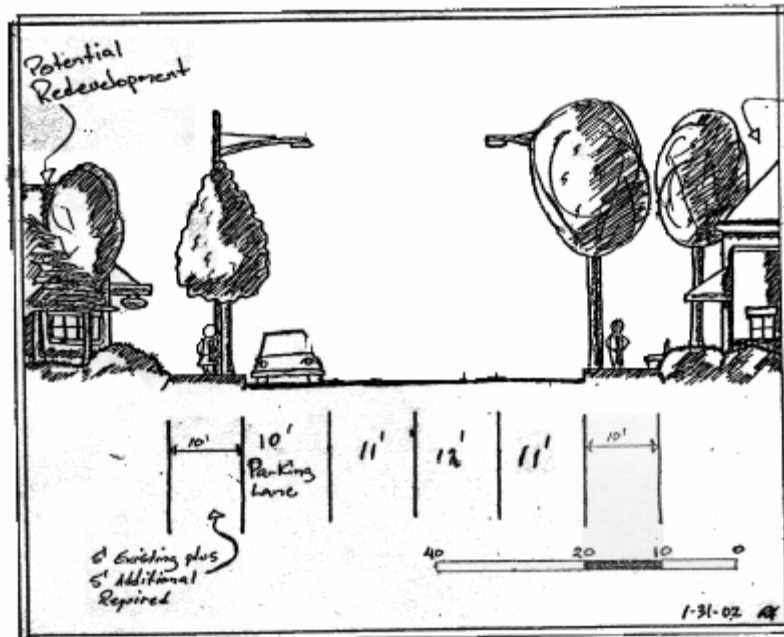


# East Main Street Design Strategy



Prepared by:  
Community Development Department

City of Sumner

**May 16, 2002**

**Amended March 2006**

**Table of Contents**

	Page
PREPARERS AND CONTRIBUTORS	iii
INTRODUCTION .....	1
East Main Street Defined .....	1
BACKGROUND .....	1
Sumner Comprehensive Plan .....	1
Community Character Strategy.....	2
Urban Design Concept Plan .....	2
Zoning Code .....	2
Design and Development Guidelines .....	4
2006 AMENDMENTS .....	5
PUBLIC INVOLVEMENT .....	5
Medians Public Hearing .....	5
Small Group Meetings .....	5
Public Workshop .....	6
Planning Commission Public Hearing .....	7
Citizen Comments .....	7
PREFERRED ALTERNATIVE .....	8
Key Elements .....	8
Mid-block Crosswalk/Pedestrian Islands .....	8
Combined and Shared Driveways .....	9
Cross-access Corridor and Joint Parking .....	17
Short Medians .....	20
Sidewalk Improvements .....	20
Parking Setback Increased .....	20
No Parking In Front on East Main Street .....	20
Striped Bike lanes .....	20
Building Setbacks .....	21
No Curb Bulbs .....	22
Downtown Design Elements .....	22
Low-Monument Signs .....	22
Stoplights at Intersections .....	22
On-street Parking .....	23
Stormwater Facilities .....	23
Drive-in Business Locations .....	23
Franchise Architecture .....	24

IMPLEMENTATION .....	24
Implementation Timing .....	24
FUNDING SOURCES AND MECHANISMS FOR IMPROVEMENTS	24
Public Funding .....	25
Quasi-public Improvement Associations .....	25
Local Improvement District .....	25
Business Improvement Associations .....	25
Building Permit Conditions .....	25
Private Organizations .....	26
Capital Facilities Plan.....	27
TABLES	
Table 1.0 Potential Parking Buildout.....	17
Table 2.0 Alternatives Matrix for Joint Parking and Cross- Access Corridors .....	19
Table 3.0 Thresholds for Required Improvements .....	26
Table 4.0 Estimated Costs and Timelines.....	27
Table 5.0 Typical Cost of Construction and Land for 100 Feet of Street Frontage.....	28
FIGURES	
Figure 1: Sumner Zoning Map.....	3
Figure 2: Planned View Combined Driveway.....	12
Figure 3: Cross-section View Mid-block Crosswalk/Pedestrian Island.....	13
Figure 4a: Combined Driveways and Boundary.....	14
Figure 4b: Combined Driveways and Boundary.....	15
Figure 4c: East Main Street Area Map.....	16
APPENDICES	
A: October 2, 2001 Public Workshop Summary and Survey	
B: Citizen Letters	
C: Planning Commission Majority Opinion (2002)	

## PREPARERS AND CONTRIBUTORS

### **City of Sumner Mayor**

*David Enslow*

### **City Council**

*Steve Allsop*

*Mike Connor*

*Randy Hynek*

*Ed Hannus*

*Leroy Goff,*

*Matthew Richardson, Deputy Mayor*

*Curt Brown*

### **Planning Commission**

*Gary Ganz, Chair*

*Jeanne Walter*

*Brett Morrison, Vice Chair*

*Jonathan Haines*

*Tom Powers*

*Cindy Bush*

*Vacant*

### **City Staff**

*Paul Rogerson, Community Development Director*

*Ryan Windish, Senior Planner*

*Robert Holler, Associate Planner*

*Reema Shakra, Assistant Planner*

*Sally Abrams, Administrative Assistant*

*Bill Shoemaker, Public Works Director*

*Mike Dahlem, City Engineer*

*John Morgan, GIS/CAD Technician*

Document Printed on Recycled Paper

## INTRODUCTION

The City of Sumner Comprehensive Plan sets forth a vision for Sumner that maintains its “small town” character. To develop this vision the City has zoning and development regulations that guide and dictate the kind of growth desired. In 2002 the East Main Design Strategy was adopted and then amended in 2003. The Strategy sets forth an alternative for the development of East Main Street and what the character of that area will ultimately be. How does the City shape development so that it is consistent with the small town character of Sumner? What types of regulations and development guidelines must be in place to make this happen? The purpose of the East Main Street Design Strategy is to present an alternative for future development that accomplishes the following objectives:

- To create an area that is safe and friendly to pedestrians while accommodating the automobile; and
- To maintain or increase existing business activity.

### **East Main Street Defined**

East Main Street as discussed here is the portion of Main Street from Lewis Avenue to approximately 658 ft. west of 160<sup>th</sup> Avenue East. The section of East Main Street starting from this point to 160<sup>th</sup> Avenue east and beyond to the Sumner-Tapps Highway will be designed based on the *East Sumner Neighborhood Plan, March 2001* and *Comprehensive Plan*. See Figure 4.a, 4.b and 4.c for the boundary of the East Main Street area.

## BACKGROUND

The plans that relate to the vision and future development of East Main Street include the Community Character Strategy, Sumner Comprehensive Plan, and Urban Design Concept Plan. A summary of each of these documents is presented below in chronological order. Finally, there are documents that implement these plans through specific standards, regulations and funding---the Zoning Code, Design and Development Guidelines and the Capital Facilities Plan.

### **Sumner Comprehensive Plan**

The Sumner Comprehensive Plan is the guiding document that contains the vision statement, goals, and policies for how Sumner is to grow and develop. The plan addresses land use, utilities, transportation, community character, the environment and parks and recreation.

