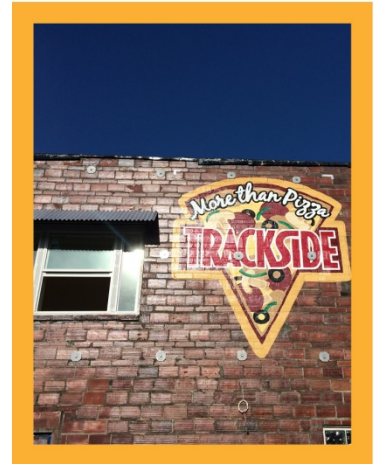
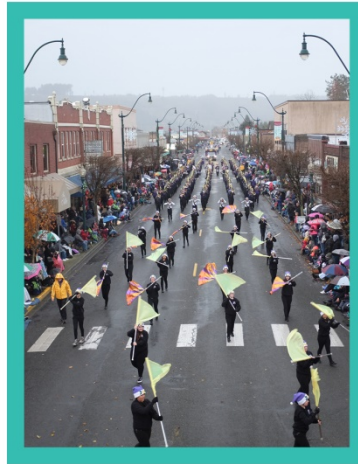




CITY OF
SUMNER
WASHINGTON

TOWN CENTER PLAN 2018



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CONTENTS

Contents.....	i
Tables.....	v
Figures.....	vi
I. Vision, Goals, and Policies.....	2-1
1.1 Introduction.....	2-1
1.2 Purpose.....	2-1
1.3 Summary of Planning Process	2-2
1.3.1 Studies	2-2
1.3.2 Forums	2-3
1.4 Projects and Actions.....	2-4
1.5 October 2017—Public Workshop	2-10
1.6 February 2018—Open House.....	2-10
1.7 Development Community Interviews	2-11
1.8 Town Center Plan Vision, Goals, and Policies.....	2-13
1.9 Town Center Vision	2-14
1.10 Goals and Policies.....	2-14
2 Planning Area Conditions.....	2-1
2.1 Town Center Planning Boundaries	2-1
2.2 Demographics	2-1
2.3 Existing Land Uses	2-2
3 Housing.....	3-1
3.1 Housing Types and Densities.....	3-1
3.2 Design Standards.....	3-1
3.3 Market Preferences	3-2

4	Land Use Plans	4-1
4.1	Current Comprehensive Land Use Plan and Zoning Map.....	4-1
4.2	Capacity of Proposed Zoning for Added Dwellings.....	4-3
4.3	Growth and Development Concept and Placemaking.....	4-4
4.4	Proposed Comprehensive Plan and Zoning Amendments—Form Based Code.....	4-5
4.5	Form Based Code.....	4-5
4.6	Districts.....	4-5
4.7	Lot Types.....	4-8
4.8	Public Realm.....	4-1
4.9	Activity Nodes and Public Spaces.....	4-3
4.10	Aesthetics: Height and Scale.....	4-3
4.10.1	Views.....	4-3
4.10.2	Shading Conditions.....	4-3
4.10.3	Transition Areas.....	4-3
4.10.4	Height Comparisons.....	4-4
4.10.5	Character and Design.....	4-4
4.11	Nonconforming Land Uses.....	4-7
4.12	Sessler Property-1504 Fryar Avenue.....	4-7
5	Cultural Resources	5-1
6	Natural Areas	6-1
7	Parks and Recreation	7-1
7.1	Parks and Recreation.....	7-1
7.2	Knoblauch Heritage Park.....	7-1
7.3	Rhubarb Alley.....	7-2
7.4	Trackside Alley.....	7-2
7.5	Ryan House.....	7-2
7.6	Riverside Park.....	7-2
7.7	Future Parks and Connections.....	7-2

7.8 Trails	7-3
8 Transportation/Circulation.....	8-4
8.1 Street Design.....	8-4
8.2 Arterial Streets	8-4
8.3 Collector Streets	8-5
8.4 Local Streets.....	8-7
8.5 West Main Street One-way.....	8-8
8.6 Streets.....	8-8
8.7 Planned Improvements.....	8-9
8.8 Traffic Volumes	8-10
8.9 Traffic Operations	8-10
8.10 Potential Other Improvements.....	8-11
8.11 Transit and Rail Service.....	8-14
8.12 Commuter Rail.....	8-14
8.13 Bus Service.....	8-14
8.14 Beyond the Borders Connector.....	8-15
8.15 Non-Motorized Transportation.....	8-15
8.16 Parking.....	8-16
8.17 Future Parking Demands.....	8-16
8.18 Trolley System	8-20
9 Public Utilities	9-1
9.1 Water.....	9-1
9.2 Sanitary Sewer.....	9-1
9.3 Stormwater.....	9-1
10 Private Utilities	10-1
10.1 Telecommunications	10-1
10.2 Gas and Electric.....	10-1
11 Implementation.....	11-1

11.1 Implementation Steps	11-1
11.2 Planned Action Ordinance	11-1
11.3 Shoreline Master Program	11-1
12 References	12-1
13 Appendices	13-1

TABLES

Table 1. Projects and Actions	2-6
Table 2. Town Center Planning Area Demographics	2-2
Table 3. Existing Land Uses and Acres	2-3
Table 4. Housing Types and Densities	3-4
Table 5. Zoning Districts and Acres	4-2
Table 6. Opportunity Sites Acres and Assumed Housing Densities.....	4-3
Table 7. Housing and Employment Capacity Assumptions.....	4-4
Table 8. Town Center Area Districts	4-6
Table 9. Lot Types	4-1
Table 10. Public Realm Elements.....	4-1
Table 11. Public Realm Examples	4-2
Table 12. Town Center Housing and Employment Assumptions	8-10
Table 13. Future (2035) Weekday PM Peak Hour Intersection Levels of Service Summary	8-11
Table 14. Parking Ratios in Other Cities	8-17

FIGURES

Figure 1. Street View –Main Street at Kincaid Avenue Looking East (4 stories)	4-4
Figure 2. Example Mixed Commercial and Residential Possibilities on Red Apple Block along Maple Street and Alder Avenue.....	4-5
Figure 3. Example Residential on Thompson Street and Kincaid Avenue.....	4-5
Figure 4. Example Potential Commercial and Residential Development on State Street and Traffic Avenue	4-6
Figure 5. Example of Woonerf on West Main Street with Mix of Commercial and Residential	4-6
Figure 6. Arterial Street.....	8-5
Figure 7. Collector Street With Parallel Parking.....	8-6
Figure 8. Collector Street With Angled Parking.....	8-6
Figure 9. Local Street.....	8-7
Figure 10. West Main Street One-way	8-8
Figure 11. Vicinity and Aerial Map.....	13-2
Figure 12. Parcels and Buildings Map.....	13-2
Figure 13. Existing Land Use Map.....	13-2
Figure 14. Buildout Analysis Map	13-2
Figure 15. Existing Zoning Map.....	13-2
Figure 16. Alternative 1 Map.....	13-2
Figure 17. Critical Areas Map.....	13-2
Figure 18. Transportation and Circulation Map.....	13-2
Figure 19. Street Type Map	13-2
Figure 20. Historical Status Map.....	13-2

I. Vision, Goals, and Policies

I.1 Introduction

The Sumner Town Center Plan presents the vision and strategies for Sumner’s 197-acre Town Center. The Town Center Planning Area includes Main Street, west Sumner and the Sounder Station vicinity and intends to reinforce and strengthen the Sumner Downtown as a fully functional “everyday” downtown maintaining its classic small town character. The Sumner Town Center Plan identifies the planning and public process, and summarizes and consolidates the various studies developed for the Town Center in one place. This Sumner Town Center Plan is a subarea plan that supports the Sumner Comprehensive Plan. Development and design is regulated through a form-based code adopted into the Zoning Code.

I.2 Purpose

The Town Center is located near the convergence of two freeways, two rail lines, and two rivers (See Figures 16 and 17, Vicinity and Aerial Map, and Parcels and Buildings). The historic downtown, centered on Main Street, continues to be a focal point of the community with its concentration of businesses and civic uses, and by virtue of its character and history. In 2000 the City and Sound Transit re-established a rail station on the original 1883 train site, south of Main Street along the Burlington Northern Santa Fe Line (BNSF). The boardings at the Sounder rail station have far surpassed the original planning estimates, with over 1,500 occurring per day, rather than the 300 per day forecasted.

In order to build upon the success of Sound Transit, and to support businesses in the downtown, the City has engaged in a Town Center planning process in the early 2000s and amended the Comprehensive Plan, and adopted new design and development regulations specific to the plan area. Over the preceding 13 years little development has occurred as envisioned.

The Town Center Plan is being updated in 2018 with similar goals to the original Plan, which is to encourage development that not only provides housing near transit options, but also provides additional residents to further enhance Downtown in accordance with the community vision:

- Sumner, a city of excellence reinforcing its role as classic, small town Americana that goes beyond nostalgia, and

- Sumner, a community that retains/strengthens a fully functional, “everyday” downtown.
- Sumner, a community that provides housing for all life stages and recognizes the value of a transit station for convenience of residents.

The Town Center Plan will be a roadmap to revitalizing downtown as a vibrant gathering place, a stable commercial core, and a neighborhood providing a variety of housing options for Millennials, small families, empty nesters, and other households to live in proximity to the rail station and Downtown businesses.

I.3 Summary of Planning Process

The Sumner Comprehensive Plan identifies the need to have a revitalized Downtown as commercial and cultural center supported by residential development and served by multiple transportation modes. The City implements its Comprehensive Plan goals and policies, by its allocation of resources, such as the partnership in the Sounder Train station, and by the formulation of strategies, programs, civic investment such as in roads, parks and infrastructure. With changing conditions, including greater than anticipated Sounder ridership, changes in parking demand and patterns, diversification of housing markets and needs, and Downtown economic vitality cycles, the City is revisiting its goals and programs for the Downtown. Recently, the City conducted the following studies and forums:

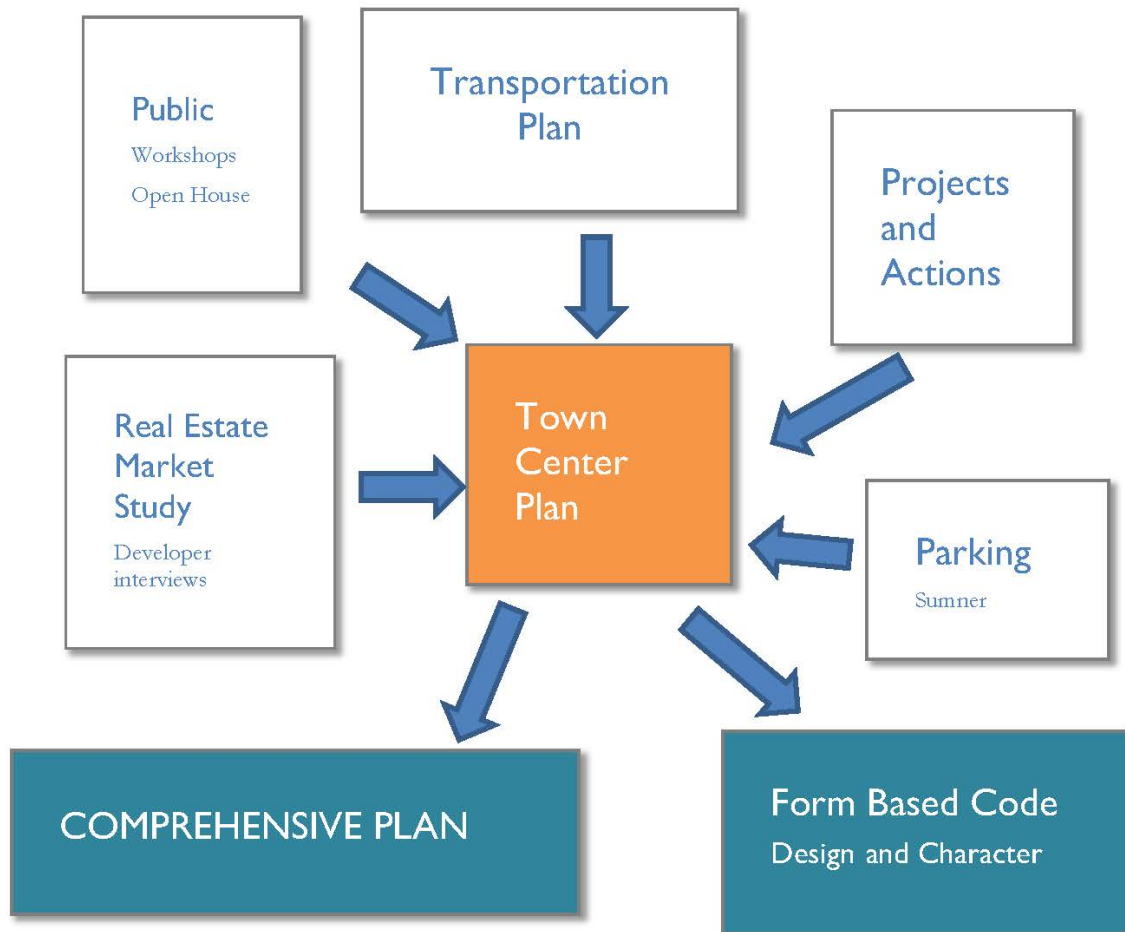
I.3.1 Studies

- **Real Estate and Retail Market Study:** EcoNorthwest, September 2018. Prepared to analyze the potential for multi-family mid-rise urban style development and potential on specific opportunity sites.
- **2015 Supplemental Environmental Impact Statement:** BERK Consulting. September 2018. This document was scoped to address topics pertinent to this project including aesthetics and transportation analysis.
- **Planned Action Ordinance (PAO):** BERK Consulting. September 2018. A PAO is important to the overall desire to facilitate development in the Town Center Plan Area.
- **Sumner Town Center Subarea Plan Update Transportation Study:** Transpo Group. July 2018. An analysis of the transportation impacts associated with increased housing and vehicle trips within the Plan area.

I.3.2 Forums

- **Updated Town Center Plan Vision, August 2017.** Planning staff lead a bus tour with the Mayor, City Council, Planning Commission, and Design Commission and key staff members to Issaquah Highlands and Auburn to experience greater heights and densities that could be possible in Sumner and obtain needed feedback.
- **Town Center Plan Kick Off Meeting, October 5, 2017.** This public forum presented visual preferences on different multi-family styles and types, streetscapes, and single-family developments. Participants included citizens and business owners who gathered in small groups and focused on different topics including Business Growth and Economics, Housing Development, Parks and Open Space and Transportation. Input received included visual preference voting and colored maps from the attendants on future development character and height.
- **Town Center Plan Alternatives Open House, February 15, 2018.** In this public forum there were three alternatives illustrating different land use and height options. There was opportunity for open discussion at each board with planning staff seeking public feedback and comments. The comments and recommendations helped shape the preferred alternative map for the Town Center Plan.
- **Development Community Interviews, August 2018.** As a component of public outreach plan City staff met with members of the development community including developers, real estate brokers, architects, and civil engineers regarding the proposed Town Center Plan and received comments and direction on the real estate market, incentives, and parking options.

Each of the studies and forums has contributed to this Town Center Plan update and are discussed in greater detail below. The Town Center Plan in turn will guide some refinements of the Comprehensive Plan, and serve as a master plan that supports the Comprehensive Plan. The diagram below shows the relationship of the studies/forum to this Town Center Plan and to the Comprehensive Plan.



I.4 Projects and Actions

The connection of the Sumner Community to the Sounder Train Station and the connection of Sumner as a whole to the region led to several planning studies starting in 2001, addressing land use/market conditions, parking, and other functional concerns in the Sumner Downtown. The City of Sumner City Council desired a visionary and transit-oriented plan to bring residents to Sumner. Therefore, the Town Center planning process was revisited with both a broader vision and more detailed strategies captured in the *December 2002 Sumner, Washington Town Center Strategy, Phase I* report.

The *December 2002 Sumner, Washington Town Center Strategy, Phase I* report reinforced and articulated a vision for Sumner as a classic small town that retains and strengthens its center as a fully

functional and an “everyday” downtown. The Town Center Strategy recommended eight strategic components to develop a successful Town Center that are still relevant in 2018:

- Make a Great Plan
- Many, Many Projects and Actions
- Many, Many Stakeholders
- Committed Ongoing City and Private Sector Leadership
- Performance Standards
- Communication and Marketing
- Supportive Government
- Ongoing Review

The Town Center Strategy report elaborated upon the first two strategic components – “making a great plan” and having “many, many projects and actions.”

A “great plan”, according to the authors:

- Establishes the desire to create a plan that will succeed and promote three pronged growth (economic, sustainable, livable);
- Goes far beyond patching problems with quick-fix solutions or reacting to specific issues;
- Presents a strong-enough vision to motivate and enliven people to take action; and
- Addresses long-term possibilities regardless of short-term constraints.
- Allows for flexibility to promote development, but doesn’t lose the vision of the plan.
- “Many, many projects and actions” refers to maintaining a variety and number of projects and actions, which may include infrastructure improvements, housing, open space, cultural facilities, community music and art festivals, local lending pools for revitalization, plans/regulations, and other categories, to implement the “great plan” rather than a single big project that would “save the day.” The target number of projects and actions was suggested at 25 to help assure “forward momentum.”

A recommended list of projects and actions was provided in the Town Center Strategy report. The City responded to the report by preparing a “Jump Start Matrix” of projects, responsible parties, and priorities to provide momentum for the “many, many projects and actions” strategy.

- For the 2018 Town Center Plan Update the original “Jump Start Matrix” has been updated and modified to remove projects and actions that have been completed and add new ones and are listed in 0.

Table I. Projects and Actions

Projects and Actions	Project Number and Description	Priority
1. Identify, encourage and implement between 5 and 6 housing projects over the next 10 years, totaling between 500 and 1,000 dwelling units.	H1: Increase housing stock by 500 to 1,000 units by the year 2035.	High
2. Redevelop Red Apple Market Site	E1: During/after remediation, market site to potential developers as anchor for extending “Downtown” to Maple Street. H1: Increase housing stock by 500 to 1,000 units by the year 2035.	High
3. Acquire the balance of the Heritage Park block to use the entire triangle for public open space.	I1: Expand Heritage Park – acquire remainder of the block for Park expansion.	Low
4. Continue support of merchant association.	E2: Continue working with Sumner Downtown Promotion Association for health/diversity of businesses, events and brand.	Low
5. Reinforce the commercial core on Main Street with development at Main Street and Wood Avenue as a gateway into Downtown.	I2: Fix up Wood/Main intersection (transportation improvement).	High
6. Maintain public parking behind Main Street including street and business access.	I3: Maintain and improve public parking behind businesses – landscaping, lighting, and signage.	Medium
7. Pursue restaurants, and active retail businesses to open adjacent to public open space.	E3: Recruit businesses to downtown. E4: Recruit small grocery operators for Town Center.	High

Projects and Actions	Project Number and Description	Priority
8. Work with current/incoming retail to expand downtown to include evening options.	E3: Recruit businesses in the downtown.	High
9. Create opportunities for development of higher density housing in West Sumner.	H3: Create higher density in West Sumner with form based code and design standards.	High
10. Create visual terminus at the end of a street corridor.	I4: This could be a public or private investment in art, architecture or open space feature.	Medium
11. Add more, smaller green spaces as well as more “hardscaped” plazas as development and redevelopment occurs.	I5: Identify and create downtown public gathering spaces.	Low
12. The City should encourage public or private “third places” – gathering places unrelated to home or work.	E3: Recruit businesses in the downtown.	
13. Improve connections to the Sumner Links Trail and River with access points and overlooks leading to a trail.	I6: Develop the Sumner Links Trail north of Bridge Street Bridge along the River.	Medium
14. Partner with the Sumner Library to sell the current library site and redevelop the site for housing or mixed use.	I7: Relocate library to East Main Street. H1: Increase housing stock by 500 to 1,000 units by the year 2035	High
15. Consider reducing/removing impact fees and alternative incentives for desired development.	H3: Create incentives for higher density housing in the Town Center area.	Medium

Projects and Actions	Project Number and Description	Priority
16. Adopt a new regulatory approach to create a transit and pedestrian supportive environment and mixed uses (new zoning district, Form-Based Codes, building heights, etc.).	E5: Review permits processes and design and development regulations for impediments to development. E6: Create a Form-Based Code to establish development regulations that will implement the vision of the Town Center Plan.	High
17. Plan for the eventual redevelopment of the auto dealerships on Traffic Avenue.	H2: Continue communication and partnership for Sunset Chevrolet's continued success in Sumner as the area develops and changes.	Low
18. Acquire key parcels for public park and gathering places consistent with the Parks and Trail Plan.	I8: Acquire private lots for public use.	Low
19. As increase density along Fryar/W. Main, require developers to reconnect community with access/gathering points along White River.	H1: Increase housing stock by 500 to 1,000 units by the year 2035.	Medium
20. Improve and maintain the Ryan House as a community asset and public use.	I9: Make improvements to the Ryan House.	High
21. Other ongoing projects and actions.	I10: Construct downtown amenities.	High
	I11: Revise Heritage Park Fountain.	Low
	E7: Change the sign on the Freeway to add Sumner (currently says East Main/Traffic Avenue).	High
	I12: Review and update street tree planting and management plan for historic downtown.	Medium

Projects and Actions	Project Number and Description	Priority
	E8: Continued partnerships and efforts for successful tourism industry to Sumner and region.	Medium
	E9: Expand holiday lighting.	Medium
	E10: Complete the SEPA/GMA Planned Action.	
	E11: Finalize Downtown Sound System and expand as needed as Town Center Plan develops	High
	E12: Encourage a mix of retail services in Town Center to keep attractive destination for visitors and locals residents.	Medium
	E13: Encourage rehabilitation of downtown historic buildings by finding creative solutions for addressing fire and building codes.	Medium
	E14: Appoint members to the Historic Preservation Commission and inform downtown building owners of the benefits of a historic designation.	Medium

Notes: H = Housing; I= Infrastructure; E = Economic Development

I.5 October 2017—Public Workshop

Following preliminary work by staff examining alternatives and housing options, the City held a public forum on October 5, 2017 – Town Center Plan Kickoff Meeting. Participants included citizens and business owners. This public forum presented visual preferences on different multi-family styles and types, streetscapes, and single-family developments. More than 200 attendees provided input on Business Growth and Economics, Housing Development, Parks and Open Space and Transportation. Input received is summarized as follows:

- **Visual Preference Survey:** A series of illustrations were provided showing various housing types, scales, and heights including mixed-use formats and stand-alone multi-family structures. High vote counts tended toward buildings that would fit the character of the historic downtown and utilized brick facades and traditional architecture. Mixed use structures also received very positive response from those attending.
- **Map Coloring Exercise:** Blank maps of the Town Center Plan area were provided with a legend indicating building heights at 2-3 stories, 4-5 stories, and 5-6 stories. In total 24 maps were completed and indicated that those participating could envision increased height in the downtown, particularly close to the Sounder station and along Traffic and Fryar Avenues and further west of Traffic Avenue. The results from this exercise gave clear direction to staff to pursue alternatives that include increasing heights from the current 3-4 story limit to 5-6 stories in areas where it was appropriate.
- **Transportation:** Parking and transportation, such as transit, was often brought forward in conversations and comments received from the public. There were concerns that new development would exacerbate the current parking situation in the downtown. Seniors also expressed a need to have more options for transit.
- **Needed Commercial Uses:** More restaurants with a variety of offerings were also requested.
- **Senior Housing:** A number of senior citizens attended the event and were concerned about the lack of affordable housing in the community for seniors. They requested that the plan consider incentives for affordable senior housing.

I.6 February 2018—Open House

The February 15, 2018 Open House was a chance for the public to come and see various alternatives that were prepared based on the public input in October 2017, and staff research and refinements. Staff facilitated small group presentations to explain the two alternatives being

presented, the rationale behind them and how they differed. Boards were also presented showing renderings of street views from various prominent intersections to provide a feel for how the area would look if redeveloped with taller buildings.

- **Attendees:** Thirty-three people attended the Open House and offered comments and input on the plan alternatives. Of the people attending 24 lived in Sumner, 6 worked in Sumner, and 5 were business owners. When asked in a survey where they plan to be in 10 years 15 said they'd be living in Sumner and owning a house, 2 said they would be in multi-family senior housing, 3 said somewhere else, and 9 were not sure.
- **Alternatives:** The voting between Alternatives 1 and 2 were split evenly with 12 votes for Alternative 1 and 13 for Alternative 2.
- **Comment Sheets:** There was a wide range of comments (See Appendix C for completed listing) summarized as follows:
 - ◆ Concern about loss of small town feel, safety and security
 - ◆ Concerns about the potential transient nature of tenants
 - ◆ Transition areas between single-family residential should have lower heights
 - ◆ Take advantage of views of the river
 - ◆ Density and growth around transit is a good idea
 - ◆ Continue to attract younger crowd
 - ◆ Take development slow and re-evaluate often
 - ◆ Provide incentives such as reduced parking and reduced fees to encourage development
 - ◆ Concerns about traffic and school impacts
 - ◆ Prefer townhomes and condos at a smaller scale, 5-6 stories is too much
 - ◆ Care that not too much commercial is built and left vacant

I.7 Development Community Interviews

The number one priority of the Town Center Plan is to promote housing in the downtown with a goal of creating between 500 and 1,000 units by 2035. To achieve these numbers and to create the character and streetscape desired in a traditional downtown requires a “form” of construction that utilizes understory parking. This type of "mid-rise urban" development is expensive and potentially challenging in the Sumner market. To help identify housing

opportunities and approaches in the Town Center, the City interviewed a range of experts in planning, development, architecture, and engineering. Participants included:

- Jerome O’Leary, Real Estate Broker—Kidder Mathews Commercial Real Estate
- Paul Green, P.E., Civil Engineer—Azure Green Consultants
- Bruce McKean, AIA, Principal—Helix Design Group (architects)
- Curt Gimmestad, Director of Operations—Absher Construction, Inc.
- Matt Smith, President—Rush Companies
- Chris DeWald, Vice President of Development—Rush Companies

Key points from the interviews were as follows:

- Sumner is an emerging market and developers agreed that Sumner should be looking to the future for increased transit-oriented housing given the high cost of housing in Seattle and changing mindset around the reliance and use of the automobile.
- Parking and Transportation:
 - Parking ratios for multi-family needed to be on the order of a minimum of 1 parking space per multi-family unit with no maximum. Allow visitor parking to occur on the street.
 - Office and commercial parking will need to remain at current parking ratios and to provide parking for customers and employees.
 - There should not be a maximum cap on parking, especially for commercial and office spaces.
 - The City should plan to budget for a parking study every 5 years and adjust as needed.
 - A city transit option (e.g. “trolley”) that would serve the Town Center and provide access to the east side of the City and such amenities as grocery stores and the YMCA would be very beneficial to residents in this area.
- Height/Housing Densities:
 - Mid-rise Urban residential is on the increase. (mid-rise urban is typically a style of housing less than 7 stories in height and has ground floor structured parking with housing units constructed over the parking)
 - Rent rates will need to continue to rise in order to meet the \$2.25-\$2.50 threshold for profitability.

- Land Use and Form Based Code:
 - Advised against requiring commercial on the ground floor, but allow developer flexibility.
 - Form-based code was seen as providing additional flexibility if the housing densities and other aspects of the use within the structure were not regulated.
- Incentives for Developers:
 - Flexibility in zoning requirements was seen as a positive.
 - The adoption of a Planned Action Ordinance, essentially completing environmental review at the planning stage and not requiring it at the individual project development level would save time and reduce risk for the developer.
 - The City should pursue a change in state law that would allow the City to adopt the multi-family tax exemption program. Multi-family development within the Town Center would be exempt from property taxes for 8-12 years depending on if it was market rate or affordable housing.
 - Reduce traffic impact fees and other fees when possible. Retain or extend the traffic impact fee reduction in the Town Center Plan area.
- Concerns and Questions:
 - Concerns about a high ground water table that would make subgrade parking more expensive.
 - Questions about infrastructure capacities such as sewer, water, and stormwater.
 - Traffic and congestion and what the City was doing to help with these issues.

The Land Use and Housing and Implementation Strategies sections of this Town Center Plan incorporate these and other recommendations. A full summary of the interviews is located in Appendix D.

I.8 Town Center Plan Vision, Goals, and Policies

This section distills the various study and forum recommendations into the Town Center Plan Vision, Goals, and Policies. These will be incorporated into the Comprehensive Plan and can be used as guiding principles as new developments or capital improvements are proposed. These

goals and policies should be evaluated periodically. The City will be the primary agency responsible for implementation, but based on a public/private partnership with stakeholders.

I.9 Town Center Vision

The past, present, and future vision for the Town Center is:

- Sumner, a city of excellence reinforcing its role as classic, small town Americana that goes beyond nostalgia, and
- Sumner, a community that retains/strengthens a fully functional, full life cycle, “everyday” downtown.
- Sumner, a community that provides housing for all life stages and recognizes the value of a transit station for convenience of residents.

I.10 Goals and Policies

This section is intended to highlight policy concepts that would further the vision for the Town Center. The goals and policies of this section consist of existing and proposed Comprehensive Plan goals, policies, and objectives. The nature of the text as “existing” or “proposed” and their existing or desired location in the Comprehensive Plan is indicated in parentheses at the end of each policy.

