

# **I. INTRODUCTION**

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## GROWTH MANAGEMENT ACT

### City of Sumner Planning

A comprehensive plan serves as a community's constitution for development and the use of its land. It provides direction for the long-term as well as the short-term, and covers multiple subjects. It is a statement of policy identifying environmental, social, and economic desires, and its accompanying maps are a reflection of stated policies.

The City of Sumner was one of the earliest communities in the region to begin planning with its first Comprehensive Plan completed in 1960, referenced in Ordinance 676. The Plan has been updated thoroughly in intervening years, such as in 1983. A major amendment to the Land Use and Zoning section of the previous Plan was completed in 1988. The City of Sumner completed the first Growth Management Act compliant Comprehensive Plan in 1994 and this is the 10-year update.

Since 1994 the City has considered and adopted amendments annually to its Comprehensive Plan which are reflected in the Plan text and maps. As needed, the City will consider amendments to the Plan annually in accordance with the Growth Management Act (GMA).

### Growth Management Act

Despite the planning efforts of many regional and local jurisdictions, western Washington began to grow more rapidly in recent years leading to additional population, sprawl, and increased traffic congestion. Growth has also resulted in impacts to the natural environment. To address the increasing concerns of citizens, the Washington State Legislature passed, and the Governor signed into law, the Growth Management Act (GMA) of 1990. Subsequent amendments to the Act were made by the Legislature in 1991.

The GMA requires urban counties and cities within the counties to do the following:

- Prepare county-wide planning policies. Each jurisdiction's comprehensive plan will be reviewed against the policies.
- Prepare multi-county planning policies which are required for two or more counties with a population of 450,000 or more, and with contiguous urban areas. This has culminated in the VISION 2020 plan prepared by the Puget Sound Regional Council (a council of governments).
- Require coordination between counties and cities to define urban growth areas (i.e. the extent of urban development). Population will be allocated among the

Figure 1: Planning and Service Area Map

urban growth areas. Each jurisdiction must plan appropriately in its urban growth area to accommodate the population growth expected.

- Define critical areas and adopt interim guidelines to regulate critical areas such as wetlands, mineral resources, aquifer recharge areas, geologic hazard areas, etc. Later amendments required that future updates to the critical areas regulations be based on “best available science” and give special consideration to habitat for anadromous fisheries.
- Prepare a comprehensive plan which must include the following elements: Land Use, Housing, Transportation, Capital Facilities, and Utilities. As an option, the comprehensive plans may include elements for Conservation, Solar Energy, Recreation, and Sub-Area Plans. The elements must address State Planning Goals identified in the Growth Management Act and county-wide planning policies.
- Adopt regulations consistent with and implement the comprehensive plan (e.g. revise the zoning ordinance, subdivision ordinance, etc., or prepare new implementation mechanisms).

**1994 Comprehensive Plan Chronology:**

- Participated in drafting of County-Wide Planning Policies—June 1992.
- Participating in the preparation of Multi-County Planning Policies with PSRC.
- Define Interim Urban Growth Boundaries (Resolutions 698, 739, and 780).
- Definition of critical areas and natural resource lands (Ordinances 1539 to 1547 and 1551).
- Formulated numerous advisory committees
- Incorporated Pierce County Urban Growth Areas and Urban Service Areas Ordinance 94-825, November 29, 1994.

Related to preparation of the original 1994 Comprehensive Plan, the City of Sumner took several actions to meet the GMA requirements. See chronology in sidebar.

Related to preparation of the 10-year Comprehensive Plan Update the following additional actions:

- Participated in the development of the buildable lands data as required by the GMA and completed by Pierce County. This included providing building permit and other development data to the County for evaluation of the City’s growth capacity, developing densities, and future housing capacity. The final Buildable Lands Report was published in August 2002.
- The City updated the Capital Facilities Plan in 2003 compiling all the various facilities in one document.

- Updated the critical areas regulations and Shoreline Master Program to include “best available science” and to give special consideration to anadromous fisheries.

