. For those roadways model growth rates were calculated for nearby roadways in the model network and then applied to the individual roadways in the City of Pacific study area.

### Future Conditions (6 Year)

The City of Pacific annually develops a Transportation Improvement Program (TIP) to address roadway deficiencies. As described previously, the deficiencies can be capacity or safety related. Most of the improvements included in the 6-year TIP are intended to address safety-related deficiencies or pavement restoration. Each annual update is hereby adopted by reference in the transportation element of the county Comprehensive Plan and is available through the Public Works Department.

### 6-Year Horizon Traffic Volumes

**Figure 3** shows estimated traffic volumes for the 2010 horizon.



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PROJECTED 2010  
 TRAFFIC VOLUMES



FIGURE

3

The following table shows the estimated traffic volumes and Level of Service for the 2010 horizon year. The capacity value for the Stewart Road (8<sup>th</sup> Street) corridor reflects the planned roadway widening project.

<b>Table 3 Projected 2010 Roadway Level of Service (LOS)</b>				
	<b>Projected 2010 PM Peak Hour Directional Volume</b>		<b>Roadway Capacity at LOS D</b>	<b>Level of Service (Peak Direction)</b>
	<b>EB</b>	<b>WB</b>		
<b>Roadway Segment</b>				
Ellingson Road – West of C Street	676	822	1,390	B
3rd Avenue - West of Milwaukee Blvd	264	119	610	C
3rd Avenue - East of West Valley Hwy	167	72	610	C
Stewart Road (8 <sup>th</sup> Street) East of Valentine Avenue	685	561	1,760	B
Stewart Road (8 <sup>th</sup> Street) - West of Valentine Avenue	747	789	1,760	B
Stewart Road - West of SR 167	1006	610	1,760	B
<b>Roadway Segment</b>	<b>NB</b>	<b>SB</b>		
Frontage Road – South of Ellingson Road	134	231	610	C
W Valley Hwy North of 3rd Avenue	92	687	700	D
W Valley Hwy South of 3rd Avenue	87	611	700	C
Valentine Avenue - North of Stewart Road	110	167	610	C
Valentine Avenue - South of Stewart Road	111	136	610	C

**Projected 2010 Traffic Operations**

Based on the described criteria, most roadways in the City of Pacific will have sufficient capacity to accommodate the increase in traffic anticipated over the next six years.

*Recommended Improvements - Roadway Capacity*

Ellingson Road Corridor Study

The City should consider analyzing the Ellingson Road corridor for possible access control and left turn access measures. It is possible that the road could be re-striped as a 3-lane roadway with a center left turn lane. This would improve access into adjacent industrial and commercial properties and increase the efficiency of through traffic. Additional study is required before making any specific improvements.

West Valley Highway Corridor Study

The City should consider analyzing the West Valley Road corridor. Although traffic forecasts predict a slight reduction in volumes on the roadway, possibly due to the addition of the 167/24<sup>th</sup> interchange, further analysis is required to determine the accuracy of the model forecast and consider potential access control and left-turn provisions.

*Intersection Improvements*

While the roadways within the City appear to be adequate in terms of capacity, it is possible that intersections along some of those roadways may experience failure. Additional intersection analysis will be done as development proposals are submitted.

**Safety and Maintenance**

Although most of the current roadway system has adequate capacity, the city will continue to upgrade roadways to improve various safety

elements. Roadway improvements may also be constructed to improve access to appropriately zoned lands to encourage economic development.

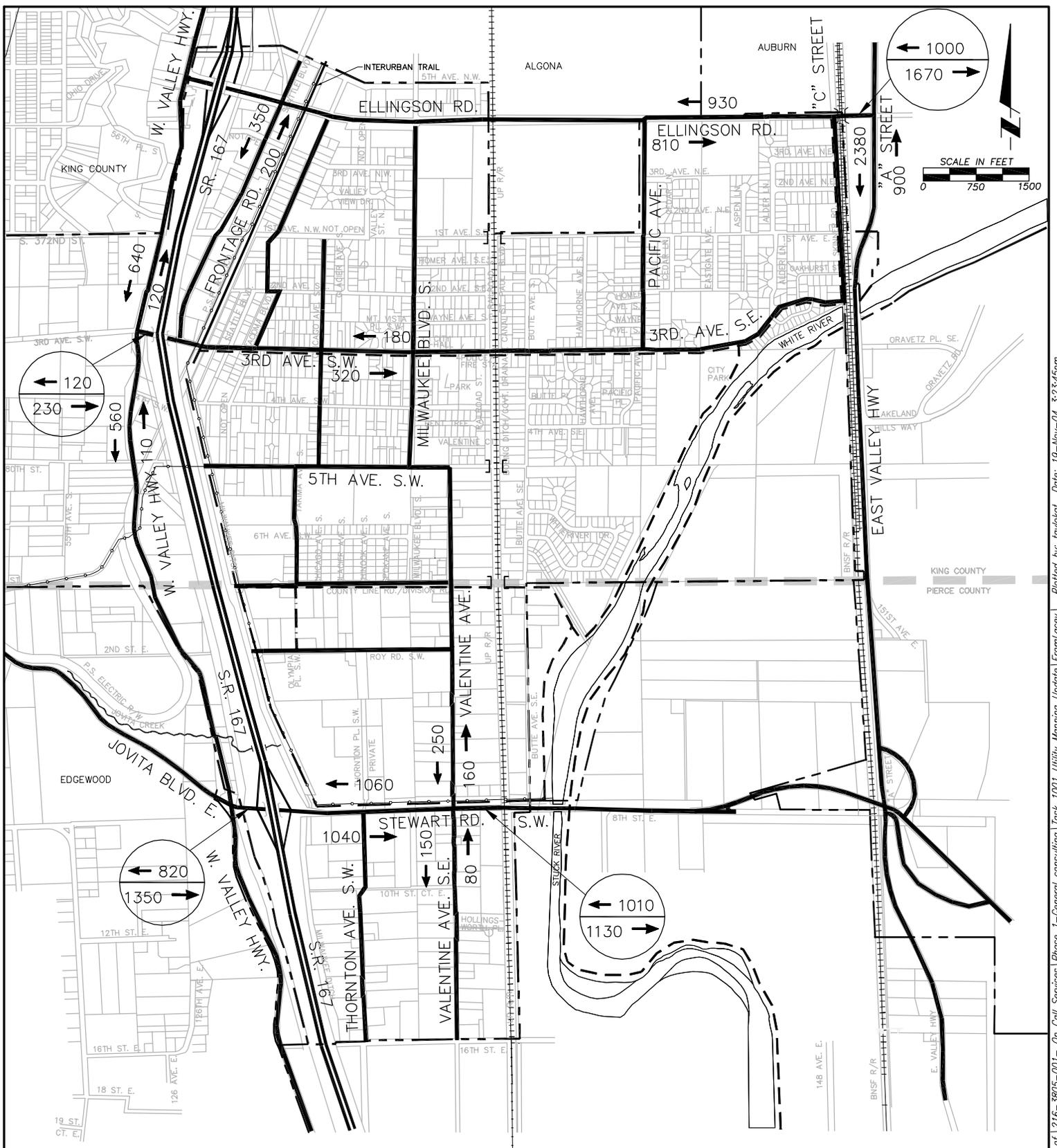
<b>Table 4 Projected 2025 Roadway Level of Service (LOS)</b>				
	<b>Projected 2025 PM Peak Hour Directional Volume</b>		<b>Roadway Capacity at LOS D</b>	<b>Level of Service (Peak Direction)</b>
	<b>EB</b>	<b>WB</b>		
<b>Roadway Segment</b>	<b>EB</b>	<b>WB</b>		
Ellingson Road – West of C Street	809	932	1,390	C
3rd Avenue - West of Milwaukee Blvd	319	180	610	C
3rd Avenue - East of West Valley Hwy	234	121	610	C
Stewart Road (8 <sup>th</sup> Street) East of Valentine Avenue	1134	1005	1,760	B
Stewart Road (8 <sup>th</sup> Street) - West of Valentine Avenue	1035	1056	1,760	B
Stewart Road (8 <sup>th</sup> Street) - West of SR 167	1347	818	1,760	D
<b>Roadway Segment</b>	<b>NB</b>	<b>SB</b>		
Frontage Road – South of Ellingson Road	203	350	610	D
W Valley Hwy North of 3rd Avenue	123	640	700	C
W Valley Hwy South of 3rd Avenue	108	558	700	C
Valentine Avenue - North of Stewart Road	161	245	610	C
Valentine Avenue - South of Stewart Road	80	146	610	C

**Future Conditions (2025)**

**Traffic Volume Projections**

Traffic volume projections for 2025 were created in the same manner as those for 2010, applying a growth increment factor to each roadway.

**Figure 4** illustrates the 2025 project traffic volumes. **Table 4** summarizes traffic volumes and projected LOS for 2025.



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PROJECTED 2025  
 TRAFFIC VOLUMES

FIGURE

4



### **Projected 2025 Traffic Operations**

As **Table 4** indicates, most of the existing roadways will continue to function at an acceptable LOS through the 2025 horizon.

There are no additional recommended improvements beyond those identified in 2010. However, the City should continue to monitor impacts to specific critical intersections.

### **Site-Specific Traffic Impact Analyses**

There are currently several proposals for development projects within the City. If these occur, potentially a large amount of residential and commercial infill planned for the city could occur within a concentrated area. Therefore, the City is establishing a Traffic Impact Analysis process to ensure consistency in identifying and analyzing impacts.

All large developments are required to prepare a Traffic Impact Analysis (TIA) of the projected traffic conditions expected at the completion of the proposed development. The TIA would identify if additional roadway improvements are needed to accommodate the new traffic generated by the specific development. The TIA for each successive development in a localized area would be required to include the estimated traffic from all of the other planned developments that were currently in the permitting process.

If the cumulative effect of development causes specific roadways or intersections to operate at less than acceptable standards, roadway improvements would need to be funded or constructed by the developer that would improve the operation of the roadway network to an acceptable level.

Developments proposed within the area will be responsible for providing more detailed analysis of intersections and roadways impacted by the development. The following is a list of intersections that are considered critical locations to the overall function of the City of Pacific roadway network:

### **Critical Intersections**

#### Ellingson Road Corridor

- Ellingson Road/West Valley Highway
- Ellingson Road/State Route 167 Southbound Ramp Terminals
- Ellingson Road/State Route 167 Northbound Ramp Terminals
- Ellingson Road/Frontage Road
- Ellingson Road/Tacoma Boulevard
- Ellingson Road/Milwaukee Boulevard
- Ellingson Road/Pacific Avenue
- Ellingson Road/C Street

#### 3<sup>rd</sup> Avenue Corridor

- 3<sup>rd</sup> Avenue/West Valley Highway
- 3<sup>rd</sup> Avenue/Frontage Road
- 3<sup>rd</sup> Avenue/Chicago Boulevard
- 3<sup>rd</sup> Avenue/Milwaukee Boulevard
- 3<sup>rd</sup> Avenue/Butte Avenue
- 3<sup>rd</sup> Avenue/Pacific Avenue

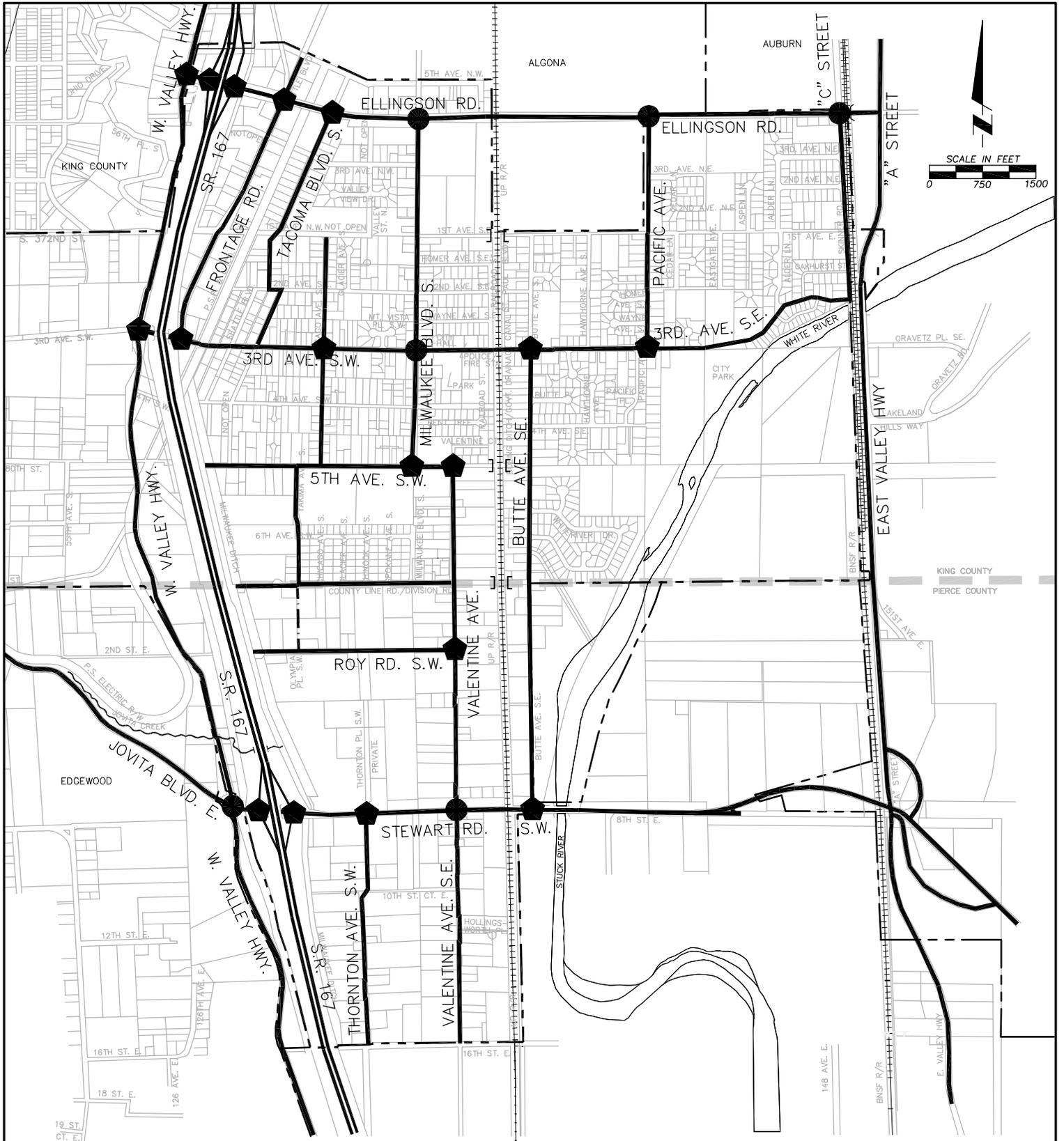
#### Valentine Avenue Corridor

- Valentine Avenue/5<sup>th</sup> Avenue SE
- Valentine Avenue/Stewart Road

#### Stewart Road Corridor

- Stewart Road/West Valley Highway
- Stewart Road/State Route 167 Southbound Ramp Terminals
- Stewart Road/State Route 167 Northbound Ramp Terminals
- Stewart Road/Thornton Avenue
- Stewart Road/Valentine Avenue

**Figure 5** shows the critical intersections.



**LEGEND**

- = SIGNALIZED INTERSECTIONS
- ◼ = OTHER INTERSECTIONS



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**CRITICAL INTERSECTIONS**

**FIGURE**

**5**

Traffic Impact Analyses prepared for new developments would be required to provide analysis of any critical intersection impacted by 25 or more new PM peak hour trips. Analysis of additional intersections could be required at the discretion of City of Pacific staff.