Goal TC-1	Make Downtown a vibrant activity area.
Policy TC 1.1	Plan for the downtown as town center and the community core encouraging a combination of commercial, civic, cultural, recreational, and residential uses. (Existing, Community Character Element 3.1)
Policy TC 1.2	Recruit restaurants, cafés, bookstores <u>microbreweries</u> , public facilities and other similar uses, which serve as gathering spots within the community and encourage evening activity in commercial areas. (Proposed, amending Economic Development Element, Policy 1.10)
Policy TC 1.3	The City should, in partnership with the Sumner Downtown <u>Promotions</u> Association, actively recruit and promote pedestrian-oriented retail, service, and mixed uses. Uses that require outdoor storage, provide offsite services, or have little walk-in trade as primary parts of their businesses should be oriented to secondary locations in Downtown away from Main Street and Alder Avenue

- and designated Activity Centers. (Proposed, amending Community Character Element Policy 3.7)
- Policy TC 1.4 Allow and encourage activities catering to a range of ages, interests, ethnicities, and other diverse attributes. (Existing, Community Character Element, Policy 3.8)
- Policy TC 1.5 Through the use of form-based code, street and design standards, promote pedestrian and bicycle friendly streets with trees and other amenities that enhance the streetscape. (Proposed, amending Community Character Element Policy 2.4)
- Policy TC 1.6 Encourage more housing in and near Downtown to strengthen Downtown businesses, take advantage of the commuter train, offer a range of housing in the community, and provide an active, social character. (Existing, Community Character Element, Policy 3.9)
- Policy TC 1.7 Allow dining and other retail activities in the right-of-way where adequate public sidewalk widths are found and explore the potential for seating space in the form of “parklets” in the right-of-way and in alleys where appropriate. (Proposed, amending Community Character Element, Policy 3.10)
- Policy TC 1.8 Through the Comprehensive Plan and Zoning Code and form based code, ensure a central role of the historic central business district, and limit competitive uses as appropriate. (Proposed, amending Community Character Element Policy 3.4)
- Goal TC 2 Encourage businesses and activities relevant to everyday lives.**
- Policy TC 2.1 Promote businesses that meet the daily needs of residents – markets, dry cleaners, laundromats, eateries, pharmacies, banks, pet stores, beauty salons/barbershops, etc. (Existing, Economic Development Element, Policy 5.14)
- Policy TC 2.2 Adopt incentives and actively seek out and recruit developers to construct ~~Encourage more~~ housing in and near Downtown to strengthen Downtown businesses that will in turn offer goods and services for residents. (Proposed, amending Economic Development Element Policy 5.5)
- Policy TC 2.3 Encourage more mixed commercial/service/housing uses in the Town Center, such as along Traffic and Fryar Avenues. ~~Reduce~~ Discourage light industrial zoning in the Town Center in favor of

- mixed-use zoning unless there is an educational or artist component.
(Proposed, amending Economic Development Element, Policy 5.15)
- Policy TC 2.4 Give downtown locations highest priority when siting city and government facilities such as libraries and administration offices, which have significant employment or destination potential.
(Existing, Economic Development Policy 5.4)
- Goal TC 3 Recognize the heart and historic meaning of Downtown.
(Existing, Cultural Resources Sub-Element, Goal 3)**
- Policy TC 3.1 Ensure Downtown’s historic character is retained as new businesses and buildings are established, such as through design standards, ~~landmark~~ historic preservation ordinances, or other means.
(Proposed, amending Historic and Cultural Resources Sub-Element, Policy 3.1)
- Policy TC 3.2 Enliven and refresh Downtown by allowing adaptive reuse of buildings and new construction that respects the historic district character. (Proposed, amending Historic and Cultural Resources Sub-Element, Policy 3.2)
- Policy TC 3.3 Improve the Ryan House and public access to the museum and consider other public uses such as converting to a visitor center.
(Proposed, amending Historic and Cultural Resources Sub-Element, Policy 3.3)
- Policy TC 3.4 Partner with the Sumner Historic Society and other to ~~Provide~~ provide access to historic documentation ~~to~~ for land owners, citizens, and others. (Proposed, amending Historic and Cultural Resources Sub-Element, Policy 3.4)
- Policy TC 3.5 ~~Develop~~ Update a walking tours that highlight public art, architecture, history, trees, and other icons of the historic downtown. (Proposed, amending Historic and Cultural Resources Sub-Element, Policy 3.5)
- Goal TC 4 Retain and grow businesses for success and avoid vacancies.**
- Policy TC 4.1 Invest adequate resources in ways which strengthen downtown. Whenever possible, these monies shall be used to leverage additional dollars from public and private sources for improvements. (Existing, Economic Development Element, Policy 5.1)
- Objective 4.1.1 Partnering with the Puyallup/Sumner Chamber of Commerce and Small Business Association to ~~Work-work~~ with local lenders to

- secure sources of capital for existing businesses' building improvements and/or business expansion. (Proposed, amending Economic Development Element, Policy 5.1.1)
- Objective 4.1.2 Assist with business expansions and new establishments such as through pre-application review and permit fast track for businesses that are proven catalysts for economic growth. (Existing, Economic Development Element, Policy 5.1.2)
- Policy TC 4.2 ~~Create a Market~~ strategy to and attract new business compatible with long-range plan and zoning intents, and strengthen and increase the variety of commercial shopping and service opportunities for the community. Allocate resources to implement market strategy. (Proposed, amending Economic Development Element, Policy 5.16)
- Policy TC 4.3 Coordinate with Sumner Downtown Promotion Association and Puyallup/Sumner Chamber of Commerce on education, e.g. business management, business promotion ideas, entrepreneurship, etc. (Proposed, amending Economic Development Element, Policy 5.17)
- Policy TC 4.4 Work with building owners to encourage viable uses on the second floors of existing buildings by exploring options in the building and fire codes. (Existing, Economic Development Element, Policy 5.9)
- Policy TC 4.5 Work with downtown stakeholders and the Sumner Downtown Promotions Association to develop and implement a detailed downtown "Main Street"-based revitalization strategy addressing organization, design, economic restructuring and promotion. (Existing, Economic Development Element, Policy 5.10)
- Policy TC 4.6 Create a mixed economy Downtown that provides basic and specialty retail, services, destination attractions, hospitality and entertainment uses. (Proposed, amending Economic Development Element, Policy 5.18)
- Policy TC 4.7 Accommodate mixed use developments with commercial on the ground floor. Require that mixed use buildings within the Town Center and that have the potential for businesses on ground floor install ceiling heights and infrastructure for future conversion of residential to commercial spaces. (Proposed, add as new policy under Economic Development Element, Goal 5)
- Goal TC-5 Create an enjoyable and identifiable Downtown atmosphere.**

- Policy TC 5.1 Provide for community festivals, outdoor markets, performing arts, or other community events for all ages to promote business and activities in the Downtown. (Existing, Community Character Element, Policy 3.11)
- Policy TC 5.2 Ensure Downtown is clean, safe, and convenient. (Existing, Community Character Element, Policy 3.12)
- Policy TC 5.3 Enhance “wayfinding” to and throughout Downtown. Have signs on the State routes, at gateways into Downtown, landmarks, public spaces, public parking and other areas. (Existing, Community Character Element, Policy 3.13)
- Policy TC 5.4 Ensure that adequate off-street parking is provided for multi-family development that is reflective of the transit oriented nature of the Town Center Plan area without requiring expensive construction of parking that exceeds demand. (Proposed, add under the Community Character Element, Goal 3)
- Policy TC 5.5 Every 5 years following adoption of the Town Center Plan conduct a study reviewing parking utilization and parking issues and make policy adjustments as needed. (Proposed, add under the Community Character Element, Goal 3)
- Policy TC 5.6 Improve existing public parking lots with signage, landscaping, lighting, and drainage. (Proposed, amending Community Character Element, Policy 3.14)
- Policy TC 5.7 Continue to provide and fund maintenance of Public Restroom facilities for the historic Downtown Business District. (Proposed, amending Community Character Element, Policy 5.12)
- Policy TC 5.8 Maintain a high quality and attractive appearance. Work with Sumner Downtown Promotion Association to seasonally decorate Downtown with decorations, hanging baskets, lights, etc. (Proposed, amending Community Character Element, Policy 3.16)
- Policy TC 5.9 Prohibit franchise architecture ~~in the Central Business District and the General Commercial zone~~ within the Town Center and regulate design through form-based code and design and development guidelines. (Proposed, amending Community Character Element, Policy 3.17)
- Policy TC 5.10 Discourage, and in some cases prohibit, drive-thru businesses in the Town Center to encourage pedestrian oriented design and uses. (Existing, Community Character Element, Policy 3.18)

- Policy TC 5.11 ~~Create incentives that would expand setbacks from Traffic Avenue for residential~~ Through the use of form-based code require new development properties within the Town Center to provide pedestrian amenities such as landscaping, plazas and fountains and ~~to buffer these areas from the street where appropriate.~~ (Proposed, amending Community Character Element, Policy 3.19)
- Goal TC-6 Promote Housing in the Town Center.**
- Policy TC 6.1 Promote the construction of housing stock in the Town Center by at least ~~350-500-1000~~ dwelling units by ~~2015~~2035. (Proposed, amending Housing Element, Policy 4.1)
- Policy TC 6.2 Encourage land assembly allowing for feasible and attractive housing or mixed housing/commercial developments. Waive permit fees associated with lot consolidation such as lot line adjustments. Facilitate matching compatible owners that can work jointly to consolidate and sell/develop. (Existing, Housing Element, Policy 4.4)
- Policy TC 6.3 Promote and market the redevelopment of key downtown locations such as the ~~car dealerships~~ Library site and the Red Apple market site through partnering with developers, Sound Transit, and other key parties. (Proposed, amending Economic Development Element, 5.11)
- Policy TC 6.4 ~~Examine~~ Adopt greater height limit, 5-6 stories, for development at higher density in West Sumner and west of the White River through the review of existing development patterns and desires of neighborhoods to consider allowing higher densities to promote re-development of the area for transit oriented development. (Proposed, amending Housing Element Policy 4.2)
- Policy TC 6.5 ~~Work with property owners and developers to promote increased housing on strategic properties in the Town Center.~~ Adopt greater height limits, 4-5 stories, east of the BNSF Railroad with a transition area to single-family residential at a maximum of 3 stories as appropriate. (Proposed, removing Housing Element, Policy 4.3)
- Policy TC 6.6 Subject to a form-based code and design review, encourage infill residential development in the Downtown, such as “mixed use buildings” (multifamily units above ground-floor commercial), and “mixed use developments” (combination mixed use buildings and separate residential buildings on the same parcel), in order to allow

- for an active community core. (Proposed, amending Community Character Element, Policy 3.5)
- Policy TC 6.7 The Town Center will contain “transition areas” that will be at reduced height (maximum 3 stories) to create more compatible transition between traditionally single-family residential zones and areas with increased height. (Proposed, add as new policy under Housing Element, Goal 2 replacing Policy 2.7)
- Policy TC 6.9 ~~Update Design and Development Guidelines~~ Adopted a “form-based code” in the Town Center to ensure that the design standards for multi-family and mixed use development are specific enough to create high quality designs ~~and were appropriate that are be~~ compatible with the historic architectural context, and scale of the ~~downtown Main Street~~. (Proposed, amending Community Character Element, Policy 3.20)
- Policy TC 6.10 Provide incentives for developing senior housing in the downtown such as permit fee waivers and reductions, ~~and~~ parking requirement reductions, and multi-family tax exemptions. (Proposed, Housing Element Policy 2.8)
- Policy TC 6.11 Development along Traffic Avenue should be ~~limited to a maximum height of 45 feet in a range of 4-6 stories and be of a mid-rise urban style and provided there is for~~ underbuilding parking. (Proposed, amending the Community Character Element, Policy 3.21)
- Policy TC 6.12 The height in the ~~Historic Subdistrict Central Business District~~ should be 3-4 stories remain at 35 feet to protect and preserve the small town character and scale of Main Street and reduce conflicts with adjacent residential uses. (Proposed, amending the Community Character Element, Policy 3.22)
- Policy TC 6.13 Prohibit garden style apartments in the Town Center that would promote surface parking. (Proposed, add as new policy under Housing Element, Goal 4)
- Policy TC 6.14 In order to promote redevelopment prohibits new single-family residential development and limit expansion. (Proposed, add as new policy under Housing Element, Goal 4)
- Goal TC-7 Provide services and infrastructure to support the Town Center district and Sumner community.**

- Policy TC 7.1 Reduce the parking requirement for multi-family developments within the Town Center to facilitate development that accommodates the transit rider, anticipates lower car ownership in this area because of transit, and changing trends and services related to transit and transportation such as on-demand services and autonomous vehicles. (Proposed, add as new policy under Economic Development Element, Goal 5)
- Policy TC 7.2 Within the Town Center allow for on street visitor parking for multi-family and portions of commercial parking to be counted toward parking capacity for such developments. Smaller retail, restaurants, and other desirable pedestrian oriented businesses should be allowed without an off-street parking requirement provided they agree to not protest the formation of a future local improvement district for the construction of public parking in the Town Center. (Proposed, add as new policy under Economic Development Element, Goal 5)
- Policy TC 7.3 Every 5 years, in conjunction with interested parties, examine needs for downtown parking within the Town Center and develop methods for providing attractive, safe, accessible, effective and well utilized parking within the downtown. Modify and adjust A ~~coordinated~~ on and off-street parking program which serves retailers, other businesses, residents, and major employers downtown shall be implemented based on the 5-year parking study. (Proposed, amending Economic Development, Policy 5.2)
- Objective 7.3.1 Implement short-term, medium-term, and long-term parking strategies in the Downtown Parking Study Recommendations as indicated by the 5-year parking study. (Proposed, amending Economic Development, Objective 5.2.3)
- Objective 7.3.2 Redesign and install new parking lot signs that are strategically placed throughout the downtown area. Ensure designation of short and long-term parking, and enforcement of parking limitations. (Proposed, replacing Economic Development, Objective 5.2.1)
- Objective 7.3.4 Improve safety by creating additional lighting and pedestrian facilities in parking areas. (Existing, Economic Development, Objective 5.2.2)
- Objective 7.3.5 Uses conducive to shared parking, or uses that provide onsite under-building parking should be encouraged. (Existing, Economic Development, Policy 5.2)

Policy TC 7.4	Promote the use of the Sounder commuter train by the entire Sumner community. Provide housing near the train station for households desiring the close transit availability, and provide services and businesses that cater to residents and train commuters. (Existing, Commuter Rail/Regional Transit Sub-Element, Policy 1.6)
Policy TC 7.5	Request that Sound Transit provide additional bicycle lockers at the station to encourage bicycle commuting to the station. Require that any expansions to parking for the station include increased bicycle lockers. (Existing, Commuter Rail/Regional Transit Sub-element, Policy 1.9)
Policy TC 7.6	Enhance circulation in Downtown by implementing the Sumner Transportation Plan. Circulation improvements should enhance auto and non-motorized travel and provide landscaping and gateway features: <ul style="list-style-type: none">• Reconfigure Fryar Avenue to relieve or improve traffic circulation,• Improve Zehnder Street,• Improve the gateway Wood Avenue and Main Street intersection,• Further promote travel modes by commuter rail and bus and explore additional alternative modes;• Complete the nonmotorized trail system along the White/Stuck River. (Proposed, Community Character Element, Policy 7.6)
Policy TC 7.8	<u>Explore the feasibility of a trolley system that would connect the Historic Downtown with eastern areas of the City.</u> (Proposed, add as a new policy under Transportation Element Goal 5)
Policy TC 7.9	Encourage tree planting in the Town Center along sidewalks and in public open spaces. (Existing, Community Character Element, Policy 5.6)
Policy TC 7.10	Expand Heritage Park to a full block. (Existing, Community Character Element, Policy 5.7)
Policy TC 7.11	Acquire and improve small parcels of land for developing parks and open spaces in the Town Center. (Existing, Community Character Element, Policy 5.8)
Policy TC 7.12	Identify locations for regional surface water facilities in areas of anticipated redevelopment in Downtown. Promote the establishment of regional surface water management facilities to support infill development and preclude the need for individual on-

- site ponds and facilities, provide development incentives, encourage efficient use of land, and reduce overall facility maintenance costs. (Existing, Capital Facility Element, Policy 1.7.7)
- Policy TC 7.13 Pursue creative solutions to accommodate parking for development through the creation of local improvement districts and other means. (Proposed, add as new policy under Economic Development Element, Goal 5)
- Policy TC 7.14 In the Town Center structured and in-building or underbuilding parking is preferred over surface parking. Limit the development of surface parking. (Proposed, add as new policy under Economic Development Element, Goal 5)
- Goal TC-8** **Expand the City’s role to be a proactive facilitator of the Town Center.**
- Policy TC-8.1 Maintain and enhance a partnership with many stakeholders Downtown including Sumner Downtown Promotion Association or similar organization, property owners, residents, Sound Transit, and others. (Proposed, amending Economic Development Element, Policy 1.11)
- Policy TC-8.2 Provide and facilitate committed ongoing City and private sector leadership. (Existing Economic Development Element, Policy 1.12)
- Policy TC-8.3 Keep the momentum for Downtown revitalization through implementation of many economic development, infrastructure and housing initiatives identified in the “Projects and Actions” section in the Town Center Plan. Provide for strategies civic investment and an ongoing partnership with stakeholders to implement the various initiatives. (Proposed, add as new policy in the Economic Development Element under Goal 1)
- Policy TC-8.4 Develop and implement a strategic communication and marketing plan. (Existing, Economic Development Element, Policy 1.14)
- Policy TC-8.5 To achieve successful programs and projects, institute public and private performance standards that are flexible, dynamic, and enforceable, but which also provide incentives. (Existing, Economic Development Element, Policy 1.15)
- Policy TC-8.6 Periodically evaluate and review Town Center planning efforts. Adjust implementing methods to changing circumstances while

using the Town Center vision as a continuing guidepost. (Existing, Economic Development Element, Policy 1.16)

Policy TC-8.7

Adopt a Multi-family Tax Exemption allowance per RCW 84.14 that would create substantial incentives for re-development in the Town Center by providing property tax relief for qualified multifamily and affordable housing developments for 8-12 years. (Proposed, a new policy under Housing Element, Goal 4)

The goals and policies will be implemented by a range of plans, programs, and projects identified.

2 Planning Area Conditions

2.1 Town Center Planning Boundaries

The Town Center Planning Boundaries lie within the historic town limits established in Sumner's 1891 incorporation. Containing the historic Downtown center, the Plan Area is largely developed with a denser development pattern east of the BNSF railroad, and a more suburban pattern along Traffic/Fryar Avenue (see Figures 11 and 12).

The boundaries are based upon proximity to the Sounder train station, physical boundaries such as major regional and local roads, and neighborhood character, as well as prior study recommendations. The Plan Area is 197 acres in size.

2.2 Demographics

The Plan Area total population equals 601 persons as of the year 2017 residing in approximately 276 dwellings as shown in Table 2. This represents 6 percent of Sumner's total year 2017 population of 10,093, and is just less 6.7 percent of Sumner's total year 2016 dwellings of 4,125. The Plan Area average household size of 2.36 is smaller than the citywide average of 2.97 according to US Census 2016 data.

The 2016 Census data shows that, all but 21 units in the Plan Area were occupied, and the majority of units were owner-occupied (51.8 percent). This is slightly higher than the citywide ownership rate of 47.0 percent in the year 2016.

Single-family and multi-family breakdowns are unavailable at the Census block level; however, the Pierce County Assessor records indicate approximately 80 multifamily units, which is 22 percent of the units in the Plan Area. A majority of the Plan Area dwellings are single-family at 78 percent. The citywide single-family dwelling percentage is about 53 percent according to US Census 2016 data.

Table 2. Town Center Planning Area Demographics

	Total population: Total	Average household size	Housing units: Total	Occupied housing units: Owner occupied	Occupied housing units: Renter occupied	Total population: Median Age	Total population : Median Household Income
Totals/ Average	601	2.36	276	143	112	37.9	\$63,563

Source: US Census 2017

The Plan Area has a household median income of \$63,563 which is higher than the city as a whole with a median income of \$56,000. The population is fairly homogenous in terms of race and ethnicity with 87 percent of the Plan area population identifying themselves as white in the 2016 Census. Eleven percent of the Plan area population identified themselves as Hispanic or Latino. This is similar to the racial and ethnic makeup of the community as a whole which is 83 percent white. Nine percent of the citywide population identified themselves as Hispanic or Latino.

Median age across Plan Area is 37.9 years and according to 2016 Census data 36.3 years city-wide.

2.3 Existing Land Uses

The Town Center Plan area contains a variety of land uses with concentrations of commercial uses along Main Street and Traffic/Fryar Avenue. Residential dwellings tend to be single family and surround the commercial uses east and west of Traffic Avenue and north and south of Main Street.

The greatest acreage is devoted to single-family residential uses, although commercial and industrial acreage is substantial. Civic uses, which includes City, School District, Federal, Railroad, and Religious properties are scattered in the Plan Area. The amount of land devoted to multifamily uses is relatively small. Figure 13 presents an existing land use map. Table 3-2 summarizes existing land use categories and acres. This information relates to uses “on the ground.” The potential for other uses in the Plan area is governed by the Comprehensive Plan and Zoning regulations (described in Section 4).

Table 3. Existing Land Uses and Acres

Existing Land Use Category	Net Acres	Percent
Civic (public, transportation, and religious properties)	21	14%
Commercial	41	31%
Industrial	4	2%
Multi-Family Residential	5	3%
Single Family Residential	49	37%
Civic	22	16%
Vacant	14	11%
Total	135	100%

Source: City of Sumner GIS, August 2018

Note: Numbers and percentages are rounded. Acres reported are net and include parcel/property area. If considering roads and river area, the total Town Center Plan Area equals 197 gross acres approximately.

3 Housing

Housing creates community character, sense of place, as well as provides for basic shelter. A range of dwellings allows households to meet their varied needs and incomes over lifetimes, such as students, starter families, established families, “empty nesters,” retired persons, etc. Sumner offers a variety of detached, attached, work-live, assisted, and other types of units at appropriate locations in the City. A unique opportunity exists in the Sumner Town Center to provide for greater number of dwellings in proximity to transit and the City’s commercial and industrial employment centers. Greater housing in the Sumner Town Center would help provide more customers for Downtown businesses and result in a more active, lively center. Attracting more housing was the number one priority of the City Council for the Town Center.

PROJECTS AND ACTIONS

H1: Increase housing stock by 500 to 1,000 units by the year 2035.

H2: Continue communication and partnership for Sunset Chevrolet’s continued success in Sumner as area develops and changes.

H3: Create higher density in West Sumner with form based code and design standards.

3.1 Housing Types and Densities

Table 3 shows sample dwelling densities, potential configurations, and sample photos illustrating several housing types, including two units, residential attached, multi-unit with over 5 units, and mixed use with apartments over commercial. Each housing type has different implications for how much land is required, building height, appearance from the street, open space, etc.

3.2 Design Standards

The form based code will indicate which housing types area appropriate for the different districts within the Town Center Plan area. Density will not be specifically regulated, rather the height, setbacks, open space and parking requirements will dictate the size of the building and the development will not limited by density. However, projects with densities that exceed the planned densities analyzed in the Supplemental EIS and covered by the Planned Action Ordinance would likely be required to provide further transportation analysis and potential mitigation.

3.3 Market Preferences

The Plan Area contains vacant, underdeveloped, and redevelopable parcels that could be developed with housing or mixed uses under the proposed zoning. Figure 14 identifies potential development sites.

Phase I Opportunity Sites include:

- **Red Apple Market Site:** This city-owned parcel is 2.01 acres and is mostly surface parking with the exception of about ¼ of the site that is contaminated and undergoing remediation. The southernmost parcels on the block contain office buildings that would have to be demolished for redevelopment. The site could contain 40-112 housing units per acre.
- **Pacific Avenue:** This is a 12.61 acre site that is adjacent to the White River and contains a 200 foot setback from the river. The area would likely develop as residential with little or no commercial components given the lack of streets and visibility. The area would support up to 112 units per acre.
- **Sumner Library Site:** The City of Sumner and the Pierce County Library District are actively seeking to move the Sumner Library from the current location to East Main Street. This would free up about 3 acres of this 5.65 acre site. A 2 acre property is vacant and currently for sale and two parcels further north are low-rise office structures. This site has the potential for up to 112 units per acre.
- **Spinning Avenue Site:** This 5.28 acre area contains approximately 3 acres that is vacant. This is the only large residentially zoned parcel in the West Sumner District and because of that has high potential for redevelopment. To reach the full potential several single-family parcels would have to be purchased and assembled. This site has the potential for 112 units per acre.

Phase II Opportunity Sites are those that require assembling numerous parcels which is inherently expensive and time consuming. Given these impediments, the sites are seen as having more long-term potential after most of the Phase I sites have been developed and would redevelop 10-20 years out.

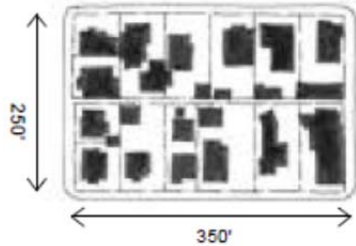

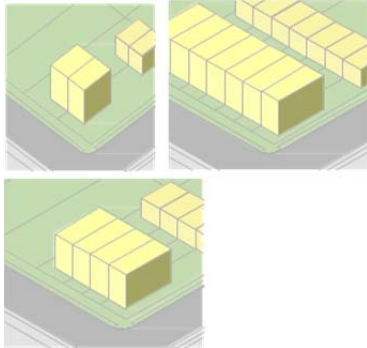

The Phase II Opportunity Sites include:

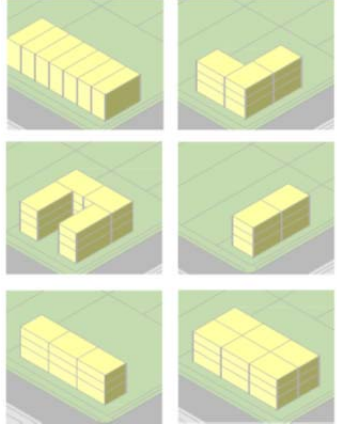
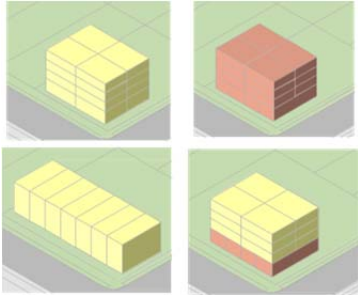

- **Zehnder Street:** The north side of Zehnder Street is zoned M-2, Heavy Industrial and the south side has historically been zoned commercial though the area has seen little redevelopment of the area to commercial save for the converted house on the corner of Fryar and Zehnder and the drive-through coffee stand. This 3.73 acre site could develop in a combination residential and commercial, though truck traffic and noise from industrial activities would have to be mitigated.

- Elizabeth Street: This property is located between West Main Street and Elizabeth Street with Hunt Avenue on the west and Sunset Chevrolet car dealership to the east. The 3.3 acre site would require considerable assemblage of parcels that are currently single family residential and rented with some poorly maintained. The site could contain up to 112 units per acre.
- Cherry Street: This 1.12 acre site is located on a block bordered by Park, Cherry, Kincaid, and Thompson streets and is includes two single-family homes on large lots and 3 church structures. The site would allow up to 40 dwelling units per acre. This site lies at the edge of the Town Center Plan area and there would be a 3 story height limit on buildings fronting Thompson and Kincaid.
- Washington Street: This site is 0.84 acres and bordered on the north by a utility substation and on the south by the Sumner School District Administration Offices. This area would require the purchase and assembly of smaller homes on individual lots. The proposed zoning would allow for up to 4 story buildings.

As proposed the Form Based Code would be necessary to allow for the proposed scale of development and provide certainty that the design, streetscape and sense of place-making is in keeping with Sumner's desired character and additional housing. On any housing opportunity site, a key concern is ensuring compatibility of new housing with the surrounding neighborhood character through thoughtful planning and design.

Table 4. Housing Types and Densities

Housing Type	General Characteristics	Density (du/acre) Typical	Configuration Options	Sample Illustrations
Existing Conditions Typical Residential Block in Downtown Sumner	Primarily small lot single-family with some accessory dwelling units or small multi-plex. Avg. lot size =6000 SF	6-13 du/acre (typical); up to 21 du/acre possible		
Single-unit Attached Townhouse/Rowhouse	2-3 story attached dwelling units, typically grouped in 4-, 6-, or 8-dwelling groups. Front door faces the street with porch or stoop. Unit sizes = 1600-1800sf. 2	16-23 du/acre		

Housing Type	General Characteristics	Density (du/acre) Typical	Configuration Options	Sample Illustrations
	parking stalls-1 garage/1 tandem			
High Density Residential Mid-Rise Urban Apartments	Apartment buildings constructed “podium style” with 4-5 stories over 1-2 stories of parking.	80-112 du/acre		
Mixed Use Mid-rise Urban Over Commercial	Apartment buildings constructed “podium style” with 4-5 stories over 1-2 stories of parking and commercial uses.	80-112 du/acre		

4 Land Use Plans

Land use plans guide private and public development to achieve the City’s housing, economic development, and community character goals. This section describes current and proposed Comprehensive Plan and Zoning classes in the Town Center.

4.1 Current Comprehensive Land Use Plan and Zoning Map

The City of Sumner maintains a zoning map consistent with Comprehensive Plan land use designations. The applicable zones in the current Plan Area (see Figure15), primary and secondary uses, and their extent are summarized on Table 5.

PROJECTS AND ACTIONS

See Housing

E1: During/after remediation, market site to potential developers as anchor for extending “Downtown” to Maple Street.

E6: Create a Form-Based Code to establish development regulations that will implement the vision of the Town Center Plan.

E10: Complete the SEPA/GMA Planned Action.

E12: Encourage a mix of retail services in Town Center to keep attractive destination for visitors and locals

E13: Encourage rehabilitation of downtown historic buildings by finding creative solutions for addressing fire and building codes.

I5: Identify and create downtown public gathering spaces.
residents.

Table 5. Zoning Districts and Acres

Zone	Net Acres	%	Primary Uses	Secondary Uses
Central Business District	19	15%	Commercial	Residential on upper floors or attached side/rear
General Commercial	46	36%	Convenience commercial serving broader market, auto oriented	Residential on upper floors or attached side/rear
Mixed Use Development	17	13%	Commercial and mixed use development with incentives for residential.	Office, hospitals, hotels
High Density Residential	0	0%	High density residential, apartments, townhouses, small multi-plex	Single-family residential
Low Density Residential, 6,000 s.f. lot size minimum	21	17%	Single family residential	Accessory dwellings, small scale multiplexes, public and institutional uses
Medium Density Residential	23	18%	Multifamily residential at moderate densities;	Public and institutional uses
Total	127	100%		

Source: Sumner Municipal Code, Title 18

Note: Numbers and percentages are rounded. Acres reported are net and include parcel/property area. If considering roads and river area, the total Town Center Plan Area equals approximately 197 gross acres.

Most of the current Town Center Planning Area is zoned commercial uses (65%) with the remaining made up of medium density residential (18%) and low-density residential (17%). The Mixed Use District, which would provide both commercial and residential uses, contains 13%. Currently the housing density in the CBD is up to 30 dwelling units per acre (and includes the Red Apple Market site) and up to 40 dwelling units per acre in the Mixed Use Development zone west of Traffic/Fryar Avenue. (See Figure 15) The area in closest walking distance to the Sounder train station are zoned Medium Density Residential with a maximum height of 35 feet and maximum density of 15 dwelling units per acre. The current plan would accommodate up to 300 dwelling units.

4.2 Capacity of Proposed Zoning for Added Dwellings

Nine sites are shown in Figure 14 that are considered Phase I Opportunity Sites and the most likely to develop within the next 5-10 years depending on market conditions. Phase II Opportunity Sites are those sites that require potential lot assemblage and other complications that make them less likely to develop in the next 10 years. Other vacant and redevelopable sites are noted in Figure 14.

Taking into account the proposed housing densities and size of the opportunity sites, it is estimated that the Town Center Plan area could accommodate approximately 2,308 housing units, an increase over the current estimate of 339 housing units. Given that the majority of redevelopment would be housing, assumptions for employment remains similar to the assumptions under the current plan with 460 employees versus 408.

