# Comprehensive Plan

Adopted July 2015

# COMPREHENSIVE PLAN

Adopted by Orting City Council on July 8, 2015.

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# Introduction

## Structure

The Orting Comprehensive Plan (Plan) is composed of three basic parts:

1. **Introduction**, including implementation and amendment policies and procedures;
2. **Comprehensive Plan Elements**, including goals and policies; and
3. **Appendices** for each of the Comprehensive Plan elements.

This Introduction section includes a description of the requirements of the Growth Management Act (GMA) and the framework the Act established for planning in the State and Pierce County. The Implementation and Amendments section describes how the City is to implement and amend existing policies contained in the Comprehensive Plan. It also describes the requirements of the Regulatory Reform Act (ESHB 1724) as they relate to the Plan. This section also provides some important GMA language regarding concurrency.

Each **Element** provides goals and policies for the following:

- Land Use
  - Includes the Comprehensive Land Use Map
- Housing
- Transportation
  - Includes goals and policies from the *Orting Transportation Plan*
- Economic Development
- Shoreline Management
  - Includes goals and policies from the *Shoreline Master Program*
- Capital Facilities
  - Includes information and project needs identified in the Parks, Trails & Open Space Plan, the Transportation Plan, and the Water, Sewer, and Stormwater Comprehensive Plans
- Utilities

Each element begins with a general discussion of its purpose, relationship to the GMA, and the issues identified through public involvement. Goals and policies that address those issues follow.

The Land Use Element presents the foundation for assumptions in all other elements. The Comprehensive Land Use Map gives geographic form to the Comprehensive Plan's land use policies by designating appropriate land use categories for the various areas within the City.

The **Plan Element Appendices** include current and forecast data, needs assessments or analyses, and conclusions and as appropriate, references to other source materials or policy documents.

## What is a Comprehensive Plan?

In 1990, the Washington State Legislature adopted the Growth Management Act (GMA) to provide a basis for local, regional and state solutions to growth pressures. Since 1990, the GMA has been amended several times. Orting is required to review its Plan and update for consistency with the GMA every eight years. More frequent annual reviews are allowed.

A Comprehensive Plan indicates how the community envisions the City's future, and sets forth strategies for achieving the desired vision. A plan has three characteristics. First, it is **comprehensive**: the plan encompasses all the geographic and functional elements that have a bearing on the community's physical development. Second, it is **general**: The plan summarizes the major policies and proposals of the City, but does not usually indicate specific locations or establish detailed regulations. Third, it is **long range**: the plan looks beyond the current pressing issues confronting the community, to the community's future. Although the planning time frame for this plan is twenty years, many of its policies and actions will affect the City of Orting well beyond that horizon.

## Why is a Comprehensive Plan Needed?

Many of the day-to-day decisions made by City officials can have a significant impact on how the community develops and functions. A comprehensive plan coordinates and guides individual decisions in a manner that moves the community towards its overall goals.

RCW 36.70A.020 outlines the goals with which this plan must comply. They are as follows:

1. ***Urban growth.*** *Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*

2. ***Reduce sprawl.*** *Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.*

3. ***Transportation.*** *Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.*

4. ***Housing.*** *Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.*

5. ***Economic development*** *Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.*

6. ***Property rights.*** *Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.*

7. ***Permits.*** *Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.*

8. ***Natural resource industries.*** *Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.*

9. ***Open space and recreation.*** *Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.*

10. ***Environment.*** *Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.*

11. ***Citizen participation and coordination.*** *Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.*

12. ***Public facilities and services.*** *Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time of occupancy and use without decreasing current service levels below locally established minimum standards.*

13. ***Historic preservation.*** *Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.*

In addition to the state goals, the Plan must also be consistent with the Pierce County-wide Planning Policies (CPP), another GMA mandate. CPP provide the regional framework for population forecasting and allocation; maintaining an inventory of buildable lands; coordinating level of service standards; and considering how urban growth areas are sized, located, and developed.

## Functions of a Comprehensive Plan

A comprehensive plan serves many purposes, including policy determination, policy implementation, and communication/education.

- ***Policy Determination*** - First, it encourages City officials to look at the big picture, to step away from current pressing needs to develop overriding policy goals for their community. Second, it creates an environment for the City Council to guide its decision-making openly and democratically. The plan serves to focus, direct, and coordinate the efforts of the departments within City government by providing a general comprehensive statement of the City's goals and policies.

- ***Policy Implementation*** - A community can move more effectively toward its goals and implement its policies after they have been agreed to and formalized through the adoption of a Comprehensive Plan. The Comprehensive Plan is a basic source of reference for officials as they consider the enactment of ordinances or regulations affecting the community's physical development (such as a zoning ordinance or a particular rezone), and when they make decisions pertaining to public facility investments (such as capital improvement programming or construction of a specific public facility). This ensures that the community's overall goals and policies are accomplished, by those decisions.

  The Plan also provides a practical guide to City officials as they administer City ordinances and programs. This ensures that the day-to-day decisions of City staff are consistent with the overall policy direction established by the Council.

- ***Communication/Education*** - The Comprehensive Plan communicates to the public and to City staff the policy of the City Council. This allows the staff, the public, private developers, business people, financial institutions, and other interested parties to anticipate what the decisions of the City are likely to be on any particular issue. As such, the plan provides predictability. Everyone is better able to plan activities knowing the probable response to their proposals and to protect investments made on the basis of policy. In addition, the Comprehensive Plan can educate the public, the business community, the staff, and the City Council itself on the workings, conditions, and issues within their City. This can stimulate interest about the community affairs and increase the citizen participation in government.

## Public Process and Visioning

Orting began planning under the GMA in 1990. The early process included a community workshop and survey that resulted in a vision statement. Then, as technical analyses were completed, the Planning Commission worked on goals and policies and incorporated implementation actions and strategies that came together in the Plan that was adopted January 11, 1996.

The first comprehensive GMA update was completed in 2004, the process of which included open houses and workshops to solicit public outreach and foster communication. Since then, annual updates have occurred in addition to the creation of a Downtown Orting Vision Plan, an update of the Parks, Trails and Open Space Plan, and an update to the Shoreline Master Program. The planning process behind each involved extensive public outreach. The 2015 update process further built upon this existing foundation of public engagement with open houses and a public opinion survey.

## The Orting Vision

Orting is a cohesive rural community nestled in the Orting valley. Its distinctive natural features include two river corridors and a spectacular view of Mount Rainier. Orting's downtown is its historic center. It should be enhanced as a vital center where all residents come to transact daily commerce and to meet for social activities. Orting should expand its employment base so that young people can choose to live and work in the community. Orting should preserve its pastoral heritage which is rooted in its open spaces, undisturbed ridges, and small-scale agricultural establishments. It should preserve the distinctive qualities of its natural amenities, which should be linked through scenic corridors of green along its rivers. Foremost, Orting should preserve its small town character. It should remain a place that is free of urban pressures; where people know their neighbors, take time to tend a garden, and have mutual respect for their fellow citizens.

## Vision Goals

The vision statement is amplified with the following over-arching goals that direct the more specific goals and policies of the plan elements.

- Preserve open space and the character of the rural landscape
- Preserve critical environmental resources
- Preserve important agricultural lands
- Encourage the retention & establishment of vital businesses within the downtown
- Provide a variety of housing choices for new residents
- Foster a financially sound development pattern
- Preserve a reasonable use of the land for all landowners
- Reduce reliance on the auto & encourage establishment of pedestrian and bicycle-oriented development
- Provide affordable housing
- Provide a place where citizens can both live and work

In 2008, the community engaged in a downtown visioning process to create more specific goals for increasing economic development opportunities and amenities. This is also intended to define public investment strategies for a new library, and

possibly a new city hall and community center. The vision also addresses future street improvements and other amenities that will help to make the downtown a destination. Goals include:

- Develop a downtown center with public facilities, gathering places, and private retail attractions
- Locate new downtown parking facilities to support public and business uses
- Increase safe, attractive pedestrian ways linked to the Foothills Trail and parks
- Facilitate the development of new housing in mixed use projects
- Leverage Orting's historic character and tourism attractions to create opportunities for business

In the fall of 2013, the City began the 2015 GMA update process by creating an online public opinion survey to check in with the community on local issues, values, and strategies. Just over 120 community members participated, and 86-percent found the existing vision statement was still relevant. While 63-percent of participants would rate Orting's quality of life as "excellent" or "above average", participants shed light on local issues requiring attention, such as public safety, education, smart growth, and traffic. Strategies to mitigate these issues have informed the current update, and the revision of goals and policies.

## Plan Summary

The Comprehensive Plan is informed by the following major findings:

- The Plan is intended to guide Orting's growth between 2015 and 2035, although the Plan references a 2030 planning horizon. This is due to the fact that Pierce Countywide Planning Policies established population and employment targets for all jurisdictions for 2030. The analyses and conclusions regarding land use, transportation and capital facilities capacities are consistent with the City's view, particularly since it is likely that Orting will achieve substantial build out much earlier. As subsequent annual updates are prepared, more consistency will be provided with the evolving 20-year view.
- Orting residents want the City to retain its small rural town and rural character as it grows. Residential development should remain predominantly single-family, with some multi-family development in the mixed-use town center and in close proximity to services.
- The Plan establishes the following development pattern: a central core of mixed use development in the downtown commercial area of Orting, surrounded by single-family residential development at moderate densities. Other commercial uses and light industrial development may be allowed or encouraged along major arterials and in future urban growth area(s).
- The mix of land uses in the town center includes small scale retail, restaurants, offices, community facilities and housing in a pedestrian friendly environment.

- Community health is very important to the City. The City employed the Tacoma-Pierce County's Healthy Community Planning tools during the 2015 periodic update to increase the Plan's focus on community health, particularly goals and policies related to physical activity and healthy food.
- The Plan calls for a system of recreational trails and parks. A non-motorized system of trails is recommended which link the Foothills Trail in the center portion of the City with more local trails throughout town and along the Carbon and Puyallup Rivers.
- The Plan promotes the benefits of urban agriculture, including maintaining open spaces, providing a source of local food, building social connections, providing recreation opportunities, establishing rural character, preserving view corridors, and providing employment opportunities for the residents of Orting.
- Transportation needs in Orting range from potential future traffic volumes on the existing roadways, to the configuration of the future roadway system, to the feasibility of transit in the Orting area. The Transportation Element addresses transportation issues and links them into a cohesive assessment of Orting's transportation options and future.
- To maintain the City's existing small town character, the Plan adopts a level of service standard C/D for its roadway facilities and services.
- The Plan promotes a diversity of housing options within the community, including single-family homes, mixed use housing, manufactured homes moderate to high priced homes. This diversity of housing types is intended to meet Orting's affordable housing needs.
- The Plan recommends level of service standards for transportation, water, stormwater, sewer facilities, and parks, trails and open space. The Plan also recommends service goals for police and fire protection. New development must be served by adequate public facilities and cannot cause the level of service to be degraded below these adopted standards.
- The Plan directs growth for the next twenty years to areas within the City limits, to encourage the provision of adequate public facilities and services concurrent with development.
- The Plan is intended to work consistently with the City's critical areas ordinance. If a conflict should arise, the most restrictive provisions shall prevail.

## Plan Elements

### Land Use Element

The future land use policies establish the pattern of development in Orting for years to come. The City's overall planning goals provide guidance for the development of these policies. Specifically, the goals highlight preservation of open space and the character of the rural landscape, promotion of urban agriculture as a community

resource, retention and expansion of the City's employment base, and protection of vital environmental resources.

By 2030, the City is projected to grow to 7,570.[1] The Plan seeks to preserve the small rural town character of the City, while fostering the town center. In the areas within or adjacent to the town center, the Element promotes pedestrian oriented, mixed use development that allows for a diversity of land uses including housing, small-scale shopping, civic facilities, recreation, and employment.

Surrounding the town center, the Plan designates neighborhoods that allow for a mix of less intense uses and accommodate a range of housing types and densities. They are predominantly composed of single family homes of mixed densities, and designate a small portion of the City in proximity to commercial services and transportation facilities for multi-family development.

Expanding opportunities for residents to work and live in the community is another principle of the Land Use Element.

The Plan encourages Planned Unit Developments (PUDs), which use flexible lot sizes and development standards to encourage creativity and avoid cookie-cutter subdivisions that do not fit within the character of the landscape. With flexible lot sizes, common greens, community gardens and active recreation areas could be set aside for the benefit of the residents of the development.

The City has plans and programs in place to address future impacts of potential natural hazards. The City is a participant in the Pierce County Forum's development of the Region 5 All Hazard Mitigation Plan process. That plan contains an extensive City-specific mitigation strategy for avoiding and/or addressing impacts of natural hazards including floods, lahars, storms and other events. The City has implemented some of these strategies through the completion of setback levees, and the on-going planning for the Carbon River Evacuation Bridge (Bridge for Kids). In addition, the City manages public education and involvement activities related to the strategies. Maps showing areas subject to natural hazards are included in the Appendix.

## Housing Element

As growth occurs within and around Orting, there will be an ever increasing need for more housing that is affordable and desirable. Remaining developable land within the City is slated for residential, mixed use, or public facilities development. The City's challenge will be to ensure that the pattern of development provides a diversity of housing options and economic development opportunities while maintaining the desired character of the community.

[1] Puget Sound Regional Council, Land Use Baseline Total Population Forecasts for Jurisdictions. April 1, 2013.

## Transportation Element

The Transportation Element uses a detailed assessment of current conditions, forecasts of future growth, and local and state standards to form a framework of policies and a determination of project needs. This complex picture includes facilities for which the City is responsible as well as county and state facilities. The analyses consider capacity, safety, and multi-modal performance as well as pedestrian, non-motorized, and public transportation. Orting's dependency upon SR 162 for regional connections is an over-riding problem that can only be solved by a coordinated partnership of the City, Pierce County and the state.

The Element seeks to maintain level of service (LOS) C/D. The community is accustomed to high service standards, but the travel forecasts indicate that service levels could drop significantly, depending on how the growth patterns and the transportation facilities are developed. With a standard ranging from LOS C to LOS D, the City has flexibility in meeting the high standards that the community's expectations while changing from a rural community to an suburban community.

## Economic Development Element

An economic "baseline" study (summarized in the Economic Development Appendix) assessed Orting's strengths, weaknesses, opportunities and threats. Strengths include the recent strong population growth; Orting's physical setting; availability of underdeveloped land and utility capacity; and the established downtown. Weaknesses include Orting's isolation; and limited accessibility. Opportunities include increasing the mix of local-serving business to recapture retail sales "leakage"; increasing leverage of tourism; and increase in demand for shopping and services as the surrounding area grows. Threats include strong retail competition from Bonney Lake and Puyallup's South Hill as well as eventual economic development in Tehaleh that could weaken Orting's ability to attract employers.

The Element contains goals and policies that provide a foundation for action to diminish the weaknesses and threats and take advantage of the strengths and opportunities.

## Shoreline Element

In response to state Department of Ecology changes to the Shoreline Master Program (SMP) guidelines, and GMA direction to coordinate comprehensive plans and shoreline plans, the City conducted a comprehensive update of the SMP in 2007. The update included a significant inventory and characterization of the shoreline conditions along the Carbon and Puyallup Rivers. In particular, "opportunity sites" for potential shoreline restoration and increased public access were identified. A minor update of the SMP was adopted in 2013.

The Shoreline Element includes the goals and policies of the SMP. There is no Shoreline Appendix, as the detailed analysis is found in the SMP. Shoreline development regulations are also included in the SMP. All of the shorelines within the City have been designated Urban Conservancy. No development except for

limited public facilities is allowed within the first 150 feet of the shoreline jurisdiction along the Rivers.

### Capital Facilities & Utilities Elements

The two major issues addressed in the Capital Facilities and Utilities Elements are the implementation of the "concurrency" requirement and the status of the City's water and sewer facilities. In compliance with state law, the Orting Plan requires that adequate public facilities be in place concurrent with the impacts of new development. This concurrency requirement means that improvements or strategies must be in place at the time of the development or that a financial commitment must be in place to complete the improvements or strategies within six years.

In order to determine whether or not public services are adequate to serve the forecasted population growth for the City, the Capital Facilities Element establishes level of service standards for water, sewer, stormwater, police, fire, parks, trails and open space, and transportation. New development must demonstrate that its impact will not degrade these facilities below the level of service standards adopted in the plan.

## Implementation of the Comprehensive Plan

### Purpose & Relationship To GMA

A comprehensive plan is implemented through the goals and policies it identifies to guide and coordinate local decision making. The plan's policies shape the course of action taken by the community as it begins to implement the plan. The Growth Management Act encourages innovative implementation methods that are both regulatory and non-regulatory. Regulatory actions may include the adoption of a zoning ordinance or other land use regulations, while non-regulatory actions include implementation of the capital facilities plan, economic development strategies, and promotion of affordable housing development. Some actions may involve a complicated series of related steps which themselves may need to be carefully planned (for example, improvements made to a major utility system). This section will describes these actions, plans, and measures necessary to implement this Plan.

### Regulatory Measures

The Growth Management Act requires that local governments enact land development regulations that are consistent with, and implement the Comprehensive Plan. In order to accomplish this, the development regulations should be regularly reviewed to ensure consistency with the comprehensive plan in order to identify the need for amendments.

In particular, the zoning code and zoning map must be consistent with the future land use map and policies established in the plan. The future land use map and land use policies in the Comprehensive Plan establish the use, density, and intensity of future development within the City. As part of the update of the land use regulations, Orting is also obligated by ESHB 1724 adopted by the 1995 Legislature to combine project

permitting and environmental reviews; consolidate appeals processes; and clarify the timing of the development of the review process.

## Concurrency Management

Comprehensive plan policies also meet the GMA requirements for concurrency by establishing level of service (LOS) standards for capital facilities. The concurrency management system sets forth the procedures to be used to determine whether public facilities have adequate capacity to accommodate a proposed development. And, the concurrency management system also identifies the responses to be made by the City when it is determined that the proposal will exceed the level of service established, and therefore exceed the defined capacity, failing to maintain concurrency. The includes the criteria the City uses to determine whether development proposals are served by adequate public facilities, and establishes monitoring procedures to enable periodic updates of public facilities and services capacities.

Under the GMA, concurrency management must be established for transportation and capital facilities; however, jurisdictions may establish concurrency for any public facilities for which they have established level of service standards in their comprehensive plan. Level of service standards may be established for fire and emergency facilities, police, schools, sewer and water, transportation, and parks and recreational facilities and services.

## Six-Year Capital Improvement Plan

Another major implementation tool of the Plan is the six-year schedule of capital improvements. The Capital Improvements Plan, or CIP, sets out the capital projects that the City must undertake within the next six years in order to implement the Plan. The six-year schedule is updated annually, with the first year of the schedule acting as the capital budget for the fiscal year. During the annual updating of the six-year schedule, the cost estimates and funding sources listed are updated and revised to reflect any additional information that the City has received. The CIP schedule is also be revised to include any additional capital projects that are needed to maintain the City's adopted level of service standards.

## Coordination with Pierce County

Through the County-wide Planning Policies (CPPs), the City is a partner with Pierce County and the other cities in shaping regional policies and actions. This includes updating the CPPs; discussing methods for maintaining the record of buildable lands; and evaluating UGA issues. More specifically, Orting and the County have a discrete set of common interests including future land use controls in the rural portions of the Orting Valley; transportation; shoreline management; hazard mitigation and the provision of services.

Orting’s lack of annexation area and environmental growth constraints will limit the City’s abilities to be a significant participant in county-wide plans for accommodating future residential growth and low-income housing.

### Administrative Actions

The Plan includes a number of policies that should be carried out through administrative actions, such as interlocal agreements, revised development and review procedures, and public involvement programs. Development and review procedures must be revised to implement concurrency and to ensure that new development complies with the performance standards established.

### Public Involvement

In order for the Plan to remain alive, the citizens of the community must remain in touch with its implementation. As the Plan is tested by development, there will be the need for ongoing amendments to respond to changing conditions. As the community matures, the vision of the future will change and new needs and priorities will emerge. The City is obligated to coordinate many aspects of the Plan with adjacent jurisdictions, which will also generate changes. Continued public involvement and communication is crucial to keeping the process fresh and engaging so that the planning "wheel" does not have to be reinvented every few years.

## Amending the Comprehensive Plan

### Purpose and Relationship to GMA

For the Plan to function as an effective decision making document, it must be flexible enough to accommodate changes in public attitudes, developmental technologies, economic forces and legislative policy, yet focused enough to insure consistent application of development principles. The Growth Management Act requires that the City establish a public participation program that identifies the procedures and schedules to be used to update or amendments the comprehensive plan.

### Types of Amendments

Other than the 7-year review and update process, the GMA limits comprehensive amendment cycles to no more frequently than annually. In addition, proposed amendments must be reviewed relative to the plans of adjacent jurisdictions, and all proposed amendments proposed in any one year must be considered concurrently so that the cumulative effect of the various proposals can be determined. Under certain circumstances, the following types of amendments may be considered more frequently than once per year:

- The initial adoption of a subarea plan;
- The adoption or amendment of a shoreline master program;
- The amendment of the Capital Facilities Element of the plan that occurs concurrently with the adoption or amendment of the city budget; and
- To resolve an appeal of a comprehensive plan filed with a Growth Management Hearings Board or with the court.

## Annual Plan Review and Amendment

This process addresses site-specific requests and minor policy changes. In some cases, amendments to the Plan may be necessitated by amendments to the GMA or Countywide Planning Policies or changes in federal or state legislation. These types of plan amendments or development regulations may be undertaken once a year, and may be recommended by the City Council, Planning Commission, City Staff, or any citizen.

The City requests that Comprehensive Plan amendment proponents provide the following information in their application for amendment:

- A statement of what is proposed to be changed and why;
- A statement of the anticipated impacts of the change, including geographic area affected and issues presented; and
- A description of any changes to development regulations, modifications to capital improvement programs, subarea, neighborhood, and functional plans required for implementation so that regulations will be consistent with the Plan.

## Review and Plan Amendment Process

The annual review and plan amendment process provides an opportunity to refine and update the Comprehensive Plan and to monitor and evaluate the progress of the implementation strategies and policies incorporated therein. During the review and amendment process, the Planning Commission and City Council shall consider current development trends to determine the City's progress in achieving the economic, land use, and housing goals established in the Plan.

Information to be considered may include vacant land absorption, residential versus economic development, amounts and values of non-residential construction, number and types of housing units authorized by building permit, the effect of changes to adopted functional plans in the community, as well as activity levels in such processes as subdivision approvals, annexations, and building permits. Other information that may be relevant to consider includes the current capacity status of major infrastructure systems for which levels of service have been adopted in the Plan (transportation, and parks and trails) and the levels of police and fire services being provided by the City.

The process may also include monitoring of overall population growth and relative comparison with the forecast growth projections contained in the Plan (and the inclusion of updated projections where appropriate).

The annual review and amendment process requires public participation, both through community meetings to familiarize the public with the amendment proposals, as well as a formal public hearing before the City Council. Proposed plan amendments must be submitted to the State Department of Commerce for review at least 60 days prior to final City Council adoption.

## Policies

The following policies guide the annual plan review and amendment process:

Policy I 1 The City shall schedule an annual review of the Comprehensive Plan, to consider the need for amendments. At that time, both City-initiated, and private party or developer-initiated amendment requests will be considered.

Policy I 2 All Comprehensive Plan amendments shall be processed together with any necessary zoning, subdivision or other ordinance amendment, to ensure consistency.

Policy I 3 Amendment procedures shall be fully outlined in the City's land development regulations.

## Annual Plan Review and Amendment Schedule

The plan amendment process is designated to be flexible to accommodate unique conditions such as the nature, complexity, or amount of plan amendment requests in a single year. The annual "window" of plan amendment submittals from the public will be open throughout the year (that is, the public can submit requests for amendments at any time). However, they will only be "processed" in accordance with the adopted regulations. The timing of the annual update process is represented by the following generalized schedule:

First Quarter City accepts initial public requests for comprehensive plan amendments (docket).

Second Quarter Planning Commission reviews the docket and forwards its recommendations to the City Council for consideration. City Council decides which proposed amendments should be considered and establishes a plan amendment schedule.

Third Quarter Planning Commission evaluates the proposed amendments and forwards its final recommendation to the City Council. Environmental and state agency review is conducted.

Fourth Quarter City Council reviews the recommendation, holds a public hearing, and decides on adoption of the proposed amendments.

All amendment proposals shall be considered concurrently by the Planning Commission and the City Council so that their cumulative impacts can be determined.

## Emergency Plan Amendment Consideration

The Comprehensive Plan may be amended outside the normal schedule if findings are adopted (by City Council resolution) to show that the amendment was necessary, due to an emergency of a neighborhood or citywide significance. Plan and zoning amendments related to annexations may be considered during the normal annexation

process and need not necessarily be coordinated with the annual plan amendment schedule. The nature of the emergency shall be explained to the City Council, which shall decide whether or not to allow the proposal to proceed ahead of the normal amendment schedule.

# Land Use Element

## Purpose

This Land Use Element contains the goals and policies necessary to support the City's responsibility for managing land resources and guiding development through implementing regulations, guidelines and standards. It is maintained in accordance with the Growth Management Act (RCW 36.70A.070) to direct land use decisions over the next 20 years.

The Appendix to the Land Use Element contains the data and analysis that are used to describe the physical characteristics of the City and to define and explain the basis for the following goals and policies.

## Goals & Policies

### General

**Goal LU 1** **Be true to the vision for Orting by encouraging the expansion of its economic base while preserving its agricultural heritage and enhancing its future potential for urban farming.**

***Village Green Single Family Residences; Ofarrell Ln NW.***

Pol. LU 1.1 Encourage higher residential density and more intensive commercial development and human activity within Orting's downtown core to create a vibrant city center, reduce reliance on the automobile, and to provide opportunities for affordable housing.

Pol. LU 1.2 Provide for adequate land for commercial and light manufacturing uses to meet the needs of the City of Orting.

Pol. LU 1.3 Protect local historic, archeological, and cultural sites and structures through designation and incentives for the preservation of such properties.

Pol. LU 1.4 The Future Land Use Map adopted in this plan (see **Figure LU-1**) shall establish the future distribution, extent, and location of generalized land uses based on the intent of the goals and policies of this plan.