**Truck Traffic and Circulation**

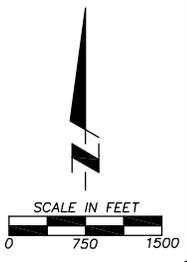
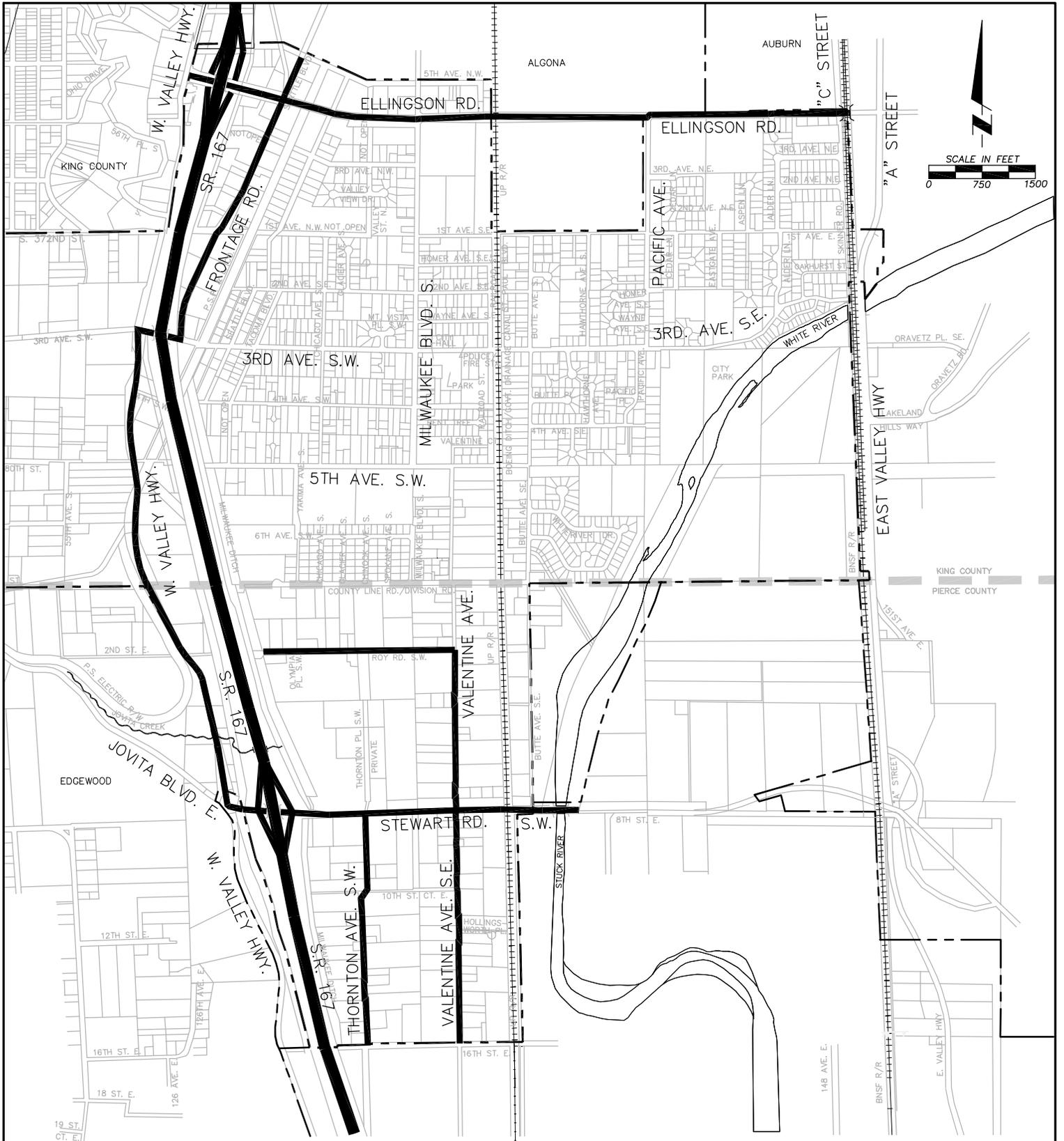
The City of Pacific has a successful and growing industrial land base. Consistent with the industrial land-use is elevated levels of truck traffic. Current strategies are in place to provide distinct truck routes to minimize the conflict with residential and non-industrial commute traffic. The recommended truck primary routes are shown on **Figure 6**. Traffic Impact Analyses prepared for

commercial/industrial developments will be required to identify the amount of truck traffic that will be generated by the project during the morning and evening peak hours and average weekday.

For purposes of this analysis ‘truck’ is defined as any vehicle with a gross vehicle weight rating over 10,000 pounds and would include most combination and multiple-axle vehicles. The following levels of truck traffic would be deemed a significant increase according to the following guidelines.

The developer would be required to include with the Traffic Impact Analysis a pavement analysis for each roadway receiving an increase in truck traffic in excess of the limits defined above to determine if the roadway can accommodate the increase in truck loading.

<b>Table 5 Significant Truck Traffic Levels For New Developments</b>	
	Average Daily Volume
Designated Truck Routes	100
All other Streets	10



**LEGEND**

— = RECOMMENDED TRUCK ROUTES



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**DESIGNATED  
 TRUCK ROUTES**

**FIGURE**

**6**

## 7. HB 1487 COMPLIANCE (STATE FACILITIES)

The 1998 legislation House Bill 1487 known as the “Level of Service” Bill, amended the Growth Management Act; Priority Programming for Highways; Statewide Transportation Planning, and Regional Planning Organizations. The combined amendments to these RCWs were provided to enhance the identification of, and coordinated planning for, “transportation facilities and services of statewide significance (TFSS)” HB 1487 recognizes the importance of these transportation facilities from a state planning and programming perspective. It requires that local jurisdictions reflect these facilities and services within their comprehensive plan.

### **State-Owned Transportation Facilities**

SR 167 provides the major link between the City of Pacific and the region. This limited access divided highway has interchanges at Ellingson Road and Stewart Road to connect the city with the State highway system. It is the only state facility within the City limits.

### **Estimates Of Traffic**

**Figure 7** provides 20-year traffic volumes for SR-167. The volumes were generated by the Puget Sound Regional Council (PSRC) model, which includes land use assumptions for 2025 for the City of Pacific.

### **Highways of statewide significance (HSS)**

The Transportation Commission List of Highways of Statewide Significance includes SR 167 as an HSS within the City of Pacific and its growth area.

The City of Pacific affirms the establishment of LOS D as adopted by WSDOT for Highways of Statewide Significance.

### **Regionally Significant State Highways**

In October 2003, the Puget Sound Regional Council Executive Board adopted level of service standards for regionally significant state highways in the central Puget Sound region. Regionally significant state highways are state transportation facilities that are not designated as being of statewide significance. The Regional Council took this action to comply with 1998 amendments (HB 1487) to the Growth Management Act.

Adoption of LOS standards for regionally significant state highways followed a year-long process involving WSDOT and the region's cities and counties. As part of the next major update to Destination 2030, the Regional Council will develop additional performance measures, such as travel time, transit service levels, pedestrian, bicycle, \_\_\_\_\_ etc.

## Level of Service Standards

The PSRC 3-tiered approach to LOS is described below and illustrated in the attached PSRC map.

### *Tier 1*

For this process, the "inner" urban area is generally defined as a 3-mile buffer around the most heavily traveled freeways (I-5, I-405, SR 167, SR 520, and I-90), plus all designated urban centers (most are located in the freeway buffer already). The proposed standard for Tier 1 routes is LOS E/mitigated, meaning that congestion should be mitigated (such as transit) when p.m. peak hour LOS falls below LOS E.

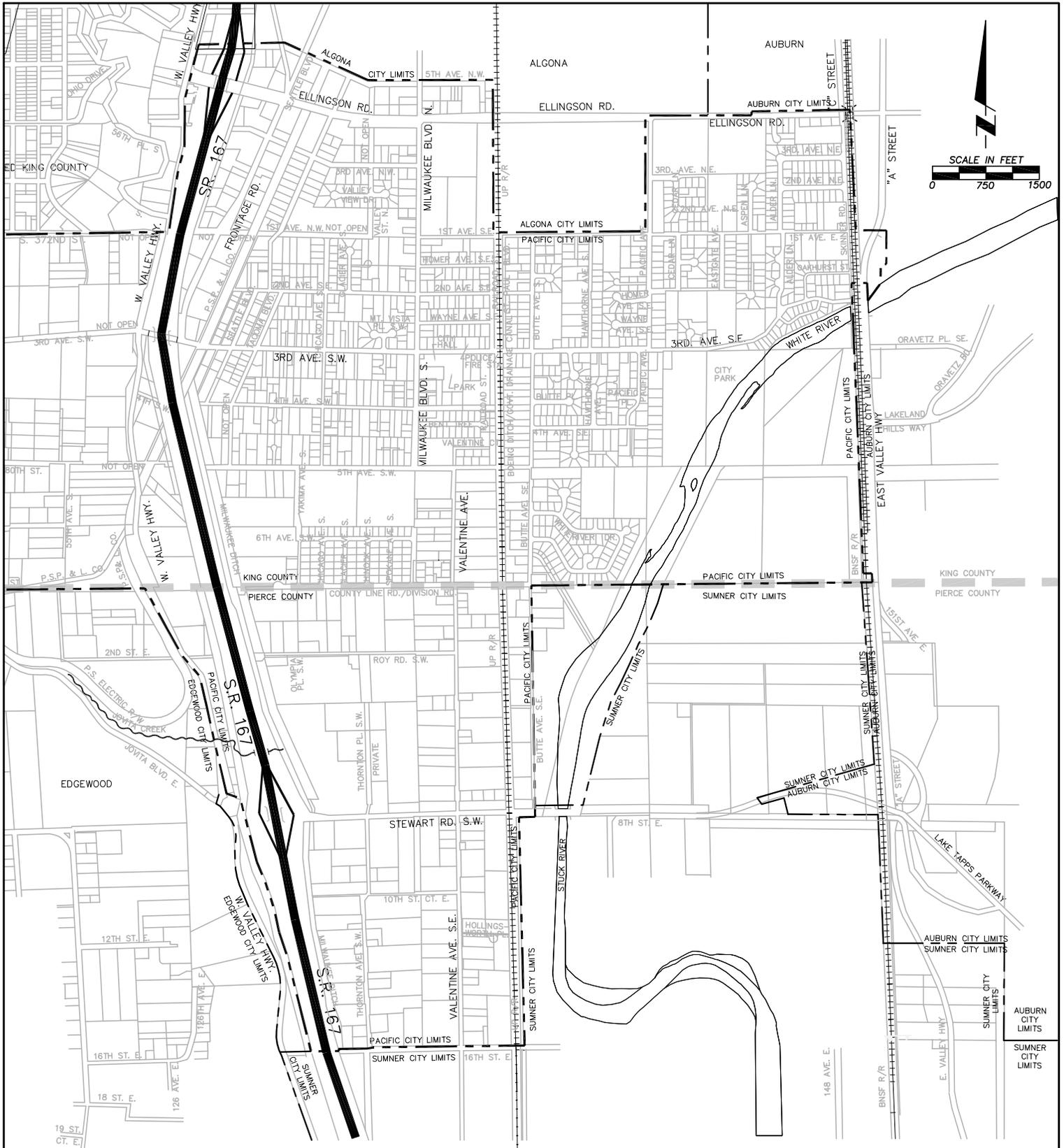
### *Tier 2*

These routes serve the "outer" urban area - those outside the 3-mile buffer - and connect the "main" urban growth area (UGA) to the first set of "satellite" UGA's (e.g., SR 410 to Enumclaw). These urban and rural areas are generally farther from transit alternatives, have fewer alternative roadway routes, and locally adopted LOS standards in these areas are generally LOS D or better. The proposed standard for Tier 2 routes is LOS D.

