



PLANNING COMMISSION AGENDA
CITY HALL – 1104 MAPLE STREET
JANUARY 4, 2024 6:00 PM

The City is conducting this public meeting using a hybrid model. The public is welcome to attend the meeting in-person at Sumner City Hall Council Chambers (1104 Maple Street) or virtually by using the meeting access link below:

<https://sumnerwa-gov.zoom.us/j/85115707843>

Or by phone: 253 215 8782 (Tacoma) Webinar ID: 851 1570 7843

CALL TO ORDER

Pledge of Allegiance

Roll Call

1. Roll Call: Sharon Fochtman, Mark Isaacs, Adriann LaMear, Kelly Locke, Bill Moody, David Peters
2. Absent a Chair, the Vice Chair or Temporary Chair is to run meeting

APPROVAL OF MINUTES

1. Minutes from: September 7, 2023, September 21, 2023, October 5, 2023, November 2, 2023, November 16, 2023

PUBLIC COMMENT

1.

Items Not on the Agenda: The public may comment on topics that are not on the meeting agenda. Comments should be submitted via email to annsi@sumnerwa.gov no later than 5:00pm on the day prior to the meeting, or comments may be submitted at the meeting. Written comments will be read into the record; all comments are limited to 3 minutes.

2. **Comments on Unfinished and New Business Items:** The public may comment on Unfinished/New Business if the Commission is scheduled to make a recommendation on the item. Comments will be limited to 3 minutes.

PUBLIC HEARING

UNFINISHED BUSINESS

NEW BUSINESS

1. Election of Officers for 2024
2. Critical Areas Ordinance Update
3. Transportation Plan & Transportation Impact Fee Update

CORRESPONDENCE

COMMISSION COMMENTS

STAFF COMMENTS

Next meetings: January 18, February 1, March 7

ADJOURNMENT



SUMNER PLANNING COMMISSION
Regular Meeting
MINUTES
Thursday, September 7, 2023

CALL TO ORDER

The hybrid meeting was called to order at 6:06 pm by Chair Elfers.

ROLL CALL

Commissioners Present (in-person): Elfers, Isaacs, Moody
Commissioners Present (virtually): Fochtman (6:08pm), Locke, Stoneking
Excused Absences: None

APPROVAL OF MINUTES

1. Minutes from August 3, 2023: Motion by Stoneking, 2nd by Moody, approved.

PUBLIC COMMENT

None before the Commission.

UNFINISHED BUSINESS

1. Overview of Environmental Impact Statement (EIS) alternatives & process
2. 2024 Comprehensive Plan – Finish Discussion on Essential Public Facilities, Utilities, Historic/Cultural Resources.

BERK Consulting presented an overview of the EIS process and the selection of alternatives for evaluation. The alternatives focus mostly on options for addressing housing targets for capacity and income bands.

Staff noted that revisions were made to Essential Public Facilities Element and Historic/Cultural Element since the last Planning Commission review. Discussion then moved to Item 1 under New Business.

NEW BUSINESS

1. 2024 Comprehensive Plan – Discuss Land Use Element, Housing Element

Consultants Lisa Grueter and Stefanie Hindmarch from BERK Consulting presented the Land Use and Housing Elements. The consultants presented each chapter, including policies and recommended code updates for the Housing Element, and answered questions from the Commissioners. Commissioners had questions and concerns related to the code/policies, including: clarification of environmental justice and

vulnerable communities, factors that contribute to housing costs, implications of not accepting the densities and targets assigned by the State, appropriate density for the MDR zone, allowances for 4-plexes in LDR zones, whether to make MFTE mandatory or create incentives, potential incentives for ADUs, potential impacts of anti-displacement policies on property owners.

Due to the late hour at 8:19 pm, the Commission voted to table further discussion on Unfinished Business Item 2 to a future meeting, with motion by Mr. Moody and second by Mr. Isaacs; vote was unanimous yes.

COMMISSION COMMENTS

Commissioners noted the difficulty of the policy questions and that it would be helpful for staff to be clear about what are State mandates that the Commission cannot change.

STAFF COMMENTS

Ms. Siegenthaler discussed the preferred approach to Commission reviews, to streamline meetings. Commissioners are reminded to read the packet ahead of time and come prepared to discuss key policy questions. Tech edits can be emailed to staff ahead or shortly after meeting. Staff asked Commissioners to confirm attendance at the September 21 meeting. Staff reminded Commissioners to take the required cybersecurity training.

ADJOURNMENT

Chair Elfers motioned to adjourn the meeting, Moody seconded; all were in favor. With no further business in front of the Commission, MEETING ADJOURNED AT 8:47 pm.

Minutes Submitted by: Ann Siegenthaler



SUMNER PLANNING COMMISSION
Study Session
MINUTES
Thursday, September 21, 2023

CALL TO ORDER

The hybrid meeting was called to order at 6:04 pm by Chair Elfers.

ROLL CALL

Commissioners Present (in-person): Elfers, Moody
Commissioners Present (virtually): Fochtman, Locke
Excused Absences: Isaacs, Stoneking

UNFINISHED BUSINESS

- I. 2024 Comprehensive Plan - Finish Discussion on Essential Public Facilities, Historic/Cultural Resources, Utilities Elements

Senior Planner Ann Siegenthaler noted that these elements were previously reviewed by the Commission, who recommended a few final edits, which have been incorporated into the documents (except that there were no revisions to the Utilities Element). BERK consulting presented updates to the Essential Public Facilities and Historic/Cultural Elements since the last Commission review. Commissioners had some questions, but expressed no objections to the revised wording.

NEW BUSINESS

1. 2024 Comprehensive Plan Update - Discussion on additional Comp Plan elements:
 - a. Climate Change & Resiliency Overview
 - b. Environment Policies

BERK Consulting presented an overview of the climate change/resiliency requirements that must be addressed in local comprehensive plans. There are a number of related policies that will be recommended for various Elements throughout Sumner's Comprehensive Plan. Commissioners had questions related to several of the terms used, such as: broaden the types of alternative power sources addressed, clarify cultural foods, what is meant by socially responsible, etc.

Claire Hoffman from Parametrix presented the draft policies in the Environment Element. Commissioners had comments related policy wording, such as how is Best Available Science determined, right-to-farm, clarifying/broadening the term green energy, etc.

ADJOURNMENT

Chair Elfers motioned to adjourn the meeting; Moody seconded; all were in favor. With no further business in front of the Commission, MEETING ADJOURNED AT 8:04 pm.

Minutes Submitted by: Ann Siegenthaler



SUMNER PLANNING COMMISSION
MINUTES
Thursday, October 5, 2023

CALL TO ORDER

The hybrid meeting was called to order at **6:02 pm** by Chair Elfers.

ROLL CALL

Commissioners Present (in-person): Elfers, Moody
Commissioners Present (virtually): Fochtman, Stoneking
Excused Absences: Locke Unexcused Absences: Isaacs

APPROVAL OF MINUTES

None before the Commission.

PUBLIC COMMENT

None before the Commission.

UNFINISHED BUSINESS

None.

NEW BUSINESS

1. 2024 Comprehensive Plan Update - Discussion on additional Comp Plan elements

Consultants from Parametrix reviewed the Environment Element policies and went through the proposed code sections.

Commissioners had questions regarding clarifying what is meant by adverse effects and duration of required mitigation monitoring. Consultants explained the rationale behind the proposed stream buffer increases, referring to the recommended Washington Department of Fish & Wildlife (WDFW) buffers for fish-bearing streams. Consultants noted that a “middle-ground” buffer width would be 150 feet, but that discussion with WDFW continues. Commissioners asked staff/consultants to provide a visual or map of the proposed buffers. Discussion ended at 7:07pm.

2. Discussion on proposed Capital Facilities Element

Consultants from BERK Consulting presented the proposed policies in the Capital Facilities Element of the Comp Plan. Commissioners suggested a few wording tech edits, and had questions about changes in water demand shown in the policies and business usage of water.

COMMISSION COMMENTS

None.

STAFF COMMENTS

Staff reminded the Commission that they are required to take the City cybersecurity training, KnowB4, and that the IT Department has sent them all an email.

ADJOURNMENT

Chair Elfers motioned to adjourn the meeting, Stoneking seconded; all were in favor. With no further business in front of the Commission, MEETING ADJOURNED AT 8:25 pm.

Minutes Submitted by: Ann Siegenthaler



**SUMNER PLANNING COMMISSION
MINUTES
Thursday, November 2, 2023**

CALL TO ORDER

The hybrid meeting was called to order at **6:04** pm by Chair Elfers.

ROLL CALL

Commissioners Present (in-person): Elfers, Moody, Isaacs, LaMear, Locke (6:14), Stoneking
Commissioners Present (virtually): Fochtman
Excused Absences: None

APPROVAL OF MINUTES

None before the Commission.

PUBLIC COMMENT

None before the Commission.

PUBLIC HEARING

1. Essential Public Facilities Code Update

Chair Elfers opened the public hearing at 6:06pm. Senior Planner Ann Siegenthaler provided an overview of the proposed code, noting that Sumner's code is not compliant or up to date with State requirements for these facilities. The code will include updates to definitions, allowed uses, permit process and siting criteria for the facilities. There was no public testimony. The Chair closed the public hearing at 6:17pm.

UNFINISHED BUSINESS

1. Essential Public Facilities Code Update

Commissioners asked questions of staff and the consultants, such as the status of group homes, the number of people allowed in group homes and commercial nature of those in residential zones, and the revised proposal to require a CUP instead of an administrative permit. There was discussion about State laws and Fair Housing Act that affect local decisions on treating group homes like other residential uses. Commissioners then voted on a motion to be forward the ordinance to the City Council for approval as proposed. Motion by Mr. Moody, seconded by Mr. Stoneking. Motion passed 6:1 with 6 commissioners in favor and Commissioner Stoneking opposed.

NEW BUSINESS

1. 2024 Comprehensive Plan Update – Transportation Element, Transportation Management Plan

Consultants from Transpo Group presented the policies in the Transportation Element of the Comprehensive Plan, and gave an overview of the Transportation Management Plan and its relationship to the Transportation Element and Traffic Impact Fees.

Commissioners had questions/concerns regarding maintaining Sumner's small-town character; impacts of increasing apartments and increasing traffic; truck routes and enforcement; EV charging systems; accommodating food trucks.

CORRESPONDENCE

None.

COMMISSION COMMENTS

None.

STAFF COMMENTS

Staff mentioned the Planning Commission Practices handout and encouraged Commissioners to review it.

ADJOURNMENT

Chair Elfers motioned to adjourn the meeting, Mr. Stoneking seconded; all were in favor. With no further business in front of the Commission, MEETING ADJOURNED AT 7:51 pm.

Minutes Submitted by: Ann Siegenthaler



SUMNER PLANNING COMMISSION
Study Session
MINUTES
Thursday, November 16, 2023

CALL TO ORDER

The meeting was delayed, waiting for a quorum; called to order at 6:20 pm by Chair Elfers.

ROLL CALL

Commissioners Present (in-person): Elfers, Isaacs, Moody

Commissioners Present (virtually): Fochtman

Excused Absences: LaMear, Locke, Stoneking

UNFINISHED BUSINESS

1. **2024 Comprehensive Plan Update - Final Edits to Transportation Element**

Senior Planner Ann Siegenthaler noted that the Transportation Element was previously reviewed by the Commission, who recommended a few final edits, which have been incorporated into the documents. There was no further discussion on the Element.

2. **2024 Comprehensive Plan Update - Finish Land Use Element, Housing Element**

BERK consulting presented updates to the Land Use and Housing Elements that were previously reviewed by the Commission. Commissioners had questions/concerns related to: Land use density proposed in the zoning district tables; potential for future Cava Mine site to accept some housing capacity; where proposed multifamily density increases (MDR) would be located; whether affordable housing should be mandatory for new multifamily development or use incentives instead; what “middle housing” building types seem appropriate for Sumner; how to approach anti-displacement of low-income people without putting excessive burden on landlords/property owners.

NEW BUSINESS

None.

STAFF COMMENTS

Staff noted that this meeting would be the last meeting for Chair Andy Elfers, since he will become a new Councilmember in December. Staff and the Commission thanked Mr. Elfers for his years of service on the Commission, his leadership, and smoothly managing all the meetings.

Staff gave the Commission upcoming meeting dates: January 4 (no meeting in December), January 18, February 1, and March 7.

ADJOURNMENT

Chair Elfers motioned to adjourn the meeting; Isaacs seconded; all were in favor. With no further business in front of the Commission, MEETING ADJOURNED AT 7:44 pm.

Minutes Submitted by: Ann Siegenthaler

SUBJECT: Election of Officers for 2024

CATEGORY: Motion

BUDGET IMPACT:

Expenditure Required: None

Within Budget Allocation: N/A

ATTACHMENTS:

STAFF CONTACT: Ann Siegenthaler, Senior Planner

SUMMARY BACKGROUND:

Under the Planning Commission by-laws, the Commission is to elect a Chair and Vice-Chair every year. The officers serve for a period of one year commencing with the first meeting in January. The duties of the Chair include presiding at all meetings of the Commission and helping to ensure that meeting procedures are followed. Bylaws state the maximum allowed is 4 consecutive terms as Chair. The duties of the Vice Chair are primarily performing all the duties of the Chair during the absence of the Chair.

Andy Elfers who was previously the Chair has resigned to join the City Council. Bill Moody is currently Vice Chair and has served in that capacity since August 2023. Note that a Vice Chair can be elected to Chair and any Commissioner can be elected as Chair or Vice Chair (there is no required sequence or succession).

Election of officers is done with a motion. Once the Chair opens the item, all Commissioners should feel free to discuss their interest in serving or continuing to serve before a motion is made. To elect each officer: 1) Make a motion to nominate _____ for Chair, second the motion, Chair calls for any discussion, then vote. 2) Make a motion to nominate _____ for Vice Chair, second the motion, Chair calls for any discussion, then vote.

COUNCIL COMMITTEE/STUDY SESSION: n/a

MEETING/STUDY SESSION DATE:

COMMITTEE RECOMMENDATION:

STAFF RECOMMENDATIONS/MOTION:

Pass a motion to elect a Chair and Vice Chair for 2024.

SUBJECT: Critical Areas Ordinance Update

CATEGORY: Information Only

BUDGET IMPACT:

Expenditure Required: None

Within Budget Allocation: N/A

ATTACHMENTS:

1. Environ-CAO Staff Memo-121423
2. Environ Code Proposed Draft 121423
3. Environ Code List Non-Fish Streams-122023

STAFF CONTACT: Ann Siegenthaler, Senior Planner

SUMMARY BACKGROUND:

The Growth Management Act (GMA) requires all cities to adopt development regulations that protect critical areas, such as wetlands and streams. Critical areas functions and values must be protected using the best available scientific information (BAS). For the 2024 Comprehensive Plan Update, cities will need to demonstrate that their critical areas regulations are based on BAS.

The proposed update revises various sections of the Critical Areas Ordinance, including the following:

1. Exemptions: Update clarifies exemptions for minor development.

1. Variance/reasonable use: Current code allows a variance from regulations due to extraordinary hardship or reasonable use of a property. Updates clarify the variance criteria.

1. Non-conforming uses: Will be updated to clarify when non-conforming uses can continue; generally allowed so long as no expansion into buffers.

1. Buffer reductions for streams:
 - Existing code allows a buffer reduction. Approval process for a reduction will change from a more onerous variance permit to an administrative approval.
 - Existing approval criteria are updated.
 - Reductions would be allowed on all properties, not just small lots.

1. Updated buffer widths for streams:
 - New buffer recommendations based on Washington Department of Fish and Wildlife (WDFW) and the Best Available Science (BAS).
 - Range of buffers recommended is 100-231 feet. 100 feet is the minimum needed to provide habitat functions.
 - Fish Bearing Streams: In Sumner these currently have a 100-foot buffer. The WDFW/BAS recommended buffer is 100 to 105 feet with a few areas of 225 feet. Staff proposes keeping the current 100-foot buffer.
 - Non-Fish Bearing Streams: Based on WDFW/BAS recommendations, staff proposes that non-fish bearing streams also have a 100-foot buffer.

- This is an increase from the current 25- to 50-foot buffer established in 1992. It is much less than the 194- to 231-foot buffer recommended by WDFW/BAS, but 100 feet is the minimum needed to protect water quality in these streams that flow into salmonid streams.

COUNCIL COMMITTEE/STUDY SESSION: n/a MEETING/STUDY SESSION DATE: COMMITTEE RECOMMENDATION: n/a

STAFF RECOMMENDATIONS/MOTION:

Provide comments and feedback to staff and the consultants.



MEMORANDUM

DATE: December 26, 2024
TO: PLANNING COMMISSION
FROM: Ann Siegenthaler, Senior Planner, and Parametrix consultant team
RE: **2024 Comp Plan Update –CRITICAL AREAS ORDINANCE – Code Update**

I. BACKGROUND / WHY THE AMENDMENTS ARE BEING PROPOSED

The Growth Management Act (GMA) requires all cities and counties to adopt development regulations that protect critical areas. Critical areas are lands with 1) natural hazards or lands that can pose a risk to life and property; and 2) areas that support unique, fragile or valuable resources. Critical areas regulations help to preserve the natural environment, maintain fish and wildlife habitat, and protect drinking water. It can be costly, or even impossible, to replace critical area functions and values once they are lost. RCW 36.70A.030(5) defines five types of critical areas:

- Wetlands
- Aquifer recharge areas
- Frequently flooded areas
- Geologically hazardous areas
- Fish and wildlife habitat conservation areas.

All critical areas must be designated, and their functions and values protected using the best available scientific information (BAS). As defined by WAC 365-195-900 through 925, BAS is derived from a process that includes peer-reviewed literature, standard methods, logical conclusions and reasonable inferences, quantitative analysis, and documented references to produce reliable information. The last substantial review of Sumner's regulations for BAS was in 2015. The 2024 updates proposed to Sumner's critical areas regulations are based on current Best Available Science.

II. DESCRIPTION OF PROPOSAL

The proposed amendments to Sumner Municipal Code Title 16 Environment will update regulations related to protection of critical areas. **See EXHIBIT B** Proposed Code Changes.

Key changes are:

- A.** Updated critical area section titles to be consistent with current state code and guidelines.
 - For example, changing "Wildlife Habitat Area" to "Fish and Wildlife Habitat Conservation Area."
- B.** Updated definitions and added additional definitions to better address critical areas requirements from the state, agency guidelines and best practices, such as.
 - Best available science
 - Clarifying best management practices (BMPs)
 - Clarifying that fish and wildlife habitat do not include artificial features.

C. Exemptions:

- Existing code exempts minor development and habitat restoration activities that do not need a permit.
- Added a section for “partial exemptions” for activities that only require a minimal amount of City review. This should facilitate faster processing time for minor projects.

D. Variance/reasonable use

- Existing code allows a variance process when regulations may cause extraordinary hardship or remove reasonable use of a property. Buffer reduction for most development is covered in other code sections.
- This section is updated to clarify criteria for variance approval.

E. Non-Conforming Uses:

- Existing code allows non-conforming uses that legally exist prior to code adoption.
- This section to be updated to clarify when non-conforming uses can continue. Generally, non-conforming uses can continue and can expand outside of critical areas or their buffers, if there are no further impacts to the critical area or its buffer.

F. Buffer adjustments

- Added sections for wetlands and streams to allow a project to exclude functionally disconnected buffers (e.g. bisected by a street). Previously, functionally disconnected buffers were assumed but explicit text was not in the existing code.

G. Buffer reductions for streams

- **See EXHIBIT A** Streams and Wetlands Map.
- Existing code allows buffer reductions for wetlands and streams, if the critical area is adequately protected.
- Fish Bearing Streams (Type F): Existing code allows reduction of a buffer to no less than 75 feet (from 100 feet). No change is proposed.
- Non-Fish Bearing Streams (Type N): Existing code allows a buffer reduction by approximately 50%, to between 20-25 feet. New code removes this reduction and treats all streams the same (see section below).
- New code changes the approval process for stream buffer reduction; instead of a more onerous variance permit, a buffer reduction would be approved administratively.
- Existing approval criteria are updated:
 - Reductions would be allowed on all properties, not just smaller properties (less than 200 feet deep).
 - Applicants still have to show there are no feasible alternatives that reduce impacts before being granted a reduction.
 - Applicants must also comply with site design and management measures to minimize impacts to streams/buffers, similar to what is required for wetlands.
 - New language no longer limits impervious surface area to 10% in the extracted buffer area.
 - Applicants are still required to enhance the existing buffer and follow measures to ensure enhancements are successful. This has been clarified by requiring a habitat management plan and oversight by a biologist, similar to wetlands requirements.

H. Updated buffer widths for streams

- This section has new buffer recommendations based on discussion with Washington Department of Fish and Wildlife (WDFW) and the Best Available Science (BAS). Jurisdictions are required to include BAS in regulating critical areas. WDFW’s buffer recommendations are based on soil type, and tree species, among other factors. For Sumner the range of buffers recommended is 100-231 feet. 100 feet is the minimum recommended buffer for all streams as it is the minimum distance needed to provide habitat functions (e.g. 95% or more removal of phosphorus, sediment and most pesticides and 80% removal for surface runoff containing excess nitrogen).

- **Fish Bearing Streams:** All Sumner fish bearing streams (Type F) currently have a 100-foot buffer. Most of Sumner's Type F streams are in the valley floor and have a recommended buffer of 100 to 105 feet with a few areas of 225 feet. As the existing buffer is similar to WDFW's recommendation, no change is proposed.
- **Non-Fish Bearing Streams:** Based on BAS and WDFW recommendations, staff is proposing that non-fish bearing streams (Type N) also have a 100-foot buffer.
 - **See EXHIBIT C** Non-Fish Bearing Stream Characteristics. Most of Sumner's Type N streams are located on the eastern and western forested slopes in landslide hazard areas, often within ravines, where steep slopes have development restrictions. Some have adjacent wetlands, which also are restricted. In these areas WDFW recommends 194 to 231-foot buffers. As current buffers for Type F streams are 100 feet, an increase to 100-foot buffer for Type N is recommended. This is much less than the 194 to 231 feet recommended by WDFW but is the minimum width for a viable buffer.
 - Characteristics of Type N streams: Type N streams in Sumner are primarily extensions of a Type F; they are the upper reaches of the same stream. All of these stream segments are tributaries to Sumner's major salmonid habitats, such as Salmon Creek and the White River. As tributaries, these streams are critical to the entire stream system, having an important role in protecting water quality (reducing high water temperatures and pollutants). BAS indicates that tributaries to Type F need the same protective buffers as Type F.
 - Given that Type N are extensions or tributaries to Type F that have a 100-foot buffer, having a consistent treatment in the code is recommended. Also, there is virtually no distinction on the ground between the water flowing from a Type N and where that water meets a Type F. Having a consistent buffer makes site design and permitting more straightforward.
 - Sumner's stream buffers have not been updated since 1992. As are required by the State to update their 2024 Comprehensive Plans for BAS, the proposed code will bring Sumner more in line with new BAS recommendations.
- **Effects on development:**
 - The proposed code maintains the 100-foot buffer for Type F.
 - Type N buffers are not proposed at the highest 231-foot recommended by WDFW, but will be held at a 100-foot width, consistent with other streams.
 - Buffer increases to Type N will occur primarily in areas of landslide and erosion hazard areas and wetlands that have restricted development already.
 - Type F and Type N will have a consistent treatment in the code in terms of buffer requirements and buffer reduction.
 - Buffer reduction provisions will allow for reasonable development, and for a streamlined administrative permit.

III. STAFF RECOMMENDATION

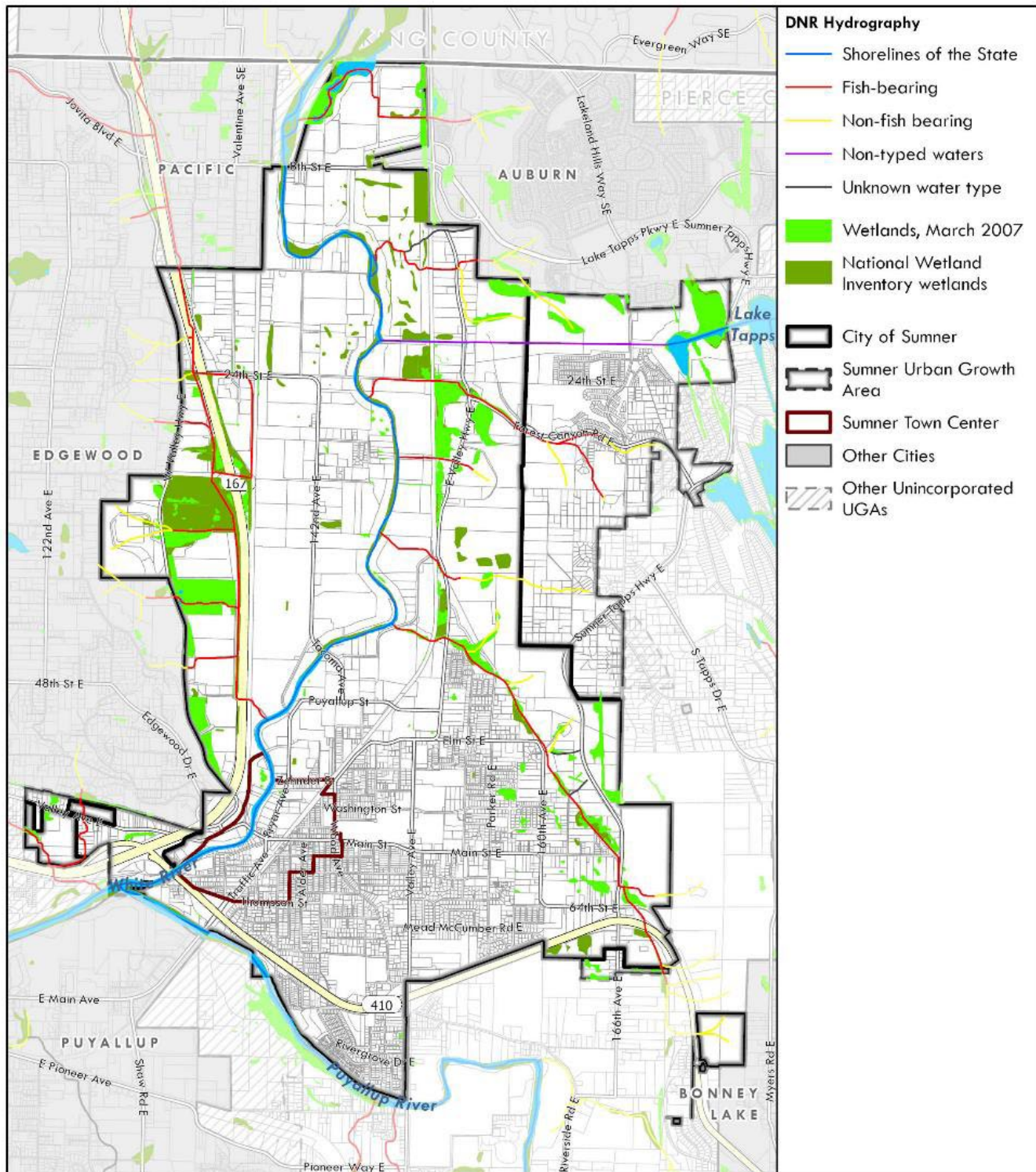
Review the proposed changes, discuss, and provide comments to staff and the consultants.

IV. EXHIBITS

- A. Streams & Wetlands map
- B. Proposed Code Changes Critical Areas Regulations
- C. Non-Fish Bearing Streams Characteristics

EXHIBIT A

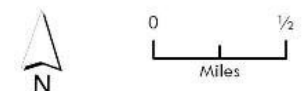
Source: Parametrix November 2023



CITY OF SUMNER

Streams and Wetlands

Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.



Map Date: August 2023

PROPOSED CODE CHANGES

Title 16 ENVIRONMENT

*NOTE: CHANGES MADE SINCE THE LAST PLANNING COMMISSION REVIEW ARE SHOWN IN **YELLOW** HIGHLIGHT.*

NOTE: SUMNER MUNICIPAL CODE CONTAINS “CRITICAL AREAS” PROTECTIONS IN TITLE 16 ENVIRONMENT. TITLE 16 IS DIVIDED INTO CHAPTERS THAT COVER TOPICS SUCH AS STATE SEPA ENVIRONMENTAL REVIEW, SHORELINE (RIVERS) MANAGEMENT, FISH AND WILDLIFE HABITAT (E.G. STREAMS, WETLANDS, FLOODPLAINS) AND OTHER CRITICAL AREAS SUCH AS AQUIFER RECHARGE AND STEEP SLOPE AREAS. THE FOCUS OF PROPOSED CODE CHANGES IS ON CHAPTERS RELATED TO FISH AND WILDLIFE HABITAT.

Chapters:

- 16.40** **Resource, Wildlife and Hazard Area Regulation Framework**
- 16.42** *Repealed*
- 16.43** **Right to Farm**
- 16.44** **Mineral Resource Lands**
- 16.46** **Wetlands ~~Protection~~**
- 16.48** **Critical Aquifer Recharge Area**
- 16.50** **Landslide and Erosion Hazard Area**
- 16.52** **Seismic Hazard Area**
- 16.54** **Volcanic Hazard Area**
- 16.56** **Fish and Wildlife Habitat Conservation Area**
- 16.58** *Repealed*

Chapter 16.40

RESOURCE, WILDLIFE AND HAZARD AREA REGULATION FRAMEWORK

NOTE: THIS CHAPTER PROVIDES A FRAMEWORK FOR PERMITS AND REVIEWS THAT APPLY TO ALL CRITICAL AREAS.

16.40.010 Short title.

The ordinance codified in this chapter, together with any amendments, shall be known as the “Resource, Wildlife and Hazard Area Regulation Framework Ordinance.” (Ord. 1539 § 1 (part), 1992)

16.40.030 Purpose.

The purpose of this chapter is to regulate the use of land in and around critical areas and; natural resource lands, wildlife habitat, and natural hazard areas lying within the corporate limits of the city, to bring the city into compliance with the Washington State Growth Management Act (chapter 36.70A RCW). RCW 36.70A requires cities to adopt development regulations to classify, designate, and protect critical areas and to assure the conservation of designated agricultural, forest, and mineral lands of long-term commercial significance. RCW 36.70A.172(1) requires to incorporate appropriate “best available science” be included in policies into the and regulations to protect the functions and values of critical areas and give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries; resource lands, wildlife habitat, and natural hazard areas(RCW 36.70A.172(1)). These regulations are ; and to promote the public health, safety and general welfare in accordance with the standards established by the federal government, state and the city, and to:

- A. Protect areas of land with valuable and nonrenewable resources for future generations...
- B. Regulate development on and around critical areas in order to protect lives, property and public infrastructure;
- C. Prevent development which is incompatible with certain critical areas which are particularly susceptible to water quality, noise, and air quality impacts associated with nearby development;
- D. Establish mechanisms to inform present and future landowners of their location on or near natural resource lands or critical lands areas;
- E. Establish mechanisms to process and review development proposals for consistency with the new regulations...
- ...

NOTE: THESE UPDATED DEFINITIONS ARE RECOMMENDED FOR CLARITY WHEN EVALUATING CRITICAL AREAS AS THEY ARE CONSISTENT WITH AGENCY DEFINITIONS.

16.40.060 Definitions.

For the purpose of this title, the following definitions shall apply:

“Action” means any grading, clearing, filling, construction, dredging, removal of trees or use on a piece of property.

“Activity” means any application for the following actions: building permit creating additional habitable space in a residential structure as defined by the International Building Code; building permit for a nonresidential structure; conditional use approval; shoreline permit; rezone; planned residential development; planned mixed-use development; shoreline variance or conditional use; shoreline redesignation; subdivision of land; SEPA review or other similar land use or environmental discretionary review.

"Adaptive management" means using scientific methods to evaluate how well regulatory and nonregulatory actions protect the sensitive area. An adaptive management program is a formal and deliberate scientific approach to taking action and obtaining information in the face of uncertainty. Management policy may be adapted based on a periodic review of new information.

"Anadromous fish" means fish species that spend most of their lifecycle in salt water but return to freshwater to reproduce.

“Aquifer recharge area” or “Critical aquifer recharge area” means areas that have a critical recharging effect on ~~groundwaters-aquifers~~ used for potable water, including areas where an aquifer that is a source of drinking water is supplies and/or that demonstrate a high level of susceptibility or vulnerability ~~vulnerable to groundwater-contamination that would affect the potability of the water, or is susceptible to reduced recharge from land use-activities.~~

Examples of aquifer recharge areas include:

1. Wellhead protection areas delineated pursuant to the Federal Safe Drinking Water Act; and
2. Recharge areas for sole source aquifers designated pursuant to the Federal Safe Drinking Water Act;
3. Areas established for special protection pursuant to a groundwater management program, chapters 90.44, 90.48, and 90.54 RCW, and chapters 173-100 and 173-200 WAC;
4. Other areas meeting the definition of "areas with a critical recharging effect on aquifers used for potable water" in WAC 365-190.

~~Other areas with a high level of susceptibility or vulnerability to contamination as demonstrated through the use of the DRASTIC model.~~

"Best available science (BAS)" means information from research, inventory, monitoring, surveys, modeling, synthesis, expert opinion, and assessment that is used to designate, protect, or restore sensitive areas. As defined by WAC 365-195-900 through 925, best available science is derived from a process that includes peer-reviewed literature, standard methods, logical conclusions and reasonable inferences, quantitative analysis, and documented references to produce reliable information.