### **Comprehensive Plan Land Use Designations**

The Comprehensive Plan contains a Land Use Designation Map that will ultimately dictate the type of zoning that property will have over time. The East Main Street area contains three land use designations: General Commercial, Central Business District, Medium Density Residential, High Density Residential, and Low Density Residential. These are discussed in greater detail in the Zoning section on page 2.

### **Community Character Strategy**

The Community Character Strategy was 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 the 1994 Comprehensive Plan is based upon this referenced document, and utilizes many of the Community Design Principles and Implementation Strategies.

In the Community Character Strategy, redevelopment and retrofitting of East Main Street was considered critical based on input from the community. This redevelopment included Main Street-type commercial and mixed-use buildings. Mixed-use buildings contain both commercial and multi family housing. Another part of the vision was to have pedestrian nodes, or areas with a pedestrian focus, such as courtyards and intersections. The pedestrian nodes would be connected with transit service along the boulevard. Infill multi-family housing, at medium densities, was one of the development forms favored at citizen workshops developing the Community Character Strategy.

### **Urban Design Concept Plan**

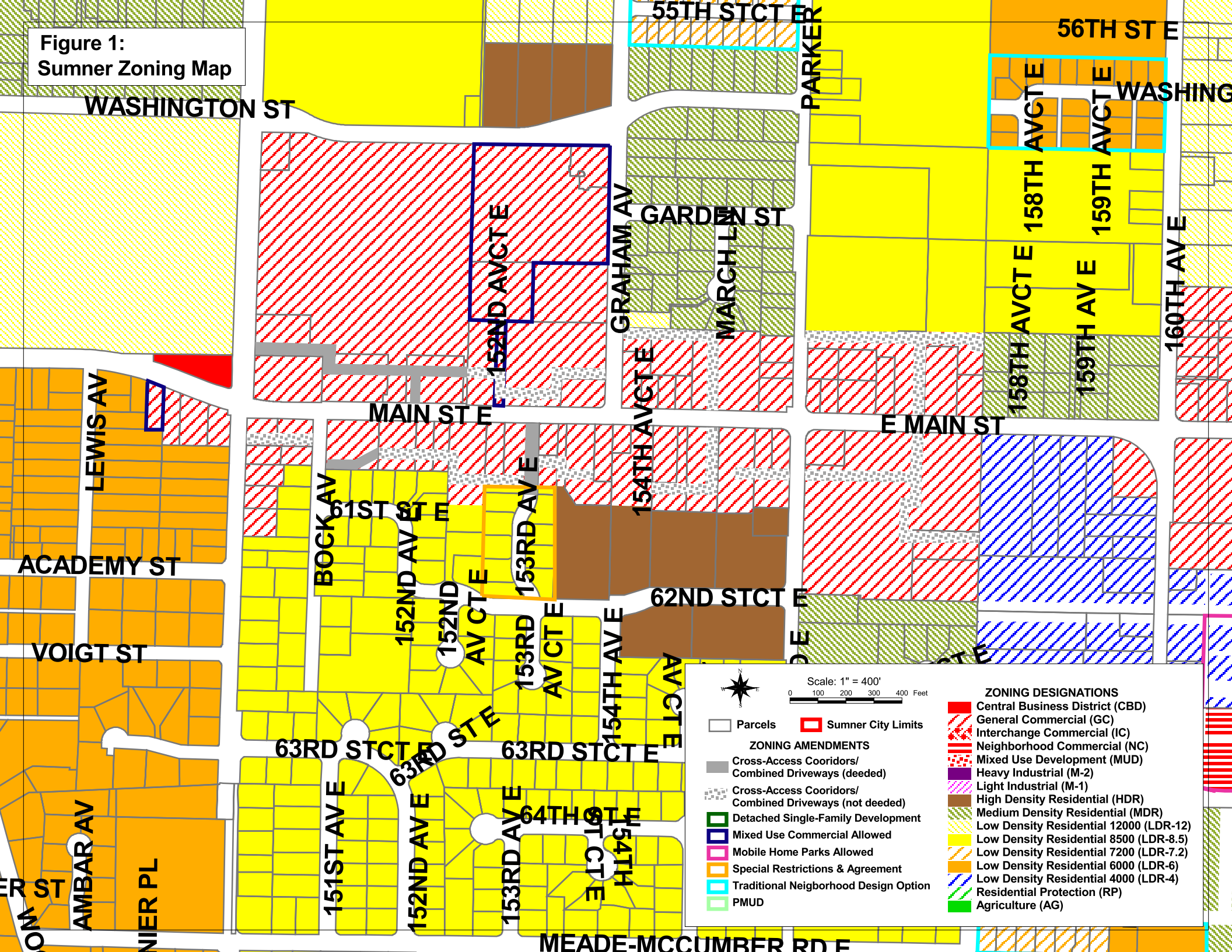
The Urban Design Concept Plan was prepared by Dennis Tate Associates and Kasprisin Pettinari Design and adopted by the City Council in 1995. The purpose of the Urban Design Concept Plan is to define the design elements that will reinforce the small town character and pedestrian scale of Sumner and describe the necessary public improvements that will link the downtown retail core with future public facilities. These elements include gateways to the City, pedestrian linkages throughout the City, building scale and character, signage, and streetscape elements in various neighborhoods of Sumner. The Urban Design Concept Plan discusses specifically the "East Main commercial corridor", or, as discussed here, East Main Street. This Plan sets forth the following elements for this area:

- To remain predominately an auto-oriented General Commercial District with potential for mixed use and adjacent high density residential uses
- 44 foot cross-section with landscaped median and left turn pockets
- Limited curb cuts
- Continue streetscape elements from Downtown
- Low-monument signs
- Provide connection between Downtown and East Sumner neighborhood

### **Zoning Code**

Title 18 of the Sumner Municipal Code is the primary regulations that govern land use and land development in the City. The Zoning Code regulates development in a number of ways including land uses, housing density, building setbacks from property lines, height, parking, and landscaping. Amendments to the Zoning Code are being proposed to implement the East Main Street Design Strategy.

Figure 1:  
Sumner Zoning Map



Scale: 1" = 400'

0 100 200 300 400 Feet

**ZONING DESIGNATIONS**

- Central Business District (CBD)
- General Commercial (GC)
- Interchange Commercial (IC)
- Neighborhood Commercial (NC)
- Mixed Use Development (MUD)
- Heavy Industrial (M-2)
- Light Industrial (M-1)
- High Density Residential (HDR)
- Medium Density Residential (MDR)
- Low Density Residential 12000 (LDR-12)
- Low Density Residential 8500 (LDR-8.5)
- Low Density Residential 7200 (LDR-7.2)
- Low Density Residential 6000 (LDR-6)
- Low Density Residential 4000 (LDR-4)
- Residential Protection (RP)
- Agriculture (AG)

**ZONING AMENDMENTS**

- Parcels
- Sumner City Limits
- Cross-Access Corridors/ Combined Driveways (deeded)
- Cross-Access Corridors/ Combined Driveways (not deeded)
- Detached Single-Family Development
- Mixed Use Commercial Allowed
- Mobile Home Parks Allowed
- Special Restrictions & Agreement
- Traditional Neighborhood Design Option
- PMUD

## **Zoning**

Along the East Main Street corridor there are variety of zones that are intended to create the kind of mixed-use, small town character that is envisioned in the Comprehensive Plan (See Figure 1 on page 3). Approximately 80% of the frontage on East Main Street is zoned General Commercial, the rest is zoned Medium Density Residential. Properties approximately a block to the north and south of the General Commercial zoning is a mix of Low Density Residential and High Density Residential districts.