### *Tier 3*

Rural routes are regionally significant state routes in rural areas that are not in Tier 2. The proposed standard for rural routes is LOS C, consistent with the rural standard in effect for those routes once they leave the four counties in the PSRC region, such as SR 530 entering Skagit County.

The City of Pacific asserts that proposed improvements to state-owned facilities will be consistent with the Regional Transportation Plan (RTP) and the State Highway System Plan within Washington's Transportation Plan (WTP).



**LEGEND**

**—** = HIGHWAY OF STATEWIDE SIGNIFICANCE (HSS)



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**HIGHWAYS OF STATEWIDE SIGNIFICANCE**

**FIGURE**

**7**

## 8. FINANCING AND IMPLEMENTATION

The State of Washington’s Growth Management Act (GMA) requires that a jurisdiction’s transportation plan contain a funding analysis of the transportation projects it recommends. The analysis should cover funding needs, funding resources, and it should include a multi-year financing plan. The purpose of this requirement is to insure that each jurisdiction’s transportation plan is affordable and achievable. If a funding analysis reveals that a plan is not affordable or achievable, the plan must discuss how additional funds will be raised, or how land use assumptions will be reassessed.

### Federal Revenue Sources

The 1991 federal Intermodal Surface Transportation Efficiency Act (ISTEA) reshaped transportation funding by integrating what had been a hodgepodge of mode- and category-specific programs into a more flexible system of multi-modal transportation financing. For highways, ISTEA combined the former four-part Federal Aid highway system (Interstate, Primary, Secondary, and Urban) into a two-part system consisting of the National Highway System (NHS) and the Interstate System. The National Highway System includes all roadways not functionally classified as local or rural minor collector. The Interstate System, while a component of the NHS, receives funding separate from the NHS funds.

In 1998, the Transportation Efficiently Act for the 21st Century (TEA-21) continued this integrated approach, although specific grants for operating subsidies for transit systems were reduced.

To receive TEA21 funds, cities must submit competing projects to their designated Regional Transportation Planning Organization (RTPO) or to the state DOT. Projects which best meet the specified criteria are most likely to receive funds. Projects which fund improvements for two or more transportation modes receive the highest priority for funding.

The status of TEA funds for 2004 is uncertain and pending federal approval as of this writing.

### Projects Eligible for National Highway System Funding

- Construction, reconstruction, resurfacing, restoration and rehabilitation and operational improvements to NHS segments
- Construction and operation improvements to non-NHS highway and transit projects in the same corridor if the improvement will improve service to the NHS, and if non-NHS improvements are more cost-effective than improving the NHS segment.
- Safety improvements
- Transportation planning
- Highway research and planning
- Highway-related technology transfer
- Start-up funding for traffic management and control (up to two years)
- Fringe and corridor parking facilities
- Carpool and vanpool projects
- Bicycle transportation and pedestrian walkways
- Development and establishment of management systems
- Wetland mitigation efforts

### Historical Transportation Revenue Sources

The City of Pacific historically has used three sources of funds for street improvements:

#### Income from Taxes

- Motor Vehicle Excise Tax (MVET)
- Motor Vehicle Fuel Tax (MVFT)

#### Income from Intergovernmental Sources:

- HUD Block Grants
- Federal Aid (FAUS, FAS, ISTEA, etc.)
- Urban Arterial Board
- TIB and STP Grants

#### Miscellaneous Income:

- Interest Earnings
- Miscellaneous Income
- Developer Contributions
- **Transportation Improvement Districts**

In the past, motor vehicle excise tax (MVET) and motor vehicle fuel tax (MVFT) allocations from the state have been the major sources of continuing funding for transportation capital improvements. Initiative 695, passed by the voters in 1999, removed MVET as a significant funding source, so the MVFT (“gas tax”) funding appear to be the only reliable source of transportation funds for the future. MVET and MVFT also provided funds for state and federal grants which are awarded competitively on a project-by-project basis and from developer contributions which are also usually targeted towards the developer’s share of specific road improvements.

### **Capital Costs for Recommended Improvements**

Based on the City’s adopted 20-year land use plan, and the traffic analysis conducted on the city’s roadway links, there are no capital improvements required in order to maintain the city’s adopted LOS D for area roadways. Therefore, no capital cost information is presented within this plan.

However, safety enhancements, maintenance projects, corridor studies, and local intersection improvements are included in the City’s TIP along with cost estimates and funding sources for each of those prioritized projects. The City is required to annually update and adopt a 6-year TIP. A copy of the City’s detailed TIP may be obtained from the Planning and Public Works Department

## CHAPTER 9



# Utilities

## 1. INTRODUCTION

*Utilities use category refers to facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunication, and water services; for the collection of stormwater, and for the collection and disposal of sewage and refuse. (PMC 20.06.040)*

The Utilities Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address present and future utility services in the City through the year 2025. This element includes an inventory and analysis of existing utilities, assessment of future utility needs, and establishes goals and objectives. The Utilities element is important in implementing the comprehensive plan.

The Utilities Element complies with the King County and Pierce County Countywide Planning Policies, and has been integrated to include other applicable planning elements to ensure consistency. The Utilities Element specifically considers the general location, proposed location, and capacity of existing and proposed

utilities, including, but not limited to, electrical, natural gas, and telecommunication lines utilized by private providers. This element also includes utility services provided by the City of Pacific and other public agencies, as well as public/private partnerships.

Co-planning and co-location of utilities is encouraged when feasible. Major utility corridors are identified as part of this element. More detailed information on current facilities and future needs can be found in the Capital Facilities element of this Comprehensive Plan.

### 1.1 Urban Growth Area

The Urban Growth Area (UGA) boundaries, as shown in the Land Use chapter, were adopted in 1995. Experience has shown that the UGA of the West Hill is primarily served by a public water district and has no sanitary sewer infrastructure. The area has a combination of asphalt and gravel surfaced roads as well as stormwater infrastructure in the form of ditches and culverts. The City will incorporate plans prepared by other providers into its comprehensive planning efforts in order to identify ways of improving the quality and delivery of services provided in the designated UGA.

## 1.2 Achieving Community Goals

The Utility Plan in this element will guide decision making to achieve the applicable Vision Statement goals as shown:

Provide an effective stewardship of the environment, by protecting critical areas and conserving land, air, water, and energy resources.

Encourage changes that promote livability. Provide a safe environment for citizens. Use local resources whenever possible to encourage local involvement in community actions, and to enhance community pride.

Infuse the local economy by providing a predictable development atmosphere.

Encourage consistency and efficiency in the permitting process, and the fullest protection of property rights.

## 2. INVENTORY AND ANALYSIS

The utility inventory presented in this element provides useful information in the planning process. Many public and private agencies are involved in regulating, coordination, production, delivery, and supply of utility services. This inventory identifies service providers and the controlling regulatory agencies. The analysis of this information is located in Section 9-3.

### 2.1 Utility Regulation

#### 2.1.1 Federal and State Laws and Regulations

**Federal Water Pollution Control Act** The Federal Water Pollution Control Act (FWPCA) of 1956, as subsequently amended, may require “Industrial Cost Recovery” or “Industrial Waste Surcharge” programs. King County Metro may impose additional sewer charges under these programs, and the City will charge for implementing them.

#### **Natural Gas Policy Act**

The central theme of the National Gas Policy Act (NGPA) is encouragement of competition among fuels and suppliers across the country. Natural gas essentially has been decontrolled. The NGPA also contained incentives for developing new natural gas resources and a tiered pricing structure encouraging the development of nation-wide transmission pipelines.

#### **1974 Safe Drinking Water Act**

The Federal Safe Drinking Water Act of 1974 as administered by the State of Washington Department of Health provides the frame work for regulating the safe operation of drinking water utilities.

#### **1991 Clean Air Act Amendments**

The Washington State Clean Air Act in 1991 indicates a state intent to promote the diversification of fuel sources for motor vehicles. This is in response to a need for both to reduce atmospheric emissions and to reduce the nation's reliance on gasoline for strategic reasons. This Act promotes the use of alternative fuels by requiring 30% of newly purchased state government vehicle fleets to be fueled by alternative fuel by July 1992, (increasing by 5 % each year). It also studies the potential and encourages the development of natural gas vehicle refueling stations.

#### **Federal Energy Regulatory Commission**

The Federal Energy Regulatory Commission (FERC) is an independent five-member commission with the U.S. Department of Energy. FERC establishes rates and charges for the interstate transportation and sale of natural gas, for the transmission and sale of electricity, and the licensing of hydroelectric power projects. In addition, the Commissioner establishes rates or charges for the interstate transportation of oil by pipeline.

#### **King County Department of Natural Resources (DNR)**

The King County DNR *Surface Water Design Manual (latest approved edition)* provides rules and procedures for implementing drainage standards and policies in King County.

#### **Municipal Water Law**

In Washington State established the 2003 Municipal Water Supply-Efficiency Requirements Act. This law commonly called the Municipal Water Law requires each

municipal water purveyor to provide documentation that their Water System Plan is in compliance with local planning objectives. In addition, the law requires that each municipal water purveyor establish water conservation goals.

#### **National Marine Fisheries Service (NOAA Fisheries)**

NOAA Fisheries is a division of the U.S. Department of Commerce National Oceanic and Atmospheric Administration (NOAA). Their objectives are to recover and sustain fisheries and protected species. NOAA evaluates competing land and water use for power and agriculture that may negatively impact the sustainability of fish populations. The Draft *NOAA Fisheries Strategic Plan for FY2003 - FY2008* was released in May 2003.

#### **National Pollution Discharge Elimination System Phase II Permit (NPDES II)**

In January of 2007, the Washington State Department of Ecology (Ecology) issued two new “NPDES Phase II” municipal stormwater permits that affect many cities in Washington. These permits were issued under the authority delegated to Ecology to implement requirements of the Federal Clean Water Act. The stormwater permits cover municipal storm sewer systems that discharge to surface waters, which are not part of a combined sewer system. The permit’s requirements phase in over the next five years and will be challenging and costly to implement.

#### **Northwest Power Planning Council**

The Northwest Power Planning Council (NWPPC) focuses on the generation of electricity; however, its policies have implications for gas, too. The NWPPC, in its power plan, has directed the region to develop cogeneration as an energy resource and hydro-firming as a power back-up system.

"Cogeneration" is the use of heat, as a by-product of power generation, for industrial processes or for space and water heating. Natural gas is often used as a fuel source for cogeneration. "Hydro-firming" is the back up of the region's intermittent excess spring hydro generation with gas-fired combustion turbines to provide back up when hydroelectric power is insufficient.

These two policies could have a major impact on natural gas consumption in the northwest.

However, providing natural gas directly to customers for heating purposes is up to 50% more efficient than generating electricity with gas and providing that electricity to the customer for the same heating function. The most efficient use of natural gas is direct application for space and water heating. Gas distribution thereby contributes to a balanced regional energy policy.

#### **Puget Sound Clean Air Agency (PS Clean Air)**

Established by state law in 1967, this agency works with the U.S. Environmental Protection Agency, the Washington State Department of Ecology, industry, local jurisdictions, and private citizens. Their policies and programs are designed to meet and maintain air quality standards, protect human health, prevent injury to plants and animals, and protect views in the Puget Sound Region.

#### **Revised Code of Washington (RCW) and Washington Utilities and Transportation Commission (WUTC)**

The RCW and WUTC regulate utilities in Washington. The WUTC, composed of three members appointed by the governor, is empowered to regulate utilities (including, but not limited to, electrical, gas irrigation, telecommunication, and water companies). State law (WAC 480-120) regulates the rates and charges, services, facilities and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

#### **Washington State Department of Ecology**

The Washington State Department of Ecology requires the City of Pacific’s compliance with the 2002 Puget Sound Water Quality Management Plan. The City has a stormwater management ordinance in place to comply with this plan and provide for enforcement.

## **2.2 Private Utilities**

### **2.2.1 Natural Gas**

Natural Gas service is provided by Puget Sound Energy. According to the electrical utility, there is capacity to meet existing and future demands for both the incorporated city limits as well as the urban growth area. Natural gas distribution system is shown on Map 9-1.

### **2.2.2 Electrical Utilities**

The City of Pacific is served electricity by Puget Sound Energy. According to the electrical utility, there is capacity to meet existing demand for both the incorporated city limits as well as the urban growth area. Electrical facilities are shown on Map 9-2.

### **2.2.3 Telecommunications Utilities**

Qwest Communications is the primary provider of telecommunications service to the City of Pacific. However, national deregulation of the telecommunications industry has created opportunities for numerous providers to enter the market and provide this service. Various facilities are located throughout the County and the City. Many of the telecommunication facilities, aerial and underground, are co-located with those of the electrical power provider.

The telecommunications industry is currently in the midst of tremendous advances in technology. Both cellular and fiber optic technologies have transformed the way service is delivered in the City of Pacific, and beyond. These changes have also fostered a competitive industry, which makes prediction of future configuration of telecommunications facilities difficult. The trend has been to increase "multiplexing" in which greater and greater numbers of signals are transmitted through fewer and fewer physical wires, cables, and switching centers.

Cellular (radio) telecommunications are provided by a number of companies within and beyond Pacific. The nature of the industry, and of radio transmission itself, is that the exact location of individual facilities is not critical to the provision of service. For this reason, cellular telecommunications facilities are not mapped.

### **2.2.4 Entertainment and Information Service Utilities**

Comcast is the primary provider of cable entertainment and information services to the City of Pacific. However, satellite and high-speed internet entertainment service is also available from multiple service providers.