“Best management practices (BMPs)” mean physical, structural, and/or managerial practices, that when used singly or in combination, ~~prevent or reduce water pollution, erosion, groundwater contamination, slope instability and similar impacts of construction, development and other actions. Source control BMPs include those which keep the pollutant from ever coming in contact with stormwater, and stormwater treatment BMPs include those which consist of various methods of treating stormwater. BMPs could include, but are not limited to, use of hay bales and plastic coverings to reduce erosion, education programs for employees regarding the use and disposal of chemicals, signage for customers regarding use of gasoline fueling facilities, and use of grass-lined swales to reduce pollutants in stormwater.~~

(a) Control soil loss and reduce water quality degradation caused by high concentrations of nutrients, animal waste, toxics, or sediment;

(b) Minimize adverse impacts to surface water and ground water flow and circulation patterns and to the chemical, physical, and biological characteristics of wetlands;

(c) Protect trees, vegetation, and soils designated to be retained during and following site construction and use native plant species appropriate to the site for re-vegetation of disturbed areas; and

(d) Provide standards for proper use of chemical herbicides within critical areas.

“Building official” means the city staff person responsible for the administration of the International Building Code or his or her designee.

“Critical areas” are those areas established as ~~wetlands, volcanic hazard areas, wetlands, critical aquifer recharge areas (CARAs), frequently flooded hazard areas (special flood hazard areas), fish and wildlife habitat areas, seismic hazard areas, landslide hazard areas, erosion hazard areas, seismic hazard areas, volcanic hazard areas, and fish and wildlife habitat conservation areas~~ aquifer recharge areas.

Development. Refer to the definition in the zoning code, chapter 18.04 SMC.

“Director” means the development services director or his or her designee.

...

"Frequently flooded areas" means lands in the floodplain subject to a one percent or greater chance of flooding in any given year and those lands that provide important flood storage, conveyance, and attenuation functions, as determined by the city in accordance with WAC 365-190-080(3). Classifications of frequently flooded areas

include, at a minimum, the one hundred (100) year floodplain designations of the Federal Emergency Management Agency and the National Flood Insurance Program. Also known as special flood hazard areas (see SMC 15.52).

“Geologically hazardous areas” means areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

...

“Landslide hazard area – Type I” means a slope of 25 percent or greater.

“Landslide hazard area – Type II” means a slope of less than 25 percent and equal to or greater than 15 percent.

...

“Riparian” means adjacent to a water body: stream, river, lake, or pond.

“Riparian management zone” means the regulated buffer area that includes the land from the ordinary high water mark to a specified distance as measured horizontally in each direction.

“Wellhead protection area” (WHPAs) means protective areas associated with public drinking water sources established by water systems and approved or assigned by the state department of health WAC-190-030, WAC 246-290-020, WAC 246-290-135. (Ord. 2788 § 13, 2021; 1Ord. 2439 § 11, 2013; Ord. 2071 § 2, 2003; Ord. 1539 § 1 (part), 1992). They are:

- Group A wells serve 15 or more service connections or 25 or more people at least 60 days per year.
- Group B wells serve fewer than 15 connections and fewer than 25 people per day. ~~means the area within the 10-year time-of-travel zone boundary of a group A public water system well, as delineated by the water system purveyor or its designee, pursuant to WAC 246-290-135. (Ord. 2788 § 13, 2021; 1Ord. 2439 § 11, 2013; Ord. 2071 § 2, 2003; Ord. 1539 § 1 (part), 1992)~~

16.40.070 General application.

A. This division shall apply to all properties which are designated as critical areas or natural resource lands....

...

16.40.080 Mapping.

Maps have been developed to indicate the location of natural resource lands and critical areas by state and federal agencies. Maps may be developed by the city which show the general location of natural resource lands and critical areas for informational purposes. The actual presence of critical areas and natural resource lands shall be determined by the classification criteria established for each natural resource land and critical area. The burden and costs associated with further delineation of resource or critical lands shall be borne by project applicants.

16.40.090 Permitted uses.

Uses permitted on properties designated as critical areas or natural resource lands shall be the same as those permitted by the underlying zone classification and the Sumner shoreline master program unless specifically regulated by this division. (Ord. 1539 § 1 (part), 1992) See Section 16.40.135 Application and review process for RWHA (Resource, Wildlife, and Hazard) permit.

16.40.100 Exemptions.

The following activities shall be exempt from the application and permit requirements at SMC 16.40.135 unless specifically modified in SMC 16.46.090, SMC 16.56.100 or other sections of this division. All activities in critical areas must comply with SMC 16.40.110, Best-best management practices, regardless of exemption status. These exemptions apply specifically to activities regulated by the ~~city~~ City of Sumner. Other state and federal permits and approvals may still apply.

A. Agricultural activities ...

B. Forest practices regulated and conducted in accordance with the provisions of chapter 76.09 RCW...

C. Conservation or preservation of soil, water, vegetation, fish, shellfish, and other wildlife;

D. Outdoor recreational activities, including, but not limited to, fishing, birdwatching, hiking, boating, horseback riding, swimming, canoeing, and bicycling;

E. Education, scientific research, and use of nature trails;

F. Operation, maintenance or reconstruction-repair or improvements of existing structures or infrastructure (e.g., roads, bridges, and associated storm drainage facilities); provided, that ~~reconstruction activities~~ does not alter or increase impacts to critical areas and there is no increased risk to life or property~~involve expansion of facilities;~~

G. The following utility line activities, if there is no other practical alternative to the proposed development with less impact on the critical areas; when the proposal is consistent with other applicable regulations and standards; the proposal does not pose an unreasonable threat to the public health, safety, or welfare on or off the development proposal site; and the proposal attempts to protect and mitigate impacts to the critical area functions and values consistent with the best available science:

...

NOTE: EXISTING CODE EXEMPTS UTILITY LINE ACTIVITIES, SUCH AS NORMAL REPAIR, RELOCATION OF POLES/APPURTENANCES, ETC. WHEN WITHIN IMPROVED RIGHT OF WAY.

H. ~~Reconstruction, remodeling, Interior remodeling~~ or maintenance of existing ~~single-family residential structures, accessory structures, where legally preexisting; provided, that a cumulative expansion of the building footprint, developed area and impervious surface area does not increase by more than 25 percent; and provided further, that the new construction or related activity does not further intrude into~~ the activity does not impact the critical area or buffer;

I. ~~Reconstruction, remodeling, or maintenance of structures, where legally preexisting, other than single-family structures and accessory structures; provided, that such reconstruction, remodeling, or maintenance does not increase the building footprint or height, or increase developed or impervious surface area;~~

NOTE: THE ABOVE "EXEMPTIONS" APPLY TO ALL CRITICAL AREAS, NOT JUST STREAMS AND WETLANDS. ALSO 1) THIS CLARIFIES INTERIOR CHANGES ARE EXEMPT; 2) EXEMPTIONS FOR EXISTING STRUCTURES HAVE BEEN MOVED TO "PARTIAL EXEMPTIONS" SECTION BELOW.

J. Minor site investigative work necessary for land use and building application submittals such as surveys...

K. Emergency action necessary to prevent imminent threat or danger to public health or safety, or to public or private property, or serious environmental degradation, in a timeframe too short to allow for compliance with the requirements of the critical areas regulations. The director shall review all proposed emergency actions to determine the existence of the emergency and reasonableness of the proposed actions taken. The action may require necessary permits after the fact, including any restoration or mitigation;

...

N. Projects with the primary purpose of restoring or enhancing wetlands, streams, or fish and wildlife habitat conservation areas; provided, that:

1. Such projects are part of an approved local, state, or federal restoration or enhancement plan; and
2. The project would not result in adverse impacts to any critical area;

...

16.40.105 Partial Exemptions.

The following activities require a RWHA permit processed as a Type + I decision, pursuant to SMC 18.56.030(B):

NOTE: MOVED WORDING FROM 16.56.100 ABOVE TO THIS SECTION. RATHER THAN A BLANKET EXEMPTION, A PARTIAL EXEMPTION IS PROPOSED, WHICH IS A SIMPLE PERMIT PROCESS. WITHOUT

SOME INPUT/OVERVIEW FROM STAFF, THE ACTIVITIES ABOVE HAVE THE POTENTIAL TO CAUSE HARM TO THE RESOURCE.

~~1. Reconstruction, remodeling, or maintenance of existing single family residential structures, and accessory structures where legally preexisting; provided, that a cumulative expansion of the building footprint, developed area and impervious surface area does not increase by more than 25 percent; and provided further, that the new construction or related activity does not increase the building footprint, development area, impervious surface area or construction impacts further intrude into within the critical area or its buffer.~~

~~2. Reconstruction, remodeling, or maintenance of structures, where legally preexisting, other than single-family structures and accessory structures; provided, that such reconstruction, remodeling, or maintenance does not increase the building footprint or height, or increase developed or impervious surface area.~~

NOTE: *THIS SECTION IS UPDATED TO TREAT ALL MINOR DEVELOPMENT THE SAME (INSTEAD OF DISTINGUISHING SINGLE FAMILY STRUCTURES).*

16.40.120 Variances.

NOTE: THE PURPOSE OF VARIANCE PROVISIONS IS TO ALLOW FOR ADJUSTMENTS DUE TO EXTRAORDINARY CIRCUMSTANCES, ATYPICAL SITE CHARACTERISTICS, AND SIMILAR SITUATIONS WHERE APPLYING THE CODE WOULD CREATE A SIGNIFICANT HARDSHIP. BUFFER REDUCTIONS FOR TYPICAL DEVELOPMENT PROJECTS ARE COVERED ELSEWHERE IN THE CODE.

- A. The purpose of a variance is strictly limited to granting relief to specific development standards set forth in this division. A variance is also appropriate where there are extraordinary or unique circumstances relating to the property such that the strict implementation of this division would impose unnecessary hardships on the applicant. These provisions should be applied in a manner, which while protecting the environment, will assure that a person will be able to use his/her property in a fair and equitable manner. Other state and federal permits and approvals may still apply.
- B. In all instances of granting a variance, extraordinary circumstances shall be shown and the public interest shall suffer no substantial detrimental effect.
- C. An application for a variance shall be processed as a Type IV decision pursuant to chapter 18.56 SMC, Procedures for Land Use Permits...
- D. Criteria for Granting Variances. Variances for development that will be located landward of the ordinary high water mark, within a wetland buffer, stream buffer, or landslide or erosion hazard area may be authorized provided the applicant can demonstrate all of the following:
 - 1. That the strict requirements of the development standards set forth in this division preclude or significantly interfere with a reasonable use of the property...
 - 2. That the hardship described above is specifically related to the property, and is the result of unique conditions ...and not, for example, from deed restrictions, ~~or and not from~~ the applicant's own actions.
 - 3. That the design of the project will be compatible with other permitted activities in the area and will not cause adverse effects to adjacent properties or the critical area.
 - 4. That the variance authorized does not constitute a grant of special privilege not enjoyed by other properties in the area, and will be the minimum necessary to afford relief.
 - 5. That the public interest will suffer no substantial detrimental effect, and the proposal does not pose an unreasonable threat to the public health, safety, or welfare on or off the development proposal site.
- E. Criteria for Granting In-water and Wetland Variances. Variances for development that will be located either waterward of the ordinary high water mark or within regulated wetlands may be authorized provided the applicant can demonstrate compliance with all the criteria stated above as well as the following:
 - a. That the strict application of the development standards set forth in this division precludes all reasonable use of the property; and

- ~~b. That the proposal is consistent with the criteria established under subsections (D)(1) through (4) of this section;~~
- ~~b. The impact is both unavoidable and necessary due to site-specific constraints not caused by the applicant.~~
- ~~c. The proposal is consistent with other applicable regulations and standards, at the local, state and federal levels.~~

~~E.F.~~ In the granting of all variances, consideration shall be given to the cumulative impact of additional requests for like actions in the area...

~~F. G.~~ U.S. Fish and Wildlife Service and the National Marine Fisheries Service or agencies with jurisdiction shall be sent a notice of application for any variance requesting the reduction of buffer widths on Type ~~HH~~F streams. (Ord. 2071 § 4, 2003: Ord. 1695 § 20, 1995: Ord. 1539 § 1 (part), 1992)

NOTE: THE VARIANCE CRITERIA ABOVE SET A HIGHER STANDARD IF THE IMPACT OCCURS IN ACTUAL WETLAND/SURFACE WATERS, BECAUSE THE RESOURCE IMPACTS ARE MUCH GREATER AND IRREVERSIBLE. THEREFORE, A DEVELOPMENT MUST DEMONSTRATE THAT ALL REASONABLE USES IS PRECLUDED, NOT JUST A HARDSHIP.

16.40.125 Nonconforming uses, structures, activities

A. A structure, use or activity legally preexisting on the effective date of this title or at the time of any amendments thereto that does not conform to this title is considered nonconforming with the provisions of this title.

B. Expansion, reconstruction, maintenance or modification of ~~a nonconforming~~ an existing structure, accessory structure, use or activity, where legally preexisting, located in a critical area or its associated buffer may be allowed, provided, that the structure, use or activity does not remove native vegetation, or increase the activity footprint, developed area, or impervious surfaces, or create other construction impacts within the critical area or its associated buffer.

- ~~1. Further expand or intensify the footprint of activity; or~~
 - ~~2. Increase impervious surface area; or~~
 - ~~3. Remove vegetation;~~
- ~~within the critical area or its associated buffer area.~~

C. Routine repair and maintenance of nonconforming uses or structures, where legally preexisting within a critical area or buffer, may be allowed, provided it does not further impact the critical area or increase the degree of nonconformity.

16.40.135 Application and review process for ~~RH~~RWHA permit.

A. Activities which require resource, wildlife and hazard area (RWHA) approval shall be processed as Type I or Type II decisions pursuant to chapter 18.56 SMC, Procedures for Land Use Permits. ...

16.40.150 Relationship to other regulations.

...

D. Whenever conflicts exist between federal, state, or local laws, ordinances, or rules, the more restrictive provision shall apply.

...

WETLANDS PROTECTION

NOTE: THROUGHOUT THIS CHAPTER, NEW CODE WILL UPDATE TERMS FOR WETLANDS TO REMOVE THE TERM "REGULATED" WETLAND, SINCE ALL WETLANDS DEFINED IN THIS CHAPTER ARE REGULATED.

16.46.030 Definitions.

...

~~22. "Regulated wetlands" means ponds 20 acres or less, including their submerged aquatic beds, and those lands defined as wetlands under the federal Clean Water Act, 33 U.S.C. 1251 et seq., and rules promulgated pursuant thereto, and shall be those areas that are inundated or saturated by surface 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. Regulated wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands created as mitigation and wetlands modified for approved land use activities shall be considered as regulated wetlands. Regulated wetlands do not include those artificial wetlands intentionally created from nonwetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities.~~

NOTE: THE TERM "REGULATED" DOES NOT EXPLAIN WHO IS REGULATING. SOME WETLANDS ARE NOT REGULATED FEDERALLY BUT ARE STILL REGULATED BY THE STATE.

...

16.46.060 Mapping.

A. The approximate location and extent of wetlands in the city is displayed on the City of Sumner, WA Public Webmap, the National Wetland Inventory (US Fish and Wildlife Service), and the Priority Habitat and Species Map (Washington Department of Fish and Wildlife Service) map titled "Wetland Inventory Map, 2007." ~~This These maps are inventory is~~ general and not designed to support permit applications and ~~does~~ not establish jurisdictional boundaries. Furthermore, as site conditions change (due to natural and human processes), wetland areas and characteristics may change as well.

...

16.46.070 Wetlands rating.

A. Identification and Delineation. Identification of wetlands and delineation of their boundaries pursuant to this chapter shall be done in accordance with the approved federal wetland delineation manual and applicable regional supplement...

B. Rating. Wetlands shall be rated according to the Washington Department of Ecology wetland rating system, as set forth in the *Washington State Wetland Rating System for Western Washington: 2014 Update* (Ecology Publication No. 14-06-029...

1. Category I. ...

2. Category II. ...

3. Category III. ...

4. Category IV. Category IV wetlands have the lowest levels of functions (scoring fewer than 16 points) and are often heavily disturbed. These are wetlands that are good candidates for replacement and improvement. ~~However, we should be able to replace, or in some cases to improve. However, experience has shown that replacement cannot be guaranteed in any specific case.~~ These wetlands may provide some important functions and should be protected to some degree.

...

16.46.080 Regulated activities.

A resource, wildlife, and hazard area (RWHa) approval shall be obtained prior to undertaking the following in a ~~regulated~~ wetland or its buffer unless authorized by SMC 16.46.090:

- A. The removal, excavation, grading, or dredging of soil, sand, gravel, minerals, organic matter, or material of any kind;
- B. The dumping, discharging, or filling with any material;
- C. The draining, flooding, or disturbing of the water level or water table;
- D. The driving of pilings;
- E. The placing of obstructions;
- F. The construction, reconstruction, demolition, or expansion of any structure, unless specifically exempted under SMC 16.46.090(B);
- G. The destruction or alteration of wetlands vegetation through clearing, harvesting, shading, intentional burning, or planting of vegetation within a ~~regulated~~-wetland or its buffer that would alter the character of a regulated wetland...
- H. Activities adjacent to a ~~regulated~~-wetland or its buffer that result in a significant change of water temperature, a significant change of physical or chemical characteristics of wetlands water sources...

16.46.090 Exemptions and allowed uses in wetlands.

A. The following wetlands may be exempt from the requirement to avoid impacts (SMC 16.46.170(A)(1)), and they may be filled if the impacts are fully mitigated based on the remaining actions in SMC 16.46.170(A)(2) through (6)...

- 1. All isolated Category IV wetlands less than 4,000 square feet that:
 - a. Are not associated with ~~riparian~~-fish and wildlife habitat conservation areas or their buffers.
 - b. Are not associated with shorelines of the state or their ~~associated~~-buffers.

...

B. In addition to those activities listed in SMC 16.40.100, the following activities shall be allowed within a wetland or wetland buffer without having to obtain a RWHA permit provided they are conducted using best management practices, except where such activities result in the conversion of a ~~regulated~~-wetland or wetland buffer to a use to which it was not previously subjected or have the potential to result in a loss of the functions, values or area of a wetland or wetland buffer:

- 1. The harvesting of wild crops in a manner that is not injurious to natural reproduction of such crops...or the wetland by changing existing topography, water conditions or water sources...
- 2. Ongoing agricultural activities, provided they implement applicable ~~best management practices (BMPs)~~ contained in the latest editions of the USDA Natural Resources Conservation Service (NRCS) Field Office Technical Guide (FOTG); or develop a farm conservation plan in coordination with the local conservation district, and forest clearing and other forest practices regulated under the State Forest Practices Act,
- ...
- 3. The maintenance of drainage facilities and new drainage facilities provided they are an integral part of an ongoing agricultural activity and approved by the director;
- 4. The following uses are allowed within ~~wetlands and/or~~ wetland buffers; provided, that written notice at least 10 days prior to the commencement of such work has been given to the director; and provided, that wetland impacts are minimized and that disturbed areas are immediately restored:
 - a. Normal maintenance, repair, or operation of existing serviceable legally established structures, facilities, or improved areas. Maintenance and repair does not include any modification that changes the character, scope, or size of the original structure, facility, or improved area and does not include the construction of a maintenance road;
 - b. Minor modification of existing serviceable legally established structures within a wetland buffer ~~zone~~ where modification does not adversely impact wetland functions or increase the size of the structure's footprint;

- c. Utility line activities listed under SMC 16.40.100(G); provided, that BMPs are used and impacts are mitigated; and
- d. Normal and routine maintenance and repair of any legally preexisting public or private facility within an existing improved right-of-way...
- 5. Emergency actions which must be undertaken immediately...
- 6. Drilling for utilities/utility corridors under a wetland, with entrance/exit portals located completely outside of the wetland buffer...
- 7. Enhancement of a wetland through the removal of nonnative invasive plant species...
- 8. Normal and routine maintenance and repair of any legally established existing public or private facilities within an existing right-of-way; provided, that the maintenance or repair does not expand the footprint of the facility or right-of-way; and has no adverse effect on the wetland or buffer.
- 9. Stormwater Management Facilities. A wetland or its buffer can be physically or hydrologically altered to meet the requirements of a LID, runoff treatment or flow control BMP if all of the following criteria are met:
 - ...
 - d. The hydrologic functions of the wetland can be improved as outlined in questions 3, 4, 5 of Chart 4 and questions 2, 3, 4 of Chart 5 in the "Guide for Selecting Mitigation Sites Using a Watershed Approach" (Ecology Publication No. 09-06-032, or as revised and approved by Ecology available here: -
<http://www.ecy.wa.gov/biblio/0906032.html>); or the wetland is part of a priority restoration plan that intended to achieves restoration goals identified in a shoreline master program or other local or regional watershed plan; and
 - ...

NOTE: THE OTHER CRITERIA IN THIS SECTION RELATE TO AREAS WITH LESS HABITAT VALUE AND WHERE WETLAND FUNCTIONS WILL NOT BE IMPAIRED.

16.46.150 Buffer requirements.

The following buffer widths have been established in accordance with the best available science. They are based on the category of wetland and the habitat score as determined by a qualified wetland professional using the *Washington State Wetland Rating System for Western Washington: 2014 Update* (Ecology Publication No. 14-06-029, or as revised and approved by Ecology)...

J. Except as otherwise specified, wetland buffer zones shall be retained in their natural condition...

K. Regulated activities as specified in SMC 16.46.080 shall not be allowed in a buffer zone except...

L. A building setback line of 10 feet is required from the edge of any wetland buffer...

M. Buffer Establishment.

N. Functionally Disconnected Buffer Area. Buffers may exclude areas that are functionally and effectively disconnected from the wetland by an improved public street or legally established development, as determined by the director. Functionally and effectively disconnected means that the street or other significant development blocks the protective functions provided by a buffer. The director shall evaluate whether the interruption will affect the entirety of the buffer, considering the following:

- 1. Significant development includes public streets and railroads, and private developments such as homes or commercial structures and parking lots.

2. Linear development extending across a buffer results in a different variation of buffer interruption than isolated features such as houses or accessory structures. Linear development such as roads and continuous parking lots typically result in the greatest interruption of buffer functions.
3. Individual structures, such as a house, often do not fully interrupt buffer functions. In such cases, the allowable buffer exclusion should be limited to just the portion of the buffer that is within the footprint of the isolated structure and its contiguous improvements such as a paved driveway.
4. A critical area report (CAR) shall be submitted to the director, evaluating the buffer functions and impact of intervening structures. If the CAR demonstrates that functions are greatly reduced by the intervening structure, the director may waive or reduce the required buffer width based on the information provided in the CAR.
5. Any future modifications to buffers shall be consistent with regulations outlined in SMC 16.46.150(A).

...

H. Wetland Mitigation Ratios.¹

Category and Type of Wetland	Creation or Reestablishment	Rehabilitation	<u>Preservation^a or Enhancement</u>
Category I: Bog, natural heritage site ^a	<u>Case by case^b Not considered possible</u>	Case by case ^b	Case by case ^b
Category I: Mature forested	6:1	12:1	24:1
Category I: Based on functions	4:1	8:1	16:1
Category II	3:1	6:1	12:1
Category III	2:1	4:1	8:1
Category IV	1.5:1	3:1	6:1

¹ Ratios for rehabilitation and enhancement may be reduced when combined with 1:1 replacement through creation or reestablishment. See Table 1a, *Wetland Mitigation in Washington State – Part I: Agency Policies and Guidance – Version 1* (Ecology Publication No. 06-06-011a, Olympia, WA, March 2006 or as revised). See also subsection (C)(4) of this section for more information on using preservation as compensation.

a Areas proposed for preservation must be unique, high quality wetlands systems such as bogs, meeting criteria found in *Wetland Mitigation in Washington State Part I* (version 2) and *II* (Ecology Publication No. 21-06-003 and 06-06-011b, or as revised)

b Complete avoidance of bogs and natural heritage sites is required unless overriding project need and lack of practicable options results in unavoidable impacts. In those cases, the proposed mitigation must include 24:1 preservation of the same wetland type (e.g., bog) at a minimum of a 24:1 ratio, plus protective buffer of sufficient width to protect the unique water quality conditions that support these unique wetlands. Additional wetland creation, rehabilitation and enhancement would be considered in determining the final mitigation ratios.

I. Credit/Debit Method. To more fully protect functions and values, and as an alternative to the mitigation ratios found in the joint guidance *Wetland Mitigation in Washington State Part I (version 2) and II* (Ecology Publication No. 21-06-003 and 06-06-011a-b, Olympia, WA, March 2006 or as revised), the administrator may allow mitigation based on the “credit/debit” method developed by the Department of Ecology in *Calculating Credits and Debits for Compensatory Mitigation in Wetlands of Western Washington: Final Report* (Ecology Publication No. 10-06-011, Olympia, WA, March 2012, or as revised).

...

K. Advance Mitigation. Mitigation for projects with pre-identified impacts to wetlands may be constructed in advance of the impacts if the mitigation is implemented according to federal rules, state policy on advance mitigation, and state water quality regulations consistent with *Interagency Regulatory Guide: Advance Permittee-Responsible Mitigation* (Ecology Publication No. 12-06-015, ~~Olympia, WA, December 2012~~or as revised).

L. Alternative Mitigation Plans. The administrator may approve alternative wetland mitigation plans that are based on best available science...

The administrator shall consider the following for approval of an alternative mitigation proposal:

- G. The proposal uses a watershed approach consistent with *Selecting Wetland Mitigation Sites Using a Watershed Approach (Western Washington)* (Ecology Publication No. 09-06-32, ~~Olympia, WA, December 2009~~or as revised).

...

16.46.180 Mitigation plans.

All wetland and buffer restoration, creation, and/or enhancement projects required pursuant to this chapter either as a permit condition or as the result of an enforcement action shall follow a mitigation plan prepared by qualified wetland professionals...

...

C. Establish specific criteria/performance standards (including water quality standards, survival rates of planted vegetation, species abundance and diversity targets, or other ecological, geological or hydrological criteria) for evaluating the mitigation proposal relative to the objectives of this chapter and the goals and objectives of the city's comprehensive plan;

...

2. Monitoring shall begin by the designated consultant with a wetland analysis of the wetland being altered. Consultants will use the same data sheets within this analysis as will be used in the monitoring procedure; and

...

3. Five years of monitoring and maintenance shall be required for mitigation of impacts. Monitoring reports shall be submitted by the qualified wetland professional to the city during the following years: one, three, and five for a five-year monitoring period. Monitoring and maintenance may be extended if performance standards are not met, the applicant remains responsible for managing the mitigation project until the goals of the mitigation plan are achieved. (Ord. 2212 § 14, 2007; Ord. 1542 § 1 (part), 1992)

Chapter 16.50

~~LANDSLIDE AND EROSION~~ GEOLOGICALLY HAZARDOUS AREAS

NOTE: THERE ARE NO CHANGES TO THIS CHAPTER, JUST THE TITLE

Sections:

16.50.010 through 16.50.140:

Short title. General authority. Purpose. Exemptions. Relationship to framework ordinance. Applicability. Mapping.

Title notification. Plat notification. Submittal requirements. Regulations. Performance standards. Buffers.

Subdivision regulations. Erosion control

Chapter 16.56

FISH AND WILDLIFE HABITAT CONSERVATION AREAS

Sections:

- 16.56.010 Short title.
- 16.56.020 General authority.
- 16.56.030 Purpose.
- 16.56.040 Relationship to framework ordinance.
- 16.56.050 Applicability.
- 16.56.060 Mapping and documentation.
- 16.56.070 Habitat assessments.
- 16.56.080 Habitat management plans.
- 16.56.090 Regulations.
- 16.56.100 Buffers.

...

16.56.030 Purpose.

The purpose of this chapter is to regulate development and the use of land in order to preserve and protect areas of critical and endangered fish, including anadromous or resident salmonid species, and wildlife habitat; and to conform with the Washington State Growth Management Act. (Ord. 2071 § 33, 2003; Ord. 1546 § 1 (part), 1992)

...

16.56.050 Applicability.

Fish and wildlife habitat conservation areas are those areas identified as being of critical importance to sustain needed habitats and species for the functional integrity of the ecosystem and which, if altered, may reduce the likelihood that the species will persist over the long term...

NOTE: THESE AREAS INCLUDE CRITICAL HABITAT FOR LISTED FISH, WILDLIFE OR PLANTS.

...

H. Fish and wildlife habitat conservation areas do not include such artificial features or constructs as irrigation delivery systems, irrigation infrastructure, irrigation canals, or drainage ditches that lie within the boundaries of and are maintained by a port district or an irrigation district or company.

NOTE: DEFINITION IS TO BE UPDATED TO BE CONSISTENT WITH NEW STATE RCWs AND WACs.

16.56.060 Mapping and documentation.

Fish and wildlife habitat conservation areas shall be identified in the following documents: *[list of agency-prepared maps]*

...

NOTE: *THE ENVIRONMENT REGULATIONS PLACE THE ULTIMATE RESPONSIBILITY ON THE PROPERTY OWNER TO VERIFY ACTUAL LOCATIONS OF WETLANDS AND STREAMS (SMC 16.40.080). THE CITY AND AGENCIES PROVIDE GENERAL MAPS AS A RESOURCE, AND OWNERS CAN GET SITE-SPECIFIC ASSISTANCE FROM AGENCIES.*

16.56.070 Habitat assessments.

A habitat assessment, prepared by a professional fisheries or wildlife biologist, shall be submitted for all nonexempt activities proposed on a site which contains or is within: (A) 300 feet of documented habitat for threatened, endangered, or sensitive fish or wildlife species as identified by documents listed under SMC 16.56.060...

16.56.080 Habitat management plans.

A. If the habitat assessment demonstrates to the satisfaction of the director that fish and wildlife habitat areas are not present within the potential habitat site, then the development can proceed without further requirements ...

B. The habitat management plan for sites within 300 feet of documented habitat for threatened, endangered, or sensitive fish or wildlife species (SMC 16.56.070(A)), or sites containing a wetland, wetland buffer, stream, or stream buffer (SMC 16.56.070(B)), shall contain at a minimum:

- ...
7. A discussion of ongoing management practices which will protect fish and wildlife habitat after the project site has been fully developed, including ~~proposed~~ monitoring, adaptive management, and maintenance programs;
 8. An assessment of habitat recommendations proposed by resource agencies...
- ...

E. Annual monitoring reports shall be provided to the city by the property owner until the mitigation and/or restoration has been in place for at least 10 years and the success standards have been met. Monitoring and maintenance may be extended if performance standards are not met. The applicant remains responsible for managing the mitigation project until the goals of the mitigation plan are achieved. The city shall forward the monitoring reports annually to the federal agencies with expertise regarding the particular fish or wildlife identified in the HMP along with the following:

...

16.56.100 Buffers.

NOTE: THESE BUFFERS DO NOT APPLY TO AREAS SUBJECT TO THE SUMNER SHORELINE MASTER PROGRAM (GENERALLY WITHIN 200 FEET OF THE WATER'S EDGE (the Ordinary High Water Mark); SHORELINE BUFFERS ARE ESTABLISHED IN THE SHORELINE MASTER PROGRAM APPROVED BY THE STATE.

...

C. Buffers, consisting of undisturbed native vegetation, shall be required along all streams, ~~lakes and ponds~~ as classified by the DNR water typing classification system (WAC 222-16-030).

1. The buffer shall extend landward from the ordinary high water mark of the water body with the width of the buffer established by the chart below, except as provided in Subsections D and E below. ~~The buffer shall not extend landward beyond a public right-of-way that contains an improved street.~~

DNR Water Type	Buffer Width in Feet
Fish Bearing (F)	100 feet
Non-Fish Bearing perennial (Np)	50 100 feet
Non-Fish Bearing seasonal (Ns)	25 100 feet

NOTE: "DNR" IS STATE DEPARTMENT OF NATURAL RESOURCES. BASED ON DISCUSSIONS WITH THE WASHINGTON DEPARTMENT OF FISH AND WILDLIFE REGARDING BUFFERS, SUMNER'S STREAMS SHOULD HAVE A BUFFER OF BETWEEN 100'-225' ON THE VALLEY FLOOR AND A BUFFER BETWEEN 194'-231' ALONG FORESTED HILLSIDES

- *WDFW RECOMMENDATIONS BASED ON TREE SPECIES AND SOIL TYPE.*
- *THE MAJORITY OF THE STREAMS IN SUMNER CONTAINS TREE SPECIES AND SOIL TYPES WITH 100' OR 105' WDFW-RECOMMENDED BUFFERS, WITH JUST A FEW AREAS OF 225'.*
- *100' IS THE MINIMUM RECOMMENDED BUFFER –*
 - *95% or more removal efficacy of phosphorous, sediment, and most pesticides; and*
 - *80% removal efficacy for surface runoff containing excess nitrogen.*

ALL NON-FISH BEARING STREAMS SHOULD HAVE THE SAME BUFFER AS FISH-BEARING, DUE TO THE CRITICAL ROLE THESE TRIBUTARIES PLAY IN PROTECTING WATER QUALITY (TEMPERATURE,

*SEDIMENT, POLLUTANTS, BANK STABILITY, NUTRIENT INPUT (LEAF LITTER) IN STREAMS
IDENTIFIED AS CRITICAL SPECIES (SALMONID) HABITAT.*

2. The buffer shall be separated from adjacent private property by a physical barrier such as, but not limited to, a pathway, berm, vegetation, or fence. The barrier shall be designed to allow for the movement of fish, including salmonid habitat, and wildlife and shall be approved by the director.
3. The buffer shall be established by a permanent protective easement, public or private land trust dedication, or similar protective mechanism as approved by the director. An easement shall also be provided by the underlying property owner that grants the city access to the buffer for the placement of further conservation/restoration measures.
4. Enhancement of the buffer shall not be required unless a buffer reduction is proposed pursuant to SMC 16.56.100(G).