Pol. LU 1.5 Strive to assure that basic community values and aspirations are reflected in the City, while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property shall not be taken for public use without just compensation having been made.

Pol. LU 1.6 Establish and maintain a vision that effectively attracts economic activities which best meet the needs and desires of the community.

Pol. LU 1.7 The Orting Downtown Vision Map adopted in this plan (see **Figure LU-2)** shall establish the primary elements of the 2008 Vision Plan maximize the potential of the downtown core as the Orting Valley Town Center.

Pol. LU 1.8 Designate the **Center of Local Importance (COLI)** including the downtown area, school campus, and Gratzer Park as Orting's core for future major transportation improvements.

Pol. LU 1.9 Recognize and promote the benefits of agricultural land, for maintaining open space, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment opportunities for the residents of Orting.

**Goal LU 2 Preserve the small town rural service center character of Orting.**

Pol. LU 2.1 Require new development to be sited so as to have the least visual and environmental impact on the landscape.

Pol. LU 2.2 Support inter-jurisdictional programs to address problems or issues that affect the City and larger geographic areas.

Pol. LU 2.3 Protect single-family neighborhoods from intrusion of incompatible land uses.

Pol. LU 2.4 Provide incentives for land uses that promote agricultural uses including adding value to farm products.

## Urban Growth Area

**Goal LU 3 Encourage urban growth in areas that can be served by adequate public facilities and services and protect natural resources and environmentally sensitive lands, within the urban growth area.**

Pol. LU 3.1 Monitor growth in conjunction with adopted Pierce County population

projections and cooperative planning with Pierce County to anticipate future urban growth area needs.

Pol. LU 3.2 Establish an Urban Growth Area in coordination with Pierce County based on the following factors, consistent with the Pierce County Countywide policies:

a. Geographic and topographic features - particularly the ridgelines surrounding the Orting valley.

b. Jurisdictional boundaries of the school district, fire district, and postal service.

c. Public facility and service availability, limits and extensions.

d. Location of designated resource lands and critical areas and future city agricultural and tourism lands for economic development.

e. Existing land use and subdivision pattern.

f. Consistency and compatibility with neighborhood, local and regional plans.

g. Population and employment projections.

Pol. LU 3.3 Give priority to infill development within the city limits and existing urbanized unincorporated areas.

Pol. LU 3.4 Development shall take place only if it does not cause the public facility level of service to degrade below the City's adopted level of service standards. Orting shall encourage the following techniques:

a. Conservation Easements

b. Transfer of Development Rights

c. Purchase of Development Rights

d. Cluster Development

Pol. LU 3.5 The boundary of the urban growth area shall be evaluated during mandated GMA updates and in conjunction with coordinated planning with Pierce County based on the following criteria:

a. Expansion of the service area or demand for municipal facilities and services;

b. Maintaining land supply sufficient to allow market forces to operate; and precluding the possibility of a land monopoly, but

no more than is essential to achieve this purpose;

c. Accommodation of essential public facilities or unique opportunities for economic development;

d. Designation of the UGA expansion as a receiving area for development rights transfer from agricultural resource lands in the Orting Valley.

## Residential Land Use

**Goal LU 4** **Provide a variety of housing choices for new residents.**

Pol. LU 4.1 Promote residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet future demand.

Pol. LU 4.2 Encourage development that provides affordable housing through incentives.

Pol. LU 4.3 Conserve the City's existing housing stock through code enforcement, appropriate zoning, and participation in rehabilitation programs.

**Goal LU 5** **Residential development shall be of high quality design and shall be consistent with the character of Orting.**

*Discussion:* *The land use plan establishes a variety of residential land use categories to accommodate growth within the urban growth area. The* ***Residential Multi-Family (RMF)*** *land use category is intended to provide for moderate to high density residential development which may include a mix of office and governmental uses. The* ***Residential-Urban (RU)*** *and* ***Residential Suburban (RS)*** *categories are intended to provide for vital residential neighborhoods in a moderate to low-density single-family setting. The* ***Residential-Conservation (RC)*** *land use category is intended for areas that are suited for low-density residential development that is compatible with critical area constraints along the Puyallup and Carbon River shorelands.*

Pol. LU 5.1 Residential development within the **Residential Multi-Family (RMF)** land use district shall be served by community improvements and facilities normally associated with urban area development. The maximum density of development in the RMF district shall be eight units per acre.

Pol. LU 5.2 The **Residential-Urban (RU)** land use category is intended for areas that are suitable for residential development with the provision of full services. It includes existing exclusively residential subdivisions that have been platted at an average density of six units per acre. The maximum density of development in the RU district shall be six units per acre.

Pol. LU 5.3 The **Residential Suburban (RS)** district is located in areas that are suitable to provide a transition from urban uses to the less intensely developed areas of Orting. The base density allocated to RS lands is 4 units per acre. The property owner may be able to realize greater development potential on the site, provided that the site is developed as a Planned Unit Development (PUD). If the site is developed as a PUD, the maximum density shall not exceed 5 units per acre. Policy LU 5.5 includes development standards for PUDs.

Pol. LU 5.4 The **Residential-Conservation (RC)** district is located in areas that are within the Carbon and Puyallup Rivers' shoreline management jurisdictions. Within the RC district, the maximum gross density shall not exceed one dwelling unit per 2 acres. Development should be clustered outside the floodway and above the 100-year floodplain, if possible.

Pol. LU 5.5 Planned Unit Development (PUD) is encouraged in areas conducive to densities greater than otherwise provided for if those units are properly planned, designed, serviced and reviewed in a public forum.

*Discussion: The PUD approach provides the City with an alternative form of residential development which would promote flexibility and creativity in the layout and design of new residential development.*

Pol. LU 5.6 Approved PUDs should result in:

a. Adequate active open space;

b. Protection of natural features and sensitive areas;

c. Appropriate site design including, relative placement of structures, circulation systems, landscaping, and utilities that minimize land alteration or degradation; provisions for a variety of dwelling unit types, including multi-family; scale and design to reduce the bulk of structures; and innovation in design including, features such as clustering and zero lot line;

d. Pedestrian orientation;

e. Adequate provision of public facilities and amenities;

f. Compatibility with surrounding uses.

Pol. LU 5.7 Ensure that the City's development regulations require new development to be in the best interest of the surrounding property, the neighborhood, or the City as a whole, and generally in harmony with the surrounding area.

Pol. LU 5.8 Planning Commission review of residential developments should be

focused on the height of structures, noise and lighting impacts and providing adequate open space.

## Mixed Use

**Goal LU 6** **Provide attractive, conveniently located economic development that creates employment, retail and service business opportunities within the City.**

Pol. LU 6.1 New commercial and office development shall be limited to the mixed use land use districts, except that home occupations may be located in all residential land use districts, in accordance with the Orting Zoning Ordinance.

Pol. LU 6.2 Orient nonresidential uses toward the pedestrian. Encourage retail uses on the ground floor to prevent blank walls with little visual interest for the pedestrian. Locate parking lots behind retail uses to allow for pedestrian window shopping. Encourage offices and/or residential units above ground floor retail.

**Goal LU 7** **The Mixed Use-Town Center Land Use Categories (MUTC and MUTCN) are intended to foster vibrant, pedestrian-oriented centers for Orting's commercial activity.**

*Discussion:* *Two MUTC areas are established: MUTC, and MUTC North.*

Pol. LU 7.1 The **Mixed Use-Town Center (MUTC)** land use category is intended for areas within 1/2 mile of the city center that are suitable for pedestrian-oriented development. In recognition of the growing need for a downtown that provides goods and services for the community; serves tourists and travelers; and maintains a strong sense of history, the City is committed to promoting development and re-development through partnerships with the business community that will leverage existing public and private assets into an active center featuring public facilities and spaces and more intensive private development.

Pol. LU 7.2 The **Mixed Use-Town Center (MUTC)** land use district includes a diversity of housing types, shopping, civic facilities, recreation, and employment. A variety of land uses are allowed, including:

a. Residential

b. Office

c. Retail and food sales

d. Personal, Professional and Business Services

e. Bed and breakfast establishments

f. Cultural Facilities

g. Parks

h. Churches

i. Schools

j. Restaurants

k. Shared parking

Pol. LU 7.3 To ensure the visual appeal and pedestrian-orientation of the land uses, the land development regulations will include performance standards for:

a. Signage

b. Open space

c. Land coverage

d. Placement of parking to the rear or side of buildings, or on lots developed or improved to provide shared parking for all downtown uses.

e. Building placement

f. Setback or build-to lines

g. Landscaping

h. Building height and bulk

i. Impact on adjacent properties

j. Streetscape improvements

Pol. LU 7.4 Development strategies and generalized locations for improvements within the MUTC zone are included in the Downtown Vision Plan map, addressing the following elements

a. Principal routes through town

b. Streets for pedestrian amenities

c. Gateway locations and ideas

d. Redevelopment opportunities

e. Existing trails & landmarks

f. Existing anchor uses

**Goal LU 8** **Mixed Use – Town Center North is intended to take advantage of the large lots and land area between Orting High School and Rocky Road NE for development of new economic opportunities – including retail, office, urban agricultural and light manufacturing uses that support a sustainable community by providing jobs and increasing the tax base.**

*Discussion:* *Town Center North is a 65.6 acre area located east of Washington Ave N, south of Rocky Road NE, west of the Carbon River, and north of the Orting High School property. Development of this area is expected to include at least 370,000 square feet of retail, service business, or light manufacturing space with related parking and site improvements. Residential development may be multifamily units on upper floors of buildings with ground floor commercial uses, single-purpose multifamily buildings, or attached ground-related units within the sectors as provided in the development code. The maximum residential density shall be 10 dwelling units per gross acre.*

*The type of development in the MUTCN will depend on land uses proposed within the sectors. Development in Sector 1 will focus on pedestrian-oriented retail and other commercial uses. Development in Sectors 2 and 3 may be larger in scale, and may include light manufacturing, urban agricultural, residential, or office uses. The basic site concept for the area is illustrated by the figure. Street alignments and sector boundaries are illustrative, with final street alignments and sector boundaries to be determined through the master planning process.*

Pol. LU 8.1 Development in Town Center North shall be planned according to the following principles:

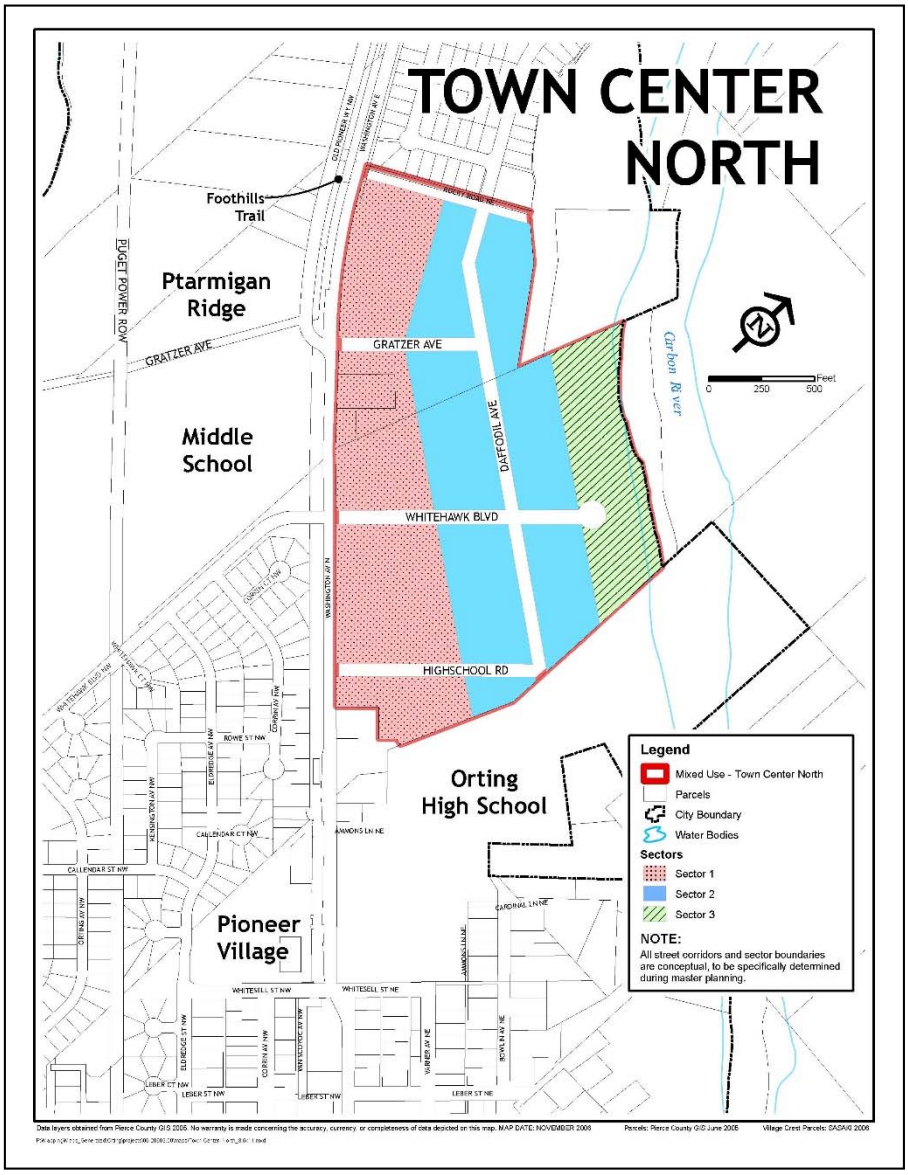
a. Access should be consistent with adopted city policies and strategies. Access from SR 162 (Washington Ave N) should be limited to locations where intersections can be designed to handle increased traffic and turning movements.

b. Internal vehicular and pedestrian circulation throughout the area should be organized by a street grid that connects with the highway intersections and the residential neighborhood to the north, and also enables connections between different development projects and phases. This will also provide corridors for utilities. Development project approvals will include dedication of new public street rights-of-way in Town Center North.

c. Blocks created by the street grid can simplify planning and permitting for development, particularly when phasing is anticipated.

d. Pedestrian amenities can be located and designed within the blocks and coordinated throughout the area as development plans are drafted.

Pol. LU 8.2 All development in Town Center North shall be approved through either the Planned Unit Development or Binding Site Plan processes and will be subjected to Architectural Design Review as prescribed by the Orting Municipal Code. The City shall adopt specific Town Center North design guidelines and standards for public improvements and private developments in the area.



## Manufacturing

**Goal LU 9** **The Light Manufacturing (LM) land use district is intended to provide for an area where low impact industrial activities can be concentrated and where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.**

Pol. LU 9.1 The **Light Manufacturing (LM)** district is for areas devoted exclusively to light industrial development, including non-objectionable manufacturing, processing or storage of products including manufacturing, processing, canning or bottling of food or beverages; production of goods from materials that are already refined or from raw materials that do not need refining; and other uses that do not involve the use of materials, processes or machinery likely to cause undesirable noise, air quality or other impacts on nearby residential or commercial property.

Pol. LU 9.2 **Light Manufacturing (LM)** uses shall provide a vegetated buffer to screen the development from adjacent non-industrial properties and from adjacent roadways.

Pol. LU 9.3 The land development regulations will include performance standards for industrial uses. Lighting from light manufacturing uses will not interfere or conflict with adjacent properties. Signage shall be controlled and limited to informational types. Curb cuts should be minimized and sharing of access encouraged.

## Open Space and Recreation

**Goal LU 10** **The Recreation\Open Space Land Use Category is intended to acknowledge and protect the City's public parks and open spaces through public and private initiatives including incentives, transfer of development rights, public land acquisition, greenways, conservation easements, and other techniques.**

***Foothills Rails to Trails Kiosk; Calistoga St W and Van Scoyoc Ave SW.***

*Discussion:* *The adopted Parks, Trails, and Open Space Plan provides direction for the establishment of strategies, standards, and actions to ensure that adequate recreation space and facilities are available to the citizens of Orting in concert with growth.*

Pol. LU 10.1 The Recreation/Open Space district is for areas devoted to public

recreational facilities such as parks and trails and areas that have been preserved as open spaces through a variety of open space programs.

Pol. LU 10.2 Recognize the important recreational and transportation roles played by regional bicycle trail systems, and support efforts to develop a coordinated system of greenway trails throughout the region.

Pol. LU 10.3 Promote the use of property tax reductions as an incentive to preserve desirable lands as a public benefit and encourage and support the participation of community-based non-profit organizations offering options and alternatives to development in the interest of preserving desirable lands as a public benefit.

## Critical Areas

**Goal LU 11 Protect the City's critical areas.**

Pol. LU 11.1 All development activities shall be located, designed, constructed and managed to avoid disturbance of and minimize adverse impacts to fish and wildlife resources, including spawning, nesting, rearing and habitat areas and migratory routes.

Pol. LU 11.2 Prohibit the unnecessary disturbance of natural vegetation in new development, in accordance with the Critical Areas Ordinance.

Pol. LU 11.3 Where there is a high probability of erosion, grading should be kept to a minimum and disturbed vegetation should be restored as soon as feasible. In all cases, appropriate measures to control erosion and sedimentation shall be required.

Pol. LU 11.4 Seek to retain as open space wetlands, river and stream banks, ravines, and any other areas that provide essential habitat for endangered or threatened plant or wildlife species.

Pol. LU 11.5 Protect wetlands to enable them to fulfill their natural functions as recipients of floodwaters and as habitat for wildlife through the critical areas ordinance.

Pol. LU 11.6 Alternative domestic waste systems are discouraged, and must meet Pierce County Department of Health standards for soil suitability and location.

Pol. LU 11.7 Agricultural land uses within the Carbon and Puyallup River floodplains shall use Best Management Practices as recommended by the U.S.D.A. Soil Conservation Service to minimize the use of chemicals that may later be released into surface waters and to minimize erosion of soil into surface waters.

Pol. LU 11.8 The City shall consider the impacts of new development on water

quality as part of its review process and require any appropriate mitigating measures. Impacts on fish resources shall be a priority concern in such reviews.

Pol. LU 11.9 The City Shoreline Master Program shall govern the development of all designated Shorelines of the State within Orting. Lands adjacent to these areas shall be managed in a manner consistent with that program.

Pol. LU 11.10 Permit existing small scale farming, horticulture and other agricultural uses to continue when appropriate critical area protections are employed.

## Public Facilities and Services

**Goal LU 12 The Public Facility Land Use Category is intended to acknowledge areas devoted to public uses.**

Pol. LU 12.1 The Public Facility district is for areas devoted to public facilities such as schools, water and wastewater facilities, city buildings, city-owned parking lots and to acknowledge and reserve sites that have been planned for public purposes.

***Orting City Hall; 110 Train St SE.***

**Goal LU 13 Ensure that those public facilities and services necessary to support development shall be adequate to serve the development without decreasing current service levels below adopted level of service standards.**

Pol. LU 13.1 Coordinate new development with the provision of an adequate level of services and facilities, such as schools, water, transportation and parks, as established in the capital facilities element.

Pol. LU 13.2 Ensure that new development does not outpace the City's ability to provide and maintain adequate public facilities and services, by allowing new development to occur only when and where adequate

facilities exist or will be provided.

Pol. LU 13.3 The City will coordinate concurrency review. Developers shall provide information relating to impacts that the proposed development will have on public facilities and services. The City shall evaluate the impact analysis and determine whether the development will be served by adequate public facilities.

Pol. LU 13.4 The City shall permit the development of essential public facilities in accordance with the provisions of the County-Wide Planning Policies.

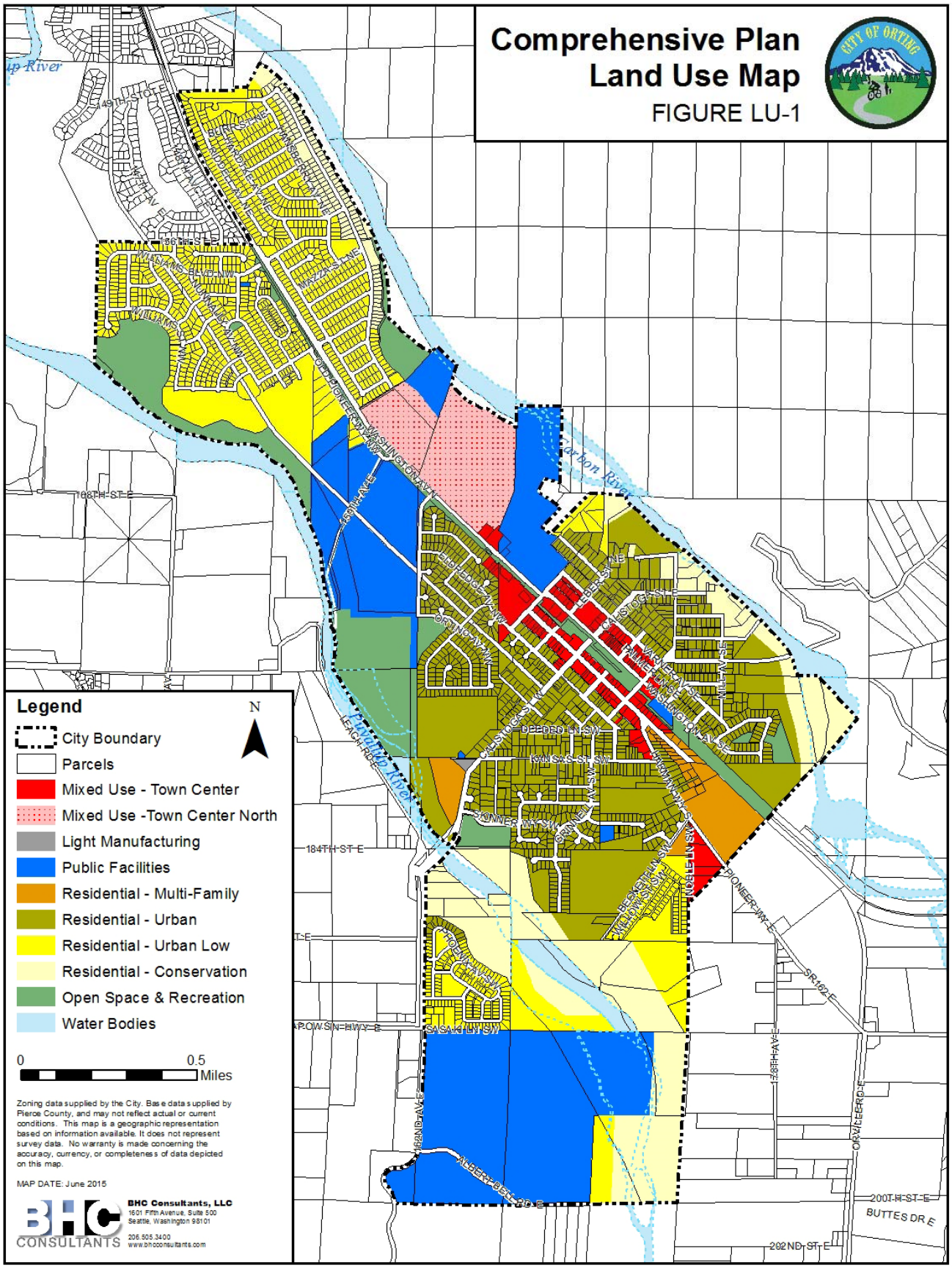
## Urban Agriculture

**Goal LU 14 Preserve prime agricultural land and promote farming and related agricultural activities that support the local food industry and tourism, such as increasing access to healthy foods and food products.**

Pol. LU 14.1 Work with Pierce County to engage in joint planning for future UGA expansions that include farms and agricultural activities.

Pol. LU 14.2 Work with surrounding property owners to engage in planning that supports economic benefits to both parties including increasing merchandising farm products, promoting value-added production of food and nursery items, and home businesses that are located on farms.

Pol. LU 14.3 Seek federal, state, and foundation grant funding that can support the formation of farm cooperative organizations, community-based marketing programs, and local educational and tourism activities.