### **2.2.5 Solid Waste/Recycling**

Solid waste (garbage) and recycling service is provided by Waste Management in the King County portion City of Pacific. The City administers account billing for these customers. The Pierce County portion of Pacific receives solid waste (garbage) and recycling services from Waste Connections. The company administers account billing for these customers. The City is covered under the King and Pierce County Solid Waste Management Plans.

## **2.3 Public Utilities**

*A detailed discussion of the City of Pacific's public facility operations and planning is contained in the Capital Facilities element of this plan. Summaries of City of Pacific Utility plans may be found in the Appendix of this Comprehensive Plan, and copies of current utility plans are available for review at City Hall.*

*The City is establishing measures and policies to secure and minimize impacts to public utilities for emergency operations during natural and manmade disasters.*

### **2.3.1 Water Utility**

The City of Pacific supplies water for the entire City, with the exception of residences on the West Hill that are served by the Lakehaven Utility District. Water rates, connection charges and usage fees are established by the City Council.

### **2.3.2 Sanitary Sewer Utility**

"Sanitary sewer" means a sewer which carries sewage and into which storm, surface and ground waters are not intentionally admitted. (PMC 14.04.160)

The City of Pacific administers the conveyance of a sanitary sewer system. Sewage treatment for Pacific is provided by King County Metro, and Metro owns and operates the main pump station in Pacific. The City of Pacific's service area is confined by the City's municipal boundary, except for the inclusion of a small portion of the City of Algona where sewer service is provided to homes along 5<sup>th</sup> Avenue

N.W., Ellingson Road, Pacific Avenue, and 1<sup>st</sup> Avenue E., with approval from King County.

The City of Auburn currently serves a small area north of the White/Stuck River and east of the East Valley Highway located within the corporate limits of the City of Pacific.

Sewer rates, connection and inspection fees are established by the City Council for all connections to the sewer system.

### **2.3.3 Stormwater Management**

“Stormwater” means that portion of precipitation that does not naturally percolate into the ground or evaporate, but flows via overland flow, interflow, channels or pipes into a defined surface-water channel, or a constructed infiltration facility.

In 2000 the City of Pacific implemented a storm and surface water utility, known as the Stormwater Management Utility. The boundaries of the utility are the corporate limits of the City. The utility’s purpose is to:

- Promote sound development policies and construction procedures which respect and preserve the City’s watercourses;
- Minimize water quality degradation and control of sedimentation of creeks, streams, ponds, lakes, and other water bodies;
- Protect the life, health, and property of the general public;
- Preserve and enhance the suitability of waters for contact recreation and fish habitat;
- Preserve and enhance the aesthetic quality of the waters;
- Maintain and protect valuable groundwater quantities, locations, and flow patterns;
- Insure the safety of City roads and rights-of-way; and
- Decrease drainage-related damages to public and private property.

In accordance with State law (RCW 35.67.020), the City establishes the rates and charges necessary to carry out the purpose of the utility.

## **3. FUTURE NEEDS AND ALTERNATIVES**

### **3.1 Private Utilities**

#### **3.1.1 Natural Gas**

The location, capacity and timing of gas system improvements depend greatly on opportunities for expansion and on how quickly the City grows. There are usually several possible routes to connect different parts of the system. The final route taken will depend on the right-of-way permitting, environmental impact, and the opportunities to install gas mains with new development, highway improvements, or other utilities. However, the improvements shown on the map give an indication of the natural gas company’s present intent.

Puget Sound Energy expands its supply system to serve additional natural gas customers as requested. The continually perform load studies to determine system capacity.

Customer hook-up to the distribution system is determined by WUTC rules. System extension is driven by demand. This means that connections cannot be planned in advance; rather, connections are initiated by customer request. This includes installation service for new development and conversion from electricity or oil to natural gas.

#### **3.1.2 Electrical**

The delivery of electricity to the City of Pacific in order to meet future demands will take a coordinated process between the City and the utility provider. Puget Sound Energy relies on local, regional and state government growth projections to forecast servicing future demand. There are several policies, which address the issues of coordinating between the City and the utility providers.

#### **3.1.3 Alternative Energy Sources**

Use of alternative environmentally-friendly energy sources and energy-efficient systems, as

allowed in the current adopted Building Code, is encouraged by the City of Pacific. Washington State Code (RCW 39.35.010 (5)) also finds that “the use of energy systems in these facilities which utilize renewable resources such as solar energy, wood or wood waste, or other non conventional fuels, and which incorporate energy management systems, shall be considered in the design of all publicly owned or leased facilities.”

### **3.1.4 Telecommunications**

The provision of telecommunication services is driven by the needs of its customers. As the City grows, telecommunication facilities will be upgraded to ensure adequate service levels. It is also feasible that facilities will be upgraded as technology advances. For example, the upgrade from copper to fiber optics was made independent of copper's capacity for any individual user.

State law requires Qwest to provide adequate telecommunications services on demand. Accordingly, Qwest will provide facilities to accommodate growth within Pacific, regardless of growth pattern.

### **3.1.5 Cellular Service**

Unlike other utilities, the cellular telephone industry does not plan facilities far into the future. Market demand is analyzed to determine expansions into new service areas.

### **3.1.6 Entertainment and Information Services**

The provision of cable entertainment and information services is driven by the needs of its customers. As the City grows and technology advances, entertainment and information facilities will be upgraded to ensure adequate service levels.

## **3.2 Public Utilities**

### **3.2.1 Water**

The City has adequate sources and storage of potable water to meet its needs in the near

future. However, Pacific is exploring a number of options, including the possibility of purchasing additional water from adjacent purveyors and promoting conservation, to assure an adequate supply for long term growth.

A series of intertie upgrades with adjacent purveyors will permit the wholesale purchase of water and provide an integrated supply for the emergency needs of the regional partners.

The Capital Facilities element of this Comprehensive Plan discusses Pacific water system needs in greater detail. The City of Pacific Water System Plan is summarized in the Appendix, and the entire current Plan is available for review at City Hall.

### **3.2.2 Sanitary Sewer**

The Capital Facilities element of this Comprehensive Plan discusses Pacific sanitary sewer system needs in greater detail. The City of Pacific Sanitary Sewer System Plan is summarized in the Appendix, and the entire current Plan is available for review at City Hall.

### **3.2.3 Stormwater Management**

Future management of the stormwater utility is driven by the requirements of the City's NPDES II permit issued by Ecology in January 2007.

The Capital Facilities element of this Comprehensive Plan discusses Pacific stormwater management needs in greater detail. The City of Pacific Stormwater System Plan is summarized in the Appendix, and the entire current Plan is available for review at City Hall.

## **4. GOALS AND POLICIES**

The development and provision of utility facilities and services are key components of this planning process. In addition to the discussion below, the Comprehensive Plan map has been developed to illustrate the various land uses and growth management strategies. The analysis of existing conditions and projected needs in the previous section highlighted the areas of concern and opportunities for Pacific.

#### 4.1 Vision Statement Goals for Private Utilities:

- Facilitate the development and maintenance of all utilities at the appropriate levels of service to accommodate anticipated growth.
- Facilitate the provision of utilities to ensure public safety, environmental sensitivity, and reliability that is aesthetically and environmentally compatible with surrounding land uses and results in reasonable economic costs.
- Process permits and approvals for utility facilities in a fair and timely manner and in accord with the development regulations, which encourage predictability and co-location in trenches or on poles.
- Create public/private partnerships with utility providers to participate in future utility planning and achieve cost-effective service to all users in the City's planning area.
- Develop utility design requirements and standards to facilitate emergency management operations and improve reliability during natural and man-made disasters.

#### 4.2 Vision Statement Goals for Public Utilities:

- Protect public health and safety by providing efficient and cost-effective water, sanitary sewer, storm drainage and solid waste services to the community.

*Policy: The provision of urban services to utility customers is a critical role played by the City of Pacific. Pacific is committed to providing these services in the most efficient and cost effective manner.*

- Ensure that development will only occur if the urban services necessary to support the Project will be available at the time of development.

*Policy: As growth occurs it can become difficult to provide services to support new development. Pacific will only permit development if adequate public utilities are, or can be guaranteed to be,*

*available to support new development in a timely manner.*

- Develop programs to encourage the efficient use of water resources.

*Policy: The City will promote conservation through public education on the City website, through utility billings and other education materials. The establishment of an inclined water rate structure will reinforce the City's commitment to water conservation.*

- Create policies that protect the waters of the State of Washington

*Policy: The City will develop policies that meet the requirements established in the Department of Ecology's NPDES II permit. These policies will be promoted in educating the public through the City website, utility billings, and other education materials.*

- Allow for alternative design standards and/or materials.

*Policy: Encourage low impact development projects and low impact development techniques on non-LID projects to conserve and use existing natural site features; integrate distributed, small-scale stormwater controls; and prevent measurable harm to streams, lakes, wetlands, and other natural aquatic systems from commercial, residential, or industrial development sites by maintaining a more hydrological functional landscape.*

- Develop utility design requirements and standards to facilitate emergency management operations and improve reliability during natural and man-made disasters.

*Policy: The City will update the Public Works standards to improve utility reliability and reduce the potential of damage during natural and man-made disasters. Develop interties with adjacent water purveyors to provide alternative water supplies for expansion or emergencies.*

**GOAL U1:** Implement timely processes and promote responsible planning of utilities.

**Policy U1.1:** When reasonably feasible, promote co-location of new public and private utility distribution facilities in shared trenches and coordinate construction timing to minimize construction-related disruptions to the public and reduce the cost of utility delivery.

**Policy U1.2:** Process utility permits and facility approvals in a fair and timely manner.

**Policy U1.3:** Encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines, substations, and generating facilities including location within transportation corridors.

**Policy U1.4:** Encourage communication among the City, Washington Utility Trade Commission (WUTC), and utilities regulated by the WUTC, regarding service provision concurrently or in advance of demand.

**Policy U1.5:** Review and amend existing regulations, including critical areas ordinances, as necessary to allow maintenance, repair, installation and replacement of utilities.

**Policy U1.6:** Endeavor to ensure that the comprehensive plan and development regulations are consistent with and do not otherwise impair the fulfillment of utility service obligations.

**Policy U1.7:** Encourage system design practices intended to minimize the number and duration of interruptions to customer service. The City is obliged to service existing users and put measures into effect to make additional users pay for maintaining LOS.

**Policy U1.8:** Service existing utility users first, and put measures into effect to make additional users pay for maintaining the utility's level of service.

**Policy U1.9:** The Capital Improvement Plan (CIP) will provide equitable distribution of utility service based on the area served.

**Policy U1.10:** Encourage underground utility networks in new developments in the City. In addition, where significant work in existing rights-of-way will occur, the City should investigate with service providers the possibility of replacing existing overhead lines with buried

lines. Underground distribution lines would be in accordance with Puget Sound Energy applicable tariffs on file with the WUTC.

**Policy U1.11:** Investigate cooperative partnerships with telecommunications investors and utilities to provide fiber optic service to all residents and businesses.

**GOAL U2:** Promote energy conservation and conversion

**Policy U2.1:** Facilitate and encourage conservation of resources to delay the need for additional facilities for electrical energy and water resources and achieve improved air quality.

**Policy U2.2:** Facilitate the conversion to cost-effective and environmentally responsible alternative technologies and energy sources.

**Policy U2.3:** Support development of a widespread gaseous fuel infrastructure to provide more options to reduce vehicular pollution. One example is conversion of the City's fleet to cleaner fuels.

**Policy U2.4:** Encourage environmentally responsible alternative "green" energy development such as solar cells and panels, passive heat capture, heat pump conversions, and energy conservation.

**Policy U2.5:** Conserve the use of energy in the City-owned facilities.

**Policy U2.6:** Support tree planting along street edges, where appropriate, to create a pleasing environment and reduce heat absorption by asphalt, which increases ambient temperatures. Protection measures shall be taken to assure non-interference with public/private utilities and transportation infrastructure.

**Policy U2.7:** Encourage new technology, such as fiber optic service, which will encourage telecommuting and information industries, reduce pollution and car trips per household, and reliance on heavy industry and import/export trade.

**GOAL U3:** Coordinate Utility Provision with the Land Use element

**Policy U3.1:** Coordinate City land use planning with the utility providers' planning requirements. The City will encourage providers to utilize the Land Use Element and Urban Growth Area in their long term planning of future facilities.

**Policy U3.2:** Utilize the maps of general location of existing and proposed utility facilities to determine consistency of such designations with other elements of the comprehensive plan.

**Policy U3.3:** Promote extension of natural gas distribution lines to and within the UGA, and coordinate planning with service providers to allow siting and construction of natural gas distribution lines within rights-of-way which are being dedicated, or within roads being constructed or reconstructed.

**Policy U3.4:** Provide utilities and comprehensive planning concurrent with development.

**Policy U3.5:** Assure that the comprehensive plan designates areas available for the location of utility facilities.

**Policy U3.6:** The City recognizes that utility providers have an obligation to serve and provide the same level of service to all customers.

**GOAL U4:** Coordinate utility provision and cooperate with adjacent jurisdictions.

**Policy U4.1:** Coordinate and cooperate with adjacent jurisdictions to implement multi-jurisdictional utility additions and improvements, and to adopt procedures for making specific land use decisions to achieve consistency in timing and substantive requirements, and address regional environmental issues.

**GOAL U5:** Improve utility standards to improve reliability during public emergencies.

**Policy U5.1:** Update utility design and construction standards to minimize utility service impacts during natural and man-made disasters.