General Commercial zoning is intended to provide for retail and commercial services that serve a larger market area around Sumner. It is intended to accommodate uses such as shopping centers, malls and offices. Such commercial developments usually rely on the automobile as their principal source of access. In the General Commercial zone multi-family residential development is allowed at a density of 25 dwelling units to the acre.

The Central Business District provides a focal point for the City and provides for retailing and other commercial services in a fashion that preserves and enhances the pedestrian scale and character of development in the downtown area. Small and medium independent shops and offices are typical to this district. Primary uses include retail businesses, professional offices, hospitals, medical clinics, hotels, theaters, restaurants, personal service shops, multi-family dwellings above ground floor commercial uses, and public/semi-public buildings. Secondary uses include automotive service stations, convenience stores, utilities subject to compatibility criteria, and light manufacturing, assembling, and repairing. The Central Business District also functions as a “town center” because of its central location as a transit hub, the pedestrian scale and character, and the types of services provided.

The Medium Density Residential zone is intended to allow for developments of residential uses up to 15 dwelling units per acre. The Design and Development Guidelines provide for a number of configurations and options for this type of development such that they fit into their surroundings. Also, professional office buildings are allowed as a conditional use provided they meet appropriate criteria.

## **Design and Development Guidelines**

The Design and Development Guidelines were prepared at the same time by the same author as the Urban Design Concept Plan. They were adopted in 1995 and have proven to be a very effective tool in shaping new development such that it meets the goals of the Comprehensive Plan. The Design and Development Guidelines were amended to include the industrial development in 1999. The Design and Development Guidelines offer specific standards for commercial development, multi-family development, and industrial development. There is also a section pertaining to the design of stormwater ponds to increase their aesthetic and environmental appeal. All new construction and alterations that increase the floor area of the structure by more than a minimal amount are required to be reviewed by the Design Commission. The Design Commission has seven members with a variety of professional backgrounds in architecture, engineering, landscape architecture, and design. They make recommendations to the Director of Community Development who ultimately renders a decision on projects. The Design Commission often works closely with developers in seeing that new development meets the standards of the Design and Development Guidelines.

The East Main Street frontage is predominately zoned General Commercial. The Design and Development Guidelines have requirements that are intended to shape the development along East Main Street consistent with the vision. For example, parking is to be located to the side or the rear of the buildings, there is a maximum 25-foot setback from the corners and buildings must have entrances facing the street. Also there are limits on the size of “blank walls” that offer little or no pedestrian interest. Other elements such as benches, awnings, etc. are also encouraged or required.

## 2006 AMENDMENTS

The amendments in 2006 included expanding the boundaries of the East Main Street Design Strategy area to include General Commercial and Central Business District zoned properties west of Valley Avenue to Lewis Avenue. The reason for this change has to do with the desire to make this area consistent in character, especially at the intersection, with properties developing across the street. The Valley/Main intersection is a “gateway” intersection in the Urban Design Concept plan and therefore prominent and of special importance. Development here sets the tone and character of the remaining sections of the street.

A public hearing was held before the Planning Commission on February 2, 2006. The Planning Commission passed on a recommendation to approve the request to the City Council. The City Council held a public hearing on March 6, 2006 and approved Ordinance No. 2166.

## PUBLIC INVOLVEMENT

To develop the background documents, there was a considerable amount of public involvement and participation and the City continues to look to citizens for direction. Since the adoption of the Urban Design Concept plan there hasn't been a concerted effort by the City to make any changes to the streetscape on East Main. Recognizing this, the City Council took steps recently to begin designing these improvements. The following is a summary of the process over the last year and a half.

### **Medians Public Hearing**

In June 2000, the City prepared a scale drawing of East Main Street with proposed locations for a planted median down the middle of the street with limited curb cuts and left-hand turn lanes. The concept plan also showed proposed new crossroads and alleys to access adjacent parcels. This concept plan went before the City Council and property owners were invited to attend a public hearing to provide comments. The concept plan did not benefit from extensive public process and was not supported by the majority of the business and property-owners. In response to this, the Council directed City staff to talk with the property owners to discuss their concerns and consider options.

### **Small Group Meetings**

In June and July 2001 City staff met in small groups of property and business owners along East Main Street in an effort to generate a conglomeration of ideas, suggestions, and concerns. At

the meetings, a questionnaire was provided to guide the discussions. Community Development staff facilitated the meetings. Those present were: Leonard Bauer, Director; Ryan Windish, Senior Planner; Robyn Eastwood, Intern and Raechelle Turner, Intern.

The frequent comments at these meetings for improving pedestrian safety were:

1. Provide stoplights at Parker Road and at 160<sup>th</sup> Avenue.
2. Extend the sidewalk from QFC down to 160<sup>th</sup>.
3. Favorable responses for crosswalks at various intersections and some mid-blocks.
4. A need for greater visual connection with the Downtown through lighting designs, flower baskets, etc.
5. There was moderate interest in shared driveways if they didn't result in lost parking.

Issues of concern included:

1. Objections to the placement of medians throughout East Main Street.
2. Who will pay for funding any improvements to East Main Street? It was pointed out that many of the property owners are still paying on a local improvement district (LID) assessment for widening the street several years ago.
3. Need for some businesses to have adequate truck access and circulation. Any improvements should not adversely constrain delivery truck access.

### **Public Workshops**

On October 2, 2001 the City held a public workshop to assist in the development of the strategy and discuss different alternatives. Notice was sent to all property owners along East Main Street, adjacent residences and businesses and published in the paper. Approximately 30 people attended the meeting including property-owners, citizens, City Council members and key staff members. The four alternatives considered were:

1. Current Urban Design Concept Plan
2. On-street parking
3. Pedestrian Islands/bike lanes
4. Funded Projects

Illustrations were presented with street cross-sections and plan views for all but the Funded Projects alternative. This enabled workshop participants to view the ideas, see photos of other places with similar design, and to become more familiar with what it means to be pedestrian friendly and what current requirements are for development.

### **Attendee Survey**

Surveys were provided at the workshop and Appendix A contains a summary of these results. Both the drawings and survey were displayed in City Hall from October 5-25<sup>th</sup>. Basically, there was no clear support for any one alternative, but most of the surveys tended toward alternatives 3 or a combination of alternatives 1-3.

The clearest indication may be the comparison between the answers to two questions: "How likely are you to walk on East Main Street today?" and, "How likely would you be to walk on

East Main Street if your preferred alternative were completed?” The highest response to the first question was “Not Likely” with the highest response to the second question being “Very Likely”. This demonstrates a clear desire by attendees of the workshop to have a safer place to walk, and shop in the future.

Because the surveys and comments at the meeting did not clearly point to one alternative, it seemed appropriate to consider combining these elements. The Preferred Alternative presented here is a combination of these elements.