Comprehensive Plan
Land Use Map
FIGURE LU-1
CITY OF ORTING
Legend
City Boundary
Parcels
Mixed Use - Town Center
Mixed Use -Town Center North
Light Manufacturing
Public Facilities
Residential - Multi-Family
Residential - Urban
Residential - Urban Low
Residential - Conservation
Open Space & Recreation
Water Bodies
N
0
0.5
Miles
Zoning data supplied by the City. Base data supplied by Pierce County, and may not reflect actual or current conditions. This map is a geographic representation based on information available. It does not represent survey data. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.
MAP DATE: June 2015
BHC CONSULTANTS
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206.505.3400
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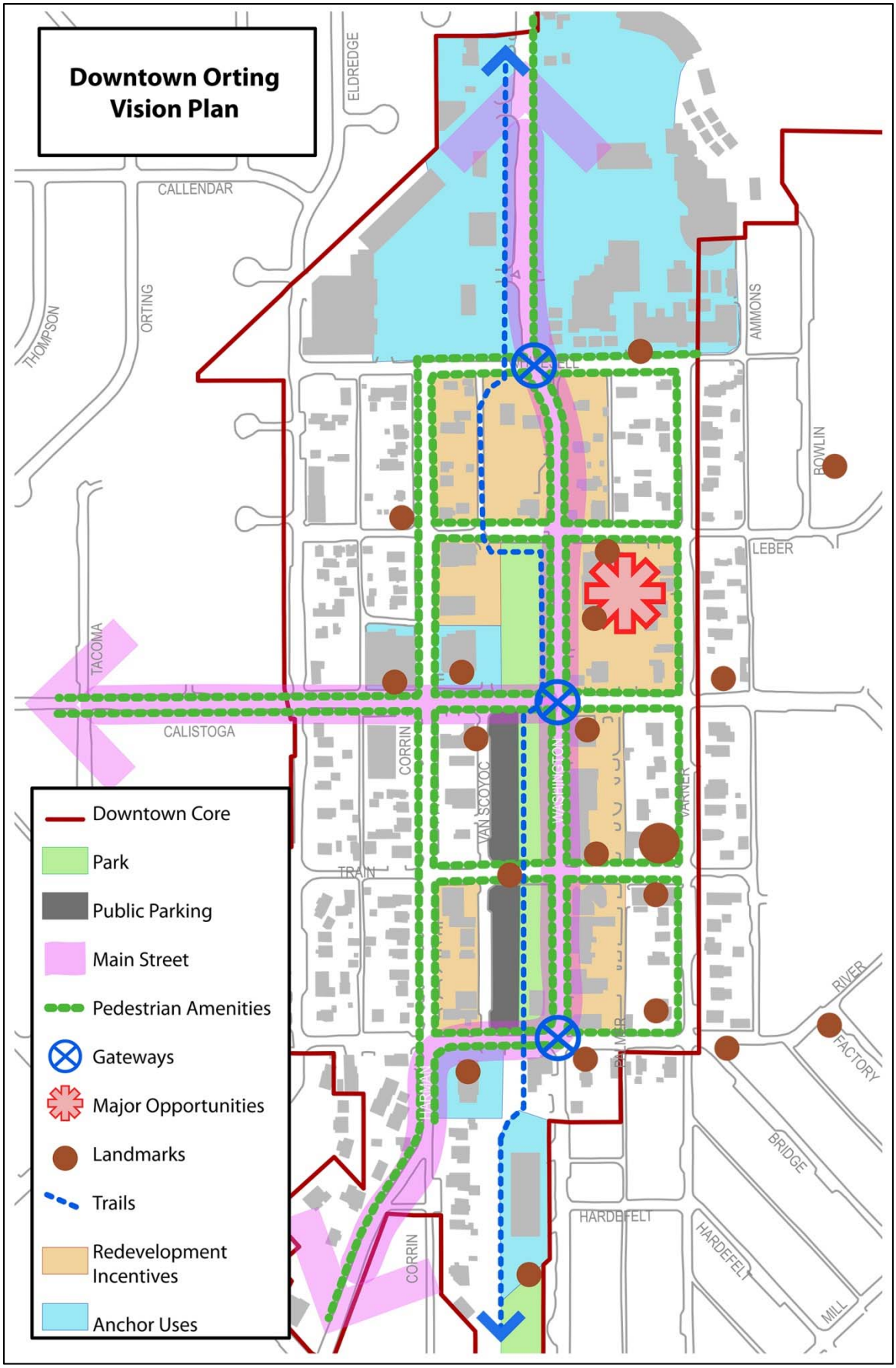
Carbon River
Puyallup River
WASHINGTON AVE
CALISTOGA ST E
WEST ST E
KANSAS ST SW
BROWN AVE SW
PIONEER WY E
SR 162 E
184TH ST E
200TH ST E
202ND ST E
BUTTES DR E
ALBERT BELL RD E
ORVILLE RD E
168TH AVE
162ND AVE E
CHOLO AVE SW
SASAKI LN SW
SKINNER LN SW
GRINDEL AVE SW
BECKETT LN SW
MEADOWS CT SW
NORTH LN SW
ORTING AVE SW
SHERIDAN AVE SW
LEBER ST NE
FIRMER ST NE
WILLIAMS ST NW
WILLIAMS EXTD NW
WYZATA LANE
BERRY LANE
LEACH RD E
OLD FOREST WY NW
168TH ST E
166TH ST E
149TH ST E

**Figure LU-2**


Downtown Orting Vision Plan
ELDREDGE
CALLENDAR
THOMPSON
ORTING
AMMONS
BOWLIN
LEBER
TACOMA
CALISTOGA
CORRIN
VAN SCOYOC
WASHINGTON
VARNER
TRAIN
RIVER
FACTORY
BRIDGE
HARDEFELT
MILL
Downtown Core
Park
Public Parking
Main Street
Pedestrian Amenities
Gateways
Major Opportunities
Landmarks
Trails
Redevelopment Incentives
Anchor Uses

# Housing Element

## Purpose

This Housing Element provides the policy basis for directing the development of new housing that is compatible with the character of the city. The Housing Appendix provides further information describing the inventory and analysis of housing and forecasts future demands as well as implementation strategies for achieving the goals.

1. The Growth Management Act states that the Housing Element of the Comprehensive Plan must recognize "the vitality and character of established neighborhoods" and must provide that it:

2. Includes an inventory and analysis of existing and projected housing needs.

***Orting single family residences.***

3. Includes a statement of goals, and policies for the preservation, improvement, and development of housing.

4. Identifies sufficient land for housing, including, but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities.

5. Makes adequate provisions for existing and projected needs of all economic segments of the community.

As Orting grows, and new residents arrive, new neighborhoods are created and existing neighborhoods change. This results in different expectations for the character of the city. In addition, the demand and supply of housing types and styles broadens as the market adapts to the demographics of the population. In order to address these factors, the Comprehensive Plan provides the basis for monitoring development trends and assessing the city's capacity to accommodate future growth.

The supply of vacant land that is suitable for residential development is limited. Critical areas such as the floodways, wetlands and the shoreline areas inhibit development capacity along the rivers. Development of the remaining vacant - and former farmland - inside the city will result in the loss of visual open spaces, but will maintain the single-family character of the community. Some future growth within the city will depend upon infill development and redevelopment of parcels that are

not built to their full capacities. This type of development usually results in higher density.

## Major Issues

In formulating the Element, the following major issues have been considered:

1. Balancing the rural character vision with the satellite rural town center role.
2. Providing a balanced range of housing types, styles, and affordability.
3. Providing opportunities for housing for its citizens with special needs.
4. Addressing the conservation of existing housing.

## Goals and Policies

**Goal H 1** **Ensure adequate housing for all current and future residents of Orting by achieving and maintaining high quality housing and neighborhoods.**

***Village Green single family residence.***

Pol. H 1.1 Provide for a variety of housing types and densities in appropriate areas.

Pol. H 1.2 Conserve the existing housing stock through code enforcement, appropriate zoning, participation in rehabilitation programs, and protection of neighborhood integrity.

Pol. H 1.3 Ensure appropriate levels of service for public facilities in areas that are designated for higher densities.

Pol. H 1.4 Support private sector efforts to fund, plan and develop housing for the elderly and other citizens with special needs.

Pol. H 1.5 Maintain non-discriminatory zoning regulations for group homes, consistent with the Federal Fair Housing Act.

Pol. H 1.6 Encourage the protection of historically significant housing sites, neighborhoods and structures, including those that represent the design themes important to Orting's history.

Pol. H 1.7 Accommodate Orting's fair share of the County's housing needs through the designation of adequate residential land for development and the achievement of the city's housing policies.

**Goal H 2** **Encourage the availability of a wide range of affordable housing to meet the needs of households with varying economic status.**

***Five-plex Building; Corrin Ave SW and Bridge St SW.***

Pol. H 2.1 Ensure that development regulations provide opportunity for a variety of housing densities and types, including mixed use in the downtown

Pol. H 2.2 Encourage creative design and development of denser, urban housing in and near the downtown.

Pol. H 2.3 Guide sensitive development of accessory dwelling units in all residential zoning classifications.

Pol. H 2.4 Provide information to assist both low- and moderate-income families in finding adequate housing and to assist non-profit developers in locating suitable sites for affordable housing.

Pol. H 2.5 Encourage public agencies, private and non-profit associations and joint public-private partnerships to provide low- and moderate-income housing.

Pol. H 2.6 Encourage project proponents' participation in housing assistance programs that provide home ownership opportunities to low and moderate income families.

Pol. H 2.7 Maintain development standards and regulations, permit processing procedures, and concurrency management that do not result in inequitable housing cost increases.

Pol. H 2.8 Monitor housing demand and the achievement of these housing policies in conjunction with the Pierce County buildable lands program.

# TRANSPORTATION ELEMENT

## Purpose

The Transportation Element (including the goals and policies and the appendix) is intended to provide the legislative framework for all City decisions pertaining to infrastructure and the management of the transportation system consistent with the GMA and County-wide Planning Policies. The Transportation Element addresses existing conditions of the facilities, street classification, level of service, transit service, pedestrian and bicycle needs, travel demand management, and facility improvements needed to support future travel needs and potential funding strategies.

The GMA specifies the types of information that must be included in the Element and requires that the Transportation Element be consistent with the Land Use Element. A travel demand forecast model which anticipates growth through 2030 within the City and surrounding areas has been prepared. Specifically the Element must include:

- An inventory of facilities by transportation mode
- Level of service standards for all arterials and transit routes used to evaluate the performance of the transportation system
- Identification of deficiencies
- Proposed actions to bring the deficiencies into compliance
- Traffic forecasts of at least ten years based on the adopted land use plan
- Identification of system expansion needs to meet current and future travel demands
- Funding analysis for needed improvements as well as possible additional funding sources
- Identification of intergovernmental coordination efforts
- Identification of demand management strategies
- Development of concurrency policies and ordinance

Finally, as one of the jurisdictions in Pierce County, Orting's Transportation Element must be consistent with the Countywide Planning Policies. In general, the Countywide Planning Policies direct local jurisdictions to provide a balanced transportation system using all modes of transportation as efficiently as possible. It directs state, regional, county, and local cities to coordinate effectively when planning transportation improvements.

## Goals

**Goal T 1 Maintain a transportation system that accommodates the separation of through and local traffic, provides adequate internal**

**circulation, and interconnects effectively to the regional highway, non-motorized, and public transportation systems is responsive to the mobility needs of City businesses and neighborhoods, and guides future developments.**

**Goal T 2** **Coordinate with local, regional, state, and federal agencies in the development and operation of the transportation system. In particular, support City, County, and state implementation of comprehensive solutions to capacity, safety, and circulation problems with SR 162.**

**Goal T 3** **Establish a safe and convenient pedestrian and bicycle circulation system linking residential communities with key destinations.**

**Goal T 4** **Fund transportation facility improvements with federal, state, and local public and private sources.**

**Goal T 5** **Realize the vision for Washington Ave N/S as Orting's main street, providing high quality aesthetic design in conjunction with multi-modal mobility, pedestrian safety, and infill economic development.**

**Goal T 6** **Meet federal and state air quality requirements and work with state, regional and other local agencies to develop transportation control measures and/or mobile source emission reduction programs that may be warranted to attain or maintain air quality requirements.**

## Vehicular Transportation Policies

### Street Network

Pol. T 1 Periodically update traffic forecasts and levels of service analysis on all arterials in the City.

Pol. T 2 Provide adequate, system-wide capacity on arterial streets to avoid diversion of excess traffic from congested arterials to neighborhood streets.

Pol. T 3 Maintain truck routes on Principal Arterials and enforce truck use accordingly.

Pol. T 4 Develop the local street system to ensure connectivity between adjacent developments, and provide connections to arterials from neighborhood collectors.

Pol. T 5 Existing non-through (dead-end) streets shall be linked together

whenever practical.

Pol. T 6 Minimize the use of cul-de-sacs, dead-end streets and other designs that reduce connectivity between neighborhoods.

Pol. T 7 Protect street rights-of-way from encroachment by structures, fences, retaining walls, landscaping, or other obstructions to preserve the public's use of the right-of-way, and to ensure safety and mobility.

## Street Classification

Pol. T 8 Establish a consistent classification of streets as Principal, Minor, and Collector Arterials, Neighborhood Collector Streets and Local Streets according to function, based on federal, state, and regional guidelines so that needed traffic capacity may be preserved and planned street improvements will be consistent with those functions.

*Washington Ave S.*

Pol. T 9 Limit the number of residences that can be served by a dead end/ cul-de-sac street.

## Street Design Standards

Pol. T 10 Maintain a comprehensive street improvement plan for city streets that implements the desired streetscape for each functional classification. Arterial street standards shall provide guidance on the width of lanes, driveway access, right-of-way width, sidewalks median treatments, setbacks, lighting, pedestrian facilities, landscaping, or other improvements.

Pol. T 11 Design street improvements to fit the character of areas they serve.

Pol. T 12 Maximize and maintain the capacity of arterial streets through the provision of turn lanes and other auxiliary lanes rather than street widening solutions.

Pol. T 13 Encourage shared use of driveways served by arterials.

Pol. T 14 Use street design standards to minimize pavement widths while accommodating on-street parking, and allowing cars to pass, thereby

slowing the speed of vehicles on local streets, improving pedestrian safety and allowing for landscaping.

Pol. T 15 Require safe, attractive sidewalks on all streets.

Pol. T 16 Provide comprehensive street lighting, including lights for pedestrians on sidewalks and trails, using such factors as adjacent land uses, hazardous street crossings, transit routes, schools, and parks.

## Traffic Safety

Pol. T 17 Monitor traffic accidents, citizen input/complaints, traffic violations, and traffic growth to identify and prioritize locations for safety improvements.

Pol. T 18 Consider the use of devices that increase safety of pedestrian crossings such as flags, in-pavement lights, raised crosswalks, colored and textured pavements.

***Kansas St SW and Calistoga St W.***

Pol. T 19 Consider the use of devices that increase safety of bicycle crossings such as signage, in-pavement lights, visibility improvements and textured pavements.

## Neighborhood Traffic Control

Pol. T 20 Consider design options for application of neighborhood traffic calming devices such as median barriers, speed humps, speed tables, raised crosswalks, raised intersections, traffic circles, roundabouts, chicanes, chokers, neck-downs, and textured pavements on local streets where traffic and pedestrian safety is of concern. Neighborhood Collectors shall receive the first priority followed by other local streets. Installation of neighborhood traffic control devices shall be avoided on arterials.

## Property Access

Pol. T 21 Minimize local property access on Principal and Minor arterials.

Pol. T 22 Consolidate existing access driveways on arterials when street improvements are implemented, or redevelopment proposals are made.

## Environmental

Pol. T 23 Participate in regional efforts to improve air quality by promoting alternatives to the single occupant vehicles; use of cleaner fuels; implementing transportation demand management goals and policies and maintaining or improving the operating efficiency of the transportation system.

Pol. T 24 Mitigate noise impacts when designing future roadway improvements.

Pol. T 25 Reduce the amount of impervious surfaces (e.g., streets, driveways) to the extent practicable.

Pol. T 26 Minimize harmful pollutants generated by transportation-related construction, operations, and maintenance activities from entering surface and groundwater resources.

## Level of Service

Pol. T 27 Maintain intersection level of service (LOS) according to the following standards:

a. LOS C on arterial intersections in the Mixed-Use Town Center

b. LOS D on all other arterial intersections

Pol. T 28 Transportation improvement projects, strategies and actions needed to serve new developments shall be in place at the time new development occurs or be financially committed and scheduled for completion within six years of permit approvals.

## Land Use/Transportation

Pol. T 29 Consider the effect of the City's growth and transportation improvement programs on other adjacent jurisdictions through coordination with county, state, and regional agencies.

## Development Impact Mitigation

Pol. T 30 Maintain and apply standardized transportation impact mitigation procedures and strategies.

Pol. T 31 Require dedication of right-of-way as a condition of development approval when the need for such right-of-way is determined in the permit approval process

Pol. T 32 Maintain a right-of-way use permit process to minimize environmental and traffic impacts during construction.

## Pedestrian and Bicycle Policies

Pol. T 33 Promote pedestrian and bicycle networks that safely access commercial areas, schools, transit routes, parks, and other destinations within Orting and connect to adjacent communities, regional destinations and routes.

*Foothills Trail.*

Pol. T 34 Require new development to ensure safety, comfort and convenience of pedestrians and bicyclists.

Pol. T 35 Designate and construct segregated internal pedestrian circulation systems in new or redeveloping commercial-retail districts. Provide connectivity to nearby transit stops using sidewalks, landscaping, covered walkways, or other treatments.

Pol. T 36 Promote a comprehensive and interconnected network of pedestrian and bike routes within and between neighborhoods.

Pol. T 37 Require trail routes and/or sidewalks where appropriate in PUD, plat and short plat approvals.

Pol. T 38 Work progressively to provide and maintain sidewalks in established neighborhoods. Priority shall be given to all public facilities such as transit routes, schools and parks, and multi-family housing, commercial areas, and gaps in the existing sidewalk system.

Pol. T 39 Provide striped, on-street bicycle facilities on arterial streets on paved shoulders or within wide curb lanes to ensure safety for bicyclists.

Pol. T 40 Ensure that sidewalks meet requirements of the Americans with Disabilities Act.

Pol. T 41 Identify non-motorized facility improvements on school walk routes to increase pedestrian safety.

Pol. T 42 Require secure (racks and lighting) bicycle parking at commercial and institutional facilities along with automobile parking.

## Regional and Local Coordination Policies

Pol. T 43 Ensure coordination and consistency with state, regional and local

transportation plans.

Pol. T 44 Coordinate the Six-Year Transportation Improvement Program with adjacent jurisdictions' where City projects have regional implications.

Pol. T 45 Participate in regional transportation planning to ensure that the City's interests are reflected appropriately.

## Funding and Implementation Policies

### Funding

Pol. T 46 Maintain a street utility for the purpose of supporting preservation and ongoing maintenance and operations of its transportation systems pursuant to RCW 82.80.

Pol. T 47 Maximize outside funding from regional, County, State, or Federal sources.

Pol. T 48 Emphasize multimodal enhancements to the transportation system in funding transportation programs.

Pol. T 49 Ensure the adopted impact fee rate schedule reflects the current land use and transportation forecasts and needs.

Pol. T 50 Update the six-year Transportation Improvement Program (TIP) annually to implement the Long-Range Capital Facility Plan.

### Implementation

Pol. T 51 Maintain and monitor a scheduled street maintenance program including regular street sweeping to ensure that all arterial and neighborhood collector streets shoulders and/or designated bike lanes and trails are clear of sand, glass, and debris.

## System Air Quality Policies

Pol. T 52 The City's transportation system shall conform to federal and state Clean Air Acts by maintaining conformity with the Metropolitan Transportation Plan of the Puget Sound Regional Council and by following the requirements of Chapter 173-420 of the Washington Administrative Code.

Pol. T 53 Travel in modes other than single-occupant vehicles shall be encouraged. Transportation demand management strategies will be employed to discourage the use of single-occupant vehicles and to encourage non-motorized transportation.

Pol. T 54 Consider air quality effects of future development when considering annexations, amendments to the Comprehensive Plan and development regulations, and during project review processes.

Pol. T 55 Establish standards for the control of particulate matter on paved public roads.

***Washington Ave N and Whitesell St NE/NW.***

# ECONOMIC DEVELOPMENT ELEMENT

## Purpose

This Economic Development Element provides the policy basis for supporting economic development that would improve the tax base and create local jobs that are compatible with the character of the city. The Economic Development Appendix provides further information describing the city's profile and the city's competitive position, including its retail, office, and industrial market potential. The GMA was amended in 2002 to require local comprehensive plans to contain economic development elements. While this requirement will not been enforced until state funding is made available, the City of Orting has moved ahead with compliance to address the following:

*An economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life. The element shall include: (a) A summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate; (b) a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, work force, housing, and natural/cultural resources; and (c) an identification of policies, programs, and projects to foster economic growth and development and to address future needs.*

The following goals and policies are supported by the analyses and strategies included in the Appendix:

## Goals and Policies

**Goal ED 1** **Support economic growth through core business retention, expansion, and formation consistent with the Comprehensive Plan vision and the other elements.**

Pol. ED 1.1 Prepare and maintain as assessment of Orting's business strengths, weaknesses, opportunities, and threats (SWOT).

Pol. ED 1.2 Coordinate City investment in capital facilities projects with related business, employment, and economic development opportunities.

Pol. ED 1.3 Promote local shopping.

Pol. ED 1.4 Coordinate with state, county and adjoining local government bodies to promote economic development.

**Goal ED 2** **Promote the creation of family-wage jobs that will serve the residents of Orting.**

Pol. ED 2.1 Promote the development of corporate and medical office space.

Pol. ED 2.2 Ensure continued zoning of commercial space for light industrial applications and office space.

**Goal ED 3 Promote the installation of telecommunications and power capacity technology throughout the City in order to provide universal access to citizens, businesses, and institutions that is secure, reliable, and affordable.**

Pol. ED 3.1 Participate in seeking grant funding for improvement of infrastructure to support economic development.

Pol. ED 3.2 Identify long-term infrastructure needs that support economic sustainability.

Pol. ED 3.3 Ensure providers of telecommunication and power are aware of City commercial needs and have plans to meet that need.

**Goal ED 4 Create public-private partnerships that will nurture entrepreneurship, innovation, and business growth.**

Pol. ED 4.1 Encourage economic sectors that:

a. Pay higher-than-average wages;

b. Bring new capital into the local economy;

c. Can be sustained in the City;

d. Maintain sound environmental practices;

e. Diversify the economic base; and

f. Encourage new business models.

Pol. ED 4.2 Ensure that City licensing and permitting practices and procedures are coherent, fair and expeditious. Where specialized industry requirements call for the inspection by government agencies, coordinate with those agencies to eliminate duplication of efforts.

Pol. ED 4.3 Promote the infill and redevelopment of the downtown to enhance the sense of community, encourage pedestrian/bicycle mobility, and reduce the number and length of motorized shopping trips by working with property and business owners to market Orting, and provide parking solutions.

Pol. ED 4.4 Create anchor projects with public gathering places, and support the development of mixed use retail, office and residential projects.

**Goal ED 5** **Encourage diverse job options and entrepreneurial opportunities for people interested in full-time and part-time employment or desiring to own their own business.**

Pol. ED 5.1 Home-based businesses that are compatible with the character of adjoining properties and neighborhoods will be accommodated.

**Goal ED 6** **Promote business practices that protect the City's natural beauty and environmental health.**

Pol. ED 6.1 Encourage the use of "green" materials and techniques in all types of construction.

Pol. ED 6.2 Encourage public sector solid waste reduction and recycling.

**Goal ED 7** **Encourage a variety of affordable housing choices so that people who work in Orting can live here.**

Pol. ED 7.1 Continue to monitor the progress in implementing the Housing Element and evaluate new ways of providing affordable housing.

Pol. ED 7.2 Ensure permitting and utility facility charges are equitable.

**Goal ED 8** **Promote tourism.**

Pol. ED 8.1 Promote the Foothills Trail as a source of biking, running, walking, and healthy living.

Pol. ED 8.2 Promote road related scenic tours that include travel through Orting.

Pol. ED 8.3 Promote Orting as the gateway to camping, hiking and rock climbing through the Carbon River entrance to Mt. Rainier.

Pol. ED 8.4 Coordinate with other cities and communities in east Pierce County to develop tourism opportunities and promotion.

Pol. ED 8.5 Promote Orting as a destination for fishing.

Pol. ED 8.6 Promote Orting as a gateway for hunting.

Pol. ED 8.7 Promote agricultural tourism in the Orting Valley.

**Goal ED 9** **Promote and support agriculture in Pierce County.**

Pol. ED 9.1 Support the establishment of a food hub in City limits.

Pol. ED 9.2 Work with Pierce County government and the farming community to brand Orting as the urban service center for agriculture.

Pol. ED 9.3 Continue to provide city wide events that support farming.

# SHORELINE MANAGEMENT ELEMENT

## Purpose

This Shoreline Management Program Element provides the policy basis for directing development to be compatible with the natural attributes of Orting's shorelines. Shorelines help define the city's boundaries, provide recreational opportunities, offer views, and create habitats for wildlife and natural vegetation. These goals and policies apply to the shorelines of the Puyallup and Carbon Rivers and their associated wetlands.

## Shoreline Environment Designation

These designations establish the geographic coverage for specific policies guiding development within shoreline areas. Based on scientific analysis and the state of the shorelines, a single environment designation – Urban Conservancy has been applied to the following areas as defined under the Shoreline Management Act, shoreland areas or shorelands are:

*"… those lands that extend landward for two hundred (200) feet in all directions as measured on a horizontal plane from the ordinary high water mark; floodways and contiguous floodplain areas landward two hundred (200) feet from such floodways; and all wetlands and river deltas associated with the streams, lakes, and tidal waters which are of a size large enough to be subject to the provisions of (the Shoreline Management Act); the same to be designated as to location by the Washington Department of Ecology. Any county or city may determine that portion of a one-hundred-year-flood plain to be included in its master program as long as such portion includes, as a minimum, the floodway and the adjacent land extending landward two hundred (200) feet there from."*

As defined in this Shoreline Master Program, the Orting shorelands extend two hundred (200) feet from the ordinary high water mark (OHWM) and floodways associated with the Carbon and Puyallup Rivers, and include any wetlands associated with these two rivers.

### Urban Conservancy

The following policies describe the purpose of the Urban Conservancy environment; the criteria used to designate the environment; and management policies specific to the environment.

## Purpose

The purpose of this designation is to protect and preserve the shoreline by restricting intensive development along shorelines and provide habitats between the river and the adjacent residential and public service areas. This creates a regulatory framework leading to restoration of ecological functions of open space, the flood plain and other sensitive lands where they exist in urban and developed settings, while allowing for compatible uses.

## Shoreline Environment Designation Policies

Pol. SM 1 The City shall designate as Urban Conservancy those shoreline areas meeting one or more of the following criteria:

Pol. SM 2 They are suitable for water-related or water-enjoyment uses;

Pol. SM 3 They are open space, floodplain or other sensitive areas that should not be more intensively developed; They have potential for ecological restoration; They retain important ecological functions, even though partially developed; or

Pol. SM 4 They have the potential for development that is compatible with ecological restoration.

Pol. SM 5 The shorelines of the Carbon and Puyallup Rivers within the city limits of Orting shall be designated as the Urban Conservancy shoreline environment.

Pol. SM 6 All shorelines of the Carbon and Puyallup Rivers annexed to the City from its urban growth area shall be automatically assigned the Urban Conservancy shoreline environment designation until redesignated through a shoreline master program amendment.

Pol. SM 7 New development should be limited to water-related or water-enjoyment uses.

Pol. SM 8 Non water-related or non water-enjoyment development should not be permitted in the Urban Conservancy environment.

Pol. SM 9 Residential development may be allowed when self-contained or when supporting public facilities such as sewer, water, and power are available, and where allowing such development will not lead to higher densities in the future.

Pol. SM 10 Critical areas, such as wetlands should be protected through vegetation management, maintenance, and erosion control regulations.

Pol. SM 11 The use regulations for the Urban Conservancy shoreline environment shall be as indicated by Chapters 5, 6, and 7 of the City of Orting's

Shoreline Master Program. Uses that preserve the natural character of the area or promote preservation of open space, floodplain or sensitive lands either directly or over the long term should be the primary allowed uses.