## **Coordination with State and Regional Goals and Policies**

### **State Goals**

Section RCW 36.70A.020 of the Growth Management Act lists the 13 planning goals which are to guide the preparation of a community's comprehensive plan and development regulations. The goals address the following topics:

- Urban Growth
- Reduce Sprawl
- Transportation
- Housing
- Economic Development
- Property Rights
- Permits
- Natural Resource Industries
- Open Space and Recreation
- Environment
- Citizen Participation and Coordination
- Public Facilities and Services
- Historic Preservation

Each comprehensive plan should consider and be consistent with the State goals. The state goals were reviewed by staff and decisionmakers as this Comprehensive Plan was prepared. The Draft EIS contains a policy analysis.

### **Multi-County Planning Policies**

Multi-county planning policies are required by RCW Section 36.70A.210 of the Growth Management Act for two or more counties with a population of 450,000 or more, and with contiguous urban areas. King, Pierce, and Snohomish Counties were required to adopt multi-county planning policies. Kitsap County chose to also participate in this effort.

VISION 2020 is a regional plan facilitated by the Puget Sound Regional Council (a Council of Governments) and adopted by local governments in the four-county Puget Sound region (King, Kitsap, Pierce, and Snohomish Counties). VISION 2020 policies were adopted as the Multi-County Planning policies subject to reanalysis for more detailed compliance with the Growth Management Act. In late 1992, the four county region began using the newly adopted County-wide planning policies of the participating counties as a format for amendments to the VISION 2020-based multi-county policies. The amended policies were adopted by the PSRC General Assembly for use in the four counties in March 1993 and amended in 1995.

The Multi-County Planning Policies include framework policies, designation of urban growth areas, contiguous and orderly development, transportation facilities and strategies, regional capital facilities, interjurisdictional planning, economic development, affordable housing, and open space linkages, resource protection and critical areas. VISION 2020 and the Multi-County Planning Policies were reviewed by staff and decisionmakers as this Comprehensive Plan was prepared. The Draft EIS contains a policy analysis.

One of the important functions of the Puget Sound Regional Council is to certify jurisdictions' Transportation Plans to ensure that they are consistent with the regional Transportation Plan and therefore eligible for federal funding.

### **County-Wide Planning Policies for Pierce County**

In accordance with the Growth Management Act, Pierce County and the cities and towns located in the County prepared County-Wide Planning Policies. They were ratified by the local jurisdictions (ratified by the City of Sumner City Council on June 8, 1992), and adopted by the Pierce County Council on June 30, 1992. The CWPPs were amended in 1996 to incorporate elements that are consistent with VISION 2020, namely providing policies specifically addressing the achievement of compact urban development and concentrated growth in centers served by multi-modal transportation systems. The CWPP were amended again in 2004 to include an update to the designation of "Urban Centers" and "Manufacturing/Industrial Centers" and includes specific examples meeting criteria in VISION 2020. The County-Wide Planning Policies address required topics outlined in the Growth Management Act as well as optional topics considered important to the region. The eleven areas addressed include:

- Affordable Housing
- Agricultural Lands
- Economic Development and Employment
- Education
- Fiscal Impact
- Historic, Archaeological and Cultural Preservation
- Natural Resources, Open Space and Protection of Environmentally Sensitive Lands
- Siting of Public Capital Facilities of a County-Wide or State-Wide Nature
- Transportation Facilities and Strategies
- Urban Growth Areas
- Amendments and Transition

The County-Wide Planning Policies provide a framework for the preparation of local jurisdictions' comprehensive plans. Since all jurisdictions must meet these policies, consistency between plans is more assured. The County-Wide Planning Policies were reviewed as this Comprehensive Plan was prepared. Amendments to the Comprehensive Plan have been reviewed for consistency with the County-Wide Planning Policies including any amendments that have been made since their initial adoption.