Table 6. Opportunity Sites Acres and Assumed Housing Densities

Property	Acres	PROPOSED Densities Per Acre
Phase 1 Opportunity Sites		
Pacific Avenue	5.6	112
Library	5.65	112
Spinning Ave	5.28	40
Red Apple	2	112
Subtotal	18.53	

Property	Acres	PROPOSED Densities Per Acre
Phase II Opportunity Sites		
Zehnder	3.73	112
Elizabeth	3.3	75
Washington St	0.84	40
Cherry	2.26	40
Subtotal	11.2	
Grand Total	29.73	

Table 7. Housing and Employment Capacity Assumptions

	Net Capacity Housing Units	Net Capacity Employment	Population Planning Period (2035)
Proposed Town Center Plan Update	2,308	460	2,698
Current Town Center Plan (based on 2015 Comprehensive Plan)	339	408	766

Note: Capacity assumptions are to the planning horizon 2035.

4.3 Growth and Development Concept and Placemaking

Puget Sound Regional Council has forecasted the region to grow by about 1.8 million people between now and 2050. Additionally, the region is projected to add about 1.2 million jobs within the same timeframe. To address a small portion of this growth Sumner is looking to the future and where to place the population and job growth. The direction received from the workshops and market studies indicate that growth should be focused near existing transportation infrastructure such as the Sounder commuter rail station.

4.4 Proposed Comprehensive Plan and Zoning Amendments—Form Based Code

To help attract housing, to both Phase I and other opportunity sites, Comprehensive Land Use Plan and Zoning amendments are recommended. These include a combination of updating the zoning code to a Form Based Code, changing zoning boundaries and development standards and the creation of districts.

4.5 Form Based Code

Form based code is a key component of the implementing the Town Center Plan and is intended to remove limitation on zoning and allow the market to determine use, while the code focuses on the form and fit of buildings within the Town Center Plan area. The character of this area will be largely established through the form of the buildings, streetscapes and how these relate to the historic Main Street and other parts of the City.

The districts set the overall vision for the particular area within the Town Center. The Lot Types provide greater details as to what types of buildings (residential, commercial, or mixed use) can be located on the lots within the districts. The Street Type will regulate largely the public realm and the relationship between the buildings and the street. Finally, the detailed design requirements and development regulations will dictate height, window transparency, allowed building frontage types, and other details.

The following provides a summary of the proposed Districts, Lot Types, and Public Realm standards.

4.6 Districts

The Town Center Plan area is divided into districts which are unique because of their proximity to Main Street, or the Sounder station, existing low density residential areas and the White River. Because of these factors they have individual goals and development standards as presented in Table 8 and Figure 21.

Table 8. Town Center Area Districts

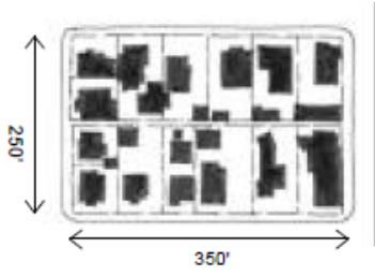

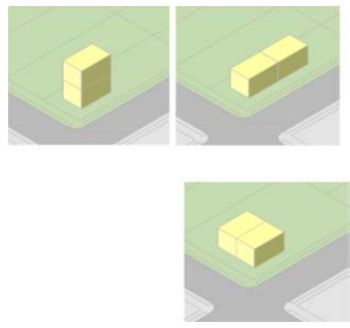

District	Location/Extent	Development Standards
Historic CBD (HCBD)	Bounded on the west by the BNSF railroad, on the east a half a block east of Wood Avenue; on the north by North Street and south to Maple Street near the train station and then about a parcel depth south of Main Street. The HCBD takes in both sides of Main Street. The area totals 17 acres.	<ul style="list-style-type: none"> ▪ Retain historic design and character through design guidelines and form. ▪ Form based code will be adopted that governs form and building types and land uses. ▪ Limit height to minimum of 4-5 stories with taller buildings allowed closer to the railroad and train station. ▪ Control density by height and open-space and parking standards. ▪ Typical density ranges from 40-112 du/acre. ▪ 3-story buildings would be required when adjacent to single-family zoning as a visual transition from typical 1-2 story single-family to multi-family units. ▪ Existing single-family dwellings would be limited on expansion and by value of improvements.
Station District (SD)	District is split with northern area creating a triangle bound by Railroad Street, Everett St, Wood Avenue and North Street; southern area abuts the HCBD to the north, Thompson Street to the south; BNSF railroad tracks to the west and a block east of Wood Avenue. The boundary stair steps along the western boundary following Kincaid Avenue north and south, turning on Academy, east and west, then north again on Ryan Avenue to Maple Street. The SD is 54 acres.	<ul style="list-style-type: none"> ▪ Form based code will be adopted that governs form and building types and land uses. ▪ 4 stories maximum on majority of zone with 5 story buildings allowed closer to the railroad and train station. ▪ Control density by height and open-space and parking standards. ▪ Typical density ranges from 40-112 du/acre. ▪ A transition zone would limit height to 3-story buildings within 100 feet of adjacent low density residential zones to create transition from typical 1-2 story single-family to multi-family units. ▪ Existing single-family dwellings would be limited on expansion and by value of improvements.

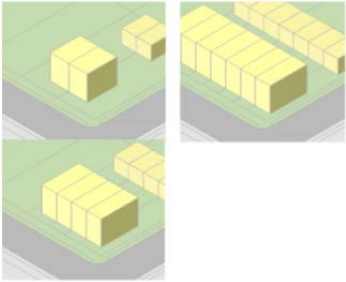

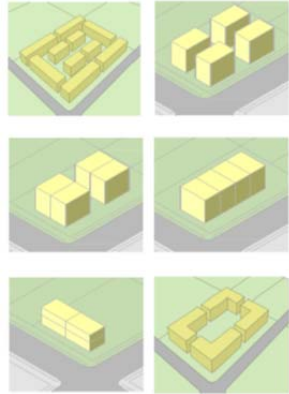

District	Location/Extent	Development Standards
West Sumner District (WSD)	Area is bounded on the east by Traffic/Fryar Avenue, on the west by West Main Street and the White River; and to the east by the BNSF railroad tracks; and extending a whole block depth north of Zehnder Street and to the south SR410. The WSD is 74 acres.	<ul style="list-style-type: none"> ▪ Form based code will be adopted that governs form and building types and land uses. ▪ WSD has 6 stories maximum heights. ▪ Control density by height and open-space and parking standards. ▪ Typical density ranges up to 112. ▪ Development within 200 feet of the White River will also be subject to the Shoreline Master Program. ▪ Existing single-family dwellings would be limited on expansion and by value of improvements.
Riverfront District (RD)	This District is bound on the west by West Valley Hwy and Valley Avenue; on the east by West Main Street and Fryar Avenue; on the north by Union Pacific railroad spur and on the south by West Main Street and unimproved right-of-way. The RD is 52 acres.	<ul style="list-style-type: none"> ▪ Control density by height and open-space and parking standards. Typical density ranges up to 112. ▪ Allow height of minimum 4 and maximum 6-story. ▪ Development should be focused on the White River vista and connection. ▪ Allow market to determine use of building (commercial, residential, retail, restaurant) ▪ Existing single-family dwellings would be limited on expansion and by value of improvements.

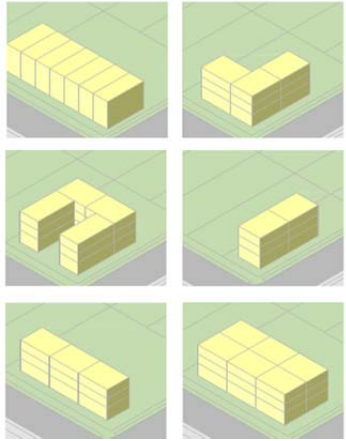

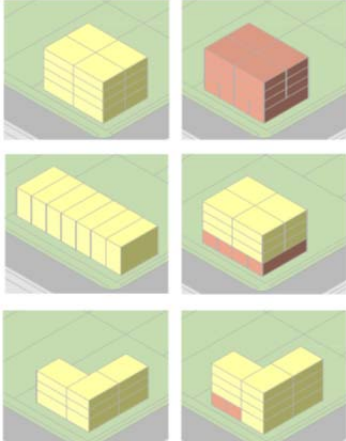

4.7 Lot Types

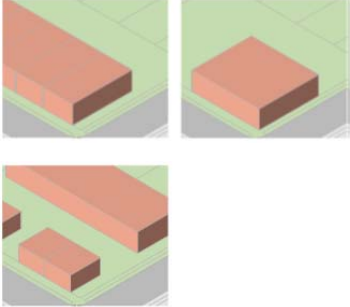

Lot types establish a common vocabulary for the built environment and are used primarily to establish broad intensity and use options for each lot. For example, the Mixed-Use Lot Type allows a mixture of residential and commercial uses on a single lot, while, the Multi-Unit Lot Type (5+ units) allows any number of residential units provided they fit within the constraints of the district. Alternative configurations for each lot type are shown to encourage creative building design and to help expand housing options in the Town Center. The configurations shown are not an exhaustive list; additional configurations that fit within the rules of the zone are encouraged. The primary constraint for each lot type is minimum lot size, which applies based on the respective zone. Table 9 provides a summary of Lot Types and descriptions.

Table 9. Lot Types

Lot Type/Districts Allowed	Description	Density (du/acre)	Configuration Options	Character Examples
<p>Existing Conditions</p> <p>Typical Residential Block in Downtown Sumner</p>	<p>Primarily small lot single-family with some accessory dwelling units or small multi-plex. Avg. lot size =6000 SF</p>	<p>6-13 du/acre (typical); up to 21 du/acre possible</p>		
<p>Two-Unit Duplexes</p> <p>Allowed:</p> <ul style="list-style-type: none"> ▪ Station District in Transition Area ▪ Riverfront 	<p>A lot that allows up to two attached dwelling units. Except for home occupations, no commercial activity is allowed.</p>	<p>8-12 du per acre</p>		

Lot Type/Districts Allowed	Description	Density (du/acre)	Configuration Options	Character Examples
<p>Residential Attached Townhouse/Roughhouse</p> <p>Allowed:</p> <ul style="list-style-type: none"> ▪ Station District ▪ Riverfront ▪ West Sumner ▪ 	<p>2-3 story attached dwelling units, typically grouped in 4-, 6-, or 8-dwelling groups. Front door faces the street with porch or stoop. Unit sizes = 1600-1800sf. 2 parking stalls-1 garage/1 tandem</p>	<p>16-23 du/acre</p>		
<p>Garden Style Stacked Flats, Walkup Apartments</p> <p>Prohibited in All Districts</p>	<p>Low-rise apartment buildings with 2-5 stories and typically served with surface parking and external stairways</p>	<p>12-15 du/acre</p>		

Lot Type/Districts Allowed	Description	Density (du/acre)	Configuration Options	Character Examples
<p>Multi-Unit (5+ Units)</p> <p>Mid-Rise Urban Apartments</p> <p>Allowed:</p> <ul style="list-style-type: none"> ▪ Station District (only 3 story in Transition Area) ▪ Riverfront ▪ West Sumner 	<p>Apartment buildings constructed “podium style” with 4-5 stories over 1-2 stories of parking.</p>	<p>80-112 du/acre</p>		
<p>Mixed Use</p> <p>Mid-rise Urban Over Commercial</p> <p>Allowed:</p> <ul style="list-style-type: none"> ▪ Station District ▪ Riverfront ▪ West Sumner 	<p>Apartment buildings constructed “podium style” with 4-5 stories over 1-2 stories of parking and commercial uses.</p>	<p>80-112 du/acre</p>		

Lot Type/Districts Allowed	Description	Density (du/acre)	Configuration Options	Character Examples
<p>Commercial</p> <p>Allowed:</p> <ul style="list-style-type: none"> ▪ Station District ▪ Riverfront ▪ West Sumner ▪ 	<p>A lot that allows a variety of permitted commercial uses. No residential uses are allowed.</p>	<p>N/A</p>		

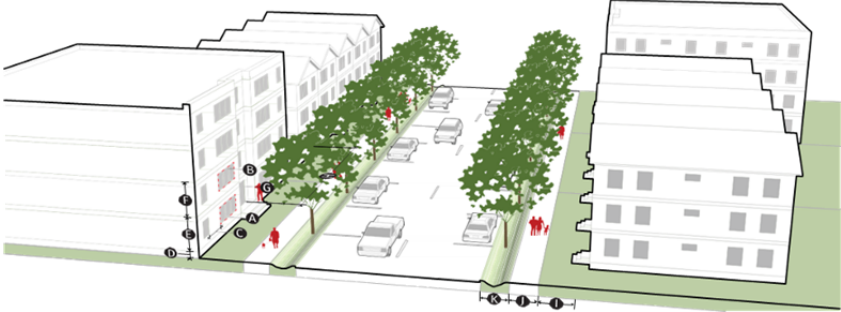


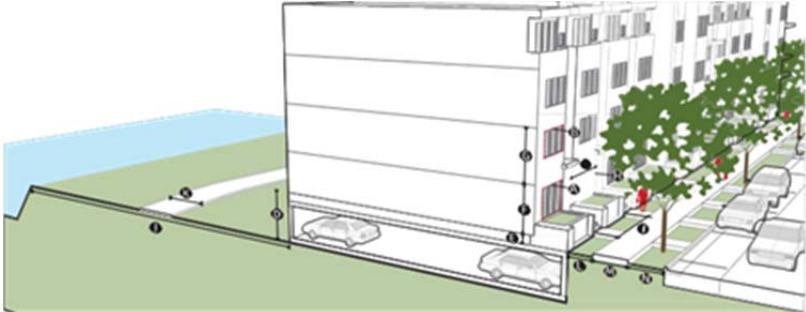
4.8 Public Realm

The Public Realm standards determine how the buildings relate to the street in terms of transparency or window area, blank walls, height, setbacks, sidewalk widths and building elements. Each of these is described below. Table 10 describes elements of the public realm that include building design standards, setbacks, and building elements. Table 11 provides illustrations for Public Realm areas.

Table 10. Public Realm Elements

Element	Description
Transparency	This regulates the amount of window area that should be provided on the façade of the building with the intent to avoid large expanses of blank walls.
Story Height	Story height may differ depending on whether the ground floor is commercial, residential or mixed use. Typically ground floor commercial requires a story height minimum of 12 feet. There may be a requirement for increased floor height for residential on the ground floor to ensure a separation between the public sidewalk and private residential spaces in the building.
Setbacks	Setbacks from the primary street and secondary streets are specified. Typically residential attached units are afforded a greater setback than commercial to increase privacy and separation from the street.
Sidewalk Width	The sidewalk width, planting strip, and street trees and spacing is regulated. These details also match the street type.
Building Elements	<p>There are a number of types of building elements and frontage types, some more appropriate for certain street types and districts over others. Potential building elements include:</p> <ul style="list-style-type: none"> ▪ Awning ▪ Balcony ▪ Forecourt ▪ Gallery ▪ Porch ▪ Stoop

Table II. Public Realm Examples

Lot Type	Public Realm (Typical)
<p>Mixed Use/ Multi-Unit</p>	
<p>Residential Attached</p>	 <p>The public realm standards below apply to all streets, unless noted otherwise.</p>
<p>Mixed Use/Multi-Unit West Sumner District</p>	
<p>Mixed Use/Multi-Unit-Riverfront District</p>	

4.9 Activity Nodes and Public Spaces

As the Town Center Plan area develops with greater housing options and larger and taller buildings public spaces that afford places to recreate and gather will become more valuable and essential to maintaining quality of life. The Town Center area is planned to contain public gathering areas at key intersections. The design guidelines will also require private open space areas within developments.

Activity Nodes are identified for future ground floor businesses that bring activity to the street such as retail, restaurants, coffee shops, microbreweries and performing arts. These spaces are envisioned to offer outdoor seating and amenities that create a lively and interesting streetscape.

4.10 Aesthetics: Height and Scale

4.10.1 Views

Sumner is located in the Puyallup River valley, and the Sumner Town Center study area is located adjacent to the confluence of the Puyallup and White Rivers. As a result, the local topography is relatively flat, and significant views are primarily territorial in nature, looking outward to the Cascade foothills in the east and Mount Rainier to the southeast. Mount Rainier is the more significant view, though it is not visible from all locations within the Town Center Plan area due to the presence of existing buildings and trees.

4.10.2 Shading Conditions

Sufficient access to light and air is an important consideration in urban design due to its effect on the experience of area residents and pedestrians. Excessive shading effects can occur where a substantial difference occurs in building heights, where tall buildings are insufficiently set back from sidewalks and other public spaces, and where architectural designs do not include sufficient variation in building massing. Due to the relatively low building heights in the study area, existing development in the Town Center generally produces negligible shading effects on residential uses and public spaces.

4.10.3 Transition Areas

Transition areas are identified on the Town Center Plan area map (See Figure X) indicating areas within 30 feet of low-density residential zoned properties will be limited to 3 stories in height. This

limit will soften the transition from 4-5 story buildings and be more characteristic to the adjacent neighborhoods.

4.10.4 Height Comparisons

The Supplemental Environmental Impact Statement being prepared for the Town Center Plan provides illustrations and analysis of the increased heights in the various areas of the Town Center below is an example of Main Street and imagery that contains a "glass boxes" depicting the proposed increased heights as a shadow against streetscapes with existing buildings. The Supplemental EIS being prepared for the Town Center Plan Update contains more detailed illustration for other streets in the Plan area.

Figure I. Street View –Main Street at Kincaid Avenue Looking East (4 stories)

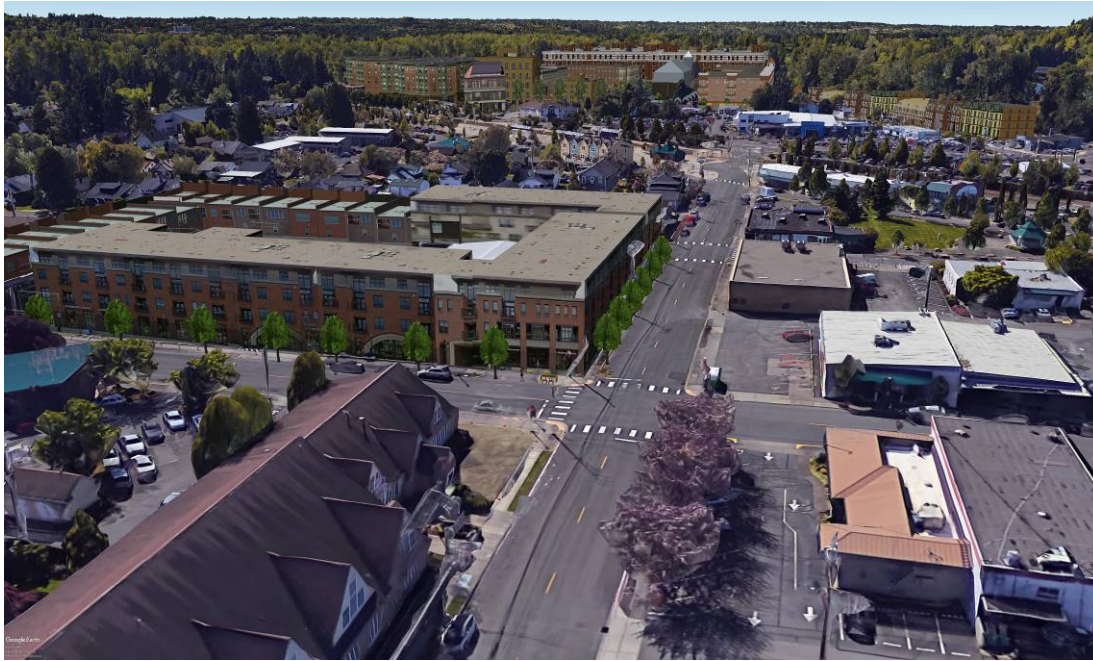


Imagery Source: Google Earth

4.10.5 Character and Design

The Town Center Plan area contains a mix of existing building types, streetscapes, historic character and small town look and feel that is valuable asset. The following illustrations are conceptual drawing at key intersections in the Town Center Plan area and are intended to provide a sense of scale of new development.

Figure 2. Example Mixed Commercial and Residential Possibilities on Red Apple Block along Maple Street and Alder Avenue



Source: Google Earth, City of Sumner

Figure 3. Example Residential on Thompson Street and Kincaid Avenue



Source: City of Sumner

Figure 4. Example Potential Commercial and Residential Development on State Street and Traffic Avenue



Source: City of Sumner

Figure 5. Example of Woonerf on West Main Street with Mix of Commercial and Residential



Source: City of Sumner

4.11 Nonconforming Land Uses

The vision for the Town Center Plan area includes increased housing opportunities, mixed use commercial/residential where appropriate, and will be marked by increased heights from 2-3 stories in most districts. The first several years of development will be on Opportunity Sites as discussed in Land Use chapter. However, for the Plan to be implemented as envisioned it will require the acquisition and assembly of multiple parcels that are now small lot single-family residential. The redevelopment of these areas and the acquisition and assembly will be more expensive if these properties are allowed to expand or be redeveloped as single-family residential. In order to preserve these areas for future midrise urban style housing and mixed use development, limitations consistent with current regulations are proposed for legally nonconforming single-family residential as follows:

- Allow single-family residential to be permitted use in order to not impact financing and insurance.
- Allow expansion up to 25 percent of the floor area, except that expansion shall not occur if it is necessary to purchase additional property. The expansion shall meet the development standards of the zone such as setbacks, lot coverage, and building height.
- No additional dwelling units may be added, except that existing single-family dwellings may add an accessory dwelling unit.
- Structures may be rebuilt after a fire or other disaster to original dimensions unless a health or safety impact would occur, provided a complete building permit application has been submitted within three year.

4.12 Sessler Property-1504 Fryar Avenue

The Town Center Plan update includes the rezone of property located at 1504 Fryar Avenue (APNs: 0420246004 and 0420246005) totaling approximately 1.2 acres from General Commercial to M-1, Light Manufacturing. The Supplemental Environmental Impact Statement being prepared for the Town Center Plan Update addresses impacts associated with this change. The Puget Sound Energy right-of-way to the south of this property will provide a buffer between M-1 and future mixed use and commercial properties.

5 Cultural Resources

In 1875 the first post office was established in Sumner and the town was platted by George Ryan in 1883. Sumner incorporated in 1891 and began as a farming community centered on the town site. Additional development evolved as the community grew to service the surrounding agricultural area.

The Ryan House, located on the southwest corner of Main Street and Sumner Avenue, is the only designated historic landmark in the Plan Area. It was placed on the National Register of Historic Places in 1977. George Ryan and his wife were important leaders in the growth of the town. Mrs. Ryan was the first post-mistress, and the post office was located at the Ryan home. Mr. Ryan was the City's first mayor. He also opened the community's first general store, constructed the first two-story brick building on Main Street, helped extend Main Street, and built the City's first railroad depot. The Ryan House was donated to the City for use as a library in the 1920s. When a modern library was built on Fryar Avenue, the facility became a museum operated by the Sumner Historical Society.

The map in Figure 20 shows the various historical sites in the Town Center Plan area. Of the two sites that were determined eligible for the National Historic Register was the Bridge Street Bridge that is being replaced by a newer bridge and dismantled by June 2019. The Ryan House is the only structure to be on the National Historic Register at this time.

Numerous buildings built in the 1800s and early 1900s are within the Town Center Plan area but have not been reviewed for eligibility and are not registered. Three sites in the Town Center were reviewed and determined to be not eligible:

- Riverside Pub and Eatery—13704 Valley Avenue E (Since demolished)
- Sumner Auto Collision and Repair—725 West Main Street
- Winsome Grace—1313 Washington Street

In 1982/1983, Pierce County conducted a cultural resources survey of approximately 61 buildings citywide. The blocks within the Plan Area studied include:

- Main Street and West Main Street

PROJECTS AND ACTIONS

E11: Finalize Downtown Sound System and expand as needed as Town Center Plan develops.

I11: Revise Heritage Park Fountain.

I9: Make improvements to the Ryan House.

- Wood Avenue
- Cherry Avenue
- Ryan Avenue
- Thompson Street
- Washington Street
- Elizabeth Street
- State Street

Figure 25 identifies the buildings that were surveyed by Pierce County in 1982/83. No buildings surveyed in the Plan Area were nominated for the National or State historic registries in response to the County survey. However, the structures provide an historic character in the Town Center, especially in the commercial blocks on Main Street between Railroad Street and Wood Avenue. While many of these commercial buildings on Main Street have been altered, collectively they convey a historic context for the community. The commercial buildings surveyed in 1982/1983 on Main Street include:

- 909 Main Street
- 1003 Main Street
- 1004 Main Street
- 1005 Main Street
- 1006 Main Street
- 1016 Main Street
- 1022 Main Street
- 1101 Main Street
- 1109 Main Street
- 1202 Main Street
- 1207 Main Street
- Northwest Corner of Main Street and Ryan Avenue

Other commercial and residential buildings that were surveyed in 1982/1983 in the Plan Area include:

- NE Corner of Thompson Street and McKinnon Avenue
- 800 Traffic Avenue
- 732 Ryan Avenue (SW corner of Ryan Avenue and Academy Street)*
- 1204 Washington Street
- 809 Cherry Avenue
- 817 Cherry Avenue
- 816 Cherry Avenue*
- 802 Cherry Avenue
- 704 Cherry Avenue
- 918 Cherry Avenue*

- 634 Elizabeth Street
- 621 Elizabeth Street
- 617 West Main Street
- 638 Elizabeth Street
- 905 Sumner Avenue
- 1104 Maple Street
- 1020 Ryan Avenue
- Southeast corner of State Street and Spinning Avenue

*Address changes may have occurred for these properties.

Many of the buildings in the 1982/1983 cultural resources survey had been altered to varying degrees. Since the survey is 35+ years old, an updated survey of the above-listed properties, including those on Main Street, would be needed to determine if the originally surveyed buildings still maintain their historic features.

Of the buildings listed above, some have been demolished or have undergone extensive changes. These include:

- 816 Cherry Avenue (appears to have been removed, unknown time period)
- 1202 Wood Avenue (demolished in 2004)
- 1022 Main Street (burned and rebuilt)
- 1104 Maple Street (major addition in 2001)

In 2008 the City adopted a Historic Preservation Ordinance that created a process for properties to be designated and placed on the Sumner Historic Register. The Historic Preservation Ordinance also sets forth a Historic Preservation Commission who reviews applications for registration and issue certificates of appropriateness when changes are proposed to the structures. No structures have yet been designated under the local ordinance.

6 Natural Areas

Environmentally critical areas receive special attention in City policies and regulations in conformance with State and Federal laws. Since the Town Center Planning Area is largely developed, the extent of critical areas is relatively less than in developing parts of the community. Critical areas include the White (Stuck) River and associated 100-year flood zones shown on Figure 22.

7 Parks and Recreation

7.1 Parks and Recreation

The Town Center Plan area boasts two rivers and a regional trail connection and two public park areas.

The future plans for the area are specified in the recently updated Parks and Trail Plan.

7.2 Knoblauch Heritage Park

The Reuben Knoblauch Heritage Park was designed and constructed in 1995-96 on a triangular block bordered by Main Street, Kincaid Avenue and Cherry Avenue. Built primarily with materials and labor donated by local individuals, families, and businesses, the park was initially made possible by a generous contribution by the late State Senator Knoblauch, who served in the Washington State Legislature for 30 years before retiring in 1977. The Senator's contribution made possible the purchase of the land where the park was built, along with additional items for the park.

This half acre downtown park has become a focal point for many community and family activities, including concerts, movie nights, family gatherings, stage performances, community festivals, and weddings.

The former post office (now office and retail space) and accompanying parking lot are the only uses remaining on the block adjacent to the park. The old post office building south of Heritage Park is now used for private commercial business since the official Sumner Post Office moved to Fryar Avenue years ago. Future acquisition of this southern parcel and park expansion is a City park goal in this Town Center Plan.

PROJECTS AND ACTIONS

I1: Expand Heritage Park – acquire remainder of the block for Park expansion.

I1: Expand Heritage Park – acquire remainder of the block for Park expansion.

I6: Develop the Sumner Links Trail north of Bridge Street Bridge along the River.

I8: Acquire private lots for public use.

I9: Make improvements to the Ryan House.

7.3 Rhubarb Alley

Rhubarb Alley is a second smaller public gathering space that underwent extensive upgrades in 2011 through a partnership with Tully's Coffee (Green Mountain Coffee Roasters) and the Pomegranate Center. In the summer of 2011, following a short but intense public design process, the alley was furnished with seating, planters containing hops, whimsical sculptures and a small fold-down stage. The wood material was donated by Manke Lumber and designed and constructed by the community with the help from expert craftspeople volunteering through the Pomegranate Center. In 2015, the City finished the alley with stamped asphalt in a redbrick design. The Rhubarb Alley is used for outdoor seating and as a small venue for street events.

7.4 Trackside Alley

Similarly, the alley adjacent to a renovated building at 1114 Main Street was closed and the building owner, in partnership with the City, installed pavers and provided tables for seating. The City installed street lights and electrical power. This space is also available for seating for the public and is a favorite for patrons to Trackside Pizza and serves as a small venue during street events.

7.5 Ryan House

The Ryan House Museum provides recreational opportunities and cultural programming along with a significant open space downtown. This historic and prominent city owned building has potential for uses that would provide greater access to the public and potential venues.

The Town Center Project and Action list promotes the identification and creation of additional Downtown green space areas.

7.6 Riverside Park

The Town Center Plan anticipates future park space being developed along the White River in West Sumner. This space would contain the current Sumner Link Trail and would provide a visual and accessible connection to the White River. In addition, developments in the Riverfront District would also have views and access to this amenity.

7.7 Future Parks and Connections

The Town Center Plan map in Figure 21 shows potential future open space and connections including potential use of Puget Sound Energy land for trail access in the northern section of the

plan area crossing Fryar Avenue. Additional undeveloped areas adjacent to this corridor could be considered for park and open space.

7.8 Trails

The Transportation and Circulation Map in Figure 23 shows the existing Sumner Link Trail and connections to the Puyallup River trail and future connections to the Foothills Trail that runs south to Orting and South Prairie. To the north the Sumner Link Trail continues for 5 miles winding in proximity to the White River and connecting to Stewart Road and ultimately to trail and bike routes in the City of Pacific. The trailhead for the Interurban Trail is in the City of Algona and from there the trail connects to Seattle. Sumner residents can travel on the trail in either direction for miles exploring the region.

Plans for non-motorized access also include bike routes and bike friendly local streets for residents to safely move throughout the downtown.