## Goals and Policies

The following goals and policies are taken from the full SMP and reflect the City's priorities for shorelands uses, protection and restoration. More detailed policies are included in the SMP. Shorelands development regulations are adopted in the Orting Municipal Code in Title 5, Chapter 4. The numbering of the goals and policies in the following are not the same as the SMP numbering.

### Shoreline Uses & Activities

**Goal SM 1 Maintain, restore and improve the quality of our shorelines.**

Pol. SM 1.1 Ensure that activities and facilities are located on the shorelines in such a manner as to retain or improve the quality of the environment as it is designated for that area.

Pol. SM 1.2 Preserve shorelines in a manner that assures a balance of shoreline uses with minimal adverse effect on the quality of water, life, or environment.

Pol. SM 1.3 Preference should be given to those uses or activities which enhance the natural amenities of the shorelines and which depend on a shorelines location or provide public access to the shoreline.

Pol. SM 1.4 Proposed shoreline uses and activities that have the potential of being objectionable due to noise or odor or otherwise offensive or unsafe conditions should be mitigated before approval is granted.

Pol. SM 1.5 Ensure that proposed shoreline uses are distributed, located and developed in a manner that will maintain or improve the health, safety and welfare of the public.

**Goal SM 2 Promote reasonable and appropriate use of the shorelines, while recognizing and protecting private property rights consistent with the public interest.**

Pol. SM 2.1 Public access should be maintained and regulated.

Pol. SM 2.2 Ensure that proposed shoreline uses do not infringe upon the rights of others or upon the rights of private ownership.

Pol. SM 2.3 Ensure that all planning, zoning and other regulatory and nonregulatory programs governing lands adjacent to shoreline jurisdiction are consistent with one another, the goals and policies of the Shoreline Management Act and the regulations and the provisions established in the Orting Shoreline Master Program.

## Economic Development

**Goal SM 3 Ensure healthy, orderly economic growth by allowing those economic activities within the shorelands of Orting that will be an asset to the economy of the area and protect the quality of the shoreline environment.**

Pol. SM 3.1 Promote recreational uses of the shorelines to contribute to the economic attractiveness of the community.

Pol. SM 3.2 Proposed economic development in the shoreline should be consistent with Orting's comprehensive plan and development regulations. Conversely, upland uses on adjacent lands outside of immediate SMA jurisdiction (in accordance with RCW 90.58.340) should be consistent with the purpose and intent of this Master Program as they affect the shoreline.

## Circulation

**Goal SM 4 Provide safe, reasonable and adequate access and circulation systems to shorelines that have the least possible adverse effect on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.**

Pol. SM 4.1 Emphasis should be placed on pedestrian and bicycle paths, rather than roads.

Pol. SM 4.2 Parking facilities on shorelands are discouraged.

Pol. SM 4.3 Shoreline trails, parks and public access points along the Carbon and Puyallup Rivers shall be integrated with the City's trail system.

Pol. SM 4.4 Public access shall be sensitive to the unique characteristics of the shoreline and the natural character and quality of the environment and adjacent wetlands.

Pol. SM 4.5 Locate vehicular circulation facilities as far upland as possible to reduce interference with natural shoreline resources and other more appropriate shoreline uses. Where possible, avoid creating barriers

between adjacent uplands and the shorelines.

Pol. SM 4.6 Discourage shoreline uses that curtail or reduce physical and visual access to the water and shoreline area.

**Goal SM 5 Increase and improve public access to shoreline areas provided that private rights, public safety, and the natural shoreline character are not adversely affected.**

Pol. SM 5.1 Public right-of-way to and along the shoreline should provide pedestrian access.

## Recreation

**Goal SM 6 Provide additional water-oriented recreation opportunities that are diverse, convenient and adequate to support active, passive, and contemplative uses while protecting the integrity and character of the shoreline.**

Pol. SM 6.1 Recreational fishing should be supported and maintained.

Pol. SM 6.2 Water-related recreational activities including accessibility to the shorelines edge and provisions of passive and active recreational uses should be encouraged. Policy SMP 6.3 Encourage recreational uses that are compatible with adjacent uses.

Pol. SM 6.3 Encourage state agencies and other local governments to acquire additional property for public recreational use.

Pol. SM 6.4 Integrate recreational elements into federal, state and local public access and conservation plans.

## Conservation

**Goal SM 7 The resources and amenities of all shorelines within Orting are to be protected and preserved for use and enjoyment by present and future generations.**

Pol. SM 7.1 Erosion and pollution should be prevented.

Pol. SM 7.2 Shoreline development should result in no net loss of shoreline environmental resources, such as water circulation, sand and gravel movement, erosion and accretion.

Pol. SM 7.3 Reclaim and restore areas which are biologically and aesthetically

degraded while maintaining appropriate use of the shoreline.

Pol. SM 7.4 Unique, rare and fragile natural and man-made features as well as scenic vistas and wildlife habitats should be preserved and protected from degradation or interference.

Pol. SM 7.5 Public access to unique or fragile geological or biological areas such as wetlands should be limited.

Pol. SM 7.6 Development of shorelines that are identified as hazardous or sensitive should be discouraged.

Pol. SM 7.7 Spawning grounds for steelhead and salmon should be protected, improved, and, if feasible, enhanced.

## Historic & Cultural Resources

**Goal SM 8 Protect, preserve and/or restore important archaeological, historical, and cultural sites located in the shorelands of Orting for educational, scientific, and enjoyment of the general public.**

Pol. SM 8.1 Acquire historic/cultural sites to ensure their protection and preservation with available funding.

Pol. SM 8.2 Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management and environmental conservation.

Pol. SM 8.3 Ensure that access to such sites does not reduce their cultural attraction or degrade the quality of the environment.

## Public Awareness

**Goal SM 9 Increase public awareness of its responsibility to maintain the quality of the environment and the intent of the Shoreline Management Act.**

Pol. SM 9.1 The City should develop standardized markers to inform the public of shoreline access routes, parking, and allowable activities in each area.

Pol. SM 9.2 The City should promote ways to educate citizens on tools and techniques that minimize adverse impacts on water quality.

Pol. SM 9.3 The City should coordinate with local schools on providing programs on the adverse impacts of littering, clearing brush, and off-road vehicle traffic on shorelines and water quality.

## Habitat Restoration & Enhancement

Pol. SM 10.1 Native plant communities within and bordering shorelines, wetlands, creeks, and side channels should be protected and maintained to protect the ecological functions of the shoreline environment.

Pol. SM 10.2 Shoreline restoration projects should, wherever feasible, use soil bioengineering techniques to minimize the processes of erosion, sedimentation, and flooding.

Pol. SM 10.3 Aquatic weed management should involve usage of native plant materials wherever possible in soil bioengineering applications and habitat restoration activities. Where removal of aquatic vegetation is necessary, it should be done only to the extent necessary to allow water-dependent activities to continue. Removal or modification of aquatic vegetation should prevent adverse impacts to native plant communities and salmonid habitat. Weed management and removal should include appropriate handling or disposal of weeds and weed seedlings.

Pol. SM 10.4 The design and usage of native vegetation for prevention and control of shoreline erosion should be encouraged where:

a. The length and configuration of the shoreline will accommodate the proposed design;

b. Such protection is a reasonable solution to the needs of the specific site; and

c. Shoreline restoration will accomplish the following objectives:

d. Recreate natural shoreline conditions and habitat;

e. Reverse otherwise erosional conditions; and

f. Enhance access to the shore, especially to public shores.

Pol. SM 10.5 The following best management practices should be incorporated into vegetation management activities:

a. Avoid use of herbicides, fertilizers, insecticides, and fungicides near water bodies within the City.

b. Limit the amount of lawn and garden watering to reduce surface runoff.

c. Dispose of grass clippings, leaves, or twigs properly; do not sweep these materials into the street, into a body of water, or near a storm drain.

## Wildlife Habitat

Pol. SM 11.1 The City encourages aggressive efforts to protect and enhance salmonid habitat because of its importance to the aquatic ecosystem and the local economy.

Pol. SM 11.2 Non-water dependent or non-water-related uses, activities, structures and fills should not be located in salmonid habitats.

Pol. SM 11.3 Where new non-water-dependent uses, activities, and structures must locate in salmonid habitats, impacts on these areas shall be lessened to the greatest extent possible. Significant unavoidable impacts should be mitigated by creating in-kind replacement habitat near the project where feasible. Where in-kind replacement mitigation is not feasible, rehabilitation of degraded habitat is required.

Pol. SM 11.4 Proposed development that have the potential to significantly affect salmonid habitat shall develop mitigation measures in consultation with the City of Orting, the State Department of Fish and Wildlife, the U.S. Army Corps of Engineers, the Washington State Department of Ecology and the Muckleshoot Indian Tribe.

Pol. SM 11.5 For proposed development, the City prefers full spanning structures without center support piles for crossing salmonid habitat.

Pol. SM 11.6 Proposed structures and uses that create significant impervious surfaces shall include stormwater treatment systems.

Pol. SM 11.7 Review of proposals for new impervious surfaces shall be guided by the City's adopted stormwater regulations in conjunction with the impervious surface and stormwater treatment requirements of the most recent version of Stormwater Management Manual for the Puget Sound Basin. This review shall apply except that the Orting Shoreline Administrator or his/her designee shall have authority to waive compliance with these guidelines for proposals with total impervious surface areas less than five thousand (5,000) square feet if the impact of the proposal does not warrant runoff treatment. Proposals for new impervious surface areas greater than five thousand (5,000) square feet shall adhere to the Stormwater Management Manual for the Puget Sound Basin regulations.

Pol. SM 11.8 The City of Orting encourages and supports Adopt-A-Stream programs and similar efforts to protect and rehabilitate salmonid spawning, rearing, feeding, refuge, and migration habitat.

## Water Quality

Pol. SM 12.1 The City should prevent impacts to water quality and stormwater quantity that would result in a net loss of shoreline functions, or a significant impact to aesthetic qualities, or recreational opportunities.

Pol. SM 12.2 The City of Orting should ensure that there is mutual consistency between shoreline management provisions and other regulations that address water quality and storm water quantity, including public health, storm water, and water discharge standards. The regulations that are most protective of ecological functions should apply.

## Floodplain Management

Pol. SM 13.1 The City shall coordinate with outside public agencies, including the U.S. Army Corps of Engineers, other appropriate interests to seek solutions to flooding. The City shall support projects that have a positive environmental benefit.

Pol. SM 13.2 The City shall emphasize long-term solutions over short term solutions.

## Public Access

Pol. SM 14.1 Public access to the Orting shorelines does not include the right to enter upon or cross private property, except for dedicated public easements. Public access provisions should be incorporated into all private and public developments, except for individual single family residences.

Pol. SM 14.2 Development uses and activities on or near the shoreline should not impair or detract from the public's visual or physical access to the water.

Pol. SM 14.3 Public access to the shoreline should be sensitive to the unique characteristics of the shoreline and should preserve the natural character and quality of the environment and adjacent critical areas.

Pol. SM 14.4 Where appropriate, public access should be provided as close as possible to the water's edge without adversely affecting a sensitive environment.

Pol. SM 14.5 Shoreline areas that hold unique value for public enjoyment should be purchased for public use, and public access areas should be of sufficient size to allow appropriate access, passage and enjoyment of the water.

Pol. SM 14.6 Public access should be designed to provide for public safety and to minimize potential conflicts with private property and individual privacy. This may include providing a physical separation to reinforce the distinction between public and private space, achieved by providing adequate space, through screening with landscape planting or fences, or other means.

Pol. SM 14.7 Public views of the shoreline should be enhanced and preserved. Enhancement of views should not be construed to mean excess removal of vegetation.

Pol. SM 14.8 Public access facilities should be constructed of environmentally friendly materials and support healthy natural processes, whenever financially feasible and possible.

Pol. SM 14.9 Public access facilities should be maintained to provide a clean and safe experience and protect the environment.

## Economic Development

The Orting Comprehensive Plan includes a citywide Economic Development Element that calls for protecting Orting's quality of life; its role in economic development; and strategies for encouraging economic development appropriate for the City and the region.

Certain shoreline uses are more dependent on, or have a more direct relationship with the shoreline than others. The Shoreline Management Act requires that shoreline master programs give preference to water-dependent uses, water-related uses, water-enjoyment uses (i.e., uses that provide an opportunity for substantial numbers of people to enjoy the shoreline), single-family residential uses, and shoreline recreation. Policies in the Shoreline Master Program give preference to such uses.

## Managing Shoreline Development and Activities

Orting's shorelines are mostly single-family residential and public use lands. To protect valuable shoreline resources, the Shoreline Master Program limits the extent and character of a number of land uses and activities. Policies are designed to protect water quality, shoreline vegetation and buffers, fish habitat, open space, wildlife habitat, and shoreline hydrology. Land use policies are also designed to minimize impacts to visual access, aesthetic qualities, scenic view corridors, and physical public access. Shoreline policies provide for a range of reasonable uses within the shoreline, while establishing limits to protect these shorelines and adjacent uses.

The Orting Comprehensive Plan contains a Land Use Element with policies applicable to all areas of the City, including shorelines. In addition to Shoreline Master Program policies and regulations, the character, density and quality of shoreline development is currently addressed in sections of the Orting Municipal

Code. These regulations manage landscaping, tree protection, and clearing and grading standards for the City. Some of the Orting Shoreline Master Program policies related to landfills, dredging, shoreline recreation, shoreline protective structures, transportation and circulation, and utilities are summarized below.

## Landfills, Excavation and Dredging

Pol. SM 15.1 Fill (in a river or wetland) should be prohibited and only allowed when necessary to support the design and construction of a shoreline restoration or environmental enhancement project that is beneficial to the Puyallup and/or Carbon Rivers.

Pol. SM 15.2 Dredging waterward of the ordinary high water mark for the primary purpose of obtaining fill material should not be allowed, except when the material is necessary for the restoration of ecological functions.

Pol. SM 15.3 Dredging and dredge material disposal should be located and conducted in a manner that minimizes damage to existing ecological values and natural resources of the area to be dredged and of the disposal site.

Pol. SM 15.4 Dredging operations should be planned and conducted to minimize adverse impacts to other shoreline uses, properties and values.

Pol. SM 15.5 Dredge material disposal in water bodies should be discouraged, except for habitat improvement or where depositing dredge material on land would be more detrimental to shoreline resources than deposition in water areas.

Pol. SM 15.6 Dredging and dredge material disposal operations should be periodically reviewed for consistency with the Shoreline Master Program.

Pol. SM 15.7 New development siting and design should avoid the need for new and maintenance dredging.

## Shoreline Recreation

Pol. SM 16.1 The coordination of local, state, and federal recreation planning should be encouraged so as to mutually satisfy recreational needs. Shoreline recreational developments should be consistent with all adopted park, recreation, and open space plans.

Pol. SM 16.2 The location and design of shoreline recreational developments should relate to local population characteristics, density and special activity demands. Acquisition priorities should consider these needs, demands, and special opportunities as well as public transit access and access for the physically impaired, where planned or available.

Pol. SM 16.3 Recreational developments should be located, designed and operated to be compatible with, and minimize adverse impacts on, environmental quality and valuable natural features as well as on adjacent and surrounding land and water uses. Favorable consideration should be given to proposals which compliment their environment and surrounding land and water uses, and which leave natural areas undisturbed and protected.

Pol. SM 16.4 Shoreline areas with a potential for providing recreation or public access opportunities should be identified for this use and acquired by lease of purchase and incorporated into the City's parks, trails and open space plan.

Pol. SM 16.5 The linkage of shoreline parks, recreation areas and public access points with nonmotorized linear systems, such as hiking paths, bicycle paths and easements should be encouraged through cooperative programs and policies. Planning of shoreline parks, public access points and linear systems should be coordinated with the City's nonmotorized transportation plan.

Pol. SM 16.6 Recreational developments should be located and designed to preserve, enhance, or create scenic views and vistas.

Pol. SM 16.7 The use of shoreline street ends and publicly owned lands for public access and development of recreational opportunities should be encouraged.

Pol. SM 16.8 The use of off-road vehicles and other motorized recreational vehicles should be prohibited in all shoreline areas.

Pol. SM 16.9 All recreational developments should make adequate provisions for:

a. Vehicular and pedestrian access, both on-site and off-site;

b. Proper water supply and solid and sewage waste disposal methods;

c. Security and fire protection;

d. The prevention of overflow and trespass onto adjacent properties, through, but not limited to, landscaping, fencing and posting of property; and

e. Design of such development to avoid conflicts with adjacent private property or natural habitat areas.

## Shoreline Protective Structures

Pol. SM 17.1 Levees should be located, designed, constructed and maintained so that they will not cause significant damage to adjacent properties or valuable resources, and so that the physical integrity of the natural shore process is maintained.

Pol. SM 17.2 Levees should be permitted only when the purpose or primary use being protected is consistent with this program and when they can be developed in a manner compatible with the multiple use of the floodway and associated resources, such as wildlife habitat, water quality, aesthetics, recreational resources and public access.

Pol. SM 17.3 Subdivision of land shall be regulated to assure that the lots created will not require shoreline stabilization in order for reasonable development to occur.

Pol. SM 17.4 Shoreline stabilization structures should be limited to the minimum size necessary.

Pol. SM 17.5 Public access should be required as part of publicly financed shoreline erosion control measures.

Pol. SM 17.6 Bulkheads are prohibited in the Orting shoreline jurisdiction.

Pol. SM 17.7 Dikes and levees and revetments shall only be authorized by conditional use permit unless they are solely for the purpose of shorelands restoration, and shall be consistent with all flood control management plans and regulations adopted by the City of Orting

Pol. SM 17.8 New levees shall be limited in size to the minimum height required to protect adjacent lands consistent with FEMA certification.

Pol. SM 17.9 Dikes, levees and revetments shall be placed landward of the floodway, OHWM, or channel migration zone (whichever is further landward) except as current deflectors necessary for protection of bridges and roads, provided that flood hazard reduction projects may be authorized if it is determined that no other alternative to reduce flood hazards to existing development is feasible.

Pol. SM 17.10 If an armored revetment is proposed, the siting and design of revetments shall be performed using appropriate engineering principles, including the usage of guidelines from both the Natural Resources Conservation Service and the U.S. Army Corps of Engineers and the following design criteria shall be met:

a. The size and quantity of the material shall be limited to only that necessary to withstand the estimated energy intensity of the hydraulic system;

b. Filter cloth must be used to aid drainage and help prevent settling;

c. The toe reinforcement or protection must be adequate to prevent a collapse of the system from river scouring or wave action; and

d. Fish habitat components, such as large boulders, logs, and stumps must be considered in the design subject to Hydraulic Project Approval by the Washington Department of Fish and Wildlife, NOAA Fisheries, U.S. Fish and Wildlife Service and the U.S. Army Corps of Engineers.

Pol. SM 17.11 All new projects shall include and provide improved access to public shorelines whenever possible.

## Transportation and Circulation

Pol. SM 18.1 New roads, railroads and bridges in the Urban Conservancy environment should be minimized, and allowed only when related to and necessary for the support of permitted shoreline activities. New roads and bridges in the Urban Conservancy environment are prohibited, except when related to and necessary for the support of permitted shoreline activities. Major new highways should be located out of shoreline jurisdiction.

Pol. SM 18.2 New roads should be planned to fit the topographical characteristics of the shoreline such that minimum alteration of natural conditions results. New transportation facilities should be located and designed to minimize the need for shoreline protection measures and minimize the need to modify natural drainage systems. The number of waterway crossings should be limited to the minimum number possible.

Pol. SM 18.3 Trail and bicycle paths should be encouraged along the Puyallup and Carbon River in places where they are compatible with the natural character resources and ecology of the shoreline, such as in areas where there is a potential for a nonmotorized transportation linkage to existing public access area.

Pol. SM 18.4 Joint use of transportation corridors within shoreline jurisdiction for roads, utilities and motorized forms of transportation should be encouraged.

Pol. SM 18.5 Abandoned or unused road or railroad rights-of-way which offer opportunities for public access to the water should be acquired and/or retained for such use.

## Utilities

Pol. SM 19.1 Utilities should utilize existing transportation and utility sites, rights-of-way and corridors whenever possible, rather than creating new corridors. Joint use of rights-of-way and corridors should be encouraged.

Pol. SM 19.2 Utilities should be prohibited in wetlands, critical wildlife areas or other unique and fragile areas unless no feasible alternatives exist.

Pol. SM 19.3 New utility facilities should be located so as not to require shoreline protection works.

Pol. SM 19.4 Utility facilities and corridors should be located so as to protect scenic views. When possible, new utilities should be placed underground or alongside or under bridges.

Pol. SM 19.5 Utility facilities and rights-of-way should be designed to preserve the natural landscape and to minimize conflicts with present and planned land uses.

Pol. SM 19.6 New solid waste disposal activities and facilities should be prohibited in shoreline areas.

# Capital Facilities Element

## Purpose

The Growth Management Act requires cities to prepare a capital facilities element consisting of:

1. An inventory of current capital facilities owned by public entities, showing the locations and capacities of the public facilities;

2. A forecast of the future needs for such capital facilities;

3. The proposed locations and capacities of expanded or new capital facilities;

4. At least a six-year plan that will finance capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes, and;

5. A requirement to reassess the land use element if probably probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.

### Organization

The Capital Facilities Element establishes the level of service standards the City is obligated to provide, along with strategies for maintaining those standards. The Element is based on the goals and policies of the other elements, and incorporates the facilities needs and standards identified in the Transportation Element. The Capital Facilities Appendix provides detailed information on the inventory of facilities and projected future needs that the Plan must anticipate over the next 20 years.

## Major Issues

With recent improvements to the wastewater treatment plant and water system, major utility issues now involve continued resolution of the sewer collection system inflow and infiltration problems as financial resources permit. Transportation issues are described in the Transportation Element. Other capital facilities issues revolve around the need maintain effective concurrency management to ensure that utility capacity is available to match the demands of growth and development.

## Goals and Policies

**Goal CF 1 Assure that capital improvements necessary to carry out the comprehensive plan are provided when they are needed.**

Pol. CF 1.1 The City shall coordinate its land use and public works planning activities with an ongoing program of long-range financial planning, in order to identify fiscal resources necessary to implement the capital facilities plan.

***City Hall; 110 Train St SE.***

Pol. CF 1.2 Management of capital facilities should emphasize the following concepts:

a. Providing preventive maintenance and cost-effective replacement of aging elements

b. Planning for the orderly extension and upgrading of capital systems while recognizing that system extensions associated with new development should be the responsibility of those desiring service;

c. Inspecting systems to ensure conformance with design standards; and,

d. Reducing the potential for service rate increases through effective fiscal management and fair and equitable rate structures.

Pol. CF 1.3 Determine which services are most cost-effectively delivered by the city and which services should be contracted out to be delivered by other jurisdictions. Where appropriate, joint facilities with adjacent service purveyors should be used to provide the most efficient and cost-effective service to customers.

**Goal CF 2 Ensure that the continued development and implementation of the Capital Improvement Program (CIP) reflects the policy priorities of the City Council.**

Pol. CF 2.1 High priority of funding shall be accorded projects which are consistent with the adopted goals and policies of the City Council.

Pol. CF 2.2 Projects shall be funded only when incorporated into the City budget, as adopted by the City Council.

Pol. CF 2.3 Capital projects that are not included in the six-year Capital Facilities Plan and which are potentially inconsistent with the comprehensive plan shall be evaluated by means of the comprehensive planning process prior to their inclusion into the City's annual budget.

Pol. CF 2.4 The six-year Capital Facilities Plan shall be updated annually prior to the City budget process.

Pol. CF 2.5 All City departments shall review changes to the CIP and shall participate in the annual review.

**Goal CF 3 Manage growth and the related development of city facilities and services to direct and control land use patterns and intensities.**

Pol. CF 3.1 Development shall be allowed only when and where all public facilities are adequate and only when and where such development can be adequately served by essential public services without reducing levels of service elsewhere.

Pol. CF 3.2 The City shall continue upgrading the sanitary sewer system to ensure adequate capacity for future growth and development.

Pol. CF 3.3 The following level of service guidelines shall be used to evaluate whether existing public facilities are adequate to accommodate the demands of new development:

Water (Source Capacity and Reliability) LOS: Maintain the existing source capacity of approximately 1.73 MGD for adequate household use and fire protection. The minimum fire flow requirements are based on Pierce County's Ordinance No. 17C.60:

| Development Classification | Minimum Fire Flow Requirement |
|---|---|
| Residential | 750 gpm for 45 minutes |
| Commercial & Multi-Family | 1500 gpm for 60 minutes |
| Industrial | 2,000 gpm for 120 minutes |

Water Quality LOS: The water system quality shall be in compliance with Washington Administrative Code requirements for water quality.

Sewer LOS: Maximum month average daily flows for the City's wastewater gravity collection system and wastewater treatment facility shall not exceed the Washington Department of Ecology's MGD limit.

Stormwater LOS: Stormwater management shall comply with the Washington Department of Ecology's requirements.

Fire LOS: Design – Coordinate land use planning, development review and fire protection facility planning to ensure that: a) adequate fire protection and emergency medical service can be provided; and b) project designs minimize the potential for fire hazard.

Fire LOS: Rating – Orting Valley Fire and Rescue (Pierce County Fire District 18) shall maintain and make efforts to improve its current insurance rating of "7".

Police LOS: Design – Coordinate land use planning, development review, and police protection facility planning to ensure that: a) adequate police protection can be provided; and b) project designs discourage criminal activity.

Police LOS: Response Time – The Orting Police Department shall have as a goal to maintain a 3 to 4 minute response time for emergency calls.

Parks, Trails and Open Space LOS: The following level of service standards shall apply to land and facilities:

- Total Park Land – 8 acres per 1,000 population

  *Consisting of:*

  - Mini-Parks – 1 acre per 1,000 population
  - Neighborhood Parks – 2 acres per 1,000 population
  - Community Parks – 5 acres per 1,000 population
- Fields/Courts – 1 per 1,000 population
- Trails – 1 mile per 1,000 population
- Natural Resource Areas – 14 acres per 1,000 population

Transportation LOS:

Pol. CF 3.4 Transportation and land use planning should be coordinated so that adequate transportation facilities can be built concurrent with growth. The following level of service standards should be used to evaluate whether existing transportation facilities are adequate to accommodate the demands of new development:

The transportation system shall function at a service level of at least C/D.