## **PUBLIC PARTICIPATION**

### **1994 Comprehensive Plan**

The Comprehensive Plan Advisory Committee was appointed by the Mayor in February 1992, consisting of 15 members, including 7 Planning Commissioners. Between February 1992 and October 1993 the Committee held over 40 public meetings, hearings, and workshops as they conducted visioning exercises, prepared a vision statement, determined urban growth boundary recommendations, prepared alternative plans, conducted environmental review, and lastly selected a preferred plan with accompanying goals, policies and objectives. Committee activities were advertised through newspaper articles, display ads, legal ads, posted agendas/notices, bulk mailings, and letters sent to those on a mailing list. In addition to regular meetings, the Committee members and City staff participated in an outreach process by attending 14 meetings of community groups such as Rotary, Sumner Promotion, Sumner Senior Center, Sumner Historical Society, neighborhood community halls, as well as others, during the visioning process and alternative plan review process.

In addition to meetings by the Advisory Committee, the City Council held three public hearings to consider comments on the Comprehensive Plan. These hearings were held on November 8 and November 16, 1993, and March 23, 1994. They were advertised through mailings, legal ads, and display ads.

<p><b>1994 Comprehensive Plan Amendments</b> 1996—Ordinance No. 1739, February 5, 1996 1997—Ordinance No. 1840, July 6, 1998 1999—Ordinance No. 1884, September 7, 1999 2000—Ordinance No. 1884, June 5, 2000 2001—Ordinance No. 1956, May 21, 2001 2003—Ordinance No. 2039, March 17, 2003 2004—Ordinance No. 2091, July 25, 2004</p>
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Public participation is documented under separate cover in the related plan documents.

The final adoption of the Comprehensive Plan occurred on April 4, 1994 via Ordinance No. 1625. Nearly annual amendments were approved for the Comprehensive Plan and are listed in the side bar above.

### **2004 Comprehensive Plan Amendments (Shoreline Master Program)**

When the Shoreline Master Program was updated in 2004, the Comprehensive Plan was amended to include a Shoreline Master Program Element that contains the goals as presented in the Shoreline Master Program. The update to the Shoreline Master Program involved 13 public meetings and notice to all property owners along the rivers as well as notice in the newspaper and articles in the City newsletter. This amendment was outside the annual amendment process and is allowed per GMA. Ordinance No. 2091, July 25, 2004

### **2004 Comprehensive Plan Update**

The City provided information to the public through public hearing notices in the newspaper, articles in the community bi-monthly newsletter, mailed notice and posting information on the City's website. There were a total of 9 location-specific Comprehensive Plan map amendment requests, as well as amendments to the East Sumner Neighborhood Plan area map designations and creation of a Town Center Plan. The 2004 Comprehensive Plan update involved the public in several ways and on two different "tracks". The most significant was the development of the Town Center Plan as part of this update. Public outreach included two public workshops one in July 2003 and one in September 2004; a focus group of consultants, business owners, residents and City representatives to discuss potential for downtown in December 2002; a housing charette in January 2004 that included local stakeholders and developers and finally several public workshops with the community to finalize the recommendations in the Town Center Plan. The Economic Development element was also updated after a business survey, individual interviews with businesses, and a workshop in May 2004 asking for recommendations on how the City could assist businesses. Both the Planning Commission and the City Council held public hearings. The amendments were adopted on June 20, 2005 via Ordinance No. 2133 for the Comprehensive Plan in general, and Substitute Ordinance No. 2133A was adopted on December 5, 2005 to include the Town Center Plan.

## **PLAN DOCUMENTS**

The State Environmental Policy Act (SEPA) (RCW 43.21C) requires government officials to consider the environmental consequences of actions they are about to take and seek better or less damaging ways to accomplish those proposed actions. They must consider whether the proposed action will have a probable, significant, adverse environmental impact on the following elements of the natural and built environment: earth, air, water, plants and animals, energy and natural resources, environmental health, land and shoreline use, transportation, and public services and utilities.

The State Growth Management Act (GMA) in RCW 36.70A requires preparation of a Comprehensive Plan addressing several elements including Land Use, Housing, Transportation, Utilities, Capital Facilities, Economic Development, and Parks and Recreation.

SEPA and GMA requirements are similar in many ways. Integration of SEPA with GMA eliminates duplication of effort and assures consistency between SEPA and GMA requirements.