D. Functionally Disconnected Buffer Area. The director may waive or reduce the required buffer due to intervening structures, pursuant to SMC 16.46.150(N).

DE. For projects in areas subject to the requirements of the Sumner Shoreline Master Program, the buffer widths and applicable regulations shall be established in the Sumner Shoreline Master Program.

E. Buffers for Type Np and Ns streams which are not required by other regulations may be modified by the director upon a showing that the following are satisfied:

1. Fish, wildlife and plant habitat will not be harmed by the reduction in buffer area based on the proposed use and site development proposed;
2. The buffer area includes enhancement measures to improve the functional attributes of the buffer through the use of plantings of native plant species. The improvements must be shown to improve the habitat conditions for wildlife;
3. A best management practices plan addressing the proper design, layout, construction and use of the site is provided which is sufficient to mitigate impacts to wildlife and habitat areas;
4. Under no circumstance shall the buffer be reduced below those shown in the table below:

<u>DNR Water Type</u>	<u>Buffer Width in Feet</u>
<u>Np</u>	<u>25</u>
<u>Ns</u>	<u>20</u>

F. Buffers for Non-Typed or Unknown Waters shall be the same as those for fish bearing streams. Applicants or landowners may apply for a water type modification as outlined by Washington State Department of Natural Resources.

GF. Buffer reductions. Buffers for Type F streams which are not required by other regulations may be modified upon approval of a variance per SMC 16.40.120 by the director, under procedures for Type II permits in chapter 18.56 SMC, Procedures for Land Use Permits and a showing that the following are satisfied:

NOTE: STAFF PROPOSES MAKING STREAM BUFFER REDUCTION PROCESS LESS ONEROUS THAN A VARIANCE. PROPOSED LANGUAGE IS THE SAME AS A PERMIT FOR WETLAND BUFFER REDUCTIONS WHICH DO NOT REQUIRE A VARIANCE PROCESS. THIS IS AN ADMINISTRATIVE DECISION BY THE DEPARTMENT DIRECTOR.

1. The subject parcel is less than 200 feet in depth as measured perpendicular from the ordinary high water mark. There are no feasible alternatives to the site design or development that could be accomplished without buffer reduction; and

NOTE: THIS IS SIMILAR TO WHAT IS ALLOWED FOR WETLAND BUFFER REDUCTION/AVERAGING, AND REMOVES THE ARBITRARY 200-FOOT "SMALL PROPERTY" REQUIREMENT TO MAKE BUFFER REDUCTION AVAILABLE TO ALL PROPERTIES IF APPROPRIATE.

2. The buffer is not reduced below 75 feet and there is not net loss of buffer function; and

3.6. The buffer area includes enhancement measures to improve the functional attributes of the buffer through the use of plantings of native plant species and removal of invasive species. The improvements must be shown to improve the habitat conditions for fish and wildlife and shall be monitored per SMC 16.56.080(C); and

4. Buffers shall provide conservation or protection measures necessary to preserve or enhance anadromous fisheries including measures that protect habitat important for all life stages of anadromous fish, including, but not limited to, spawning and incubation, juvenile rearing and adult residence, juvenile migration downstream to the sea, and adult migration upstream to spawning areas. Habitat protection measures should be based on the best available science relevant to stream flows, water quality and temperature, spawning substrates, instream structural diversity, migratory access, estuary and nearshore marine habitat quality, and the maintenance of salmon prey species.

5. Design and management measures in Table 1 are implemented; and

Table 1 – Required Measures to Minimize Impacts to Streams

<u>Disturbance</u>	<u>Required Measures to Minimize Impacts</u>
<u>Lights</u>	<u>Direct lights away from stream</u>
<u>Noise</u>	<u>Locate activity that generates noise away from stream</u> <u>If warranted, enhance existing buffer with native vegetation plantings adjacent to noise source</u> <u>For activities that generate relatively continuous, potentially disruptive noise, such as certain heavy industry or mining, establish an additional 10-foot heavily vegetated buffer strip immediately adjacent to the outer stream buffer</u>
<u>Toxic runoff</u>	<u>Route all new, untreated runoff away from stream while ensuring stream is not dewatered</u> <u>Establish covenants limiting use of pesticides within 150 feet of stream</u> <u>Apply integrated pest management</u>
<u>Stormwater runoff</u>	<u>Retrofit stormwater detention and treatment for roads and existing adjacent development</u> <u>Prevent channelized flow from lawns that directly enters the buffer</u> <u>Use low intensity development techniques (for more information refer to the drainage ordinance and manual)</u>
<u>Change in water regime</u>	<u>Infiltrate or treat, detain, and disperse into buffer new runoff from impervious surfaces and new lawns</u>
<u>Pets and human disturbance</u>	<u>Use privacy fencing or plant dense vegetation to delineate buffer edge and to discourage disturbance using vegetation appropriate for the ecoregion</u> <u>Place stream and its buffer in a separate tract or protect with a conservation easement</u>
<u>Dust</u>	<u>Use best management practices to control dust</u>

NOTE: THE ABOVE TABLE IS SIMILAR TO WHAT IS REQUIRED FOR WETLAND BUFFER REDUCTION. REDUCING A STREAM BUFFER BY ONE-FOURTH OF THE MINIMUM BUFFER COULD STILL IMPACT THE STREAM, UNLESS THESE ADDITIONAL PROTECTIVE MEASURES ARE IMPLEMENTED ON THE SITE.

3. ~~The impervious surface of the reduced portion of the buffer shall not exceed 10 percent unless the following measures are taken:~~
- a. ~~The removal of an equivalent amount of existing impervious surface within the sub-basin of the Type F stream; and~~
 - b. ~~The permanent setting aside and habitat restoration of area(s) where impervious surface has been removed;~~

NOTE: *THE ABOVE REQUIREMENT #3 IS PROPOSED TO BE DELETED. A 10% IMPERVIOUS LIMIT FOR THE AREA REMOVED FROM THE BUFFER ESSENTIALLY PROHIBITS DEVELOPMENT IN THE REMOVED AREA, WHICH DEFEATS THE PURPOSE OF A BUFFER REDUCTION. OTHER REQUIREMENTS IN SECTION (F) PROVIDE ADEQUATE RESOURCE PROTECTION.*

4. ~~5.~~ Appropriate state and federal agencies shall be consulted if requirements of subsection (F)(2) or (3) of this section are not possible and appropriate state agencies may be consulted; and

- ~~5.6.~~ Documentation provided demonstrates that Ffish, wildlife and plant habitat will not be harmed by the reduction in buffer area based on the proposed use and site development proposed; and

7. A best management practices plan addressing the proper design, layout, construction and use of the site is provided which is sufficient to mitigate impacts to wildlife and habitat areas; and

8. Monitoring of mitigation actions is required shall be implemented to verify long-term functional improvement of the enhanced buffer area per SMC 16.56.080(~~E~~) (E); and

9. The proposal includes a habitat management plan prepared by qualified professional biologist approved by the director that includes the submittal requirements in 16.56.080 Habitat Management Plans; and

10. The stream buffer shall be retained in an undisturbed or enhanced condition for the life of the project.

G.H. Partial Exemptions. The following uses are allowed in fish and wildlife habitat buffers:

1. Activities directly related to the cultural, recreational, scientific and educational aspects of the stream...
2. Public utility corridors and large-scale public recreational facilities such as regional trails and parks may be allowed in buffer areas, through obtaining a RWHA permit, provided that the proposal is subject to review under the State Environmental Policy Act, and that the structure and function of impacted fish and wildlife habitat is replaced and restored and mitigated; and that appropriate federal and state agencies are notified of the project.

NON-FISH BEARING STREAMS (TYPE N) LOCATION & CHARACTERISTICS - DRAFT

Source: Sumner GIS layers, Google Earth, Dept. of Natural Resources Stream Types - 12/2023

EAST HILLSIDE - Non-Fish Bearing Streams						
Segment Location	Description	Landslide Hazard Area*	Wetlands	Development in City limits	Ownership	UGA
Tributaries to Salmon Creek						
1. East of Sumner-Tapps Hwy	Above gravel processing plant	yes	?	Industrial, quarry site	Private	Forested quarry
2. East of Van Tassel Rd	Within City watershed	yes	yes	Forested watershed	City-owned	x
3. East of Stuck Valley Ave	Within City watershed	yes	?	Forested watershed	City-owned	x
4. East of E Valley Hwy	Within Puyallup watershed	Yes	yes	Conservation tracts	City & Pierce County	x
Tributaries to White River						
5. East of E Valley Hwy at 150 th	Forested watershed	Yes	yes	Forested Cava quarry property, watershed	Private, City of Puyallup	SF dwellings
6. East of E Valley Hwy & South of 29th	Forested area below Cava quarry	Yes	yes	SF dwelling	Private	x
7. Along Forest Canyon Rd	Forested hillside	Yes	?	N/A	N/A	Forested Cava quarry property, SF dwellings
8. E Valley Hwy above Dieringer	Forested hillside	Yes	Yes	Industrial, SF dwellings, watershed	Private, Cascade Water Alliance	Forested PSE. Water Alliance, PSE
9. E Valley at base of hill	Ditch or seeps running N-S betw road & slopes	Yes	?	8 SF dwellings	Private	x
10. E Valley Hwy & Golf Course	Hillside & valley floor at Petersen	Yes	Yes	Industrial, vacant industrial	Private, City of Sumner	x

WEST HILLSIDE - Non-Fish Bearing Streams						
Segment Location	Description	Landslide Hazard Area*	Wetlands	Development in City limits	Ownership	UGA
Tributaries to Sotain Creek						
1. 37XX W Valley Hwy	Ridgetop industrial development	Yes	No	Warehouses fully developed	Private	x
2. W Valley Hwy	Yusen Logistics wetland	No	Yes	Undeveloped wetland	Private	x
3. W Valley Hwy at 24 th St	Neff/Stowe	No	Yes	Grade/fill	Private	x
4. From hillside, crossing W Valley	Industrial site-Cascade Devel	No	No	Industrial/commercial already developed	Private	x

**Landslide hazard areas generally include slopes greater than 15% with fault planes, water seepage, or historic land failures. Geotechnical studies are required for development.*

Type I = 25% or greater = Type I Type II = 15-25%

Type I and II: Development limited to 40% of lot area, or 50% for a residential subdivision.

SUBJECT: Transportation Plan & Transportation Impact Fee Update

CATEGORY: Information Only

BUDGET IMPACT:

Expenditure Required: None

Within Budget Allocation: N/A

ATTACHMENTS:

1. Transportation Plan/TIFs-Cover Memo-122123
 2. Transportation Plan/TIFs-Draft-12262023
-

STAFF CONTACT: Ann Siegenthaler, Senior Planner

SUMMARY BACKGROUND:

The Growth Management Act requires cities to adopt a Transportation Management Plan (TMP). The TMP implements the policies in the Transportation Element of the City's Comprehensive Plan. The TMP also is linked to the Land Use Element of the Comprehensive Plan because it identifies the transportation facilities and services needed to support growth during the next twenty years, including multimodal needs such as transit, pedestrian, and bicycle facilities. This TMP update also establishes Levels of Service (LOS) for transportation facilities and updates the City's transportation impact fee (TIF) program.

The Planning Commission typically does not review the TMP because it guides operational and budgeting decisions made by the City Council. However, this TMP update will become part of the 2024 Comprehensive Plan update and EIS, which the Planning Commission will make recommendations on in 2024. The Commission isn't expected to know all the details of the TMP, but should be familiar with its role/function.

Staff and Transpo Group consultants will provide an overview of the TMP and the key issues at the January 4 meeting. The Commission may also wish to provide comments at that time.

COUNCIL COMMITTEE/STUDY SESSION: MEETING/STUDY SESSION DATE: COMMITTEE RECOMMENDATION: n/a
--

STAFF RECOMMENDATIONS/MOTION:

Provide comments and feedback to staff and the consultants.

MEMORANDUM

Date:	December 21, 2023	TG:	1.22330.00
To:	Ann Siegenthaler and Michael Kosa – City of Sumner		
From:	Stefanie Herzstein – Transpo Group		
cc:	Stefanie Hindmarch and Lisa Grueter – BERK Consulting		
Subject:	2023 Transportation Plan and Transportation Impact Fee Update		

The memorandum highlights key changes for the 2023 Transportation Plan and Transportation Impact Fee Update.

Background

The Transportation Plan provides the link between the Sumner Comprehensive Plan Land Use Element and the transportation facilities and services needed to support growth during the next 20 years. This is accomplished by identifying capacity, operational, and safety improvements along City roadways and by addressing multimodal needs such as transit, pedestrian, bicycle, and freight facilities.

The analysis shows there will be a 1 to 2 percent growth per year in transportation demands over the next 20 years. Based on alternatives analysis, financing, and goals and policies, an overall list of multimodal transportation projects is recommended to support the transportation needs within the 20-year planning horizon. The Transportation Plan also identifies a potential transportation funding strategy for Sumner including updating the Transportation Impact Fee (TIF) program.

Modal Plans

The transportation improvement program outlines the multimodal plan to support the Sumner transportation goals and policies. The key findings related to the modal plans are:

- **Streets and Highways**
 - **Change LOS Policy.** Recommend level of service (LOS) standard for signalized, roundabout, and all-way stop controlled intersections is LOS D and the current LOS F exceptions are eliminated. The exceptions are no longer needed to support growth.
 - **Functional Classification, Design Standards, Truck Routes, Maintenance and Operations Program, Neighborhood Traffic Control Program.** No changes from 2015 Transportation Plan.
 - **Signal Replacement Program.** A new signal replacement program was identified to assist in addressing and replacing aging equipment.
- **Public Transit and Travel Demand Management**
 - **New Transit Policy.** Pursue the expansion of the Pierce Transit benefit district to serve Sumner and eastern Pierce County and provide options for access to the Sumner Sounder Station.
 - **Transit Plan and Transportation Demand Management Program.** No changes from 2015 Transportation Plan.

- **Transit LOS.** With no local transit service within Sumner, no LOS guideline is developed. It is recommended that if transit service is provided in the future a LOS guideline is developed.
- **Pedestrians and Bicycles**
 - **Pedestrian and Bicycle LOS.** LOS was developed for the pedestrian and bicycle network.
 - **Non-Motorized Plan.** A new non-motorized plan was developed to help achieve the pedestrian and bicycle LOS and meet the future needs of Sumner.
- **Freight and Rail Service and Air Transportation.** No changes from 2015 Transportation Plan.

Based on the modal evaluations, a 20-year list of Transportation Improvement Projects (TIPs) were identified to implement the modal plans. The TIPs were categorized as spot or intersection improvements, roadway improvements, and non-motorized improvements.

Funding

The Transportation Plan addresses funding strategies to implement the modal plans including identifying cost of the improvements and programs and identifying revenue sources. The city will continue to use funding sources, such as coordination with other agencies on regional improvements, REET revenues, developer-provided mitigation, and grants as was done for implementing the 2015 Transportation Plan.

In addition, a key funding strategy for the city will continue to be the Transportation Impact Fee (TIF) program. The TIF program has been updated to reflect the 20-year list of projects including non-motorized projects and proposed fee per trip. Key changes to the TIF program are:

- **One Fee Schedule.** The former 3-district TIF formula has been eliminated and replaced by one fee schedule for the entire city. The intent is to provide an equitable and streamlined approach.
- **Non-Motorized Projects.** Based on changes to State law, cities may now include non-motorized projects in their TIF program. Sumner's program has been updated to include TIFs as a funding source for non-motorized projects.
- **Increase Fee Per Trip.** Draft calculations show that the fee per weekday PM peak hour trip could increase significantly, by approximately 3 to 5 times over current fees, depending on the approach.

A key policy question will be determining the appropriate TIF to establish. The current fee per weekday PM peak hour trip for the city ranges between \$1,900 to \$3,400 depending on the location of the development. Draft estimates show approximately \$13,000 per weekday PM peak hour vehicle trip based on the 20-year transportation improvement plan including non-motorized projects. Without adding non-motorized projects, the estimate is approximately \$5,500 per weekday PM peak hour vehicle trip. The City Council may consider these draft calculations and determine what fee is reasonable and work with city staff to develop a tailor approach for TIF. One approach could be to develop a 10-year fee to decrease the overall transportation cost included and then commit to updating the fee to reassess needs as the transportation system is developed. Remaining funds not covered by the TIF or other revenue sources would be made up with sources like grants.

City of Sumner Transportation Plan - DRAFT

December 2023



Consultant Team
Transpo Group

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Appendix

To be completed

Exhibits

To be completed

Executive Summary

The Transportation Plan provides the link between the Land Use Element and the transportation facilities and services needed to support growth during the next twenty years. This is accomplished by identifying capacity, operational, and safety improvements along City roadways and by addressing multimodal needs such as transit, pedestrian, and bicycle facilities.

The City has identified a range of goals and policies to implement the Transportation Plan efficiently and effectively. The goals and policies are outlined elsewhere, in the Transportation Element of the Comprehensive Plan. The Transportation Element strives to emphasize the importance of pedestrians and bicycles and prioritizes the creation of a network of multimodal transportation.

Inventory of Existing Transportation System

An inventory of the existing Sumner transportation system was conducted in Spring and Summer 2023. The inventory covers the street system, traffic volumes, traffic operations, traffic safety, transit and rail service, and pedestrian and bicycle facilities. The inventory is used in updating the City's travel demand model to determine the future traffic conditions for this 2024 Sumner Transportation Plan.

Street System. The street system inventory includes discussion of Sumner roadway functional classifications, which is the hierarchy of roadways in the city. The classifications act as a guide for future development of the street system. Sumner also has adopted a formal truck route plan to manage truck traffic within its city limits.

Daily and weekday PM peak hour traffic volumes were also reviewed to understand the amount of vehicle traffic carried on the city streets. Daily traffic volumes have grown; however, the City's weekday PM peak hour traffic volumes have changed less than 1 percent per year since the 2015 Transportation Plan was completed and along some roadways traffic volumes have decreased. Since the COVID-19 pandemic travel patterns have changed with more people working from home or having flexible work hours such that they may not commute during the evening period.

Traffic Volumes and Operations. Traffic volumes were used to evaluate traffic operations for Sumner's key intersections. Traffic operations analysis provides a quantitative method for evaluating existing and future transportation conditions. The nationally recognized Highway Capacity Manual (HCM) level of service (LOS) method is used to evaluate intersection operations of Sumner facilities. Five intersections do not meet the currently adopted LOS standard during the weekday PM peak hour operating at LOS E or F. The poor operations are known issues at the SR 162 and SR 410 WB Ramps and the East Valley Highway/Forest Canyon Road E intersection due regional traffic impacts. The existing traffic operations are considered in developing the transportation improvement program documented in Chapter 5 of this Plan.

Traffic Safety. Citywide collision records for the last 5-years (2018-2022) are used to identify potential safety issues for vehicles, pedestrians, and cyclists. Of the 21 serious injury and fatal crashes, over 20 percent involved pedestrians and about 5 percent involved bicyclists. The most frequently reported collision type was rear-end crashes, which often occur in congestion or stop-and-go traffic. The review of

traffic safety is used to inform decisions related to street and intersection improvements documented in Chapter 5 of this Plan.

Transit and Rail Service. Sumner is currently not served by Pierce Transit, which limits transit options and accessibility within the city. The only transit stop in the city is at the Sumner Sounder Train Station and is served by Sound Transit. Sound Transit's Sounder S line offers commuter rail service between Lakewood and downtown Seattle with stops in Tacoma, Puyallup, Sumner, Auburn, Kent, and Tukwila. The transportation improvement program documented in Chapter 5 of this Plan considers the need to collaborate with Pierce Transit on potential future transit service based on anticipated growth of the city.

Freight Train Traffic. Sumner has Burlington Northern Santa Fe (BNSF) and Union Pacific (UPRR) lines. There are currently 71 trains that run through Sumner on the BNSF tracks and 10 trains on the UPRR line daily. Based on a review of Washington State's Joint Transportation Committee Road-Rail Safety Study Crossing Analysis, additional trains are anticipated in the future along the BNSF and UPRR lines in Sumner.

Pedestrian and Bicycle Facilities. The city is striving to create a fully integrated transportation system and recognizes the need to prioritize locations where it expects heavy non-motorized use, such as routes connecting residential areas to recreational facilities and schools, and places of employment. Sidewalks are located intermittently around the city, mostly along arterial roadways located within Sumner's downtown and nearby neighborhoods. There are limited formal bicycle facilities in Sumner. To prioritize the pedestrian and bicycle system for Sumner, Chapter 4 describes recommended level of service (LOS) guidelines.

Transportation Demand Management. The City of Sumner has adopted a Commute Trip Reduction (CTR) program. The CTR program establishes goals consistent with State legislation.

Technology. Transportation System Management and Operations (TSMO) is an integrated approach to optimize the performance of existing infrastructure by implementing multimodal, intermodal, and often cross-jurisdictional systems, services, and projects. Most of the city's current transportation infrastructure is outdated and there are limited abilities to provide TSMO without future upgrades. In addition, electric vehicles are also considered transportation technology. There is no City-provided charging infrastructure in the right-of-way or on City-owned properties (e.g., public parking lots).

[Travel Forecasts and Alternatives Evaluation](#)

Sumner's Transportation Plan is developed based on the evaluation of the existing and future transportation system needs. Travel forecasts were developed by updating the Sumner's travel demand model based on the 20-Year land use plan. The model is a tool that converts existing and future land uses into trips. Three land use alternatives were evaluated to identify transportation needs for vehicles, bicycle, and pedestrian modes including updates to the transportation programs and improvement projects. Recommendations are made to update the vehicle LOS policy and adopt a new pedestrian and bicycle LOS policy. The future needs for the transportation system are identified by evaluating the level of service (LOS) for vehicles, pedestrians, and bicycles. The outcome of the analysis is a list of programs and projects to support the Sumner 20-Year growth plan.

Transportation Improvement Program

The alternatives analysis, financing, and goals and policies were used to develop a comprehensive transportation improvement program (TIP) for the City. The program addresses existing and forecast needs within the 20-year planning horizon. Key recommendations for the Sumner transportation improvement program are:

1. Prepare an annual report to monitor the transportation system against the Transportation Plan.
2. Add a signal replacement program to the maintenance and operations program.
3. Explore additional transit service for Sumner including getting involved in the Pierce Transit long-range planning efforts.
4. If public transit service is provided within Sumner in the future, the city should adopt a transit LOS.
5. Adopt the non-motorized system and LOS standards.
6. Adopt the list of multimodal transportation improvements and continue to monitor the establishment LOS by mode to ensure the improvements continue to support the goals and policies.

The list of 20-Year improvements is provided in Exhibit 5-5 beginning on page 56.

Finance and Implementation

The GMA requires the Transportation Plan to include a multi-year financing plan based on the identified needs in the transportation improvement program. The financing plan for the Transportation Plan provides a basis for the City's annual Six-Year Transportation Improvement Program (TIP).

Finance. Key funding sources for the city include fees and taxes, grants, partnerships with other agencies, developer funding improvements and transportation impact fees (TIFs).

Part of the finance strategy is to update the transportation impact fee. The update recommends eliminating the current TIF approach with three districts and having one fee schedule for the entire city to simplify the structure and make the fee equitable throughout the city. The draft fee update, including non-motorized transportation improvements, is approximately \$13,000 per weekday PM peak hour vehicle trip. Without adding non-motorized projects, the estimate is approximately \$5,500 per weekday PM peak hour vehicle trip. The City Council may consider these draft calculations and determine what fee is reasonable and work with city staff to develop a tailor approach for the Sumner TIF. The remaining funds not covered by the TIF, or other revenue sources would be made up with sources like grants.

Reassessment. The funding strategy is partially based on grants and other outside funding that the city does not control. The city may be able to shift revenues from other funding programs to address specific needs as yearly budgets are prepared or consider other revenue options such as increasing the vehicle license tab fee. The city is committed to reassessing their transportation needs and funding sources each year as part of their annual Six-Year Transportation Improvement Program (TIP). This allows the city to match the financing program with the shorter-term improvement projects and funding.

Implementation. Implementation includes coordination with developers and partnering with other agencies to construct the transportation improvement projects. Partnering with other agencies and use of grants will be especially critical in the implementation of safety, capacity, and operational

improvements along SR 167 and SR 410. This may include re-prioritizing roadway projects as new funding sources become available or by focusing on areas most impacted by new development. The City will also continue to review strategies to phase improvements to allow funding to be spread over a longer time period. In addition, the city will need to review, maintain, and update its Concurrency Management Program, Transportation Impact Fee, and other development review processes to account for the revised multimodal LOS standards and assure that the impacts of growth are mitigated, and transportation improvements are completed concurrent with new development.

[Consistency with Other Agencies](#)

The GMA works to increase coordination and compatibility between the various agencies that are responsible for the overall transportation system. As part of the Transportation Plan, consistency with nearby transportation agencies is reviewed including Washington State Department of Transportation (WSDOT), Pierce County Sound Transit, Auburn, Pacific, Edgewood, and Puyallup. The Plan is consistent with nearby agencies and the city is committed to continuing to partner with these agencies to improve transportation for the community.

1. Introduction

The City of Sumner adopted its first Transportation Plan in January 1993. In 1994, the city adopted a Comprehensive Plan consistent with the Growth Management Act (GMA) and the Transportation Plan was updated in 2002 and 2015. Amendments to the 2015 Transportation Plan were adopted in 2017, 2019, and 2020.

The Transportation Plan provides the link between the Land Use Element and the transportation facilities and services needed to support growth during the next twenty years. This is accomplished by identifying capacity, operational, and safety improvements along City roadways and by addressing multimodal needs such as transit, pedestrian, and bicycle facilities. The Transportation Plan reflects the interdependence of transportation and land use and is influenced by choices made as part of the Land Use Element. Conversely, land uses are similarly influenced by choices and policies made in the Transportation Plan.

The Transportation Plan implements the City's Transportation Element, which is a key component of the City's Comprehensive Plan which works hand-in-hand with other Comprehensive Plan Elements. The Transportation Element identifies the City of Sumner's goals and policies for transportation as well as the City's future transportation system and facilities, level-of-service (LOS) standards, and concurrency monitoring system. Future land uses proposed as part of the Land Use Element are used to develop transportation strategies and to identify necessary transportation facilities (roadways, sidewalks, trails, bike lanes, etc.). Similarly, the Capital Facilities Element and the City's ongoing Transportation Improvement Program (TIP) present specific facility recommendations based on the Transportation Plan and Transportation Element.

The Plan update includes an inventory of existing transportation facilities and services, development and analysis of 2044 travel forecasts, evaluation of needs and deficiencies, identification of transportation system improvements consistent with goals and policies, and financing strategies. The Plan update also addresses requirements for a concurrency program and the multimodal transportation impact fee (TIF) program.

Growth Management Act

The Transportation Element was developed in accordance with the Washington State Growth Management Act (GMA). The GMA requires that the following topics be addressed within the Transportation Plan:

- Land use assumptions used in estimating travel demand.
- Facility and service needs, including an inventory of air, water, and ground transportation facilities and services, transit alignments, general aviation/ airport facilities, and state-owned transportation facilities within the city's jurisdictional boundaries.
- Level of service (LOS) standards to gauge the performance of the system.

- Identification of actions and requirements needed to bring existing facilities and services up to standard.
- Forecasts of future traffic based on the land use plan.
- Identification of improvements and programs needed to address current and future transportation system deficiencies, including Transportation Demand Management strategies.
- A realistic multi-year financing plan that is balanced with the adopted level of service standards and the land use element.
- An explanation of intergovernmental coordination strategies and regional consistency.
- Local transportation elements must also include the following:
 - Estimated traffic impacts to State-owned transportation facilities resulting from land-use assumptions.
 - LOS for state-owned transportation facilities.
 - Identification and assessment of GMA concurrency and the applicability to highways of statewide significance.
 - A pedestrian and bicycle component that includes collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

Study Area

The study area includes all areas within Sumner city limits and Urban Growth Area (UGA). The UGA has been delineated with Pierce County, consistent with the requirements of the GMA. The transportation planning study area is shown in **Exhibit 1-1**. The city lies adjacent to the UGAs of the City of Pacific and City of Auburn (north) and the City of Edgewood (west). Unincorporated areas of Pierce County also surround portions of Sumner.

[illegible]

Transportation Plan Study Area



Map Date: December 2023

2. Goals and Policies

The City has identified a range of goals and policies to implement the Transportation Plan efficiently and effectively. The goals and policies are outlined elsewhere in the Transportation Element of the Comprehensive Plan. The Transportation Element strives to emphasize the importance of pedestrians and bicycles and prioritizing the creation a network of multimodal transportation-related improvements and policies to ensure that vehicle traffic can coexist with the community's need for a safe and comfortable active transportation environment. It also recognizes the need for the City to work with other transportation service providers to plan, design, fund, and implement transportation projects and programs to serve the community.

The goals and policies provide a framework for decision making related to transportation projects and programs. The transportation goals and policies cover the following elements:

7. Citywide Transportation Goal
8. Public Involvement
9. Agency Coordination
10. Transportation System Mobility and Efficiency
11. Subarea Plans Transportation and Circulation System
12. Pedestrians and Bicycles
13. Commuter Rail and Transit
14. Commute Trip Reduction and Transportation Demand Management (TMD)
15. Equity in Transportation-Related Decisions
16. Land Use and Environmental Considerations
17. Program Financing and Implementation

The transportation goals and policies will be used by the City in deciding how to secure and use funding, decisions related to new land use development applications, and coordination with other City planning objectives.

3. Inventory of Existing Transportation System

The transportation system within the City of Sumner includes streets and highways, pedestrian and bicycle facilities, and transit and rail service. An inventory of the existing transportation system was conducted in Spring and Summer 2023. This transportation system inventory and associated analyses provide a baseline for the existing transportation system and aid in identifying key transportation issues addressed in the update of the Plan. The inventory covers the street system, traffic control, traffic volumes, traffic operations, traffic safety, transit and rail service, and pedestrian and bicycle facilities. The inventory is used in updating the City's travel demand model to determine the future traffic volume forecasts for the 2023 Sumner Transportation Plan.

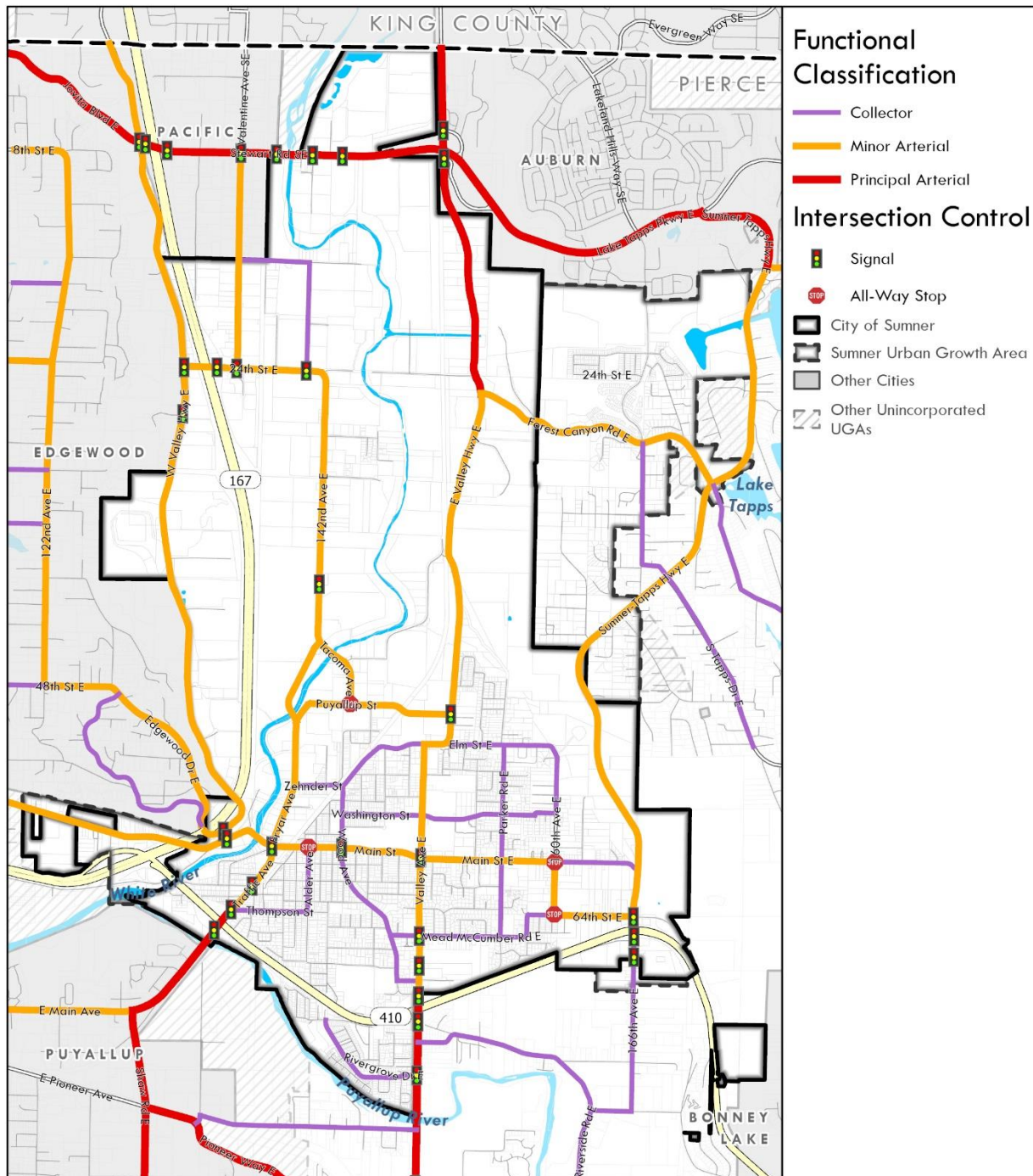
Freeways, Arterials, and Collectors

Exhibit 3-1 summarizes the existing traffic control and functional classification of the city street system. Roadway functional classification provides for a hierarchy of roadways. These classifications also act as a guide for future development of the overall street system. The city's functional classifications include principal arterials, minor arterials, collectors, and local streets. Arterial streets serve higher traffic volumes and may have few access points. Collector streets link arterials and local streets and may provide access to individual parcels. Collectors are also vital in connecting the residential areas to the central business district and are excellent candidates for multimodal facilities. Local streets provide neighborhood circulation and access to individual parcels.