A second workshop was held on November 15, 2001 to discuss the Preferred Alternative and collect further questions and considerations. There was discussion about the sidewalk construction and when that would be required, median locations, fire access and safety and dedication of parking and access. These comments have been incorporated into this final draft.

The Planning Commission held a public meeting on December 6, 2001 and held two work sessions on the document in January 2002. The results of the comments gathered at these meetings are included in this latest draft.

### **Planning Commission Public Hearings**

The Planning Commission held a public hearing on the strategy on February 7, 2002 with a follow up study session at their regular meeting on March 7, 2002. The public comments received at the public hearing are summarized as follows:

- Concerns about the location of combined driveways and implications on future development of property
- Questions about how East Main Street links to the downtown
- Concerns about Fred Meyer’s traffic impacts to East Main Street
- Concerns about closing existing driveways
- Questions about traffic safety with on-street parking
- Dedication of property for sidewalk and thresholds for tenant improvements
- Objections to wider sidewalks
- Questions about dedication of parking lots and combined driveways and costs
- Comments suggesting widening of East Main Street for future traffic volumes
- Comments stating developers should have to pay for improvements, not tax payers
- Concerns about what it means to have a parking lot designated on property

At the March meeting the Planning Commission discussed providing incentives to property owners for dedicating parking areas to the City. This is discussed in detail on page 18.

The Planning Commission unanimously recommended approval of the East Main Street Design Strategy and implementing ordinances on April 4, 2002. The Majority opinion of the Planning Commission is attached as Appendix C.

### **Citizen Comments**

Appendix B contains two letters from property owners commenting on the East Main Street Design Strategy.

## PREFERRED ALTERNATIVE

The preferred alternative refines the elements and eliminates some. The main difference is the removal of medians and bike lanes and inclusion of on street parking.

Figures 2 and 3 on pages 12 and 13 illustrate the design elements that are discussed below and make up the Preferred Alternative.

### **Key Elements:**

- Mid-block Crosswalk/Pedestrian Islands
- Combined and Shared Driveways
- Cross-access Corridor and Joint Parking
- Short Medians (eliminated)
- Sidewalk Improvements
- Parking Setback Increased
- Striped Bike lanes (eliminated)
- Maximum Building Setbacks
- No Curb Bulbs
- Downtown Design Elements
- Low-Monument Signs
- Stoplights at Intersections
- On-street parking
- Stormwater Facilities

### **Mid-block Crosswalk/Pedestrian Islands**

Pedestrian islands are areas constructed in the middle of the street that provide a place of refuge for pedestrians who are crossing the street. The islands typically have some landscaping, can be raised above street grade, and contain signage. Two mid-block crosswalk/pedestrian islands are proposed at the following locations and shown in Figure 4b on page 15:

- One near the terminus of the north/south walkway that crosses the Fred Meyer site on the east. This will be dependent upon the location of a new street or the combined driveway to the east.
- One east of the QFC shopping center across from the Timberland Apartments.

Generally mid-block crosswalks are not popular with insurance providers or traffic engineers due to the greater potential for accidents because the driver is not always aware of a crosswalk. However when there is a warranted safety hazard (as with the lack of crosswalks near QFC) and the crosswalk is adequately signed, lighted, and designated, they can be designed to the satisfaction of both entities. Prior to installation the City will need to check with the Washington City Insurance Authority (WCIA) regarding liability of a mid-block crosswalk.

## **Combined and Shared Driveways**

### **Shared Driveways**

The current standard in the Design and Development Guidelines limits curb cuts on large parcels to a maximum of 25 feet of driveway width for every 150 feet of street frontage. Also, where feasible, adjacent properties should share driveways. Shared driveway locations would be determined through the planning process and constructed as development occurs.

### **Combined driveways**

Combined driveways, as discussed here, are those that will act as major entrances to more than one property or business. They will be a minimum of 30 feet in width and most will contain painted or textured crosswalks. They essentially will be located mid-block and will be served by a continuous 2-way left turn lane. Proposed locations are:

- At the Sumner Animal Hospital/Washington Market (Location 1)
- At El Charro and Sumner Motor Inn shared driveway (Location 2)
- West entrance to QFC parking lot on East Main Street (Location 3)

#### *Sumner Animal Hospital/Washington Market (Location 1)*

*This combined driveway location* is a through street located on the south side of East Main Street and roughly following the property-line separating properties located at 15228 and 15306 East Main Street and continuing south to 62<sup>nd</sup> Street Court East (See Figure 4a, page 14). This street creates an additional cross-street connection, provide greater vehicular circulation and pedestrian connection to surrounding neighborhoods, and finally, provides greater access to General Commercial properties. Since this is constructed, the entrance to the Washington Market on the north side of East Main Street would be relocated as redevelopment occurs.

#### *At El Charro and Sumner Motor Inn shared driveway (Location 2)*

In this location a combined driveway will be created by moving the existing driveway that is shared by the El Charro restaurant and the Sumner Motor Inn to be directly across from the western most entrance of Smithco Meats to the north. The southern combined driveway will serve the restaurant and motel, with restricted access to right in/out on the remaining driveway. On the north, the property served by the combined driveway will include Smithco Meats, the law office building and properties zoned General Commercial east of Graham Avenue. There is potential for a parking area behind the existing 500 Sales, Co. pawnshop that could be connected through to Graham Avenue.

#### *West entrance to QFC parking lot on East Main Street (Location 3)*

The location of this combined driveway on the south will be the existing QFC shopping center entrance; the northern combined driveway will be directly across the street. The southern combined driveway will serve the existing shopping center, bank, and in the future potentially the property at the corner of Parker Road and East Main Street. The combined driveway to the north will potentially serve all the property zoned General Commercial east of Parker Road.

It is anticipated that combined driveways will be constructed as new development occurs and that they would ultimately connect to cross-access corridors and be open to the public through an easement or dedication to the City.

### **Interim Access Arrangements**

There will likely be instances where a property is developing and the combined driveway is not completed. In this case, properties that are not located adjacent to a combined driveway may develop using the existing driveway until such time that the combined driveway is constructed. At that time they will be required to close the existing drive or restrict its movement and finish landscaping/parking or the building. In the case that a parcel develops adjacent to a parcel that contains a cross-access corridor and direct access to East Main Street, but not a combined driveway, the newly developing parcel will be required to utilize the adjacent parcel's existing access. The newly developing parcels existing access would then be closed. This will incrementally reduce the number of driveways until the combined driveways are completed.

### **Reduced Corner Lot Access**

Corner lots often have two access points, one on East Main Street and one on a side street. When it is feasible future development will be required to close the access on East Main Street and use only the side street access. This will remove an existing driveway approach that would likely interfere with the left hand turn lanes at the intersections and reduce the number of curb cuts along the street.

### **Funding of Combined Driveways**

Regardless of the timing of the construction of the combined driveway, all parcels utilizing the combined driveway would be required to pay a proportionate share towards the cost of construction. The range of alternatives include:

- A private agreement established between property owners;
- A private/public agreement;
- Latecomers agreement if combined driveways dedicated to the city; and
- Mitigation fees paid to the City at the time of development.

#### *Private Agreement*

If at such time that a group of property owners wishes to construct a combined driveway for the mutual benefit of those properties, they could enter into a private agreement to share the cost of these improvements. The City would require dedication of a public access easement at the combined driveway location.