8 Transportation/Circulation

8.1 Street Design

Street designs are essential to creating the neighborhoods and thoroughfares that instill a quality experience and enhance the community. Streets that accommodate many types of transportation options are pedestrian and transit friendly and have amenities such as public spaces and street trees to create an environment that is welcoming and livable. The form based code approach includes specific street designs for certain streets within the Town Center Plan area which are mapped in Figure 24. Further illustrations and descriptions are presented below.

Projects and Actions

I2: Fix up Wood/Main intersection (transportation improvement).

I6: Develop the Sumner Links Trail north of Bridge Street Bridge along the River.

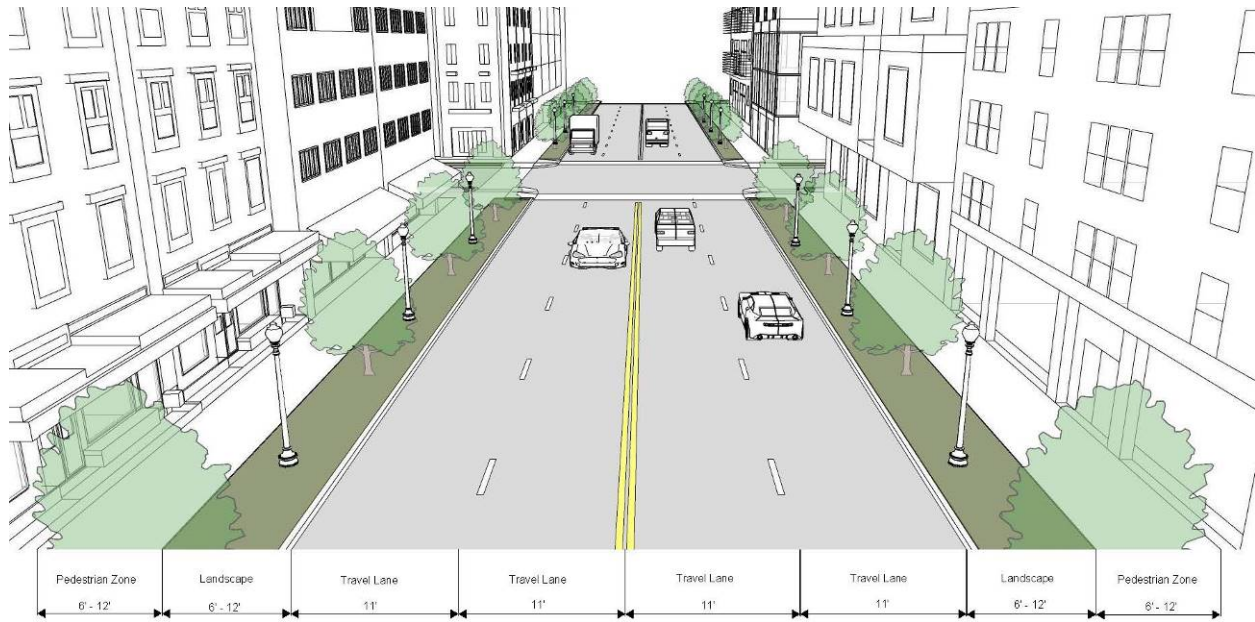
I12: Review and update street tree planting and management plan for historic downtown.

8.2 Arterial Streets

Traffic Avenue and Fryar Avenue are the only arterial streets in the Town Center Plan area and run north and south connecting the industrial area to SR410. These arterial streets carry truck traffic and commuters through the area in addition to serving local residents and businesses. Given the high traffic volumes and truck traffic these areas are challenging for pedestrians and bicyclists. Figure 6 shows a cross section with a widened sidewalk, bicycle lanes, and planting strips to provide a buffer between vehicles and pedestrians. Buildings will be close to the sidewalk to add to the downtown character and feel of the streetscape.

Right-of-way width: 70-100 ft.

Figure 6. Arterial Street



8.3 Collector Streets

Collector streets are intended to consolidate local street traffic and provide primary connections to the arterial streets. Collector streets typically carry greater volumes of traffic than local streets. Examples of collectors in the Town Center Plan area include Main Street, Maple Street east of the railroad and State Street (which has a single light at Traffic Avenue) and Elizabeth Street west of Traffic Avenue. As illustrated in Figure 12 and 13 there are two types of parking configurations for collector streets; angled parking and parallel parking.

The angled parking on the collector streets would be back-in angle parking because it is safer than traditional front-in angled parking. Angled parking also maximizes the amount of on-street parking available by providing almost twice as much parking capacity as parallel parking.

Right-of-way width: 70-80 ft. (angle parking)

60 ft. (parallel parking)

Figure 7. Collector Street with Parallel Parking



Figure 8. Collector Street with Angled Parking

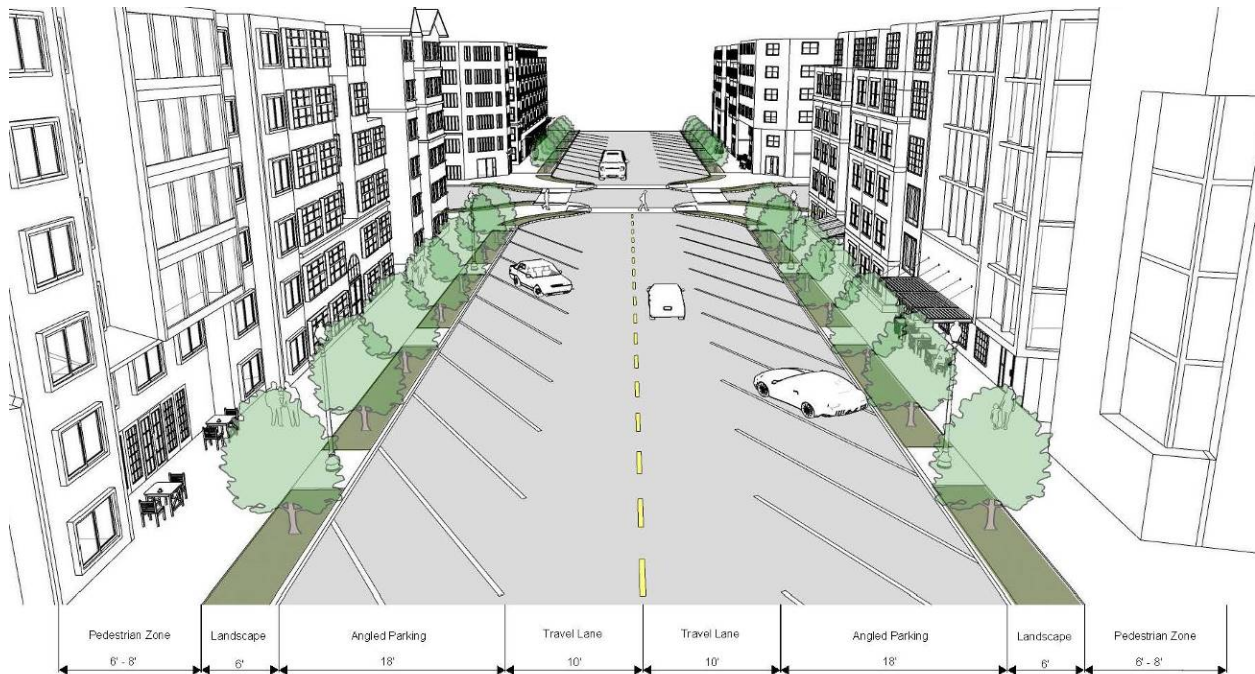


Figure 9. Local Street



8.4 Local Streets

Local streets have the lowest traffic volumes and are usually located in residential areas. The local streets in the Town Center Plan area will also provide a transition between multi-family developments with increased heights (3 stories) and low density development of 1-2 stories. The local street cross-section contains sidewalk, planter strips, street trees, and parallel parking. Where the streets right-of-way is narrow (e.g. Ryan Avenue) the local street has parallel parking only on one side (see Figure 9). These streets are very walkable, have less traffic at lower speeds and connect to collector streets.

Right-of-way width: 50-60 ft.

Figure 10. West Main Street One-way



8.5 West Main Street One-way

West Main Street lies between Traffic Avenue and Hunt Avenue and is separated from the White River by a single line of residential housing on north side of the road. This unique section of street was historically the primary thoroughfare between Sumner’s downtown and the City of Puyallup before Traffic Avenue and the SR410 freeways was constructed. The north side of the street contains single-family houses with views of the White River and a mix of multi-family and commercial to the south. As shown in Figure 10, this street would be one-way from west to east and retain the right-in and right-out entrance. The proposed street design takes advantage of the location of the Sumner Links Trail to accommodate bicyclists, tourists, and pedestrians and contains angled parking to create a walkable and accessible area.

Key Amenities:

Right of way width: 60 ft.

- Sumner Links trail
- One way

8.6 Streets

The Town Center contains key north-south and east-west arterial streets serving the Sumner community as a whole and connecting to regional transportation routes, SR-410 and SR-167:

- Traffic Avenue/Fryar Avenue
- Main Street

A number of collector arterials provide connections between the residential areas in Sumner, arterials, and the regional freeway system:

- Zehnder Street
- Alder Avenue
- Thompson Street
- Wood Avenue
- Bridge Street/Valley Avenue East

The remaining roadways in the Town Center Planning Area are classified as “local streets” and primarily provide for property access into Sumner. While currently many local streets generally have two travel lanes, and provide access between residential or business areas and the arterials, they do not provide the desired results for pedestrian-oriented corridors. Through the Town Center Plan all streets will be reclassified and focus will be provided on pedestrians and multi-modal transportation options and less on the automobile.

8.7 Planned Improvements

City, County, and State transportation improvement projects likely to be funded and built by 2035 within the Town Center were reviewed and included, as appropriate, as part of the future roadway network. Key improvements in the vicinity of the Town Center include:

SR 410/Traffic Avenue Interchange Improvements. This project was identified in the Sumner Comprehensive Plan 2015 and as described previously, is on the Sumner 2019-2024 Six-Year TIP and construction funds are being secured from several sources including the City of Sumner, Freight Mobility Strategic Investment Board (FMSIB), State, Sound Transit, Port of Tacoma, and other local sources. The improvement includes widening Traffic Avenue to 5 lanes including turn lanes at the ramp intersections. At the westbound ramp terminal intersection, change the existing southbound right-turn lane to a through/right turn lane and add an additional northbound left-turn lane. At the eastbound ramp terminal intersection, add a southbound right-turn lane and southbound through lane, change the existing southbound through/right-turn lane to a through lane only and provide an additional northbound through lane. Update the signal timing to include protected left-turn phase for the northbound left-turn movement at the eastbound ramp terminal intersection.

Main Street and Wood Avenue Intersection Improvements. This project was identified in the Sumner Comprehensive Plan 2015 and is identified on the Sumner 2019-2024 Six-Year TIP. The improvements include upgrading the traffic signal to include protected left-turn phasing on the

eastbound-westbound directions to improve vehicle queues. In addition, the traffic signal would be upgraded to comply with ADA standards and the intersection would be reconstructed to minor arterial roadway standards.

8.8 Traffic Volumes

Future 2035 traffic forecasts were based on the same method and assumptions as the Sumner Comprehensive Plan 2015. The No Action Alternative represents the Sumner Comprehensive Plan 2015 Assertive Alternative 3 with the 24th Street E extension. The Action Alternative (Alternative 1 and 2) travel forecasts were developed by updating the Sumner Comprehensive Plan 2015 travel demand model within the Town Center area for additional density. Increased density in the Town Center would be achieved by reallocating land use from other areas of the City. Table 12 provides a summary of the Town Center housing and employment for the three Alternatives.

Table 12. Town Center Housing and Employment Assumptions

Alternative	Households	Jobs
No Action	927 units	1,870 employees
Alternative 1	1,782 units	1,922 employees
Alternative 2	1,782 units	1,922 employees

8.9 Traffic Operations

Intersection levels of service were calculated for the weekday PM peak hour No Action and Alternative 1 conditions using the same methodology as existing conditions. A comparison between the No Action Alternative and Alternative 1 is provided in Table 13 and provides the detailed LOS. Signal timing splits were optimized under Alternative 1 conditions. Additionally, at the SR 410 ramps, offsets and the cycle length were optimized.

Table 13. Future (2035) Weekday PM Peak Hour Intersection Levels of Service Summary

Intersection	Traffic Control ¹	No Action Alternative			Alternative 1		
		LOS ²	Delay ³	WM ⁴	LOS	Delay	WM
Traffic Avenue/Bridge Street/W Main Street	Signal	F	>80	-	F	>80	-
Alder Avenue/W Main Street	AWSC	F	>50	-	F	>50	-
Wood Avenue/W Main Street	Signal	D	52	-	F	109	-
Traffic Avenue/Maple Street	PSC	B	12	WB	D	29	WB
Traffic Avenue/SR 410 WB Ramps/Thompson Street ⁵	Signal	D	42	-	F	128	-
Traffic Avenue/SR 410 EB Ramps ⁵	Signal	D	38	-	F	169	-

1. Source: Highway Capacity Manual, TRB, 2000 and Transpo Group, 2010.
 2. PSC = Partial Stop Control, AWSC = All-way Stop Control, TWSC = Two-way Stop Control.
 3. Level of service, based on 2000 Highway Capacity Manual methodology.
 4. Average delay in seconds per vehicle
 5. Worst movement (WM) reported for unsignalized intersections, where NB = northbound, SB = southbound, NBL = northbound left-turn, and WB = westbound. For all-way stop control, NA (not applicable) is shown.
 6. Delays at this intersection may be than longer than reported. Traffic queues are observed to block adjacent intersections.

As shown in Table 13 intersection delays are anticipated to increase at the study intersections with Alternative 1 compared to the No Action Alternative. The Traffic Avenue/Bridge Street/W Main Street and Alder Avenue/W Main Street intersections would operate at LOS F during the weekday PM peak hour for the No Action and Alternative 1 conditions; the City has a LOS F standard at these intersections. The Wood Avenue/W Main Street, Traffic Avenue/SR 410 WB Ramps/Thompson Street, and Traffic Avenue/SR 410 EB Ramps intersections are anticipated to degrade from LOS D to LOS F during the weekday PM peak hour. Improvements which would offset or reduce impacts associated with the Town Center Plan are discussed in the following section.

8.10 Potential Other Improvements

The analysis of intersection operations with Alternative 1 identified potential impacts at the Wood Avenue/W Main Street, Traffic Avenue/SR 410 WB Ramps/Thompson Street, and Traffic Avenue/SR 410 EB Ramps intersections. Mitigation may be needed at these intersections to facilitate vehicular traffic. Measures could include:

- TDM Strategies – As described previously, with additional density in the Town Center under the Action Alternatives, there could be further reduction in vehicular traffic with an increase in transit and non-motorized use. Consistent with policies in the Comprehensive Plan, employers in the Town Center could be encouraged to implement TDM programs. In addition, residential developers and building managers could also be encouraged to provide a TDM strategy for buildings such as commuter information, facilitation of rideshare, promotion of bikeshare, provision of vanpool/carpool spaces, and incentive programs such

as transit passes. A 5 to 10 percent reduction in overall vehicular traffic in the study area would reduce delays at the study intersection and improve overall LOS.

- Non-Motorized Improvements – The Town Center has a gridded network but there are sidewalks missing in some locations. As development occurs, required frontage improvements would help complete the network. Frontage improvements should consider the appropriate pedestrian and bicycle facilities based on the street and travel classifications. A trail is proposed along Thompson Street and a connection should be considered to the Sounder Station to improve last mile travel.
- Transit Improvements – Transit service is currently limited in the Town Center and consistent with the Plan, the feasibility of a wheeled trolley system should continue to be explored. A trolley system would provide connectivity between West Sumner (west of Traffic Avenue) and the Winco and Fred Meyer area as well as to the Sounder Station. The purpose of the trolley would be to reduce dependence on auto and transport residents and visitors between the key areas of the Town Center. Improving transit provides capacity for moving more people in the transportation system compared to personal vehicles.
- LOS Policy – Increasing capacity at intersections and along the roadway system may improve LOS for vehicles; however, it could create impacts for other modes. The City may desire to revisit LOS policies to have a more multimodal LOS that gives priority to other modes and considers connectivity of the pedestrian and bicycle network and/or minimizing barriers for non-auto modes. The LOS policy could be changed for just the Town Center or the City as a whole.
- Intelligent Transportation Systems (ITS) – ITS improvements such as adaptive signal control systems would improve traffic operations at intersections within the Town Center. Implementation of such strategies could result in an overall improvement of 10 to 15 percent.
- Travel demand can be variable and unpredictable, which often outpaces the signal timing plans that are programmed every 3 to 5 years. This can lead to inefficient operation of the signalized intersections resulting in vehicle delays and congestion. ASC seeks to remediate this issue by adjusting signal timing in real-time based on measured vehicle demand. ASC adjusts when green lights start and end to accommodate the current traffic patterns to promote smooth flow and ease traffic congestion. The main benefits of ASC over the conventional time-of-day plans typically include:
 - Automatically adapts to unexpected changes in traffic conditions.
 - Reduces driver complaints and frustration by reducing travel times and increasing arrivals on green.

- Improves travel time reliability so commute times are consistent throughout the week.
- Reduces congestion and fuel consumption.
- Adaptive signal control encompasses the following types of traffic signal control operations:
 - Traffic Responsive – the system monitors detectors along the system corridor and implements pre-configured traffic signal timing plans based on user defined volume or occupancy (congestion) thresholds.
 - Corridor Based Adaptive – the system monitors detectors at each intersection and along the system corridor. The system automatically
- Capacity Improvements –
 - Wood Avenue/W Main Street – Provision of northbound and southbound left-turn lanes would improve intersection operations at this intersection to LOS D during the weekday PM peak hour under future 2035 conditions with Alternatives 1 and 2.
 - Traffic Avenue/SR 410 WB Ramps/Thompson Street – Provision of northbound left-turn lane and an additional through lane would improve intersection operations at this intersection to LOS D during the weekday PM peak hour under future 2035 conditions with Alternatives 1 and 2.
 - Traffic Avenue/SR 410 EB Ramps – Provision of an additional northbound left-turn lane and eastbound right-turn lane as well as providing a right-turn overlap signal phase would improve intersection operations at this intersection to LOS E during the weekday PM peak hour under future 2035 conditions with Alternatives 1 and 2.
 - Traffic Avenue/SR 410 WB Ramps/Thompson Street – Provision of two additional southbound right-turn lanes with a permissive/overlap phasing would improve intersection operations to LOS D during the weekday PM peak hour under future 2035 conditions with Alternatives 1B. Additionally, based on operations, it is anticipated that the second southbound through lane may not be needed and could instead be utilized as one of the southbound right-turn lanes.
 - Traffic Avenue/SR 410 EB Ramps – Provision of an additional northbound left-turn lane and eastbound right-turn lane (for four total eastbound lanes) as well as permissive/overlap phasing for the eastbound right-turn would improve intersection operations at this intersection to LOS E during the weekday PM peak hour under future 2035 conditions with Alternatives 1B.

- Fryar Avenue/Zehnder Avenue – Providing northbound and westbound right turn lanes as well as an additional left turn (for a total of two) would decrease the delay; however, the intersection would continue to operate at LOS F during the weekday PM peak hour. Adding northbound and southbound through lanes (for a total of two through lanes in each direction) would improve operations to LOS D.

8.11 Transit and Rail Service

Sound Transit provides bus service in the City of Sumner. The majority of the routes provide transit service to the Sumner Sounder Train Station facility located on the west side of Traffic Avenue at Maple Street. Based on Sumner 2014 conditions, transit routes that serve the Sumner Train Station include Routes 577/578 and 596. In addition, Pierce County provides Beyond the Borders Connector bus service for eligible residents to public transportation, medical services, employment, shopping, and social activities.

8.12 Commuter Rail

Sound Transit's Sounder line offers commuter rail service between Lakewood and downtown Seattle with stops in Tacoma, Puyallup, Sumner, Auburn, Kent, and Tukwila. Sound Transit's Sounder service shares the Burlington Northern Santa Fe (BNSF) tracks. The Sumner Station is located south of Maple Street at 800 Narrow Street in downtown Sumner. The station opened in September 2000 and was part of the first phase of Sound Transit's program to provide commuter rail service between Everett and Lakewood. During the commute hours there are currently 10 morning and afternoon trains serving the Sumner Station. In addition there are two "reverse commute" trains in the morning and three in the afternoon. There are about 1,500 boardings a day at the Sumner station. According to Sound Transit, there are only 288 total parking spaces at the station and the City has provided another 82 spaces within easy walking distance that can be leased. Sound Transit is going to construct a 4.5 story parking garage over existing parking lot by 2021 and will net 550 additional parking spaces to meet demand.

8.13 Bus Service

Route 577/578 provides service between Seattle to Puyallup. This is intended to be a train shadow and currently runs with stops in Puyallup, Sumner, Federal Way, and has three stops in Seattle. The route operates on 30 minute headways on weekdays and hour headways on weekends.

Route 596 provides shuttle service between Bonney Lake Park and Ride to Sumner Sounder Station. The route operates on 20-30 minute headways on weekdays and 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.

8.14 Beyond the Borders Connector

Pierce County provides a local bus service called Beyond the Borders, 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.

8.15 Non-Motorized Transportation

Within the Town Center Plan transportation corridors will focus on multi-modal options with focus on providing streetscapes that include narrower driving isles, parking appropriate for the street, landscaping, sidewalks, bulb-outs, plazas and consideration for future bus stop locations.

Much of the Town Center contains a gridded street pattern with sidewalks on both sides of the street. Sidewalks exist along some of the study area arterials. Where sidewalks are not available, pedestrians must use the roadway shoulders. Arterial and collector roadways that currently have sidewalks within the Town Center include:

- Main Street (Traffic Avenue to 158th Avenue Court East)
- Traffic Avenue (Main Street to Thompson Street)
- Thompson Street (Traffic Avenue to Alder Avenue)
- Alder Avenue (Main Street to Thompson Street)
- Wood Avenue (Southern terminus to Zehnder Street)

Additionally, sidewalks are provided along both sides of the local streets in the lower density residential area of the Town Center and in the vicinity of the Sumner Station. Marked crosswalks are also provided at a number of the local streets in the Town Center.

There are limited formal bicycle facilities in Sumner and none provided in the Town Center. For the most part, bicyclists share the road with motorized traffic or use paved roadway shoulders, where available. Formal bike lanes are present on both sides of Valley Avenue and both sides of Fryar Avenue from Main Street to the Fryar Avenue Bridge, outside of the Town Center Subarea.

8.16 Parking

In 2000, as the Sumner Sounder Train Station was opening, concerns about parking supply and enforcement were voiced by citizens and business owners. This concern still remains as parking has been a significant impact to neighborhood streets. The following have been implemented to help reduce the impact of Sounder Station parking:

- Restricted Parking Zones on most of the streets within a ¼ mi. walk of the train station
- Signage of public parking lots
- Lighting and security
- Increased parking restrictions and enforcement
- Publically owned paid parking lots

Access to commuter rail platforms and egress from station parking lots were contributing to on street parking demand.

Sound Transit, through funding approved in the ST2 plan, is designing and constructing a 4.5 story parking garage on the existing parking lot at the station and it will net about 550 new spaces. The parking garage is planned to be opened in 2021.

8.17 Future Parking Demands

Future residential and employment growth will bring increased demand for parking. In most instances the developer of these properties will be inclined, for leasing and desirability, to provide a minimum amount of parking necessary to serve their tenants and customers. Typically, especially for transit-oriented development (TOD) where housing is built within close walking distance to transit and residents have less of a need for a car for commuting, there is a reduce demand for parking. Parking requirements for development within the Town Center Plan should be reduced for projects that qualify as transit-oriented development. Residential development within ¼ mile of transit typically show a reduced parking demand as residents own fewer cars than those that live in more auto dependent developments (i.e. single-family home, garden-style apartments).

Developments throughout the Puget Sound and Portland Area including neighboring cities of Puyallup, Kent, and Auburn, all with Sounder stations, have reduced parking ratios for residential as illustrated in Table 14.

Table 14. Parking Ratios in Other Cities

City	Use	Parking Requirement
DuPont	MF	2/unit
Bonney Lake	MF	2/unit
Seattle	MF	1/unit, no minimum for affordable housing projects
Puyallup	CBD-core	1/unit
Puyallup	RM-core	1.5/unit
Auburn	MF	1.5/unit
Auburn	MF within .25 mile of transit station	1.125/unit
Kent	MF	1/unit
Lakewood	MF	1.5-1.75/unit
Sumner	MF	1.25 (studio) – 2.25(2bd<)/unit
Sumner	SFR	2/unit

The Town Center will be a walking friendly environment with closely spaced blocks on a gridded street network that facilitates walking and reduces the need for a car. However, it is important to recognize that office uses will have a higher demand for parking and should be required to accommodate those employees parking needs at current parking ratios.

The following is proposed for residential parking within the Town Center Plan area:

- Off-street: 1.25 parking spaces per housing unit (1.25:1 ratio)

- Developers would have the option to provide a report and make a case for a reduced parking ratio down to 0.85 or 1.0 parking spaces per housing unit (0.85:1 ratio or 1:1 ratio)
- No off-street visitor parking. On-street capacity can be counted for visitor parking.

The following is proposed for commercial parking:

Within the Town Center area, certain new and expanding uses are allowed an administrative waiver from the parking requirements, provided all of the following are satisfied:

- The proposed use is a retail use; restaurant not exceeding 3,000 gross square feet; assembly use not exceeding occupancy of 50; or a food store or market not exceeding 2,500 square feet.
- The property owner enters into an agreement to not protest the formation of a future local improvement district to provide additional parking.
- The proposal will not result in the displacement of existing private parking established as accessory to an existing structure. The required parking may only be removed if such structure is similarly removed or a conditional use approval is granted.
- Professional office and businesses should supply 2.5 spaces per 1,000 square feet of gross floor area. (Current standard in Zoning Code).

The demand for future parking is uncertain, but the trend is likely less reliance on the automobile than now or in the past given the introduction of autonomous cars, Millennial generation showing less interest driving and car ownership, increased transit and increased rideshare options such as UBER, LYFT. Given these uncertainties, the City should plan to conduct a parking study every 5 years to evaluate demand, supply, and determine recommendations for future changes. The rate of growth in the Town Center Plan will allow for adjust parking requirements to changing times.

Parking, while essential, can be overdone and create wide expanses of areas that offer little in the way of character and streetscape. Surface parking, when at all possible, should be located behind or beside buildings with buildings fronting the primary streets. When surface parking must be located adjacent to a street there should be adequate landscaping and other features that screen the parking from the street and afford a transition between the sidewalk and the parked vehicles. Surface parking, should be limited in the Town Center Plan area when possible and structured parking should be encouraged or required. Structured parking, whether in garage structure, or underbuilding, provides the screening and building form at the street edge that is desired and illustrated throughout the Plan.

A Downtown Parking Study was completed in 2001 and updated in 2006 and contained recommendations to address parking concerns for short-, medium-, and long-term periods, covering on and off-street parking, development guidelines, and zoning codes. The full recommended list of parking strategies are summarized below and many remain valid in 2018:

Short-Term Parking Recommendations

- S-1. Establish a parking management review committee
- S-2. Periodically review loading zone requirements
- S-3. Continue delineating time restricted on-street parking spaces
- S-4. Expand Restricted Parking Zone surrounding commuter rail station area
- S-5. Revise RPZ time limits (completed and expanded)
- S-6. Consider RPZ revisions to match demand (revised)
- S-7. Negotiate a parking strategy with Sound Transit (new parking garage planned)
- S-8. Design and install new public parking signage (completed)
- S-9. Continue enforcement and expand as needed. (hired code enforcement officer)
- S-10. Prepare information packet/brochure/flyer regarding various parking options. (completed)

Medium-Term Parking Recommendations

- M-1. Improve existing off-street parking lots (new parking constructed for City Hall)
- M-2. Provide for replacement of public parking spaces when surface parking lots redevelop
- M-3. Establish parking fund
- M-4. Formalize use of Sound Transit commuter rail station parking during large festivals and/or weekend parking
- M-5. Consider sites for additional off-street public parking and revise City code as needed
- M-6. Explore partnership with Sound Transit to locate and construct a new parking facility
- M-7. Establish local circulator buses
- M-8. Seek options for remote parking for carpools

Long-Term Parking Recommendations

- L-1. Require transportation demand management
- L-2. Consider enhanced on-street parking management options
- L-3. Consider enhanced off-street parking management options
- L-4. Develop a long-term solution to excess Sound Transit parking demand in Sumner

8.18 Trolley System

In order to provide further connectivity between the Historic Downtown and the newer developing eastern end of Main Street, and with the East Sumner Neighborhood Planned area, the City is considering developing a trolley system. The "tired" trolley would be a standard metro city bus wrapped in decals to replicate a trolley. The trolley could circle the West Sumner District, stop at the Sounder Station and continue down Main Street to Valley Avenue to the YMCA, and possibly WinCo Food and other businesses on the east end of town. The main purpose of the trolley would be to shuttle residents and visitors between the commercial business areas and provide yet another mode of transportation for all ages and abilities. The presence of a transit system for local errands would likely decrease the demand for auto ownership in the Town Center.

The City would need to explore the feasibility of a trolley system. Currently, Sumner is not within the Pierce Transit service area. The City could consider the options contracting for services, annexing back into Pierce Transit service area or provide the service themselves.

The trolley system may also impact on-street parking capacity in the Downtown as the street right-of-way is narrow.

9 Public Utilities

9.1 Water

The City's Water System Plan shows that the historic City center is well served by the existing water lines; however, upgrades to the size of some lines will be necessary to accommodate the planned development. The City is currently updating the City's Comprehensive Water Plan and will be looking at capacity in the Town Center area. The overall water capacity for the City can accommodate future growth that is expected as the overall population targets for the City remain unchanged.

9.2 Sanitary Sewer

The Town Center Planning area is served by gravity sewer lines which eventually lead to the City's Wastewater Treatment Plant at the confluence of the White and Puyallup Rivers. The Plan Area is located in two sewer basins, Wastewater Treatment Plant Basin and South Pump Station Basin. Identified deficiencies include periodic repetitive maintenance at Fryar Avenue north of Main Street (grease accumulation), and Sumner Avenue north of North Street (pipe cleaning once a week). The City is currently updating the Comprehensive Sanitary Sewer Plan and will have capacity for future growth in the Plan area given the fact the overall population target for the City remains unchanged.

9.3 Stormwater

The Town Center Planning Area has a complete storm drainage system consisting of tight-lined pipe with collection and direct discharge to the rivers. System maintenance is the primary utility activity in this area. During extreme storm events, the shallow slopes in town preclude rapid draining of water. Future development and redevelopment will comply with the City's stormwater management regulations. The City adopted the 2012 Department of Ecology Stormwater Management Manual for Western Washington. The Manual contains requirements for treatment of stormwater run-off and for detention/retention and low-impact development standards. The provision of stormwater management structures is required when new development:

Creates or adds 2,000 square feet, or greater, of new, replaced or new plus replaced impervious surface area, or has land disturbing activity of 7,000 square feet or greater.