## CHAPTER 10



# Capital Facilities

## 1. INTRODUCTION

The Capital Facilities element has been developed in accordance with the Growth Management Act to address the financing of capital facilities in the City of Pacific and the adjacent Urban Growth Area. It represents the community's policy plan for financing public facilities through 2025. Public facilities addressed in this element include:

- ◆ Parks, Open Space, Recreation, and Trails
- ◆ Potable Water
- ◆ Sanitary Sewers
- ◆ Stormwater
- ◆ Streets and Sidewalks
- ◆ Public Safety
- ◆ Schools
- ◆ Essential Public Facilities

The goals, objectives, and policies in this element will be used to guide public decisions on the use of capital funds. They will also indirectly guide private development decisions by providing a strategy for public capital expenditures.

This element has been developed in accordance with the King and Pierce County Countywide Planning Policies, and has been integrated with all other planning elements to ensure

consistency throughout the Comprehensive Plan. This element specifically evaluates the City's fiscal capability to provide the public facilities necessary to support the other Comprehensive Plan elements.

The Capital Facilities element includes:

- Methodology
- Inventory and Analysis
- Future Needs
- Financial Resources
- Plan Implementation and Monitoring
- Goals, Objectives and Policies

### 1.1 Level of Service Standards

The City has determined it will adopt and maintain Level of Service (LOS) standards for public facilities within their jurisdiction. The general provision of Urban Level of Service has been an ongoing responsibility the City has embraced.

- The City of Pacific adopted a Parks and Recreation Plan in 1995, and the Sumner/Pacific Trails Plan in 1996. Both plans have been updated. These updates have been incorporated by references into the Parks, Open Space, Recreation, and Trails element of this Comprehensive Plan.
- The 2008 City of Pacific Water System Plan has been submitted to the Department of Health for review and Approval.
- The 1991 Sanitary Sewer Plan was updated in 1996, to serve the Pierce County area of the City.

- The Stormwater System Plan was approved by the Department of Ecology (DOE) in 2001. This document was supplemented in March 2009 with the addition of the 2009 Stormwater Water Management Plan (SWMP), Stormwater Pollution Prevention Plan (SWPPP), and Capital Improvement Plan (CIP).
- Pacific annually updates its six year Transportation Improvement Program.
- School districts are responsible for capital facility plans for schools in the City of Pacific.
- Cities planning under the Growth Management Act must include a process for identifying and siting essential public facilities in their comprehensive plans. The City of Pacific's process is described in the Land Use element.

All of these plans formally or informally addressed levels of services in the city limits and UGA. Special districts servicing the City of Pacific will adopt their own LOS standards. Additional information on plans referenced above may also be found in the Land Use, Utility, and Transportation elements, and in the Appendix of this Comprehensive Plan.

## 1.2 Major Capital Facilities Considerations and Goals

The Capital Facilities element is the mechanism the City uses to coordinate its physical and fiscal planning. This planning effort required ongoing communication and cooperation between various disciplines, including engineering, finance, and planning. The Comprehensive Plan is realistic and achievable as a result of integrating the concerns of local citizens and businesses, King and Pierce counties, adjacent communities, and various local administrators, and by coordinating all of the comprehensive plan elements.

The Capital Facilities element promotes efficiency by requiring the local government to prioritize capital improvements for a longer period of time than the single budget year. Long range financial planning presents the opportunity

to schedule projects so that the various steps in development logically follow one another, with regard to relative urgency, economic desirability, and community benefit. In addition, the identification of adequate funding sources results in the prioritization of needs, and allows the trade offs between projects to be evaluated explicitly.

This element will guide decision making to achieve community goals as articulated in the Visioning process conducted with the Citizens Advisory Committee (CAC). A full description of City of Pacific Framework Goals may be found in the Introduction of this Comprehensive Plan.

### City of Pacific Framework Goals:

- ◆ Provide an effective stewardship of the environment by protecting critical areas and conserving land, air, water, and energy resources.
- ◆ Encourage changes that promote livability, pedestrian orientation, and high quality design, and limit stress factors such as noise pollution and traffic congestion.
- ◆ Provide a safe environment for citizens.
- ◆ Identify the responsibilities of public and private agents at the local and regional level for providing emergency and social services.
- ◆ Provide expanded opportunities for recreational enjoyment and cultural activity, recognizing the educational and recreational value of diversity and the provision of activities for all ages and abilities.

## 2. METHODOLOGY

This element provides information useful to the planning process as well as summarizing new capital improvement projects for the existing population, those necessary for major repair, renovation, or replacement of existing facilities. The analysis of this information may be found in individual capital facility plans.

## 2.1 Capital Facilities Program

The Capital Facilities Program is a multi-year financing plan for capital expenditures to be incurred each year. It sets forth each capital project the jurisdiction plans to undertake and presents estimates of the resources needed to finance the project.

The Capital Facilities Program reflects the goals, policies, and implementation strategy of the Capital Facilities element. The first year of the Capital Facilities Program is converted to the annual capital budget, while the remaining program provides long term planning.

Only the expenditures and appropriations in the annual budget are binding financial commitments. The projections for the remaining five years are not binding, and the capital projects recommended for future development may be altered or not developed due to cost or changing circumstances. The Capital Facilities Program is a six-year rolling plan that will be revised and extended annually to reflect changing circumstances.

## 2.2 Definition of Capital Improvement

This Capital Facilities element is concerned with needed improvements which are of relatively large scale, are generally non-recurring high cost, and may require multi-year financing. The list of improvements has been limited to major components in order to analyze development trends and impacts at a level of detail which is both manageable and reasonably accurate. Smaller scale improvements (of less than \$10,000 in cost) will be addressed in the annual capital budget as they occur over time. The criteria outlined below were adopted by King County for budgeting purposes, and have been adopted by the City for the sake of consistency.

For the purposes of capital facility planning, capital improvements are major projects, activities, or maintenance, costing over \$10,000, requiring the expenditure of public funds over and above annual operating expenses. They have a life expectancy of more than ten years and result in an addition to the City's fixed

assets and/or extend the life of the existing capital infrastructure.

Capital outlay items such as equipment or the City's rolling stock, with the exception of Fire and Rescue apparatus, or the capital expenditures of private or non-public organizations are not considered capital improvements. Minor projects, activities, or maintenance costing less than \$10,000 are also not a part of capital improvements.

The project may include design, engineering, permitting, environmental analysis, land acquisition, construction, major maintenance, site improvements, energy conservation projects, landscaping, initial furnishings, and equipment.

## 2.3 Projection of Capital Facility Needs

### 2.3.1 Needs Identified in Other Comprehensive Plan elements

All public facility needs for existing and future development have been identified in the other comprehensive plan elements, school district plans, and adopted comprehensive utility plans. Through the process of developing this Capital Facilities element the other elements have been modified to ensure their financial feasibility. The other plan elements describe the location and capacity of any facilities available through December 31, 2003, and analyze the need for increased future capacity.

Capital improvements needed to satisfy future development and maintain adopted LOS standards are identified and listed in individual capital facility plans. This is a summary of the analysis conducted in other elements. Refer to the appropriate element for further explanation of how these facilities advance the goals of this Comprehensive Plan.

A brief description of each capital improvement project indicates whether the project is needed to correct deficiencies and/or address projected needs through renovation, development, or acquisition. Individual plans also provide estimates of the total projected costs. The year

indicates when the projects must be completed in order to maintain the adopted LOS standards for the respective facilities. Capital improvement projects have been identified for Parks, Open Space, Recreation and Trails; Stormwater Drainage; Potable Water; Transportation, Public Safety, and Community facility improvements. Copies of these plans are available at Pacific City Hall.

## 2.4 Prioritization of Projected Needs

The identified capital improvement needs were developed by staff and City Engineers. The following criteria were applied informally in developing the final listing of proposed projects.

### **Economic Considerations:**

- Potential for Financing
- Impact on Future Operating Budgets
- Timeliness of Opportunity
- Benefit to Economy and Tax Base

### **Service Considerations:**

- Safety, Health, and Welfare Factors
- Environmental Impact(s)
- Affect on Quality of Service

### **Feasibility Considerations:**

- Legal Mandates
- Citizen Support

### **Consistency Considerations:**

- Goals and Objectives in Other Elements
- Linkage to Other Planned Projects
- Plans of Other Jurisdictions

## 3. INVENTORY AND ANALYSIS

### 3.1 Parks, Open Space, Recreation, and Trails

The City has adopted a Parks and Recreation plan. Detailed discussion of parks and recreation facilities, and the process used to establish LOS and facilities improvements, are included in the plan. This plan has been completely updated, and is included in this Comprehensive Plan as *Chapter 7: Parks, Open Space, Recreation, and*

*Trails*. Reference Chapter 7 for a discussion of Parks, Open Space, Recreation, and Trails capital facilities.

## 3.2 Potable Water

Pacific adopted its Water System Plan in 1998 and amended it in 2002 to include assumption of the Webstone Water District. Detailed discussion of water sources, treatment, storage, transmission, distribution, and the process used to establish Level of Service (LOS), are included in that plan. The Plan was updated in 2008.

Pacific's Planning has been based on the following LOS criteria:

Pacific obtains the majority of its water from a single well field, with back-up supply from the Cities of Auburn and Sumner. Those residents on the plateau above Pacific's West Hill plateau obtain water from the Lakehaven Utility District.

### **Existing Water System**

#### **Supply**

The existing water supply is provided by a shallow well field, located just north and east of the intersection of Ellingson Road and Pacific Avenue in the City of Algona. The three wells pump between 650 and 1,400 gallons per minute (gpm). Emergency supply is provided by interties with Auburn.

#### **Storage**

The existing storage facility consists of 750,000-gallon capacity concrete tank and booster station constructed in 2007. The tank is located east of SR 167 near the King/Pierce County line. The static system pressure in the Valley is approximately 75 pounds per square inch (psi) provided by the booster station and the three well pumps.

#### **Distribution System**

The present distribution system consists of a nearly equal amount of aging and undersized asbestos cement (A/C) pipe and newer pipe. The newer pipe is mostly ductile iron installed in developments and ULID projects. Much of the AC pipe was installed in 1954 with approximately 18-24 inches of cover in an attempt by the then City Council to save on construction costs.

### Interties

Pacific currently has emergency interties with the Cities of Auburn (manual) , Algona (manual), and Sumner (automatic).

Pacific's water planning is based on the following Level of Service (LOS) criteria.

1. Average Day Demand, Maximum Day Demand, and Peak Hour Demand based on 250 gallons/ERU/day .
2. The city will Storage capacity of 200 gallons/ERU.
3. The City goal is to provide fire flow of 1,500 gallons per minute for 120 minutes in all residential areas, 2,500 gallons per minute for 120 minutes in commercial zones, and 2,500 gallons per minute for 180 minutes in industrial zones.

### 3.3 Sanitary Sewers

Pacific adopted its Sanitary Sewer Plan in 1991, and amended it in 1996 to include the majority of the Pierce County annexation area. Detailed discussion of sanitary sewage collection and conveyance, and the process used to establish LOS and facilities improvements are included in that plan. The Plan is scheduled for update in 2009.

Sewage Treatment for Pacific is provided by King County Metro, which owns the main pump station in Pacific and all downstream conveyance facilities. Metro is independently responsible for planning expansions to its facilities, using data provided by Pacific and other entities.

Pacific's sewer planning is based on the following Level of Service (LOS) criteria.

1. Residential flows are calibrated by Metro at 187 gallons per equivalent residential unit (ERU) per day.
2. Industrial and commercial systems are planned and expanded based on a LOS of 500 gallons per acre per day (an estimated 10 people per acre X 50 gallons/day/person).
3. A peak flow factor of 2.5 will be maintained for mains, trunks, and interceptor sewers.

4. Collection and conveyance will be of residential quality waste.

Pacific anticipates that individual industrial and commercial users may require levels of service in excess of those described in items 2 and 4 above. That is, individual users will require treatment of greater volumes or stronger wastewater. Pacific will accept increased flow quantities based on users' contributions towards any system improvements required to convey such quantities, but will not accept stronger waste. Pretreatment will be required to reduce all waste to normal domestic strength.

The City of Pacific's service area is confined within the City's boundary except for the inclusion of a small portion of Algona where sewer service is provided to homes along 5th Ave. N.W., Ellingson Rd, Pacific Ave., and 1st Ave. E. per agreement. The City of Auburn currently serves a small area north of the White River and east of the East Valley Highway located within the corporate limits of the City of Pacific.

The City of Pacific does not operate or maintain a sanitary sewage treatment facility. Sewage generated within the City's sanitary sewer service area is transported to the Municipality of Metropolitan Seattle (King County Metro) treatment facility in Renton. All of the City's sewage is currently conveyed to Metro's pump station (Metro lift station #2), located at Frontage Road near 1st Avenue NW. Sewage is then pumped via a force main to the Metro trunk line in Algona.

Five sewage lift stations presently serve the City of Pacific. The City owns, operates and maintains four of these lift stations. Metro's Lift station at Tacoma Boulevard and 1<sup>st</sup> Avenue NW is owned, operated, and maintained by King County Metro.

Pacific's existing sewer system collects from one major drainage basin and four sub-basins, each serviced by a lift station. The sub-basins have been identified as the Sundown Meadows, sub-basin, the West Cedar Glen sub-basin, the sub-basin which flows into the lift station at 5th Avenue SW and Tacoma Boulevard, and the sub-basin flowing into the Thornton Avenue lift station in Pierce County.

*Sundown Meadows Lift Station* is located on Alder Lane and 1st Avenue NE. Flows are pumped south along Alder Lane via a four-inch force main and are then conveyed to an eight-inch concrete gravity sewer line along on 1st Avenue NE. The Sundown Meadows addition sub-basin is fully developed with single-family residences. The sewer lines and lift station were constructed in 1979. This sub-basin is approximately 16 acres.