#### *Private/Public Agreement*

This would be an agreement between property owners and the City for dedication of an access easement and partial funding of the improvements. Costs would be paid up front by the benefiting properties.

#### *Latecomers Agreement*

The combined driveway would be constructed by the first property that would take access from the combined driveway. A latecomers agreement would be required on succeeding properties benefiting from the combined driveway at such time that the properties begin to take access

from the combined driveway. The City administers latecomer's agreements and costs are repaid to the property owner for the expense of construction. This would require dedication of the combined driveway to the City.

*Mitigation Fees*


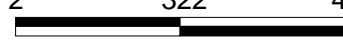
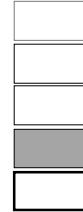







Mitigation fees can be collected when a project exceeds certain thresholds triggering environmental review under the State Environmental Policy Act (SEPA). These conditions can be in the form of mitigation fees to offset impacts to traffic. These mitigation fees would be required for the property to pay their proportionate share for the combined driveway.

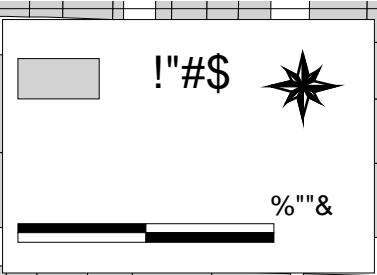






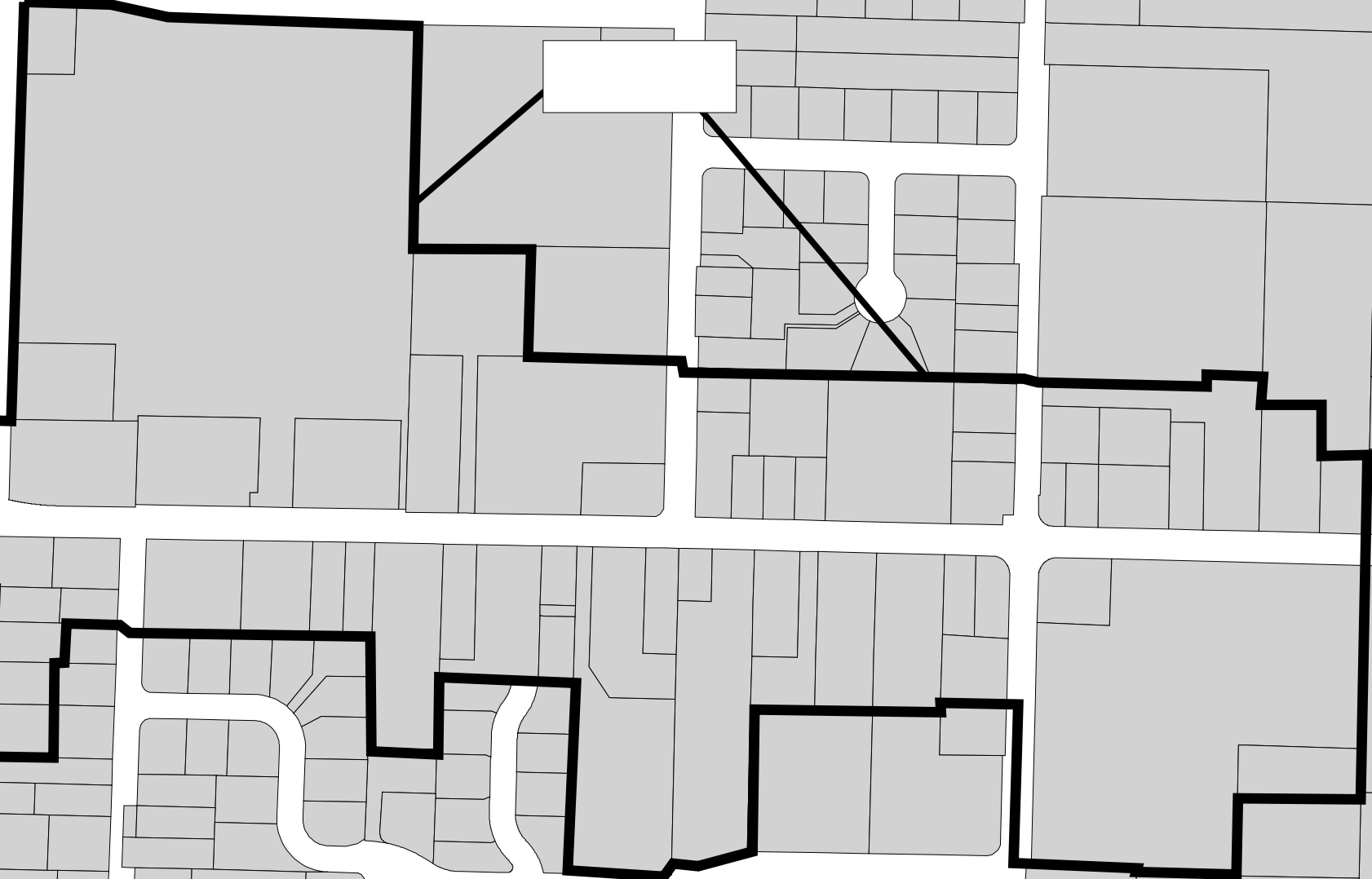


	<p>) \$ 1</p> <p>2      322      422</p> 	<p>1</p> 	!"	 (-\$!)
			# !\$ !" %	 !./0%+ !"
		 #&#%' #'%	 #%%* )) %% ## !# % + #,-! ' !./0%	
		 (!\$! "%	 % !	
		 )\$%		



! "\$ %  
% ' " &

A legend box in the top-left corner containing a scale bar and a north arrow. The scale bar is a horizontal line with alternating black and white segments. The north arrow is a star-shaped symbol pointing upwards.



A white rectangular label positioned at the top of the thick black boundary line.

% ' ( ) " \* ! \*  
( " )

A legend box in the bottom-right corner containing symbols and characters: a percentage sign, an apostrophe, an opening parenthesis, a closing parenthesis, a double quote, an asterisk, and an exclamation point, arranged in two lines.

### **Cross-access Corridor and Joint Parking**

A key part of limiting direct access to properties from East Main Street is providing alternative parking and access to the rear of properties. Cross-access corridors and joint parking are methods for doing this. Generally, cross-access corridors are areas running parallel to East Main Street that will provide for a unified access and circulation among parcels within each block. This will assist in local traffic movement between parcels. A cross-access corridor will have the following characteristics:

1. Serve more than one parcel and should be a minimum length of 200 feet and have a design speed of 10 mph.
2. Minimum 24 feet wide to accommodate two-way travel aisles designed for automobiles, service and delivery vehicles including tractor trailers.
3. Stub-outs and other design features to make it visually obvious that the abutting properties may be tied in to provide cross-access.
4. Where feasible, link to other cross-access corridors in the area.

Cross-access corridors will be designated on the Zoning Map and they will be required to be dedicated as an easement to the City at the time of a land use permit or building permit is sought for specific improvements.

### **Joint Parking**

Business sites within designated cross-access corridors will be designed to provide for mutually coordinated or joint parking, access and circulation systems including stub-outs and other design features to allow ease of other properties connecting to this area.