As adopted by Ordinance No. 2133, the Sumner Comprehensive Plan consists of this Comprehensive Plan document and the Draft and Final EIS as described below:

- Sumner Comprehensive Plan Update, Draft Environmental Impact Statement

In compliance with the State Environmental Policy Act, the Draft EIS analyzes twenty-six different environmental topics comparing the impacts of two plan alternatives: the Existing Comprehensive Plan (No Action Alternative) and the Proposed Action Alternative. Since many requirements for SEPA analysis are similar to the analysis required by the Growth Management Act for plan elements, the Draft EIS was prepared in a manner to combine documentation as allowed in

WAC 197-11-210 through 238 and 197-11-640. The background information to support the Plan Elements - as required by the Growth Management Act - is provided in this document. Many of the proposed mitigation measures have been incorporated as goals, policies, and objectives in this Comprehensive Plan.

- Sumner Comprehensive Plan Update, Final Environmental Impact Statement

The Final EIS analyzes the Preferred Alternative Sumner Comprehensive Plan. It provides an updated project description of the Preferred Alternative, supplements the Draft EIS analysis, and responds to comments received on the Draft EIS. It also documents how the Preferred Alternative incorporates many of the Draft EIS mitigation measures. With the provisions of Ordinance No. 2133, the City Council adopted the Preferred Plan as the Comprehensive Plan.

## RELATED DOCUMENTS

Sumner's Comprehensive Plan Update process is documented in several texts:

- Vision Statement

This document provides an analysis and summary of the initial public participation/visioning effort for the 1994 Comprehensive Plan. It also includes the Vision Statement prepared by the Comprehensive Plan Advisory Committee. The Vision Statement was adopted on September 8, 1992 by the City Council. This original Vision Statement was subsequently reviewed in the 2004 update by the Planning Commission and City Council and updated with minor modifications and adopted by the City Council on March 1, 2004. It was also been made a part of this document in Section II.

- Community Survey Report

This report is a compilation and summary of a Community survey that was conducted in December 2003. The purpose of the Survey was to assess quality of life, perceptions of community services, and economic and business related information.

- Bus Tour of Sumner: Critique of Current Projects

The purpose of the bus tour and survey was to critique the design of recent developments and see how they meet the "Vision" of Sumner that is stated in the Comprehensive Plan. The Vision Statement emphasizes the need to maintain the small-town character and charm of Sumner. It also includes affordable housing, open space, pedestrian oriented development, and adequate public facilities and services.

Other documents support the Comprehensive Plan and should be consulted for more detailed information on strategies, planned facilities, financing, etc.:

- Sumner Parks and Open Space Plan. This plan, adopted April 4, 1994, and amended in 2001 presents the recommendations of the Sumner Parks Board and the City Council. The plan includes an inventory of parks and facilities, recommended levels of service, open space programs, proposed park improvements, funding, a 20-year facility plan and a detailed 6-year capital improvement program, and goals, policies and objectives which have been incorporated in this Comprehensive Plan.
- Community Character Strategy. Prepared by A. Nelessen Associates, Inc. for the City of Sumner in May 1993, and amended and adopted on April 4, 1994. This Strategy documents the findings of the Community Character Workshops, and uses ideas from the workshops on how to maintain and improve Sumner's character. Recommendations and implementation strategies are provided for Downtown, East Main Street, the Eastside Urban Village, West Sumner, various districts and neighborhoods, and Employment Centers. The document also establishes a basis for a community linkage network between the various parts of the community. The Community Character Element chapter of this Comprehensive Plan is based upon this referenced document, and utilizes many of the Community Design Principles and Implementation Strategies.
- Sumner Comprehensive Transportation Plan. Prepared by the Transpo Group, Inc. for the City of Sumner, *January 2003 updates the 1993 Transportation Plan*. The Plan addresses existing traffic conditions, future traffic conditions, and proposes a package of network improvements as well as goals, policies, objectives, and level of service standards for a variety of transportation modes. The Plan also contains an analysis for transportation impact fees. The study area includes the City limits as well as a larger analysis area where development may impact the Sumner Transportation System. Refer to the Transportation Element for the goals, policies, and objectives.
- Draft Water System Plan. Prepared by Parametrix for City of Sumner, August 2002 Sumner, Washington. The Water System Plan is anticipated to be adopted by the Sumner City Council in 2005. It details current water system facilities, water supply, water quality, and other issues for the City and future service area. A list of proposed capital facilities and funding mechanisms are included.
- Draft Stormwater Comprehensive Plan. Prepared by Parametrix for the City of Sumner, February 2004. This plan describes existing drainage facilities, deficiencies, water quality, proposed plan improvements, and funding mechanisms for the City and future service area.
- Sewer Collection System Comprehensive Plan. Prepared by Parametrix for the