The city also has two freeways, State Route (SR) 167 and 410 that run through it. The State has designated SR 167 as a Highway of Statewide Significance (HSS). HSS facilities provide and support transportation functions that promote and maintain significant statewide travel and economic linkages. Improvement plans for this HSS facility are developed from a statewide perspective. This planning includes policy development and accompanying funding support to represent a broad range of interests that depend on the facility. Because of its designation as an HSS facility, the State has the authority of setting the level of service (LOS) standards for SR 167. SR 410 is a State Highway of Regional Significance. LOS standards for SR 410 are established by the Puget Sound Regional Council (PSRC), in consultation with WSDOT.

Exhibit 3-2 provides a summary of the key characteristics of the roadway serving Sumner.

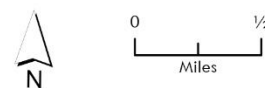
Exhibit 3-1. Existing Traffic Control and Functional Classification



CITY OF SUMNER

Existing Traffic Control and Functional Classification

Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.



Map Date: December 2023

Exhibit 3-2. Characteristics of Key Roadways Serving Sumner

Roadway	Classification	Jurisdiction	Number of Travel Lanes	Posted Speed Limit	Parking?	Sidewalks?	Bicycle Facilities?
North-South Roadways							
SR 167	Freeway	WSDOT	4	60 mph	No	No	No
Valley Avenue	Minor/Principal Arterial ¹	Sumner	2 to 3	25 mph	No	Yes	Yes
Traffic Avenue	Minor Arterial ²	Sumner	4 to 5	25 mph	No	Yes	No
Fryar Avenue	Minor Arterial	Sumner	3	25 mph	No	Yes	Yes
142nd Avenue E	Minor Arterial	Sumner	5	35 mph	No	Yes	No
136th Avenue E	Minor Arterial	Sumner	3	30 mph	No	Yes	No
East Valley Highway	Minor Arterial ³	Sumner	2 to 3	25 mph	No	No	No
West Valley Highway	Minor Arterial	Sumner	2 to 4	35 mph	No	Yes	No
Sumner-Tapps Highway	Minor Arterial	Sumner	2	45 mph	No	No	No
Cannery Way (formerly Bridge Street)	Minor Arterial	Sumner	2	25 mph	No	Yes	No
Valley Avenue E	Minor Arterial	Sumner	2	25 mph	No	No	No
160th Avenue E	Minor Arterial ⁴	Sumner	2	25 mph	Yes	No	No
Sumner Heights Drive	Collector	Sumner	2	25 mph	No	Yes	No
Alder Avenue	Collector	Sumner	2	25 mph	Yes	Yes	No
Wood Avenue	Collector	Sumner	2	25 mph	Yes	Yes	No
158th Avenue E	Collector	Sumner	2	25 mph	No	Yes	No
Parker Road	Collector	Sumner	2	25 mph	No	Yes	No
East-West Roadways							
SR 410	Freeway	WSDOT	4	55 mph	No	No	no
24th Street E	Minor Arterial	Sumner	2 to 5	35 mph	No	Yes	No
Main Street	Minor Arterial	Sumner	2	25 mph	Yes	Yes	No
Stewart Road	Principal Arterial	Sumner	2-5	35 mph	No	Yes	No
Puyallup Street	Minor Arterial	Sumner	2	25 mph	No	Yes	No
Forest Canyon Road	Minor Arterial	Sumner	2	25 mph	No	No	No
64th Avenue E	Minor Arterial	Sumner	2	25 mph	Yes	Yes	No
Zehnder Street	Collector	Sumner	2	25 mph	No	Yes	No
Thompson Street	Collector	Sumner	2	25 mph	Yes	Yes	No
Elm Street	Minor Arterial Collector ⁵	Sumner	2 to 3	25 mph	No	Some ⁶	No

Roadway	Classification	Jurisdiction	Number of Travel Lanes	Posted Speed Limit	Parking?	Sidewalks?	Bicycle Facilities?
Meade-McCumber Road	Collector	Sumner	2	25 mph	Yes	Yes	No
Washington Street	Collector	Sumner	2	25 mph	No	Yes	No
Rivergrove Drive	Collector	Sumner	2	25 mph	Yes	Yes	No
Riverside Drive	Collector	Sumner	2	35 mph	No	No	No

Note: WSDOT = Washington State Department of Transportation; mph = miles per hour

1. Principal arterial south of SR 410
2. Principal arterial south of Thompson Street
3. Principal arterial north of Forest Canyon Road
4. Collector north of Main Street E
5. Minor Arterial between Valley Avenue and East Valley Highway and Collector Arterial from Valley Avenue and Wood Avenue and East Valley Highway and 160th Avenue E.
6. Elm Street does not have sidewalks on portions between Valley Avenue and Wood Avenue

Traffic Volumes

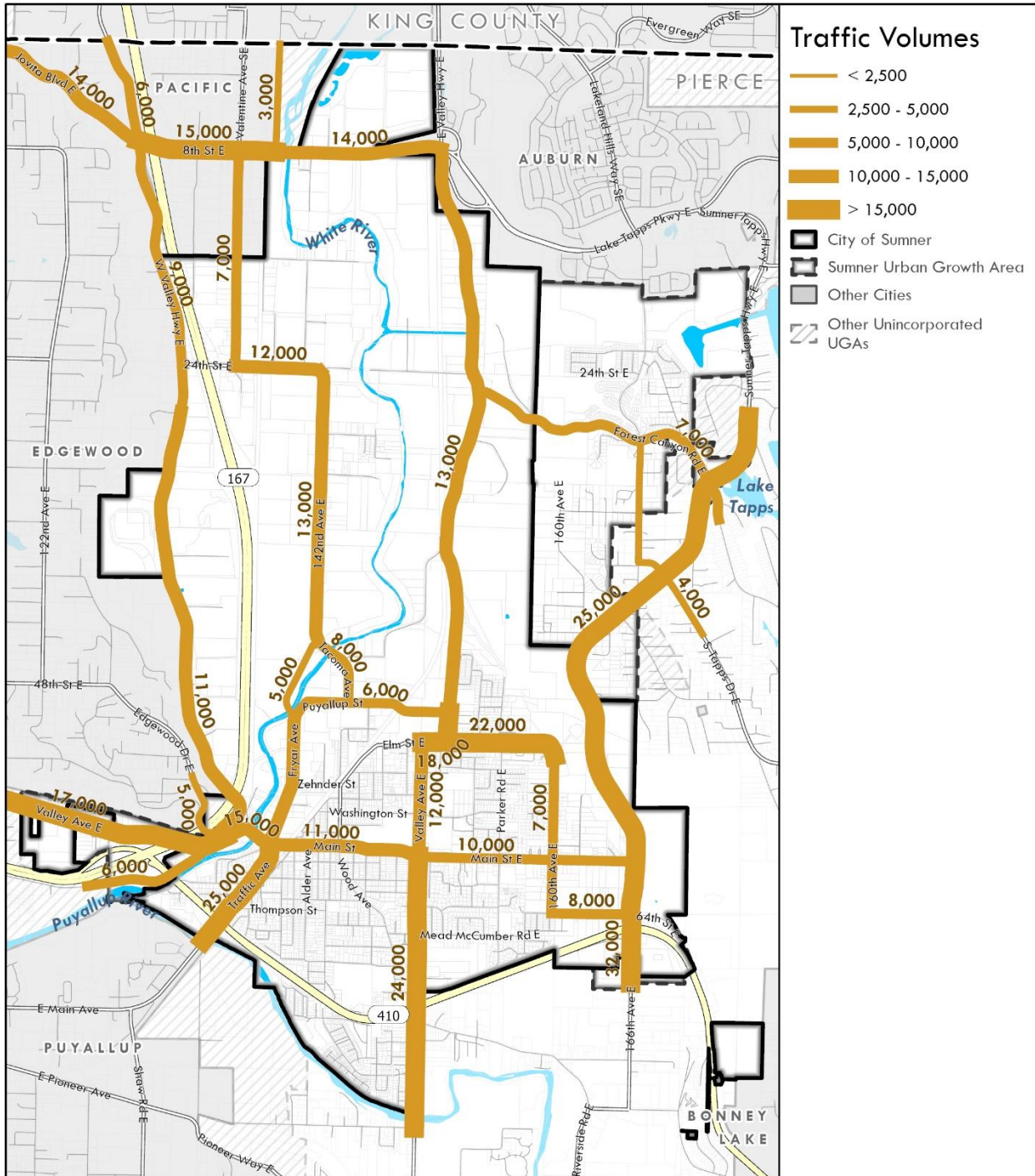
Daily traffic volumes were provided by the city and weekday PM peak hour traffic volumes were generally collected in February and November 2023 by IDAX at key intersections throughout the city. **Exhibit 3-3** illustrates the average daily traffic volumes along key streets serving the city. **Exhibit 3-3** shows daily traffic volumes along Valley Avenue E (SR 162) and Sumner-Tapps Highway within the City. Main Street in the Town Center area has about 11,000 vehicles per day while Stewart Road in the industrial area has about 14,000 vehicles per day.

Exhibit 3-4 summarizes the rates of growth along Sumners major corridors compared to 2014/2013 PM peak hour traffic volumes.

As shown on **Exhibit 3-4**, the weekday PM peak hour traffic growth was largest at intersections serving the northern part of the city industrial areas, where most of the growth has been concentrated over the past ten years. The largest increase in weekday PM peak hour traffic volumes occurred at the intersection of 142nd Avenue and 24th Street E, where traffic increased by 5 percent annually. At the access ramps to SR 167, traffic volumes have grown modestly between one tenth of a percent to 1.5 percent annually. The City's lowest growth in volumes occurred along the SR 162/Valley Avenue corridor. This pattern of little to no change in traffic volumes is thought to be a result of changing patterns in weekly commuter patterns. Since the COVID-19 pandemic travel patterns have changed with more people working from home or having more flexible hours where they may not commute daily or during the evening period.

Overall, the City's traffic volumes have changed less than 1 percent per year since the 2015 Transportation Plan was completed.

Exhibit 3-3. Existing Daily Traffic Volumes



CITY OF SUMNER

Daily Volume Bandwidth

Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.



Exhibit 0-4. Weekday PM Peak Hour Roadway Volumes and Annual Growth¹

Roadway	Cross-Street	2013/2014 PM Peak Volumes	2023 PM Peak Volumes	PM Peak Annual Growth Rate
W Valley Hwy E	Jovita Blvd	1,880	2,020	0.80%
SR 167 SB Ramps	Stewart Rd SE	1,550	1,770	1.50%
SR 167 NB Ramps	Stewart Rd SE	1,770	1,790	0.10%
140th Ct E2	Stewart Rd SE	1,250	1,550	2.40%
West Valley Hwy	24th St SE	1,160	1,350	1.70%
SR 167 NB Ramps	24th St SE	1,200	1,290	0.80%
136th Ave E2	24th St E	1,260	1,580	2.60%
142nd Ave E2	24th St E	790	1,230	5.00%
East Valley Hwy	Forest Canyon Rd	1,460	1,520	0.50%
West Valley Hwy	SR167 SB Ramps	1,060	1,240	1.80%
142nd Ave E	Costco Access	-	940	-
West Valley Hwy E	42nd St E	630	590	-0.70%
Tacoma Ave	Puyallup St	813	860	0.70%
East Valley Hwy	Puyallup St	1,500	1,490	-0.10%
East Valley Hwy	Elm St	1,430	1,430	-0.10%
Valley Ave	Elm St	1,140	1,120	-0.20%
Fryar Ave	Zehnder Ave	1,040	1,090	0.60%
West Valley Hwy	Sumner Heights Dr E	880	820	-0.80%
Valley Ave E	Sumner Heights Dr E	1,240	1,180	-0.60%
Traffic Ave	Main St	2,070	2,070	0.00%
Alder Ave	Main St	880	750	-1.90%
Wood Ave	Main St	1,170	980	-1.90%
Valley Ave	Main St	1,970	1,806	-1.00%
Parker Rd	Main St	1,070	970	-1.20%
160th Ave (Van Tassel Rd)	Main St (60th St E)	1,050	1,090	0.40%
Sumner-Tapps Hwy (166th Ave E)	Main St (60th St E)	1,650	1,550	-0.70%
Traffic Ave	Maple St	1,430	1,500	0.60%
Traffic Ave	SR 410 WB Ramps (Thompson St)	2,300	2,500	0.90%
Traffic Ave	SR 410 EB Ramps	2,160	2,690	2.50%
Valley Ave	Meade Mc Cumber Rd E	1,490	1,440	-0.40%

Roadway	Cross-Street	2013/2014 PM Peak Volumes	2023 PM Peak Volumes	PM Peak Annual Growth Rate
Parker Rd	Meade Mc Cumber Rd E	250	350	3.70%
160th Ave E	64th St E	500	630	2.50%
Sumner- Tapps Hwy (166th Ave E)	64th St E	1,900	2,060	0.90%
Sumner-Tapps Hwy E (166th Ave E)	SR 410 WB Ramps	1,960	2,010	0.30%
Sumner-Tapps Hwy (166th Ave E)	SR 410 EB Ramps	1,780	1,680	-0.60%
Valley Ave	Gary St	1,480	1,450	-0.20%
SR 162	SR 410 WB Ramp	1,920	1,770	-0.90%
SR 162	SR 410 EB Ramp	2,090	2,150	0.30%
SR 162	74th St E	1,770	1,920	0.90%
SR 162	Rivergrove Dr	1,590	1,530	-0.40%

Note:

1. PM Peak Volumes rounded to the nearest tenth.

Truck Traffic

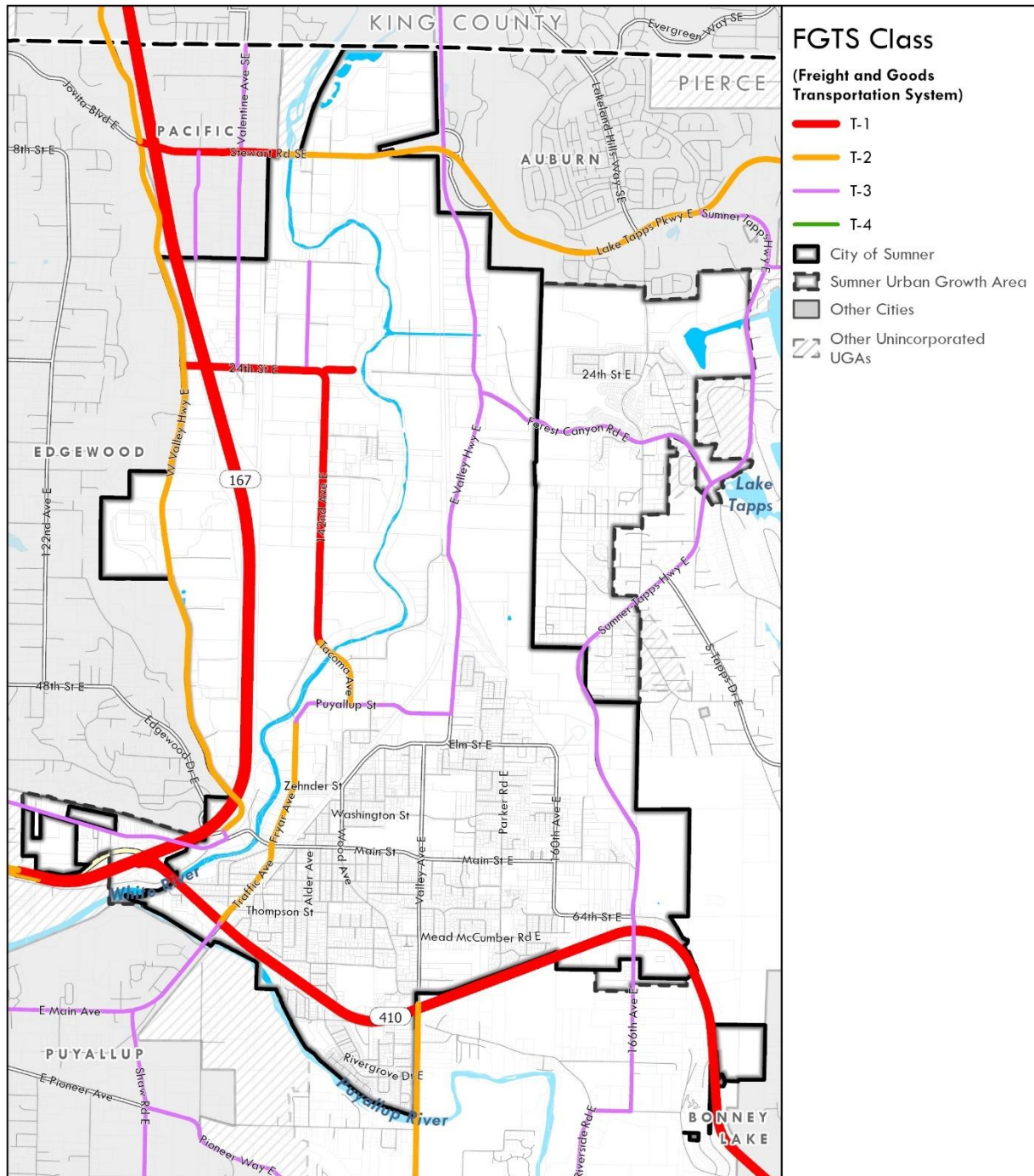
The availability of industrial land and its proximity to the SR 167, SR 410, I-5 freeway corridors has made Sumner an attractive place for trucking-related developments such as warehousing and distribution centers.

Sumner has adopted a formal truck route plan to manage truck traffic within its city limits. [Exhibit 3-5](#) illustrates the existing truck routes. Existing truck traffic is routed around the perimeter of the residential and commercial sections of Sumner. Truck traffic entering and exiting Sumner from the industrial areas to the north is served by the two SR 167 interchanges at 8th Street E and 24th Street E.

Sumner's warehouse and industrial area generates heavy truck traffic volumes on 136th Avenue E and Stewart Road on movements to and from SR 167. Heavy truck traffic is significant not only because of its impact on traffic flow but because of the impact on parking and the structure of the roadways. There are limited places where truck parking is allowed and some areas along truck routes have not been designed sufficiently for trucks.

Several roadways within the city are classified as T-2 or T-1 level roadways in the Washington State Freight and Goods Transportation System (FGTS). These roadways carry between 4 and 10 million tons (T-2) or more than 10 million tons (T-1) per year, depending on their classification. Sumner roadways classified as T-1 include 142nd Avenue E from Tacoma Avenue to 24th Street E, and 24th Street E from West Valley Highway to 142nd Avenue E. The City's T-2 designated truck routes include Traffic Avenue from SR 410 to Main Street, Fryar Avenue from Main Street to Puyallup Street E, West Valley Highway from Sumner Heights Drive to 16th Street E, and Stewart Road from Butte Avenue SE to the City Limits.

Exhibit 3-5. Existing Truck Routes



CITY OF SUMNER

Existing Truck Routes



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Traffic Operations

Traffic volumes were used to evaluate traffic operations in Sumner. Traffic operations analysis provides a quantitative method for evaluating existing and future transportation conditions. The City's operational standard is presented along with the analysis methodology. A discussion of existing traffic operations is also provided.

Analysis Methodology

Traffic operations were evaluated for the existing year (2023) based on the level of service (LOS) methodologies of the Highway Capacity Manual (HCM) (Transportation Research Board). The HCM is a nationally recognized and locally accepted method of measuring traffic flow and congestion. Criteria range from LOS A, indicating free-flowing conditions with minimal vehicle delays, to LOS F, indicating extreme congestion with long vehicle delays. At signalized intersections, LOS is measured in terms of average delay per vehicle. At unsignalized intersections, LOS is measured in terms of the average vehicle delay and is typically reported for the worst traffic movement instead of for the whole intersection. Appendix C includes an in-depth discussion of LOS.

Intersection LOS analysis was performed for major intersections within the study area based on 2023 conditions. Like the scope of the previous study in 2015, 46 intersections were selected for analysis, based on location and likelihood that they might be impacted by future growth. Turning movement counts collected in February and November 2023 were used in this analysis.

The study area current LOS standards are set by Sumner, Pacific, and WSDOT. The current adopted LOS standards set by each jurisdiction are summarized below:

- City of Sumner¹
 - LOS D all intersections except as specifically noted
 - Exception to the LOS D standard are:
 - Traffic Avenue/Main Street/Fryar Avenue (LOS F)
 - Main Street/Alder Avenue (LOS F)
 - Valley Avenue East/Main Street (LOS F)
 - West Valley Highway East/Valley Avenue/Sumner Heights Drive (LOS F)
- City of Pacific
 - LOS D (Butte Avenue SE/Stewart Road SE)
- WSDOT/PSRC²
 - LOS D for Highways of Statewide Significance (HSS) in urban areas
 - LOS C for Highways of Statewide Significance (HSS) in rural areas
 - LOS D for Regional Significance State Highways (RSSH), Tier 2

¹ 2015 Sumner Transportation Plan

² Level of Service Standards for Washington State Highways, 2010

Because SR 167 is a designated HSS, the State requires local jurisdictions to adopt this LOS standard for HSS facilities in their Comprehensive Plans. For non-HSS facilities, the State requires that an agency coordinate with WSDOT in establishing a LOS standard for those facilities. SR 410 and SR 162 are not HSS-designated facilities. Puget Sound Regional Council (PSRC) has adopted LOS standards for regionally significant state highways or state transportation facilities that are non-HSS such as SR 410 and SR 162. SR 162 and SR 410 both Tier 2 RSSH. Based on the PSRC tiered LOS system, both SR 410 and SR 162 have an adopted LOS D standard. SR 410 is also part of the National Highway System within the City.

Sumner has significant regional traffic that diverges onto the local roadway system due to congestion on the regional network. **Exhibit 3-6** illustrates the existing weekday PM peak hour LOS at the study intersections. Existing traffic operations were analyzed based on the procedures documented in the Highway Capacity Manual 6th Edition or 2000 when the 6th Edition method is unable to evaluate the operations. The analysis uses Synchro 11.0 for signalized and stop controlled intersections. Detailed LOS and delay summary is provided in Appendix C.

Generally, traffic operations have remained consistent over the last 10 years. Five intersections do not meet the currently adopted LOS standard during the weekday PM peak hour operating at LOS E or F including:

- Stewart Rd SE/Butte Ave SE (LOS F) - unsignalized (signal being installed)
- E Valley Hwy E/Forest Canyon Rd E (LOS F) - unsignalized
- Sumner-Tapps Hwy E/SR 410 WB Ramps (LOS F) - unsignalized
- Valley Ave/SR 410 EB Ramps (LOS F) - signalized
- Valley Ave/74th St E (LOS F) - unsignalized

Stewart Road/Butte Avenue SE is in the City of Pacific and there is an improvement project to signalize this intersection that will be completed by the end of 2023.

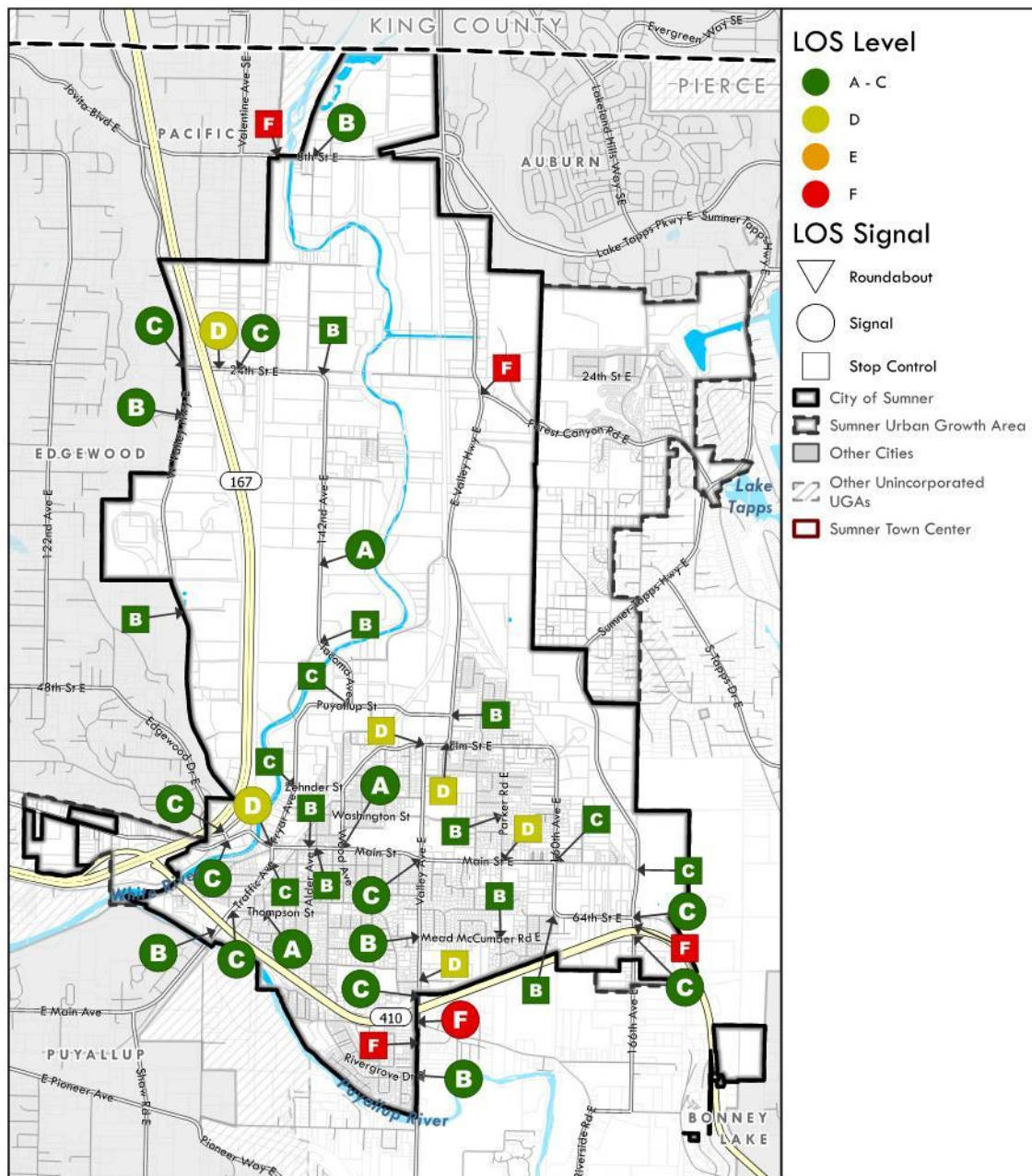
Exhibit 3-7 provides a comparison between 2015 and 2023 LOS, delay, and worst movements at the study intersections not meeting the adopted LOS standard or showing a trend towards increased delay. Poor operations are known issues at the SR 162 and SR 410 WB Ramps and the East Valley Highway/Forest Canyon Road E intersection. The City of Sumner's 6-Year Transportation Improvement Program 2024-2029 includes improving the Stewart Road SE/Butte Avenue SE intersection. The city is currently installing a new signal and adding turn lanes at the Stewart Road SE/Butte Avenue SE intersection.

In addition, two intersections currently meet adopted LOS standards yet show a trend (more than one LOS difference) toward increased delay and are included in the summary table. The intersections showing a negative trend in operation are:

- SR 167 NB Ramps/ 24th Street E - signalized
- Sumner-Tapps Highway E/64th Street E - signalized

The city has identified improvements at the Sumner-Tapps Highway E/64th Street E intersection as part of improvements at the SR 410/166th Avenue E/Sumner-Tapps Highway interchange.

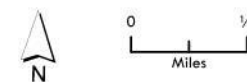
Exhibit 3-6. Existing Weekday PM Peak Hour Level of Service



CITY OF SUMNER

Existing Intersection LOS

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Map Date: November 2023

Exhibit 3-7. 2015 and 2023 Weekday PM Peak Hour Level of Service Comparison

Intersection		2015 PM Peak Hour			2023 PM Peak Hour		
Major Rd	Minor Rd	LOS ¹	Delay	WM ²	LOS ¹	Delay	WM ²
Stewart Rd	Butte Ave SE	Not Studied in 2015			F	186	SB ²
East Valley Hwy E	Forest Canyon Rd	D	29	WB	F	327	WB
Sumner-Tapps Hwy E	SR 410 WB Ramps	F	>50	WB	F	61	WB
Valley Ave (SR 162)	SR 410 EB Ramps	D	46	-	C	21	-
Valley Ave	74th St E	C	19	WB	F	110	EB
SR 167 NB Ramps	24th St E	A	7	-	D	36	-
Sumner Tapps Hwy E	64th St E	A	9	-	C	22	-

Notes:

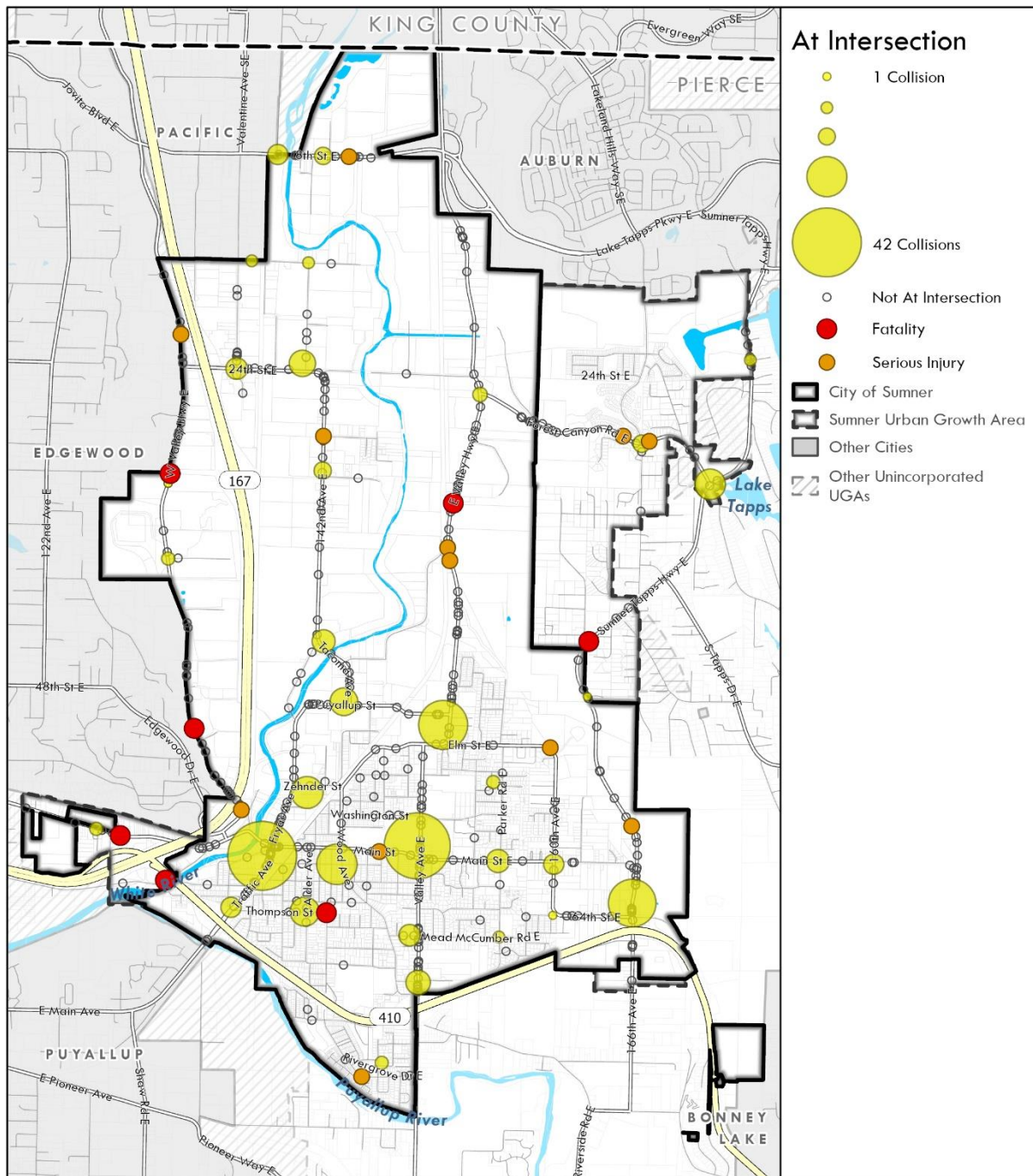
1. LOS = level of service based on the Highway Capacity Manual (HCM)
2. WM means worst movement and SB means southbound, WB means westbound, NB means northbound, EB means eastbound.

Traffic Safety

A review of citywide collision records was completed to identify potential safety issues for vehicles, pedestrians, and cyclists. The traffic safety analysis included collision data for a five-year period from January 1, 2018 through December 31, 2022. This information was provided by WSDOT for SR 162, SR 167, SR 410, and all roadways within City limits. A map of Sumner's Collision History is shown on [Exhibit 3-7](#).