Table 1.0 illustrates the potential buildout of parking spaces along East Main Street and served by a combined driveway as proposed. There are two scenarios, one that has 75% maximum lot coverage by structures; the second is 50% maximum lot coverage by structures. Regardless of available land for parking, it will be limited to the maximum for the given business of 25% over the minimum required. Calculations are based on a 100 parking spaces per acre average including landscaping, pedestrian connections, and aisle ways.

**Table 1.0 Potential Parking Buildout**

	Area Served by Combined Driveway	Number of Parking Spaces with 50% Lot Coverage	Number of Parking Spaces with 75% Lot Coverage
Location 1	5.382 ac.	270	135
Location 2	4.945 ac.	248	124
Location 3	7.805 ac.	360	180
Total Number of Spaces		878	439

### **Reduced Minimum Parking Standards**

When a parking lot is dedicated to the City and there is joint parking between properties, there may be allowance for the reduction in the required minimum parking spaces. There is already allowed in the Sumner Municipal Code for the East Sumner Neighborhood Plan, which allows for up to a 35 percent reduction in minimum parking requirements for certain uses under certain conditions. These can be modified to fit the situations along East Main Street and within the joint parking areas.

At the work session on March 7, 2002 the Planning Commission discussed aspects of the “Future Parking” areas in the East Main Street Design Strategy and how this would be implemented. The following is proposed approach to provide for greater incentives to dedicate parking to the City so that it can be used for joint and shared parking.

### **What incentives can the City offer property owners for dedicating the parking to the City?**

The Table 2.0 below presents two alternatives for joint and shared parking. The first alternative is a requirement that the property owner grant an access easement across the property that is 24 feet wide. If the property owner chooses to dedicate the parking there are a number of incentives that the City can provide. The third alternative would be that a property owner could pay a fee in lieu of providing off-street parking. This would be equal to the cost of the property and the cost of construction of the parking lot. The money would be held in an account and used to pay for future parking.

**Table 2.0 Alternatives Matrix for Joint Parking and Cross-Access Corridors**

Alternative	Benefits	Costs
<p><b>Alternative 1:</b> Require access easement to be granted across property.</p> <ul style="list-style-type: none"> <li>• No joint parking.</li> <li>• No granting of easement to city for parking, nor dedication of parking lot.</li> </ul>	<ul style="list-style-type: none"> <li>• Property owner retains rights and control of who uses the parking lot. They can use signage, gates, etc. to restrict parking from other businesses. They would only give up the right to block access across the easement.</li> <li>• Construction and cost would be independent of other property owners.</li> <li>• Continue to own property.</li> </ul>	<ul style="list-style-type: none"> <li>• Parking must meet minimum and maximum parking requirements for business.</li> <li>• Pay taxes and stormwater utility fees on impervious surfaces.</li> <li>• Liability on property owner</li> <li>• Maintenance (landscaping, storm water, asphalt, lighting)</li> </ul>
<p><b>Alternative 2:</b> Dedicate parking to the City<sup>1</sup></p>	<ul style="list-style-type: none"> <li>• Reduction in minimum required parking</li> <li>• Increase in maximum allowed parking</li> <li>• On-street parking credits</li> <li>• Allow expanded lot coverage for buildings.</li> <li>• City to may share in cost of construction of stormwater detention to create a regional facility.</li> <li>• No stormwater utility fees<sup>2</sup></li> <li>• Business tax advantages</li> <li>• City liability of parking lot</li> </ul>	<ul style="list-style-type: none"> <li>• Participation in development agreement for the construction of a regional storm water detention facility. Likely less costly than developing individual storm water detention.</li> <li>• Public parking, no longer own property.</li> </ul>
<p><b>Alternative 3:</b> Pay fee in lieu of providing parking on site.</p>	<p>Ability to develop parcels that may have limited area for parking.</p>	

<sup>1</sup>Dedicating property owner would retain the first right of refusal.

<sup>2</sup>Typical savings on a 5,000 square foot parking area would be approximately \$300 per year over a ten-year period, \$3,000 total.

### **How are existing parking lots addressed?**

Existing parking lots may remain independent of the cross access corridor until new construction would occur that would trigger the requirement to grant an access easement across the property. Parking lot may have to be reconfigured to accommodate this new access easement. Shared parking would still be an option, not required. See above discussion. Short Medians

### **Short Medians**

Short medians will not be constructed. Given the limited width of the existing right-of-way and street width, center medians are not practical to locate along the street. They also might interfere with emergency vehicles, truck maneuverability, and access to businesses. Sidewalk widening, street trees and other amenities will be provided to further “soften” the street and provide a safer place for pedestrians.

### **Sidewalk Improvements**

Currently the driveway approaches bisect the sidewalk and create uneven areas for walking or wheelchairs. This element would require that the 5-foot setback area be paved with a hard surface and dedicated to the City. This would create the effect of a 10-foot wide sidewalk making it safer and more pleasant for walking. There may even be opportunity for seating in this area for a café or restaurant. Street trees and other landscaping may be located in planter boxes or pots along the sidewalk or planted in the ground with street tree grates.

Sidewalks need to be completed from the QFC east to 160<sup>th</sup> Avenue to provide for safer walking form residential areas to the north and south. This will be done as City funds are available and/or redevelopment occurs. The East Sumner Neighborhood Plan also includes this improvement.

### **No Parking Fronting on East Main Street**

Currently, parking is not allowed between the buildings and the street and can not occupy more than 30% of the street frontage on East Main Street. No parking will be allowed to front on East Main Street and must be behind a building.

### **Striped Bike lanes**

There will be no striped bike lanes. The area is designated as a “Bike Route” in the Sumner/Pacific Master Trail Plan. With on-street parking there is no room for striped bike lanes. However, the reduced speed of the traffic with on-street parking and other changes to the road system will make it safer for bicyclists and allow them to safely move with the flow of traffic.

## **Building Setbacks**

### **Maximum Front Yard Setback**

Currently, the maximum building setbacks is 50 feet and with a 5-foot minimum and a maximum setback on corner parcels of 25 feet. No parking is allowed between the building and the street, so this area would be landscaped at a minimum and may provide some other quasi-public use such as a plaza.

The maximum setback is intended to bring the buildings closer to the street and create a more defined and interesting “street edge” for pedestrian interest. This closeness to the street may also create a sense of enclosure and result in slower traffic. The 25-foot maximum setback on corner parcels is intended to emphasize the need for the corners to be prominent and contain architectural interest.

The following is suggested policy language for this 25-foot setback area:

1. The maximum setback would be reduced to 5 feet for all parcels (as measured from the right-of-way line prior to dedication), unless the area between the sidewalk and the building is utilized as usable pedestrian space such as a plaza, outdoor seating, or public art (fountain, etc.) then the maximum setback can be increased to 25 feet.
2. In no case shall the landscaping be over three feet in height or obscure building details or windows.
3. The setback may be increased to 25 feet if used for outdoor display of merchandise when it is an intrinsic part of the nature of the business or provides a pedestrian amenity and interest. Examples include the display of motorized vehicles that are offered for sale by an automotive sales and/or rental business; nurseries, outdoor monuments, etc. In such case additional landscaping will be required that is a minimum 5 feet wide and contains low vegetation.