Pol. CF 3.5 A development shall not be approved if it causes the level of service on a capital facility to decline below the standards set forth in CF Policy 3.3 and 3.4, unless capital improvements or a strategy to accommodate the impacts are made concurrent with the development for the purposes of this policy. "Concurrent with the development" shall mean that improvements or strategy are in place at the time of the development or that a financial commitment is in place to complete the improvements or strategies within six years.

Pol. CF 3.6 If adequate facilities are currently unavailable and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense, or pay impact fees in order to develop. If the probable funding falls short of meeting the capital facility needs

of the anticipated future land uses and population, the type and extent of land uses planned for the City must be reassessed.

Pol. CF 3.7 Require that development proposals are reviewed by the various providers of services, such as school districts, sewer, water, and fire departments, for available capacity to accommodate development and needed system improvements.

Pol. CF 3.8 New or expanded capital facilities should be compatible with surrounding land uses; such facilities should have a minimal impact on the natural or built environment.

Pol. CF 3.9 Maintain the water quality of the Carbon River by complying with Washington Department of Ecology guidelines.

**Goal CF 4 Ensure that financing for the city's needed capital facilities is as economical, efficient, and equitable as possible.**

Pol. CF 4.1 The burden for financing capital facility improvements should be borne by the primary beneficiaries of the facility.

Pol. CF 4.2 General Fund revenues should be used only to fund projects that provide a benefit to the entire community or to accommodate unmet facility needs beyond those created by new growth.

Pol. CF 4.3 Long term borrowing for capital facilities should be considered as an appropriate method of financing large facilities that benefit more than one generation of users.

Pol. CF 4.4 Where possible, special assessment, revenue and other self supporting bonds and grants will be used instead of tax supported general obligation bonds.

**Goal CF 5 Provide the most cost-effective and efficient water, stormwater and sewer service to residents within Orting and its service area.**

Pol. CF 5.1 Expansion of sewer service shall be coordinated among Orting, the Washington State Department of Ecology, and Pierce County, and shall give priority to infill within the city limits and existing urbanized unincorporated areas within the urban growth area.

Pol. CF 5.2 Phasing of sewer expansion shall follow the city’s urban growth area established in the comprehensive plan, unless sewer service will remedy groundwater contamination and other health problems or the city arranges to provide services to other urban growth areas established by the Pierce County Comprehensive Plan.

Pol. CF 5.3 New industrial development shall not be allowed to utilize on-site sewage systems. New industrial development shall be served by the City's treatment facilities.

Pol. CF 5.4 Require sewage gravity collection system connections for all new development including single-family subdivisions unless otherwise approved by the Council and consistent with the Pierce Countywide policies.

Pol. CF 5.5 Identify, prioritize and gradually replace existing sewer lines in poor condition to reduce inflow and infiltration to increase the capacity of the sewage treatment system.

Pol. CF 5.6 Provide an adequate water supply and distribution system for all domestic use, fire flow and fire protection at all times. Fire flow capabilities can be increased and Fire Insurance Rating Classifications improved by upgrading water pipeline sizes, creating additional pipe networks, and increasing water storage capacities. Require transfer of private water rights to the city as part of all development permit approvals.

***Mt. Rainer from Whitehawk Park.***

**Goal CF 6 Develop a system of parks and recreation facilities that is attractive, safe, and available to all segments of the population.**

Pol. CF 6.1 Mitigate impacts on parks, trails, and the recreation system from new growth based on impact fees, land dedication, and/or facility donations based on the level of service standards.

Pol. CF 6.2 Cooperate and coordinate with the school district, other public agencies and private groups through the use of interlocal agreements and contracts to meet the recreation needs of the City.

Pol. CF 6.3 Support Pierce County development of the Foothills Trail, and related links and parks, for bicycles, pedestrians and equestrians, running through Pierce County to Mount Rainier National Park.

Pol. CF 6.4 Develop a network of parks, open space and trails throughout the city for pedestrians, bicycles and equestrians, with priority on:

a. The dedication and development of lands which would link with the Foothills Trail, the downtown parks, the Puyallup and Carbon River waterfront corridors and a linkage across the Carbon River to the Cascadia trail system,

b. Maintaining and improving the accessibility, usability, and safety of Orting's parks and trails, and

c. Sustaining community-wide efforts to improve public access to the Carbon and Puyallup Rivers at those points along the banks which best fulfill the criteria for education, accessibility and restoration as outlined in the 2009 Shoreline Master Program.

**Goal CF 7 Cooperate in the siting of essential public facilities in Orting.**

Pol. CF 7.1 The site selection process for essential public facilities on the list maintained by the Office of Finance and Management shall include the following components:

a. The state must provide a justifiable need for the public facility and its location in Orting based upon forecasted needs and a logical service area;

b. The state must establish a public process by which residents of Orting have an opportunity to meaningfully participate in the site selection process.

Pol. CF 7.2 Public facilities shall not be located in designated resource lands, critical areas, or other areas where the siting of such facilities would be incompatible.

Pol. CF 7.3 Multiple use of corridors for major utilities, trails, and transportation rights-of-way is encouraged.

Pol. CF 7.4 Siting of public facilities shall be based upon criteria including, but not limited to:

a. Specific facility requirements (acreage, transportation access, etc.);

b. Land use compatibility;

c. Potential environmental impacts;

d. Potential traffic impacts;

e. Fair distribution of such public facilities throughout the County;

f. Consistency with state law and regulations.

Pol. CF 7.5 City plans and development regulations should identify and allow for the siting of essential public facilities. Design standards shall be required to ensure compatibility with adjacent land uses and mitigate any adverse impacts. The City's siting process may include requirements that facilities provide amenities or incentives to the neighborhood as a condition of approval. At least one public hearing shall be required to ensure adequate public participation.

Pol. CF 7.6 Cooperatively work with surrounding municipalities including Pierce County during the siting and development of facilities of regional significance. The City shall seek an agreement with neighboring jurisdictions, state or county agencies to mitigate any disproportionate financial and other burdens which may fall on the City due to the siting.

Pol. CF 7.7 Essential public facilities that are county-wide or state-wide in nature (e.g., solid waste and/or hazardous waste facilities), must meet existing state law and regulations requiring specific siting and permitting requirements.

**Goal CF 8 Manage stormwater runoff in such a manner as to:**

1. **Protect property from flooding and erosion;**

2. **Protect streams and shorelines from erosion and sedimentation to avoid the degradation of environmental quality and natural system aesthetics;**

3. **Protect the quality of groundwater and surface water; and**

4. **Provide recharge of groundwater where appropriate.**

Pol. CF 8.1 Manage the stormwater utility to:

a. Identify existing and potential problems at the drainage basin level;

b. Propose solutions to those problems;

c. Recognize the importance of natural systems and receiving

waters and their preservation and protection;

d. Set design and development guidelines; and

e. Provide a strategy for implementation and funding.

Pol. CF 8.2 Encourage either regional or low impact development approaches to managing stormwater to provide improved performance, maintenance and cost efficiency. Wherever possible, regional facilities should be considered as a multi-functional community resource which provides other public benefits such as recreational, habitat, cultural, educational, open space and aesthetic opportunities.

Pol. CF 8.3 The City should require new development to provide onsite storm drainage and all off-site improvements necessary to avoid adverse downstream impacts.

Pol. CF 8.4 Where appropriate and feasible, infiltration of stormwater is preferred over surface discharge to downstream system. The return of precipitation to the soil at natural rates near where it falls should be encouraged through the use of detention ponds, grassy swales and infiltration.

Pol. CF 8.5 Development should be designed to minimize disruption and/or degradation of natural drainage systems, both during and after construction. Development design which minimizes impermeable surface coverage by limiting site coverage and maximizing the exposure of natural surfaces should be encouraged.

Pol. CF 8.6 Industries and businesses should use best management practices to prevent erosion and sedimentation from occurring, and to prevent pollutants from entering ground or surface waters.

Pol. CF 8.7 Sites that have been cleared, graded or filled in violation of current or prior standards should be fully restored before construction permits are issued.

# Utilities Element

## Goals and Policies

**Goal U 1** **Assure that the energy and communication facilities and services to support current and future development are available as needed.**

Pol. U 1.1 The City does not provide natural gas, electrical or communication services. These facilities and services are currently provided by private companies. To facilitate the coordination of these services, the City should discuss and exchange population forecasts, development plans and technical data with the agencies identified in this plan.

Pol. U 1.2 New development shall be allowed only when and where all public utilities are adequate, and only when and where such development can be adequately served without reducing level of service elsewhere.

Pol. U 1.3 Coordinate City actions with the appropriate activities of the Bonneville Power Administration, Puget Sound Energy, CenturyLink, AT&T, MCI, Sprint, and Comcast. These coordination efforts should ensure that these providers of services and utilities rely upon the Land Use Element of this Plan to plan future facilities. .

Pol. U 1.4 The City of Orting adopts the following level of service guidelines:

a. Collection service for solid waste shall be available and required for all properties within the City.

b. Coordinate land use and facility planning with Puget Sound Energy to allow for siting and construction of electrical transmission and distribution facilities that provide sufficient amounts of power with minimal periods of service interruption.

c. Promote the extension of natural gas distribution lines within the City. Coordinate land use and facility planning to allow for construction and replacement of natural gas distribution conduits along roadways which are undergoing reconstruction.

d. For telecommunications, including telephone, internet, cellular telephone and cable television, advocate the development and maintenance of facilities necessary to provide services as needed to accommodate population growth and advancements in technology. For cellular telephone service, work with providers to enhance the range of the regional service area.

**Goal U 2** **Seek to minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.**

Pol. U 2.1 Electric power substations and recycling drop-off boxes should be sited, designed, and buffered (through extensive screening and/or landscaping) to fit in harmoniously with their surroundings. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light and glare impacts. Visual and land use impacts resulting from electrical system upgrades shall also be mitigated.

Pol. U 2.2 The City shall encourage or require implementation of resource conservation practices and best management practices according to the U.S.D.A. Soil Conservation Service during the construction, operation, and maintenance of utility structures and improvements.

Pol. U 2.3 The City shall establish a process for identifying and siting essential public facilities, such as solid waste or recycling handling facilities and cooperatively work with surrounding municipalities and Pierce County during the siting and development of facilities of regional significance.

**Goal U 3** **Maintain an adequate and effective solid waste and recycling program which maintains public health, environmental and land use quality.**

Pol. U 3.1 Continue work with Pierce County and solid waste haulers to reduce the solid waste stream and maintain or surpass the 50-percent recycling goal.

Pol. U 3.2 Continue existing recycling activities and work with Pierce County and solid waste haulers to expand the local recycling program, including collection of materials not currently collected.

Pol. U 3.3 Support Pierce County in maintaining an information management program which will aid in tracking and evaluating the waste stream and recycling program impacts in the City.

Pol. U 3.4 Encourage private and public sector involvement in recycling programs and in the use of recycled products.

# LAND USE APPENDIX

## Population Trends

Between 1999 and 2014 the population of the City of Orting more than doubled in size, increasing from 3,742 to 7,065 people (See **Table LU-1**).

**Table LU-1**
**Population 1999-2014**

| Year | Population | Annual % change | 5-year % change | 10-year % change |
|---|---|---|---|---|
| **1999** | 3,742 | - | - | |
| **2000** | 3,931 | 5.1% | - | |
| **2001** | 4,186 | 6.5% | - | |
| **2002** | 4,060 | -3.8% | - | |
| **2003** | 4,295 | 5.8% | - | |
| **2004** | 4,440 | 3.4% | 18.7% | - |
| **2005** | 4,820 | 8.6% | - | - |
| **2006** | 5,560 | 15.3% | - | - |
| **2007** | 5,940 | 6.8% | - | - |
| **2008** | 6,075 | 2.3% | - | - |
| **2009** | 6,135 | 1.0% | 38.2% | - |
| **2010** | 6,746 | 10% | - | - |
| **2011** | 6,770 | 0.4% | - | - |
| **2012** | 6,790 | 0.3% | - | - |
| **2013** | 6,930 | 2,1% | - | - |
| **2014** | 7,065 | 1.9% | 15.2% | 59.1% |
| ***Average Annual Growth Rate*** | | ***4.6%*** | - | - |

**Source: Washington State Office of Financial Management**

The national economic recession in the mid-2000s had a significant effect on Orting's growth as shown by the table. Expectations for the next 10 years indicate that this trend has been reversed and the population will increase as new housing is built and occupied.

## Population & Employment Targets

Under the Growth Management Act (GMA), Pierce County and the City of Orting are required to work collaboratively to determine the projected 20-year population and employment growth targets for the City.

Pierce County Ordinance No. 2011-36s established the 2030 population and employment targets for each jurisdiction. The Pierce County Comprehensive Plan states:

> *"The basis for the County's urban population target is a countywide projection range generated by the Washington State Office of Financial Management (OFM). Pierce County and its cities and towns were challenged to identify a 20-year countywide population forecast within the OFM range and then disaggregate the total to individual Urban Growth Areas and the rural area of the County."*

While Orting uses this baseline, the goals and policies of the Orting Comprehensive Plan are intended to guide growth out to 2035 based on the analysis of current and projected growth described throughout the technical appendices.

Orting has a 2030 population target of 8,000 and an employment target of 2,370. Subdivisions at various stages of permit approval and construction currently within the City of Orting are expected to add a short-term significant increase in population, resulting in as much as 80-percent of the City's 20-year population growth target.

## Existing Land Use Inventory

**Table LU-2** shows the overall land area per current zoning within the City.

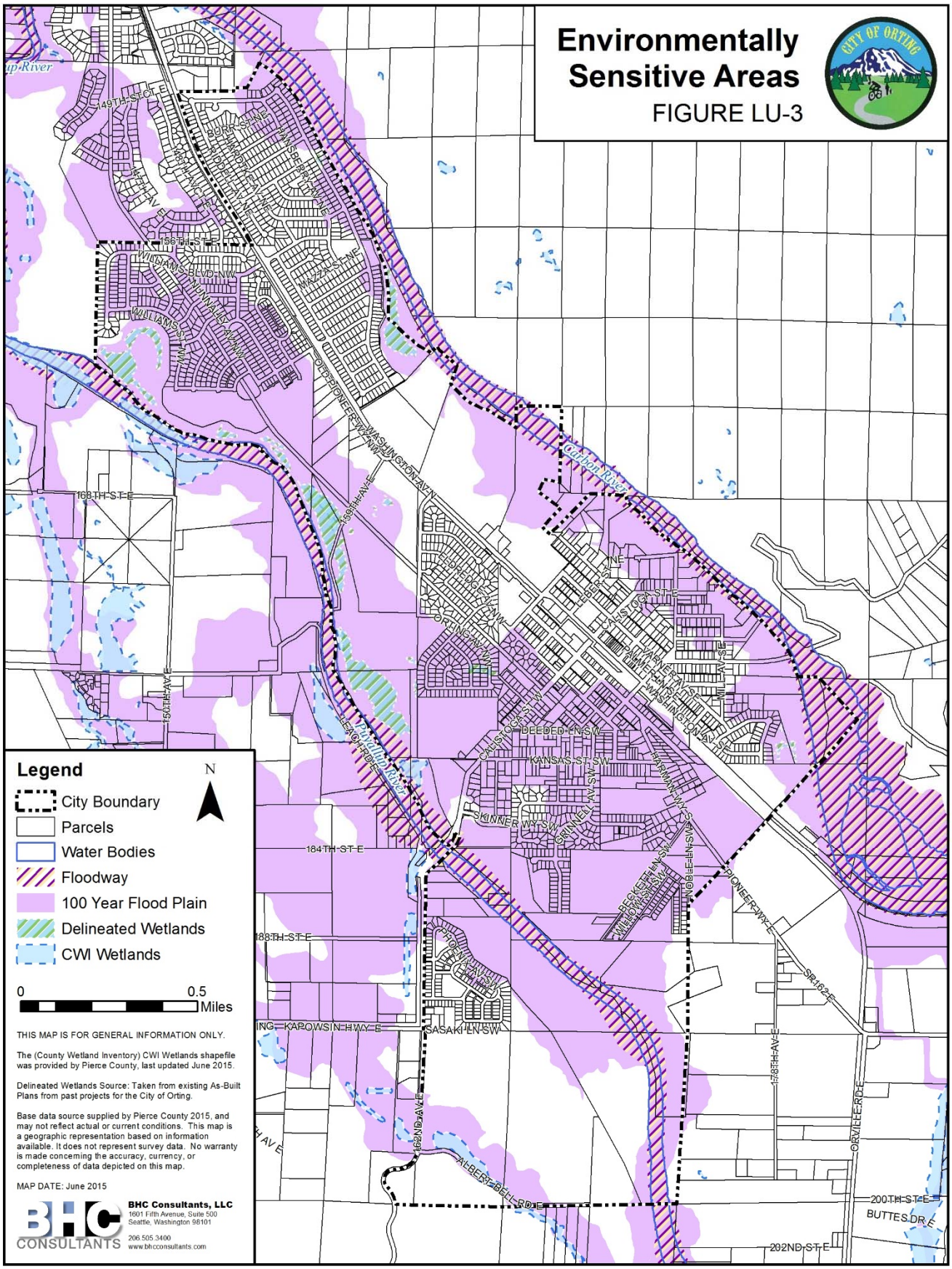
**Table LU-2**
**Current Land Areas of Orting Zones***

| Zone | Area (Acres) |
|---|---|
| Residential Conservation | 196 |
| Residential Suburban | 322 |
| Residential Urban | 369 |
| Residential Multifamily | 28 |
| Mixed Use Town Center | 49 |
| Mixed Use Town Center North | 68 |
| Light Manufacturing | 0.8 |
| Public Facilities | 329 |
| Open Space & Recreation | 141 |
| **Total** | **1,503** |

* Does not include public rights-of-way

## Environmental Constraints

Environmental constraints to development in the City of Orting are associated with the Puyallup and Carbon rivers and include wetland areas and flood hazard areas. **Figure LU-3** shows the approximate location and extent of these areas.


Environmentally Sensitive Areas
FIGURE LU-3
CITY OF ORTING
Legend
City Boundary
Parcels
Water Bodies
Floodway
100 Year Flood Plain
Delineated Wetlands
CWI Wetlands
N
0
0.5
Miles
THIS MAP IS FOR GENERAL INFORMATION ONLY.
The (County Wetland Inventory) CWI Wetlands shapefile was provided by Pierce County, last updated June 2015.
Delineated Wetlands Source: Taken from existing As-Built Plans from past projects for the City of Orting.
Base data source supplied by Pierce County 2015, and may not reflect actual or current conditions. This map is a geographic representation based on information available. It does not represent survey data. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.
MAP DATE: June 2015
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Carbon River
Puyallup River
WASHINGTON AVE N
PIONEER WAY E
KANSAS ST SW
SKINNER WY SW
SASAKI LN SW
ALBERT BEHL RD E
ORVILLE RD E
BUTTES DR E
SR 162 E
149TH ST CT E
156TH ST E
168TH ST E
184TH ST E
188TH ST E
200TH ST E
202ND ST E
150TH AVE E
178TH AVE E
162ND AVE E

## Center Of Local Importance

Orting has designated the areas zoned Mixed Use Town Center and Mixed Use Town Center North as well as the Orting School District Campus as the Center of Local Importance as authorized in the Pierce Countywide Planning Policies. This designation is an important step for receiving transportation improvement funds through the County and Puget Sound Regional Council distribution of federal funds. **Figure LU-4** illustrates the Center within the City.

## Land Capacity Analysis

The following existing developable land use inventory data provides the basis to establish whether the City of Orting currently has enough developable land to satisfy its future (20-year) land use requirements or whether an Urban Growth Area (UGA) expansion will be needed to ensure capacity to accommodate the estimated growth (see **Table LU-2** and **Figure LU-1**). The inventory includes the current acreage of all existing land use and vacant lands within the City, excluding undevelopable areas, such as public right-of-way.

### Residential Land Capacity

The analysis of vacant land and redevelopment potential provides an estimate of the capacity of the City to accommodate new growth. The following steps were involved in calculating the additional land capacity for the City's residential zoning districts.

- Calculate the acreage available for infill development for each residential zoning district within the City.
- Reduce the acreage to account for:
  - Critical Areas – assumed at 7.5-percent
  - Streets and Stormwater Facilities – assumed at 10-percent
  - Public Facilities – assumed at 25-percent
  - Parks and Open Space – assumed at 6-percent
  - Market Factor – assumed at 10-percent. This accounts for buildable land that won't be on the market for development over the next 20 years.

A total of 252 acres of vacant land and 175 acres of underdeveloped land currently exist in residential zones within the City of Orting (See **Table LU-3**). Underdeveloped land is land that is occupied by a use that is consistent with zoning but contains enough land to be further subdivided. For example, a single house on a 10 acre parcel, where 4 dwelling units per acre are permitted, is underdeveloped. See **Table LU-4** for a summary of infill potential.

**Figure LU-4**

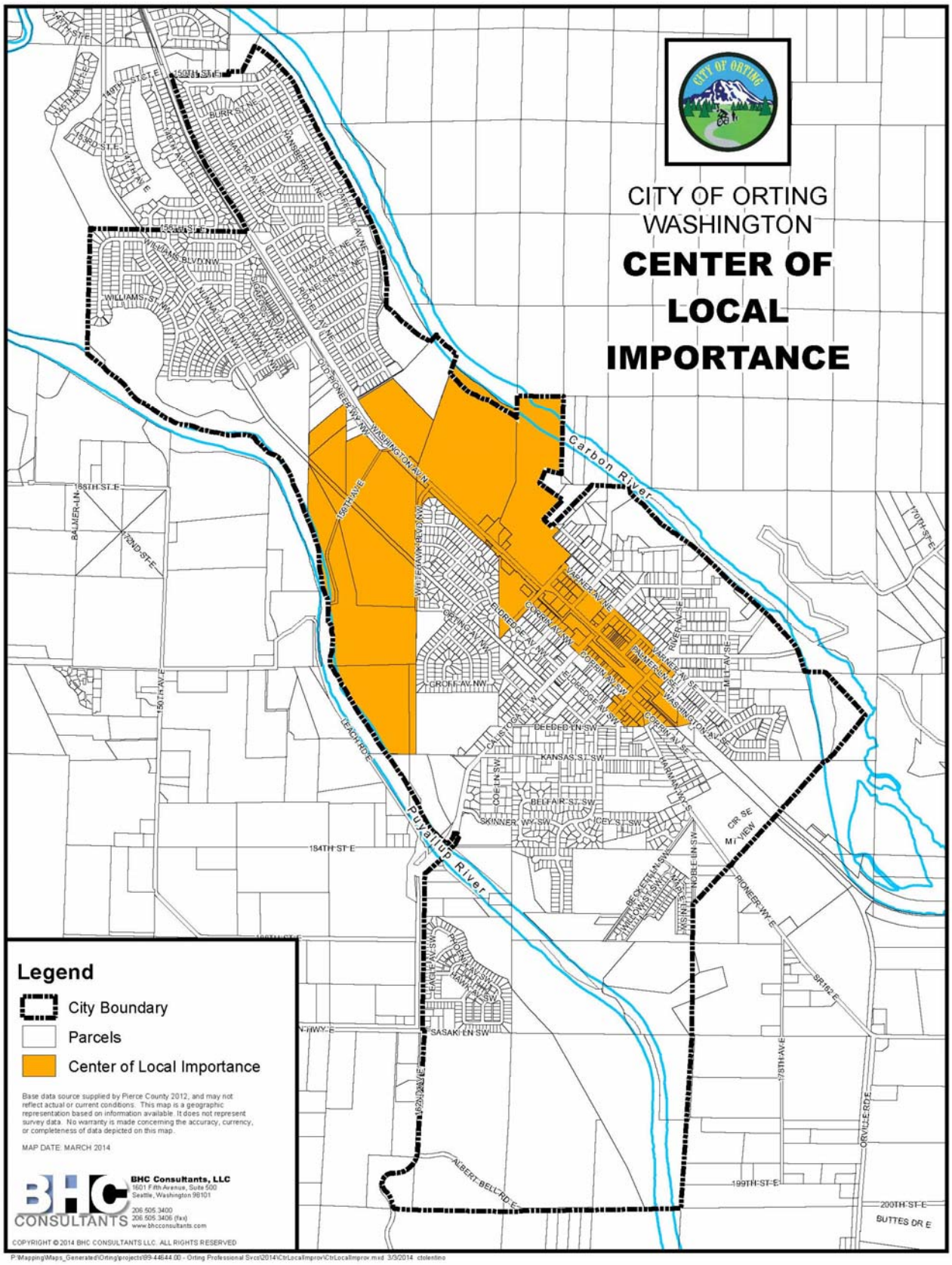
CITY OF ORTING
WASHINGTON
CENTER OF
LOCAL
IMPORTANCE
Carbon River
Puyallup River
Legend
City Boundary
Parcels
Center of Local Importance
Base data source supplied by Pierce County 2012, and may not reflect actual or current conditions. This map is a geographic representation based on information available. It does not represent survey data. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.
MAP DATE: MARCH 2014
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**Table LU-3**
**Residential Zones –**
**Vacant and Underdeveloped Land**

| Zone | Total Acreage Zoned | Vacant Acres* | Underdeveloped Acres |
|---|---|---|---|
| Residential Conservation | 196 | 8.2 | 67.7 |
| Residential Suburban | 322 | 67.5 | 15.3 |
| Residential Urban | 369 | 28.1 | 84.7 |
| Residential Multi-family | 28 | 0 | 2.9 |
| Mixed Use – Town Center | 49 | 7.1 | 017.9 |
| Mixed Use – Town Center North* | 68 | | |
| **Total** | **1,032** | **178.6** | **188.5** |

Source: Pierce County & City of Orting
*Note: A significant amount of the currently vacant land is under development permitting review including 67.7 acres in the MUTCN approved binding site plan.

