



CITY OF PACIFIC
COMMUNITY DEVELOPMENT DEPARTMENT
100 3RD AVE SE, PACIFIC, WA 98047
253-929-1107



COMMUNITY DEVELOPMENT STAFF REPORT AND RECOMMENDATION

FILE NUMBER: SHR20-001 **ACTION:** Proposed Shoreline Substantial
Development CUP

APPLICANT: Jim Morgan, Public Works Manage
City of Pacific
100 3rd Ave. SE
Pacific, WA 98047

PROPERTY

LOCATION: The project is located on Stewart Road in Pacific, Washington beginning from the east right-of-way line of Valentine Ave. SE, easterly to the White River Bridge in the City of Sumner. The project also includes improvements to Butte Ave SE and the intersection of Butte Ave SE and Stewart Road.

SUBJECT: A Shoreline Substantial Development Conditional Use Permit to widen Stewart Road from Valentine Ave to Butte Ave from two (2) lanes to four (4) lanes

HEARING DATE: August 18, 2020 at 3:30pm, Sumner City Hall

BEFORE: Hearing Examiner


Jack Dodge, Community Development Manager

DATE: August 3, 2020

ATTACHMENTS:

1. Application
2. Vicinity Map/Site Plan
3. Right-of-Way (ROW) Plans
4. Aerial Photo
5. City of Pacific Shoreline Designations
6. Pierce County Shoreline Designation
7. Notice of Application (NOA)
8. SEPA Determination MDNS (Sumner File PLN-2020-0036)
9. SEPA Checklist
10. Muckleshoot Indian Tribe Comments
11. Widner & Associates – Wetland and Stream and Delineation Memorandum
12. Pacific Road Classifications
13. Photo's – Current Road Conditions



CITY OF PACIFIC

COMMUNITY DEVELOPMENT RECOMMENDATION

SHORELINE DEVELOPMENT CONDITIONAL USE PERMIT

DATE: August 18, 2020

FILE NO.: SHR20-001

APPLICANT: Jim Morgan
Public Works Manager
City of Pacific
100 3rd Ave. SE
Pacific, WA 98047
Phone: 253-929-1113
Email: jmorgan@ci.pacific.wa.us

**CONTACT
PERSON:**

Ross Widener
Widener & Associates
1902 120th Pl SE Ste. 202
Everett, WA 98208
Phone: 425-332-3961
Email: rwidener@prodigy.net

LOCATION: The project is located on Stewart Road and Butte Ave SE in Pacific, Washington beginning from the east right-of-way line of Valentine Ave. SE, easterly to the White River Bridge in the City of Sumner (See Attachments 2 through 4).

REQUEST: The City is requesting a Shoreline Substantial Development Conditional Use Permit (SCUP) to widen and improve Stewart Road SE and Butte Ave SE in the City of Pacific. Improvements to the roads are partially located within the jurisdiction of the Shoreline Management Act regulations.

WATER DISTRICT: Pacific
SEWER DISTRICT: METRO

FIRE DISTRICT: VRFA
SCHOOL DISTRICT: Auburn

I. FINDINGS

A. History: Stewart Road is classified as a “Major Arterial” within the City of Pacific (See Attachment 11). Stewart Road acts as a component in a major east-west connector road between the City of Milton on the west hill of the White River Valley and the Lakeland Hills commercial/residential development on the White River Valley east hill in the City of Auburn. It is one the major routes that the residents in the east hill of Auburn utilize to move to and from work. Stewart Road in Pacific was recently widened from two to four lanes from the West Valley Highway to Valentine Ave SE. The newly widened street was opened in 2016. Approval of the Conditional Use request would complete the widening of Stewart Road in the City of Pacific and remove a bottleneck for traffic travelling to and from the Lakeland Hills area of Auburn. The widened road would match with the City of Sumner’s new 8th St. E./White River Bridge proposal also being considered by the Hearing Examiner. A bike lane will also be provided on the north side of Stewart Road to extend the Interurban Trail to link it with the Sumner “Links” Trail.