*West Cedar Glen Lift Station* is located on 6th Avenue SW in West Cedar Glen. Sewage flow is pumped north along Yakima Avenue via a four-inch PVC force main and is then conveyed to a ten-inch concrete gravity line located on 5th Avenue SW. The West Cedar Glen sub-basin is fully developed with single family residences. This basin is presently zoned single-family residential. Construction of the sewer lines and lift station were completed in 1989. This basin is approximately 26 acres.

*Tacoma Boulevard & 5th Avenue SW Lift Station* flows are routed north along Tacoma Boulevard via a four-inch asbestos-cement force main to an 18-inch concrete gravity sewer line located on 4th Avenue SW. The sub-basin that drains to the lift station located at 5th Avenue SW and Tacoma Boulevard includes the West Cedar Glen basin. This basin is presently zoned single-family residential with some multiple family zoning adjacent to the SR167 corridor. The sewer lines and lift station were constructed as part of a joint sewer construction project with Algona per the “City of Algona and City of Pacific Joint Maintenance and Operation Agreement” The size of this basin is approximately 129 acres.

The Pierce County portion of Pacific is zoned Light Industrial, Commercial, and Office Park. This area currently contains a number of residences, which will eventually be replaced by these uses.

*Thornton Avenue Lift Station* handles the sub-basin incorporating Pacific's existing Pierce County land area and UGAs is bounded on the north by the King/Pierce County line; on the east by the White/Stuck River, north of Stewart Road and by the Union Pacific Railroad, south of Stewart Road; on the south by 16<sup>th</sup> Street; and on the west by West Valley Highway and the City of Edgewood.

*King County Metro Lift Station*, located at Frontage Road near 1st Avenue NW was constructed in 2007. It pumps northward along Tacoma Boulevard via a 12-inch AC force main and discharges into the Metro Connection located in the City of Algona. Pacific's entire service area drains into Metro's lift station. The service area includes the above sub-basins and future basins elsewhere in the City, and totals approximately 1,637 acres. The service area in King County consists mainly of residential developments with light-industrial and commercial developments along the SR167 corridor.

Most of the existing sanitary facilities within the King County service area were constructed in the early 1970s as part of the “City of Algona and City of Pacific Joint Maintenance and Operation Agreement.” Gravity lines were built with concrete pipe and force mains with AC pipe. Also constructed at that time were Metro's lift station #2 (located at 1st Ave and Tacoma Blvd) and the lift station at 5th Avenue SW and Tacoma Boulevard.

Additions to the above system have been made as needed by new subdivisions and developments, e.g., Sundown Meadows and West Cedar Glen. Other major subdivisions include East Cedar Glen, Parkside, Riverside Estates, Pacific Glen, White River Estates, and Cobble Court Apartments. Recent expansions of the system include: Aspen Meadows, Beaver Meadows, Hansen PRD, and Pacific Meadows.

Analysis of the system shows no significant capacity problems with either the sewer lines or the lift stations, but new sanitary facilities will be needed to provide service to several infill sub-basins. These are the large sub-basin on the west side of SR 167 between S. 372nd and S. 348th Streets; a small sub-basin along the West Valley Highway just south of Ellingson Road, including the eastern portion of Pacific in Pierce County, and the sub-basin defined by Pacific's existing Pierce County land area and its western UGA.

The sub-basin west of SR167 is zoned low-density single-family residential on the West Hill. This sub-basin includes City's King County UGA, and light-industrial and commercial along the West Valley Highway. The sub-basin is only partially developed. Currently, sewage disposal is by means of septic systems and possibly

holding tanks with the light industrial area adjacent to West Valley Hwy and between 4<sup>th</sup> Avenue SW and Roy Road served by grinder pumps. The approximate area is 205 acres.

The small sub-basin along the West Valley Highway just south of Ellingson Road is zoned light industrial and is approximately three acres.

The sub-basins southeast of the White River are presently undeveloped and zoned open space and public use. The area zoned public use includes the eastern portion of the City/River Park parcel, and consists of several other parcels earmarked for future park expansion. The area currently zoned open space contains two residences at its eastern edge. A portion of the southeast corner is envisioned as a future mixed use development with Pacific/Sumner rail station at its hub. The approximate total area of the larger sub-basin is 140 acres.

### 3.4 Stormwater Drainage

Pacific prepared its Stormwater Drainage Plan in 1989, and updated it in 2001. This document was supplemented in March 2009 with the addition of 2009 Stormwater Water Management Plan (SWMP), Stormwater Pollution Prevention Plan (SWPPP), and Capital Improvement Plan (CIP).

Detailed discussion of Stormwater Facilities and the process used to establish LOS and facilities improvements are included in that plan. The City has also adopted the *King County Surface Water Design Manual (latest edition)*.

#### **Existing Stormwater Drainage System**

The City of Pacific has been divided into 18 separate drainage basins in the valley and multiple basins on the West Hill. There is a heavy reliance on man-made channels and ditches to control stormwater drainage throughout most of the city. The majority of the city lies on flat ground with very little grade to convey surface runoff. Not much infiltration occurs during the rainy season because of the high ground water table and the low permeability of the soils. As a result, nuisance flooding and ponding of runoff may occur during the wetter months of the year.

Generally, it was determined that not much could be done to relieve nuisance flooding and standing-water problems within the existing developments, short of a major overhaul of most of the City's drainage conveyance systems.

Historically, little or no filling has been done to achieve grades for proper drainage, and too little effort has been made to control runoff quality, except that the use of open ditches has allowed some biofiltration incidental to stormwater conveyance. The City encourages low-impact development, and other means of working with the environment to achieve biofiltration and conveyance.

Based on these constraints, the City has used the following drainage LOS standards.

1. Peak stormwater runoff rates shall be maintained for the 25- year, 24-hour storm event, per the *King County Surface Water Design Manual*.
2. Private property owners shall take care of drainage within their own lots, for the 25-year, 24-hour storm event, including water quality controls.
3. The City will provide a reasonable means of conveying drainage.

The existing system is generally adequate with respect to these LOS standards.

The City's policy of requiring on-site Storm Water Management and water quality controls will ensure that future development will not lead to additions to this program. Maintenance will be required on an ongoing basis, and street improvement projects may increase runoff, but these issues are addressed in the City's operating and street improvement budgets. Pacific will also work to incorporate water quality controls in its projects, and in the inter-jurisdictional projects in which it participates.

### 3.5 Streets and Sidewalks

Streets and sidewalks comprise a major portion of Pacific's total Capital Facilities. Analysis of these features is provided in the Transportation element of this plan.

### 3.6 Public Safety

Almost every governmental entity provides fire and police protection for its citizens. Additionally, ambulance service is generally available through hospitals, fire departments, and/or private services. Under Growth Management, public services such as these, which are necessary to support development, should be available at the time of development without decreasing current service levels below the established minimum standards.

Quality of life issues are also integrally tied with the perception of personal safety, and these services often provide the first impression of a community. Efficient, cost-effective service is needed in order to make the most of tight budgets while paying for services to new development.

The City of Pacific Police Department is located in the Pacific Public Safety building across 3<sup>rd</sup> Avenue SE from the City Hall Complex. Valley Regional Fire Authority (VRFA is a comprised of the cities of Algona, Auburn, and Pacific) operates a fire service unit out of the Pacific Public Safety Building. Pacific Emergency Management services are provide by Pacific Police Department, VRFA, and Pacific Public Works.

Basic emergency medical services (EMS) are provided by VRFA in conjunction with South King County Medic One, part of our regional EMS system. There is a helipad for emergency medical evacuation in the field behind the Senior Center.

### 3.7 Other City Facilities

The City Hall complex on the corner of Milwaukee Boulevard S. and 3<sup>rd</sup> Avenue SE is composed of City Hall, the Community/Recreation Center, the Senior Center, the City Public Works Shop, a playground with ballfield, and associated parking. City business offices and Pacific Municipal Court are housed in City Hall. Public Works tools and equipment are currently housed in the Shop, and vehicles are staged in its yard.

### Human Services

In its commitment to the welfare of its residents, the City of Pacific provides a variety of services. The Community Center provides a variety of services and serves lunch five days per week. Youth and Adult programs are offered in the Community/Recreation Center. The Senior and Community Centers are available for rent for private and group functions. Plans are underway for remodeling the existing Centers or creating a new center to achieve better services for more citizens.

The Library on Ellingson Road is owned and operated by King County. It is used by Pacific residents individually, and for meeting space.

Alpac Elementary School, on the corner of Ellingson and Milwaukee, is owned and operated by the Auburn School District. Pacific students residing on the west side of the UPRR tracks and in Cobble Court apartments attend this school. Playfields are frequently used by residents for recreation.

### 3.8 Essential Public Facilities

Essential public facilities are those included on the State Office of Financial Management list of essential state public facilities that are required or likely to be built within the next six years. When such essential public facilities are proposed, the process set forth in RCW 36.70A.200, Pacific Ordinance 1361, and subsequent regulations for the siting of essential public facilities will be followed.

## 4. FUTURE NEEDS

Based on the Level of Service (LOS) standards described above, the Population Forecasts included in the Housing element, and the Commercial and Industrial Development Forecast included in the Land Use element, Pacific developed Capital Facilities Forecasts for the planning period. The City's Parks, Open Space, Recreation and Trails; Water; Sanitary Sewer; Transportation, and Stormwater Drainage System plans each include forecasts of the costs required to implement planned improvements.

Capital Facilities improvement priorities are as follows:

1. Repair existing facilities.
2. New facilities required to address shortfalls, relative to adopted LOS standards.

## 4.1 Parks and Recreation

Based on the above priorities, needs were forecast as follows.

### ***Pacific City Park – Phase II Development***

Project scope includes upgrade of restrooms, parking, trails, picnic areas, and play areas to current ADA standards, construction of a soccer field and a paved multi-sports court, added security lighting parking, extending fencing, park signs along arterials, and a covered picnic area; regrade, and irrigation of the ballfield, construction of walking trails, and additional picnic tables, benches, and landscaping.

### ***Centennial Park***

To create a Little League regulation baseball field, the field located at the City Hall Complex must be substantially modified. This would include regrading the field surface, extensive landscaping, dugout modifications, backstop rehabilitation; as well as new, repaired and extended fencing.

### ***Pocket Park Development***

Develop two pocket parks on vacant City property at 1<sup>st</sup> Avenue E. and Aspen Lane and Alder Lane by 3<sup>rd</sup> Avenue NE, to include benches and signs.

### ***Trailhead Development – Interurban Trail***

Develop the trailhead at the current terminus of the Interurban Trail at 3<sup>rd</sup> Avenue SW.

### ***Community/Recreation Center - Upgrade***

Upgrade to include repairs to the stage, installation lighting systems, and additional parking. Handicapped-accessible upgrades would include handicapped door openers, lighting, and signage. Seismic upgrades are also necessary for this old structure.

### ***Passive Nature Park II - Development***

Develop a passive nature park on City owned property on the hill in west Pacific to include trails, porta-restrooms, signs, and security lighting, if feasible.

### ***Pacific City Park –***

#### ***Phase III Acquisition and Development***

Develop the portion of Pacific/River Park on the east side of the White River for passive recreation. Extend the current long term lease agreement with King County for existing River Park lands to additional contiguous lands on the east side of the River as well as to the south along the River. This will allow for additional passive park area as well as future extension of the regional trail system along the east side of the River, and connection via footbridge, to the west side of the River.

#### ***Pacific City Park – Phase III Development***

Install a pedestrian bridge across the White/Stuck River to connect the two portions of Pacific City/River Park.

### ***Natural Resources Passive Nature Park***

Acquire a large parcel adjacent to the ALPAC School on Milwaukee Boulevard for use as a nature park. This land contains extensive wetlands and is currently owned by the Washington Department of Natural Resources.

## 4.2 Potable Water

The City of Pacific Water Comprehensive Plan was updated in 2008. All projects and needs are detailed in the most current version of the Water Comprehensive Plan.

A current list of projects is included in the approved annual capital improvement plan

## 4.3 Sanitary Sewers

The City of Pacific Sewer Comprehensive Plan is scheduled to be updated in 2009. All projects and needs are detailed in the most current version of the Water Comprehensive Plan.

A current list of projects is included in the approved annual capital improvement plan

#### 4.4 Stormwater Drainage

Based on the adopted LOS standards, a basin-by-basin improvements program was developed, with improvement actions as indicated in the Stormwater Capital Improvement Plan (CIP).

A current list of projects is included in the approved annual capital improvement plan

#### 4.5 Streets and Sidewalks

Street and sidewalk needs are outlined in the Transportation element and detailed in the Six-Year Transportation Improvement Plan (STIP).

**A current list of projects is included in the approved annual capital improvement plan**

#### 4.6 Public Safety

In order to optimize response time and serve future growth, the VRFA needs to expand the Fire and Rescue facility and develop on on new properties to be determined to create more efficient access, and provide for the expansion of public safety facilities. Police facilities will need to be improved.

**A current list of projects is included in the VRFA (Fire) and Pacific’s (Police) approved annual capital improvement plan**

#### 4.7 Essential Public Facilities

Essential public facilities are included on the State Office of Financial Management (OFM) list of essential state public facilities that are required to be built within the next six years. When such essential public facilities are proposed, the process set forth in the Land Use element of the comprehensive plan for siting these facilities will be followed.

**A current list of projects is included in the approved annual capital improvement plan**

#### 4.8 Schools

Planning for schools is the responsibility of the School Districts. The City will work to cooperate with local school districts and accommodate the needs of their students.

#### 4.9 Other Buildings and Facilities

##### 4.9.1 City Shops

City shops will relocate to a new shop building and create a larger yard for storage of equipment and vehicles.