Four (4) fatalities and 17 serious injury crashes occurred over the 5-year period. The number of collisions occurring at locations in the city are generally low to moderate with a moderate concentration of collisions occurring along Main Street, Traffic Avenue and 166th Avenue E/Sumner Tapps Highway.

Exhibit 3-7. Sumner 5-Year (2018-2022) Collision History



CITY OF SUMNER

Sumner 5-Year (2018-2022) Collision History

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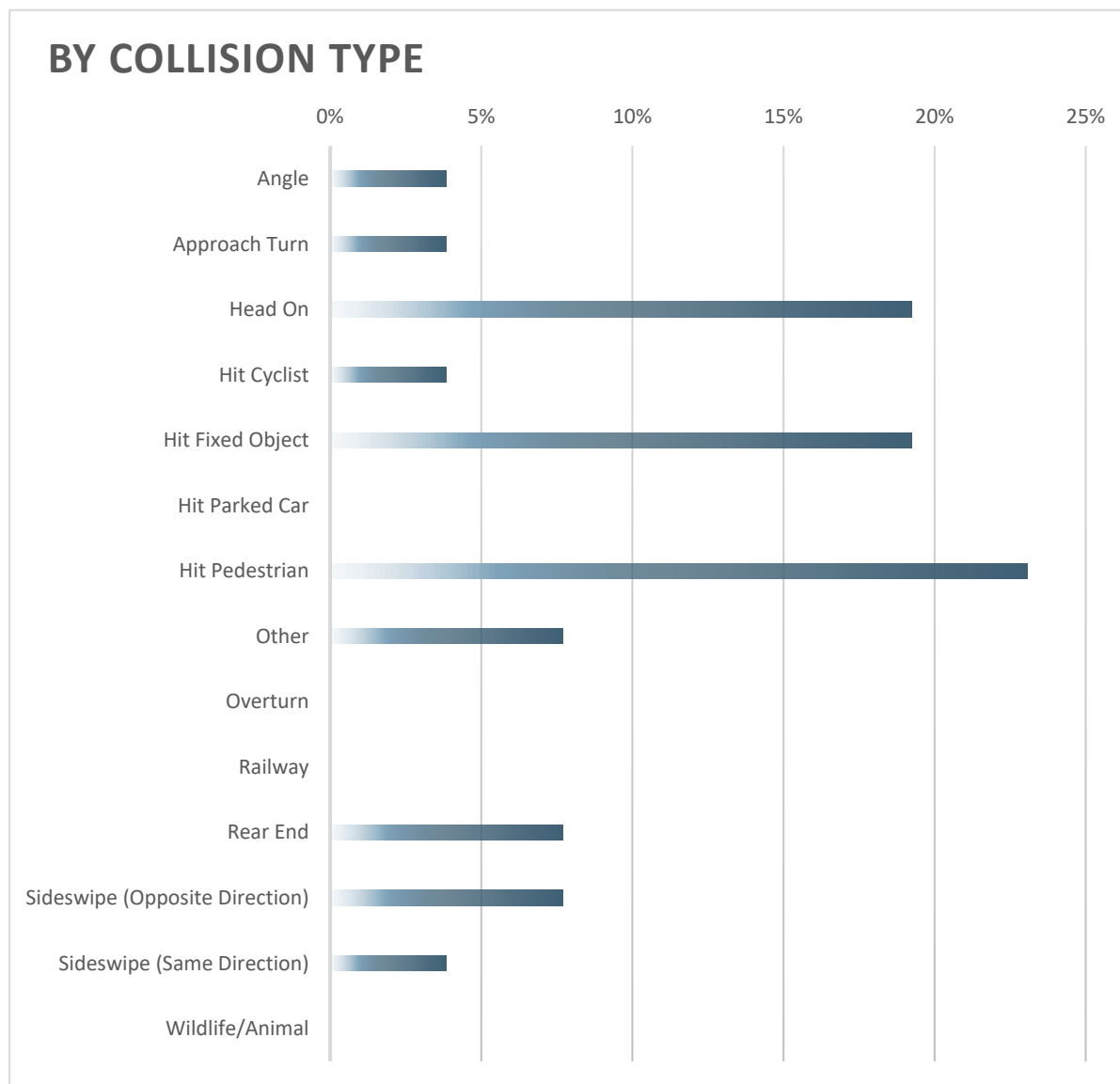


CITY OF
SUMNER
WASHINGTON

Map Date: December 2023

A total of 1,603 collisions over the five-year period were recorded. Of these, 21 crashes resulted in a serious injury or fatal (SIF) outcome. Exhibit 3-8 shows the collision types for fatal and serious injury collisions. Of the serious injury and fatal crashes, over 20 percent involved pedestrians and about 5 percent involved bicyclists. Intersection improvements identified to address operations or safety are identified in a subsequent chapter.

Exhibit 3-8. Fatal and Serious Injury Collision Types



The most frequently reported collision type was rear-ending crashes, which often occur in congestion or stop-and-go traffic. Rear-end crashes accounted for approximately 40 percent of all the crashes in the five-year period. A bar chart showing the distribution of collision type is shown on Exhibit 3-8.

Transit Service and Rail Service

Transit Service

Sumner is currently not served by Pierce Transit, which limits transit options and accessibility within the city. The only transit stop in the city is at the Sumner Sounder Train Station and is served by Sound Transit. **Exhibit 3-9** illustrates the bus Sound Transit bus routes, which are described below.

Sound Transit Route 578 provides service between Seattle to Puyallup. This service is intended to be a Sounder train shadow and currently runs with one stop at the Sumner train station, stops in Puyallup, and Federal Way, and three stops in Seattle. Service is provided between 6 a.m. and 12 a.m. on weekdays. The route operates on 60-minute headways on weekdays and weekends.

Route 596 provides shuttle service between Bonney Lake Park and Ride and the Sumner Sounder Station. The route operates on 25-minute headways on weekdays and there is no weekend service. This route is scheduled in coordination with the train schedule to shuttle commuters to and from the Bonney Lake Park and Ride. Service is provided between 5 a.m. and 8 p.m. on weekdays.

The City of Sumner is currently operating a "last-mile" shuttle service pilot project from the Sumner Sounder Station to businesses in the Manufacturing/Industrial Center (MIC) that operates during the commuter train service times. The single 14-passenger shuttle offers service for a paid fare of \$3 per ride and is often partially subsidized by the employer.

Pierce County also provides Beyond the Borders Connector, a local on-demand bus service, which helps eligible residents access public transportation, medical services, employment, shopping, and social activities. There is no cost to riders. Use of the service is unlimited, and riders can get on and off at all stops throughout the community and ride multiple times each day.

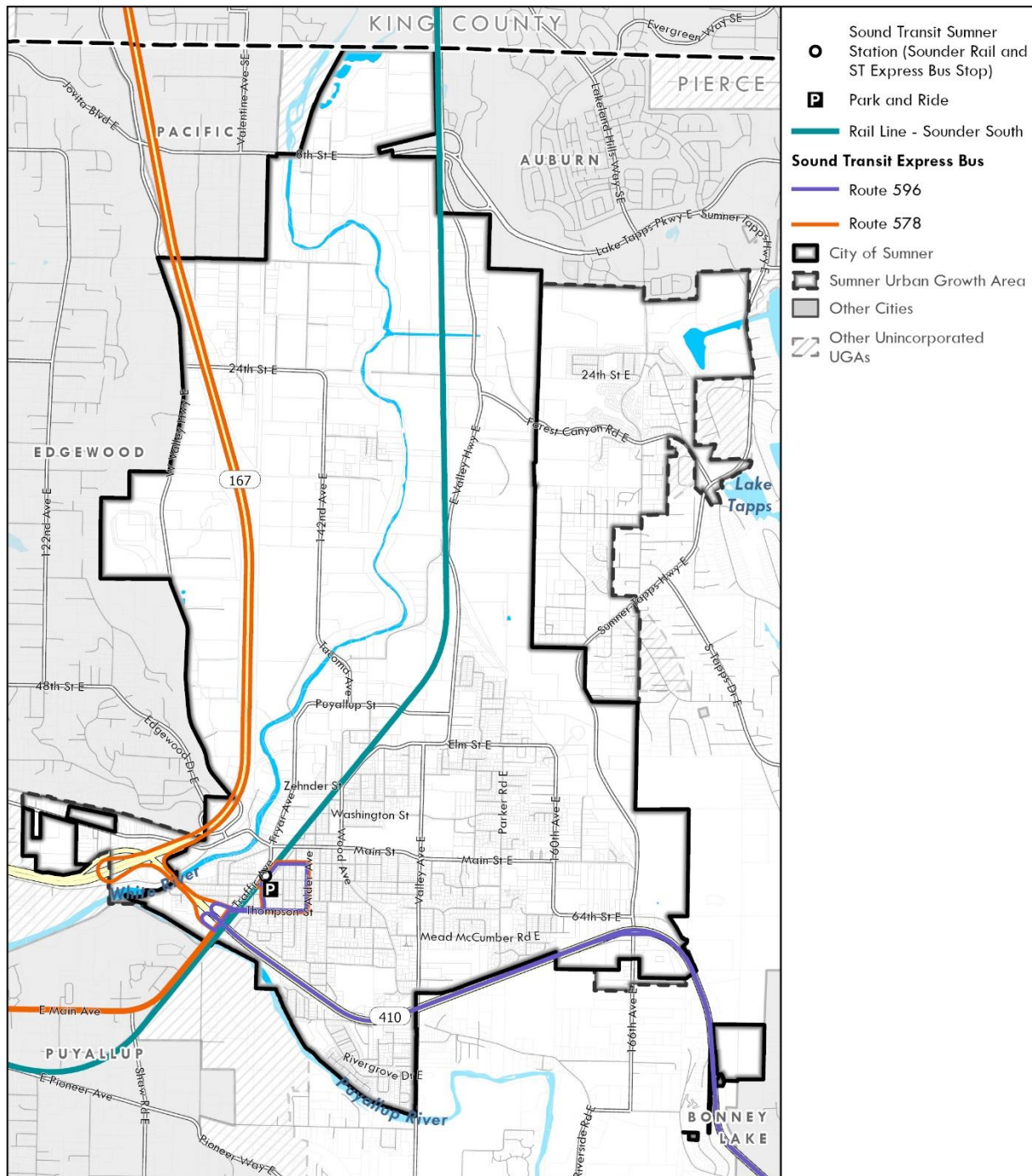
Commuter Rail Service

Sound Transit's Sounder S line offers commuter rail service between Lakewood and downtown Seattle with stops in Tacoma, Puyallup, Sumner, Auburn, Kent, and Tukwila. The Sounder service shares the Burlington Northern Santa Fe (BNSF) tracks. The Sumner Station is located south of Maple Street between Narrow and Traffic Streets in downtown Sumner. There are currently three morning and ten afternoon trains southbound and ten morning trains and three afternoon trains northbound serving the Sumner Station during the commute hours. According to Sound Transit, 130 total parking spaces are available near the Sumner commuter rail station with an additional 500 parking spaces proposed as part of Sound Transit's Sumner Access Improvement Project parking garage.

Sound Transit's ridership dramatically decreased during the pandemic in 2020 and continues to slowly recover. Although the Sounder ridership is over 3 million riders less per year compared to 2019, the Sound Transit's Transit Transportation Development Plan 2023-2028 indicates service saw nearly double the ridership in 2022 compared to 2021. Daily boardings continue to increase with the S Line, which serves Sumner, having an average of 6,500 daily boardings as of June 2023³.

³ Sound Transit Ridership Report accessed June 2023 <https://www.soundtransit.org/ride-with-us/system-performance-tracker/ridership>

Exhibit 3-9. Existing Transit Service



CITY OF SUMNER

Existing Transit Service

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Freight Train Traffic

The BNSF railroad lines run north-south through the City of Sumner. The Union Pacific (UPRR) line is located on the west side of the White (Stuck) River, paralleling SR 167. The BNSF rail line is located on the east side of the White (Stuck) River and runs through downtown Sumner paralleling Traffic Avenue. Sound Transit's Sounder Service uses BNSF tracks. There are currently 71 trains that run through Sumner on the BNSF tracks and 10 trains on the UPRR line daily. The projected rail system use by 2035 is 102 on the BNSF tracks and 27 on the UPRR tracks.⁴

The City of Sumner has been a participant in the Freight Action Strategy for Seattle-Tacoma-Everett (FAST) corridor planning effort. WSDOT has been working with the PSRC and local jurisdictions to develop projects to help improve the movement of freight and goods in the region. The FAST project is focused on north-south travel between Everett and Tacoma and east-west movement between the ports and the warehousing and industrial areas they serve, as well as interregional freight movements. The FAST effort includes segments of I-5 and SR 167 in the Puget Sound region, and the rail corridor within its scope with a focus on grade separation projects.

The FAST program identified a series of 15 projects between Everett and Tacoma that would separate rail lines from highways and/or improve access to and from major shipping ports. There is one remaining project of three that were identified for the Sumner Area. This project is a grade separation on 24th Street E and the UPRR rail line. The grade separation project on 24th Street E has scored well enough to be considered for future partnership support with the proper funding source. No specific construction date has been set for this project.

WSDOT and PSRC will jointly sponsor the second phase of FAST called FASTrucks, which will look at ways to improve truck mobility on regional roadways through strategies to improve infrastructure roadway operations, and institutional improvements.

Pedestrian and Bicycle Facilities

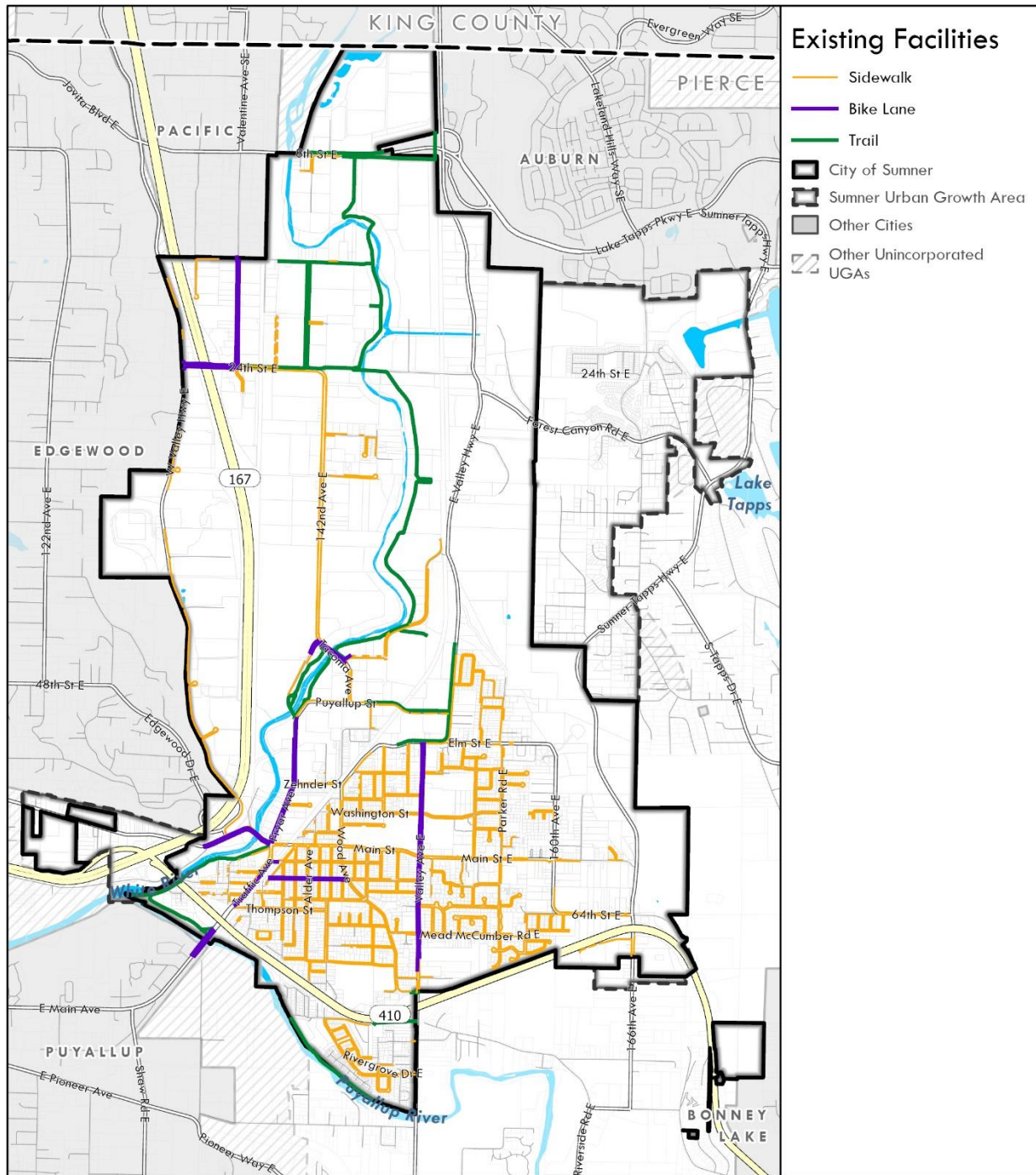
Continuity in pedestrian and bicycle access within the city provides for increased safety, comfort, and ease for residents and recreational users. The city is striving to create a fully integrated system for these modes of transportation and recognizes the need to prioritize locations where it expects heavy non-motorized use, such as routes connecting residential areas to recreational facilities and schools, and places of employment.

Exhibit 3-10 illustrates the current non-motorized system within the city. The city's existing transportation system was historically designed and constructed for vehicular traffic. The existing system provides access for people on foot, bike, or other modes primarily with sidewalks, bike lanes, and off-street trails. Sidewalks are located intermittently around the city, mostly along arterial roadways located within Sumner's downtown and nearby neighborhoods.

⁴ State of Washington Joint Transportation Committee Road-Rail Safety Study Crossing Analysis ([Joint Transportation Committee Road-Rail Study Crossing Analysis \(transpogroup.com\)](https://transpogroup.com)) accessed November 2023.

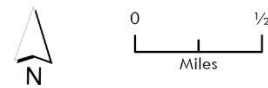
There are limited formal bicycle facilities in Sumner. For the most part, bicyclists share the road with motorized traffic or use paved roadway shoulders, where available. Formal bike lanes are present along Valley Avenue, Fryar Avenue and Academy Street.

Exhibit 3-10. Existing Non-Motorized Facilities



CITY OF SUMNER

Existing Non-Motorized Facilities



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Transportation Demand Management

The City of Sumner has adopted a Commute Trip Reduction (CTR) program. The CTR program establishes goals consistent with State legislation. The individual demand management strategies that are typical elements of the CTR and Transportation Demand Management (TDM) programs are different for employment and residential developments.

Manufacturing and Industrial Center (MIC) and Town Center Subarea Plans described TDM strategies to reduce employment and residential drive-alone trips, including shuttles and transit options, improving bicycle and pedestrian connectivity and incentive programs led by employers. In 2023 the City of Sumner began a shuttle pilot program, BusUp, in partnership with employers in the MIC to provide a “last mile” service from the downtown transit station to the MIC.

Technology

Transportation System Management and Operations (TSMO) is an integrated approach to optimize the performance of existing infrastructure by implementing multimodal, intermodal, and often cross-jurisdictional systems, services, and projects. TSMO seeks to operate the existing transportation system as safely and efficiently as possible, often maintaining or even regaining previous capacity levels and improving safety performance levels. In practice, TSMO is applied on a corridor or in a region as a series of operational strategies.

Most of the city’s current transportation infrastructure is outdated and there are limited abilities to provide TSMO without future upgrades. The city is currently looking into investments in fiber optic systems and will be considering what upgrades are needed and to leverage the fiber project to allow for TSMO.

In addition, as the use of electric vehicles (EVs) continues to grow within transportation systems, it becomes essential to establish an accessible EV charging infrastructure. Currently, there is no City-provided charging infrastructure in the right-of-way or on City-owned properties (e.g., public parking lots).

4. Travel Forecasts and Alternatives Evaluation

Sumner's Transportation Plan is developed based on the evaluation of the existing transportation system and future transportation system needs based on planned future growth. GMA requires that the transportation planning horizon be at least ten years in the future. The City of Sumner selected a 2044 horizon year. Year 2044 provides a long-range look at the transportation system needed to support anticipated growth in the city and other communities in northern Pierce County. Travel forecasts have been developed and analysis has been conducted for average weekday conditions during the PM peak hour. The weekday PM peak hour generally has the highest overall traffic volumes in the community and thus provides the basis for identifying capacity related improvement needs.

Primary analyses of the 2044 traffic forecasts were initially based on the following travel forecasting assumptions:

- Committed Improvement projects in Sumner's current Transportation Improvement Program (TIP)
- Improvement projects in available transportation plans from adjacent jurisdictions
- Puget Sound Regional Council's (PSRC) Transportation Vision 2050 Update Regional Capacity Projects List (as of May 2022)
- WSDOT's 2023-2026 Statewide Transportation Improvement Program
- Sumner's forecast land use data (for three alternatives)
- PSRC 2050 Land Use Targets forecasts and regional trip end data from the 2050 regional travel demand model.

Based on these assumptions, travel forecasts were developed using Sumner's travel demand model. The model is a tool that is used to convert existing and future land uses into trips. The following provides an overview of the land use assumptions, travel demand model, and the alternatives analysis. The travel forecasts provide a technical basis for identifying the transportation improvement projects in the transportation systems plan.

Land Use Data

A strong relationship exists between land use and the transportation facilities necessary to provide mobility within the community. Future transportation improvements recommended in the Transportation Plan have been defined to support the Land Use Element of the Comprehensive Plan.

2044 forecasts of land use growth throughout the city and its Urban Growth Area (UGA) were developed for three land use alternatives. The alternatives were prepared to evaluate different levels, types, and allocation of growth in the city. Alternative 1 is consistent with development levels evaluated as part of the 2015 Comprehensive Plan and serves as a baseline or benchmark for understanding the other

alternatives. Alternatives 2 and 3 have the same levels of development but allocated differently throughout the city. Alternatives 2 and 3 represent growth beyond what was planned for in 2015.

Exhibit 4-1 summarizes 2044 land use data as allocated to the:

- Town Center
- Manufacturing and Industrial Center (MIC)
- Other Areas inclusive of East Sumner, South Sumner, and the Urban Growth Area (UGA)

Exhibit 4-1. 2044 Land Use Growth Allocation by Alternative

Land Use by Subarea	Alternative 1	Alternative 2	Alternative 3
Housing Units			
Town center	938	938	1,002
MIC	0	0	0
Other	146	1,162	1,098
Total	1,084	2,100	2,100
Jobs			
Town center	298	298	298
MIC	949	949	949
Other	410	410	410
Total	1,657	1,657	1,657

Source: BERK Consulting, 2023

As shown in Exhibit 4-1, the number of jobs is the same across the three alternatives. Alternatives 2 and 3 would both increase the number of housing units by 1,016 units, but those would be allocated the growth to different areas of the city.

Exhibit 4-2 provides a summary of the total anticipated housings units and jobs under existing conditions and each Alternative.

Exhibit 4-2. Total Land Use by Alternative

Land Use by Subarea	Existing	Alternative 1	Alternative 2	Alternative 3
Housing Units	5,272	5,272	6,356	7,372
Jobs	23,262	23,262	24,919	24,919

Source: BERK Consulting, 2023

As shown in Exhibit 4-2, Alternative 2 and 3 show over 6,300 housing units and 24,900 jobs within the city and surrounding study area by 2044. Representing an increase of 2,100 housing units and 1,657 jobs over the current condition. The primary difference between Alternative 2 and 3 is the concentration of housing units located east of E Valley Highway E south of Forest Canyon Road E under Alternative 2.

Travel Forecasting Model

A travel demand forecasting model was developed to assist in defining future transportation system needs. The model uses the VISUM software package and forecasts weekday PM peak hour traffic volumes based on the 2044 land use alternatives. The model study area includes a portion of the City of Pacific and parts of Pierce County just beyond the city limits.

The model was calibrated to match existing base year traffic volumes (2023) and then used to develop a baseline 2044 traffic forecast. City, County, and State transportation improvement projects likely to be funded and built by 2044 were included in the future baseline model and are described below. The 2044 baseline model only included city projects that are in design, construction, or recently built. The 2044 travel forecasts were used to identify future transportation needs.

Transportation Network Assumptions Used in the Model

Exhibit 4-3 summarizes the future baseline transportation improvement projects that were assumed to be completed as part of the baseline 2044 transportation system modeling. The projects listed in the exhibit are planned improvements with either full or partial funding and would be completed before 2044 by Sumner or other agencies. It is noted that the Butte Avenue SE/Stewart Road SW and Main Street/Wood Avenue intersection improvements have already been completed but were under construction during the period of the existing inventory data gathering. Projects that are not fully funded are also identified in the transportation improvement plan (Chapter 5) and included in the strategy for finance and implementation (Chapter 6).

Exhibit 4-3. 2044 Baseline Transportation Improvements

Location	Project Description
SR 167: SR 410 to City of Auburn	Add southbound high occupancy or toll (HOT) lane
Butte Avenue SE/Stewart Road SW	Construct a traffic signal with additional capacity including: -Northbound and southbound left-turn lanes -Eastbound left-turn lane and right-turn lane
Stewart Road SW: Butte Avenue SE to 140th Avenue Court E	Widen to 5 lanes including a center two-way left-turn lane
Main Street/Wood Avenue	Pedestrian and signal improvements
SR 410 WB Ramps/166th Avenue E	Construct roundabout
SR 410/SR 162 Interchange	Construct roundabouts
64th Street/164th Avenue E	Construct roundabout

Location	Project Description
Sumner Tapps Highway/60th Street E	Construct signal. Remove eastbound left-turning movement restrictions
166th Avenue E: SR 410 Ramps to 64th Street E	Widen to 4 to 5 lanes
SR 167/I-5 Connection: Puyallup to Fife	Construct remaining 4 miles of SR 167 between Meridian and I-5

As part of the Baseline Transportation Improvements the city also defined a desired future 2044 pedestrian and bike network as shown on Exhibits 4-4 and 4-5. This desired non-motorized network follows locations where heavy non-motorized use is expected, such as routes connecting residential areas to recreational facilities and schools, and places of employment. Trails are included in both the pedestrian and bike network since these are used by both pedestrians and bicyclists, and these trails help complete the network.

Alternatives Analysis

The alternative analysis is based on the three alternatives described in the EIS and Land Use Element of the Comprehensive Plan. It is used to identify transportation needs for Sumner and develop the framework for the transportation network and ultimately the transportation improvement plan. The evaluation is completed using the City's travel demand model to forecast transportation demands as well as the identified future pedestrian and bike networks and then applying the level of service (LOS) standards to determine transportation needs for vehicle, bicycle, and pedestrian modes. The results of the alternatives analyses are used to develop a recommended 2044 transportation network with improvements.

Traffic Forecasts

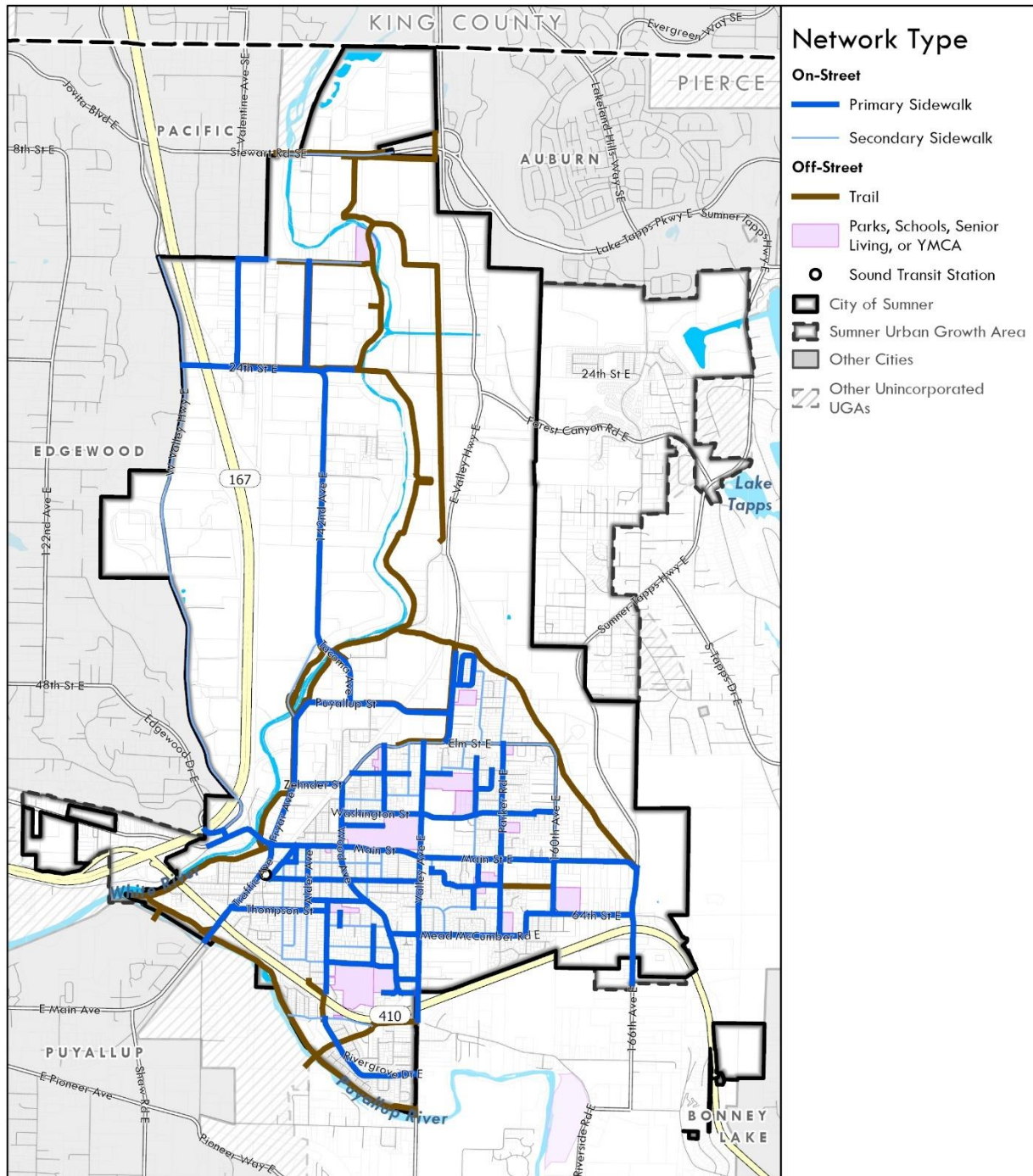
Trip generation was developed through the modeling process, which converts estimates of housing and employment (by category) into daily person trips by trip purpose for each Traffic Analysis Zone (TAZ). The daily person trips are then converted into weekday PM peak hour vehicle trips based on factors from the PSRC regional travel demand model. Exhibit 4-6 summarizes the weekday PM peak hour trip generation for the alternatives.

Exhibit 4-6. Weekday PM Peak Hour Vehicle Trips by Alternative

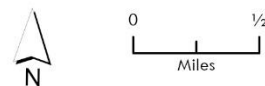
Alternative 1	Alternative 2	Alternative 3
12,544	13,626	13,542

Source: Transpo Group, 2023

Exhibit 4-4. Future Pedestrian Network



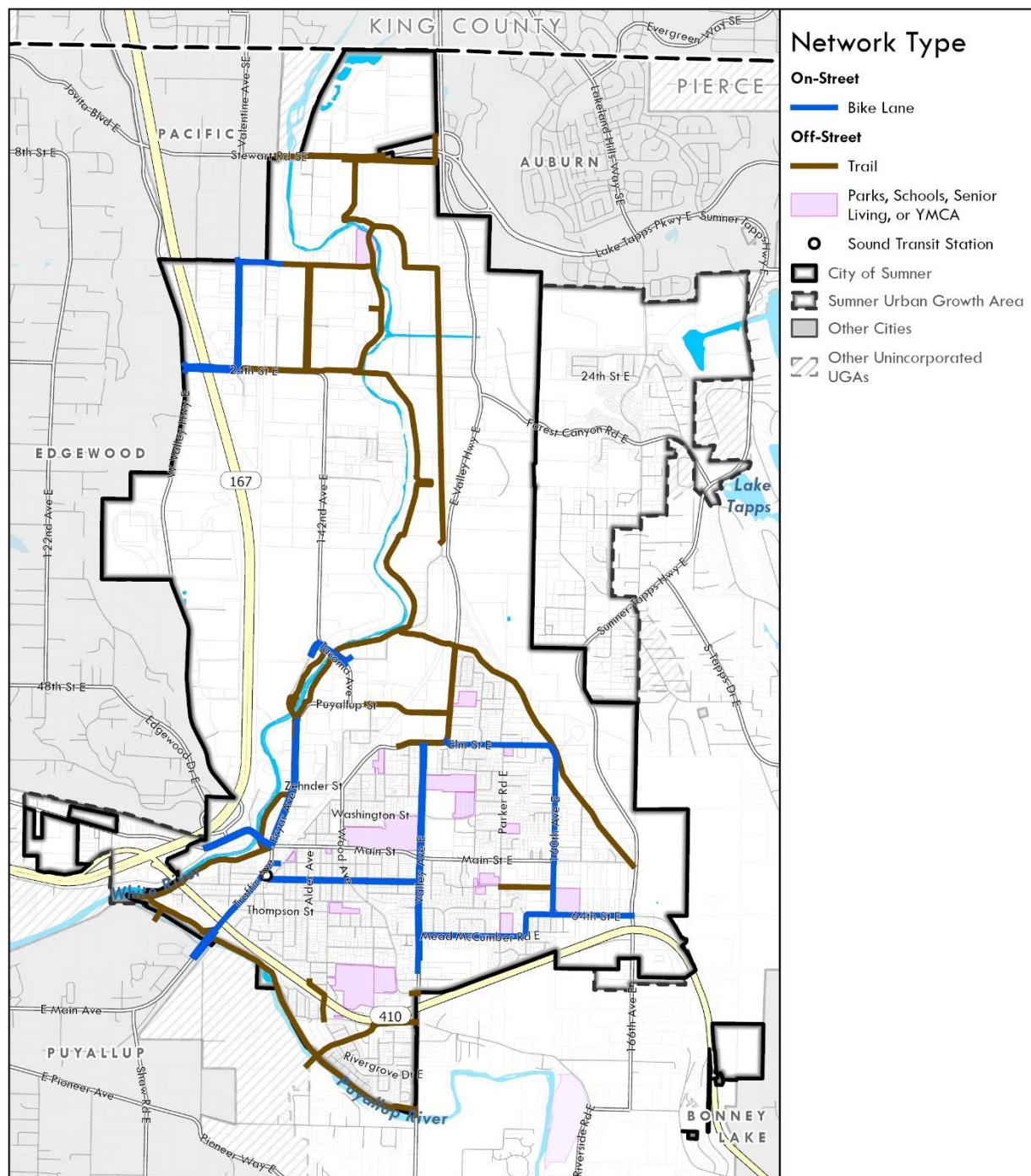
CITY OF SUMNER Future Pedestrian Network



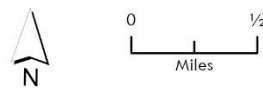
Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Exhibit 4-5. Future Bike Network



CITY OF SUMNER Future Bike Network



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Map Date: December 2023

The additional housing and employment under Alternatives 2 and 3 result in 8 to 9 percent more weekday PM peak hour trips generated compared to Alternative 1 (no action). Alternative 3 trip generation is slightly less than Alternative 2 (i.e., 0.6 percent or 84 vehicle trips less). As described previously, Alternatives 2 and 3 represent the same level of development but differ slightly in the allocation of the development.