Butte Ave SE is a Collector Street from Stewart Rd SE to the King/Pierce County line in Pacific. It is utilized by a number of businesses for access to Stewart Road SE and by City residents (and commuters) to reach Stewart Road SE to travel both east and westbound. Currently, turning movements are only controlled by a “Stop Sign” which makes left turns eastbound onto Stewart Road SE/8th St. E particularly hazardous during rush hour traffic. Improvements to Butte Ave SE would provide a larger turning radius northbound onto Butte Ave and a traffic signal will be provide (currently, there is no traffic signalization at the intersections of Stewart Road SE and Butte Ave SE).

B. Purpose: The purpose of the Stewart Road SE/Butte Ave SE road improvements (including a bike lane) is to provide a safer travel route through Pacific and to the east and west hills of the White River Valley.

C. Proposed Use: The continued safe use of Stewart Road SE and Butte Ave SE.

D. Neighborhood and Site: The roads are used for vehicular and pedestrian traffic.

North: Light Industrial Uses

South: Light Industrial Use (Manke Lumber)

East: The White River floodplain (east of Butte Ave SE)

West: Light Industrial Uses..

E. Zoning:

The roadways do not have a zoning designation.:

North: Light Industrial (LI)

South: Heavy Industrial (City of Sumner)

East: Employment Center (Pierce County)

West: Light Industrial (LI)

F. Comprehensive Plan Land Use Designations:

The Comprehensive Plan Land Use designation for the property is Office Park. Adjacent designations are as follows:

- North: Light Industrial
- South: Light Industrial MIC Overlay (City of Sumner)
- East:
- West: Light Industrial

G. SEPA Action:

SEPA for this project was issued as a joint SEPA determination with the City of Sumner in conjunction with the City of Sumner 8th Street bridge replacement over the White River. The City of Sumner file is PLN-2020-0036 (See Attachments 8 and 9).

H: SHORELINE DESIGNATION

Urban Conservancy – City of Pacific
Conservancy – Pierce County

- I. Applicable Regulations:** The proposed road improvements may be allowed subject to obtaining a Shoreline Substantial Development Conditional Use Permit (SCUP) under Pacific Municipal Code (PMC) 21.20.080 and 21.50.160. Section 21.50.160 outlines the criteria of the PMC the Hearing Examiner shall use to determine if a SCUP may be granted. The criteria with staff commentary are listed as follows:

21.50.160 Conditional Use

- A. The use must be compatible with other permitted uses within that area.

The proposed road widening improvements would have similar impacts to the shoreline as other uses permitted in shoreline jurisdiction. Other uses include parks, parking areas and structures for floodway management. Both Butte Ave. SE and Stewart Road SE are existing roadways within the City. Stewart Road is as shown in Attachment 2, is classified as a major arterial in the City. Butte Ave SE is classified as a collector street. Within shoreline jurisdiction, a total of 5,153 sq. ft. of new roadway and new driveways will be constructed. The new construction will be located within existing City of Pacific right-of-way (ROW). Approximately 7,800 sq. ft. of the existing Butte Ave SE will be modified. Modifications include the following:

- *The intersection of Butte Ave SE with Stewart Road will be raised approximately three feet to match the proposed road elevation with Stewart Road.*
- *Butte Ave SE will be widened from two to three lanes at the intersection with Stewart Road to provide a dedicated left hand turn lane. This will be tapered back to two lanes north of the intersection.*

B. The use will not interfere with the public use of public shorelines.

Improvements to Stewart Road will enhance the public access to the White River. As part of the Stewart Road improvements, the Interurban Trail will be extended to the east along Stewart Road to connect eventually with the Links Trail in the City of Sumner. Currently, the Interurban Trail terminates at Valentine Ave SE. The Stewart Road widening would provide a safer public access to the shoreline (White River).

C. Design of the site will be compatible with the surroundings and the City's Master Program.

Proposed improvements will be minimized within shoreline jurisdiction. Best management practices regarding construction of the road improvements and construction of new storm drainage systems will be used. The new road improvements would be compatible with the City's Master Plan.

D. The use shall be in harmony with the general purpose and intent of the City's Master Program.

Both Butte Ave SE and Stewart Road SE are located in an existing roadway corridor. The improvements proposed for this corridor are consistent with the following shoreline policies.

Policy LU-31.1: Plan, locate, design and construct, roads, nonmotorized systems and parking facilities where routes and design will have the least possible adverse effect on unique or fragile shoreline features, and will not result in a net loss of shoreline ecological functions. New transportation facilities should not adversely impact existing or planned water dependent uses. Where other options are available and feasible, new roads or road expansions should not be built within shoreline jurisdiction.