These requirements are more restrictive than the current regulations. However, much of the Town Center Area already consists of impervious surfaces except along the White (Stuck) River.

10 Private Utilities

10.1 Telecommunications

Comcast provides basic telephone service. Its central switching station is located in the Town Center Planning Area at Maple Street and Kincaid Avenue. Main and branch feeder routes are found along Main Street, Alder Avenue and Wood Avenue. Sprint provides a fiber optic line running along Traffic Avenue and along the BNSF Railroad right-of-way, with a major spur branching off to Tacoma.

10.2 Gas and Electric

Puget Sound Energy provides natural gas and electric service to the Town Center Planning Area. Electricity is available throughout as a basic service. A major electric transmission line follows the BNSF Railroad right-of-way. In 2016 Puget Sound Energy installed a large 230 kilovolt (KV) powerline with 120 foot power poles along the southwestern and western edge of the Town Center Plan area. These lines cross the Puyallup River just south of Puyallup River Bridge and traverse the lower southwest quadrant of the West Sumner District before crossing the White River and following the Union Pacific Railroad tracks north.

Natural gas is supplied based upon customer request. PSE's current planned projects for the City of Sumner area include (subject to on-going review and revision as additional load and growth information is received) the following for the Town Center area:

- Replace 1" natural gas main with 2" main along North Street from Ryan Avenue to Sumner Avenue.
- Replace 4" natural gas main with 8" main along Wood Ave from Main Street to Zehnder Street.

II Implementation

II.1 Implementation Steps

Implementation of the Sumner Town Center Plan will require amendments to the Sumner Comprehensive Plan goals and policies in various elements and to the Comprehensive Plan Land Use Map. These amendments will be made concurrent with final adoption of the Town Center Plan and done by separate ordinance and City Council decisions.

Implementation of the Sumner Town Center Plan also requires adoption of a form based code and amendments to the Zoning Code, Zoning Map, Design and Development Guidelines, these amendments will be made concurrent with the adoption of the Town Center Plan.

II.2 Planned Action Ordinance

The State Environmental Policy Act (SEPA) and implementing regulations provide for the integration of environmental review with land use planning and project review through the designation of "planned actions" by jurisdictions planning under the GMA.

The City Council adopted a Planned Action Ordinance per the SEPA (RCW 43.21C.440 and WAC 197-11-164 through 172) concurrent with adoption of the Town Center Plan. The designation of a planned action expedites the permitting process for projects of which the impacts have been previously addressed in a supplemental environmental impact statement (SEIS).

II.3 Shoreline Master Program

The City of Sumner Shoreline Master Program (SMP) is mandated and approved by the Department of Ecology and implements the state Shoreline Management Act (SMA) per RCW 90.58 and WAC 173-26. The SMA was intended to protect and restore the valuable natural resources that the state's shorelines represent. In addition, the SMA was developed to plan for and foster all "reasonable and appropriate uses" that are dependent upon a waterfront location, or which will offer opportunities for the public to enjoy the state shorelines.

The current Shoreline Master Program limits building heights along the White River to 35 feet maximum. This height limit will need to be increased to accommodate the 5-6 story structures proposed in the Town Center Plan.

These amendments will be as part of the periodic review of the SMP to be completed in 2019.

12 References

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13 Appendices

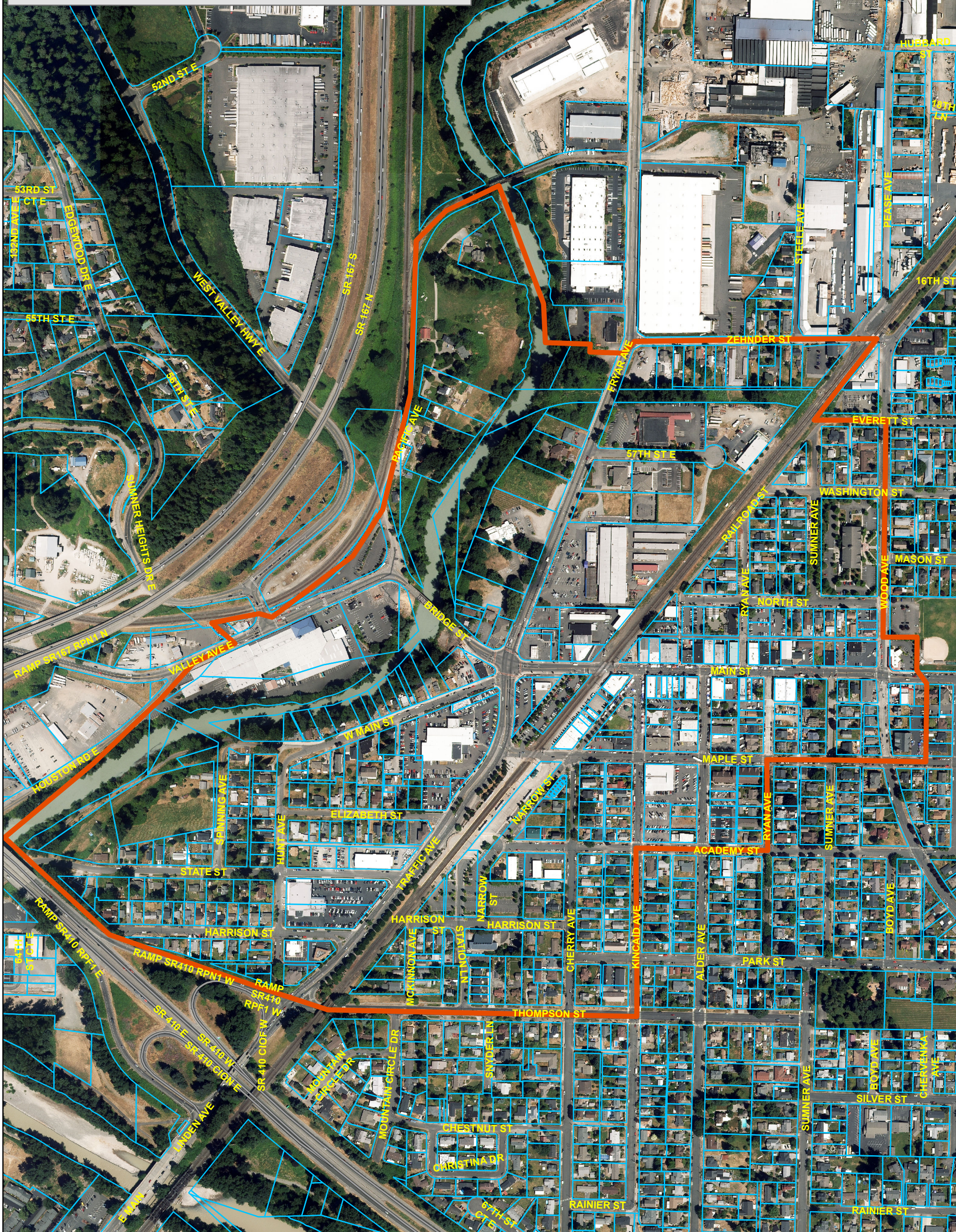
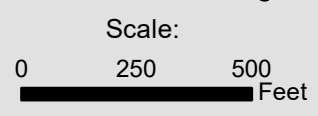
- A. Real Estate Market Study, September 2018
- B. See Ordinance No. XXXX, approved December 3, 2018
- C. Summary of February 15, 2018 Public Open House
- D. Summary of Development Community Meetings



City of Sumner **Figure 11**
Town Center Area
Vicinity & Aerial Map

- Town Center Area
- Parcels

Photo Date:
08-17





City of Sumner **Figure 12**
Town Center Area
Parcels & Buildings

- Proposed Town Center Area
- Parcels
- Buildings, 2018



Scale:
 0 250 500 Feet





City of Sumner **Figure 13**
Town Center Area
Existing Land Use Map

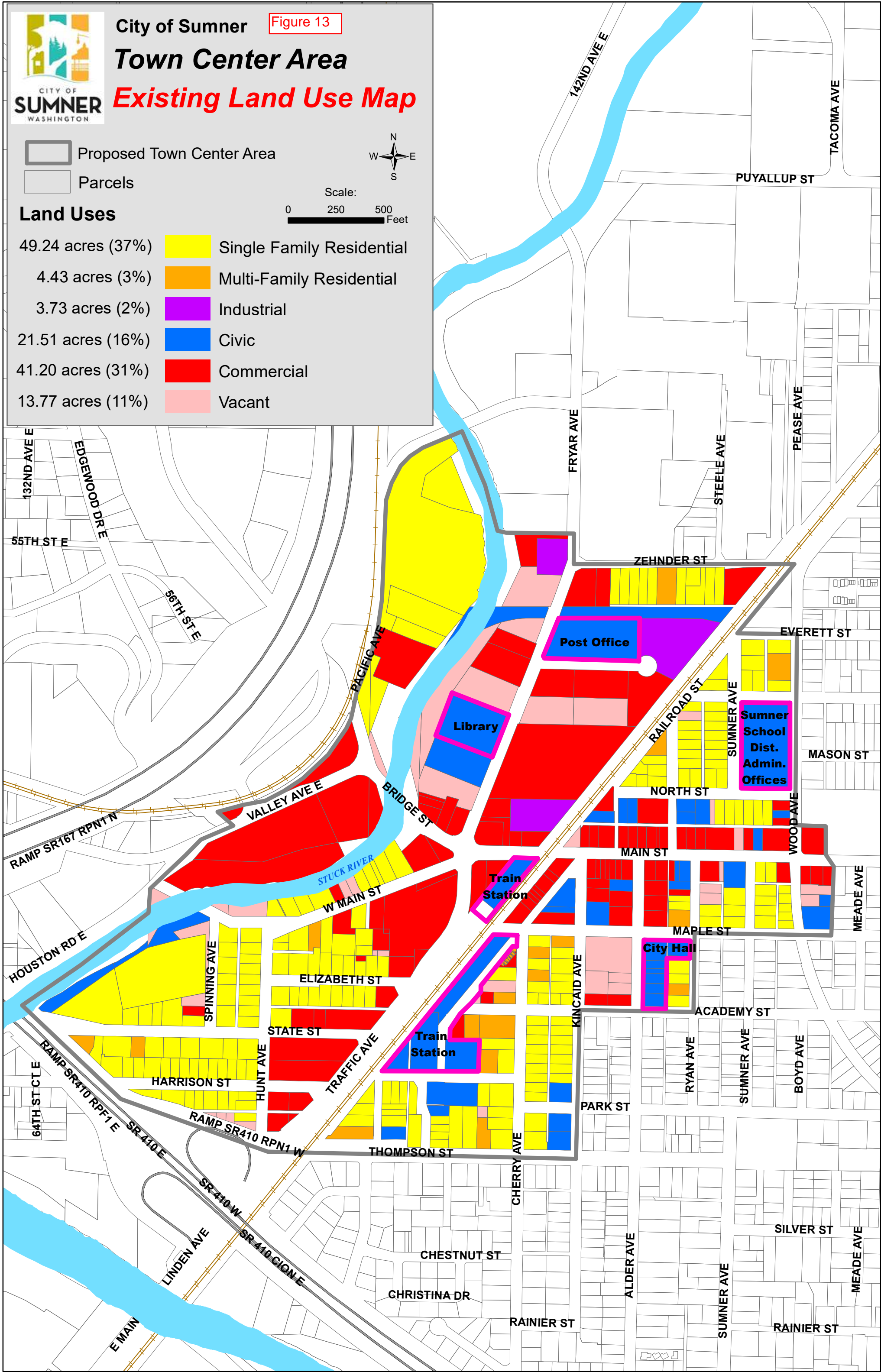
Proposed Town Center Area
 Parcels



Scale:
 0 250 500 Feet

Land Uses

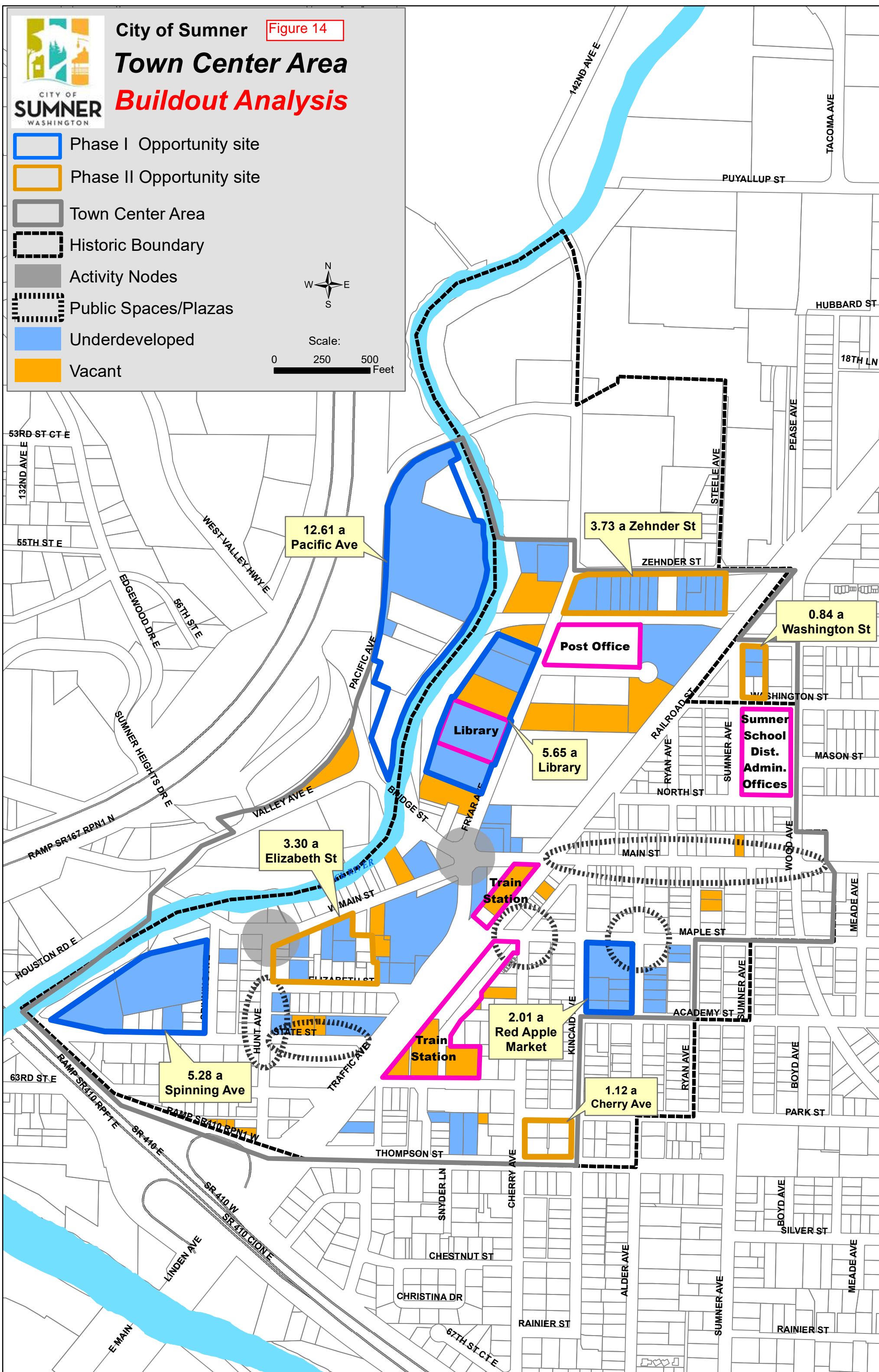
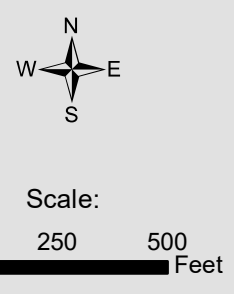
49.24 acres (37%)		Single Family Residential
4.43 acres (3%)		Multi-Family Residential
3.73 acres (2%)		Industrial
21.51 acres (16%)		Civic
41.20 acres (31%)		Commercial
13.77 acres (11%)		Vacant





City of Sumner **Figure 14**
Town Center Area
Buildout Analysis

- Phase I Opportunity site
- Phase II Opportunity site
- Town Center Area
- Historic Boundary
- Activity Nodes
- Public Spaces/Plazas
- Underdeveloped
- Vacant



12.61 a Pacific Ave

3.73 a Zehnder St

0.84 a Washington St

Post Office

Library

5.65 a Library

Sumner School Dist. Admin. Offices

Train Station

3.30 a Elizabeth St

2.01 a Red Apple Market

5.28 a Spinning Ave

1.12 a Cherry Ave

Train Station










Town Center Area

Existing Zoning

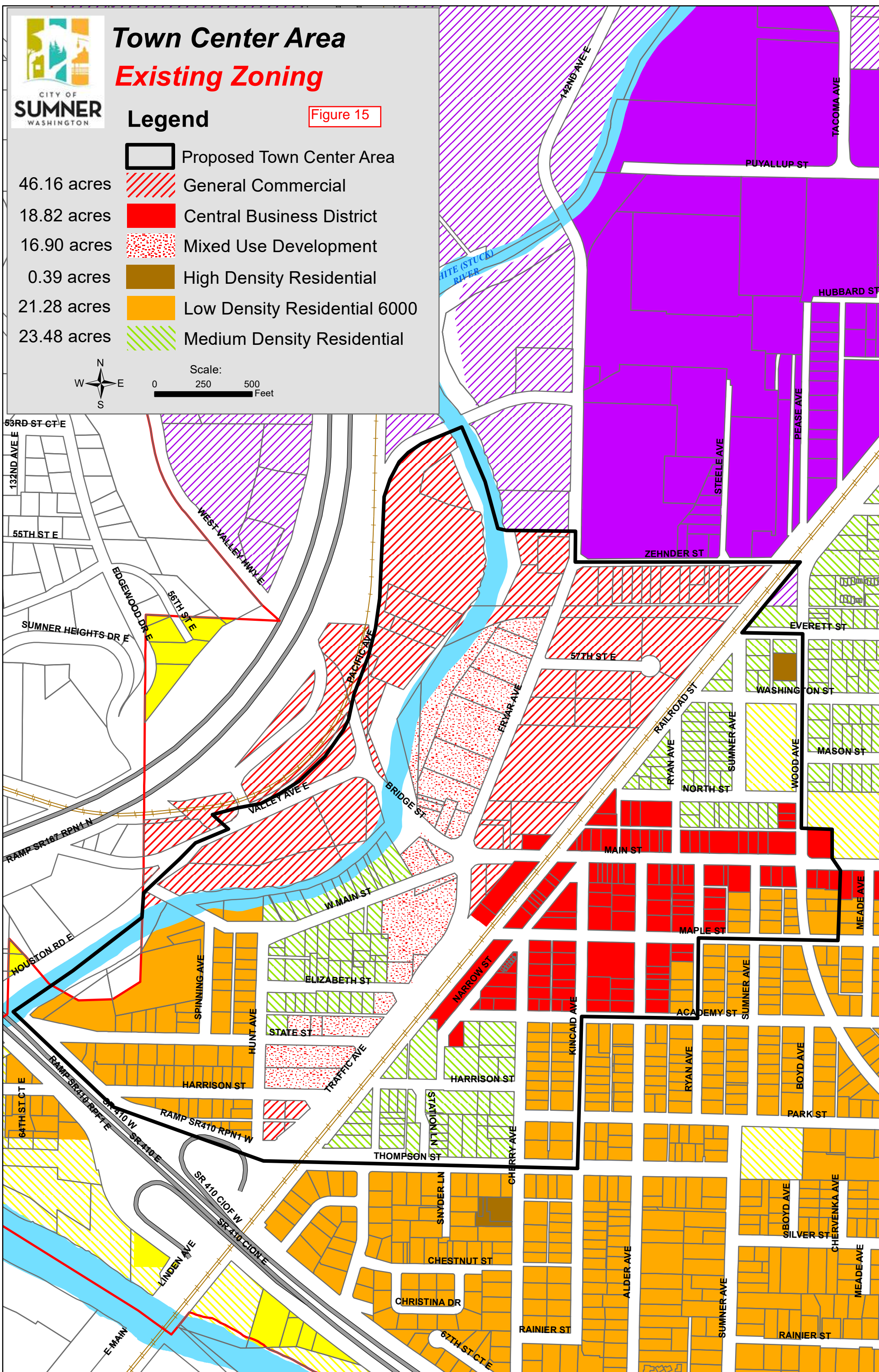
Figure 15

Legend

-  Proposed Town Center Area
- 46.16 acres  General Commercial
- 18.82 acres  Central Business District
- 16.90 acres  Mixed Use Development
- 0.39 acres  High Density Residential
- 21.28 acres  Low Density Residential 6000
- 23.48 acres  Medium Density Residential



Scale:
0 250 500 Feet



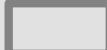
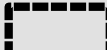



City of Sumner
Town Center Area
Alternative 1

Figure 16

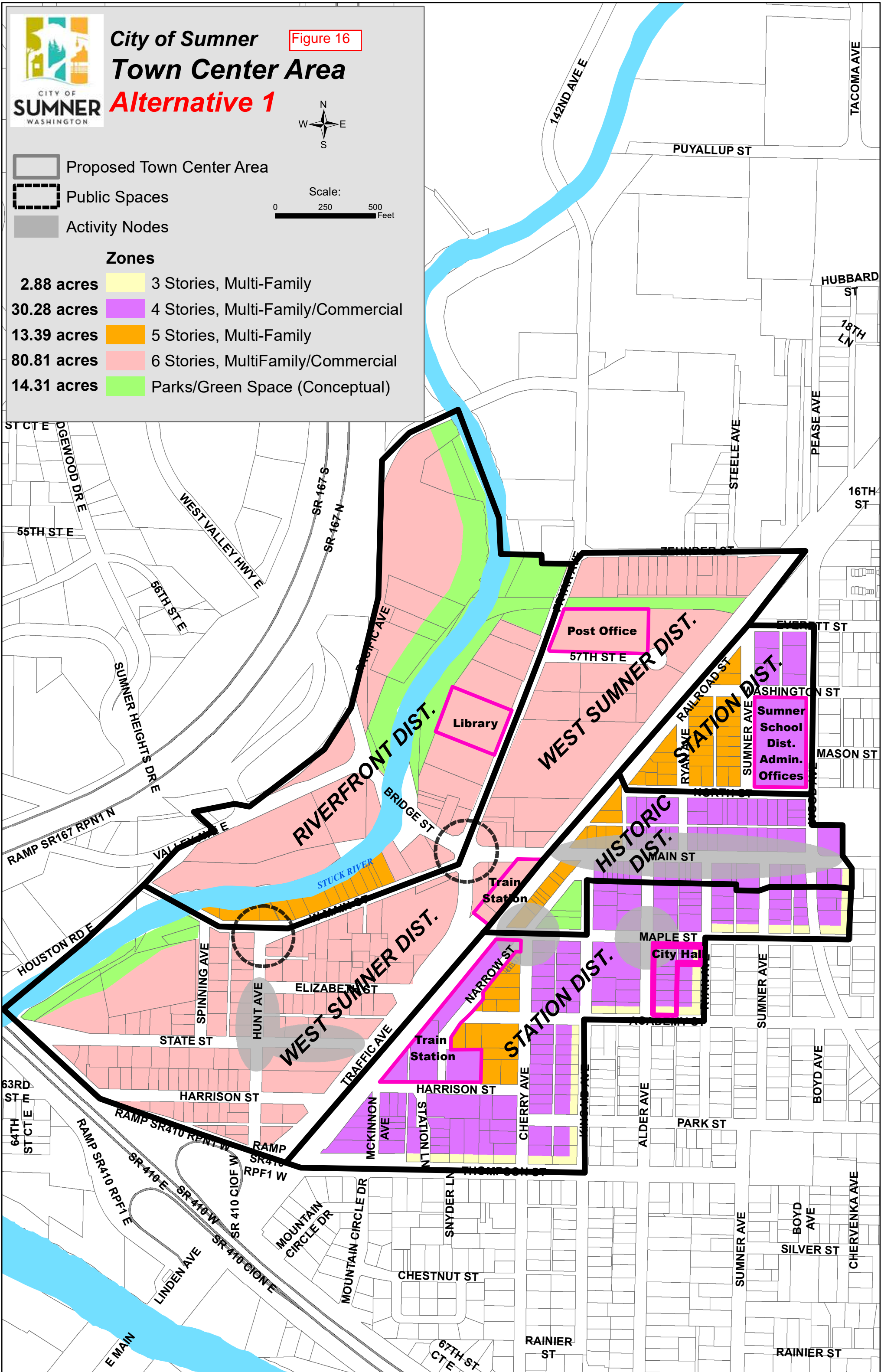


Scale:
 0 250 500 Feet

-  Proposed Town Center Area
-  Public Spaces
-  Activity Nodes

Zones

- 2.88 acres  3 Stories, Multi-Family
- 30.28 acres  4 Stories, Multi-Family/Commercial
- 13.39 acres  5 Stories, Multi-Family
- 80.81 acres  6 Stories, Multi-Family/Commercial
- 14.31 acres  Parks/Green Space (Conceptual)





City of Sumner **Figure 17**

Town Center Area Critical Areas Map

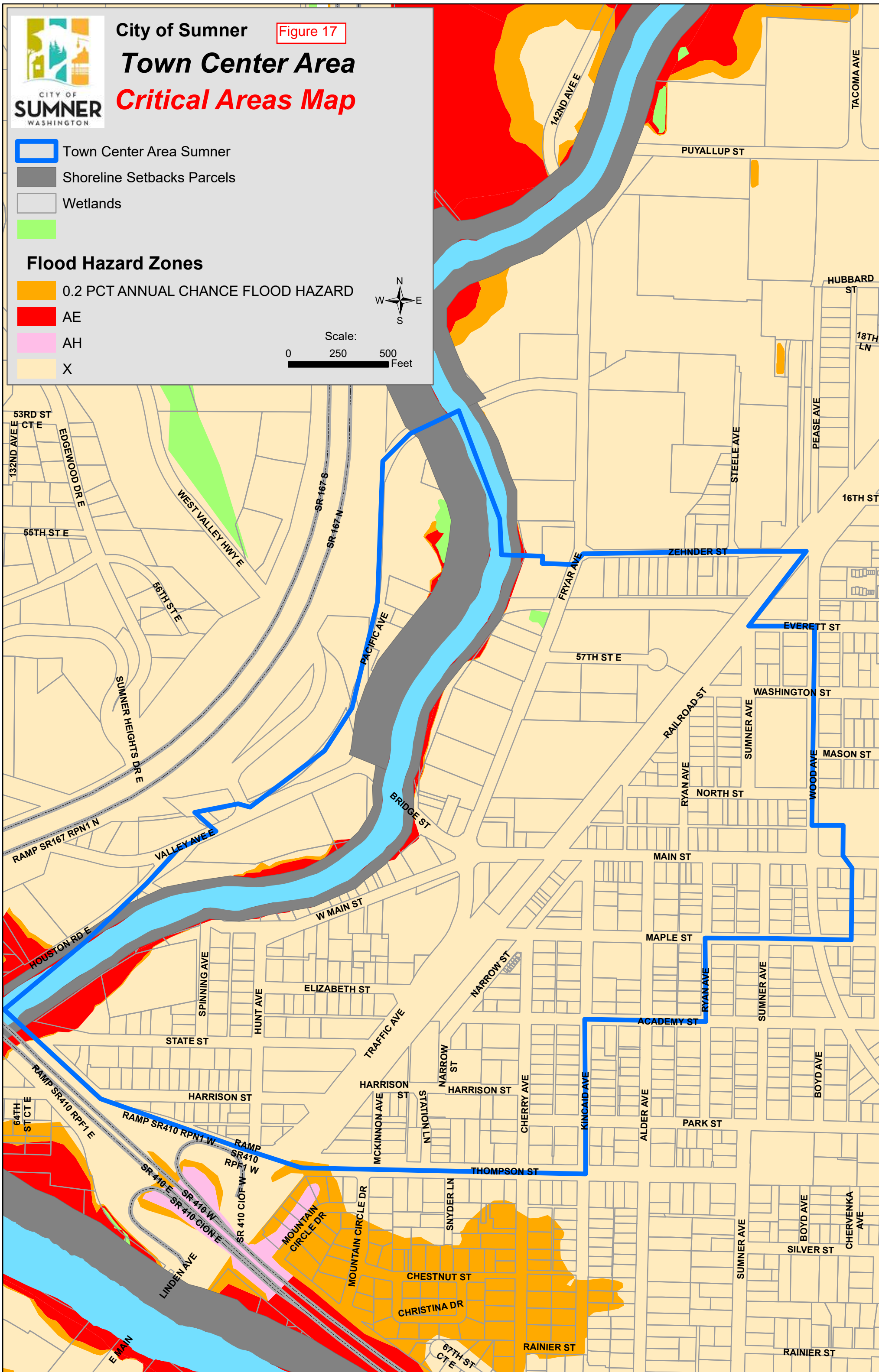
- Town Center Area Sumner
- Shoreline Setbacks Parcels
- Wetlands