### **Reduced Side Yard Setback**

The current side yard setback in the General Commercial zone is 15 feet; this creates a 30-foot separation between structures from one property to another. If the building setback is reduced to zero feet it would create the potential for a continuous building façade on the street similar to the Downtown. In addition to enhancing the walking experience it would allow for greater building area and exposure of a business to East Main Street.

The options, according to the building code, or reducing the setbacks create different restriction on openings in the building:

- No openings allowed less than 5 feet from property line
- Protected openings required if less than 10 feet from property line

This creates design and costs challenges for the building façade. If there are windows and doors between 5 and 10 feet of the property line they must be “protected” or built as one-hour firewalls. One-hour fireproof windows are considerably more expensive than conventional windows. Any wall less than 5 feet would not be allowed to have any openings and may not

pass the standards of the design guidelines. The following is suggested policy language for zero lot line buildings:

1. If the building is located next to an existing driveway or open space, the property owner must seek a “no-build” easement from the adjacent property owner. If this is acquired the wall may be built without the required one-hour protection and shall meet the current design standards.
2. The building shall have architectural details that will break up the blank façade such as material changes, banding, roofline variations, etc. If there is a minimum 5-foot setback some landscaping may be required such as climbing vines, etc. This is similar to how blank facades are already addressed in the Design Guidelines.

### **No Curb Bulbs**

In place of curb bulbs at street intersections, there may be opportunity for smaller curb treatments that still provide some benefit to making the intersection safer. There may be a need for structures similar to curb bulbs at the beginning of rows of on-street parking.

### **Downtown Design Elements**

Streetscape elements similar to those in the Downtown will be provided such as landscaping, lighting, paving, benches, flower baskets and bollards. This will help link the Downtown character to East Main Street and create a seamless whole. The Urban Design Concept plan will remain accurate and it states:

*The street lighting and trees used along Main Street to the west are to be continued along East Main to create a consistent boulevard image throughout.*

*Along main arterials, street trees, placed not more than 30 feet on center, should reach a height of 40-50 feet at maturity. Recommended street trees for these arterials include: Bradford pear, Hornbeam and Littleleaf Linden and Crimson Sentry Maple.*

*Along secondary streets, street trees, placed not more than 30 feet on center which reach heights of 30 to 40 feet at maturity, are recommended along secondary streets.*

### **Low-Monument Signs**

Low-monument signs are currently preferred in the Sign Code and Development and Design Guidelines, but they are not required. New signs located in front of buildings may be required to be low-monument signs. Signs located at combined driveways and advertise more than one business may be taller, provided they meet vehicle vision requirements. If the building is constructed within 5 feet of the sidewalk, then no freestanding signs are allowed within the front yard setback.

### **Stoplights at Intersections**

This would include providing signal lights at Parker Road and possibly 160<sup>th</sup> Avenue, depending on travel demand. A signal light is already in the transportation plan for Parker Road and will be constructed within 1-2 years. Traffic signals light will have multiple benefits including slowing traffic, creating a safe crossing for pedestrians, and making the intersection safer for crossing traffic and left-turns.

The intersection at 160<sup>th</sup> Avenue will be required to be reconfigured and remove the right-hand curve and square up the intersection. These changes will occur as the traffic light is warranted.

### **On-street Parking**

The alternative for providing on street parking was presented as an alternative at the October 2, 2001 public workshop. This alternative was eliminated do to the lack of area available for parallel parking on both sides of the street and the need for left hand turn lanes at combined driveways and street intersections. Ultimately, the road would need to be widened to allow for this. However, the Planning Commission directed staff to explore the possibility of on-street parking on one side of the street or alternating from one side to the other. This proposal seems to work and is presented in Figure 4a and 4b on pages 14 and 15.

The intent was to provide for fairly long stretches of on-street parking along sections of East Main Street that would either have less off-street parking available or are likely to redevelop a more pedestrian friendly configuration.

Where on-street parking is provided it can be used as a credit toward required off-street parking thereby offering a greater benefit to adjacent businesses.

On-street parking promotes pedestrian entrances facing the street and parking in the rear of buildings while also creating a safer walking environment for pedestrians on the sidewalks. The on-street parking should also help slow traffic down to the posted 25 mile per hour speed limit.

### **Stormwater Facilities**

The stormwater requirements for new construction that exceeds 5,000 square feet of new impervious surface includes the provision for a retention/detention facility. These are usually designed as above ground ponds that take up a portion of the developable area of the site. There is considerable expense to placing these structures underground and there is a potential cost savings if they can be consolidated into a regional facility that serves more than one property.

The City is looking at options for providing regional stormwater retention facility or some or some other potential method that would reduce the cost overall and ideally create more developable area for parking and structures.

### **Drive-in Business Location**

The City Council approved an amendment to the Strategy such that drive-in businesses are located along East Main Street shall be located in a multi-tenant building, except for drive-up banking; and the drive-up windows queuing for cars shall be located behind buildings and obscured from the street. In 2004 this was further amended by City Council to require that the second tenant space be at least the size of the drive-in portion of the building. A 20% area reduction was allowed for the second tenant space if it were located on the second floor. And that no drive-in business shall locate next to another drive-in business. Banks were excluded from these restrictions.

## **Franchise Architecture**

In 2004 the City Council approved amendments to the Design and Development Guidelines prohibiting the use of franchise architecture in the East Main Street area.

## IMPLEMENTATION

The variety and range of elements in this Strategy create a wide range of timing and funding options for implementation. The following is a proposed timeline and summary of funding sources and ideas. The majority of the improvements will probably be constructed by developers as conditions placed on new development. Some of these elements, such as sidewalk widening and combined driveways will be a mid to long range. Whereas some of the lower cost elements that the City can fund, such as striping and constructing mid-block crosswalks can occur in the short term.

### **Implementation Timing**

#### **All Phases: Development Dependent**

- Combined driveways
- Design elements
- Sidewalk widening
- Cross-access corridors and joint parking

#### **Phase I: Short-term (1-2 years)**

- Amendments to the Zoning Code
  - Parking setbacks
  - Reduced maximum building setback
  - Side yard setback to zero feet
  - Joint parking/cross access corridors
- Amendments to the Design Guidelines
- Signal light at Parker Road
- Mid-block crosswalks and pedestrian islands (completed in 2003 near QFC)

#### **Phase II: Mid-term (2-5 years)**

- Widening and extending sidewalks on 160<sup>th</sup> Avenue
- On-street parking with continuous left hand turn lane (as combined driveways are completed)

#### **Phase III: Long-term (5-15 years)**

- Signal light at 160<sup>th</sup> Avenue

## FUNDING SOURCES AND MECHANISMS FOR IMPROVEMENTS

Urban Design Concept Plan provides a number of examples of how the Sumner community, public agencies, public-private partnerships, public organizations, or a combination of these can

be used to provide for improvements. This list has been included here and updated to reflect current funding sources:

### **Public Funding**

Improvements to the streetscape and gateway areas can be a part of other public projects such as signal lights, water and sewer line replacement, etc. As infrastructure improvements are necessary, other items may be improved as part of the project including paving, lighting and planting of street trees.