Policy LU-31.4: Joint use of transportation corridors within the shoreline jurisdiction for roads, utilities, and non-motorized transportation should be encouraged.

The Stewart Road corridor would be joint use corridor providing for motorized and nonmotorized traffic. The improvements will provide a safer conduit for public access to the shoreline of the White River.

The Muckleshoot Indian Tribe (Attachment 10) had numerous comments.

This includes noting missing water bodies in the area (such as a backwater channel). The channel has been subsequently identified in the revised SEPA determination issued by the City of Sumner/Pacific (Attachments 8 and 9). Improvements to Butte Ave SE or Stewart Road SE will not impact or be close to the backwater channel. Proper best management practices under current City Codes (such as PMC Title 21 and Title 24) will avoid impacts to the channel.



Backwater Channel – White River

Stormwater improvements as part of the Butte Ave SE improvements will provide better treatment of the stormwater before entering the White River over existing conditions. Comments by the Muckleshoot Indian Tribe were addressed in the updated SEPA Checklist (Attachment 9).

E. The use meets the Conditional Use criteria in WAC 173-27-160.

WAC 173-27-160 (a) That the proposed use is consistent with the policies of RCW 90.58.020 and the master program;

The proposed expansion of Stewart Road is consistent with the following Shoreline policies of the Pacific Shoreline Master Program.

Policy LU-30.2: Public access to and along the water's edge should be available throughout publicly owned shoreline areas although direct physical access to the water's edge may be restricted to protect shoreline ecological values. Public access shall be provided over all public aquatic lands leased for private activity, consistent with compatibility with water-dependent uses.

The proposed expansion of Stewart Road between Valentine Ave. and Butte Ave. will help to facilitate the public access to the White River. South of Valentine Ave., the Interurban Trail ends at the NW corner of Stewart Road SE and Valentine Avenue. With the road widening of Stewart Road between Valentine Ave. and Butte Ave., the Interurban Trail will also be extended to the City of Pacific and City of Sumner City limits boundary. The extension of the Interurban Trail will dovetail into the City of Sumner's replacement of the existing two lane White River Bridge with a four lane bridge and the further extension of the Interurban Trail to link up with the Links Trail in Sumner. With the two proposed projects, this will provide additional and safer public access to the White River. This includes safer access by the public to the King/Pierce County "Left Bank Levee" improvements which allows pedestrian access to the top of the levee and additional public access to the White River north of Stewart Road/8th Street and Butte Ave SE improvements.

Policy LU-31.1: Plan, locate, design and construct, roads, nonmotorized systems and parking facilities where routes and design will have the least possible adverse effect on unique or fragile shoreline features, and will not result in a net loss of shoreline ecological functions. New transportation facilities should not adversely impact existing or planned water dependent uses. Where other options are available and feasible, new roads or road expansions should not be built within shoreline jurisdiction.

The improvements to Stewart Road will be located in an existing road corridor. Paired with the City of Sumner 8th Street bridge replacement, there will be a minimal impact to the shoreline.

Policy LU-31.4: Joint use of transportation corridors within the shoreline jurisdiction for roads, utilities, and non-motorized transportation should be encouraged.

All utilities are proposed to be constructed in coordination with the replacement bridge over the White River within the City of Sumner.

WAC 173-27-160 (b) That the proposed use will not interfere with the normal public use of public shorelines;

The proposed road improvements will not interfere with the normal public use of the public shorelines. The proposed road improvement will enhance public access to the White River. A bike lane will be constructed as part of the road improvements to connect the Interurban Trail in Pacific with the Links Trail in Sumner. Currently there is no bike lane and pedestrian access to the White River in this area is restricted and hazardous due to the current width of Stewart Road and high traffic volumes. With the widening of Stewart Road in conjunction of a new bridge over the White River, there will be a safer connection of the Interurban Trail and the Links Trail in Sumner.