Flood Hazard Zones

- 0.2 PCT ANNUAL CHANCE FLOOD HAZARD
- AE
- AH
- X



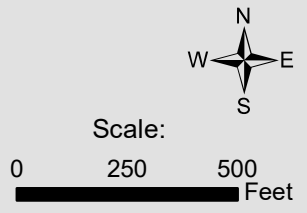
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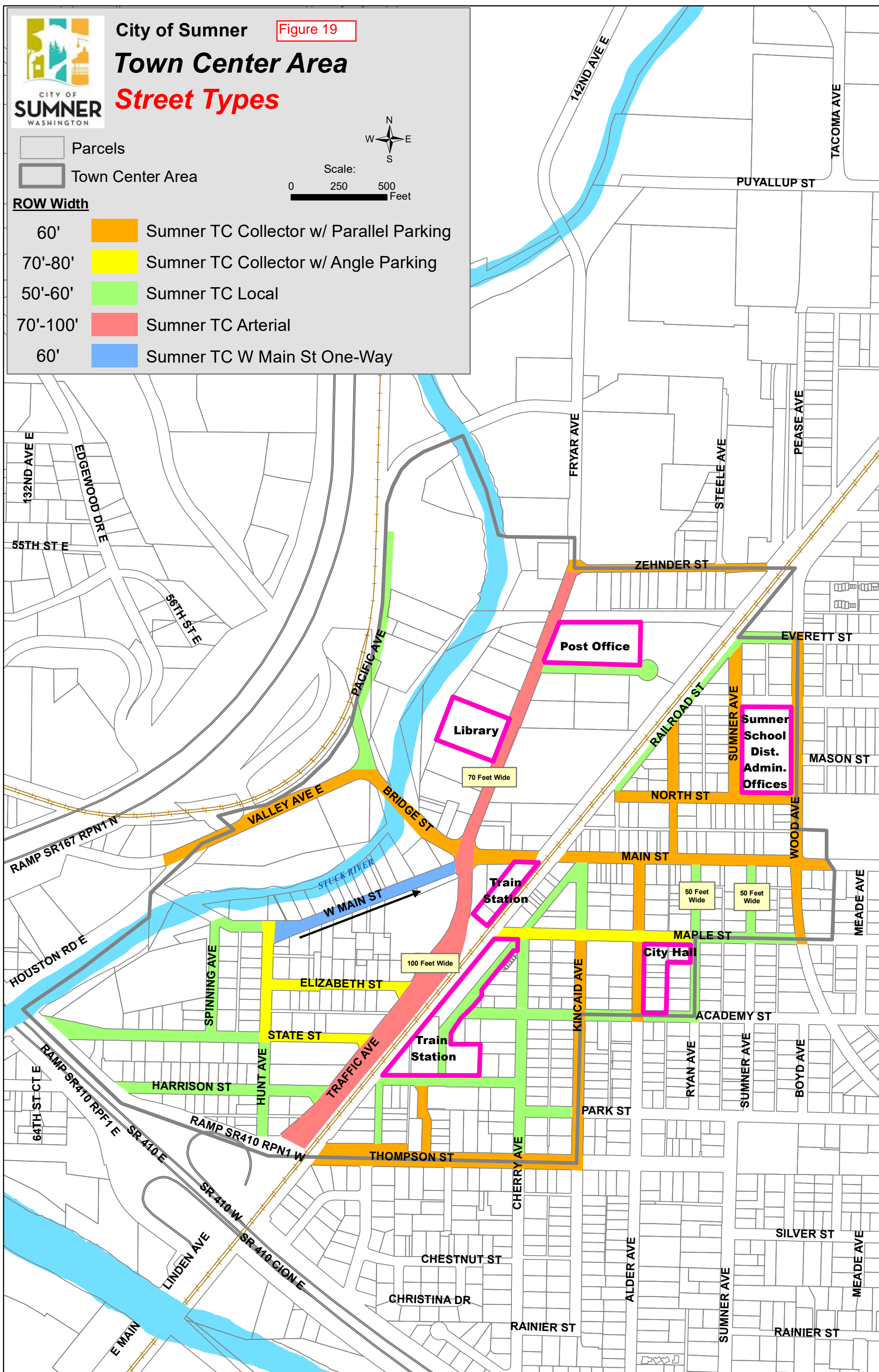
City of Sumner **Figure 19**
Town Center Area
Street Types

- Parcels
- Town Center Area



ROW Width

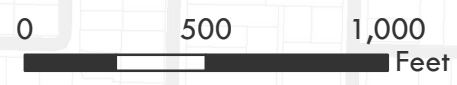
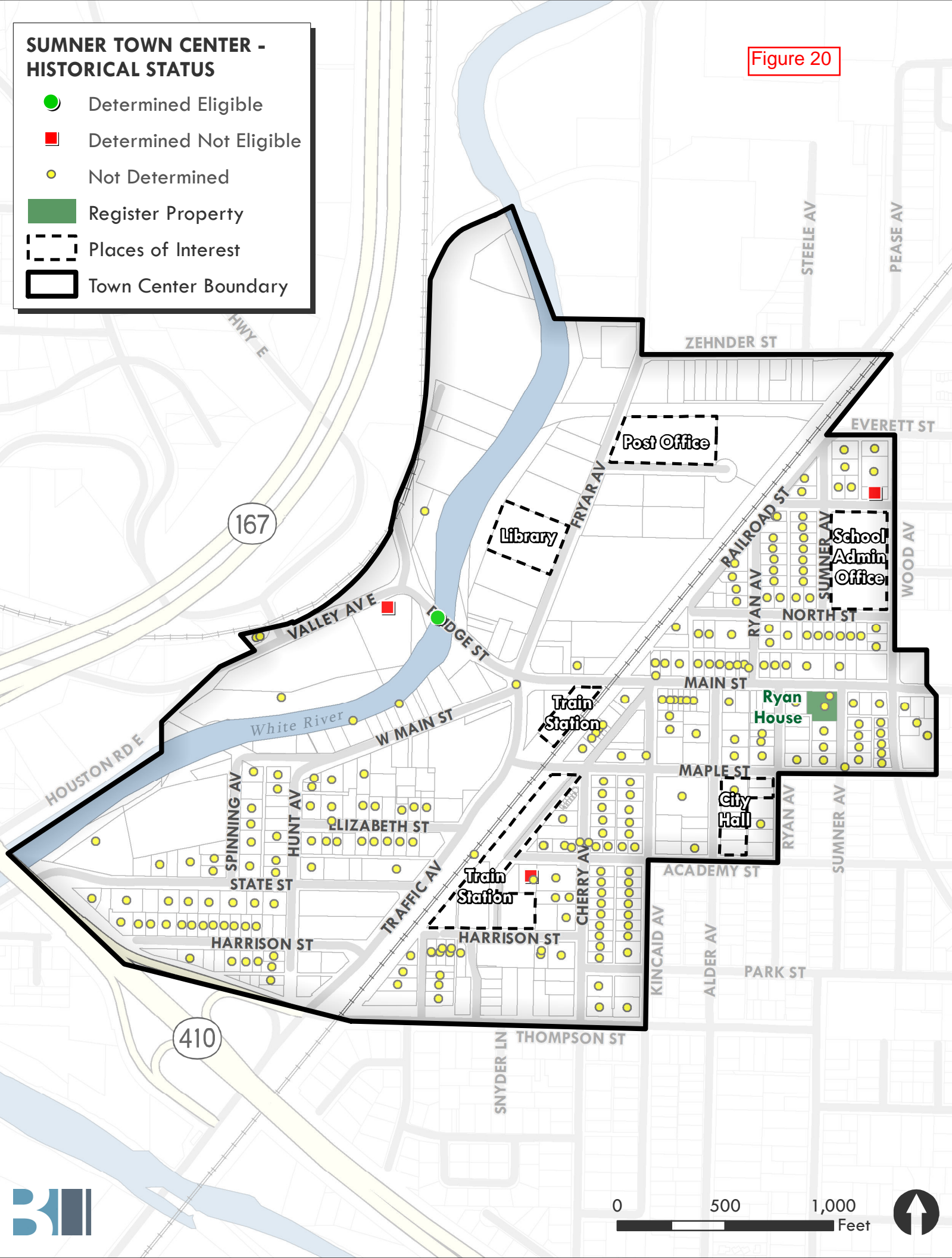
60'	Sumner TC Collector w/ Parallel Parking
70'-80'	Sumner TC Collector w/ Angle Parking
50'-60'	Sumner TC Local
70'-100'	Sumner TC Arterial
60'	Sumner TC W Main St One-Way



SUMNER TOWN CENTER - HISTORICAL STATUS

Figure 20

- Determined Eligible
- Determined Not Eligible
- Not Determined
- Register Property
- Places of Interest
- Town Center Boundary



City of Sumner

Town Center Market Analysis

September 2018

Prepared for:
Ryan Windish, City of Sumner

DRAFT REPORT

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Table of Contents

KEY FINDINGS SUMMARY	5
1 INTRODUCTION	6
INFILL DEVELOPMENT BENEFITS THE CITY IN MULTIPLE WAYS	6
REPORT ORGANIZATION	7
2 REAL ESTATE MARKET ASSESSMENT	9
2.1 GROWTH TRENDS IN SUMNER	9
2.2 COMPARABLE LOCAL AREA MULTIFAMILY DEVELOPMENTS	16
2.3 DEVELOPERS' THOUGHTS ON SUMNER'S TOWN CENTER	18
2.4 REAL ESTATE MARKET OUTLOOK	20
3 CATALYST SITES	21
3.1 RED APPLE SITE	21
3.2 LIBRARY SITE	22
4 FINANCIAL FEASIBILITY ANALYSIS	23
4.1 ANALYSIS APPROACH	23
4.2 ANALYSIS PROTOTYPES	24
4.3 PROTOTYPE FEASIBILITY COMPARISON	26
5 KEY PLANNING CONSIDERATIONS	31
5.1 PODIUM DEVELOPMENT CONSIDERATIONS	31
5.2 TOWN CENTER ZONING CONSIDERATIONS	31
5.3 TOWN CENTER INCENTIVES	32
5.4 CATALYST SITE DEVELOPMENT	32
APPENDIX A – SOCIO-ECONOMIC ASSESSMENT	34
APPENDIX B – FINANCIAL FEASIBILITY ASSUMPTIONS	40

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Key Findings Summary

Market conditions point toward more dense development moving forward

- Strategies that embrace balancing housing supply with demand in the city will drive a host of long-term benefits for the City of Sumner and its citizens. These benefits include more housing affordability, better fiscal outcomes for the city, efficient land use, better air quality, and better support for downtown business.
- Demand for housing has driven urban infill real estate development in the region. Sumner is a smaller market for housing given its size and location. It has been absorbing denser housing units at lower rate than some neighboring communities
- Demand for urban retail space continues to be challenging in suburban markets. The rise of on-line retailing and the roll-back of investment by major retailers has eliminated a major driver of demand for brick-and-mortar retail space. Sumner will need to focus on personal services, food and beverage, and other “experiential” retail markets to drive demand.
- The city continues to be on an upward trajectory for new development. Job growth, retail sales, new construction, and market rents continue to outpace the broader region. Combined with a high-quality of life, Sumner Town Center will be a competitive location for urban infill in future market development cycles.

City policy direction can support Town Center development

- Under current zoning and market conditions, financial viability of denser forms of infill development varies by the building type. Currently, townhomes and “garden apartments” are viable.
- More intense forms of infill development are not feasible under current market conditions. These would include “podium” types of development where wood frame is built on top of a concrete podium. The financial challenge that many of these types of development have is the added expense needing structured or underground parking with (or around) the site cannot be supported at current rents.
- The proposed zoning changes for the Town Center are likely to support the design and form the City desires. Based on the pro forma analysis, some provisions, such as height and parking limits, may negatively affect financial feasibility of new vertical mixed-use development. The City may need to consider changes to these provisions support development feasibility.
- The use of the multifamily property tax exemption (MFTE) within the city is likely the most impactful incentive the city could offer to support dense residential infill development.

1 Introduction

The City of Sumner is in the process of rezoning the Town Center area. Sumner’s Town Center sits adjacent to a Sounder rail stop in Pierce County and the City has invested considerable time and resources in positioning the area for denser infill development as a result of planning activities with the community. The City also owns (or has options) on two large publicly-owned properties within the Town Center area that could serve as centerpieces for future development. The City hopes to use the properties as “catalysts” to help spur the market towards the City’s vision.

The purpose of ECONorthwest’s Market Analysis is to inform initial decisions about the proposed zoning changes and the development of a potential catalyst project in the Town Center. This report provides an evaluation of infill development in Sumner’s Town Center and the potential to support Sumner’s broader community goals.

Infill Development Benefits the City in Multiple Ways

There is an increasing body of knowledge that points to failures in local infill housing policy as a driver in social challenges, such as wealth inequality and declining economic mobility. Creating strategies that embrace balancing housing supply with demands and wants from within the community will drive a host of long-term benefits for the City and its citizens. These benefits include:

Creating More Housing that is Affordable

Permitting more multifamily developments will help ensure that future residents of Sumner are not restricted to homeownership options. The City’s zoning regulations, which determine its supply of housing, need to support an increase in housing production that meets a variety of current housing needs. Doing this will achieve the City’s Comprehensive Plan goals for housing.

Better Fiscal Position

When development is located within existing urban areas (like Sumner’s Town Center), there are significant opportunities to leverage existing service and infrastructure capacity. These economies of scale are a significant opportunity for cities that can attract targeted housing development to bend the fiscal sustainability curve in their favor. For example, in Washington State, development of real estate can be very beneficial to local governments due to the state’s tax laws. A 100-unit multifamily project can be expected to produce about \$5 million in new taxes to a jurisdiction over a 20-year period stemming from the building and occupation of those units. Over the same period, the marginal increase in public services and infrastructure to support those units is minimal.

Improved Air Quality

Multifamily developments also concentrate population densities, which help mitigate urban sprawl and promote complete, compact, and connected communities. Concentrating multifamily housing within the Town Center will lessen overall car trips through internalization and convenience, while also improving the efficiency of mass-transit services – the Sounder Station is adjacent to the area. The decreases in natural resource consumption and particulate emissions resulting from increased population densities will help improve and maintain regional air quality.

Better Support for Local Businesses

More households also create larger consumer populations, which benefits local businesses. This presents an opportunity to maximize the economic health of Sumner’s Town Center business community. These businesses also offer expedience and time savings to citizens and create long-term substantial and ongoing revenue surpluses for the City. The typical household living in an infill housing unit can bring about \$17,000 a year in additional local purchasing power, which they can spend in the community.

A rough planning rule of thumb suggests that a typical household in multifamily unit can support about 10-15 square feet of retail (or food and beverage spending) within a short walk of their apartment building (a couple of blocks). For a typical 200-unit apartment building, that is about 2,600 square feet of retail space.

Compact, Low Impact Development

Mixing residences and other buildings in pedestrian- and transit-friendly places offers many benefits outlined above, but also foster the emergence of vibrant, walkable communities that take advantage of existing investments in transportation infrastructure; efficient water use management and stormwater run-off best practices; healthy living options; and inclusiveness.

Report Organization

The remainder of the report is organized into four main sections.

- **Real Estate Market Assessment.** This section contains three pieces of analysis: (1) Growth Trends, which summarizes current real estate market fundamentals for residential and retail uses in Sumner; (2) Recent Local Multifamily Development, which identifies recently built “comparable” developments in the local market area; and (3) Developer’s Thoughts on Sumner’s Town Center, which summarizes conversations with local area developers.
- **Catalyst Sites.** This section provides a summary of the Red Apple and Library catalyst sites.
- **Financial Feasibility Analysis.** This section compares the viability of different building types to identify possible regulatory changes needed to support development.

- **Considerations** identifies issues based on the findings made through our research, analysis, and developer interviews to factor into decisions about the Town Center’s zoning and potential development of the catalyst sites.

At the end of these primary sections there are two appendices. The first appendix (Appendix A) summarizes key demographic data analysis and research about the representative populations for both Sumner and Pierce County, which drive demand for housing. Appendix B details the assumptions employed to generate the results for the financial feasibility analysis.

2 Real Estate Market Assessment

This section summarizes current real estate market fundamentals for residential and retail uses in Sumner, identifies recently built “comparable” developments in the local market area, and summarizes conversations with area developers.

2.1 Growth Trends in Sumner

Changes in real estate fundamentals (growth trends, sales prices, rents, and vacancies) for different uses in Sumner indicate the potential demand for new development. The following section provides a summary of observations on the local marketplace.

Sumner is a More Affluent Area, However Close-in Market Lacks Scale

Compared to a select few neighboring urban areas, Sumner has comparable socio demographics. These areas are selected based on their proximity to Sumner and typically the presence of high capacity transit (either rail or bus service). The Sumner area is attractive to larger household sizes. Average household sizes are indicative of the higher prevalence of families with children.

Sumner has higher median household estimates indicating households with more purchasing power. However, geographically, Sumner’s location as an “edge” city in Eastern Pierce County means there are fewer close-in households that can support demand for more commercial businesses; and is also a rough indicator of the level of housing development density in the area.

Exhibit 1. Comparison of City Center Area Demographics, 1- and 3-mile Distance

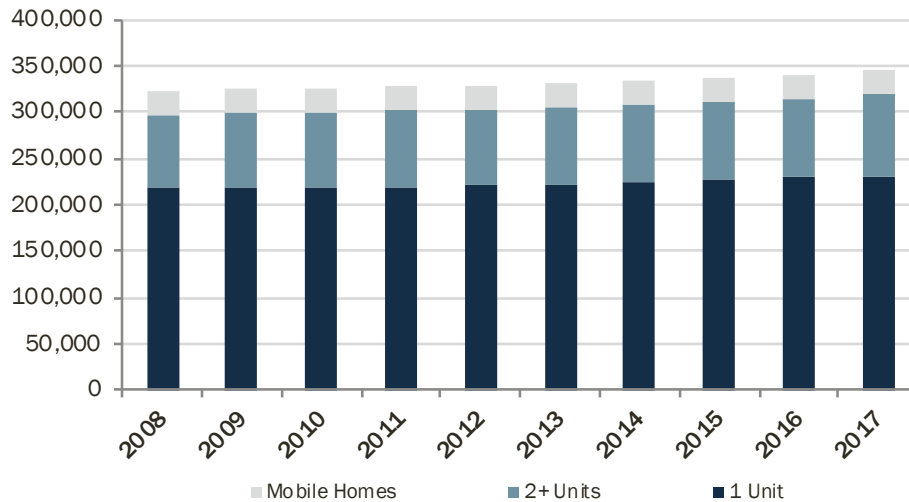
	Sumner	Kent	Auburn	Puyallup	Edgewood	Tacoma
1-Mile Radius						
Total Population, 2018	8,040	20,478	10,213	12,609	5,377	18,921
Number of Households	3,380	8,812	4,311	5,379	2,104	8,412
Median HH Income, 2018	\$59,643	\$41,121	\$46,978	\$62,626	\$80,548	\$39,579
Avg HH Size, 2012-16	2.49	2.88	2.72	2.49	2.74	2.49
3-Mile Radius						
Total Population, 2018	49,090	111,055	76,562	64,558	49,146	95,110
Number of Households	19,321	42,499	28,556	25,866	19,199	38,501
Median HH Income, 2018	\$73,040	\$58,328	\$62,392	\$69,616	\$70,060	\$52,900
Avg HH Size, 2012-16	2.49	2.88	2.72	2.49	2.74	2.49

Demand for Rentals Competes with Single-family Rentals (and Ownership)

The market for housing in Sumner is geared toward larger family households. The supply for rental housing in Pierce County is predominantly in the single-family housing market reflecting significant past investment. Much of that housing rents at competitive rates compared to what can be charged for rentals in the town center in Sumner. In Pierce County, rental prices in single family rentals average \$1.20 per square foot compared to \$1.34 for apartments in Sumner. While

downtown Sumner can offer good amenities, consumers can still purchase more house for the money in the single family rental market place.

Exhibit 2. Pierce County Housing Units by Type, 2008-2017

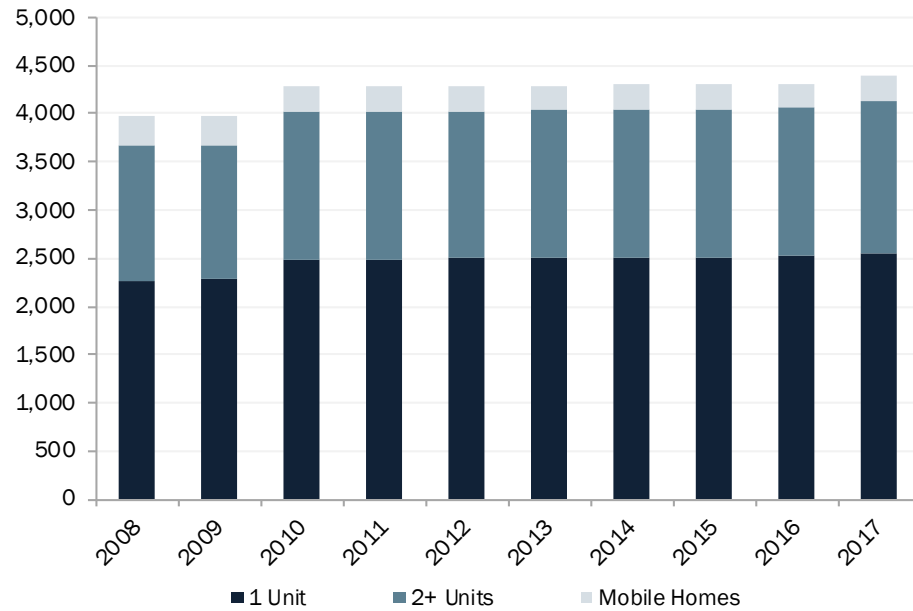


Source: Washington State Office of Financial Management.

As Smaller Area, Sumner is Absorbing Modest Levels of Housing

Housing unit growth in Sumner has been rather modest over the last ten years as seen in Exhibit 3. Since 2010, just over 100 housing units were added to the city's housing stock. The majority of these new units added were multifamily (2+ units), and about 46 percent of the new units were single-family units (1 unit). Mobile home unit growth has been mostly unchanged from 2000 to 2017. The city has been absorbing about 7 units a year over the last 10 years – however, this is more a function of how few denser housing projects that have been built over this time (and deliveries and absorption are “lumpy” over this time period.)

Exhibit 3. Summer Housing Units by Type, 2008-2017

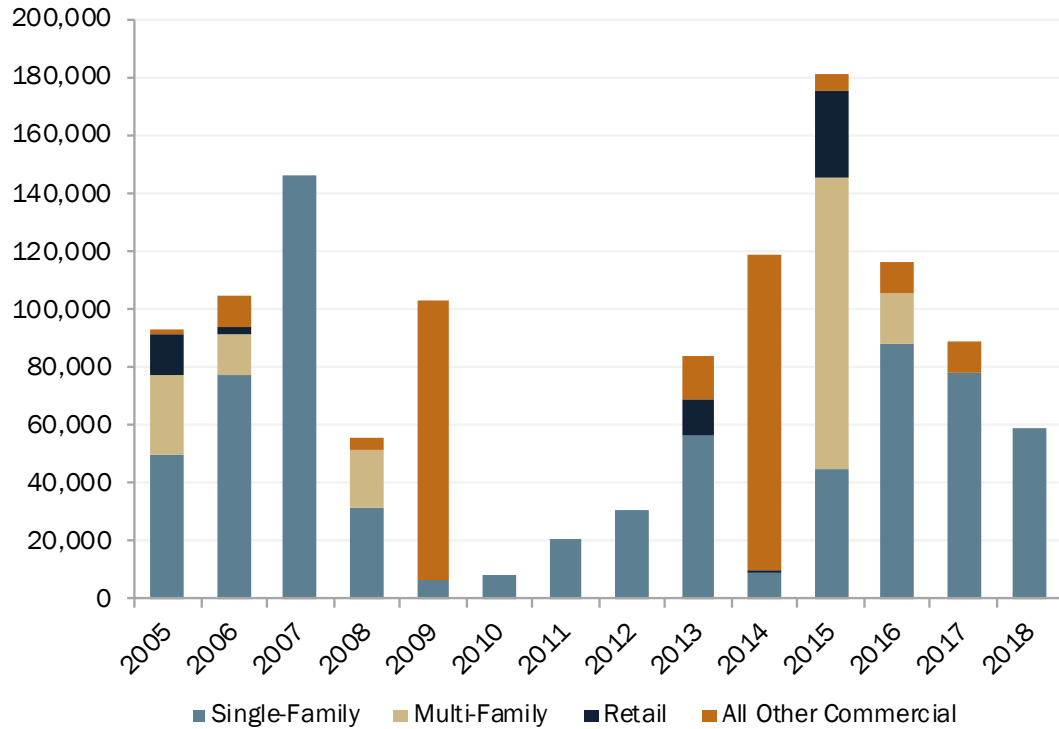


Source: Washington State Office of Financial Management.

Building Permits Reveal Most Growth in Housing

From 2005 to July 2018, about 705,000 square feet of single-family home permits were issued in Sumner. Nearly 181,000 square feet of multifamily units were permitted, mostly for a townhome development (Aster Townhomes) in 2015. Retail development has been relatively sparse; in 2015, 30,000 square feet was permitted. Other types of commercial development (e.g., portable classrooms, grocery stores, recreational facilities) account for about 109,000 square feet permitted in 2014. Industrial permits are excluded in this analysis (since the focus is on urban infill development in the city's town center).

Exhibit 4. New Construction Permits in Sumner, by Square Footage and Type, 2005-July 2018



Source: City of Sumner.

Increasing Home Prices Outpace the Region

Sumner median home sale price is about \$370,000 in 2018. In comparison, the median home sales price in Pierce County overall is about \$323,000, or approximately 15 percent below Sumner’s median home sales price. Exhibit 5 shows the trends in home sales prices from 2008 through July 2018. Sale prices have increased steadily since 2012 in Sumner and statewide.

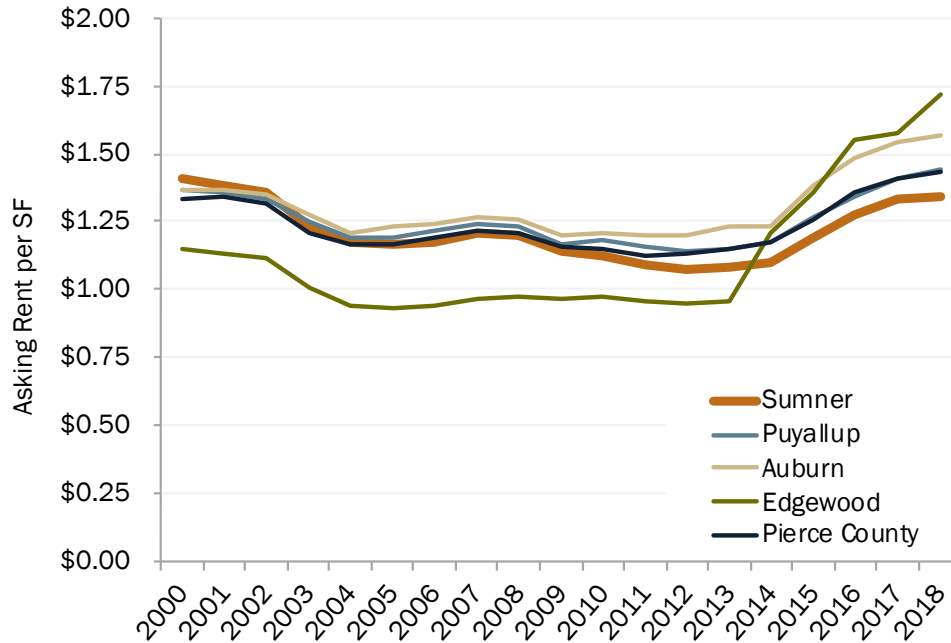
Exhibit 5. Home Sales Price Trends, Inflation-adjusted 2018 Dollars, 2008-2018



Increasing Apartment Rents and Declining Vacancies Signal New Investment

Rents in Sumner have steadily increased since 2013. As of July 2018, the average rent in Sumner is \$1.34 per square foot per month or about \$1,340 for a 1,000 square foot 2-bedroom apartment. This rental rate is about seven percent lower than the Pierce County average of \$1.43. Exhibit 6 displays the multifamily asking rent per square foot per month for Sumner, Pierce County, and various comparison cities, in 2018 inflation-adjusted dollars.

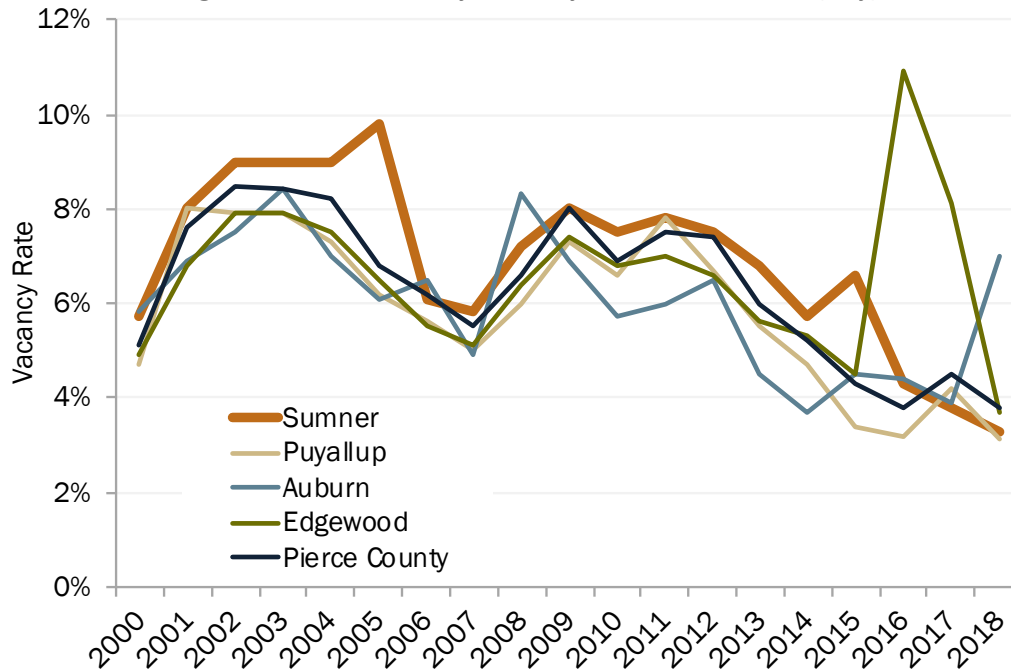
Exhibit 6. Average Annual Multifamily Asking Rent per Square Foot per Month, 2018 Inflation-Adjusted Dollars, 2000-2018 (July)



Source: CoStar

Exhibit 7 describes the multifamily unit vacancy trends for Sumner, Pierce County, and other comparison cities. Vacancies in Sumner are quite low relative to comparison cities at 3.3 percent. Overall, vacancy rates across most comparison regions have been declining since 2009. The conditions of rising rents and declining vacancy indicate some tightness in the local market and broad signal that some future investment is warranted.

Exhibit 7. Average Annual Multifamily Vacancy Rate, 2000-2018 (July)

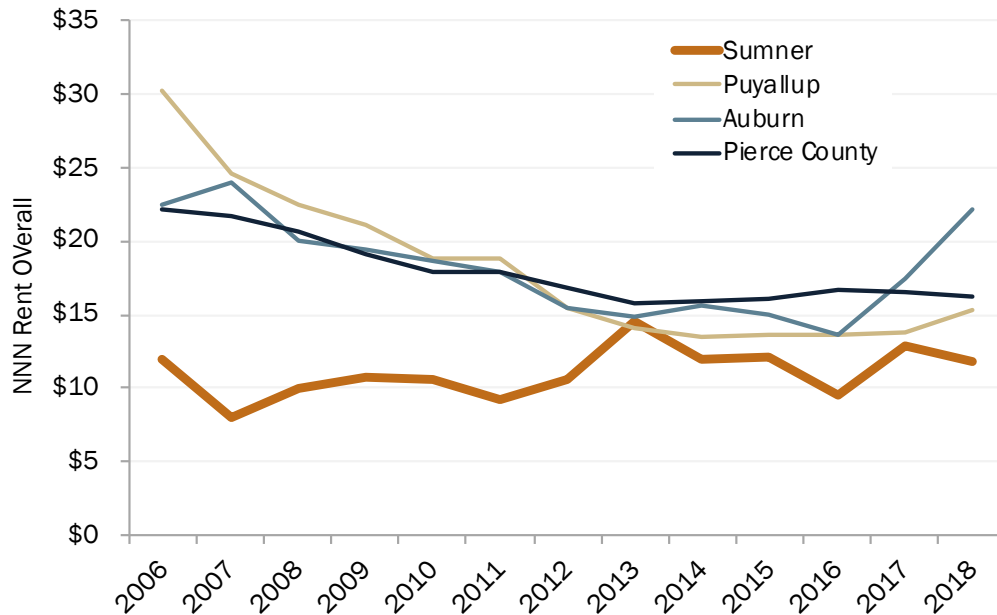


Source: CoStar.