**Table LU-4**
**Residential Infill Potential**

| Zoning District | Net Acreage | Projected Dwelling Units | Projected Population* |
|---|---|---|---|
| Residential Conservation (1du/2Acre) | 17 | 8-10 | 24-30 |
| Residential Suburban (5 dus/acre) | 4,4 | 20-25 | 60-75 |
| Residential Urban (6 dus/acre) | 24.2 | 140-150 | 420-450 |
| Residential Multi-family (8 dus/acre) | 0.8 | 6-10 | 15-25 |
| Mixed Use – Town Center* | | | |
| Mixed Use – Town Center North | | 500-600 | 1,000-1,200 |
| **Total** | | **670-800** | **1,500-2,000** |

*MUTC residential capacity is dependent upon future redevelopment densities. Assumed household size of 3.0 for single family and 2.0 for multifamily and mixed use zones.

## Commercial & Light Manufacturing Land Capacity

Commercial land use capacity is dependent upon the ultimate development of the MUTCN and redevelopment of the MUTC areas. Existing land for light manufacturing uses in Orting amounts to less than 1 percent of the City's total land use inventory. The only area of industrially zoned land is located in the southwest portion of the City and includes about 0.75 acres of land. Light manufacturing uses may also be allowed in the MUTCN as permitted in the binding site plan.

## Development Feasibility in the Downtown Core

Developers, investors, owners, and tenants can only reasonably consider projects which are financially feasible, whether the project includes an expansion of an existing building to accommodate current businesses, an infill development to create new space for new

businesses, or a larger-scale mixed-use project designed for multiple lot developments. This section describes the findings of a general feasibility analysis for the downtown core prepared in 2009, and the following table introduces the characteristics of downtown (See **Table LU-5**).

**Table LU-5**
**2009 Characteristics of Downtown Orting**
**(Mixed Use Town Center)**

| **Characteristics** | | **Notes** |
|---|---|---|
| Total Area | 40.3 ac | Does not include street right-of-way |
| Number of Parcels | 140 | |
| Largest Parcel | 5.83 ac | Pioneer Village; Total project acreage is 7.1 ac |
| Smallest Parcel | 0.03 ac | 1,309 sqft |
| Average Parcel | 0.288 ac | 12,545 sqft |
| Total Assessed Land Value | $11,658,500 | $2,493,300 @ Pioneer Village - $8.06/sqft |
| Total Assessed Improvement Value | $24,595,700 | $6,969,800 @ Pioneer Village |
| Total Assessed Value | $31,184,600 | $9,578,300 @ Pioneer Village |
| Average Parcel Value | $160,050 | Does not include Pioneer Village |
| Average Land Value | $6.64/sqft | |
| Average Total Value | $17.76/sqft | |
| Single Family Parcels | 59 | May include some businesses |
| Other Residential Parcels | 6 | |
| Vacant Parcels | 25 | Parcels with no improvements – generally, parking lots serving adjacent businesses |
| Vacant Parcel Area | 4.67 ac | Average = 0.19 ac, or 8,137 sqft |
| Largest Vacant Parcel | 0.85 ac | 37,026 sqft |
| Smallest Vacant Parcel | 0.03 ac | 1,309 sqft |
| Redevelopable Parcels | 44 | Improvement value is less than land value |
| **Total Area of Redevelopable Parcels** | **10.7 ac** | 466,090 sqft; Includes vacant parcels |

- The average parcel developed to current zoning maximum capacity would be result in a 12,000 sqft ground floor leasable space and 24,000 sqft of offices or residences on two upper floors. At an average gross floor area of 750 sqft per dwelling unit, two floors of residences would be about 30 units. Parking requirements for a retail/office building per code or a retail/residential building would be about 100 spaces. This would require about an acre of land, or a total site area of 55,000 – 60,000 sqft
- Development of the vacant parcels would result in a maximum of build out of about 200,000 sqft of ground floor space and 400,000 sqft of upper floor space (office or 200-300 dwelling units). This would generate a need for about 1,600 parking spaces, per code.
- Development of the redevelopable parcels would result in a build out of about 450,000 sqft of ground floor space and 900,000 sqft of upper floor space (office or

1,000-1,500 dwelling units). This would generate a need for about 3,600 parking spaces.

These examples are very general and are not intended to truly reflect actual market demand that will drive actual business decisions. They do illustrate the type of questions that need to be explored for an informed discussion about the future of Downtown Orting.

## Project Feasibility Analysis

To analyze the development opportunities in downtown Orting, BHC Consultants and Property Counselors prepared financial feasibility studies (proformas) for 12 vacant and redevelopable properties (properties where the ratio of the value of the building to the value of the land is low). While the properties differed in size, location, and layout, the results showed similar trends among them. This analysis allowed for an identification of the feasibility of development under the current zoning requirements for three different uses:

- Ground floor retail with apartments above,
- Ground floor retail with condominiums above, and
- Ground floor retail with offices above.

Next we analyzed different scenarios that do not meet current zoning requirement for onsite parking and/or building height. These scenarios assumed that the building would cover more of the property because parking would be provided off-site. The scenarios were building heights of two, three, or four stories. Therefore, with three different uses and four development scenarios, there are 12 different development alternatives for each site. We will explain the assumptions used in the proformas for each alternative, the proforma calculations, the results of the proformas, and our conclusions about how the City could act to promote development in downtown Orting.

The most common tool used by developers to assess the feasibility of a project is the proforma. The proforma has two parts: the income proforma and the cost proforma. The income proforma is an estimate of the value (V) of a development based on the income it will produce. The cost proforma is an estimate of the total project cost (TPC) to construct the building. The difference between the value and the total project cost of the development is the profit (P) for the developer (P = V – TPC). To get the profit margin (PM), or the return on investment, you divide the profit by the total project cost (PM = P/TPC). The profit margin needs to fairly compensate the developer for the risk that he or she is taking. For a development to be feasible, the developer typically wants a profit margin of at least 10-percent.

## Proforma Assumptions

We made a number of assumptions about the rents and construction prices. The assumptions fall into two groups: value and cost shown in the table below. The value assumptions include the income from condo sales and the value of the apartments and office determined by dividing the net operating income (rent minus vacancy and operating expenses) by a capitalization rate (a basic measure for return that is used to determine a property's value). The cost assumptions include the value of the land, the construction costs, and "soft" costs

(design, permitting, financing, developer's fee, marketing, and insurance). Different value and cost assumptions are used for each use.

| Value Assumptions | $ Per Square Foot (except as noted) | $ Per Unit |
|---|---|---|
| Apartment Rent Market | $17.20 | $1,290.00 |
| Apartment Expenses | $4.50 | $337.50 |
| Condo Sales Price Market | $275.00 | $247,500.00 |
| Condo Sales Costs (% of Price) | 8.0% | ($19,800.00) |
| Retail Rent | $20.00 | |
| Office Rent | $20.00 | |
| Capitalization Rate | | |
| Apartments | 6.00% | |
| Retail/Office | 7.00% | |
| Parking Rent | | |
| Apartments (space /mo) | $50.00 | |
| **Cost Assumptions** | **$ Per Square Foot** | **$ Per Unit** |
| Construction Cost | | |
| Apartments | $125.00 | |
| Condominiums | $140.00 | |
| Office | $180.00 | |
| Retail | $120.00 | |
| Streetscape (/lineal ft.) | $750.00 | |
| Surface Parking (/space) | $2,500 | |
| Soft Costs | | |
| Apartments (% of construction) | 28% | |
| Condominiums (% of construction) | 37% | |
| Retail/Office (% of construction) | 31% | |
| Land Cost | $15.00 | |

## Project Feasibility Calculations

After the assumptions were made, we calculated the income (value) proforma and the cost proforma for each use. The income and the costs for each use are added together for a total project value and a total project cost. The land cost was the same for each use at $15 per square foot of land.

Apartments are assumed to rent for $17.20 per square foot per year or $1,290 per apartment per month. The net operating income (NOI) is calculated by taking the gross rents for all units and subtracting the vacancy (5-percent) and expenses ($4.50 per square foot per year). The NOI is divided by a cap rate of 6-percent to get the apartment's value (approximately $197 per square foot). The cost of constructing the apartments is $125 per square foot plus 28-percent of construction in soft cost ($35 per square foot).

Condominiums are assumed to sell for $275 per square foot or $247,500 per unit (minus 8-percent for marketing). The construction cost for condos is $140 per square foot and the soft cost are 37-percent of construction or $51.80 per square foot.

Retail is assumed to rent for $20 per square foot per year. The NOI equals gross rent minus the vacancy (5-percent) and the operating expense ($1 per square foot per year). This NOI is divided by a cap rate of 7-percent to calculate the value (approximately $257 per square foot). The costs to construct the retail is $120 per square foot in construction costs (including tenant improvements), and soft costs are 31-percent of the construction costs or $37.20 per square foot.

Office is assumed to rent for $20 per square foot per year. The NOI equals gross rent minus the vacancy (5-percent) and the operating expense ($1 per square foot per year). This NOI is divided by a cap rate of 7-percent to calculate the value (approximately $257 per square foot). The costs to construct the office is $180 per square foot in construction costs (including tenant improvements), and soft costs are 31-percent of the construction costs or $55.80 per square foot.

After each individual component of the development is analyzed based on its value and its cost, the numbers from each use are totaled to get a total project value and a total project cost. The difference between the two numbers is the profit which can be used to calculate the profit margin for the project.

## Project Feasibility Results

One measure for development feasibility is profit margin (profit divided by total project cost). We used the profit margin to compare and contrast the 12 development alternatives for the 12 properties (three examples are shown in the following table). There are a number of trends that emerge from the different development alternatives.

First, development is not feasible under the current zoning requirements based on these assumptions. The profit margins are below the 10-percent that a developer would require as compensation for risk. Some of the scenarios even have a negative profit margin (this means the building would be worth less than the cost to construct it).

Second, retail is the most profitable use based on our assumptions. Retail produces good value at a low construction cost. The higher retail profit margins lifted the profits for the other uses to make the project feasible. That is why in some cases the profit margins declined from a 2-story to a 3-story building because a lower percent of the overall development was retail. One issue is that there might not be a market for all of this retail (one site we looked at could have over 22,000 square feet of retail).

Third, office and apartments are profitable, while condominiums almost never provide at least a 10-percent profit margin. The reason for this is the assumptions that were used. Condo sales were assumed to be $80 per square foot more than the construction and soft costs. If you include the cost of land, parking, streetscapes, marketing, and other costs, there is no profit. Office and apartments provided some profit, but much of the profit margin was driven by the retail portion of the development.

Fourth, increasing the building height provided some additional return (in most cases) but not that much. A developer can get more revenue from a taller building because he or she has more area to rent (or sell as condos), but this also increases the construction cost and can be

riskier because there is more space to rent or sell. Therefore, increasing the building height limits does not have much impact on the developer's return on investment.

The following are samples of the conclusions of the financial analysis (profit margins):

| 9,030 Square Foot Site | Condominiums | Apartments | Office |
|---|---|---|---|
| Base Zoning | -2.4% | 1.0% | 2.3% |
| Off-site Parking (2-stories) | 11.4% | 14.6% | 13.5% |
| Off-site Parking (3-stories) | 9.4% | 13.8% | 12.8% |
| Off-site Parking (4-stories) | 2.9% | 13.7% | 15.2% |
| | | | |
| **11,650 Square Foot Site** | **Condominiums** | **Apartments** | **Office** |
| Base Zoning | -13.5% | -10.4% | -9.0% |
| Off-site Parking (2-stories) | 6.8% | 9.7% | 9.5% |
| Off-site Parking (3-stories) | 6.2% | 10.6% | 10.0% |
| Off-site Parking (4-stories) | 2.3% | 11.0% | 13.2% |
| | | | |
| **24,520 Square Foot Site** | **Condominiums** | **Apartments** | **Office** |
| Base Zoning | -6.3% | -3.1% | -1.9% |
| Off-site Parking (2-stories) | 9.1% | 12.4% | 11.8% |
| Off-site Parking (3-stories) | 7.8% | 12.5% | 11.5% |
| Off-site Parking (4-stories) | 5.3% | 12.4% | 14.5% |

## Project Feasibility Conclusions

The analysis provides insight on how developers might consider undertaking projects in downtown Orting. They identify issues that limit the development potential of downtown. There are some things that can be done to make development in Orting more feasible. Some changes that could improve the development climate in Orting would be to reduce or eliminate the on-site parking requirements, expedite or ease the requirements for permits, and reduce impact fees and development exactions.

Perhaps the greatest limiting factor for development is the current parking requirements. For a three story building, approximately 2/3 to 3/4 of the site area must be devoted to parking. This limits the amount of the site that can be used for the building that provides most of the income for the developer. In other cities, underground parking is a solution because of the high cost of land. In Orting, the land values are not high enough to justify spending ten times more for underground parking (as opposed to surface parking).

There are solutions that can help alleviate the impact on developers having to provide on-site surface parking. Each solution has cost and benefits that the community must weigh. These solutions are not independent and can be used in conjunction with each other.

| Solution | Costs | Benefits |
|---|---|---|
| Eliminate onsite parking requirements | Could overwhelm street parking and severely limit new spaces developed | No cost to developer or city – increases development potential |
| Reduce onsite parking requirements | Would reduce new space spaces built and could limit availability of street parking | Limit cost to developer with increased development potential |
| Implement shared parking programs | Developers purchase use of adjacent parking – only good for 15-25% of required space | Make more efficient use of available parking – no cost to city, little cost to developer |
| Off-site parking fee (purchase shared lot) | Developers pay for off-site parking to be constructed by city | Developers have "full" use of their property |
| Local Improvement District for parking lots downtown | Downtown landowner or businesses pay for fee to provide parking – no way to opt out if already have parking | Provides parking for all downtown businesses (not just new ones) |
| Meter downtown parking | Enforcement – upset business owners/residents used to free parking | Increases turn-over of spaces and provides income |
| Reduce maximum parking times | Enforcement – may upset business owners/residents | Increases turn-over of spaces |

Another measure that could increase the feasibility of development in downtown Orting is to reduce the development review timeline. The faster the review, the sooner construction can begin, can be completed, and can earn income. The City should dedicate resources to work with developers to assist them in understanding Orting's development code review process and application requirements. Often developments get held up because the application is not complete.

One item that has direct cost to the developer is exactions that developers have to pay to help mitigate the negative impacts of the development. The exactions include things like dedication of land for right-of-way, impact fees for traffic, schools, and parks, and street frontage improvements, as well as utility connection fees and street frontage improvements. These exactions can add to the cost of the development without any related increase in income. Limiting the impact fees can reduce the cost of the development which will make development more feasible, but this simply moves the burden of mitigating the impacts to the City.

## Orting Downtown Vision Plan

In 2008, the City and Chamber of Commerce conducted a community-wide process to formulate a Vision for a revitalized downtown core. This included gathering public input about through an online survey and during a day-long Vision charette. The charette brought together downtown business owners, property owners, city officials, consultants, and experts in downtown planning, business development, retailing, transportation, and real estate. The group discussed current conditions and potential market demand for Orting's downtown and performed a SWOT analysis, a discussion of Strengths, Weaknesses, Opportunities and

Threats. The details of the SWOT can be found in the Orting Draft Downtown Vision Plan June 2008 Status Report, but the results of the analysis are listed below

## Leveraging the Strengths and Opportunities:

### Marketing/Networking

- Cross marketing and networking of community activities and businesses
- Recruit more core businesses
- Strengthen existing businesses
- Coordinate businesses with special events
- Market and build off of the trail, and active recreation attractions
- More grass roots marketing to the residents ("Buy Orting")
- Recruit volunteers and include more families and kids – particularly from newcomers
- Use Orting's history to raise awareness of and market the area

### Enhance Existing Assets

- Concentrate on Orting's natural assets (trails, rivers, Mt. Rainer, etc.) and promote the use of existing facilities for events
- Make our community more inviting
- Provide small business training and assistance programs
- Study the feasibility of and staffing options for a business development coordinator (grants, intern, college students interested in a professional project)
- Partner with Soldier's Home for tournaments on their ball fields or theater productions on their stage

### New Events and Businesses

- Increase tourist activities
- Recruit new businesses such as: hair salon, medical office, specialty/health food store, kid and teen clothing stores, bank or credit union, and hotel or bed and breakfast
- Get families with kids involved through free acting or arts workshops/events for kids

## Community Survey

The 2008 online survey was conducted over the course of three months during the Vision process. The survey was accessible through the City website and was advertised in the local paper. The purpose of the survey was to learn how shoppers and Orting residents use downtown: how often they visit; how they get there; what they like and do not like; and what they would like to see in Downtown. Nearly 120 people responded. The survey responses are summarized below. Please note that this was not a random sampling of Orting residents, so this survey is not valid as a statistical representation of the entire community. More

details about survey demographics can be found in the Draft Downtown Orting Vision Plan June 2008 Status Report.

The most common way of getting downtown is by car. Almost 80-percent of the respondents drive to downtown Orting. Most of the remaining respondents (17-percent) walk to downtown and a few people bike.

The primary reasons why the respondents go downtown (over 50-percent of the responses) are for shopping and errands (groceries, hardware, laundry, services, and pharmacy), dining, and to visit the post office. Other reasons why people go downtown (over 30-percent of the responses) are because they live there or to visit the library. The least popular reasons why respondents go downtown (less than 10-percent of the responses) are for church, entertainment, or to visit a non-medical office. None of the respondents go to downtown for appliances, electronics, and jewelry. Less than 5-percent of the people go downtown for home furnishings, fine dining, office/school supplies, and clothing. Puyallup/Sumner/Bonney Lake area is the other major destination for most these services

Over 40-percent of the respondents go downtown daily and an additional 40-percent go downtown multiple times per week. Almost 90-percent of the respondents visit downtown Orting at least once per week, and 98-percent go downtown at least once a month.

The respondents were dissatisfied with the following aspects of downtown Orting: the traffic flow, the types of businesses, and the variety of business. However, the responses were generally neutral to favorable to the other aspects of downtown: value received, business hours, quality, appearance of streets and the appearance of the building. The respondents were most satisfied with the safety and parking in downtown Orting.

Almost 40-percent of the respondents want a bakery in downtown Orting.[1] At least 25-percent of the respondents want the following types of businesses: clothing store, family dining, other, a book store, and entertainment and nightlife. The types of stores that did not get much support (less than 7.5-percent of the responses) includes: a jewelry store, appliance store, day care, pharmacy, personal care, and convenience store.

Since the 2008 survey was conducted and the Downtown Vision Plan was completed, several new businesses including a bakery and family-oriented restaurant have opened.

## Mixed Use-Town Center Parking Study

A study of parking spaces within the downtown Orting Mixed Use-Town Center Zone was conducted as part of the Vision process. Parking use surveys were not conducted, but during most of the business week, there do not appear to be shortages. The following numbers summarize the results.

- 1,840 spaces total (approx.), including:
    - 710 on-street parking spaces - counted on all streets from Whitesell St NW/NE to Bridge St S via Washington Ave N and from Eldredge Ave SW to

[1] Downtown bakery constructed since 2008 survey.

Varner Ave SE via Bridge St SW/S, both market spaces counted on the ground and unmarked spaces estimated from aerial photos.

- 1,130 off-street parking spaces - counted at 58 different sites including all businesses, senior housing, and government sites; not including the school site, single family homes, or apartment buildings. Ownership breaks down as follows:
  - 270 Government Owned spaces (City buildings, park, post office, library, and school district building)
  - 125 Non-Profit Owned (churches, fraternal organizations)
  - 760 Business Owned

Based on current zoning requirements,

- 710 on-street parking spaces can support:
  - 213,000 sqft retail
  - 284,400 sqft office
  - 355 residential units
- 1,130 off-street parking spaces can support:
  - 338,700 sqft retail
  - 451,600 sqft office
  - 565 residential units

As with most downtowns and malls, parking may not always be available within a short distance of a shopping destination. This is true for Orting and is a function of the "split" configuration of Downtown with businesses located on both sides of the Park. A bigger issue is the code requirement for off-street parking associated with renovation of existing buildings and new development. This is creates hardships for smaller projects, since their scale does not make structured parking financially feasible, and surface parking would require too much of the project lot to be devoted to cars. Further, this is a disadvantage for "new" development since many existing businesses do not have enough off-street parking.

## Future Land Use Needs

The 2014 Pierce County Buildable Lands Report estimates Orting will need to see 760 new DUs by 2030 to reach a population of 8,000. This growth would occupy about 170 net acres at 4.5 DU/A. This would likely consume more acreage of buildable land after infrastructure is included, leaving less land for further residential growth. While the Report shows the City's employment target is 2,370 jobs, that is 1,090 new jobs by 2030, the likelihood of achieving this depends upon a wide range of variables. It is clear that the City currently has an extremely limited capacity for economic development. The Orting School District is likely to continue as the City's major employer for some time.

In summary, Orting is expected to use its remaining land capacity during the next 10-20 years, and probably before. This consumption would be almost entirely attributable to residential uses, resulting in limited growth in commercial and industrial uses. In order to assure that adequate land for all uses is available to accommodate balanced and sustainable growth, the City should plan for a future urban growth area of more than 300 acres of buildable land that can be adequately serviced with city water, sanitary sewer, stormwater management, access, parks, and other facilities as growth occurs over the next 15-20 years.

The City is interested in promoting economic development by leveraging its location and environmental resources to create new opportunities for urban agriculture. This includes potential introduction of an area for community farming and adding value to farm produce by providing facilities for preparing retail food products. In addition, potential future addition of the urban growth area would protect prime agricultural soils and introduce further opportunities for increased production of foods for retail uses and promote agri-tourism.

## Urban Growth Areas – where should growth go?

Under the provisions of the GMA, counties must identify Urban Growth Areas (UGAs) around existing cities within the County to accommodate planned growth. A UGA defines the area around the city that is available for its expansion during the 20 year planning period. It is based upon the notion that development that is urban in type and intensity are most appropriate in the city.

### UGA locational criteria

The Pierce County Countywide Planning policies state that the location of municipal urban growth boundaries shall be determined with consideration for the following factors:

- Geographic, topographic, and manmade features
- Public facility and service availability, limits and extensions
- Jurisdictional boundaries including special improvement districts
- Location of designated natural resource lands and critical areas
- Avoidance of unserviceable islands of County land surrounded by other jurisdictional entities
- The Vision 2040 Plan
- The carrying capacity of the land considering natural resources, agricultural land and environmentally-sensitive land
- Population and employment projections
- Financial capabilities and urban service capabilities
- Consistency and compatibility with neighborhood, local and regional plans
- The existing land use and subdivision pattern

The City of Orting's goals and policies also establish similar criteria for establishing urban growth area(s).

## Potential Annexation Areas

The Pierce Countywide Planning Policies establish a process for considering municipal expansion by identifying potential annexation areas where the following factors are evident:

- The Vision 2040 (regional) plan and policies;
- The carrying capacity of the land considering natural resources, agricultural land and environmentally-sensitive lands;
- Population, housing, and employment projections;
- Financial capabilities and urban services capacities;
- Consistency and compatibility with neighborhood, local and regional plans;
- The existing land use and subdivision pattern; and
- Property access and ownership

Orting currently provides urban services (sanitary sewer) outside of the city limits to an area within the County that is developed at urban densities.

## UGA Expansion Study Areas

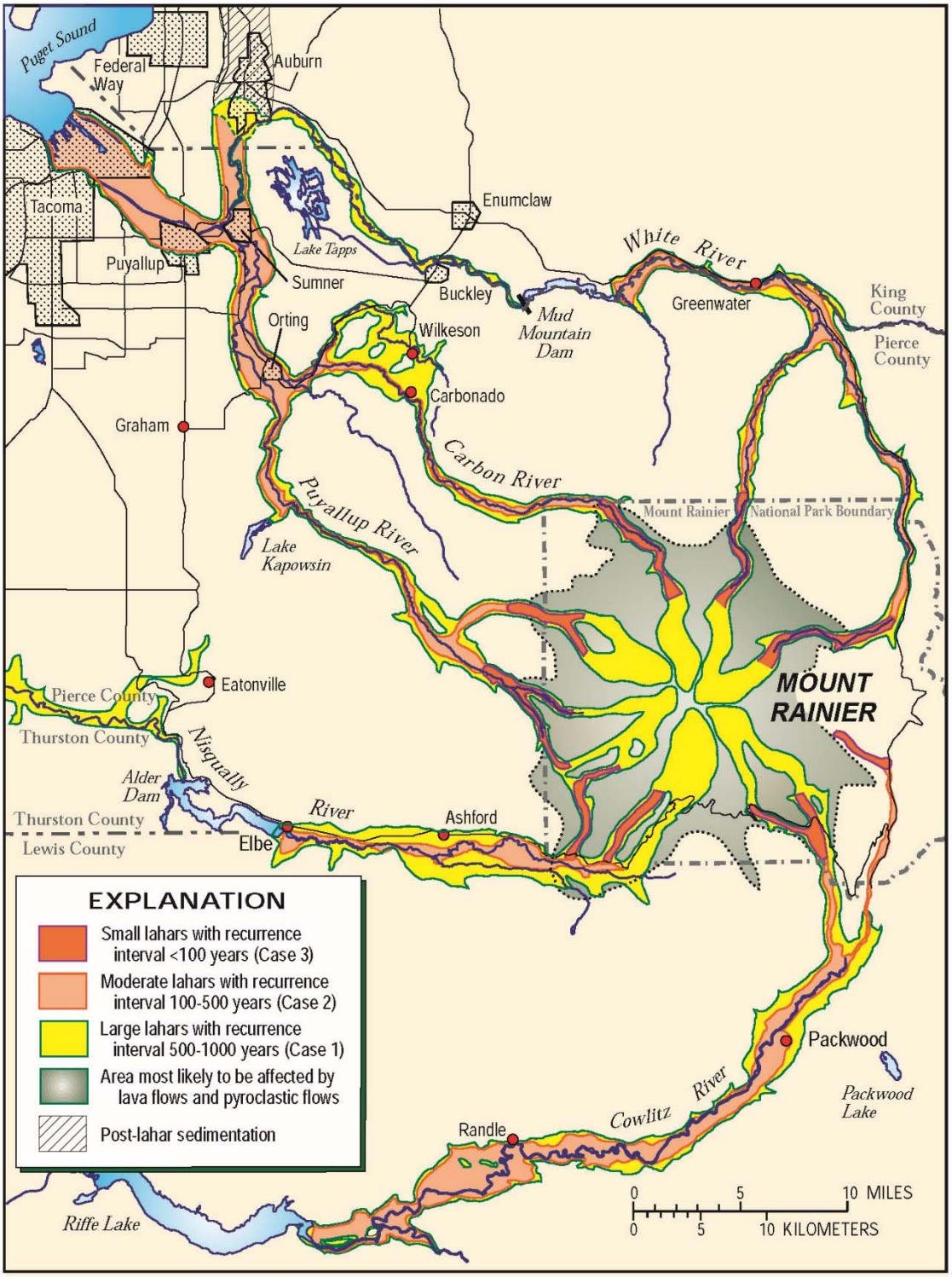
The Alderton-McMillen Community Plan process identified potential receiving sites for transfer of development rights from agricultural lands that the City hopes to be considered for a UGA expansion through a joint study with Pierce County which would consider the City's interest in expanding local food production and access to farms for community agricultural activities and agri-tourism.