##### 4.9.2 City Hall Complex

The City Hall building has inadequate space for departmental and Municipal Court use, and needs additional parking to serve those and other functions. The City Hall building needs a new roof and substantial technology upgrades, and the City Recreation Center needs seismic upgrades. In addition, the City requires a new Community Center to provide expanded community services.

### 5. FINANCIAL RESOURCES

The Capital Facility Plan for the City of Pacific was developed based on the following analyses:

- Current Revenue Sources
- Financial Resources
- Capital Facilities Policies
- Method for Addressing Shortfalls

#### 5.1 Current revenue sources

The largest single source of revenue for the City is the Ad Valorem property tax. The City's assessment for this tax is the maximum rate.

#### 5.2 Financial resources

To ensure that the City is using the most effective means of collecting revenue, the City inventoried the various sources of funding currently available. Financial regulations and available mechanisms are subject to change, furthermore, changing market conditions

influence the City's choice of financial mechanism. Therefore, City should periodically review the impact and appropriateness of their financing system.

The following list of sources includes all major financial resources available and is not limited to those sources which are currently in use or will be used in the six-year schedule of improvements. The list includes the following categories:

- Debt Financing
- Local Multi-Purpose Levies
- Local Single Purpose Levies
- Local Non-Levy Financing Mechanisms
- State and Federal Grants and Loans

### **Debt Financing**

The list of debt financing methods includes:

- Short-term Borrowing
- Revenue Bonds
- Industrial Revenue Bonds
- General Obligation Bonds

### **Local Multi-Purpose Levies**

The list of local multi-purpose levies includes:

- Ad Valorem Property Taxes
- Business and Occupation Tax
- Local Option Sales Tax
- Local Estate Excise Tax
- Motor Vehicle Excise Tax
- Utility Tax

### **Local Single Purpose Levies**

The list of single purpose levies includes:

- Commercial Parking Tax
- Emergency Medical Services Tax
- Local Option Fuel Tax
- Motor Vehicle Fuel Tax
- Real Estate Excise Tax (REET)

### **Local Non-Levy Financing Mechanisms**

The list of non-levy financing mechanisms includes:

- Reserve Funds
- Fines, Forfeitures, and Charges for Services
- User Fees, Program Fees, and Tipping Fees
- Street Utility Charge
- Special Assessment District
- Lease Agreements
- Privatization
- Impact Fees
- Transportation Benefit District

### **Grants and Loans**

A partial list of State and Federal Grants and Loans includes:

- Community Development Block Grant
- Community Economic Revitalization Board
- Drinking Water State Revolving fund
- Economic Development Grant
- Public Works Trust Fund
- State Parks and Recreation Commission Grants
- Essential Rail Assistance Account
- Essential Rail Banking Account
- Urban Arterial Trust Account
- Transportation Improvement Account
- Intermodal System Transportation Enhancement Act
- Centennial Clean Water Fund
- Water Pollution Control State Revolving Fund
- Federal Aid Bridge Replacement Program
- Federal Aid Urban System
- Federal Aid Safety Program
- Federal Aid Emergency Relief
- Farmers Home Administration Water Project Support
- Washington State Transportation Improvement Board

## **5.3 Capital Facility Policies**

In order to realistically project available revenues and expected expenditures on capital facilities, the City must consider all current policies that influence decisions about the funding mechanisms as well as policies affecting the City's obligation for public facilities. The most relevant of these are described below. These policies along with the goals and policies articulated in the other elements were the basis for the development of various funding scenarios. Any variations from the current policies in the development of the six-year Capital Facilities Program were incorporated into the goals and policies of the comprehensive plan elements.

### **5.3.1 Mechanisms to Provide Capital Facilities**

#### ***Increase Local Government Appropriations***

The City will investigate the impact of increasing current taxing rates, and will actively seek new revenue sources. In addition, on an annual basis

the City will review the implications of the current tax system as a whole.

#### **Use of Uncommitted Resources**

The City has developed and adopted its Six-Year Schedule of Improvements with committed financial resources, however, projects have been identified for the remaining fiscal years 2012 through 2025 with uncommitted or unsecured resources.

#### **Analysis of Debt Capacity**

Generally, Washington State law permits a city to ensure a general obligation bonded debt equal to 3/4 of 1 percent of its property valuation without voter approval. By a 60% majority vote of its citizens, a city may assume an additional general obligation bonded debt of 1.7570%, bringing the total for general purposes up to 2.5% of the value of taxable property. The value of taxable property is defined by law as being equal to 100% of the value of assessed valuation.

For the purpose of supplying municipally-owned electric, water, or sewer service and with voter approval, a city may incur another general obligation bonded debt equal to 2.5% of the value of taxable property. With voter approval, cities may also incur an additional general obligation bond debt equal to 2.5% of the value of taxable property for parks and open space. Thus, under State law, the maximum general obligation bonded debt which a city may incur cannot exceed 7.5% of the assessed property valuation.

Municipal revenue bonds are not subject to a limitation on the maximum amount of debt which can be incurred. These bonds have no effect on the City's tax revenues because they are repaid from revenues derived from the sale of service.

The City of Pacific has issued general obligation bonds and municipal revenue bonds very infrequently. Therefore, under state debt limitations, it has ample debt capacity to issue bonds for new capital improvement projects. The City has adopted guidelines beyond the state statutory limits on debt capacity to ensure effective use of debt financing.

The "pay as you go" financing method is easy to administer and may be appropriate, because the City of Pacific is experiencing slow growth and future tax receipts may be uncertain. However, the City will consider using "pay as you use"

financing if a significant level of growth occurs. This will shift some of the cost for capital facilities to future users, and the effects of inflation will allow the City to repay the debt in "cheaper" dollars.

#### **User Charges and Connection Fees**

User charges are designed to recoup the cost of public facilities or services by charging those who benefit from such services. User fees may vary based upon the quantity and location of the service provided. Thus, charges could be greater for providing services further distances from urban areas.

#### **Mandatory Dedication or Fees in Lieu of**

The jurisdiction may require, as a condition of plat approval or development, as defined in the Pacific Public Works Guidelines, that subdivision developers dedicate a certain portion of the land in the development to be used for public purposes such as roads, parks, or schools. Dedication may be made to the local government or to a private group.

When a subdivision is too small or because of topographical conditions a land dedication cannot reasonably be required, the jurisdiction may require the developer to pay an equivalent fee in lieu of dedication.

The provision of public services through subdivision dedications not only makes it more feasible to serve the subdivision, but may make it more feasible to provide public facilities and services to adjacent areas. This tool may be used to direct growth into a certain area.

#### **Negotiated Agreement**

A negotiated agreement is achieved when a developer studies the impact of and proposes mitigation for development, and City approves the proposed action. These agreements rely on the expertise of the developer to assess the impacts and costs of development. Such agreements are enforceable by the jurisdiction. The negotiated agreement requires lower administrative and enforcement cost than impact fees.

#### **Latecomer's Agreement**

The City may grant latecomer's agreements to developers and owners for the reimbursement of a pro rata portion of the original costs of water, sewer, and storm water drainage systems, and

street improvements including signalization and lighting.

#### **Impact Fees**

Impact fees may be used to affect the location and timing of infill development. Infill development usually occurs in areas with excess capacity of capital facilities. If the local government chooses not to recoup the costs of capital facilities in under-utilized service areas, infill development may be encouraged by the absence of impact fees on development(s) proposed within such service areas.

Impact fees may be particularly useful for a small community that is facing rapid growth and with new residents desiring a higher LOS than the community has traditionally been satisfied with.

### **5.3.2 Obligation to Provide Capital Facilities**

#### **Coordination with Other Public Service Providers**

Local goals and policies as described in the other comprehensive plan elements are used to guide the location and timing of development. Local decisions may be additionally influenced by state agencies, special purpose districts, and public utilities that provide public facilities within the City of Pacific. The planned capacity of public facilities operated by other jurisdictions must be considered when making development decisions. Coordination with other entities is essential not only for the location and timing of public services, but also in the financing of such services.

The City's plan for working with private utilities such as natural gas, electric, and telecommunication providers, is detailed in the Utilities element. This plan includes policies for sharing information.

Other public service providers such as school districts and public water purveyors are not addressed in the Utilities Element. The City's policy is to exchange information with these entities and provide them with the assistance they need to ensure that public services are available and that the quality of the service is maintained.

The City should adopt Auburn School District and other School District Capital Facility Plans prepared and issued in compliance with the Growth Management Act. The City has responsibility for providing basic public services to the schools.

#### **Urban Growth Area Boundaries**

The Urban Growth Area Boundary was selected in order to ensure that urban services will be available to all development. The location of the boundary was based on the following: environmental constraints, the concentrations of existing development, the existing infrastructure and service, and the location of prime agricultural lands. New and existing development requiring urban services will be located in the Urban Growth Area. General sewer and water, drainage facilities, public utilities, telecommunications lines, and local roads may be extended to development in these areas. The City is committed to serving development within this boundary, if the residents desire. This should be coordinated with the appropriate purveyor. Therefore prior to approval of new development within the Urban Growth Area the City should review the six year Capital Facilities Program and the plan in this element to ensure the financial resources exist to provide the services to support such new development.

#### **Concurrency Management System Ordinance**

The City adopted Ordinance No. 1505 in 2001. This ordinance created Title 16 of the Pacific Municipal Code (PMC): Land Use and Environmental Procedures. Chapter 16.34, Concurrency, contains procedures for reviewing proposed development within the City and the Urban Growth Area based on the available capacity of public facilities coupled with the adopted Level of Service (LOS) standard for that facility. Issuance of a development permit will be based on consistency with the comprehensive plan and the PMC.

### **5.4 Methods for Addressing Shortfalls**

The City will not be able to finance all proposed capital facility projects. Therefore, it has clearly identified the options available for addressing shortfalls and how these options will be exercised. The City evaluates capital facility

projects on an individual basis rather than a system wide basis. This method involved lower administrative costs and can be employed in a timely manner. However, this method will not maximize the capital available for the system as a whole. In deciding how to address a particular shortfall the City will balance the equity and efficiency considerations associated with each of these options. When evaluation of a particular project identifies a shortfall the following options are available:

- Increase Revenue
- Decrease Level of Service Standards
- Decrease the Cost of the Facility
- Decrease the Demand for the Public Service or Facility

## 6. SIX-YEAR CAPITAL FACILITIES PLAN

In addition to the direct costs for capital improvements, it is important to analyze costs for additional personnel and routine operation and maintenance activities. Although, capital facilities plans do not include operating and maintenance costs, and such an analysis is not required under the Growth Management Act, it is an important part of long term financial planning. Capital facilities plans for the City of Pacific are based on the following:

- Financial Assumptions*
- Projected Revenues*
- Projected Expenditures*
- Operating and Maintenance Expenses*
- Future Needs*

### 6.1 Financial Assumptions

The following assumptions about future operating conditions in the local government and market conditions were used in the development of the Capital Facilities element:

- ◆ The City will maintain its current fund accounting system to handle its financial affairs.
- ◆ The cost of running the local government will continue to increase due to inflation and other factors, while revenues will decrease.

- ◆ New revenue sources, possibly including new taxes, will be necessary to maintain and improve City services and facilities.
- ◆ Significant capital investment is needed to maintain, repair, and rehabilitate the City's aging infrastructure and to accommodate future growth.
- ◆ Public investment in capital facilities is the primary tool of local government to support and encourage economic growth.
- ◆ A consistent and reliable revenue source to fund necessary capital expenditures is desirable.
- ◆ A comprehensive approach to review, consider, and evaluate capital funding requests is needed to aid decision makers and citizens in understanding the capital needs of the City.
- ◆ Financial transactions are recorded in individual "fund" accounts. Capital improvements will be financed through the following funds:

- General Fund
- Capital Improvement Fund (projects funded by bonds)
- Transportation Improvement Fund
- Real Estate Excise Tax Fund
- Enterprise Fund (user fees and connection fees)
- Public Buildings, Facilities, and Properties Fund
- Surcharge Fund

### 6.2 Projected Revenues

#### 6.2.1 Projected Tax Base

The jurisdiction's tax base may be a source for future revenues. The tax base is important to the overall fiscal health of the City, however, capital improvements are funded primarily through non-tax resources.

#### 6.2.2 Revenue by Fund

##### General Fund

This is the basic operating fund for the City, however, historically a number of capital improvements have been financed through this fund.

### Capital Improvement Fund

These revenues are committed to annual debt service, and expenditures from this account are expected to remain constant through 2009, based on the existing debt structure. The revenues in this fund represent continued capture of a dedicated portion of the Ad Valorem revenues necessary to meet annual debt service obligations on outstanding general obligation bonds.

### Transportation Improvement Fund

Expenditures from this account include direct annual outlays for capital improvement projects and debt service for revenue bonds. The revenues in this fund represent total receipts from state and local gas taxes. The projection estimates are based on state projections for gasoline consumption, current state gas tax revenue sharing methodologies, and continued utilization of local option gas taxes at current levels. This fund also includes state and federal grant monies dedicated to transportation improvements.

### Real Estate Excise Tax (REET 1 and 2) Fund

Revenues from this source may now fund only those capital projects listed in a jurisdiction's comprehensive plan including, "streets; roads; highways; sidewalks; street and road lighting systems; traffic signals; bridges; domestic water systems; storm and sanitary sewer systems; parks; recreational facilities; law enforcement facilities; fire protection facilities; trails; libraries; administrative and/or judicial facilities; river and/or waterway flood control projects.

### Enterprise Fund

The revenue in this fund is used for the annual capital and operating expenditures for service that are operated and financed similar to private business enterprises. The projected revenues depend upon income from user charges, connection fees, bond issues, state or federal grants, and carry-over reserves. These Funds are not to be used to serve General Fund Obligations.