Retail Continues to Struggle in Most Suburban Town Center Areas

Sumner’s retail rents have been quite volatile relative to Pierce County and comparison cities – however, many are showing a consistent trend of declining retail productivity. The current retail rents in Sumner are \$11.87 per square foot per year. In Pierce County, current rents are about \$16.17. For Puyallup and Auburn, current rents are approximately \$15.29 and \$22.09, respectively. Exhibit 8 shows average annual retail triple-net (NNN) rents overall from 2006 through July 2018.

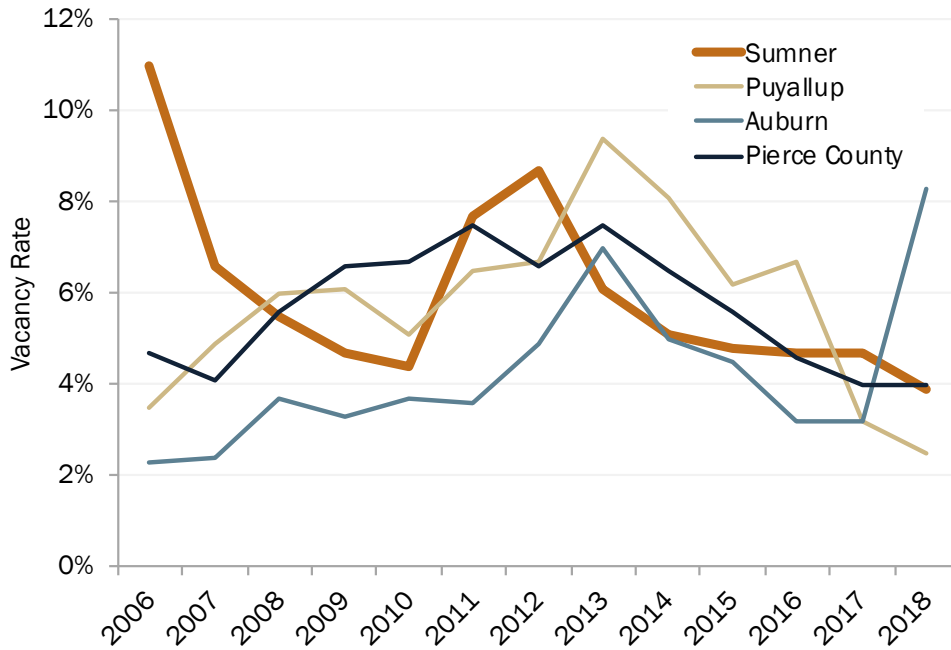
Exhibit 8. Average Annual Retail Rent Trends (Dollars per Square Foot, Triple-Net), 2018 Inflation-Adjusted Dollars, 2006-2018 (July)



Source: CoStar

Exhibit 9 displays the average annual vacancy rates for retail spaces in Sumner, Pierce County, and comparison cities. Currently, retail vacancy in Sumner is quite low at 3.9 percent, close to the 4.0 percent rate across Pierce County. Puyallup’s retail vacancy rate is even lower at 2.5 percent in 2018, whereas Auburn’s has increased to 8.3 in 2018 from 3.2 percent in 2017.

Exhibit 9. Average Annual Retail NNN Rent Overall per Month, 2018 Inflation-Adjusted Dollars, 2006-2018 (July)



Source: CoStar.

2.2 Comparable Local Area Multifamily Developments

The following table highlights some recent and comparable multifamily developments in the region. The purpose of this comparable review is to highlight the type of developments that are in demand (and constructed) in the region. In summary, the comparable projects indicate demand for:

- The appeal to larger households. Most projects have a higher percentage of 1- and 2-bedroom units compared to denser downtown settings.
- Projects that must park the development efficiently. This means that they use stick-built garages or surface parking to accommodate their parking needs.
- Townhome to podium product development types. This means that most rents in these areas accommodate mid-intensity housing developments.

Washington Market Apartments

15215 E Main Street, Sumner

Year Built: Proposed
Units: 108
Stories: 3
Rent: TBD
Unit Mix: 39% (1-Bed)
 41% (1-Bed plus den)
 20% (2-Bed)



Aster Townhomes

16128 64th Street E, Sumner

Year Built: 2014
Units: 54
Stories: 2 (two-car garage ground floor)
Rent: \$1.46 to \$1.50 psf (2-Bed)
 \$1.29 to \$1.33 psf (3-Bed)
Unit Mix: 59% (2-Bed)
 41% (3-Bed)
Vacancy (2018, YTD): 0.0%



Washington Court Flats

5822 Graham Street, Sumner

Year Built: Recently Remodeled
Units: 32
Stories: 2 (Loft)
Rent: \$1.59 psf
Vacancy (2018, YTD): 3.1%



Simon's Mill Apartments

2629 Meridian Ave. E, Edgewood

Year Built: 2016
Units: 154
Stories: 3
Rent: \$2.43 psf (Studio)
 \$2.05 psf (1-Bed)
 \$1.69 psf (2-Bed)
 \$1.60 psf (3-Bed)
Unit Mix: 2% (Studio)
 49% (1-Bed)
 41% (2-Bed)
 8% (3-Bed)
Vacancy (2018, YTD): 5.1%



Trek, Urban Apartment Community

2 East Main Street, Auburn

Year Built: 2015

Units: 126

Stories: 5

Rent: \$2.42 psf (Studio)

\$2.27 psf (1-Bed)

\$2.15 psf (2-Bed)

Unit Mix: 10% (Studio)

71% (1-Bed)

19% (2-Bed)

Vacancy (2018, YTD): 1.6%



2.3 Developers' Thoughts on Sumner's Town Center

As part of our real estate market assessment, we interviewed three developers from the Puget Sound Region active in Pierce County and south King County. Key themes from these interviews are summarized below.

Summary of Key Themes

- Sumner's Town Center has a number of assets: "good bones", proximity to Sounder station, high-quality of life.
- Sumner is not a large housing market—absorbing units slowly, but market fundamentals are increasingly positive (rising prices, tighter vacancies).
- "Pioneering" infill developments are risky because there is not an established market and it is unknown what rents could be achieved.
- With an average rent of \$1.34 per square foot, a significant premium for newly built apartments would need to be realized to support mid-rise or mixed-use buildings (such as the Trek in Auburn).
- Residential uses are most competitive products.
 - Homes sales prices are up, but there is a low level of home building.
 - Rents are up, vacancies are low, and development is in the pipeline.

- Residential mixed use building (apartments) is likely the highest use for the Red Apple site.
 - A project would only have a small amount of retail space, though.
 - Underground parking would be financially challenging.
- Openness to utilize a bonus program, but the market likely cannot support it right now.
 - Affordable housing requirements would be financially challenging.
 - Requirements for open space, which have less impact on revenue, would be more viable as part of a bonus program.
- Development will likely require the City's involvement/partnership.
 - Early engagement in design process is important. Flexibility is also important (e.g., parking, permit/design review, etc.).
 - MFTE or impact fee reductions may be needed to help support current market rents.
- Development would potentially need to occur soon based on the nation's current market cycle.
- The near-term apartment market is uncertain with lots of new development in the region. Rental rates and lease-up time for the Washington Market project will be telling about the amount of demand for new apartments in Sumner infill areas.

2.4 Real Estate Market Outlook

Continued growth in the market for more land-intense land development

Overall, Sumner has realized modest growth over the last decade. While the Puget Sound region has realized rapid growth, this growth has been concentrated in areas close to job centers (particularly Seattle and Bellevue). Recent trends do not indicate future performance, however. As the Puget Sound region continues to grow and congestion increases, development in locations with good transit service to major employment centers, such as Sumner, are increasingly attractive places for people to move.

Urban places with high frequency transit services are growing faster

Cities closer to Seattle and Bellevue with Sounder stations, such as Kent and Auburn, are already realizing new infill development within their city centers. The larger increase in rents in these communities reflect this demand. Sumner is likely close to realizing infill development. However, new “pioneering” developments are risky because there is not an established market and it is unknown what rents could be achieved, particularly for costlier vertical mixed-use development.

Multifamily housing is the most competitive infill product

Multifamily housing provides the best opportunity for new development in Sumner’s Town Center, but there has not been much new multifamily development built in Sumner in the last ten years. The proposed Washington Market project will provide a benchmark for future apartment demand in Sumner based on how quickly it leases up and what rental rates it achieves. Other key findings from the Real Estate Market Assessment include:

- Sumner is not a large housing market – absorbing units slowly, but market fundamentals are increasingly positive (rising prices, tighter vacancies).
- Residential uses are most competitive products.
 - Home sales prices are up, but there is a low level of home building suggesting some pent-up demand.
 - Rents are up, vacancies are low, and development is in the pipeline responding to market tightness.
- A significant premium for rents in newly built units would need to be realized to support mid-rise or mixed-use buildings (such as Trek in Auburn).
- The near-term apartment market is uncertain with lots of new housing development regionally and in nearby communities, such as Edgewood, Auburn, and Kent.

3 Catalyst Sites

This section summarizes the site conditions and key development factors of the two catalyst sites affecting the development potential of the sites. The city either owns (or is considering) two large sites close into the town center. It will likely take actions aimed at issuing an RFP for the sites to do some type of mixed used development.

The following section provides some overview of these sites.

3.1 Red Apple Site

This site is located just west of Alder Avenue from City Hall. It is an entire city block composed of six lots, all owned by the City.

Current Zone: CBD

Proposed Zone: MF/C (3-4 stories)

Size: 2.0 acres

Major Constraints: None known

Major issues:

- Water table depth may affect ability to do underground parking

Other Considerations

- Large site, absorption might be a challenge
- Close to Sounder station
- Close to downtown amenities



3.2 Library Site

This site is located north of the Sumner Pierce County Library along Fryar Avenue. It is composed of four parcels, including the parcel with the library. All four parcels have different owners.

Current Zone: Mixed Use Development

Proposed Zone: MF/C (5-6 stories)

Size: 4.4 acres

Major Constraints:

- Multiple owners

Other considerations:

- Stormwater mitigation
- River as amenity
- Close to Sounder station
- Large site, absorption might be a challenge



4 Financial Feasibility Analysis

To assess financial feasibility of different building types, ECONorthwest modeled all the costs of constructing a new building and the potential revenue it could generate (value). The financial analysis was done to test alternative arrangements on the city’s new proposed code and the value of the different incentives that might be offered in the future.

4.1 Analysis Approach

Development feasibility is evaluated based on the difference of the potential value of a development project, less the costs to build it. Exhibit 10 depicts this development equation and its pieces.

Exhibit 10. Financial Feasibility Development Equation

Value (What the project could sell for when finished)

- Costs

- Land purchase
- Site Preparation
- Design, Permits, etc.
- Construction
- Parking
- Infrastructure
- Operation & Maintenance
- Financing
- Profit (return on cost)

Feasibility (+/-)

To assess feasibility, ECONorthwest used a pro forma analysis. A pro forma analysis models all the costs of constructing a new building – including design, permit fees, site improvements, any developer fee, and contingencies – to arrive at a total cost for each building prototype. The pro forma analysis then models potential revenues the new building would generate based on how much rent a building would generate in a year. Lastly, the analysis then applies an assumed rate of return to account for the profit a developer would require.

The pro forma analysis used several key assumptions¹ to calculate financial feasibility. Appendix B lists the specific assumptions for each prototype.

- Townhome rent: \$1.50 per square foot per month (or \$2,250 a month for a 1,500-square foot townhome).
- Apartment rent: \$1.70 per square foot per month (or \$1,700 a month for a 1,000-square foot 2-bedroom apartment) for a unit in a Garden Apartment.
- Apartment rent: \$2.00 per square foot per month (or \$2,000 a month for a 1,000-square foot 2-bedroom apartment) for a unit in a mixed-use building with more amenities and better finishes.
- Woodframe construction costs: \$155 per square foot
- Surface Parking: \$5,000 per space
- Ground floor Parking: \$30,000 per space
- Underground Parking: \$55,000 per space

4.2 Analysis Prototypes

The feasibility analysis compared three different building prototypes: townhomes, garden apartments, and vertical mixed-use buildings.

Townhomes

Townhome are attached single-family homes. Townhomes can be rental or for-sale products.

Feasibility Finding: **Likely viable at current market rents**

Height: 2-3 stories

Construction Type

- Woodframe construction
- Parking within the building or a surface lot

Propose TC Zones Allowed:

- SF/MF (2-3 stories)
- MF (4-5 stories)
- MF/C (4-5 & 5-6 stories)



¹ Sources: Rent based on local comparable developments and assumptions by ECONorthwest. Development costs based on discussions local builders, and returns assumption are from ECONorthwest.

Garden Apartments are viable product

Garden apartments are low-scale multifamily buildings. These buildings can have a variety of building and parking forms. Typically, they are woodframe buildings with some surface parking, which make them less costly to build.

Feasibility Findings: **Likely viable at current market conditions**

- Likely viable only with surface parking
- Lower density on site as a result

Height: 2-5 stories

Construction Type

- Woodframe construction
- Parking within the building or a surface lot

Propose TC Zones Allowed:

- SF/MF (2-3 stories)
- MF (4-5 stories)
- MF/C (4-5 & 5-6 stories)



Vertical mixed use is not viable at current market conditions

Vertical mixed-use buildings are typically multifamily buildings with commercial uses on the ground floor. The first and even second floors (or the building's "podium") are constructed from concrete and the floors above the podium are woodframe construction. As a result, this building form is costlier than an entirely woodframe building.

Feasibility Findings: **Not viable at current market conditions**

- Rents not as high as Auburn
- High cost of in-building or underground parking

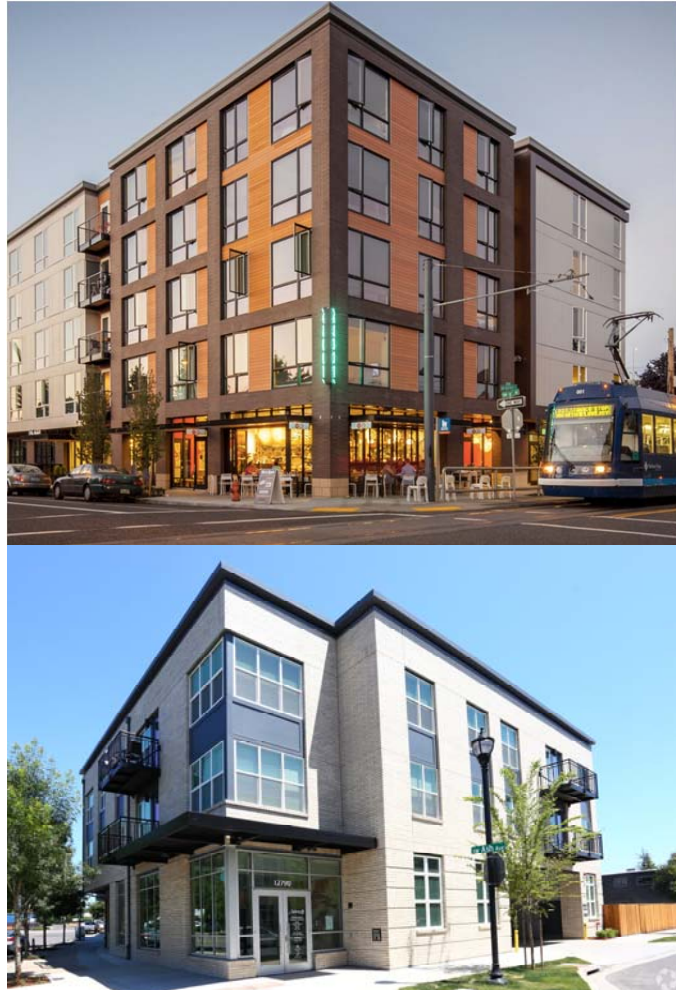
Height: 3-6 stories

Construction Type

- Concrete ground-level podium
- Commercial use on ground floor
- Woodframe construction above
- Parking in the building or underground

Propose TC Zones Allowed:

- MF/C (4-5 & 5-6 stories)



4.3 Prototype Feasibility Comparison

This section compares the financial performance of the different development prototypes listed above. It is important to keep in mind that development feasibility depends on several factors in addition to the assumed revenues, costs, and returns. The feasibility of any site can also be dependent on the individual developer and other idiosyncratic factors, such as when a developer bought the property, their ability to finance a project, and their tolerance for risk. For example, if a developer has owned a property for a while and bought it below current land prices, the development equation will be different for them.

Baseline Feasibility Conditions

Within each of the three prototypes, the baseline analysis tested the effect of different building heights and parking configurations (both the type and amount of parking). Parking configurations include parking ratios currently required by code (a blended average of 1.4 spaces per unit for this analysis) and a decrease of the parking requirement to 1.0 spaces per unit. For the mixed-use prototype, the analysis tested three different building heights. For garden apartments the analysis tested two different building heights and a combination of surface and underground parking.

Exhibit 11 compares the assumed rental rate a townhomes or garden apartment unit could achieve, and the rental rate likely needed for the building to be financially viable. Rental rates are calculated on monthly per square foot basis.

Exhibit 11. Townhouse and Garden Apartment Prototypes: Rental Rate Needed for Financial Viability

	Townhouse	Garden Apartments			
		3	3	4	4
Stories	3	3	3	4	4
Lot Coverage %	35%	35%	70%	49%	49%
Parking Ratio	2.0	1.4	1.4	1.4	1.0
Parking Type	Surface	Surface	Surface & Groundfloor	Surface & Groundfloor	Surface & Groundfloor
Assumed Rate	\$1.50	\$1.70	\$1.70	\$1.70	\$1.70
Market Feasible Rate	\$1.50	\$1.70	\$2.09	\$2.19	\$2.07
Gap/Surplus	\$0.00	\$0.00	(\$0.39)	(\$0.49)	(\$0.37)
Increase in Rate Needed	0%	0%	23%	29%	22%

Source: ECONorthwest.

Exhibit 12 compares the rental rates needed for different variations of mixed-use prototypes to be financially viable. Based on assumed rents, vertical mixed-use development is not viable.

Exhibit 12. Mixed Use Prototypes: Rental Rate Needed for Financial Viability

	3	4	4	6	6
Stories	3	4	4	6	6
Lot Coverage %	100%	100%	100%	100%	100%
Parking Ratio	1.4	1.4	1.0	1.4	1.0
Parking Type	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground
Assumed Rate	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Market Feasible Rate	\$2.80	\$2.76	\$2.54	\$2.72	\$2.49
Gap/Surplus	(\$0.80)	(\$0.76)	(\$0.54)	(\$0.72)	(\$0.49)
Increase in Rate Needed	40%	38%	27%	36%	25%

Overall, less costly buildings types, such as townhomes are garden apartments with surface parking, are feasible in the current market.

- The cost of ground floor and underground parking negatively affect feasibility. Fewer parking spaces reduce costs and the rental rate needed for viability.
- Taller buildings are better able to compensate for high parking costs through increasing the amount of rentable area and lowering the rental rate needed for viability.

Multifamily Property Tax Exemption Improves Project Feasibility

The Multifamily Property Tax Exemption (MFTE) is a tool available to the City of Sumner to incentivize new multifamily housing construction. The MFTE provides a property tax exemption on the residential area of new buildings within designated target areas of a city. Two forms of the property tax exemption are available: an 8-year exemption and a 12-year exemption, which also requires 20 percent of the residential units are affordable to households make 80 percent or less of the area median income.

ECONorthwest analyzed the effect of a MFTE on financial feasibility if the City was to adopt the 8-year program without any affordability requirements. Exhibit 13 and Exhibit 14 below show the rent levels needed for the development prototypes analyzed above to be viable with a MFTE.

The MFTE does reduce the rent levels needed for all the projects to be financially viable. However, all the prototypes with ground level or underground parking are still not likely viable at assumed rental rates. For example, a six-story mixed use building with 1.0 parking spaces per unit would still need a 13 percent increase in rents from the assumed \$2.00 per square foot to \$2.25 per square foot to be viable. The \$2.35 per square foot rental rate needed with an MFTE program is lower than the \$2.49 per square foot required for viability without the program. The \$2.25 per square foot rental rate is also similar to the rents achieved by the Trek mixed use apartment building in Auburn.

Exhibit 13. Townhouse and Garden Apartment Prototypes: Rental Rate Needed for Financial Viability with a MFTE

	Townhouse	Garden Apartments			
Stories	3	3	3	4	4
Lot Coverage %	35%	35%	70%	49%	49%
Parking Ratio	2.0	1.4	1.4	1.4	1.0
Parking Type	Surface	Surface	Surface & Groundfloor	Surface & Groundfloor	Surface & Groundfloor
Assumed Rate	\$1.50	\$1.70	\$1.70	\$1.70	\$1.70
Market Feasible Rate	\$1.50	\$1.70	\$1.89	\$1.97	\$1.84
Gap/Surplus	\$0.00	\$0.00	(\$0.19)	(\$0.27)	(\$0.14)
Increase in Rate Needed	0%	0%	11%	16%	8%

Exhibit 14. Mixed Use Prototypes: Rental Rate Needed for Financial Viability with a MFTE

Stories	3	4	4	6	6
Lot Coverage %	100%	100%	100%	100%	100%
Parking Ratio	1.4	1.4	1.0	1.4	1.0
Parking Type	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground
Assumed Rate	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Market Feasible Rate	\$2.56	\$2.52	\$2.30	\$2.48	\$2.25
Gap/Surplus	(\$0.56)	(\$0.52)	(\$0.30)	(\$0.48)	(\$0.25)
Increase in Rate Needed	28%	26%	15%	24%	13%

Impact Fee Reduction Improves Project Feasibility, Not as Much as MFTE

ECONorthwest also analyzed the effect of reducing park and transportation impact fees on financial feasibility. Exhibit 15 and Exhibit 16 below show the rent levels needed for the development prototypes analyzed to be viable without a park and transportation impact fee in place.

Eliminating impact fees does reduce the rent levels needed for all the projects to be financially viable by a little. All the prototypes with ground level or underground parking are still not likely viable at assumed rental rates. Rental rates would need to increase from 21 to 39 percent for these prototypes to be financially viable.

Exhibit 15. Townhouse and Garden Apartment Prototypes: Rental Rate Needed for Financial Viability without Impact Fees

	Townhouse	Garden Apartments			
Stories	3	3	3	4	4
Lot Coverage %	35%	35%	70%	49%	49%
Parking Ratio	2.0	1.4	1.4	1.4	1.0
Parking Type	Surface	Surface	Surface & Groundfloor	Surface & Groundfloor	Surface & Groundfloor
Assumed Rate	\$1.50	\$1.70	\$1.70	\$1.70	\$1.70
Market Feasible Rate	\$1.50	\$1.70	\$2.07	\$2.17	\$2.05
Gap/Surplus	\$0.00	\$0.00	(\$0.37)	(\$0.47)	(\$0.35)
Increase in Rate Needed	0%	0%	22%	28%	21%

Exhibit 16. Mixed Use Prototypes: Rental Rate Needed for Financial Viability without Impact Fees

Stories	3	4	4	6	6
Lot Coverage %	100%	100%	100%	100%	100%
Parking Ratio	1.4	1.4	1.0	1.4	1.0
Parking Type	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground	Ground & Underground
Assumed Rate	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Market Feasible Rate	\$2.78	\$2.74	\$2.52	\$2.70	\$2.47
Gap/Surplus	(\$0.78)	(\$0.74)	(\$0.52)	(\$0.70)	(\$0.47)
Increase in Rate Needed	39%	37%	26%	35%	24%

Other Options

Other common development incentives that cities can tout – that also make a difference in terms of real estate investment is the use EB-5 financing or New Market Tax Credits. EB-5 for the name of the employment-based fifth preference visa that participants receive. For EB-5, entrepreneurs are eligible to apply for a green card (permanent residence) if they: 1) Make the necessary investment in a commercial enterprise in the United States (real estate counts); and 2) Plan to create or preserve 10 permanent full-time jobs for qualified U.S. workers. The New Market Tax Credit Program (NMTC Program) aims to attract private investment necessary to reinvigorate struggling local economies. The NMTC Program attracts private capital into low-income communities by permitting individual and corporate investors to receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries called Community Development Entities (CDEs) which in turn invest in real estate. Currently, investment from these programs in Sumner’s Town Center is not qualified for either of them.

5 Key Planning Considerations

Rezoning the Town Center is a first step toward Sumner realizing its vision for a vibrant and successful Town Center. However, there are several considerations the City may want to utilize to better support infill development in the Town Center.

5.1 Podium Development Considerations

Podium style, mid-rise urban style apartments are not economically feasible at current market conditions. New construction rents must rise in order to offset the considerable cost of construction for this type of product. There are few market related changes that could support more demand for this type of product, including:

- More demand from smaller households allowing projects to change their unit mix and increase their unit yield in a project
- More growth in jobs within the Sumner area
- More urban amenities. These include good parks and recreation, retail offerings, and work/household complements (i.e. grocery stores, child care/schools, personal services, etc.).

On the cost side of the equation, the city can consider changing some of its parking requirement and height restrictions to enable more housing units to be yielded on a site. It can also pursue the use of development incentives to support these projects. These issues are discussed in more detail below.

5.2 Town Center Zoning Considerations

The proposed zoning changes for the Town Center are likely to support the design and form the City desires. Based on the pro forma analysis, some provisions, such as height and parking limits, may negatively affect financial feasibility of new vertical mixed-use development.

- The amount and type of parking affects financial feasibility, especially for vertical mixed-use buildings, which have in-building or underground parking. Reducing parking minimums can help reduce these added costs.
 - The city should commission a parking study to determine the appropriate amount of parking minimums for these projects.
 - Additionally, allowing project to enter into shared parking arrangements would also help projects, at the margins, build less parking by allowing more efficient use of the parking they do build.
- Additional building height may be needed for buildings with parking in the ground level (especially in the *MF/C 3-4 stories* zone). Currently, projects that build in this zone may struggle to accommodate both building heights and parking requirements (e.g. trading off development capacity with parking needs).

- Parking takes space from units and generates less revenue on square foot basis; it is hard to find economies of scale of parking in these configurations.
- Additional height (and development capacity) can help off-set the loss of this space for parking resulting in more feasible (or more intensely built) projects in this zone.
- Until new development projects are being constructed to the maximum height allowed (up to six stories in some parts of the new MF/C zone), there is not a market for density bonuses for open space, affordable housing, or other community benefits. Zoning arrangement that try to price in more costly public benefits (i.e. affordable housing requirements) will make it more challenging for development to use the additional capacity.

5.3 Town Center Incentives

The analysis shows that the MFTE program would provide a substantial benefit towards development feasibility. It was recently revealed that Sumner qualifies as an eligible city to use the program. The MFTE program has been used successfully by numerous Puget Sound cities to support infill housing development. The use of the MFTE program requires the city to make choices about where and how the tool should be deployed. This effort should be considered carefully by city decision makers.

The analysis also shows that the reduction of impact fees also supports development feasibility but not as much as the MFTE program. Compared to many surrounding jurisdictions, Sumner's fee amounts are lower and impact development feasibility less than cities where the fee is significantly higher. Moving forward with this type of fee waiver would require some policy change and reconfiguring how the city assesses and calculates fees for park and transportation impact fees.

5.4 Catalyst Site Development

Vertical mixed-use development on either the Red Apple or Library sites will likely have some specific challenges. Particularly considerations for the catalyst sites include:

- The proposed height on the Red Apple site (3-4 stories) may be too low to allow more dense development forms without costly underground parking.
- Both sites are quite large. Phasing of development on either site may be required depending on depth of market demand.
- Intent – lower density is viable but may not match the vision and community goals for the development of the site and Town Center, overall.
- Environmental issues (stormwater, water table level) could add unforeseen additional costs to projects, negatively affecting feasibility.

Under current market conditions, it will likely take some form of public participation for mixed-use development to occur on the catalyst sites in the near term. The City of Sumner does have

options available to help reduce the feasibility gap for future development, primarily through reducing potential costs. Some options include:

- Reducing impact and/or permit fees for new development in the Town Center.
- Providing the land for development at below market cost.
- Establishing a Multifamily Tax Exemption (MFTE) program.
- Reduce parking requirements.

Additionally, both project sites are large and can accommodate significant scale. The city may wish to partner with outside public institution to accomplish other public goals. Past examples of partnerships include the affordable housing and civic facilities. When combined, these projects can share and leverage their resources to accomplish more development on a site. Particularly if they can achieve economies of scale on some of their fixed costs of development such as infrastructure, utilities, and parking facilities.

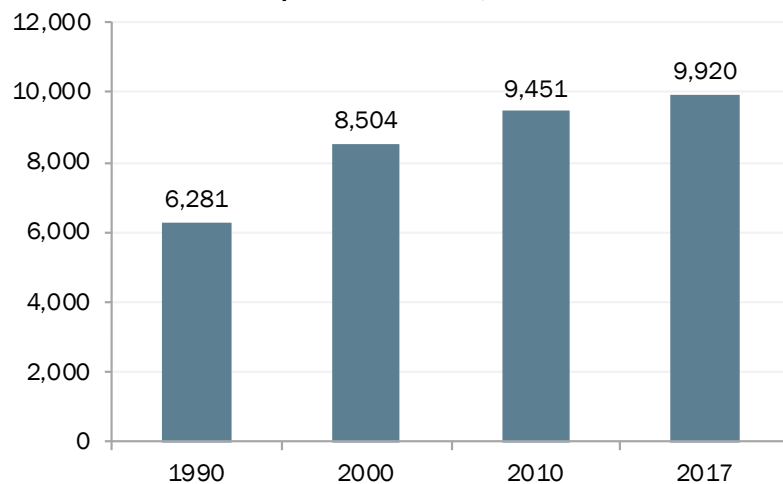
Appendix A – Socio-Economic Assessment

The demand analysis describes the economic and demographic characteristics driving demand for new housing, and rental housing in particular, in Sumner and the broader area (Pierce County). These characteristics include population growth, employment trends, taxable retail sales, age distribution, household income distribution, and tenure of householders.