WAC 173-27-160 (c) That the proposed use of the site and design of the project is compatible with other authorized uses within the area and with uses planned for the area under the comprehensive plan and shoreline master program;

The proposed project involves the widening of the Stewart Road SE between Valentine Avenue SE and Butte Avenue E. This project will connect to completed improvements west of Valentine Avenue SE and will also allow for a smooth transition once the Stewart Road Bridge is replaced. Upon completion, both motorized and non-motorized users will be able travel safer and more efficiently through this transportation corridor. Adjacent properties are industrial and commercial. Driveway improvements to several of these properties are included in this project.

As mentioned earlier, the Butte Ave SE improvements will improve the intersection of Stewart Road SE and Butte Ave SE, providing for safer vehicular turning movements at the intersection.

The project area is partially located within shoreline jurisdiction as illustrated in Attachment 2 of the staff report. The shoreline jurisdiction area within 200 feet of the White River is partially within the City of Pacific and partially within Pierce County. The Pierce County shoreline designation is classified as "Conservancy". The City of Pacific shoreline designation for this area is classified as "Urban Conservancy" (See Attachment 5). Road improvements will only be done within the City jurisdiction within City right-of-way. No construction or improvements will be conducted within the Pierce County shoreline jurisdiction area (See Attachment 6). The shoreline area within Pierce County is located within the City of Pacific's "Urban Growth Area" (UGA). The area would receive the City of Pacific's "Urban Conservancy" designation when annexed.

Under Pierce County Code (PCC), the proposed road improvements would be a permitted use subject to a Shoreline Substantial Development Permit (PCC 18S.60.030). Under Pacific Municipal Code (PMC) 21.20.080, road improvements are listed as a conditional use. The proposed road improvements in Pacific are compatible with uses permitted outright in the "Urban Conservancy" designation (Such as pedestrian and bicycle trails).

WAC 173-27-160 (d) That the proposed use will cause no significant adverse effects to the

shoreline environment in which it is to be located; and

The project is located at an existing transportation corridor, so the function of the project area will not be changed. Upon completion, this transportation corridor will function more efficiently and will be safer for both motorized and non-motorized users. Minimal impacts will occur within the shoreline and buffer zone where weeds and grass will be cleared to expand the roadway. The shoreline area impacted currently does not function as a riparian buffer. No trees will be removed for this project.

WAC 173-27-160 (e) That the public interest suffers no substantial detrimental effect.

The proposed project will improve the efficiency and safety of Stewart Road directly west of the Stewart Road Bridge. The project will allow for safer passage for both motorists and non-motorized users. The project will allow people to cross the White River quicker. The project will also improve emergency response times. Adjacent businesses will benefit from easier non-motorized and vehicular travel to their locations. Driveway improvements are also proposed for several of these businesses as part of this project.

II. CONCLUSIONS:

- A. The proposed improvements to Stewart Road SE and Butte Ave SE will provided the following benefits to the public.
- The proposed improvements will provide additional nonmotorized access to the White River through the extension of Interurban Trail eastward along the north side of Stewart Road.
 - The extension of the Interurban Trail will provide a safer connection with the Sumner Links Trail.
 - The improvements at the intersection of Stewart Road and Butte Ave while provide safer turning movements for both vehicular and nonmotized traffic.
 - Storm drainage improvements will be constructed to the most current standards and best management practices. This will enhance the water quality of the storm drainage runoff from Stewart Rd and Butte Ave entering the White River.
- B. The proposed road improvements, constructed under current codes and best management practices, substantially met the criteria to issue a SCUP under the criteria listed under Section 21.50.160 of the Pacific Municipal Code and WAC 173-27-160.

III. RECOMMENDATION:

Based on the Findings, Conclusions and Attachments, the Community Development Department recommends **APPROVAL** of the proposed Shoreline Substantial Conditional Use Permit to allow the road improvements as outlined in the staff report and attachments.

IV. ATTACHMENTS:

1. Application
2. Vicinity Map/Site Plan
3. Right-of-Way (ROW) Plans
4. Aerial Photo
5. City of Pacific Shoreline Designations
6. Pierce County Shoreline Designation
7. Notice of Application (NOA)
8. SEPA Determination MDNS (Sumner File PLN-2020-0036)
9. SEPA Checklist
10. Muckleshoot Indian Tribe Comments
11. Widner & Associates – Wetland and Stream and Delineation Memorandum
12. Pacific Road Classifications
13. Photo's – Current Road Conditions