There are various federal, state, and local funding sources available for construction of street improvements.

Federal funding sources for pedestrian and traffic safety improvements include the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) which provides funding for a wide range of transportation improvements including transit, pedestrian, and bicycle.

The Washington State Environmental Policy Act (SEPA) can be used to mitigate impacts from developments have on traffic, pedestrian circulation, etc. These conditions could contribute to signal lights, pedestrian islands/refuges, etc.

Local impact fees can be used to required new development to pay for required infrastructure improvements such as signal lights, etc.

### **Quasi-public Improvement Associations**

Improvements to the sidewalks, pedestrian crossings, street trees and street furniture can be accomplished through a combination of public funds and quasi-public business associations and local improvement districts (LID) as suitable to the surrounding businesses and property owners.

### **Local Improvement District**

Property owners within a designated district are required to contribute to a fund for local street improvements. This is typically based on the property value and moneys are pooled to allow for consistent improvements along the entire district. An LID is currently still being paid by some of the property owners along East Main Street and is one of the least popular options.

### **Business Improvement Associations**

Voluntary organizations of business owners may pool funds to produce local improvements to street, which may include funding for a median, wider sidewalks, and street trees.

### **Building Permit Conditions**

The majority of the improvements will not be required until new development occurs. Conditions may be placed on building permits requiring certain improvements or dedications. The current regulations require that street improvements such as sidewalks, curbs, gutters, etc, be completed with any building permit on commercial property and when a single-family residents increases habitable floor area. The following thresholds are more lenient than the current requirements to provide some relief to property owners recognizing that some property

owners are currently paying on an LID that was for past street improvements and that a sidewalk is already in place.

The following recommendations were made based on comments from the Planning Commission, information gathered from business and building owners in the area, and information on valuations of recent tenant improvements. The objective of the Planning Commission was to set thresholds low in anticipation improvements would occur sooner rather than later. One situation that the Planning Commission sought to avoid was the conversion of single-family houses to commercial uses rather than being completely redeveloped. There are also two tiers of types of development that will trigger certain requirements. Tier I improvements require dedications of easements but not construction of improvements. Tier II requires the dedication and construction. In no case do these requirements apply to building permits for the maintenance, aesthetics improvements, replacement of mechanical equipment or repair of property.

**Table 3.0 Thresholds for Required Improvements**

<b>Tier I (Minor New Construction)</b>	<b>Requirements</b>
<ul style="list-style-type: none"> <li>• Change of use per uniform building code</li> <li>• Building permit</li> <li>• Land Use Permits (subdivisions, lot line adjustments, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Dedication of additional 5 feet for sidewalk</li> <li>• Dedication of cross-access corridor easements and combined driveways</li> <li>• Dedication of access easements for interim use by adjacent businesses</li> </ul>
<b>Tier II (Major New Construction)</b>	<b>Requirements</b>
<ul style="list-style-type: none"> <li>• New construction or remodel in any 12 month period that exceeds 10% of the assessed improvement value of the structure, or increases the total building area by 2,000 square feet, whichever is less.</li> <li>• New construction or development on vacant land</li> <li>• The conversion of a single-family residential use to any other use except an addition of an accessory dwelling unit</li> </ul>	<p>All items listed under Tier I plus:</p> <ul style="list-style-type: none"> <li>• Construction of 5 feet of additional sidewalk</li> <li>• Payment for a proportionate share of combined driveways</li> <li>• Construction of combined driveways (if required)</li> <li>• Construction and/or dedication of parking in the rear of the property (if feasible)</li> <li>• Installation of street lights and street trees</li> </ul>

**Private Organizations**

Many business centers and neighborhood projects have been successfully implemented through joint community action. Business and community members can formally link themselves to an organization that is constituted for the express purpose of encouraging and sponsoring a community project. Trusts and non-profit corporations can hold land so that development can be controlled; operate as non-profit firms; and raise funds through grants and other activities. Specific projects can be undertaken through a non-profit organization rather than relying solely on government action.

The City is currently partnered with the Sumner Promotions Association to provide flower baskets in the Downtown, this could continue along East Main Street.

**Capital Facilities Plan**

The majority of the improvements will be funded through requirements on new development. Table 4.0 shows estimated cost breakdown by phases and preliminary timelines.

**Table 4.0 Estimated Costs and Timelines**

<b>All Phases: Development Dependent</b>			
<b>Projects</b>	<b>Cost</b>	<b>Primary Resource</b>	<b>Secondary Resource</b>
Combined Driveway Construction	\$40,000 x 3	Developer/property owner	City Funds
Downtown design elements		Developer/property owner	City Funds
Tree grates	\$1,200 ea. spaced 30' on center	Developer/property owner	City Funds
Street trees	\$1,000 ea. spaced 30' on center	Developer/property owner	City Funds
Street lights	\$6,000 ea. spaced 75' on center	Developer/property owner	City Funds
Additional 5 ft. of sidewalk	\$15-25/linear ft.	Developer/Property owner	City Funds/TIB Grant
Joint Parking Lots and Access	No estimate provided	Developer/property owner	City Funds
<b>Phase I (2006-2004)</b>			
<b>Projects</b>	<b>Cost</b>	<b>Primary Resource</b>	<b>Secondary Resource</b>
Signal Light at Parker Road <sup>1</sup>	\$350,000	City street fund	Developer/property owner with traffic mitigation fees
Mid-block cross walk	\$21,000	City street fund	
<b>Phase II (2004-2007)</b>			
<b>Projects</b>	<b>Cost</b>	<b>Primary Resource</b>	<b>Secondary Resource</b>
Extending Sidewalks to 160 <sup>th</sup> Avenue, 44 <sup>-ft.</sup> street, sidewalks, curbs, drainage both sides <sup>2</sup>	\$225,000	LID	City street fund and TIB Grant
<b>Phase III (2007-2017)</b>			
<b>Projects</b>	<b>Cost</b>	<b>Primary Resource</b>	<b>Secondary Resource</b>
Stoplight at 160 <sup>th</sup> Avenue Reconfiguration	\$1,400,000	City street fund	Developer/property owner traffic mitigation fees

<sup>1</sup> Design for this has already been completed.

<sup>2</sup> This project is also included in the East Sumner Neighborhood Plan, March 14, 2001 and will include improvements to 160<sup>th</sup> Avenue from East Main Street to 64<sup>th</sup> Street East.

The total project, for pedestrian improvements is estimated at \$2.7 million. However, it is important to realize that much of this development will be done by the developer and the City incrementally. At this time the City is not planning on funding or constructing these improvements as an overall comprehensive City project that would build the entire street at one time. The plan is to have new development pay the bulk of this cost.

Table 5.0 shows the estimated cost of improvements for the street frontage including additional sidewalk costs, street trees, tree grates, and lighting. This is for a property with 100 feet of frontage and no driveway on to the street. The total cost is estimated at \$30,600.

**Table 5.0 Typical Cost of Construction and Land for 100 Feet of Street Frontage**

<b>Element</b>	<b>Estimated Cost</b>
Additional 5 ft. of sidewalk	2,500
Street trees	3,000
Tree grates	3,600
Street lights	18,000
Land value	3,500
<b>Total</b>	<b>\$30,600</b>