City of Sumner, May 2000. This plan describes existing sewer facilities, deficiencies, proposed plan improvements, and funding mechanisms for the City and future service area.

- Sumner Natural Resource Lands and Critical Areas (except for wetlands) Ordinances (2070), conforming to the State Growth Management Act. The Ordinances apply to the City of Sumner City limits.
- Sumner Shoreline Management Master Program. This document was updated and approved by the Department of Ecology in 2004. Its purpose is to protect the shoreline and increase public access. The plan includes four shoreline designations (urban, suburban, conservancy, and aquatic) along the Puyallup and White Rivers and policy and development standards for each category.
- Sumner School District Capital Facilities Plan. Prepared by the Sumner School District the plan documents the projected student population, demand for new facilities and costs over the next 20 years.

## **IMPLEMENTING PLANS AND STRATEGIES**

To implement the 1994 Sumner Comprehensive Plan, the following plans and strategies have been completed:

- Sumner Urban Design Concept Plan. Prepared by Dennis Tate Associates and Kasprisin Pettinari Design, July 1995. It ensures a unified approach to community development to reinforce Sumner's small town character and addresses City gateways, pedestrian linkages, building scale and character, signage, and streetscape.
- Urban Forestry Strategy. Recommended to the City Council by the City's Forestry Commission, this Strategy is intended to guide the community's investment in trees on public and private property for the subsequent 5 years. The Strategy inventories the state of the City's urban forest and proposes numerous projects to implement the policies of the Comprehensive Plan. The Strategy was adopted in February 1996 by Resolution No. 912.
- Cemetery Master Plan. Prepared by the Community Development Department, the Cemetery Advisory Committee, and the consulting firm of WCA Northwest, this Master Plan outlines the policies for operation and capital improvements to the City's cemetery. The Plan was adopted November 3, 1997 by Resolution No. 968.
- Sumner/Pacific Trail Master Plan. This Plan was a joint effort of the Cities of

Sumner and Pacific. It provides the location, standards, and cost estimates for the trail system which extends from the King County Inter-urban Trail to the Pierce County Foothills Trail. The Plan was adopted October 21, 1996 by Sumner Resolution No. 948 and September 9, 1996 by Pacific Resolution No. 428.

- Sumner Capital Facilities Plan. Prepared by the Community Development and Parks Department, with approval by the Planning Commission and City Council, this document provides an inventory of existing capital facilities; establishes the level of service for transportation, water, sewer, storm sewer, parks, police, fire, schools, and general government facilities; analyzes them for deficiencies; and sets forth a 6-year financial plan for funding any improvements. This document was originally adopted as part of the 1994 Comprehensive Plan and reformatted and updated in 2003. A capital facilities plan is a required element of the Growth Management Act.
- Town Center Plan. Completed in cooperation with the City of Sumner and Sound Transit with assistance from consultant team Jones & Stokes, LMN Architects, Property Counselors, Leland Consulting Group, and Foster Pepper & Schefelman, PLLC. This document provides the policy and housing analysis for revitalizing the downtown core and encouraging development of more housing to serve local businesses and utilize the Sounder station. It was reviewed concurrently with the 2004 Comprehensive Plan Update and the associated EIS.