The remainder of the alternatives analysis related to the assessment of vehicle needs focusses on Alternatives 1 and 2 representing the no action and action conditions. Because Alternative 2 trip generation is only 84 weekday PM peak hour vehicle trips higher than Alternative 3 and this difference is very small considering it is distributed throughout the entire city transportation system, the resulting analysis of transportation needs is essentially the same for the two action alternatives. As such, the findings and recommendations for Alternative 3 are anticipated to be the same as Alternative 2.

The weekday PM peak hour traffic forecasts and average annual growth rate for the 2044 alternatives are summarized in [Exhibit 4-7](#) for key intersections.

Exhibit 4-7. Alternative 1 and 2 Weekday PM Peak Hour Traffic Volumes

Intersection	2023 Existing	2044 Alternative 1		2044 Alternative 2	
	PM Peak Volumes	PM Peak Volumes	Average Annual Growth	PM Peak Volumes	Average Annual Growth
Stewart Road SE/Butte Avenue SE	1,675	2,315	2%	2,375	2%
E Valley Highway E/Forest Canyon Road E	1,525	1,860	1%	1,970	1%
Puyallup Street/Tacoma Avenue	860	1,090	1%	1,155	1%
E Valley Highway E/Elm Street E	1,425	1,710	1%	1,795	1%
Valley Avenue/Elm Street E	1,120	1,280	1%	1,330	1%
Sumner Heights Drive E/W Valley Highway E	820	1,085	1%	1,110	1%
Traffic Avenue/Main Street	2,080	2,520	1%	2,610	1%
Alter Avenue/Main Street	750	910	1%	955	1%
Valley Avenue/Main Street	1,810	2,235	1%	2,340	1%
Parker Road E/Main Street E	960	1,270	1%	1,310	1%
160th Avenue E/Main Street (60th Street E)	1,085	1,540	2%	1,605	2%
Sumner-Tapps Highway E/SR 410 WB Ramp	1,675	1,985	1%	2,025	1%
Valley Avenue/SR 410 EB Ramp	2,150	2,965	2%	3,025	2%
Valley Avenue/74th Street E	1,915	2,545	1%	2,590	1%

Source: Transpo Group, 2023

As shown in [Exhibit 4-7](#), the average annual growth rate at the studies intersections is approximately 1 to 2 percent per year with both Alternatives 1 and 2. This annual growth is consistent with the growth overall represents an increase over existing traffic volumes at key study intersections of between 160 to 815 weekday PM peak hour trips under Alternative 1 and 205 to 875 PM peak hour trips under Alternative 2 by 2044. Alternative 2 results in approximately 25 to 100 more weekday PM peak hour trips at the study intersections compared to Alternative 1.

The growth in traffic volumes anticipated with both the alternatives will result in additional traffic congestion along city streets assuming similar driving behaviors as today. As traffic volumes increase, the number of hours during the day when congestion is experienced may also increase. A review of the roadway system capacity for Sumner shows that the existing streets are designed to handle this increase in traffic volumes. Additional analysis is completed in the subsequent section to determine if improvements are needed to intersections with the growth in vehicle traffic projected with the Alternatives.

Level of Service Standards and Analysis

Multimodal level of service standards are required for non-motorized transportation facilities, locally owned arterials, and transit routes that serve urban growth areas, to serve as a gauge to judge system performance, and to help achieve the statewide goal of environmental justice. LOS standards establish the basis for the concurrency requirements in the GMA and are used to evaluate impacts as part of the State Environmental Protection Act (SEPA). Agencies are required to show concurrency—i.e., to “adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with development” (RCW 36.70A.070(6)(b)). Setting the LOS standard is an essential component of regulating development and identifying planned improvements for inclusion in the Transportation Plan.

The following sections describe the methodology for determining LOS by mode and provide an analysis of the 2044 forecasts for Sumner.

[Vehicle](#)

Level of service is both a qualitative and quantitative measure of roadway and intersection operations. Vehicle level of service uses an “A” to “F” scale to define the operation of roadways and intersections as follows:

LOS A: Primarily free flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delays at intersections are minimal.

LOS B: Reasonably unimpeded traffic flow operations at average travel speeds.

LOS C: Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues may contribute to lower-than-average travel speeds.

LOS D: Small increases in traffic flow may cause substantial increases in approach delays and decreases in speed.

LOS E: Significant delays in traffic flow operations and lower operating speeds.

LOS F: Traffic flows at extremely low speeds. Intersection congestion is likely, with high delays and extensive vehicle queuing.

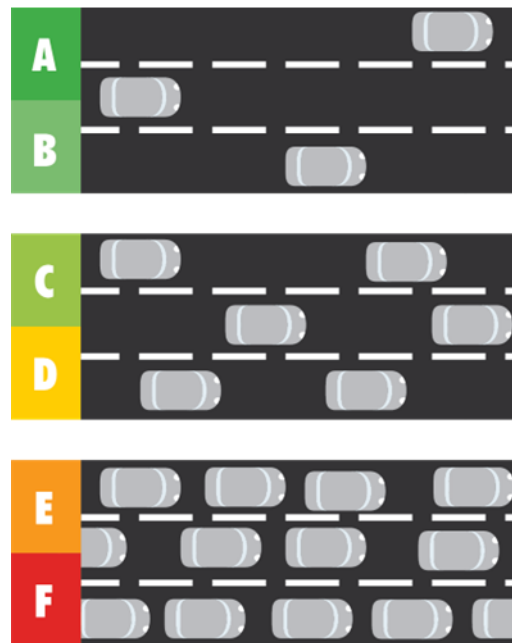


Exhibit 4-8. Illustration of Vehicle LOS

As described in Chapter 3, there are adopted LOS standards for the facilities serving Sumner.

Sumner LOS Standards

Sumner has established intersection LOS standards. The standards are applied to the weekday PM peak hour and to other time periods as appropriate based on the type and location of development. The LOS standards are:

- Signalized, Roundabout, and All-way Stop Controlled Intersections
 - LOS D based on average performance of all traffic movements consistent with the current HCM method:
 - Exception is LOS F at the following:
 - Traffic Avenue/Main Street/Fryar Avenue (Signal)
 - Main Street/Alder Avenue (Signal)
 - Valley Avenue East/Main Street (Signal)
 - West Valley Highway East/Valley Avenue/Sumner Heights Drive (Signal)
- Two-way, Stop Controlled, Unsignalized Intersections
 - LOS D or better based on the average delay per vehicle for each approach or separate traffic movement at the intersection using the latest methodologies in the Highway Capacity Manual
 - Exception allows left turns and through movements on side streets intersecting with arterials to operate below the adopted LOS D standard when the LOS affects relatively low traffic volumes and may not meet warrants for traffic signals.

State Highway LOS Standards

The City of Sumner is served by SR 167 and SR 410. SR 167 is classified as a Highway of Statewide Significance (HSS). Per WSDOT's Highway Systems Plan, the LOS standards for HSS facilities are set forth by State law. State law sets LOS D for HSS facilities in urban areas and LOS C for HSS facilities in rural areas. Since SR 167 is located within the Sumner urban area, the LOS D standard applies. GMA concurrency requirements do not apply to HSS facilities, per State legislation.

SR 410 is a State Highway of Regional Significance, Tier 2. The level of service standard for regionally significant state highways in the central Puget Sound region is set by PSRC in consultation with WSDOT and the region's cities and counties. PSRC established LOS D for SR 410 in Sumner. PSRC notes that it will measure the level of service for regionally significant state highways on a one-hour PM peak period basis. Furthermore, PSRC notes that local agencies will need to decide whether to apply concurrency to state highways of regional significance.

Traffic Operations

Traffic operations were evaluated based on intersection operations and the HCM methodology consistent with the existing conditions analysis. Intersection improvements were assumed based on the transportation improvement list outlined at the beginning of this. Traffic signal timing was optimized for each alternative in consideration of changes that would occur with intersection maintenance to address growth in traffic volumes.

Overall, the analysis finds that most of the study intersections operate at LOS D or better during the weekday PM peak hour with the projected growth under the alternatives. [Exhibit 4-9](#) summarizes the existing, Alternative 1, and Alternative 2 operations at intersections where further review and potential improvements may be needed. The key finding of the analysis is that the city should consider potentially changing the adopted LOS standards. The 2015 Comprehensive Plan LOS policy changed the LOS standard to F at several intersections where operations were forecast to be LOS F with little or no feasible improvement projects. Due to shifts in traffic patterns and decreases in traffic volumes, operations at some intersections have improved. In addition, feasible improvements can be identified at intersections that are projected to operate at LOS E or F. A summary table of all the study intersection LOS and delay for Alternatives 1 and 2 is provided in [Appendix A](#). As described previously, the trip generation for Alternatives 2 and 3 is similar with Alternative 2 being slightly higher. As such, intersection operations between Alternatives 2 and 3 are anticipated to be the same and would in the same recommended improvements.

Exhibit 4-9. Weekday PM Peak Hour LOS Summary

Intersection	Current LOS Standard	2023 Existing			2044 Alternative 1			2044 Alternative 2		
		LOS ¹	Delay ²	V/C ³ or WM ⁴	LOS	Delay	V/C or WM	LOS	Delay	V/C or WM
Stewart Road SE/Butte Avenue SE	D	F	186	SB	C	33	-	D	36	-
E Valley Highway E/Forest Canyon Road E	D	F	>180	WB	F	>180	WB	F	>180	WB
Puyallup Street/Tacoma Avenue	D	C	19	-	F	84	-	F	106	-
E Valley Highway E/Elm Street E	D	D	30	NBL	F	57	NBL	F	64	NBL
Valley Avenue/Elm Street E	D	D	31	NBL	E	43	NBL	E	45	NBL
Sumner Heights Drive E/W Valley Highway E	F	C	29	-	D	41	-	D	43	-
Traffic Avenue/Main Street	F	D	43	-	E	58	-	E	60	-
Alder Avenue/Main Street	F	B	11	-	B	14	-	B	15	-
Valley Avenue/Main Street	F	C	23	-	C	32	-	D	37	-
Parker Road E/Main Street E	D	D	25	SB	F	56	SB	F	66	SB
160th Avenue E/Main Street (60th Street E)	D	C	16	-	E	47	-	F	56	-
Sumner-Tapps Highway E/SR 410 WB Ramp	D	F	61	WB	A	7	0.54	A	8	0.55
Valley Avenue/SR 410 EB Ramp	D	F	80	-	B	12	0.87	B	13	0.88
Valley Avenue/74th Street E	D	F	110	EB	F	>180	EB	F	>180	WB

Notes:

1. Level of service, based on 2010 Highway Capacity Manual methodology.
2. Average delay in seconds per vehicle.
3. Volume-to-capacity ratio reported for signalized intersections.
4. Worst movement reported for unsignalized intersections.

As shown in **Exhibit 4-9**, the following intersections are anticipated to improve with the action Alternatives compared to existing conditions during weekday PM peak hour with the planned and funded improvements:

- **Stewart Road SE/Butte Avenue SE** - Completion of the traffic signal is anticipated to improve operations to LOS D
- **Sumner-Tapps Highway E/SR 410 WB Ramp** - The planned roundabout results in LOS A conditions
- **Valley Avenue/SR 410 EB Ramp** - The planned roundabout results in LOS B conditions

There are currently three intersections (Sumner Heights Drive E/W Valley Highway E, Alder Avenue/Main Street, and Valley Avenue/Main Street) that have a LOS F standard but are forecast to operate at LOS D or better with the alternatives during the weekday PM peak hour. One intersection, Traffic Avenue/Main Street, has a LOS F standard but is forecast to operate at LOS E.

The remaining intersections summarized in [Exhibit 4-9](#) are forecast to degrade below LOS D during the weekday PM peak hour with the alternatives. Most of the poor intersection operations during the weekday PM peak hour under the Alternatives is projected along E Valley Highway and Valley Avenue. This is consistent with the observed regional cut-through traffic, which avoids congestion along SR 167 and uses routes through Sumner. Other intersections impacted by shifts in traffic and growth in the City of Sumner are the Parker Road E/Main Street E and 160th Avenue E/Main Street E intersections. Potential improvements at these intersections and the Traffic Avenue/Main Street intersection are discussed in Chapter 5.

[Pedestrian](#)

Non-motorized transportation LOS standards were developed based on the future network presented previously on [Exhibit 4-4](#). The pedestrian network has been identified through a series of Primary or Secondary Routes. Corridors identified as Primary or Secondary Routes are not indicative of a hierarchy or priority for future non-motorized transportation sidewalk facility development, rather they are used to make a distinction between routes that are more regional or that extend completely through the community (primary), and those that serve to make the second leg of the journey to connect to destinations, extend into neighborhoods, or complete a loop (secondary).

The sidewalk LOS standards shown in [Exhibit 4-10](#) emphasize system completion of sidewalks, pathways, or multi-use trails on arterial and collector roadways. The LOS designations are shown in green, orange, and red.

A green LOS indicates a facility meets adopted roadway standards. An orange LOS indicates a facility has sidewalks on only one side of the roadway, when both sides are the standard. A red LOS indicates no designated facilities are provided for sidewalk users and is considered unacceptable.

Exhibit 4-10. Pedestrian LOS Standard

LOS	Primary Route	Secondary Route
	Meets City standards, facilities on both sides	Meets City standards, facilities on one or both sides
	Facilities exist, but only on one side	N/A
	No facilities exist, does not meet standards	No facilities exist, does not meet standards

Source: Transpo Group, 2023

The City has established level of service standards for its pedestrian network based on the methodology in [Exhibit 4-10](#) and the future network identified on [Exhibit 4-4](#). A green LOS is the standard for

secondary routes, while an orange LOS is the standard for primary routes. The city utilizes these standards to prioritize investments in the non-motorized transportation network and identify where significant gaps in the system need to be addressed to serve the Sumner land use plan.

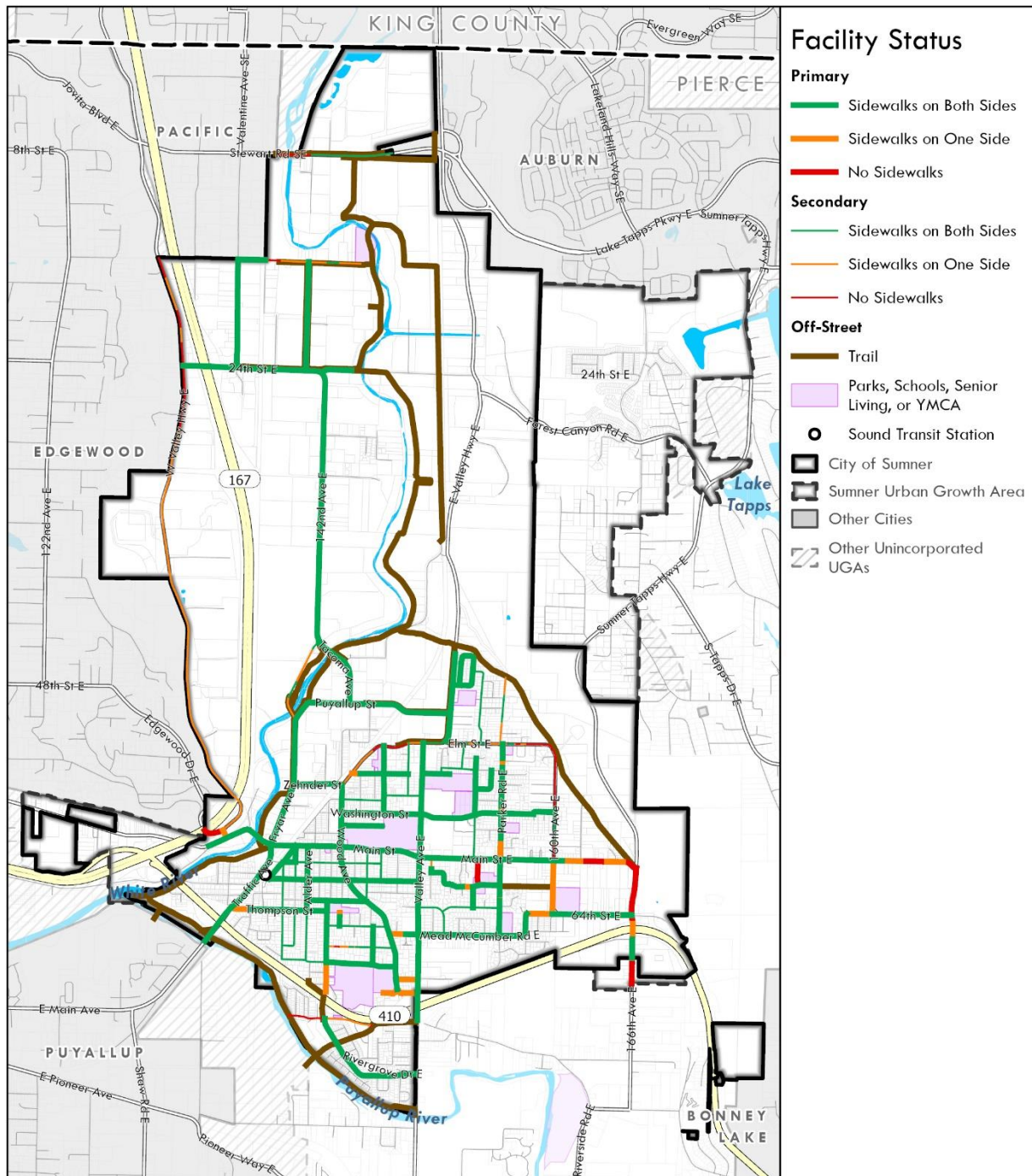
Applying the standards described above, the pedestrian LOS analysis is shown on [Exhibit 4-11](#). The LOS is determined by comparing the 2044 future pedestrian network to the existing, planned, and funded pedestrian network. The pedestrian LOS analysis shows most of the future pedestrian network meets standard. There are some key connections to trails south of SR 410 that are missing as well as corridors such as Elm Street and 160th Avenue E that have missing sidewalk. The long-term project list identified in the Transportation Plan Chapter 5 would implement the orange LOS for primary routes and green LOS for secondary routes.

[Bike](#)

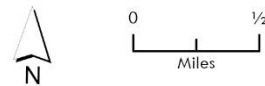
A future bike network was identified and is shown on [Exhibit 4-5](#), presented previously. The bike LOS identified through an understanding of the availability of bike facilities along designated routes. Bike facilities could include sharrows, dedicated bike lanes, or protected bike lanes. A green LOS is the standard for the bike routes. Like the pedestrian LOS, Sumner utilizes these bike standards to prioritize investments in the non-motorized transportation network and identify where significant gaps in the system need to be addressed to serve the City's land use plan.

The LOS analysis for the bike network is shown on [Exhibit 4-11](#). The LOS is determined by comparing the 2044 future bike network to the existing, planned, and funded bike network. The bike LOS analysis shows that bike connectivity east-west is limited and there is a lack of facilities within the east part of Sumner. The East Sumner Subarea Plan envisioned additional bike connectivity in this area as development occurred. The long-term project list identified in the Transportation Plan Chapter 5 would implement the green LOS for bike routes.

Exhibit 4-10. Pedestrian LOS



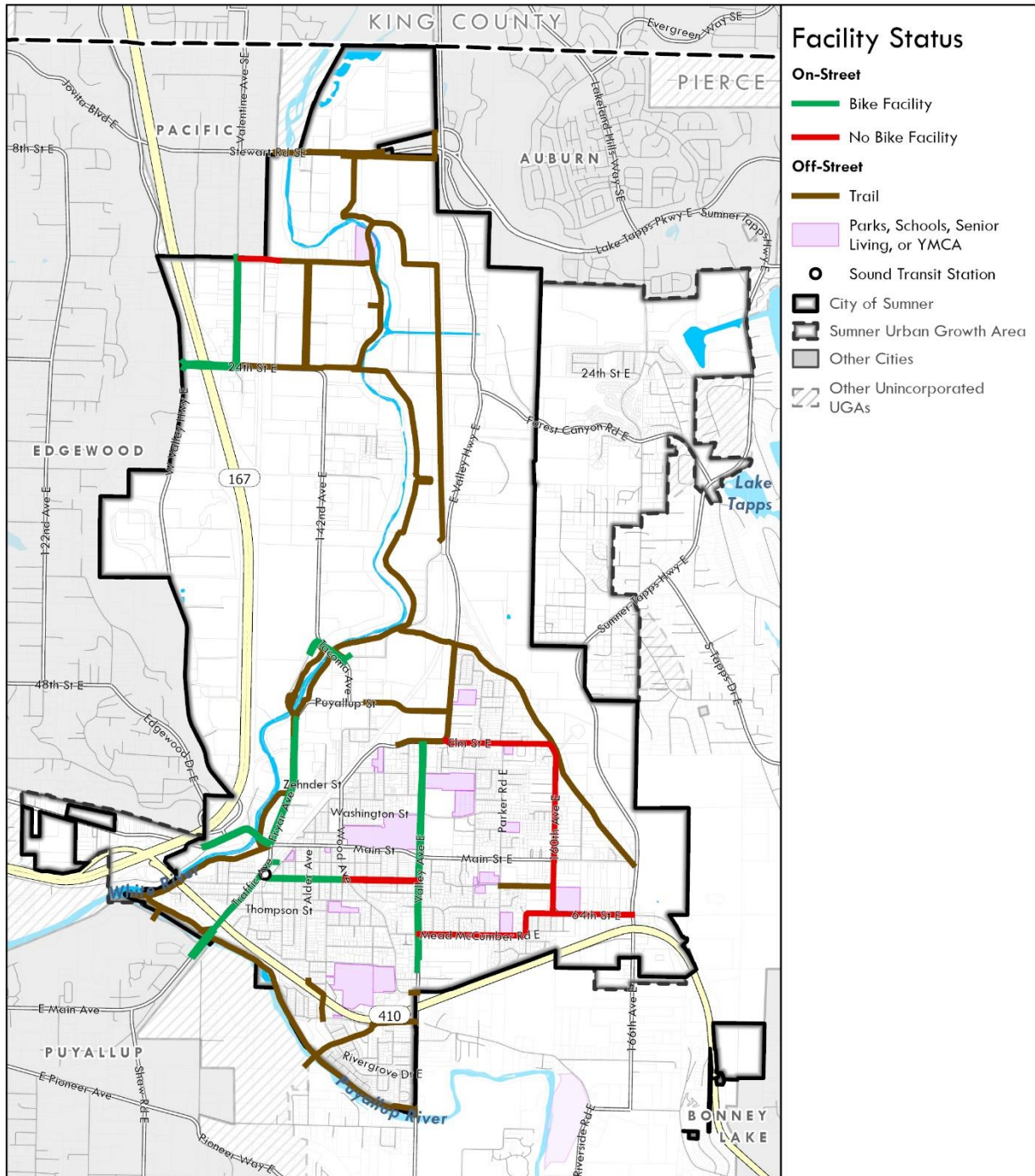
CITY OF SUMNER Future Pedestrian Level of Service



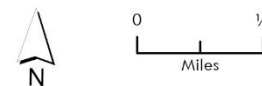
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Map Date: December 2023

Exhibit 4-11. Bike LOS



CITY OF SUMNER Future Bike Level of Service



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Map Date: December 2023

5. Transportation Improvement Program

The alternatives analysis, financing, and goals and policies were used to develop a comprehensive transportation improvement program (TIP) for the City. The program addresses existing and forecast needs through 2044 based on the projected growth in and around the City of Sumner. The transportation improvement program is organized by travel mode, although the improvement projects and programs may overlap between modes (e.g., sidewalks are included as part of a roadway widening project).

The Plan focuses on recommendations for five components of the transportation system:

- Streets and Highways
- Public Transit and Travel Demand Management
- Pedestrians and Bicycles
- Rail Service
- Air Transportation

Based on the plans/programs, goals, and policies for the five components, an overall multimodal long-range list of transportation projects is recommended to support the transportation needs within the 20-year horizon.

Recommendation 1: Prepare an annual report to monitor the transportation system against the Transportation Plan. The annual report can be used to track land use development against the progress of improvements to the transportation system as well as assist in updating the Transportation Improvement Program (TIP) and identifying budget needs.

Streets and Highways

Streets and highways serving the City of Sumner provide for the general movement of people and goods. They also serve other travel modes, including pedestrians and bicyclists. The street and highway element provides the core system of the Sumner Transportation Improvement Program. The key components of the street and highway element and recommendations are:

- Functional classification – No changes to the functional classification.
- Design standards – No changes to the design standards.
- Truck routes – No changes to the truck routes and classifications.
- Local Street – No changes to how local streets are developed.
- Maintenance and Operations Program - **Recommendation 2:** Add a signal replacement program to the maintenance and operations program.
- Neighborhood Traffic Control Program – No changes to the traffic control program.

Functional Classification

Roadway functional classification provides for a hierarchy of roadways. These classifications also act as a guide for future development of the overall street system. The classifications range from limited access freeways that support regional through traffic movements to local streets that primarily serve access to individual properties. The system is used to identify the desired function of each roadway regarding the type and level of traffic it would carry, design standards, and eligibility for a range of funding programs.

Exhibit 5-1 provides guidelines for the classifications used in the City of Sumner. There are no proposed changes to the guidelines from the 2015 Transportation Plan.

Exhibit 5-1. Functional Classification Guidelines

Classification	Definition	Typical Range of Daily Traffic Volumes ¹
Freeway/ Limited Access	Inter-regional divided highways connecting major activity centers. Typically, freeways have two or more lanes for traffic in each direction; access is limited to interchanges designed for higher speed merging/diverging traffic.	>30,000
Principal Arterial	Inter-community roadways connecting community centers or major facilities. Principal arterials are generally intended to serve predominantly "through" traffic with minimum direct service to abutting land uses. Spacing between parallel principal arterials is generally 2 miles or greater.	5,000 - 40,000
Minor Arterial	Provides intra-community travel for areas bound by the principal arterial system. Minor arterials serve trips of moderate length and provide more direct access to abutting properties than principal arterials. Spacing of minor arterials is typically less than 2 miles.	3,000 - 15,000
Collector	Provides for movement within a community, including connecting neighborhoods with smaller community centers. Collector arterials also provide connections to minor and principal arterials. Property access is generally a higher priority for collector arterials with a lower priority for through traffic movements. Spacing of collector arterials is generally 1 mile or less.	1,000 - 5,000
Local Access	The primary function of local/access streets is access to abutting properties. Local streets include a variety of designs and spacing depending on access needs.	0 - 1,000
Alley	Provide direct property access to residential or commercial properties. Also provide for service vehicles.	0 - 300

Notes:

1. Average daily traffic volumes.

Source: 2015 Sumner Transportation Plan

Washington State has also classified some highways that provide transportation functions that promote and maintain statewide travel and economic linkages as being of statewide significance or Highways of Statewide Significance (HSS). In the Sumner planning area, SR 167 is designated as an HSS. Because of its designation as an HSS, the State is responsible for setting the level of service standard for the SR 167 freeway. Furthermore, the city cannot include SR 167 in its concurrency program.

Similarly, SR 410 is a State Highway of Regional Significance. Level of service standards for SR 410 are established by the Puget Sound Regional Council (PSRC), in consultation with WSDOT. The city also cannot include SR 410 in its concurrency program.

Exhibit 5-2 summarizes the functional classification plan for Sumner.

Design Standards

The City of Sumner adopted Development Specifications and Standard Details (DSSD) in 2011, which sets specific and consistent road design elements. To accommodate the different design needs in different parts of the city, the DSSD includes conceptual street standards. The design standards cover right-of-way needs, pavement width, type and width of pedestrian and bicycle facilities, and roadway and intersection radii.

The city has determined that one size and/or design does not fit all situations. For example, minor arterial needs in the industrial area require specific standards to accommodate trucks, while minor arterials serving the Town Center commercial district may require wider sidewalks to accommodate higher levels of pedestrian activity.

The standards support the City's goals in providing adequate facilities to meet the mobility and safety needs of the community, as well as complying with storm water management, sensitive areas, and other regulations. The standards are intended to assist design professionals and developers for all new and reconstructed roadways and right-of-way facilities, both public and private, within the city.

The 2015 Transportation Plan included the Conceptual Street Design Standards as part of the appendices. This current Transportation Plan recommends that the design standards be maintained as a separate document that can be refined and periodically updated outside of updates to the Transportation Plan. The design standards should adhere to the guidelines and goals and policies of the 2024 Transportation Plan but be refined to meet current design practices.

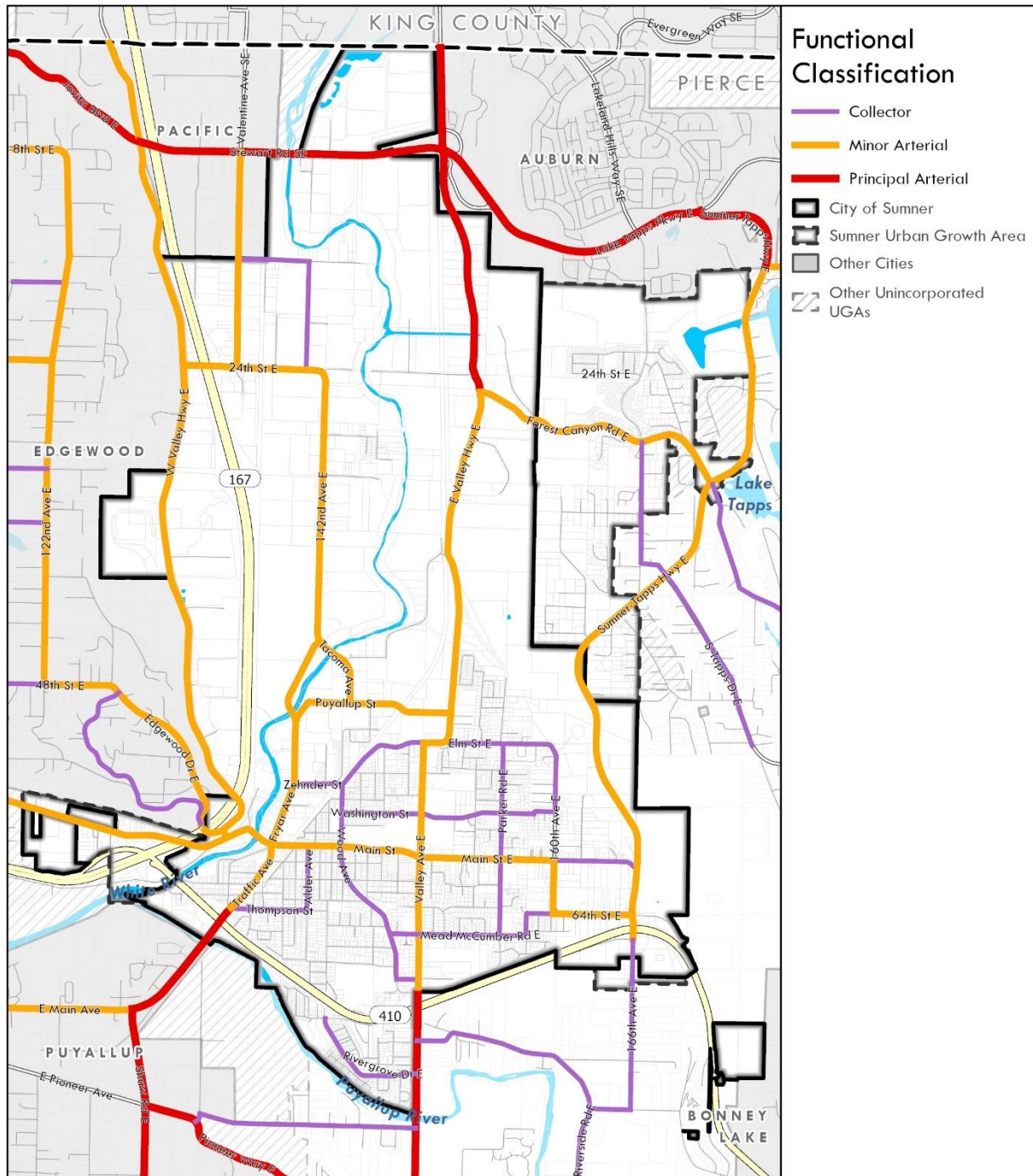
Truck Routes

A significant amount of trucking activity occurs in the city consisting of distribution centers, warehousing, and light industrial activity located primarily in the northern part the city. Trucks have a significant impact on traffic operations, safety, and roadway maintenance. They also impact air quality and noise levels in the city. The city has designated only principal arterials and minor arterials as truck routes. The design standards addressed in the previous section are defined to support truck use along freight routes and in industrial areas.