# Hazard Mitigation Planning

The Disaster Mitigation Act of 2000 established a new federal priority for pre-disaster planning and mitigation as opposed to post-disaster assistance. The Federal Emergency Management Administration (FEMA) is leading this program through the provision of planning guidelines and grants. The state of Washington Department of Emergency Services manages the program. Orting adopted a Comprehensive Flood Hazard Mitigation Plan under the program and has completed the Calistoga Setback Levee along the Puyallup River between the Calistoga Bridge and Village Green Wetland Park. This project is further described in the Capital Facilities Element.

The City is also included in the Pierce County Region 5 Hazard Mitigation Plan, a multi-jurisdictional plan encompassing 72 jurisdictions including municipalities, fire districts, school districts, universities and other special-purpose districts. The Plan is a natural hazard mitigation plan in which all jurisdictions worked together to develop shared goals and a foundation for mitigation measures. The Plan is maintained by the Pierce County Department of Emergency Management, and is available online.

**Figure LU-5**




Source: Hazard zones for lahars, lava flows and pyroclastic flows from Mount Rainier (Hoblitt and others, 1998: US Geological Survey Open file Report 98-428, accessed at http://vulcan.wr.usgs.gov/Volcanoes/Rainier/Publications/FS065-97/FS065-97_map.pdf

## Mt. Rainier Lahar Preparedness

The greatest hazard from Mt. Rainier is a potential lahar event, also known as volcanic mudflows or debris flows (illustrated in **Figure LU-5)**. The City is located on top of the Electron Mudflow pathway, one of three major lahar events from the last 10,000 years. The City is at risk of experiencing future lahar events. The United States Geological Survey (USGS) and Pierce County Emergency Management have taken steps to monitor seismic activity on Mt. Rainier to provide early warning of volcanic activity. A lahar event could result from:

- A Volcanic Eruption causing rapid melting of snow and glaciers (Pyroclastic flows).
- Mobilization of soil sediments as a result of heavy rains.
- Sulfuric breakdown of Mt. Rainier western flanks resulting in a collapse of the western flank.
- Earthquake caused landslides which can occur without forewarning of rising magma.
- Release of debris damned lakes.

### Lahar Evacuation

The City is located at the confluence of the Puyallup and Carbon rivers, both of which originate on Mt. Rainier. Any lahar that originates on the north face of Mt. Rainier will flow down the Puyallup River and/or Carbon River valleys. USGS estimates that the City will have approximately 42-minutes to evacuate once a lahar event is confirmed.

The City has instituted the following procedures:

- Lahar Sirens tested monthly.
- Evacuation Signage leading out of the city.
- Annual School District evacuation drills.
- Website and packages to citizens identifying the current pedestrian evacuation to the Peirce County Rock Quarry.

### Needed Evacuation Route Improvements

Sensors on Mt. Rainier are intended to warn residents in the valley of a Lahar in progress. The current pedestrian evacuation route leads to Pierce County Rock Quarry. Based on the Orting School District evacuation drills, it takes approximately 74-minutes for a majority of the students to evacuate to this location. Remaining children and seniors are vulnerable with inadequate time to evacuate by foot. The current evacuation plan relies heavily on a motor vehicle based evacuation. The risk of over-reliance on a Motor Vehicle Plan is that the roads will become congested. Pedestrian evacuation is the most reliable way to evacuate people on the valley floor within a short time period.

## Orting Emergency Evacuation Bridge System

Founded in 2002, the Bridge for Kids non-profit organization was awarded grant money from the State and Federal Government of nearly $2.4 million to do a feasibility study and eventually design a more effective evacuation route off the valley floor. Pierce County Public Works administered the design process and funds. The engineering firm, Berger Abam was contracted to design the evacuation route and structures needed to meet ADA compliance and the 40-minute criteria.

The proposed three-component Emergency Evacuation Bridge System as presented in October, 2014, was adopted by the City Council. The project is now identified as the "Orting Emergency Evacuation Bridge System." It consists of a bridge over the state highway at Rocky Road NE, an evacuation designation of Rocky Road NE, and an ADA compliant Bridge over the Carbon River. Through a stewardship agreement with the Federal Highway Administration (FHWA), the Washington State Department of Transportation (WSDOT) retained the approval authority for the final Bridge for Kids Alternative Analysis Report, which the Bridge for Kids Committee played a central role in developing. WSDOT determined that Pierce County had delivered a product meeting the intent of the federal grant funds.

## Next Steps

The Bridge for Kids Alternative Analysis Report is the first report of a total of three consultant based efforts to successfully bring this project to 30-percent design, meeting the functional, aesthetic, and environmental requirements. The next project steps will be to proceed towards final design and construction. The City will assume the lead agency role working in joint collaboration with State, County and Federal agencies, seeking out sources of funding to proceed towards the successful completion of the project including: environmental documentation, finalizing design, preparing right of way plans, right of way estimates, and construction of the Bridge System.

# Housing Appendix

## Housing Type and Tenure

The existing housing stock in Orting consists primarily of single-family detached homes. Mobile/manufactured homes, duplexes and apartments make up the remaining portion. One and two family households make up the majority of residential units, particularly in owner-occupied homes. The 2010 Census reported a total of 2,361 units, an increase of 979 or 71-percent over 2000. By April 1, 2014, there were 2,488 units, a 5.4-percent increase over 2010. This recent growth resulted from the effects of the economic recession during which homebuilding slowed dramatically. The homeownership rate is relatively high in Orting. Between 2000 and 2010, the-percentage of owner-occupancy decreased slightly from 78.2-percent to 73.6-percent. **Table H-1** compares the 2000 and 2010 housing figures for the city. The surrounding area including the Orting Valley, South Hill, and the Tehaleh Planning Community have grown, although the agricultural designation of the unincorporated rural area limits growth to preserve the farming industry. Growth in that area generally paralleled the City's rate. A higher-percentage of housing in the surrounding area is owner-occupied, but there is a slightly higher vacancy rate.

**Table H-1**
**Number of Units by Housing Tenure**

| | Total Units | | Owner Occupied | | Renter Occupied | | Vacant | |
|---|---|---|---|---|---|---|---|---|
| | **2010** | **2000** | **2010** | **2000** | **2010** | **2000** | **2010** | **2000** |
| **Orting** | 2,361 | 1,382 | 1,738 | 1,081 | 446 | 237 | 177 | 64 |

Source: U.S. Bureau of the Census, 2000 & 2010.

**Table H-2** shows the composition of housing types in Orting, based on 2000 and 2010 US Census figures. Today, single-family homes account for approximately 87-percent of the housing in the city and the surrounding area. Mobile/manufactured homes make up approximately 7-percent of the city housing stock and 15-percent of the surrounding areas, and multi-family housing accounts for approximately 6-percent of the city inventory. There are no multifamily dwellings in the surrounding area. Since 2000, the proportions of single-family and multi-family units in Orting have increased, whereas the number of mobile/manufactured units has increased, but lost market share.

**Table H-2**
**Number of Units by Housing Type**

| | Single Family | | | Multi-Family | | | Manufactured Homes | | |
|---|---|---|---|---|---|---|---|---|---|
| | **2000** | **2010** | **2014** | **2000** | **2010** | **2014** | **2000** | **2010** | **2014** |
| **Orting** | 1,188 | 2,049 | 2,174 | 89 | 143 | 143 | 128 | 169 | 171 |
| **% of Total** | 84.2 | 86.8 | 87.4 | 4.9 | 6.1 | 5.7 | 10.3 | 7.2 | 6.9 |

Source: U.S. Bureau of the Census, 2000 & 2010, OFM, 2014

## Value and Cost of Housing

In 2000, nearly 60-percent of the owner-occupied homes in Orting were valued at between $100,000 and $150,000 (1999 dollars, 2010 Census). In 2013, only 7-percent of the owner-occupied homes were valued in that range (2013 5-Year American Community Survey). About 13-percent of the remaining homes were valued at less than $100,000. The remaining 80-percent were valued at more than $150,000, with 49-percent falling within the $200,000 to $300,000 range. The median 2013 value of owner-occupied homes in Orting was $205,300. The median monthly 2013 gross rent in Orting was $1,390.

## Future Housing Needs

The population trends and targets contained in the Land Use Appendix of this plan form the basis for the projections of housing demand. Orting has grown considerably in the past 20 years. Between 1996 and 2006, the population increased by 2,940 new residents, a growth factor of 89-percent. A small portion of this population growth resulted from annexations. Between 2006 and 2014 growth slowed compared to the previous decade, but did not stop. The population increased by 1,505, or 27-percent growth. The average annual growth rate from 1999 to 2014 is 4.6-percent.

As noted in the Land Use Appendix, the 2030 population "target" for Orting is 8,000. At the recent growth rate, the city could easily reach this population much earlier. This increase will impact the city in several ways, including future housing demand and associated demand for services, community facilities, and other features necessary to sustain the community.

Population growth and housing development are functions of the demographics of the community (household size and age and economic status), as well as the marketability of the area. The population projections give a general indication of the number of new dwelling units needed to accommodate the target population. The estimated number of future dwelling units is based on the community's 2010 average household size of 3.01. While this factor may change in the future, for the next 5-10 years it represents a reasonable basis for calculating housing demand. The 2030 population target is 8,000, but this could be reached as early as 2016 given the historic growth rate. Applying the 2010 vacancy rate 6.6-percent, a minimum of 332 additional housing units are required to accommodate the targeted population growth.

Approved preliminary subdivisions and PUDs, as well as the anticipated build out of the Mixed Use – Town Center North, are expected to generate the 1,260 units projected to be necessary to meet the population forecast within the next 5-10 years. Beyond that, there is very little additional opportunity for new housing to be developed in the current city limits.

## Affordable Housing

The Growth Management Act requires each county and city to identify sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and

foster care facilities. These types of housing are often grouped under the term "affordable housing."

Pierce County, and the municipalities, collectively must accommodate the housing demand for all economic segments of the population.

Affordable housing should address one of the following conditions:

(1) Has an annual rental rate that is less than or equal to 30-percent of 80-percent of the median family income for Orting; or

(2) Has an annual cost (including property taxes and insurance) after a 10-percent down payment, that is less than or equal to 30-percent of 80-percent of the median family income of Orting.

The median 2000 household income in Orting was $53,464. Households earning 80-percent of this median earned $42,770. Nearly 70-percent of Orting's owner-occupied housing units and 63-percent of the renter-occupied were affordable, with monthly housing costs less than 30-percent of household income. Many young families have recently chosen Orting as an alternative to higher-priced communities that are closer to major employment centers. The city has an adequate supply of housing for its low income residents (average family income of less than 50-percent of the median). These families could afford to pay a maximum of $668 per month in housing costs in 1999 and there were over approximately 200 units that fit this category.

Housing values have increased substantially in recent years. New homes are priced up to the low $400,000 range (2007 $). The median price of homes sold in the first half of 2007 was just over $280,000. The estimated median household income is between $60,000 and $65,000. (Private on-line sources report incomes at the low end of this range for the 98360 zip code. The state Department of Ecology estimates a median household income of $64,640 for the fiscal 2008 funding cycle, using a consumer price index adjustment to the 2000 census. An Orting household with an income of $63,000 could afford housing valued in the low $200,000s. About 40-percent of the homes sold in 2007 were under $250,000. However, some "workforce" households earning about 80-percent of the median ($52,000) would only be able to afford houses priced below $190,000. A very few homes sold at that price level in 2007. "Low Income" households would be limited to housing priced under $150,000 and "Very Low Income" households would be limited to housing priced under $100,000. For these two latter income categories, rental housing is likely to be all they can afford. Rents would have to be in the $700-1,100 range. Orting has a small inventory of rental housing.

## Federal, State & Local Programs

There are a number of local, state and federal grant and loan programs that are aimed at fulfilling basic housing needs and expanding homeownership opportunities for low- and moderate-income citizens. The city will support initiatives of project sponsors to gain access to these resources and broaden the housing opportunities

consistent with the goals and policies of the Comprehensive Plan and the development regulations. This includes recent amendments that allow increased density in the Mixed Use – Town Center North zone and cottage housing in the Residential Urban and Suburban zones.

## Manufactured Homes & Accessory Apartments

There are a number of other ways that Orting could encourage the development of affordable housing that do not directly involve public financing for the development of housing. Manufactured homes provide an affordable housing alternative so long as the units fit the character and quality of other conventionally-built housing in the city.

Other alternatives provide affordable housing in the city. These include apartments above commercial businesses, especially in the downtown area. Accessory apartments within present single family homes or as separate structures on existing single family lots provide another alternative. This not only provides an affordable place to live, but offers assistance to homeowners concerning their own financial burdens.

## Group Care Homes & Foster Care Facilities

The Growth Management Act requires that the housing element of the plan address special housing needs, such as group care homes and foster care facilities. Group homes and foster care facilities are permitted in all Orting residential zones subject to the provisions of the Public Facilities Permit for publicly-sponsored projects and Conditional Use Permits for privately-sponsored projects.

# Transportation Appendix

## Purpose

The Transportation Element must, among other things, contain travel forecasts, a level of service standard, be regionally coordinated, and meet concurrency requirements. This transportation element for the City of Orting meets the requirements of the GMA and has been certified by the Puget Sound Regional Council. This element contains a description of existing transportation conditions, travel forecasts, service standards and analysis, and transportation recommendations, all of which have been coordinated with the county and the state. The following analysis and conclusions have been taken from the City of Orting 2030 Transportation Plan, August 2004 and transportation analysis and planning since then. That report contains further, more detailed information.

### Overview

The City of Orting has a unique configuration with respect to transportation. The community lies in the Orting Valley between the Carbon and Puyallup Rivers. State Route (SR) 162 runs between the two rivers and links Orting with Sumner and Buckley. Orting is a small rural community of 7,000 – over triple the 1990 population. Many of the local city streets are quiet, tree lined, with low traffic volumes. The older portion of the City is laid out on a traditional grid system (**Figure T-1**), and some recent developments feature a circulation curvilinear pattern.

The data, analyses, and conclusions included here are based on an earlier overall city transportation plan. These conclusions are still valid for the next few years. In the meantime the City intends to update the transportation plan to be consistent with the Puget Sound Regional Council 2040 Plan, the Pierce County transportation plan, and state highway plans.

## Existing Conditions

SR 162 runs north/south through the center of Orting and carries the highest traffic volumes in the area. Another significant arterial in the City is Calistoga St W. This provides an east/west link, crossing the Puyallup River and connecting to the Orting-Kapowsin Hwy E. Orting-Kapowsin Hwy E provides indirect access to other east/west routes, such as SR 702 in south Pierce County. Kansas St SW provides east/west access between Harman Way S and Calistoga St W. A large number of dump trucks traveling to/from area gravel pits, as well as logging trucks traveling to/from Frederikson, utilize this roadway. Other than Calistoga St W, no direct east/west access to Orting currently exists. All those traveling east or west must head north to SR 410 or south to the more indirect route on the Orting-Kapowsin Hwy E.

Pierce County is studying corridors for future development of needed east-west arterials. As Orting grows, the internal street network is being developed. The Comprehensive Plan provides the basis for City/County/State coordination in planning major arterial improvements as well as the continued development of the local street network.

## Functional Classification

Classification of streets and highways in the State of Washington is based upon guidelines prepared by the Federal Highway Administration (FHWA) and administered by the Washington State Department of Transportation (WSDOT). Streets are classified based on the degree to which they provide through movement and land access functions. The City of Orting uses four different functional classifications. Based upon the street function, certain land use policies and street standards apply. The design of roads depends upon their functional classification and usage.

- ***Principal Arterials*** are streets and highways which carry the greatest portion of through or long-distance travel. Such facilities serve the high-volume travel corridors that connect major generators of traffic. The selected routes provide an integrated system for complete circulation of traffic, including ties to the major rural highways entering urban areas. Principal arterials in the City of Orting are SR 162 which is made up of Washington Ave N/S, Bridge St S, Harman Way S, Kansas St SW and Calistoga St W.
- ***Minor Arterials*** are streets and highways that connect with remaining arterial and collector roads that extend into the urban area. Minor arterial streets and highways serve less concentrated traffic-generating areas, serve as boundaries to neighborhoods and collect traffic from collector streets. Although the predominant function of minor streets is the movement of through traffic, they also provide for considerable local traffic that originates or is destined for points along the corridor. Minor arterials within the City include portions of Corrin Ave NW/SW.
- ***Collectors*** are streets that provide direct services to residential areas, local parks, churches and areas with similar uses of the land. To preserve the amenities of neighborhoods, they are usually spaced at about half-mile intervals in order to collect traffic from local access streets and convey it to major and minor arterial streets and highways. Collector streets are typically one to two-miles in length. Direct access to abutting land is essential. Collectors in the City include Bridge St SW, Varner Ave NE/SE, Van Scoyoc Ave SW, Eldredge Ave SW/NW, Train St SE/SW, Whitesell St NW/NE, and portions of Leber St NE.
- ***Local Access Roads*** are the remaining streets that allow access to individual homes, shops, and similar destinations. They provide direct access to abutting

land and to the higher classification of roadways. Through traffic is discouraged.

**Figure T-1** illustrates the functional classification of the major streets and highways within the City.

### State-owned Transportation Facilities & Highways of Statewide Significance

In 1998, the Washington State Legislature enacted the "Level of Service Bill" (House Bill 1487) which amended the Growth Management Act (GMA) to include additional detail regarding state-owned transportation facilities in the transportation element of comprehensive plans. The Puget Sound Regional Council, in 2003, adopted level of service standards for regionally significant state highways. Regionally significant state highways are state transportation facilities that are not designated as being of statewide significance. Within Orting, no roadways have been designated as a Highway of Statewide Significance (HSS) in WSDOT's Highway System Plan. SR 162, which links Orting with Sumner and Buckley, is the only state-owned facility within the planning area and is designated as a Regionally Significant State Highway.

### Local Roadways

SR 162 runs generally north/south through the center of Orting and carries the highest traffic volumes in the area. Calistoga St W is the other main route in the city, running generally east-west and connecting SR 162 to the Orting-Kapowsin Hwy E. The Orting-Kapowsin Hwy E runs in a north-south direction, providing indirect connections to SR 161 (Meridian) and SR 7 (Mountain Highway). Other than Calistoga St W, no direct east-west access to Orting currently exists.

## Roadway Inventory

- ***State Routes*** **-** SR-162 runs generally north-south through the City of Orting, providing the primary connection to SR 512 and Interstate 5. Within the city limits, SR 162 is a two-lane principal arterial with a narrow painted median and paved shoulders. The posted speed limit is 35 mph, reduced to 25 mph in the vicinity of Orting High School, Orting Middle School and Ptarmigan Elementary School. The roadway is known as Washington Ave N within the City limits.
- ***Pierce County Roadways*** **-** Orting-Kapowsin Hwy E is a two-lane major arterial, with a posted speed limit of 35 mph along most of its length. Shoulders are gravel, with a walking path along the east side of the road in areas. It runs adjacent to the city limit line for a short distance south of the Puyallup River before turning into Calistoga St. W.
- ***Local Transportation System*** **-** SR 162 becomes Washington Ave N/S as it passes through the downtown area of Orting. South of Whitesell St NW/NE,

this is a two-lane major arterial with paved shoulders, interrupted sidewalks, and street lighting on the north side of the roadway. Washington Ave N/S has a posted speed limit of 50 mph. At Whitehawk Blvd NW, the posted speed is reduced to 35 mph, and again reduced to 25 mph as the roadway becomes Washington Ave N. Between Calistoga St W and Bridge St S, Washington Ave S has parking on both sides of the road.

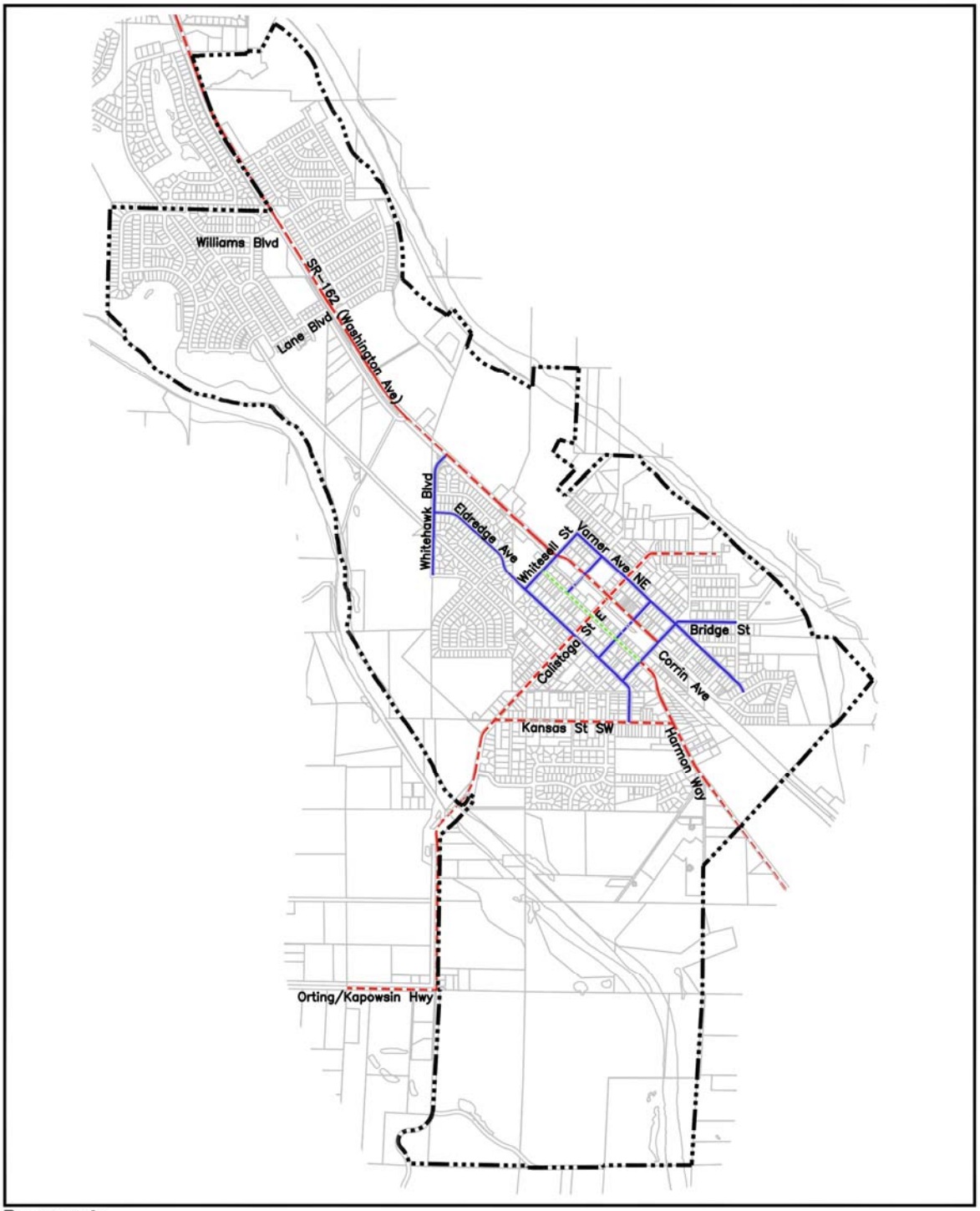
**Table T-1** includes an existing conditions inventory of all the roadways in the area, including functional classification, pavement width, shoulder type and width, parking, sidewalks, bicycle lanes, and posted speed limits.

**Table T-1**
**Roadway Inventory – Existing Conditions**

| Roadway | Functional Classification | Shoulder | Parking | Sidewalks | Bicycle Lane | Speed Limit (mph) |
|---|---|---|---|---|---|---|
| SR-162 | Principal arterial | Paved | No | Interrupted | No | 50/35/25 |
| Washington Ave N/S | Major arterial | Paved | Yes | Yes | No | 25 |
| Orting-Kapowsin Hwy E | Major arterial | Gravel | No | No | No | 35 |
| Varner Ave NE | Collector | Gravel/ Grass | Yes | Yes | No | None posted |
| Calistoga St W | Principal arterial | Paved/ Gravel | Yes | Yes | No | 25 |
| Whitehawk Blvd NW | Proposed Minor Arterial | Paved | Yes | Yes | No | 25 |
| Eldredge Ave NW | Collector | Gravel/ Grass | Yes | Partial[2] | No | None posted |
| Whitesell St NW | Collector | None | No | One side | No | None posted |
| Corrin Ave NW/SW | Minor arterial | Paved | Yes[1] | Yes | No | None posted |
| Bridge St SW | Collector | Gravel/ Grass | Yes | Yes | No | None posted |
| Kansas St SW | Principal arterial | Paved | Yes | Yes | No | None posted |
| Harman Way S | Principal arterial | Paved | Yes | Yes | No | None posted |

[1] Angle parking downtown.

[2] Whitesell St N – both sides; Safeway south – one side.