## **PLAN STATUS REPORTS**

The Community Development Department prepared reports on the status of the Comprehensive Plan in 1995 and 1996. The reports summarized the completed, pending, and outstanding activities necessary to implement the Comprehensive Plan.

## **PLAN BOUNDARIES**

The adopted Pierce County Comprehensive Plan, November 1994, which took effect January 1, 1995, establishes two types of boundaries: the Comprehensive Urban Growth Boundary (CUGA) and Urban Service Areas (USAs). The Comprehensive Urban Growth Boundary is Pierce County's 20-year Urban Growth Boundary for unincorporated Pierce County and for the cities and towns within the CUGA, which includes the cities of Edgewood, Fife, Fircrest, Lakewood, Milton, Puyallup, Ruston, Steilacoom, Sumner, Tacoma and University Place.

USA's are located within the CUGA as being those areas proposed by the cities where urban growth and urban services will occur. USA's do not extend beyond the CUGA. Where cities' USA's overlap, affected jurisdictions are to resolve the overlaps with each other and the County. In 1996, the City of Sumner incorporated Pierce County's Comprehensive Plan regarding the County Urban Growth Area and Urban Service Area boundaries during consideration of annual amendments. In addition, the amendments reflect resolution of overlaps with the City of Pacific, and the incorporation of the City of Edgewood. The City proposes that the area south of SR-410

and east of SR-162 be considered a joint planning area with Pierce County, although not included in Sumner's future urban service area. Also, negotiations with the City of Pacific include commitments to joint planning. Refer to Figure 1. For the purposes of the Sumner Comprehensive Plan, references to "Urban Growth Area" or "Urban Growth Boundary" refer to Sumner's Urban Service Area.

The 1997 Plan amendments included changes to the Urban Service Area. The changes account for the refinements of the City of Edgewood's boundary and acknowledge an interlocal agreement with the City of Auburn which removed most of the northeast corner of the prior Urban Service Area. That area was left for Auburn to serve.

## **DEFINITIONS**

This section describes the definitions of key words, the document format, and interpretation of the text.

### **Goal**

A goal is a broad statement of what ought to exist in a community or what is desired to be achieved in the future, usually determined through a citizen involvement process. (Washington State Planning and Community Affairs Agency, The Language of Planning: A Glossary of Selected Land Use Planning and Zoning Words and Phrases, 1981)

### **Policy**

A policy is a more specific statement than a goal which describes a particular course of action to accomplish the purposes of the comprehensive plan. Policies represent the will of the people translated into decision oriented statements which are continuously available to the legislative body while evaluating a new project or proposed change in ordinance. (Washington State Planning and Community Affairs Agency, The Language of Planning: A Glossary of Selected Land Use Planning and Zoning Words and Phrases, 1981)

### **Objective**

An objective is something toward which effort is directed: an aim or end of action. (Merriam-Webster, Webster's Ninth New Collegiate Dictionary, 1986.)

### **Format of Sumner elements**

The text in the Comprehensive Plan Update includes:

- *Goals which are highlighted in a bold cursive font;*
- Policies with a related numbering system to the goals they support (e.g. # 1.1); and
- Objectives which indicate quantified targets or specific actions with a related numbering system to the policies they implement (e.g. # 1.1.1).

### **Interpretation**

The words and terms used in the Sumner Comprehensive Plan Update are defined as set forth in the Growth Management Act, Procedural Criteria, County-Wide Planning Policies, and other Sumner plans and ordinances. Where terms are not defined in such documents, words and terms shall be given their plain and ordinary meanings.

It is understood that the City of Sumner is responsible for implementing the goals, policies, and objectives of this plan, unless otherwise stated. There is no prioritization of the goals, policies, and objectives; decisions based on the Plan will have to balance the applicable goals, policies, and objectives and apply whatever weighting that may be appropriate.

The timing of implementation and the amount of resources devoted to the goals, policies, and objectives shall be determined by the City Council through the budget and resource allocation process over the 20-year horizon of the Plan.

The Plan has been prepared with the understanding that it will be amended as needed in the future.