Exhibit 5-3 shows the truck routes for Sumner. The truck routes are the same as the 2015 Transportation Plan and would continue to support future transportation needs. The primary routes for trucks traveling through the city are the two state highways: SR 167 and SR 410. Secondary (T-2) truck routes include

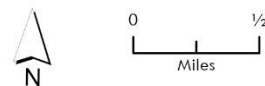
142nd Avenue E, Puyallup Street, Fryar Avenue, Traffic Avenue. Other truck routes are E Valley Highway E, Forest Canyon Road, and Sumner-Tapps Highway E, which are classified as T-3. These routes provide connections from the surrounding land uses to the regional transportation system. Collectors and local streets are not to be used by freight trucks unless essential for access to a local origin/destination and travel is limited to the shortest practical travel route.

Exhibit 5-2. Functional Classification Plan



CITY OF SUMNER

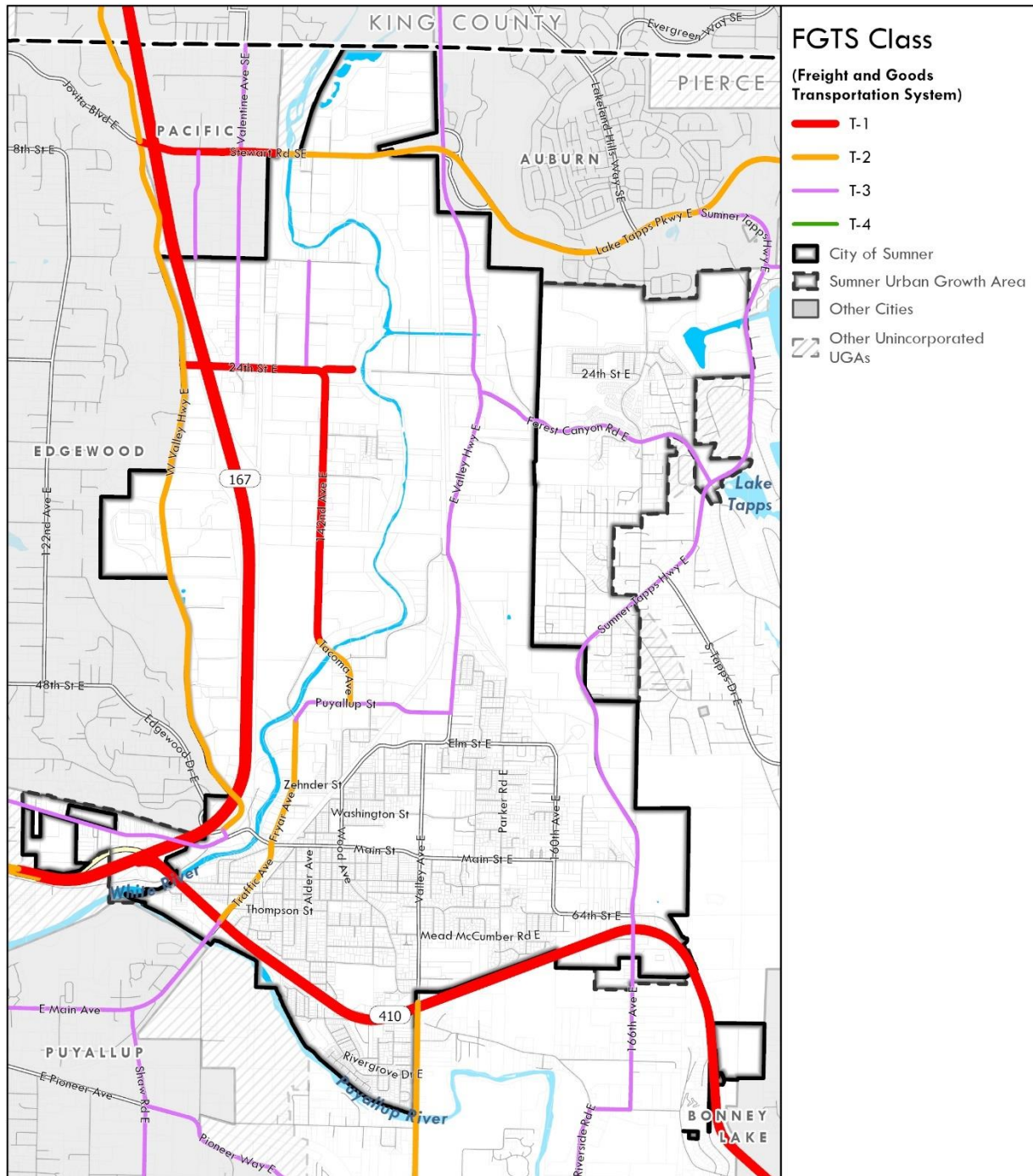
Functional Classification Plan



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Exhibit 5-3. Truck Route Plan



CITY OF SUMNER

Truck Route Plan



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Local Streets

Improvement to or construction of new local streets are not explicitly defined in the Transportation Plan and are assumed to be built through developer mitigation requirements (e.g., construction of sidewalks or payment of impact fees at time of development). Local street system plans may be prepared as part of future neighborhood or subarea studies. For example, increased commercial and residential development within the Town Center or East Sumner subareas will need to be balanced with appropriate circulation corridors to allow alternate access routes and provide acceptable levels of vehicular and non-motorized transportation connectivity. The actual alignment of the future circulation corridors will be determined based on property boundaries, environmental impacts, and engineering considerations.

Maintenance and Operations Program

To maximize the use and efficiency of the existing and future transportation infrastructure, the city will continue with a comprehensive, systematic street maintenance program. The program will evaluate arterials and local roadways for pavement condition, signage, sight distance restrictions (such as vegetation blocking sight lines), and neighborhood safety impacts. Traffic control devices, including traffic signals, should be monitored, and serviced regularly. The program will also be used to evaluate speed limits based on functional classification, design, and roadway conditions.

The program should continue to use a Pavement Management System (PMS) to provide a consistent and systematic approach for identifying overlay projects each year. The PMS provides input regarding the need to rebuild existing streets or overlay. These programs should systematically cover all city arterials on a regular schedule with immediate response to potential safety issues that are observed.

In addition, the city should undertake a signal replacement program to review aging traffic control equipment and develop a systematic approach for upgrading and replacing signal systems or other related roadway technology. Replacing outdated equipment will ensure continued operations and allow for integration and communication to better manage traffic flows within the city, and to increase safety at crossings for pedestrians and bikes.

To assure that the existing and future transportation infrastructure is preserved in a cost-effective manner, the city will allocate annual budget resources to maintaining existing infrastructure. The city should develop a system to monitor traffic and land use changes, and to evaluate social and environmental justice impacts, for use in setting project priorities (see Recommendation 1 at the beginning of the chapter). The operations budget will need to provide time and staff resources to develop and submit grant applications and to coordinate with other jurisdictions.

Neighborhood Traffic Control Program

Providing safe and convenient local streets is an important element of the Transportation Plan. This includes keeping travel speeds at or below adopted/posted limits, improving safety for pedestrians and bicyclists, and minimizing the intrusion of non-local traffic on collectors and local streets. The Plan acknowledges that congestion on the arterial system can result in traffic diverting to collector and local access streets, resulting in undesirable impacts on neighborhoods. Much emphasis in the project list focuses on providing additional capacity to arterial streets and intersections. Until these and other

improvements on the principal and minor arterials are implemented, some traffic may choose to divert onto neighborhood streets.

Sumner should continue to implement a Neighborhood Traffic Control Program (NTCP) as an important element of the Transportation Plan. The program provides a systematic approach to identify and prioritize possible neighborhood traffic issues throughout the City, including cut-through traffic, local pedestrian and bicycle needs, and traffic speeds. The program is intended to provide a consistent and equitable approach for dealing with neighborhood traffic issues. The program provides a comprehensive evaluation of neighborhood transportation needs instead of a program of sporadically implemented spot improvements, which may simply move the problem to an adjacent street.

Program Implementation. In selecting locations for implementing NTCPs, the city should focus on areas that are currently impacted by cut-through traffic, high travel speeds, or identified safety problems. The locations can be identified based on technical data, such as traffic counts or speed studies, observation, and input from the community. Some input from the community is already available based on the public involvement that occurs with each Plan update and other planning activities. The identification of neighborhood issues will come from existing data and perceptions of the City staff, including public works, planning, police/fire administration, the Planning Commission, and City Council. School district staff also can help identify issues to be considered.

After compilation of the issues in a neighborhood, traffic engineering studies would be completed to document the extent of the perceived problem. Data can include field observations, 24-hour machine traffic counts, peak hour turning movement counts, trip generation estimates, speed studies, truck classification counts, and accident records. Based on the resulting data, a range of program options can be identified. The types of devices for each location will need to be considered on a case-by-case basis because of the roadway of existing conditions throughout the City.

Funding sources for implementing the NTCP could include the City's capital improvement and maintenance funds, LIDs, community block grants, school district safety funds, and/or other grant allocations. The specific components of a program for each neighborhood would be selected and implemented based on available funding levels and priorities. The effectiveness of the specific program elements should then be monitored and evaluated six to twelve months following implementation. This will provide the city with specific information on the effectiveness of various elements and will help inform the residents of the success of the program.

NTCP Options. A wide range of NTCP options exist. These range from physical devices that restrict or prohibit traffic flow, to signing to neighborhood speed watch programs. As mentioned above, one of the key elements of a NTCP is increasing the capacity of the adjacent arterial system and reducing the road width of the local system to reduce the potential for non-local traffic to use neighborhood streets.

In general, it is recommended that sidewalks and NTCP options that do not physically constrain traffic movements be used whenever possible. These options include signing programs (e.g., speed limits, no outlet, local access only, no left turns from 4 to 6 p.m.), increased police enforcement, and neighborhood speed watch programs. These programs can be supplemented with sidewalks on one or both sides of local access streets to improve safety for pedestrians.

Devices that physically restrict traffic movements can result in circuitous traffic patterns, which can effectively shift the problem to another location instead of actually solving it. Physical barriers also can negatively impact access for emergency vehicles.

Devices that control traffic movements without prohibiting them (such as traffic circles or speed humps) also can impact access by emergency vehicles. These devices have had various levels of success in reducing speeds and reducing cut-through traffic.

It is recommended that the NTCP options be prioritized as follows:

1. Implementation of capacity improvements on adjacent arterials pursuant to the CTP;
2. Use of nonphysical devices to regulate and educate the traveling public;
3. Development of sidewalks on local access streets near schools to improve pedestrian safety;
4. Physical traffic control devices such as traffic circles, bulbouts, chicanes, and speed humps, reduction in road width; and
5. Physical traffic restriction devices such as a median barrier or street closure.

Of particular concern in Sumner is the width of many local streets or collectors. The width allows traffic to exceed the speed limit and may also attract truck traffic. Conceptual street design standards should be developed by the City to include options for narrower widths for future streets to help reduce these issues. For existing streets, the city could consider curb bulbs, chicanes, and roadway lane striping to provide narrower travel lanes to help slow traffic without adversely affecting emergency vehicle or school bus access. Speed humps also may be appropriate in neighborhoods.

Public Transit and Travel Demand Management

The City of Sumner recognizes the importance of transit and travel demand management programs as key elements of a multimodal transportation system. These programs build on regional programs and plans with some refinements to reflect the specific needs of the city. No changes are recommended related to the travel demand management program. The transportation element includes policy related to exploring service with Pierce Transit and the transit plan included herein supports this direction.

Transit Plan

Projects are incorporated into the overall TIP to support connectivity and access to transit. The Transit Plan for Sumner focuses on multimodal connectivity to the Sounder Station. There is no public local transit service within the city. Consistent with the goals and policies of the Transportation Element and as part of the Transit Plan, the city should explore local transit opportunities including coordinating with Pierce Transit to support the anticipated 20-year growth.

Recommendation 3: Explore additional transit service for Sumner.

- **North-South Transit Across County Line.** Continue to evaluate local routes or shuttle programs to provide north-south transit service between Sumner and the employment centers in the Green River Valley and the Sumner MIC.

- **Coordinate with Transit Agencies and Local Jurisdictions on Service.** The City of Sumner should also coordinate with transit agencies and work with other east Pierce County jurisdictions, such as Bonney Lake, to evaluate future transit routes to serve downtown Sumner and the region. The City of Sumner should participate in Pierce Transit’s long-range planning efforts to ensure that policy is in place to move forward on studies and plans to return to the Pierce Transit benefit area if desired.
- **Evaluate Increased Service for Existing Routes.** Sound Transit Route 596 serves both Sumner and Bonney Lake but is only a weekday peak period route. Increased frequency of bus service between neighboring residential communities should be evaluated as Sumner is an employment center.
- **Coordinate with Regional Agencies.** In addition, the city should continue to coordinate with agencies on regional transit projects that serve the community. Successful use of transit and other HOV modes in the city is largely tied to the development of a regional system of HOV facilities and programs. Near the City, the Washington State Highway Statewide Improvement Program (2023-2026) identifies development of the SR 167 southbound high occupancy or toll (HOT) between Auburn and SR 410.

Recommendation 4: If public transit service is provided within Sumner in the future, the city should adopt a transit LOS.

Transportation Demand Management Program

Continued implementation of the Sumner TDM programs is recommended as part of the TIP. The goal of the TDM programs is to reduce the overall amount of travel by single occupant vehicles (SOVs) within the city. The City of Sumner TDM program builds on State, Pierce County, and other local legislation.

The Washington Commute Trip Reduction Law (RCW 70.94.521) requires TDM performance targets for firms with over 100 employees. The City of Sumner has adopted a CTR program. The CTR program establishes goals consistent with State legislation. The individual demand management strategies that are typical elements of the CTR and TDM programs are different for employment and residential developments. The key elements of a TDM program are listed below. These TDM elements should be considered a starting point, and the city, employers or applicant may implement other measures to reduce reliance on SOV travel:

- | | |
|-------------------------------------|----------------------------------|
| ▪ Assign transportation coordinator | ▪ Flexible Work Schedules |
| ▪ Transit Incentives | ▪ Site and Street Design |
| ▪ Parking Management | ▪ Rideshare and shuttle services |
| ▪ Bike Racks and Facilities. | ▪ Incentives |
| ▪ Telecommuting | ▪ Commuter information |
| ▪ Compressed Work Week | |

Pedestrians and Bicycles

Bicycle, pedestrian, and trail facilities play a vital role in the city's transportation environment. The Sumner non-motorized transportation system is comprised of facilities that promote mobility without the aid of motorized vehicles. A well-established system encourages healthy recreational activities, reduces vehicle demand on roadways, and enhances safety within the community.

Recommendation 5: Adopt the non-motorized system and LOS standards. Monitoring development of the non-motorized system through the annual report (Recommendation 1).

The pedestrian and bicycle network identified in the previous chapter was used to confirm specific LOS standards for non-motorized transportation facilities and to identify and develop the long-term non-motorized project list. The future non-motorized transportation system, shown in [Exhibit 5-4](#), provides a comprehensive network of non-motorized transportation facilities for Sumner. The Plan shows the interconnected system of on-road and off-road facilities, which include sidewalks, pathways, shared-use trails, and bike facilities (e.g., bicycle routes, sharrows or bike lanes). The system is designed to facilitate non-motorized travel to key destinations within Sumner. The non-motorized projects to achieve the Plan are described in a subsequent section.

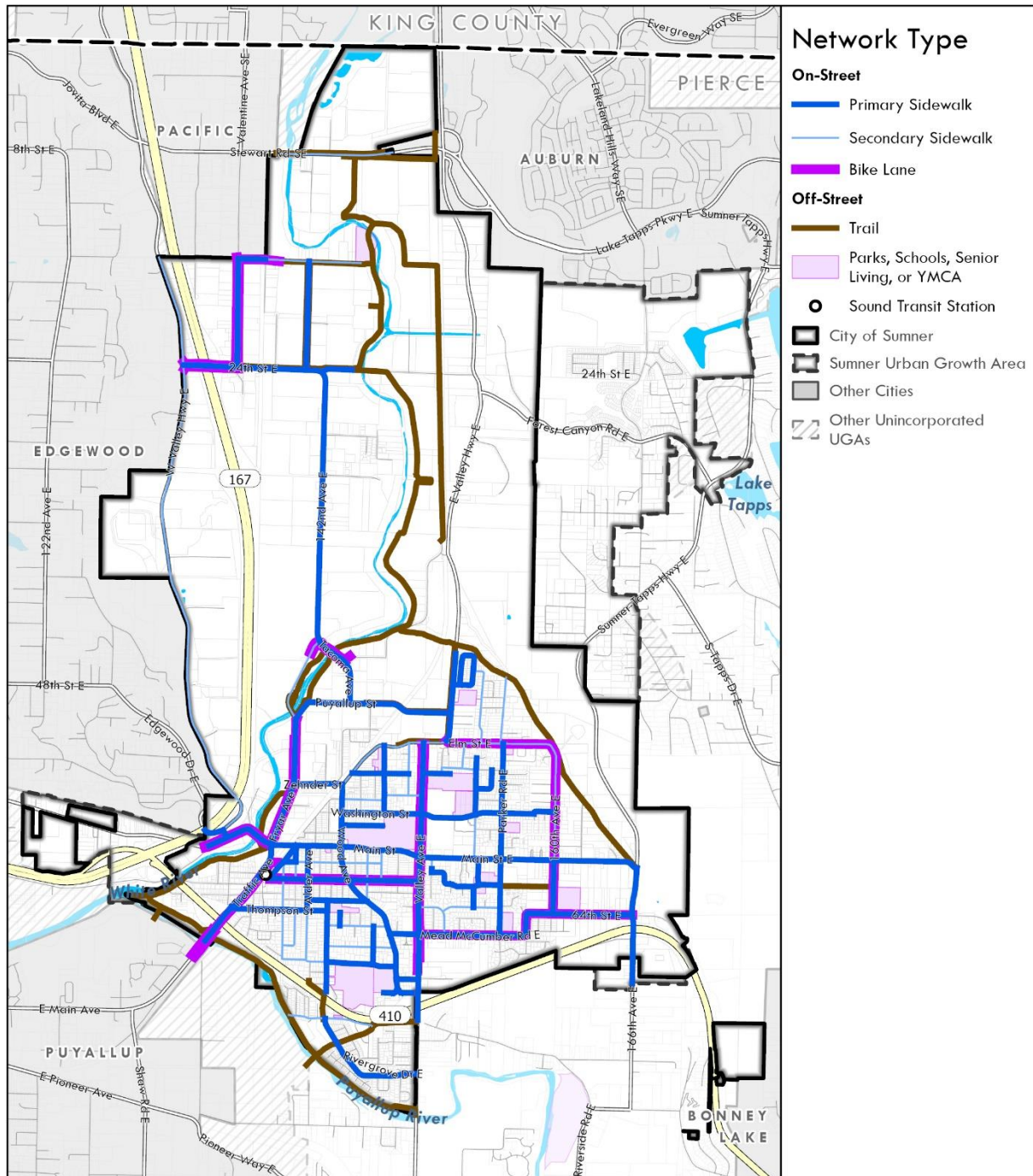
The non-motorized plan contains a series of primary or secondary sidewalk routes. Corridors identified as primary or secondary routes are not indicative of a hierarchy for future non-motorized transportation facility development, rather they are used to make a distinction between routes that are more regional or that extend completely through the community (primary), and those that serve to make the second leg of the journey to connect to destinations, extend into neighborhoods, or complete a loop (secondary).

Along with the project list, the City has established two sidewalk funding programs that will help maintain the existing sidewalk system by adding more wheelchair ramps and completing missing or damaged sidewalk sections. The Sidewalk Rehabilitation Program sets aside \$80,000 per year to improve or repair sidewalks or add wheelchair ramps to meet Americans with Disability Act (ADA) standards. The City will work with neighboring property owners on sidewalk construction and maintenance. The sidewalk funding programs help maintain and improve the existing sidewalks already found throughout the city.

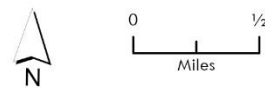
Freight Rail Service

The City of Sumner is traversed by both BNSF and UPRR railroad lines. These lines generally travel north-south. As described in the transit section, Sound Transit's Sounder commuter rail service provides public transit service from the Sumner Train Station on Traffic Avenue. The majority of the use of the rail links is for regional freight movement through the city. The rail lines do not provide any significant local rail access for businesses in Sumner. There are no changes to freight rail as part of this Plan.

Exhibit 5-4. Non-Motorized Plan



CITY OF SUMNER
Non-Motorized Plan



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

Projects to provide grade-separated crossings of rail lines at the Union Pacific and Burlington Northern Santa Fe 24th Street E corridors are identified. Options for grade separation of Puyallup Street and a future realignment of West Valley Highway were not feasible given the short distances to the connecting arterials.

The improvement program also includes projects to improve the existing crossing at Zehnder Street/Wood Avenue. The City of Puyallup's extension of Shaw Road provides an additional crossing of the rail lines in the study area. The industrial access circulation system will also need to take rail crossing limitations into consideration.

The City will work with the railroads, developers, and property owners to improve existing crossings and to assure all future crossings meet federal and state standards, or approved variations.

Air Transportation

There are no airports in the immediate Sumner planning area. Regional, national, and international air travel for Sumner is provided via Sea-Tac International Airport, located approximately 20 miles northwest of Sumner. The airport is accessed via SR 167 in Sumner. North of Sumner, Auburn Municipal Airport provides for local general aviation. It is accessed from Sumner via SR 167 or East Valley Highway. There are no changes to air transportation as part of this Plan.

Transportation Improvement Projects

Based on the existing and future transportation needs analysis and the proposed modal plans for the components described above, a list of multimodal transportation improvement projects was defined.

Recommendation 6: Adopt the list of multimodal transportation improvements and continue to monitor the establishment LOS by mode (see Recommendation 1) to ensure the improvements continue to support the goals and policies.

The improvements address safety, capacity, trail connections, expanded non-motorized transportation facilities, and roadway preservation needs. They also cover upgrades to existing roads and construction of new roadways and interconnected street systems to support the forecast economic development and growth in the city and its UGA. The roadway and intersection projects incorporate needs for pedestrians, bicyclists, and transit riders that will use the same corridors. The projects were categorized into three primary types:

- Spot or intersection improvements
- Roadway improvements
- Non-motorized improvements

Spot/Intersection Improvements

Spot or intersection improvements were identified where existing or forecast operational deficiencies are anticipated with growth in and around the City of Sumner. The projects are intended to improve

operations at the identified intersections to meet the City's LOS standard. Some of the spot/intersection improvements were previously identified as a need in the 6-year transportation improvement program (TIP) and/or the 2015 Comprehensive Plan and should continue to be considered to support growth into 2044. The signal replacement program, noted previously, would upgrade, and modernize the signals equipment in the city.

Roadway Improvements

The roadway improvements were previously identified as part of the 2023-2029 TIP and evaluation of the alternatives indicated continued need for the projects based on operations and safety, and completion of motorized and non-motorized networks. No new roadway improvement projects are proposed beyond what was already identified.

Non-Motorized Improvements

While non-motorized improvements will be incorporated into both the spot/intersection and roadway improvements, separate non-motorized improvements have been identified. Non-motorized projects have been identified to increase accessibility and connectivity by completing missing links in the current trail, pedestrian, and bike system and to increase opportunities for alternative modes of transportation such as walking and biking and reducing reliance on SOVs.

A description and cost estimate for each project is presented in Exhibit 5-5. Exhibit 5-6 shows the location of each project. A map identification number is included on the table (Exhibit 5-5) to assist in referencing the projects shown on Exhibit 5-6.

Planning level cost estimates were prepared for each project based on typical per unit costs, type of roadway and scope of the improvement. Where costs had been calculated as part of ongoing design projects or projects listed in the current City's 6-year TIP, the original estimate was adjusted for cost escalation or inflation, as needed. The cost estimates include allowances for right-of-way acquisition based on generalized needs to meet the City's Street standards. Construction costs were adjusted, as needed, to reflect any specific implementation issues, such as environmental impacts or impacts on adjacent properties.

Exhibit 5-5. 20-Year Transportation Improvement Projects and Costs

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
SP1	E Valley Highway E/Forest Canyon Road E	Construction of a new signal or roundabout	\$3,000,000	-	\$3,000,000
SP2	Puyallup Street/Tacoma Avenue and overlay Puyallup Street to White River	Plane, repair, and overlay, complete intersection channelization improvements, add an eastbound left-turn pocket on Puyallup Street at Tacoma Avenue. Add a signal at the Puyallup Street/Tacoma Avenue intersection	\$2,600,000	\$328,700	\$2,271,300

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
	Bridge (WSDOT SUM-30)				
SP3	E Valley Highway E/Elm Street E	New signal when warranted	\$1,500,000	-	\$1,500,000
SP4	Valley Avenue/Elm Street E	New signal when warranted	\$1,500,000	-	\$1,500,000
SP5	Traffic Avenue/Main Street	Add EB right-turn overlap. Convert W Main Street to one-way facility westbound.	\$150,000	-	\$150,000
SP6	Parker Road E/Main Street E	New signal when warranted	\$1,650,000	-	\$1,650,000
SP7	160th Avenue E/Main Street (60th Street E)	New signal or RAB when warranted	\$3,000,000	-	\$3,000,000
SP8	Valley Avenue/74th Street E	Add EB/WB left-turn restrictions. Shift WB left-turns to U-turning movement at Valley Avenue/SR 410 EB Ramp RAB	\$75,000	-	\$75,000
SP9	Sumner Tapps Highway/60th Street E	Signalization of the intersection. Construct EB right-turn lane	\$3,400,000	-	\$3,400,000
SP10	Signal replacement program	Replace and modernize all signals in Sumner (10 City owned signals)	<u>\$2,000,000</u>	-	\$2,000,000
<i>Sport/Intersection Subtotal</i>			<i>\$18,875,000</i>	<i>\$328,700</i>	<i>\$18,546,300</i>
RW1	166th Avenue E Widening; SR 410 WB ramps to 64th St E (WSDOT SUM-24)	Widen to 4-5 lanes, includes new roundabouts at WB ramp and 64th Street E	\$19,000,000	\$500,000	\$18,500,000
RW2	160th Avenue E; Main Street to 64th Street E	Improve and widen streets to minor arterial standards with bike paths and sidewalks	\$500,000	-	\$500,000
RW3	Valley Avenue; SR 410 to Main Street	Overlay existing roadway surface, ADA upgrades	\$1,500,000	-	\$1,500,000
RW4	Stewart Rd Corridor ITS improvements; SR 167 to Lakeland Hills (WSDOT SUM-27)	Connect traffic signals and railroad crossings to coordinate signal timing	\$3,500,000	\$495,285	\$3,004,715

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
RW5	160th Avenue E; Elm St to Main Street	Improve to collector standards with curb, gutter, sidewalks on both sides, and bike facilities	\$2,900,000	-	\$2,900,000
RW6	Elm Street; E Valley Hwy to 160th Avenue E	Improve to collector standards with curb, gutter, sidewalks on both sides, and bike facilities	\$2,600,000	-	\$2,600,000
RW7	Parker Road E; 62nd Street to 63rd Street	Construct curb, gutter, and sidewalk on east side of street	\$250,000	-	\$250,000
RW8	Parker Road E; Main Street to Elm Street	Improve to collector standards with curb, gutter, and sidewalks on both sides	\$1,300,000	-	\$1,300,000
RW9	Zehnder Street; Pease Avenue to Wood Avenue	Railroad Crossing Improvements	\$1,000,000	-	\$1,000,000
RW10	162nd Avenue E Segment Extension; 64th Street to 60th Street	Construct 2-lane facility	\$3,000,000	-	\$3,000,000
RW11	164th Avenue Court E Segment Extension; 160th Avenue E to existing 164th Avenue Court E	Construct 2-lane facility	\$2,000,000	-	\$2,000,000
RW12	Systemic Horizontal Curve and Roadway Departure Safety Improvements (WSDOT SUM-28)	East Valley Highway, West Valley Highway, Sumner-Tapps Highway/166th Avenue E, 142nd Avenue E/24th Street E. Install static and/or dynamic curve warning signs, speed feedback signs, centerline and edge line profiled striping, rumble strips, reflective markers on-pavement as appropriate to delineate roadside objects, channelization, guardrail/roadway shouldering, and street lighting	\$903,000	\$903,000	\$0
RW13	Valley Ave Overlay; Sumner City Limits to Meade McCumber Rd E (WSDOT SUM-26)	Grinde and overlay Valley Avenue	<u>\$866,380</u>	<u>\$749,410</u>	\$116,970
Roadway Subtotal			\$39,319,380	\$2,647,695	\$36,671,685

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
NM1	West Valley Highway Sidewalks	Complete missing sidewalk facilities on the east side between 16th Street E and SR 167 SB Ramps	\$1,000,000	-	\$1,000,000
NM2	16th Street E Ped/Bike	Construct ped/bike facilities between Valentine Avenue and 138th Avenue E	\$2,000,000	-	\$2,000,000
NM3	White River Restoration Trail	#9 Ditch to area north of 16th Street	\$3,000,000	-	\$3,000,000
NM4	Tacoma Avenue Trail	New trail facilities between the White River and 45th Street E	\$150,000	-	\$150,000
NM5	Salmon Creek Trail	New trail between current end at 149th Avenue E and Sumner-Tapps Highway E	\$3,000,000	-	\$3,000,000
NM6	Edgewood Drive Sidewalks	Complete missing sidewalk facilities between SR 167 and Sumner Heights Drive E	\$550,000	-	\$550,000
NM7	Fryar Avenue Trail (WSDOT SUM-17)	West Main Street to Puyallup Street	\$7,200,000	\$655,143	\$6,544,857
NM8	Zehnder Street/Elm Street Sidewalks	Complete missing sidewalk facilities between Pease Avenue and Wright Avenue	\$775,000	-	\$775,000
NM9	Academy Street Bike Facilities	Construct bike facilities between Wood Avenue and Valley Avenue E	\$800,000	-	\$800,000
NM10	154th Avenue Court E Sidewalks	Construct pedestrian facilities between Main Street E and 62nd Court E	\$325,000	-	\$325,000
NM11	62nd Street Court E Trail	Construct trail east of 62nd Street Court E between Parker Road and 160th Avenue E	\$1,000,000	-	\$1,000,000
NM12	Main Street E Sidewalks	Construct missing sidewalk facilities between 162nd Avenue E and Sumner-Tapps Highway E	\$575,000	-	\$575,000
NM13	Puyallup River Crossing	Over White River. Two-part project: 1. Study best location for trail crossing 2. Construct ped/bike trail crossing	\$4,000,000	-	\$4,000,000
NM14	Riverwalk Trail	Complete missing sections of trail between Traffic Avenue and Valley Avenue E (SR 162)	\$775,000	-	\$775,000

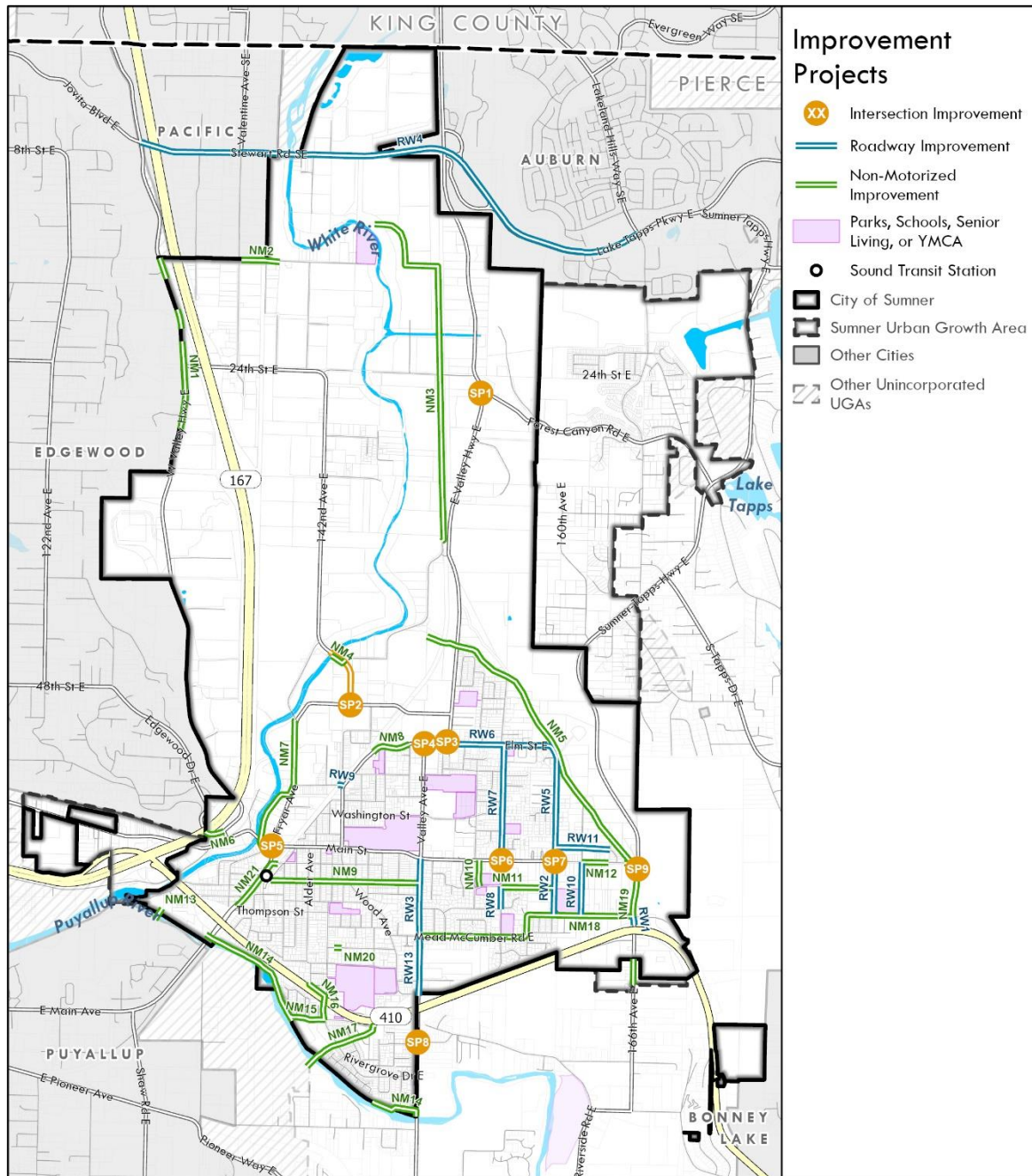
Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
NM15	Construct sidewalks on one side of 72nd Street E	Between River Street and 143rd Avenue E	\$250,000	-	\$250,000
NM16	Rivergrove Pedestrian Bridge (WSDOT SUM-29)	Trail overpass connecting the vicinity of Alder Ave. to 143rd Ave. E over SR 410	\$11,200,000	\$500,000	\$10,700,000
NM17	Puyallup River Trail Bridge	Bridge and trail connections to the Foothills Trail. Trail overpass connecting 144th Ave E to 143rd Ave E	\$6,000,000	-	\$6,000,000
NM18	Mead McCumber Road/64th Street E Non-motor	Construct pedestrian and bike facilities between Valley Avenue E and Sumner-Tapps Highway	\$900,000	-	\$900,000
NM19	Sumner-Tapps Highway Sidewalks	Construct missing sidewalk facilities between Main Street E and the southern City Limits	\$1,000,000	-	\$1,000,000
NM20	Rainier Street Sidewalks	Construct missing sidewalk facilities between Sumner Avenue and Guptil Avenue	\$150,000	-	\$150,000
NM21 X	HOUSTON ROAD Traffic Avenue Pedestrian Signal (WSDOT SUM-25)	NEED TO ADD SIDEWALK Replace existing pedestrian rectangular rapid flashing beacon with pedestrian signal	\$616,753	\$531,753	\$85,000
<i>Non-Motorized Subtotal</i>			\$45,266,753	\$1,686,896	\$43,579,857
<i>Total</i>			\$103,461,133	\$4,663,291	\$98,797,842

Notes:

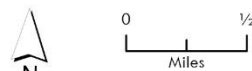
1. Map identification references to Exhibit 5-6, 20-Year Transportation Improvement Projects.
2. Project cost represents 2023 dollars. Source: Transpo Group 2023
3. Identifies current WSDOT or grant funding.