Population Growth

From 1990 to 2017, Sumner’s population has increased by 3,639 residents. More recently, population growth in Sumner has slowed since 2010, adding only 469 residents, an average annual growth rate of 0.7 percent. This is slower than the average annual growth over 2000 to 2010, which had a rate of 1.1 percent.

Exhibit 17. Sumner Population Growth, 1990-2017

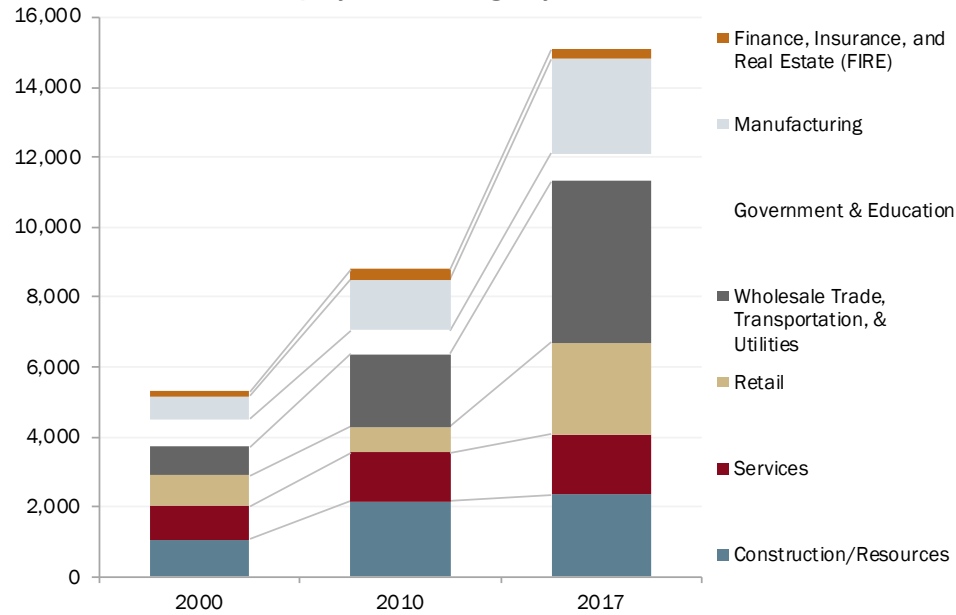


Source: U.S. Census Bureau, 1990, 2000, 2010; Washington Office of Financial Management, 2017.

Employment Trends

Sumner has added about 9,775 new jobs over the 2000 to 2017 period. The largest sector of employment in 2017 was Wholesale Trade, Transportation, and Utilities. The sector with the largest employment growth over 2010 to 2017 was Retail, which more than tripled from 740 persons to 2,637 persons. Manufacturing also grew over this period by about 87 percent.

Exhibit 18. Sumner Employment Change by Sector, 2000-2017

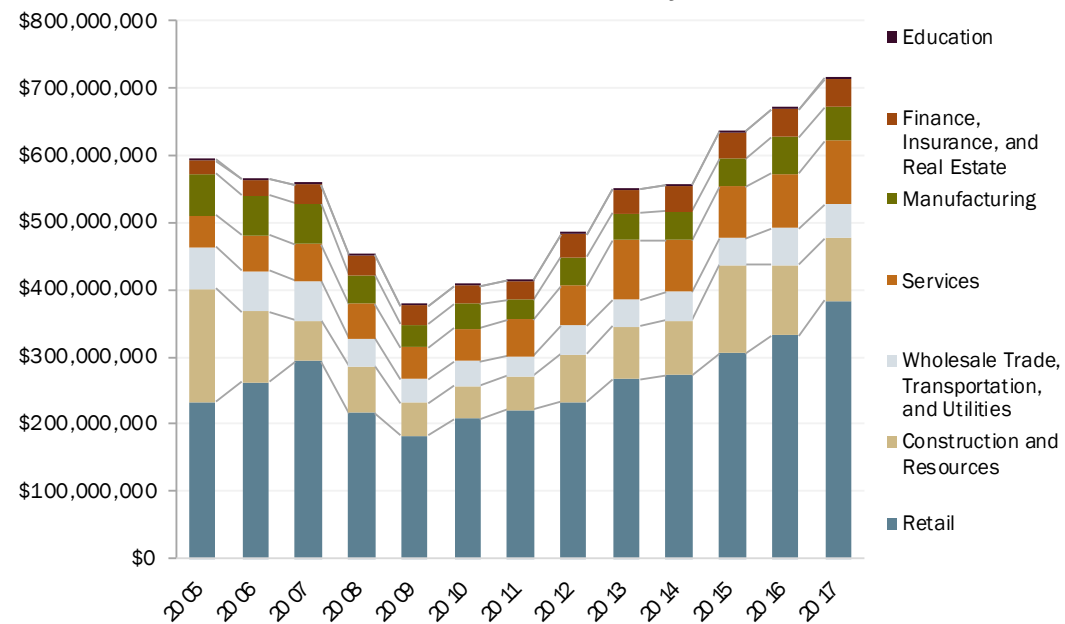


Source: Puget Sound Regional Council (PSRC).

Taxable Retail Sales

Retail sales in Sumner have increased substantially post-recession, about \$263 million since 2008. In 2017, taxable retail sales reached \$714 million. Sumner’s retail sector accounts for the majority of their 2017 sales at 53 percent. The retail sector also accounts for most (63 percent) of the city’s retail growth since 2008.

Exhibit 19. Sumner Taxable Retail Sales, Inflation-Adjusted 2018 Dollars

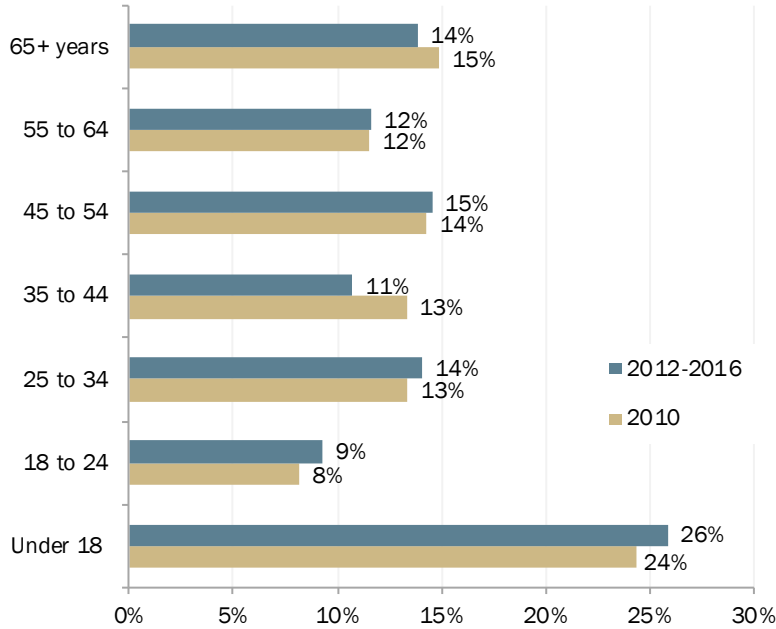


Source: Washington Department of Revenue.

Age

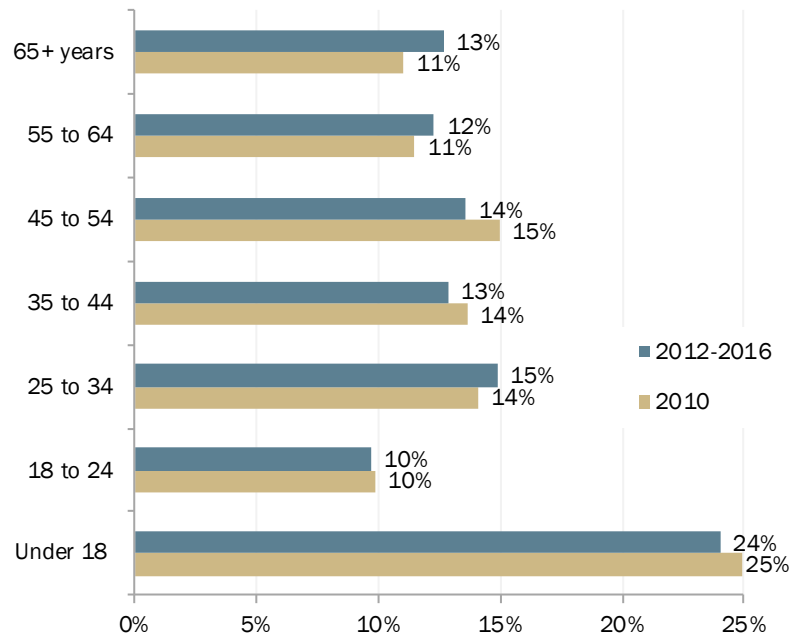
Sumner and Pierce County are quite comparable in their age distributions. The median age in Sumner over the 2012-2016 period was 36.3 and 36.0 in Pierce County. Sumner's working adult population (25 to 64 years of age) is 51 percent and Pierce County's is about 54 percent.

Exhibit 20. Sumner Age Distribution, 2010-2016



Source: U.S. Census Bureau, 2010 Census; American Community Survey 5-Year Estimates, 2012-2016.

Exhibit 21. Pierce County Age Distribution, 2010-2016



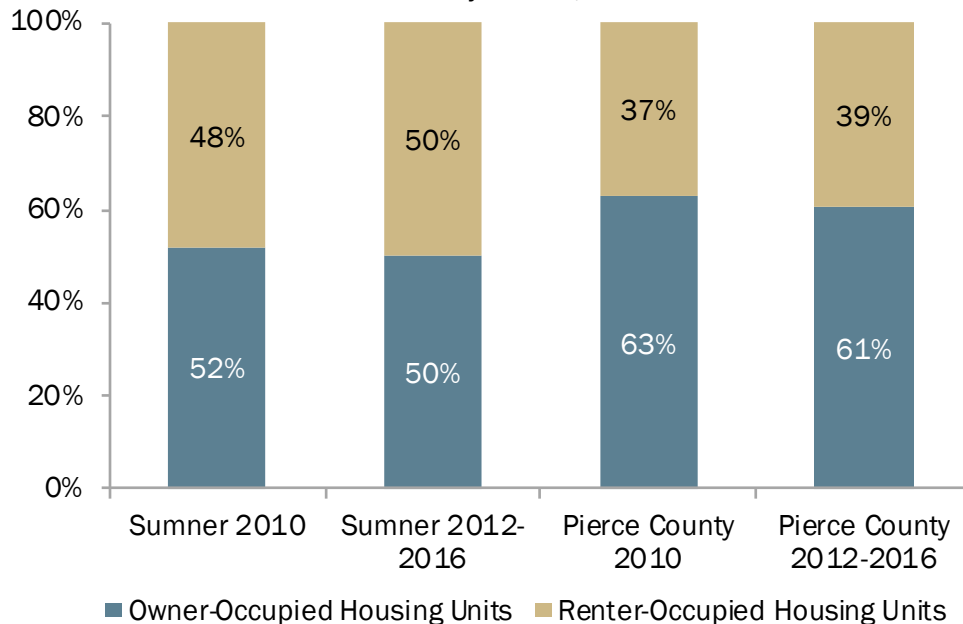
Source: U.S. Census Bureau, 2010 Census; American Community Survey 5-Year Estimates, 2012-2016.

Household Tenure and Household Size

Over the 2012-2016 period, half of Sumner households were renter-occupied. Renter-occupied households comprise about 61 percent of Pierce County's occupied households, 11 percent higher than that of Sumner.

The average household size in Sumner was about 2.5 persons for 2012-2016, 0.2 persons smaller than Pierce County's average household size of 2.7. Pierce County households tend to be slightly larger for both owner- and renter-occupied households relative to Sumner.

Exhibit 22. Sumner and Pierce County Tenure, 2010-2016

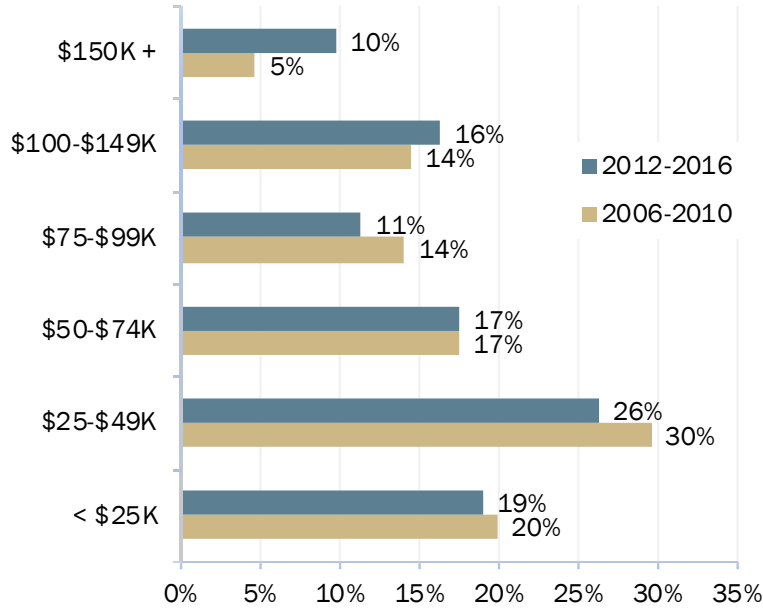


Source: U.S. Census Bureau, SF1 2010 Census Summary; American Community Survey 5-Year Estimates, 2012-2016.

Household Income

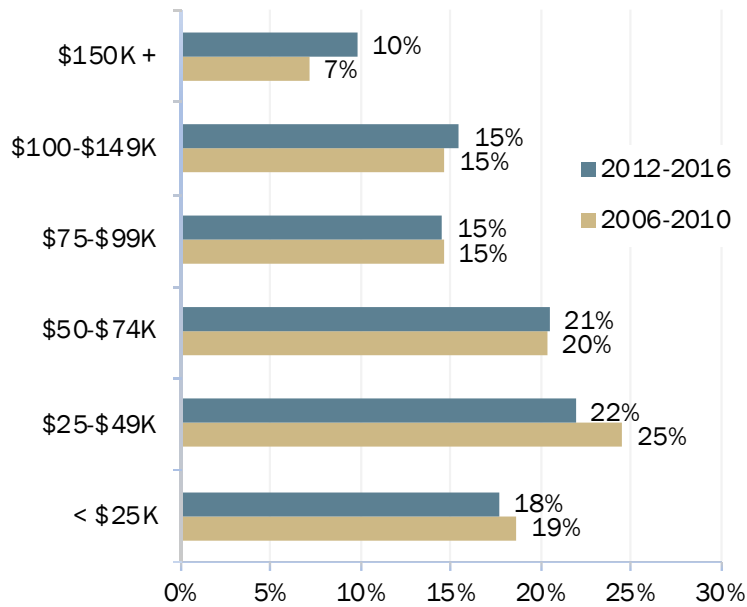
Sumner's median household income over the 2012-2016 period was about \$57,300. During that same period, about one-quarter (26 percent) of household earned between \$25,000 and \$49,999. Pierce County households tend to have higher levels of income relative to Sumner. The median household income in Pierce County over 2012-2016 was about \$61,500, 7 percent higher than Sumner's median household income.

Exhibit 23. Summer Household Income Distribution, 2006-2010 and 2012-2016



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2006-2010 and 2012-2016, Table B01001.

Exhibit 24. Pierce County Household Income Distribution, 2006-2010 and 2012-2016



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2006-2010 and 2012-2016, Table B01001.

Tenure by Household Income and Tenure by Age

Exhibit 25 describes the number of households earning income below or above the threshold of \$50,000 annually, by tenure. Over the 2012-2016 period, 60 percent of renter-occupied households in both Sumner and Pierce County earned less than \$50,000. For owner-occupied households, the majority of them earned more than \$50,000, though Pierce County had a higher proportion of owner households earning above this threshold. About 69 percent of owner households in Sumner earned more than \$50,000 and about 73 percent earned above this amount in Pierce County.

Exhibit 25. Sumner and Pierce County Tenure by Household Income, 2012-2016

Households	Sumner		Pierce County	
	Number	Percent	Number	Percent
All Households	3,889	100%	307,106	100%
Owner occupied, income < \$50K	596	31%	49,722	27%
Owner occupied, income > \$50K	1,346	69%	136,948	73%
Renter occupied, income < \$50K	1,162	60%	72,000	60%
Renter occupied, income > \$50K	785	40%	48,436	40%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2012-2016, Table B25118.

Exhibit 26 shows the quantity of householders aged 25 to 44 years old and also describes how many householders in this demographic earn less than \$50,000 per year. About 32 percent of householders in Sumner are between the ages of 25 and 44 (inclusive). Of this group, 36 percent earn less than \$50,000. This is relatively comparable to Pierce County, though Pierce County has a slightly larger share of households between the ages of 25 and 44 years old (35 percent).

Exhibit 26. Sumner and Pierce County, Tenure by Age, 2012-2016

Households	Sumner		Pierce County	
	Number	Percent	Number	Percent
All Households	3,889	100%	307,106	100%
Householders 25 - 44 years old	1,261	32%	108,826	35%
Householders 25 - 44 with income < \$50K	451	36%	39,514	36%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2012-2016, Table B19037.

Appendix B – Financial Feasibility Assumptions

Exhibit 27. Financial Feasibility Assumptions, Building Program

Variables Zone	Units				Garden	Garden	Garden	Townhomes
		Mixed Use 1 New MFC-5-6	Mixed Use 2 New MFC-3-4	Mixed Use 3 Old CBD	Apartments New MFC-3-4	Apartments New MFC-3-4	Apartments New MFC-3-4	
<u>Building Program</u>								
Lot Size	Gross SF	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Total Floors	Stories	6	4	3	4	3	3	3
Lot Coverage Max	Percent	1.00	1.00	1.00	1.00	0.70	0.35	0.35
Floorplate	Gross SF	40,000	40,000	40,000	40,000	28,000	14,000	14,000
Unbuilt Site Area	Gross SF	0	0	0	0	12,000	26,000	26,000
Total Building Area	Gross SF	240,000	160,000	120,000	160,000	84,000	42,000	42,000
Lobby/Amenities	Gross SF	2,000	2,000	2,000	2,000	1,000	0	0
Groundfloor Commercial	Gross SF	2,000	2,000	2,000	0	0	0	0
Groundfloor Parking	Gross SF	36,000	36,000	36,000	38,000	27,000		
Standalone Retail	Gross SF	0	0	0	0	0	0	0
Residential Area	Gross SF	200,000	120,000	80,000	120,000	56,000	42,000	42,000
Percent studio	Unit Mix	15%	15%	15%	15%	15%	15%	0%
Percent 1-bed	Unit Mix	60%	60%	60%	60%	60%	60%	0%
Percent 2-bed	Unit Mix	25%	25%	25%	25%	25%	25%	0%
Percent 3-bed	Unit Mix	0%	0%	0%	0%	0%	0%	100%
Percent 4-bed	Unit Mix	0%	0%	0%	0%	0%	0%	0%
Average Leasable Unit Size	Net SF	720.0	720.0	720.0	720.0	720.0	720.0	1,500.0
Gross-to-net Conversion	% of GSF	85%	85%	85%	90%	90%	90%	100%
Average Gross Unit Size	Gross SF	847.1	847.1	847.1	800.0	800.0	800.0	1500
Total Residential Units	Units	236.0	141.0	94.0	150.0	70.0	52.0	28.0
Leasable Residential Area	Net SF	169,920	101,520	67,680	108,000	50,400	37,440	42,000
Open Space Required	SF per unit	0	0	0	0	0	0	0
Total Open Space	Gross SF	0	0	0	0	0	0	0
Total Paking Needed	Spaces	339.0	203.0	136.0	214.0	100.0	75.0	56.0
Surface Parking Area	Gross SF	0	0	0	0	12,000	24,375	18,200
Podium Parking Area	Gross SF	36,000	36,000	36,000	38,000	26,177	0	0
Underground Parking Area	Gross SF	103,855	47,415	19,610	50,810	0	0	0

Exhibit 28. Financial Feasibility Assumptions, Income and Return

Variables Zone	Units				Garden	Garden	Garden	Townhomes
		Mixed Use 1 New MFC-5-6	Mixed Use 2 New MFC-3-4	Mixed Use 3 Old CBD	Apartments New MFC-3-4	Apartments New MFC-3-4	Apartments New MFC-3-4	
<u>Income</u>								
Residential Rent	NNN	\$2.00	\$2.00	\$2.00	\$2.00	\$1.70	\$1.70	\$1.50
Retail Rent	NNN	\$16.00	\$16.00	\$16.00	\$16.00	\$16.00	\$16.00	\$16.00
Parking Rent	NNN	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Vacancy	% of Revenue	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%	5.00%
Operating Cost	Per SF	\$0.40	\$0.40	\$0.40	\$0.40	\$0.34	\$0.34	\$0.30
<u>Return</u>								
Rental Return on Cost		5.75%	5.75%	5.75%	5.75%	5.75%	5.75%	5.75%

See Ordinance No. XXXX, approved on December 3, 2018

Town Center Plan Open House Feedback- February 15, 2018

How many signed in-

33 (We counted more! 😊)

How they heard about the Open House-

Email: 10

Instagram: 3

Website: 5

Newsletter/Mail: 8

Facebook: 1

Where they came from-

Live In Sumner: 24

Work In Sumner: 6

Own a business: 5

(Some chose more than one option)

Where they'll be in 10 years-

Living in Sumner in a single Family house: 16

Living in Sumner in a multi-family unit: 2 (both of these specified would prefer multi Sr. housing units)

Living somewhere else: 3

Not Sure: 9

How they voted-

Alternative 1: 12 votes

Alternative 2: 13 votes

Neither: 2 votes

Comments-

- Changing the landscape takes away from the small town feel & becomes more metropolitan. Understand the need to help Sumner businesses grow, but I don't like the idea of more transient dwellers or apartment dwellers. Takes away some of the safe & secure feeling of a small town. We're seeing too much crime in Sumner.
- Not sure I want multi-story homes along Thompson on the north side; we live on the south side. Like multi-story houses across Traffic Ave.
- 2 & 3 story housing as transition area to the denser 5 story housing.
- Take advantage of river views and access more views (of the) new bridge.
- The transitions are important between building heights. The "plunked down" look is tacky. A walkable town center -with a library- would really keep the expansion from feeling like it's crowding out what makes Sumner special.
- Sumner will be more likeable if development is planned rather than uncoordinated sprawl. I am pleased we have this thoughtful approach.
- Keep the density of the population around public transportation. With job growth, Sumner could be a viable place to live & work in Seattle.

Town Center Plan Open House Feedback- February 15, 2018

- Being in my mid-20's, I think this place does a nice job of utilizing space as well as attracting a younger crowd to the area.
- The plans look horrible to adjacent neighbors- Academy & Kincaid.
- Sumner needs to grow up- Look around us.
- Start with one or two buildings and see how the town handles it. Way too much for the small town of Sumner to absorb.
- You guys did a nice job with the presentation. Be sure to continuously tune the message that while the plan allows for zoning changes, the reality is that very few downtown single family homeowners will be affected in the short term. The glacial pace of development will take years and decades to fully transition to anything close to the artwork shown. As an owner of one of those little antique houses in the downtown core I'll find that story line a comfort in my old age.
- Great plan for increased density. Core revisions should address multimodal transportation options, reduced parking/unit requirements, and catalyst project improvements such as reduced traffic impact/utility fees.
- Traffic? Schools? A bit too much, maybe a little at a time- start with train station.
- I'm all for the enhancement of Sumner, but against the large 5-6 story apartment buildings; keep it small town and add town homes/condos and storefront along with transit and roads to account for it.
- Make stop gaps to curtail development if X amount of empty square feet exists.
- Look to the future
- I prefer higher density in Sumner. This will improve public transportation and restaurants, & help ease lack of housing crisis in the Puget Sound region. I want multi-family buildings that look like they were built in the early to mid-1920's. No modern style please. I want walkable community streets in higher density areas. Pedestrian friendly, I walk my and ride my bike around Sumner.
- Alternative 2 boxes in mixed use property and will help prevent creep
- We do not want to look or FUNCTION like Auburn! Over-run with transients. It's not just a police problem; it's a general "free hand out" and "turn a blind eye" problem. We do not want to create that in our community. No to the east Main proposal- too tall & don't want mixed use to creep into my back yard = protect our single family residential area.
- 1. Consider more central "green/plaza" space. 2. Connect long term public service facilities. (Protect future needs).
- Concerned about parking with all the new housing. Also, building a new downtown core and not letting the existing- Main St.- get ignored.
- Thank you for having these public open houses and including Sumner citizens in the decision process for our city.
- Make sure there are covered sidewalks
- Moving to Montana!
- Commercial retail is over capacity now, I don't think more is better.
- A reduction in parking requirements, particularly within the commuter rail walkshed, would help spur development. Parking req's too high.

**MEMO**

DATE: September 4, 2018
TO: File
FROM: Ryan Windish, Community Development Director
RE: **Town Center Plan Update—Summary of Developer Meetings**

Introduction

As a component of the public outreach plan City Staff met with members of the development community including developers, real estate brokers, architects, and civil engineers regarding the proposed Town Center Plan update as follows:

- Jerome O’Leary, Real Estate Broker—Kidder Mathews Commercial Real Estate
- Paul Green, P.E., Civil Engineer—Azure Green Consultants
- Bruce McKean, AIA, Principal—Helix Design Group (architects)
- Curt Gimmetad, Director of Operations—Absher Construction, Inc.
- Matt Smith, President—Rush Companies
- Chris DeWald, Vice President of Development—Rush Companies

The following is a summary of key points in the discussions:

Parking/Transportation

Transit-oriented development is definitely a positive for the area and for growth and development potential. Generally, the changing social and demographic trends toward less reliance on automobiles, future of autonomous vehicles, and the transit oriented nature of development warrant a close consideration of the ratio of parking spaces to dwelling units. The requirements for more parking also have to balance with the cost of providing structured parking at multifamily developments and the need to provide what is necessary to meet demands of tenants without overbuilding.

Key themes:

1. Parking ratios for multi-family needed to be on the order of a minimum of 1 parking space per multi-family unit (1:1) with no maximum. Allow visitor parking to occur on the street.
2. There were concerns that a 1:1 parking ratio may not provide an adequate supply and thereby diminish the desirability of the area for housing. Also concerns that rents remain high there will be more non-related people sharing apartments and each person having their own car increasing demand for parking.

3. Office and commercial parking will have different demands than residential, office likely being the most demanding as employees will want a safe, convenient, and preferably free parking for the entire workday. Having to relocate a car mid-day is a hassle for the employee and lost productivity for the employer.
4. There should not be a maximum cap on parking, especially for commercial and office spaces.
5. There was a consensus that the City should plan to budget for a parking study every 5 years to evaluate the state of parking demand and management and be ready to make adjustments as necessary.
6. A city transit option (e.g. tired “trolley”) that served the Town Center and provided access to the east side of the City and such amenities as grocery store, YMCA, and other services would be very beneficial to residents in this area.

Height/Housing Densities

City staff introduced Alternative 1 map showing the various heights being proposed to begin discussions and explained the City’s vision for the area. Generally, developers agreed that the market for development of urban mid-rise and 5 over 1 or 4 over 1 construction types was coming. They noted that this type of development in Kent, Auburn, and Tacoma increasing in the last few years. Generally, all participants felt that this planning effort was on the right track and responding to those trends.

Rents will need to continue to improve as construction costs continue to rise. Rents on the order of \$3/square foot are now the norm in Seattle. Rents currently in Tacoma are lower at \$2-\$2.25 a square foot.

Land Use and Form Based Code

Land use discussions centered on whether or not to require commercial as part of multi-family development, namely “mixed use.” While the model and idea of ground floor commercial uses located below residential may be a vision and model the City wishes to emulate, it needs to be done with caution. The current plan is to potentially require mixed use only in limited areas that may afford the best options for retail, restaurant, and other commercial uses that would thrive. However, the better approach would be to remain flexible and allow the spaces to buildout based on the market. There seemed to be differing opinions on what might be required, but generally, leaving the flexibility up to the developer was preferred. Staff should consider requiring minimum ground-floor ceiling heights to facilitate future commercial development as the market may dictate.

Generally, form-based code, the regulation of form rather than the land uses or densities within the buildings would potentially provide for greater flexibility for the developer and was seen as a positive.

Incentives

The City has a number of policy options for encouraging development in the Town Center. The question was asked of the participants: What can the City do to provide greater incentives for development?

1. **Flexibility.** All those participating in the interviews agreed that it was important for the City to offer flexibility in zoning and other requirements, particularly the requirement for mixed use and commercial.
2. **SEPA Planned Action Ordinance.** The City is currently working through the process of updating and preparing a Supplemental Environmental Impact Statement (SEIS) for the Town Center Plan Update and this includes detailed analysis that would support a planned action ordinance (PAO). The PAO would allow developments that meet the parameters of the development regulations in the SEIS to move forward without additional time and effort and resources spent on a SEPA environmental review and approval. This savings of time and money and increased certainty for the developer was viewed as a positive.
3. **Multifamily Tax Exemption.** All the developers agreed that one of the best incentives that the City could provide would be to allow a multifamily tax exemption (RCW 84.14). When a property is approved under the multi-family tax exemption (MFTE) program, the value of the eligible housing improvements are exempt from property taxes for 8 to 12 years. Only multi-family projects that retain 20% of the units for low to moderate income households are eligible for the 12 year exemption. Staff will add a policy to the Town Center Plan to adopt a MFTE program.
4. **Traffic Impact Fee Reduction.** The Traffic Impact Fees for the Town Center Area are less than other areas of the City to encourage development. The fee reduction was adopted several years ago and is going up every year. The City could consider re-adopting this reduction.
5. **Reduction in Development Fees.** Those interviewed agreed that any reduction in system development charges for utilities such as sewer, water, and storm water or impact fees would be an incentive and help make development more feasible.

Concerns and Questions

Those participating in the discussion had concerns and questions about the following:

1. **Ground Water Table.** When discussing structured parking developers asked how high the groundwater table is and if going own a story or two was a possibility. They would have to investigate this, but our reports show that it is 15 feet down or more providing the ability to do some subterranean parking.
2. **Infrastructure/Traffic.** There were also questions about water and sewer capacity. The City of Sumner has both water and sewer capacity for development in this area. We will be researching the current pipe sizing/capacity. It was suggested that the City consider making necessary infrastructure improvements to incentivize development.
3. **Traffic.** Truck traffic and congestion concerns were also voiced. Staff explained that the city was working on a project to widen the current SR410/Traffic Avenue overpass and this would alleviate much of the current PM peak hour congestion. However, growing levels of traffic and cut-through commuters who are making their way south will continue to get worse.