## 6.2 Projected Expenditures

For the purpose of this fiscal assessment, projected capital expenditures have been aggregated to include:

- ◆ The direct cost of scheduled capital improvement projects presently underway;

- ◆ Capital improvements debt service expenditures for outstanding and planned bond issues; and
- ◆ The direct cost of capital improvements identified in other plan elements. These expenditures represent additional costs to maintain adopted Level of Service standards under projected growth conditions.

## 6.3 Operating and Maintenance Expenses

In addition to the direct costs of providing new capital facilities, the City also incurs increases in annual operation and maintenance costs. These are the recurring expenses associated with routine operation of capital facilities.

The anticipated annual increase in operating and maintenance costs shall consider new capital improvements in the budget year following completion of the capital improvement.

Currently, total General Fund Revenues and total operating costs financed from the General Fund are anticipated to rise proportionately, ensuring the City will have enough revenue to cover these expenses. However, it is important to evaluate the cost-effectiveness of operating future capital projects.

The actual location of public facilities and services is discussed in more detail in the Land Use element. The City anticipates that some capital improvement will need to be slated through the process developed for essential public facilities.

In analyzing the feasibility of various funding and land use scenarios, the availability of funds was a constraint in some cases, and altered anticipated land uses.

The City has made various adjustments to the type and location of land use, as well as, adjustments in the timing and funding sources for financing capital improvements. The plan contained in this element represents a realistic projection of the City's funding capabilities, and ensures that public services will be maintained at acceptable levels of service.

## 7. PLAN IMPLEMENTATION AND MONITORING

### 7.1 Implementation

The six-year Schedule of Improvements is the mechanism by which the City can stage the timing, location, projected cost, and revenue sources for the capital improvements identified for implementation. The schedule of Improvements is economically feasible within the target revenues.

Public facility projects identified for implementation within target revenues under \$10,000 are not carried forward to the Implementation Section. The distribution among years matches the years in which capital improvement work is planned in order to achieve or maintain the adopted LOS standards and measurable objectives for various public facilities.

Listed capital improvement projects are not inclusive of all anticipated capital improvements. Projects which exceed available target revenues are not included at this time. As additional revenues become available, these projects will be incorporated for implementation. Projects under \$10,000 and projects not related to LOS standards or measurable objectives are also excluded, except that projects under \$10,000.00 which were explicitly described in Pacific's previous Parks and Recreation and Drainage Plans are included, for consistency with those plans.

Planned expenditures and funding sources for each project. As each plan is evaluated annually, yearly amounts beyond FY 2012 will be identified. The Storm Water Drainage, Sanitary Sewer, Water System, and Transportation Plans were developed with annual inflationary increases. Top priority is generally given to projects which correct existing deficiencies, followed by those required for facility replacement, and those needed for future growth.

### 7.2 Monitoring and Evaluation

Monitoring and evaluation are essential in ensuring the effectiveness of the Capital

Facilities Plan element. This element will be annually reviewed and amended to verify that fiscal resources are available to provide public facilities needed to support adopted LOS standards and measurable objectives.

The annual review will be the responsibility of the City of Pacific's Community Development, Public Works, and Finance departments. The review will include an examination of the following considerations in order to determine their continued appropriateness:

1. Corrections, updates, and modification concerning cost; revenue sources; acceptance of facilities pursuant to dedication which are consistent with the element; or the date of construction of any facility enumerated in the element;
2. The Capital Facilities element's continued consistency with the other elements and its support of the Land Use element;
3. The priority assignment of existing public facility deficiencies;
4. The City's progress in meeting those needs determined to be existing deficiencies;
5. The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority;
6. The City's effectiveness in maintaining the adopted LOS standards and achieving measurable objectives.
7. The City's effectiveness in reviewing the impacts of plans and programs of state agencies providing public facilities within the City's jurisdiction.
8. The effectiveness of impact fees, and mandatory dedications or fees in lieu of, assessing new development for the improvement costs which it generates;
9. The impacts of special districts and any regional facility and service provision upon the City's ability to maintain its adopted LOS standards or to achieve its measurable objectives;

10. Efforts made to secure grants or private funds, whenever available, to finance the provisions of capital improvements;
11. The criteria used to evaluate proposed plan amendments and requests for new development or redevelopment;
12. Capital improvements needed for the latter part of the planning period, for update of the Six-year Schedule of Improvements;
13. Concurrency status; and
14. Potential re-evaluation of the Land Use element for conformance with the funding, approval, and construction of capital facilities improvements.

*Discussion:* New connections to the City's water, sanitary sewer, and/or storm drainage systems, shall contribute their fair share toward the construction and/or financing of on-going or future projects to increase the capacity of those systems.

**Policy C 1.2:** General City utility funds, area-wide Local Improvement Districts (LIDs), grants/loans, impact/user fees, a portion of monthly rates, and other funding sources, when available, shall pay to improve existing systems to appropriate Levels of Service (LOS).

**Policy C 1.3:** Pacific adopts the following policy on concurrency: All public facilities and roads must be present or able to be supplied to all new developments at the time of development. Roads can be improved over the next six years. Development review should include an analysis of cumulative impacts.

## 8. GOALS AND POLICIES

This section discusses the plan for future financing of public facilities and services in the City of Pacific. The timing of development and provision of services are key components of this planning process.

The analysis of existing conditions and projected needs in previous sections has highlighted areas of concern and opportunities for Pacific. The visioning process for the City of Pacific was used, along with inventory and analysis to create a plan. The plan contains a strategy for achieving the City's goals in light of existing conditions in the City. The goals and policies within the plan provide guidelines and positive actions.

### GENERAL FACILITIES

**GOAL C 1:** Endeavor to adequately provide needed facilities within its jurisdiction in a manner which protects investments in existing facilities, maximizes their use, and promotes orderly compact urban growth.

**Policy C 1.1:** New development shall pay a proportionate share for the new utilities, recreational facilities, and roads needed for development.

**Policy C 1.4:** The City shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facility provision:

#### A. Recreation and Open Space

Parks and Open Space: 20 acres per 1,000 residents

#### B. Potable Water

Existing Average Day Demand 430 gpm  
Planned Average Day Demand 586 gpm  
Existing Maximum Day Demand 870 gpm  
Planned Maximum Day Demand 1,172 gpm

#### C. Sanitary Sewer

100 gallons per capita per day\*  
*\*Department of Ecology [DOE] standard.  
King County Metro uses 187 gallons per household per day as its standard.*

Industrial and commercial systems will be planned and expanded based on a Level of Service of 500 gallons per acre per day.\*

*\*To be verified by King County Metro*

The City will maintain compliance with Federal and State Regulations. Collection and conveyance will be of residential quality waste.

#### D. Drainage

Establish and maintain the Level of Service as the 25-year storm event, except in those areas

where the 100-year storm design is appropriate to protect the natural environment.

Stormwater quality will be maintained using "Best Management Practices," as adopted in the King County Surface Water Manual.

Promote low impact development (LID) stormwater facilities to reduce the burden on existing facilities and comply with evolving stormwater regulations.

#### **E. Traffic Circulation**

LOS shall be determined by roadway functional classification:

*Major Arterial:*

LOS C peak hour traffic.

*State Highway and County Road:*

LOS C over 24-hour period, off season traffic

*Collectors and Local Roads:*

Design Standards

**GOAL C2:** Public facilities should enhance and compliment the community, environment, and fiscal quality and values of the City.

**Policy C2.1:** Ensure that collection, conveyance, storage and discharge of storm drainage is provided in a sufficient and environmentally responsible manner, in order to meet the needs of the existing community and provide for its planned growth.

**Policy C2.2:** The City shall upgrade its own static and mobile facilities with alternative energy technologies as need arises, both in repair and remodeling phases, and in new construction.

## **PUBLIC BUILDINGS**

**GOAL C3:** Maximize public access and provide for the appropriate location and development of public and quasi-public facilities that serve the cultural, educational, recreational, religious and public service needs of the community.

*Discussion:* Buildings which house City departments or other agencies which provide services to the general public should be sited in

areas which are accessible to all segments of the population.

**Objective:** Site public buildings in accord with their service function and the needs of the members of the public served by the facility.

**Policy C3.1:** City park buildings should be developed in accordance with the Parks, Open Space, Recreation, and Trails element.

**Policy C3.2:** The siting, design construction and improvement of all public buildings shall be done in full compliance with the Americans with Disabilities Act (ADA).

**Policy C3.3:** Public and quasi-public facilities which attract a large number of visitors (City Hall, museums, libraries, educational, permit or license offices, and health or similar facilities, etc.) should be sited in areas which are accessible (within 1/4 mile) by transit.

**Policy C3.4:** The City shall encourage other agencies to follow these siting principles in considering new sites for public buildings.

**Policy C3.5:** The location of utility facilities is often dependent upon the physical requirements of the utility system.

*Discussion:* Sewerage lift stations, water reservoirs, and other similar facilities should be sited, designed, and buffered (through extensive screening and/or landscaping) to fit in with their surroundings harmoniously. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light, glare, and other blighting impacts.

**Policy C3.6:** Seek innovative and shared financing for City facilities, including lease arrangements and impact fees.

**Policy C3.7:** Maintain services and a rate structure adequate to keep the Community Center and Senior Center self-sufficient.

**Policy C3.8:** Through the King County Library District, provide access to library services consistent with the King County Library District standard (currently .XX square feet/capita).

**Policy C3.9:** Support the School Districts serving Pacific in providing the best education for all students.

**Policy C3.10:** Coordinate and communicate with the appropriate school districts on issues of mutual interest, including school facility location, impacts of new development, impacts of school facilities and activities on the community, parks and recreation programs, population and growth projections, and school involvement in the community.

**Policy C3.11:** Based on the Auburn, and other appropriate School District Capital Facilities Plans, establish impact fees to mitigate the demands on the school systems of new development.

**Policy C3.12:** Encourage complimentary businesses to locate near public and quasi-public buildings, and recreational facilities within the City of Pacific (i.e. coffee shop, cyber-cafe, or bistro, encouraged to locate near Library).

## PUBLIC SAFETY

**GOAL C4:** Provide and enhance a public safety system to meet the community's needs.

*Discussion:* The City of Pacific provides both Law Enforcement and for Fire and Emergency Medical Response. The City will work closely with citizens, businesses, and adjoining jurisdictions to pursue and implement programs that improve and enhance public safety and improve facilities within the city.

**GOAL C4:** Maintain efficient and cost effective levels of emergency protection.

**Policy C4.1:** Promote police and fire awareness, education and action programs.

*Discussion:* Citizens can help prevent crimes, accidents, and fires. A strong community education program on prevention of crime and fire hazards will help create aware and educated people to work in partnership with trained Pacific personnel. These programs should be offered through public schools, community groups, and to the general public. The Police and Fire

departments will be encouraged to provide home inspections and advise residents of safety procedures that prevent fires.

**Policy C4.2:** Acquire land and facilities for emergency services in advance of need.

*Discussion:* Requirements for emergency responses determine the optimum location of fire departments, police stations, and to a lesser extent, ambulance services. Fire stations need to be located so that response time is four minutes or less. This requirement determines the total distance between stations; three miles apart in an urban area. Foresight must be used to establish the future locations and needs of fire and police stations prior to total development of an area.

**Policy C4.3:** Support state legislation requiring installation of fire detection and fire extinguishing systems.

*Discussion:* Fire detection and fire extinguishing systems are presently required in all public buildings. Sprinkler systems must be required in all buildings that cannot be protected with local fire flow capabilities. Sprinklers should be presented as an option for new residential construction, and are reinforced by premium credits from some insurance companies.

**Policy C4.4:** Continue cooperation with adjacent law enforcement and fire protection agencies, and other emergency providers.

*Discussion:* Most emergency services cooperate fully with comparable services from other jurisdictions. City fire departments and city police departments work closely together through interlocal agreements. Protecting the public is the primary goal. Continuation of this cooperation should be totally supported and encouraged.

**GOAL C5:** Use design controls to minimize impacts on police and fire services.

**Policy C5.1:** Promote a strong community awareness and involvement program that will put eyes on the street to discourage and prevent crime.

**Policy C5.2:** Implement a program of Crime Prevention through Environmental Design (CPTED): a proactive approach using the following four (4) principles in the design and care of the built environment to reduce the incidence and fear of crime:

1. Natural surveillance:
  - a. The placement and design of physical features to maximize visibility. This includes building orientation, windows, entrances and exits, parking lots, walkways, guard gates, landscape trees and shrubs, fences or walls signage and other physical obstructions.
  - b. The placement of persons and/or activities to maximize surveillance possibilities.
  - c. Lighting and technology that provides for nighttime illumination of parking lots, parks, walkways, entrances and exits.
2. Natural access control:
  - a. The use of sidewalks, pavement, lighting and landscaping to clearly guide the public to and from entrances and exits.
  - b. The use of fences or landscaping to prevent and/or discourage public access to or from dark and/or unmonitored areas.
3. Territorial reinforcement: The use of physical attributes that express ownership of property, such as pavement treatments, landscaping, art, signage, screening and fences.
4. Maintenance: The use of low maintenance landscaping and lighting treatment to facilitate the CPTED principles of natural surveillance, natural access control and territorial reinforcement.

Implementation of Commerce principles 1 through 3 is handled through the site plan review and approval process addressed by this policy. Implementation of principle 4 depends primarily on individual property owner initiative, and secondarily on code enforcement.

**Policy C5.3 Commerce Review:** The evaluation of site and building design during the review of a development application for its consistency with CTED principles.

*Discussion:* Public safety concerns can be reduced by proper building and site design. Simple measures that often do not increase costs can be included at the time of construction. Public awareness and proper design and can effectively thwart criminal activity.

**INSERT 2010 Capital Facilities Plan**