The following chapter discusses how to finance the implement the modal plans.

Exhibit 5-6. 20-Year Transportation Improvement Projects



CITY OF SUMNER 20-Year Improvement Projects



Disclaimer: Map features are approximate only. The City of Sumner does not guarantee the accuracy of this map nor assume any liability from the use of or reliance on the information herein.

Map Date: December 2023

6. Finance and Implementation Program

The transportation improvement projects must be funded and implemented to meet existing and future travel demands in and around the City of Sumner. A summary of project costs and a strategy for funding the projects over the life of the Transportation Plan are presented. In addition, implementation strategies are discussed, including continuing coordination with WSDOT and other agencies to prioritize and fund regional improvements. Other strategies call for monitoring and refining the City's transportation impact fee programs to ensure development addresses multimodal needs and does not out pace transportation system investments. The implementation plan provides the framework for the City to prioritize and fund the improvements identified in the transportation improvement program. It also addresses the City's development review program covering LOS standards and concurrency.

Financing Program

The GMA requires the Transportation Plan to include a multi-year financing plan based on the identified needs in the transportation improvement program. The financing plan for the Transportation Plan provides a basis for the City's annual Six-Year Transportation Improvement Program (TIP). As required by the GMA, the financing program also includes a discussion of how additional funds will be raised and/or level of service standards will be reassessed to assure that the Transportation Plan can adequately support the Land Use Element. Alternatively, the city may reassess its Land Use Element.

The transportation financing program becomes a subset of the City's Capital Facilities Plan (CFP) Element. The GMA requires the CFP Element to include at least a six-year plan for financing capital facilities and identifies the sources of public money for the projects.

Project Cost Summary

Planning level project cost estimates have been prepared to determine the magnitude of the transportation investments needed over the life of the Plan. [Exhibit 5-5](#), in the previous chapter, summarizes the list of capital transportation improvement projects based on the analyses of existing and future 2044 conditions. [Exhibit 6-1](#) summarizes the planning level capital costs into three primary improvement categories: Spot/Intersections, Roadway Improvements, and Non-Motorized Improvements. In addition, [Exhibit 6-1](#) also includes a summary of transportation program and administration costs allocated to the City of Sumner to implement the Plan through 2044.

Exhibit 6-1. Project Cost Summary – City of Sumner Project Responsibilities

Cost (2023 Dollars) ¹	
Transportation Capital Projects	
Spot/Intersection Improvements Total	\$18,546,300
Cost/Year	\$883,157/year
Roadway Improvements Total	\$36,671,685
Cost/Year	\$1,746,271/year
Non-Motorized Improvements Total	\$43,579,857
Cost/Year	\$2,075,231/year
Total	\$98,797,842
Cost/Year	\$4,704,659/year
Citywide Transportation Programs	
Arterial Maintenance/Street Overlay	
ADA Transition	
Sidewalk Rehabilitation Program	
Sidewalk Construction Program	
Sumner Avenue Non-Motorized Overcrossing	
Sumner Trail System	
Neighborhood Traffic Control Program	
Signal Replacement Program (NEW)	\$2,000,000
General Administration	
Total	
Cost/Year	
Total Cost (Capital and Programs)	
Cost/Year	

Notes:

1. Planning level costs in 2023 dollars.

Source: Transpo Group and City of Sumner 2023

Approximately \$99 million (2023 dollars) will be needed to fully fund the capital improvements over the 20-year horizon of the Plan. Of these costs, over \$18.5 million are related to intersection improvements, \$36.6 million are related to roadway improvements, and over \$43.5 million are related to non-motorized improvements. In addition, nearly \$x million is anticipated to implement the citywide transportation programs over the life of the Plan. Combined, the total costs for the City of Sumner are estimated at

approximately \$x million. This equates to an average of \$x million each year for the life of the Plan through 2044.

Funding Strategy

The City of Sumner utilizes fees and tax revenues to construct and maintain their transportation facilities. Funding sources include local tax revenues, fees, grants, partnerships with other agencies, and developer impact fees. The City also uses fuel taxes and can direct revenues from its General Fund to transportation capital projects, as needed, to balance its Six-Year Transportation Improvement Program (TIP).

Developer mitigation includes transportation impact fees and/or construction of frontage improvements at the time of development. Other agencies such as WSDOT are expected to share in the cost of state highway improvements to meet regional transportation needs.

The City identifies the most appropriate potential funding sources for each of the improvement projects. For example, grants or other agency funding are assumed to be a greater share of the revenues for funding improvements on SR 167 or SR 410 than on the local arterial improvements. While it is unlikely that implementation of the Transportation Plan projects will match the city's funding assumptions at a project-by-project level, this process does provide for a reasonable estimate of anticipated revenues needed for the overall capital improvement program. It also establishes a level of funding needed through transportation impact fees.

Exhibit 6-2 summarizes the anticipated sources of revenues used by the city to fund transportation improvements and programs. Key strategies related to funding transportation include:

- **Grants.** The city has been successful in applying for State and Federal grants. Partial grant funding was allocated to projects based on the type and location of the improvement. Projects that would serve Sumner as well as regional traffic and provided multimodal solutions are excellent candidates for grants. Projects that also support economic development are also good candidates.
- **Local Improvement District (LIDs) and Developer Funding.** LIDs or developer improvements would cover the cost of curb, gutter, sidewalks, planter strips, and a portion of the street lighting that are not included in the impact fee program. Other improvements would also be covered by developers based on SEPA mitigation or frontage improvement requirements. The City would work to set up the LIDs to provide at least that much benefit to the adjacent property owners. The City could pursue low interest loans from the Public Works Trust Fund (PWTF) and then pay off the loans with annual proceeds from the LIDs.
- **Transportation Impact Fee (TIF) Update.** The city will update the TIF based on the 20-Year project list and the allowance of multimodal fees. Additional details are provided following **Exhibit 6-2**.

Exhibit 6-2. Existing and Projected Revenues

	Annual Revenue (2023 Dollars)	2023-2044 20-Year Revenues (2023 Dollars)
General Revenue Source		

	Annual Revenue (2023 Dollars)	2023-2044 20-Year Revenues (2023 Dollars)
Motor Vehicle Fuel – City		
Local Parking Tax		
Street & Curb Permits		
Plan Check Fees		
General Government		
Miscellaneous Fees, Interest		
Total		
Existing Grants or Other Funding		
Grants and Other Agency Funding		
Federal State, or Other Grants/Funding Partnership		
Local Improvement District/Developer Funded		
Transportation Impact Fees		
Total		
Total Existing Revenue and Other Funding		

Source: City of Sumner 2023

[Transportation Impact Fees Update](#)

The GMA allows agencies to develop and implement a transportation impact fee (TIF) program to help fund some of the costs of transportation facilities needed to accommodate growth. State law (Chapter 82.02 RCW) requires that TIFs are:

- Related to improvements to serve new developments and not existing deficiencies.
- Assessed proportional to the impacts of new developments.
- Allocated for improvements that reasonably benefit new development.
- Spent on facilities identified in the CFP.

TIFs can only be used to help fund improvements that are needed to serve new growth. The projects can include recently completed projects to the extent that they serve future growth and do not solely resolve existing deficiencies. The cost of projects needed to resolve existing deficiencies cannot be included.

State Bill 5452 effective July 23, 2023, amends 82.02.090(7) RCW to include bike and pedestrian facilities designed with the intent of multimodal commuting as part of the definition of public facilities where

impact fees are allowed. With this amendment, the City intends to adopt a multimodal transportation impact fee to help fund improvements.

The city implemented and adopted a transportation impact fee program in 2003. The program is defined in Chapter 12.36 of the Sumner Municipal Code (SMC). As part of the Transportation Plan, the city would amend SMC Chapter 12.36 to include pedestrian and bike facilities in the TIF program consistent with the State law.

The funding strategy assumes the TIF program is based on the updated 20-year list of improvement projects, as identified in [Exhibit 5-5](#). An evaluation and update of the TIF rates has been conducted as part of the Transportation Plan to reflect changes in land use plans, funding, level of service standards, and the new State legislation allowing funding to be directed towards non-motorized transportation projects. [Exhibit 6-2](#) summarizes the multimodal projects that are eligible for TIF funding. The TIF eligible projects are a subset of the long-term transportation projects identified in Chapter 5.

Exhibit 6-2. Multimodal Transportation Impact Fee Projects

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
SP1	E Valley Highway E/Forest Canyon Road E	Construction of a new signal or roundabout	\$3,000,000	-	\$3,000,000
SP2	Puyallup Street/Tacoma Avenue and overlay Puyallup Street to White River Bridge (WSDOT SUM-30)	Plane, repair, and overlay, complete intersection channelization improvements, add an eastbound left-turn pocket on Puyallup Street at Tacoma Avenue. Add a signal at the Puyallup Street/Tacoma Avenue intersection	\$2,600,000	\$328,700	\$2,271,300
SP3	E Valley Highway E/Elm Street E	New signal when warranted	\$1,500,000	-	\$1,500,000
SP4	Valley Avenue/Elm Street E	New signal when warranted	\$1,500,000	-	\$1,500,000
SP5	Traffic Avenue/Main Street	Add EB right-turn overlap. Convert W Main Street to one-way facility westbound.	\$150,000	-	\$150,000
SP6	Parker Road E/Main Street E	New signal when warranted	\$1,650,000	-	\$1,650,000
SP7	160th Avenue E/Main Street (60th Street E)	New signal or RAB when warranted	\$3,000,000	-	\$3,000,000

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
SP8	Valley Avenue/74th Street E	Add EB/WB left-turn restrictions. Shift WB left-turns to U-turning movement at Valley Avenue/SR 410 EB Ramp RAB	\$75,000	-	\$75,000
SP9	Sumner Tapps Highway/60th Street E	Signalization of the intersection. Construct EB right-turn lane	\$3,400,000	-	\$3,400,000
SP10	Signal replacement program	Replace and modernize all signals in Sumner (10 City owned signals)	<u>\$2,000,000</u>	-	\$2,000,000
<i>Sport/Intersection Subtotal</i>			<i>\$18,875,000</i>	<i>\$328,700</i>	<i>\$18,546,300</i>
RW1	166th Avenue E Widening; SR 410 WB ramps to 64th St E (WSDOT SUM-24)	Widen to 4-5 lanes, includes new roundabouts at WB ramp and 64th Street E	\$19,000,000	\$500,000	\$18,500,000
RW2	160th Avenue E; Main Street to 64th Street E	Improve and widen streets to minor arterial standards with bike paths and sidewalks	\$500,000	-	\$500,000
RW3	Valley Avenue; SR 410 to Main Street	Overlay existing roadway surface, ADA upgrades	\$1,500,000	-	\$1,500,000
RW4	Stewart Rd Corridor ITS improvements; SR 167 to Lakeland Hills (WSDOT SUM-27)	Connect traffic signals and railroad crossings to coordinate signal timing	\$3,500,000	\$495,285	\$3,004,715
RW5	160th Avenue E; Elm St to Main Street	Improve to collector standards with curb, gutter, sidewalks on both sides, and bike facilities	\$2,900,000	-	\$2,900,000
RW6	Elm Street; E Valley Hwy to 160th Avenue E	Improve to collector standards with curb, gutter, sidewalks on both sides, and bike facilities	\$2,600,000	-	\$2,600,000
RW7	Parker Road E; 62nd Street to 63rd Street	Construct curb, gutter, and sidewalk on east side of street	\$250,000	-	\$250,000
RW8	Parker Road E; Main Street to Elm Street	Improve to collector standards with curb, gutter, and sidewalks on both sides	\$1,300,000	-	\$1,300,000
RW9	Zehnder Street; Pease Avenue to Wood Avenue	Railroad Crossing Improvements	\$1,000,000	-	\$1,000,000

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
RW10	162nd Avenue E Segment Extension; 64th Street to 60th Street	Construct 2-lane facility	\$3,000,000	-	\$3,000,000
RW11	164th Avenue Court E Segment Extension; 160th Avenue E to existing 164th Avenue Court E	Construct 2-lane facility	\$2,000,000	-	\$2,000,000
RW12	Systemic Horizontal Curve and Roadway Departure Safety Improvements (WSDOT SUM-28)	East Valley Highway, West Valley Highway, Sumner-Tapps Highway/166th Avenue E, 142nd Avenue E/24th Street E. Install static and/or dynamic curve warning signs, speed feedback signs, centerline and edge line profiled striping, rumble strips, reflective markers on-pavement as appropriate to delineate roadside objects, channelization, guardrail/roadway shouldering, and street lighting	\$903,000	\$903,000	\$0
RW13	Valley Ave Overlay; Sumner City Limits to Meade McCumber Rd E (WSDOT SUM-26)	Grinde and overlay Valley Avenue	<u>\$866,380</u>	<u>\$749,410</u>	\$116,970
<i>Roadway Subtotal</i>			\$39,319,380	\$2,647,695	\$36,671,685
NM1	West Valley Highway Sidewalks	Complete missing sidewalk facilities on the east side between 16th Street E and SR 167 SB Ramps	\$1,000,000	-	\$1,000,000
NM2	16th Street E Ped/Bike	Construct ped/bike facilities between Valentine Avenue and 138th Avenue E	\$2,000,000	-	\$2,000,000
NM3	White River Restoration Trail	#9 Ditch to area north of 16th Street	\$3,000,000	-	\$3,000,000
NM4	Tacoma Avenue Trail	New trail facilities between the White River and 45th Street E	\$150,000	-	\$150,000
NM5	Salmon Creek Trail	New trail between current end at 149th Avenue E and Sumner-Tapps Highway E	\$3,000,000	-	\$3,000,000

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
NM6	Edgewood Drive Sidewalks	Complete missing sidewalk facilities between SR 167 and Sumner Heights Drive E	\$550,000	-	\$550,000
NM7	Fryar Avenue Trail (WSDOT SUM-17)	West Main Street to Puyallup Street	\$7,200,000	\$655,143	\$6,544,857
NM8	Zehnder Street/Elm Street Sidewalks	Complete missing sidewalk facilities between Pease Avenue and Wright Avenue	\$775,000	-	\$775,000
NM9	Academy Street Bike Facilities	Construct bike facilities between Wood Avenue and Valley Avenue E	\$800,000	-	\$800,000
NM10	154th Avenue Court E Sidewalks	Construct pedestrian facilities between Main Street E and 62nd Court E	\$325,000	-	\$325,000
NM11	62nd Street Court E Trail	Construct trail east of 62nd Street Court E between Parker Road and 160th Avenue E	\$1,000,000	-	\$1,000,000
NM12	Main Street E Sidewalks	Construct missing sidewalk facilities between 162nd Avenue E and Sumner-Tapps Highway E	\$575,000	-	\$575,000
NM13	Puyallup River Crossing	Over White River. Two-part project: 1. Study best location for trail crossing 2. Construct ped/bike trail crossing	\$4,000,000	-	\$4,000,000
NM14	Riverwalk Trail	Complete missing sections of trail between Traffic Avenue and Valley Avenue E (SR 162)	\$775,000	-	\$775,000
NM15	Construct sidewalks on one side of 72nd Street E	Between River Street and 143rd Avenue E	\$250,000	-	\$250,000
NM16	Rivergrove Pedestrian Bridge (WSDOT SUM-29)	Trail overpass connecting the vicinity of Alder Ave. to 143rd Ave. E over SR 410	\$11,200,000	\$500,000	\$10,700,000
NM17	Puyallup River Trail Bridge	Bridge and trail connections to the Foothills Trail. Trail overpass connecting 144th Ave E to 143rd Ave E	\$6,000,000	-	\$6,000,000
NM18	Mead McCumber Road/64th Street E Non-motor	Construct pedestrian and bike facilities between Valley Avenue E and Sumner-Tapps Highway	\$900,000	-	\$900,000

Map ID ¹	Title and Location	Description	Project Cost ²	WSDOT or Grant Funding ³	Sumner Responsibility
NM19	Sumner-Tapps Highway Sidewalks	Construct missing sidewalk facilities between Main Street E and the southern City Limits	\$1,000,000	-	\$1,000,000
NM20	Rainier Street Sidewalks	Construct missing sidewalk facilities between Sumner Avenue and Guptil Avenue	\$150,000	-	\$150,000
NM21 X	HOUSTON ROAD Traffic Avenue Pedestrian Signal (WSDOT SUM-25)	NEED TO ADD SIDEWALK Replace existing pedestrian rectangular rapid flashing beacon with pedestrian signal	\$616,753	\$531,753	\$85,000
<i>Non-Motorized Subtotal</i>			\$45,266,753	\$1,686,896	\$43,579,857
<i>Total</i>			\$103,461,133	\$4,663,291	\$98,797,842

Notes:

1. Map identification references to Exhibit 5-6, 20-Year Transportation Improvement Projects.
2. Project cost represents 2023 dollars. Source: Transpo Group 2023
3. Identifies current WSDOT or grant funding.

The current TIF program divides Sumner into districts. The district approach was used due to the large amount of growth in jobs that was anticipated in the MIC area with implementation of the 2015 Comprehensive Plan and to help incentivize development in the Town Center. The growth allocation for the current plan does not anticipate significant growth in jobs and residential growth is spread more evenly throughout the city, within the Town Center and other residential areas. The current TIF approach recommends eliminating the three districts and having one fee schedule for the entire city. This approach simplifies the fee structure and provides ease in understanding fees.

Exhibit 6-3 summarizes the potential transportation impact fee based on the land use plan (Alternative 2) and cost for the TIF eligible projects. Alternative 1 would have a higher TIF per PM peak hour trip since there is less growth but the system needs are similar to Alternative 2. Alternative 3 has approximately the same amount of growth in trips as Alternative 2 so the TIF per PM peak hour trip would be about the same as Alternative 2.

Exhibit 6-3. Potential Transportation Impact Fee Rates

Total Cost Share ¹	Total New PM Peak Hour Trips (Passenger car equivalents)	Cost Per New PM Peak Hour Trip (Passenger car equivalents)
\$59,691,675	3,558	\$16,776.75

Notes:

1. Total cost share in 2023 dollars, based on relative impact of the 2023 - 2044 traffic growth on each capacity-added project on a passenger car equivalent basis.

The transportation impact fees are estimated to account for almost TBD million (2023 dollars) in revenues. This represents approximately X percent of the total funding program, including the contributions related to expected debt service.

The current fee per weekday PM peak hour trip for the city ranges between \$1,900 to \$3,400 depending on the location of the development. The proposed fee, including non-motorized transportation improvements, is approximately \$13,000 per weekday PM peak hour vehicle trip. Without adding non-motorized projects, the estimate is approximately \$5,500 per weekday PM peak hour vehicle trip. The City Council may consider these draft calculations and determine what fee is reasonable and work with city staff to develop a tailor approach for TIF. One approach could be to develop a 10-year fee to decrease the overall transportation cost included and then commit to updating the fee to reassess needs as the transportation system is developed. The remaining funds not covered by the TIF, or other revenue sources would be made up with sources like grants. The following section describes the reassessment strategy that can be used in the case the TIF proportion is less than estimated in this initial funding strategy.

Reassessment Strategy

The funding strategy is partially based on grants and other outside funding that the city does not control. The city may be able to shift revenues from other funding programs to address specific needs as yearly budgets are prepared or consider other revenue options such as increasing the vehicle license tab fee. In addition, the city is committed to reassessing their transportation needs and funding sources each year as part of their annual Six-Year Transportation Improvement Program (TIP). This allows the city to match the financing program with the shorter-term improvement projects and funding. The Transportation Plan also includes goals and policies to periodically review land use growth, adopted level of service standards, and funding sources to ensure they support one another and meet concurrency requirements.

To maintain the vitality of Sumner's transportation system, the city should adhere to the following principles in its funding program:

- As part of the development of the annual Six-Year Transportation Improvement Program, the city will balance improvement costs with available revenues.
- Review project design during the development review process to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards.
- Coordinate and partner with WSDOT and other agencies to vigorously pursue grants from state, federal, and regional agencies to help fund and implement improvements along SR 167 and SR 410.
- Work with regional and local agencies to develop multi-agency grant applications for projects that serve regional travel.
- Review transportation impact fee revenues each year to determine whether the impact fees should be adjusted to account for project cost increases and/or decreases in grants or WSDOT cost sharing.

- If the actions above are not sufficient, consider changes in the level of service standards and/or limit the rate of growth.

Implementation Program

Implementation of the Transportation Plan involves several strategies. These include coordination with developers and partnering with other agencies to construct the transportation improvement projects. Partnering with other agencies and use of grants will be especially critical in the implementation of safety, capacity, and operational improvements along SR 167 and SR 410. This may include re-prioritizing roadway projects as new funding sources become available or by focusing on areas most impacted by new development. The city will also continue to review strategies to phase improvements to allow funding to be spread over a longer time period. In addition, the city will need to review, maintain, and update its Concurrency Management Program, Transportation Impact Fee, and other development review processes to account for the revised multimodal LOS standards and assure that the impacts of growth are mitigated, and transportation improvements are completed concurrent with new development.

Partnering with Other Agencies

The Transportation Plan supports the city's role in the regional transportation strategy (in PSRCs Vision 2050) through its policies to support and expand use of transit, transportation demand management, and active travel to reduce the number of vehicle trips generated by development in the city. Sumner will need to coordinate with Sound Transit, other transit providers, and other nearby cities to implement facilities and services to meet those objectives. Coordination will also help assure consistency in plans and implementation programs between agencies to meet the goals of the regional plan.

The city will continue to partner with WSDOT to implement improvements along both SR 167 and SR 410 consistent with the Transportation Plan project list. Projects along both state highways serve regional travel patterns as well as provide local access within the City of Sumner. Without WSDOT as a partner, the City is unable to put a high priority on major capacity improvements along both state highways since the improvements serve significant levels of regional traffic and the projects will cost more than the City can reasonably fund on their own. These projects should be considered for joint submittal of grants, with the local match being combined from benefiting agencies. Partnering with WSDOT will be critical in the implementation of the Transportation Element project list.

Project Priorities and Timing

The City of Sumner will use the annual update of the Six-Year TIP to re-evaluate priorities and timing of projects. Throughout the planning period, projects will be completed, and priorities will be revised. The development of the TIP will also be used to identify potential phasing options to fit within available revenues during that six-year time horizon. The city will monitor traffic volumes and the location and intensity of land use growth in the city. The city will also need to monitor traffic growth from other adjacent communities. Based on this information, the city will then be able to direct funding to areas that are most impacted by growth or may fall below the City's level of service standard. The development of the TIP will be an ongoing process over the life of the plan and will be reviewed and amended annually.

Concurrency Management and Development Review

As part of the review of developments applications, the city will apply its level of service standards, street classifications and conceptual street designs, and other regulations related to transportation. The city has identified general guidelines for traffic impact studies for development applications. The guidelines identify the general requirements for scoping the traffic analyses needs to assess potential traffic impacts and mitigation. In order to ensure fair and equitable review of development application, the City will work to refine the guidelines into a more formal program.

Key elements of the traffic study process under SEPA will cover:

- Evaluation of impacts on level of service
- Transportation concurrency
- Mitigation of off-site impacts through impact fees (if adopted), LIDs, or direct developer mitigation.

The city will implement its concurrency requirements through the SEPA review process of development applications. This process is used since the city has limited availability of staff and limited technical resources to apply to implement systems that are more complex found in larger jurisdictions. The SEPA process also ties the concurrency to specific development applications, instead of applying it citywide or to subareas of the city. This process is consistent with the 2015 Transportation Plan.

The following summarizes the framework for the SEPA-based concurrency review:

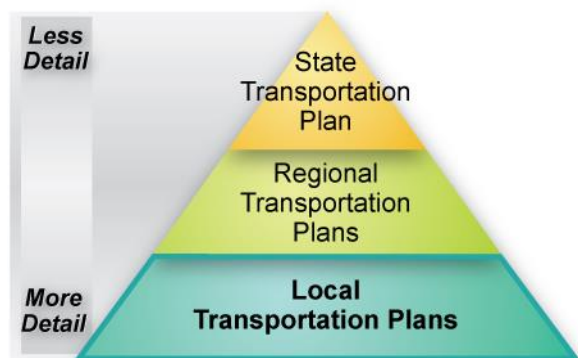
- Traffic study required, scope to be based on traffic thresholds and impacts
- Baseline traffic forecasts to be developed and based on existing traffic, historical growth rates, and pipeline development traffic
- Project traffic based on trip generation, distribution, and assignment
- Future conditions evaluated based on city or other agency improvements that are funded for construction within six years
- Assess project impacts at locations that fall below the city's adopted LOS standard
- Require mitigation to resolve LOS deficiencies, unless exempt from concurrency based on policies
- If deficient location is exempt from concurrency, require appropriate mitigation (such as payment of impact fees or proportionate share mitigation, construct partial improvements to offset project impacts, or reduce development impacts through phasing or TDM programs)

- If adequate mitigation is not defined to resolve the LOS deficiency, then the city will deny the development
- Identified LOS deficiencies will be used to seek grants or other funding and as an input to the annual Six-Year TIP process.

7. Consistency With Other Agencies

Sumner's transportation system is part of, and connected to, a broader regional highway and arterial system. The GMA works to increase coordination and compatibility between the various agencies that are responsible for the overall transportation system. Since transportation improvements need to be coordinated across jurisdictional boundaries, the Transportation Plan needs to be consistent with and supportive of the objectives identified in the Washington State Transportation Plan, PSRC's Vision 2050, and the transportation plans or capital improvement plans of the surrounding agencies. Developing the Transportation Plan is primarily a bottoms-up approach to planning, with the city exploring its needs based on the land use plan. Eventually, local projects are incorporated into regional and state plans. A schematic of this approach is shown below in [Exhibit 7-1](#). The following sections provide a review of this Plan's consistency with neighboring jurisdictions.

Exhibit 7-1. Transportation Plan Approach



Washington State Department of Transportation

As required by the 1998 amendments to the GMA, the Sumner Transportation Plan addresses the state highway system. Specifically, the Transportation Plan addresses the following elements related to the state highway system:

- Inventory of existing facilities – see chapter 3
- Level of service standards – see chapter 3 and 4
- Concurrency on state facilities – see chapter 4 and 5
- Analysis of traffic impacts on state facilities – see chapter 4
- Consistency with the State Highway Systems Plan – see chapter 5 and Exhibit 7-2 below.

[Exhibit 7-2](#) summarizes the improvements on state facilities listed in the Statewide Transportation Improvement Program (STIP) 2023 – 2026, which are consistent with the Plan identified in chapter 5.

Exhibit 7-2. State Highway Improvement Plan

State Route (limits) ¹	Project ID	State Highway System Plan Project Description
166th Avenue E SR 410 WB Ramp Intersection to 64th Street E	SUM-24	Widen 166th Avenue E to a 4-lane facility with roundabouts at the SR 410 WB Ramp and 64th Street E
Fryar Avenue W Main Street to Puyallup Street	SUM-17	Shared Use Trail W Main Street to Puyallup Street
Main Street/Traffic Avenue	SUM-25	Replace existing pedestrian rectangular rapid flashing beacon with pedestrian signal
Rivergrove Community Pedestrian Bridge Alder Avenue and Maybelle Street to 143rd Avenue E	SUM-29	Construct a non-motorized pedestrian bridge over SR 410 with approach ramp, shared use path and sidewalk connections to Alder Avenue, 143rd Avenue E, and 72nd Street E
Stewart Road Corridor Completion Butte Avenue E to 140th Avenue Curt E	SUM-16	Replace and widen existing bridge to accommodate 4 travel lanes and separate shared use path
Stewart Road ITS W Valley Highway E - SR 167/Stewart Road Interchange to Future signal at Golf Course Entrance west of East Valley Highway	SUM-27	Add/replace/upgrade interconnected conduit/cabling and signal hardware to coordinate traffic signals and devices along Stewart Road
Systemic Horizontal Curve and Roadway Departure Safety Improvements East Valley Highway, West Valley Highway, Sumner-Tapps Highway/166th Avenue E, 142nd Avenue E/24th Street E	SUM-28	Install static and/or dynamic curve warning signs, speed feedback signs, centerline and edge line profiled striping, rumble strips, reflective markers on-pavement as appropriate to delineate roadside objects, channelization, guardrail/roadway shouldering, and street lighting
Tacoma Avenue Overlay Puyallup Street to the White River Bridge	SUM-30	Plane, repair, and overlay, complete intersection channelization improvements, add an eastbound left-turn pocket on Puyallup Street at Tacoma Avenue. Add a signal at the Puyallup Street/Tacoma Avenue intersection
Valley Ave Overlay Sumner City Limits to Meade McCumber Rd E	SUM-26	Grind and overlay Valley Avenue

Notes:

1. Based on the WSDOT Statewide Transportation Improvement Program (STIP) 2023-2026.

Pierce County

The recommendations and functional classifications of arterials and collectors are consistent between the City's and County's Plans.

The most significant improvement project in the Transportation Plan involving Pierce County is the widening of 8th Street E/Stewart Road SE Bridge over the White (Stuck) River. This project is being led by the City of Sumner with participation by Pierce County and the Cities of Auburn and Pacific. It provides the principal east-west route in the north part of the City of Sumner connecting with Stewart Road from the SR 167 interchange to Lake Tapps Parkway.

Sound Transit

The future transit recommendations in the Sumner Transportation Plan are consistent with Sound Transit's short and long-term plans for the area.

City of Auburn

The Sumner Transportation Plan does not include any improvements in Auburn.

City of Pacific

The Cities of Sumner and Pacific transportation systems connect in the northwest part of Sumner. The City of Pacific is also participating in Pierce County's expansion of the 8th Street/Stewart Road SE Bridge. The Sumner Regional Trail system along the White (Stuck) River also will connect with segments in Pacific. The trail project is being coordinated between the two cities and Pierce County.

City of Edgewood

The City of Edgewood is located west of Sumner. The primary transportation system interface is in the Pacific Avenue/West Valley Highway corridor. Traffic using Sumner Heights Drive or Edgewood Drive E in southeast Edgewood access either Valley Avenue or Pacific Avenue. Traffic using Pacific Avenue can access SR 410 via Bridge Street and Traffic Avenue. Traffic to/from Edgewood is also able to use the North Sumner interchange with SR 167 at 24th Street E.

City of Puyallup

The City of Puyallup is located southwest of Sumner. The primary transportation system interface is in the E Main Avenue (Traffic Avenue) corridor and SR 162 via Pioneer Way E. City of Puyallup has acknowledged the need for working with Sumner.