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NO SCALE

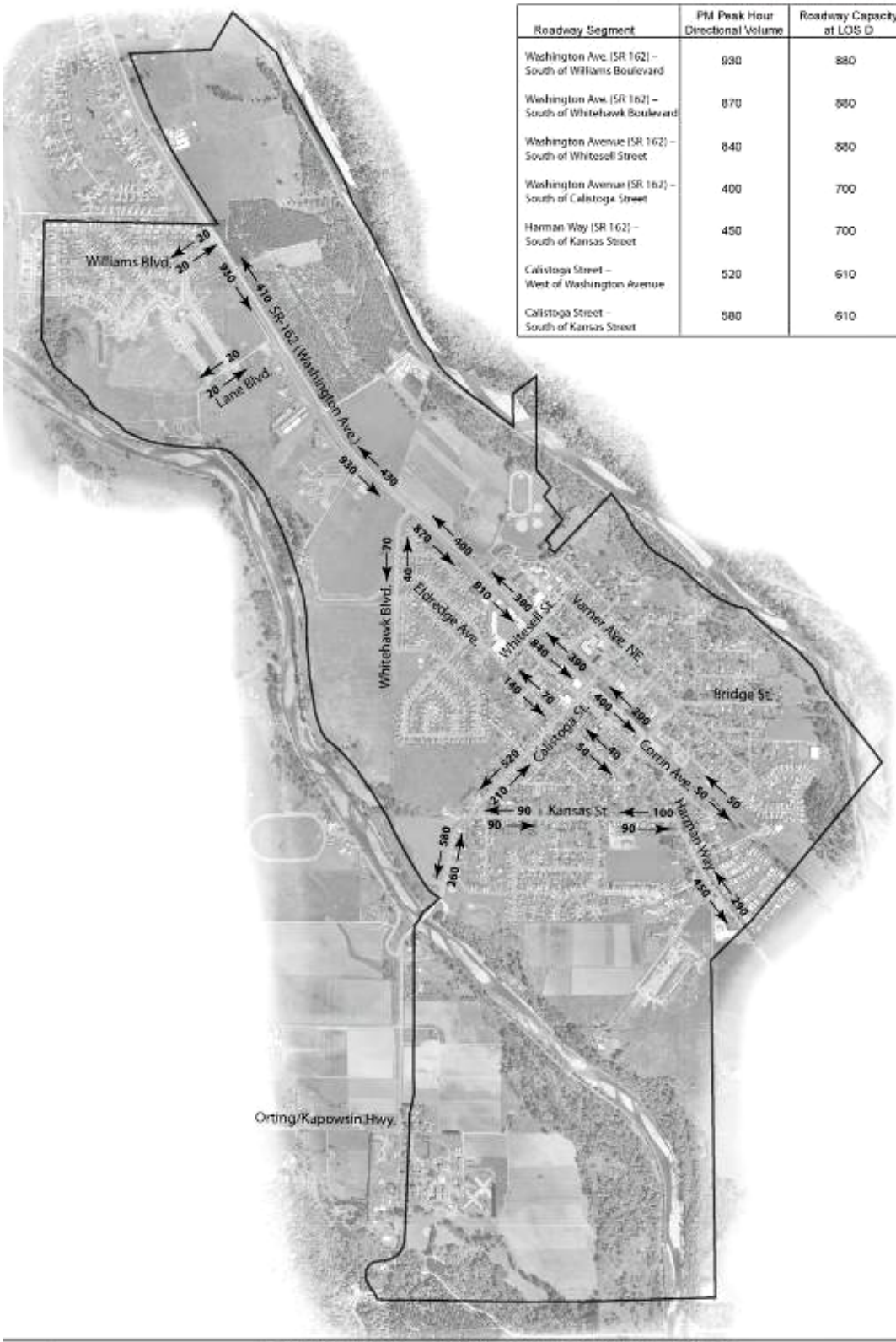
**LEGEND:**

- PRINCIPAL ARTERIAL
- MINOR ARTERIAL
- COLLECTOR
- CITY LIMITS

**Figure 1**
**Functional Classification of Major Roadways**

2004 Roadway Segment Levels of Service

| Roadway Segment | PM Peak Hour Directional Volume | Roadway Capacity at LOS D | Existing LOS (Peak Direction) |
|---|---|---|---|
| Washington Ave. (SR 162) – South of Williams Boulevard | 930 | 880 | F |
| Washington Ave. (SR 162) – South of Whitehawk Boulevard | 870 | 880 | D |
| Washington Avenue (SR 162) – South of Whitesell Street | 840 | 880 | D |
| Washington Avenue (SR 162) – South of Calistoga Street | 400 | 700 | B |
| Harman Way (SR 162) – South of Kansas Street | 450 | 700 | B |
| Calistoga Street – West of Washington Avenue | 520 | 610 | D |
| Calistoga Street – South of Kansas Street | 580 | 610 | D |




**EXISTING 2004 PM PEAK HOUR TRAFFIC VOLUMES**

Figure 2

## Traffic Volumes

A comprehensive set of street and intersection traffic counts was collected in February, 2004. Average P.M. Peak Hour weekday traffic volumes are summarized in **Figure T-2**. P.M. peak hour traffic volumes represent the highest hourly volume of vehicles passing through an intersection during the 4:00-6:00 P.M. peak period. Since the P.M. peak period volumes typically represent the highest volumes of the average day, these traffic volumes were used for our base year operations analysis, and as the basis for future year traffic volume projections.

## Intersection Level of Service

Capacity analysis results are described in terms of Level of Service (LOS). LOS is a qualitative term describing operating conditions a driver will experience while traveling on a particular street or highway during a specific time interval. It ranges from "A" (very little delay) to "F" (long delays and congestion). Level of Service "D" is the concurrency standard adopted by the City of Orting.

Level of service calculations for intersections determine the amount of 'control delay' (in seconds) that drivers will experience while proceeding through an intersection. For intersections under minor street stop-sign control, the LOS of the most difficult movement (typically, the minor street left-turn) represents the intersection level of service. The LOS/delay criteria for stop-sign controlled intersections are different than for signalized intersections because driver expectation is that a signalized intersection is designed to carry higher traffic volumes and experience greater delay. For signalized intersections the LOS ranges from "A" with a delay of less than 10 seconds to "F" with a delay of more than 80 seconds. For stop-sign controlled intersections, LOS "A" also has a delay less than 10 seconds, while LOS "F" has a delay of more than 50 seconds.

**Table T-2** shows a summary of the operations analysis results for the unsignalized intersections. The 2004 LOS is the LOS of the most difficult movement. Due to the likely impending Vision 2040 transportation plan update, the City has elected to delay updating traffic models at this time.

**Table T-2**
**2004 Intersection Levels of Service**

| Unsignalized Intersection | 2004 LOS |
|---|---|
| Washington Ave N/S & Calistoga St E/W[1] | B |
| Whitesell St NW/NE & Washington Ave N | D |
| Washington Ave N & Cardinal Ln NE[1] | F |
| Bridge St SE & River Ave SE & Varner Ave SE | N/A[2] |
| Calistoga St W & Kansas St SW | C |
| Williams Blvd NW/NE & Washington Ave N[1] | E |
| Lane Blvd NW/NE & Washington Ave N | C |
| Old Pioneer Way NW & Washington Ave N | C |
| Whitehawk Blvd NW & Washington Ave N | C |
| Calistoga St W & Corrin Ave SW/NW | C |
| Calistoga St W & Eldredge Ave SW/NW | C |
| Whitesell St NW & Eldredge Ave NW | A |
| Bridge St S/SW & Corrin Ave S & Harman Way S | N/A[2] |
| Kansas St SW & Harman Way S | B |
| Bridge St S/SE & Washington Ave S/SE | N/A[2] |

[1] Intersection signalized as of 2014; information to be updated during Transportation Plan update.

[2] Not available – The intersection configuration not allowed in HCM analysis. The ICU level of service (described later in this report) is provided.

## Roadway Segment Level of Service

An additional means of identifying capacity deficiencies is roadway capacity analysis. Each roadway in the city has a theoretical maximum vehicle carrying capacity for a given time frame. The functional classification, number of lanes, presence of traffic signals or turn-lanes are examples of features that affect the volume of traffic a particular roadway segment can handle. For this analysis, the evening peak hour directional volumes were used as the basis for the LOS assessment as shown in **Table T-3**.

**Table T-3**
**Generalized Level of Service Criteria - Peak Hour Directional Volumes**

| **Interrupted Flow Arterials - Class I (0 to 1.99 traffic signals per mile)** | | | | |
|---|---|---|---|---|
| | **Maximum Traffic Volume at Level of Service** | | | |
| Number of Lanes | B | C | D | E[1] |
| Two, Undivided without left-turn lanes | 460 | 660 | 700 | 700 |
| Two, Undivided with left-turn lanes | 570 | 820 | 880 | 880 |
| Four, Undivided without left-turn lanes | 930 | 1,310 | 1,390 | 1,390 |
| Four, Undivided with left-turn lanes | 1,180 | 1,660 | 1,760 | 1,760 |
| Four, Divided with left-turn lanes | 1,240 | 1,750 | 1,850 | 1,850 |
| Two, Single direction | 1,488 | 2,100 | 2,220 | 2,220 |
| **Major City/County Roadways** | | | | |
| | **Maximum Traffic Volume at Level of Service** | | | |
| Number of Lanes | B[2] | C | D | E |
| Two, Undivided without left-turn lanes | N/A | 350 | 610 | 660 |
| Two, Undivided with left-turn lanes | N/A | 440 | 760 | 830 |

[1] Volumes are comparable because intersection capacities have been reached.

[2] Cannot be achieved.

The roadway segment levels of service for key roadways in the area are shown in **Table T-4**.

**Table T-4**
**2004 Roadway Segment Levels of Service**

| Roadway Segment | PM Peak Hour Peak Directional Volume | Roadway Capacity at LOS D | Existing LOS (Peak Direction) |
|---|---|---|---|
| Washington Ave N – South of Williams Blvd NW/NE | 930 | 880 | F |
| Washington Ave N– South of Whitehawk Blvd NW | 870 | 880 | D |
| Washington Ave N – South of Whitesell St S | 840 | 880 | D |
| Washington Ave N – South of Calistoga St W/E | 400 | 700 | B |
| Harman Way S – South of Kansas St SW | 450 | 700 | B |
| Calistoga St W – West of Washington Ave N | 520 | 610 | D |
| Calistoga St W – South of Kansas St SW | 580 | 610 | D |

## Summary of Existing Operations

Based on the described criteria, most roadways and intersections in the City of Orting have sufficient capacity for current transportation needs. The following roadways and intersections which have potential capacity problems identified are listed and described below.

### Washington Ave N (SR 162) from north city limits to Calistoga St

This section of roadway has a single lane in each direction with turn lanes at major intersections. The current traffic volumes along this roadway are at or above the upper limit of what can typically be accommodated by a single travel lane. During peak traffic periods vehicles turning onto and off of the major street flow can cause periodic congestion and backups. Two study intersections that were experiencing levels of service below the LOS "D" threshold - Williams Blvd NW/NE and Washington Ave N, and Pioneer Shopping Center Entrance and Washington Ave N have been signalized.

If an isolated stop sign-controlled intersection experiences excessive delay or congestion, it may be appropriate to construct turn lanes or to improve the traffic

control. Traffic control improvements could include implementing all-way stop control or constructing a traffic signal system. These types of isolated improvements are based on site-specific need and are not measures of the overall function of the transportation system. The implementation of intersection improvements is typically addressed in the 6-year planning efforts by the city and in Traffic Impact Analyses prepared for larger developments.

The City is in the design phase of intersection improvements at Washington Ave N and Whitesell St NW/NE. This improvement will construct a two way left turn lane between Orting Depot and the High School. There is currently a gap in the turn lane through this intersection. This improvement will move the left hand turn queue from the north/south travel lanes of Washington Ave N into a dedicated lane, greatly reducing backups. Anticipated construction is late 2015 or early 2016.

In addition to intersection improvements, there are other improvements that can be constructed to improve the overall safety of county roadways. Potential safety improvements include the following:

- Widening the existing travel lanes
- Improving horizontal and vertical curves
- Constructing or widening shoulders
- Removing obstructions to improve sight distances
- Road surface maintenance
- Constructing turn lanes at intersections
- Constructing sidewalks or bike lanes
- Adding street lighting

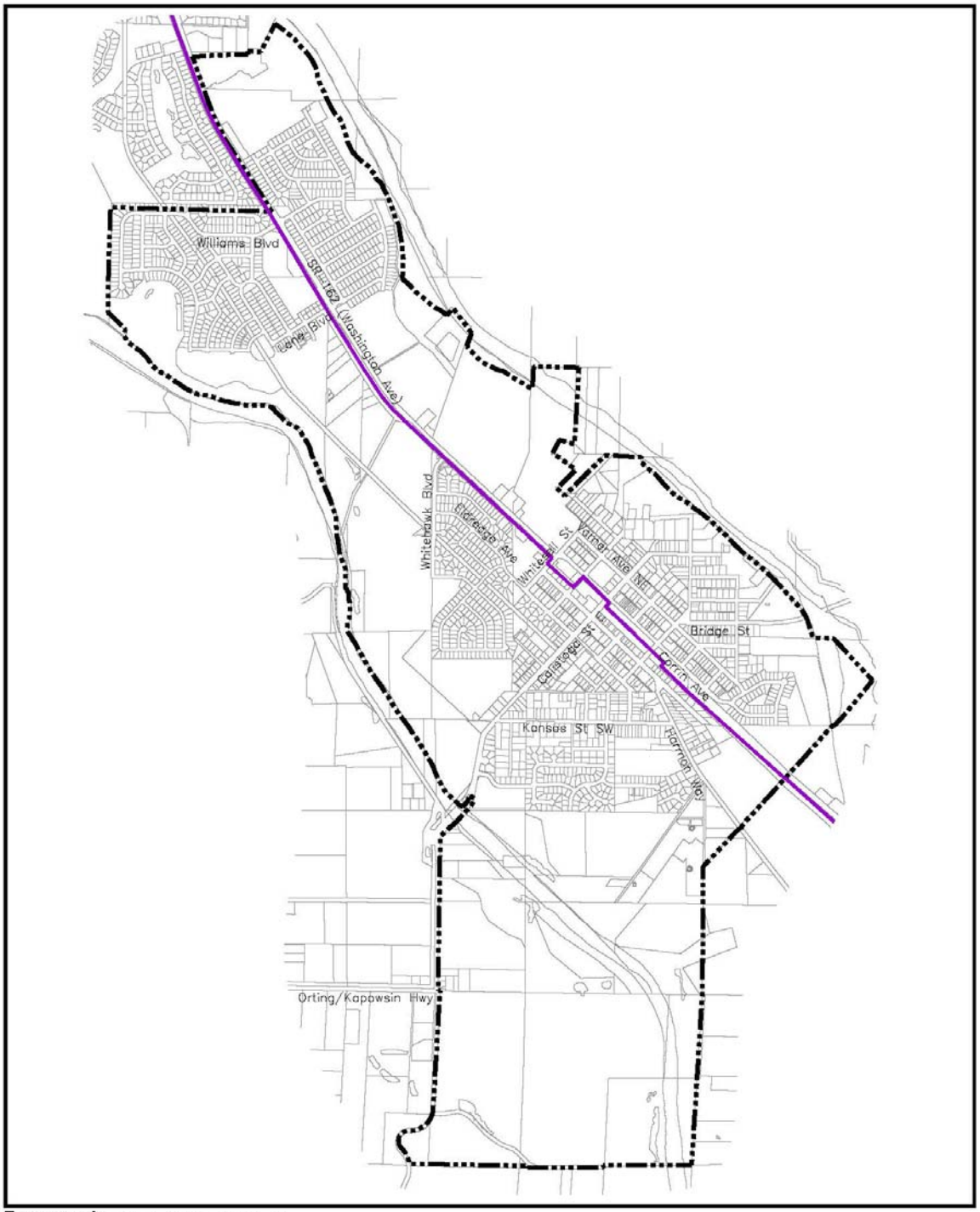
### Collision Records

The Washington State Department of Transportation provided a history of reported collisions that occurred on SR 162 within the City limits of Orting for the period January 1, 1999 through December 31, 2002. Total accidents averaged just over 21 per year. Sixty percent of accidents involved property damage only and the other forty percent were injury accidents. Most accidents were not at intersections.

## Other Modes

### Air and Rail Service

There are no public or private airports or rail lines within the City of Orting or the surrounding area.

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NO SCALE

**LEGEND:**

FOOTHILLS TRAIL

CITY LIMITS

**Figure 3**
**CITY OF ORTING**
**NON-MOTORIZED FACILITIES**

### Public Transit

Pierce Transit no longer provides services within the City of Orting. Sound Transit offers commuter rail service between Tacoma and downtown Seattle with stops in Puyallup, Sumner, Auburn, Kent and Tukwila.

### Freight Mobility

Heavy vehicles, defined as those vehicles which equal or exceed 20,000 pounds gross vehicle weight, normally follow main arterial roads and State Routes. WSDOT uses the County Road Freight and Goods Transportation System (FGTS) to classify state highways, county roads and city streets according to the tons of freight that are carried on them each year. Along SR 162, Washington Ave N/S, Bridge St S, Harman Way S, and Calistoga St W are classified as T-2, a roadway carrying 4 million to 10 million tons per year. In 2013, SR 162 carried 4,770,000 tons between SR 410 and the City of Orting. Daily truck volume is 1,100 truck, accounting for 6-percent of the traffic.

### Non-Motorized Facilities

A completed paved section of the Foothills Trail runs parallel to SR 162 through Orting. This is a 12-foot wide non-motorized asphalt trail suitable for bicycles, walking, skating and wheel chairs. It also has a soft shoulder path for horses. When completed, the Foothills Trail will extend 26 miles from McMillin through Orting to Buckley. The trail continues to Sumner and Puyallup. From Sumner, the trail connects with the Interurban Trail that now extends through Kent and Auburn. The Puyallup connection will extend west through Puyallup and into Tacoma. Aside from sidewalks along all streets, the Foothills Trail in the only dedicated non-motorized facility in Orting,

**Figure T-2** illustrates the location of the foothills trail within Orting City limits.

## Planned Transportation Improvements

### Pierce County Transportation Plan

The Pierce County Transportation Plan was adopted in December, 1992 and amended in 1997 to include the Pierce County Nonmotorized Transportation Plan. The Plan was updated again in 2009, but was not formally adopted by Pierce County Council. The Draft Transportation Plan Technical Appendix lists recommended roadway and nonmotorized transportation projects, prioritized as Premier, High, Medium, or Low, and depicts the system expansion needs to the year 2010. The projects that impact Orting are listed below.

### Premier Priority

- Shaw Road E – 122nd Ave E. Corridor: Construct new arterial from SR 410 to Orting-Kapowsin Hwy.
- SR 162 Improvements: Widen from 2 to 4 lanes; geometric and intersection improvements – Orting City limits to SR 410.
- SR 161: Turn lanes, shoulders, alignment, channelization – SR 512 to 224th St.

### Medium Priority

- South Hill Connector (Military Rd E - 128th St E corridor): Upgrade to major arterial standards, SR 162 to SR 161.

## Pierce County 6-Year Transportation Improvement Program (TIP)

The prioritization process for transportation projects in unincorporated Pierce County is implemented through the Pierce County Transportation Improvement Program (TIP). The projects identified in their 2014-2020 TIP that impact the study area are summarized below:

- 176th St E Extension: Construct new roadway 130th Ave E to Calistoga St W.
- Shaw Rd E: Widen and reconstruct roadway to provide additional lane(s). This segment is projected to fail concurrency in 2019.
- Rhodes Lake Rd E/McCutcheon Rd E: Spot safety improvements at intersection.
- Rhodes Lake Rd E: Reconstruct roadway from Falling Water Blvd E to 198th Ave E.
- 128th St E/Cascadia Blvd E/Falling Water Blvd E: Construct a new roadway arterial from SR 162 to Falling Water Blvd E.
- Orting – Kapowsin Hwy E/200th St E: Add traffic signal and provide turn lane(s).

## 6-Year Transportation Improvement Program (TIP)

The City of Orting's 6-Year Transportation Improvement Program (TIP), 2014-2020, includes regrading, paving, parking, curb/gutter, sidewalks, and water, sewer, and storm improvements to several local streets, including Bridge St SE, River Ave SE, Train St SW/SE, Calistoga St W, Kansas St SW, and Eldredge Ave SW/NW. Additionally, all of the chip seal projects for the City Transportation Improvement Board are included. The City is required to update its TIP annually, and a copy of the current plan can be obtained from the City's Public Works Department.

The TIP is adopted by reference as a part of the Transportation Element of the Comprehensive Plan.

## Washington State Department of Transportation Improvement Program

The following project is the only project planned on the SR 162 corridor outside of Orting during the 2015-2018 planning window.

- SR 162/Puyallup River Bridge Replacement – This project constructs a new bridge replacing the existing structurally deficient bridge.

## Route Development Plan – State Route 162

WSDOT completed a Route Development Plan for SR 162 in 1997. The plan makes the following recommendations in the Orting area:

- SR 162 to 144th near Orting: Widen to a four-lane highway with median barrier. Selected intersections in this segment would remain accessible to left turns and possibly u-turns.
- 144th to Whitesell St NE/NW: Widen to four or five lanes. Either a center two-way left-turn lane (if warranted) or raised median islands should be used.
- Orting Business District: Construct one-way couplet systems with minimal impacts to the surrounding developments and businesses. This concept would use the existing highway for two lanes of northbound travel, while Corrin Ave could serve two lanes of travel southbound. This project was considered as an alternative during the planning phase of the Washington Ave N rechannelization project but was eliminated during public input.
- Corrin Ave SW via SR 162 to Orville Rd E: Widen to a four or five lane facility.
- Sidewalks are planned as part of highway improvements in the Orting vicinity.

Since 1997, Orting has grown substantially and the community's transportation needs have changed. New residential and school development along Washington Ave N between Whitehawk Blvd NW and the north City limits have provided turn and merge lanes at new intersections. Pending development, the Town Center North area is expected to see frontage improvements including an urban configuration of curbs, gutters, sidewalks, and on-street parking along with pedestrian amenities. The proposed "Bridge for Kids" will create a new pedestrian focus on Washington Ave N that will contribute to recreational trail use connections across the Carbon River. The planned Southwest Connector will use a new traffic signal at the Whitehawk Blvd intersection to direct through traffic around downtown Orting to the Calistoga Bridge.

The Orting School District's new middle school and stadium will stimulate increased pedestrian connections across Washington Ave N to the high school campus.

The Downtown Vision Plan anticipates that Washington Ave SN from Bridge St S to Whitehawk Blvd NW will serve as Orting's "main street" providing a highly pedestrian-oriented street with lighting, signage, plantings, and other design features that are reflect the historic heritage of the community and promote economic development and tourism.

## Concurrency

The City of Orting requires that the capacity of public facilities and services is equal to or greater than the capacity required to maintain the level of service standards established by the City. The test for concurrency is not passed and a proposed project may be denied if the capacity of the public services or facilities is less than the capacity required to maintain the adopted level of service standards (LOS "D") after the impacts associated with the requested permit are added to the existing capacity utilization. The City will prohibit approval of any development that causes the level of service to fall below adopted standards, unless necessary improvements are made concurrently with the development. Concurrent shall mean at the same time as the development impacts or planned and funded for construction within six years. Methods for the City to monitor these commitments include:

- Annual monitoring of transportation facilities within updates to the Six-Year Transportation Improvement Program (TIP);
- Assessing level of service;
- Reviewing the comprehensive transportation plan and other related studies for necessary improvements;
- Making appropriate revisions to the Six-Year TIP.

## Traffic Forecast

Traffic forecasting is a means of estimating future traffic volumes based on the expected growth in population and employment within an area. To estimate future traffic volumes resulting from growth, forecasts were prepared using current traffic counts, the Pierce County travel demand forecasting computer model, and estimates of population and employment developed for the City's Comprehensive Land Use Plan. The model is calibrated to a 2002 base and has a future horizon year of 2030. The City of Orting Transportation Plan is set to be updated over the course of 2016-2017. Traffic forecasting for the City will also be updated at that time.

The projected 2030 PM peak hour traffic volumes with planned improvements only is provided on **Figure T-3**. The Level of Service results for the study intersections and roadways are provided using the methods described previously in this report. In

addition the LOS calculation called Intersection Capacity Utilization (described below) is provided.

## Intersection Capacity Utilization (ICU)

Most intersections within the city are under stop-sign control. As traffic on the major streets in the City of Orting increase, turning onto the major streets from a side street will become increasingly difficult. As described earlier, the level of service criteria for stop-sign controlled intersections is typically determined by the minor street left-turn movement. Constructing a traffic signal is a common method for improving the level of service at a stop-sign controlled intersection. However, traffic signals should not be constructed unless certain factors are present such as sufficient traffic volumes over long periods of the day, high levels of pedestrian traffic or preventable accident history.

In a long range plan it is difficult to determine which specific intersections within the City of Orting grid might eventually require traffic signals. The Intersection Capacity Utilization (ICU) is a valuable method for determining the long-term needs of intersections. The ICU method assumes the implementation of a traffic signal system and provides a general means of determining if the given lane configuration can accommodate the projected traffic demand. Use of the ICU is not to say that every intersection will ultimately be signalized, but an indication that a traffic solution exists within the available lanes.

The ICU LOS reports on the amount of reserve capacity or capacity deficit, whereas the delay-based LOS reports on the average delay experienced by motorists. A brief description of the conditions expected for each ICU LOS is as follows:

- ***LOS A****, ICU ≤ 55%*: The intersection has no congestion. This intersection can accommodate up to 40-percent more traffic on all movements.
- ***LOS B,*** *ICU > 55% to 64%*: The intersection has very little congestion and can accommodate up to 30-percent more traffic on all movements.
- ***LOS C****, ICU > 64% to 73%:* The intersection has no major congestion and can accommodate up to 20-percent more traffic on all movements.
- ***LOS D****, ICU > 73% to 82%:* The intersection normally has no congestion and can accommodate up to 10-percent more traffic on all movements.
- ***LOS E****, ICU > 82% to 91%:* The intersection is right on the verge of congested conditions. This intersection has less than 10-percent reserve capacity available.
- ***LOS F****, ICU > 91% to 100%:* The intersection is over capacity and likely experiences congestion periods of 15 to 60 consecutive minutes. Sub-optimal signal timings can cause increased congestion.

**Figure T-3** shows projected PM Peak Hour traffic volumes for 2030, with planned improvements. **Table T-5** below shows the projected intersection level of service for 2030.

**Table T-5**
**2030 Intersection Levels of Service**

| Intersection | HCM LOS | ICU LOS |
|---|---|---|
| **Signalized Intersections** | | |
| Washington Ave N/S & Calistoga St E/W | D | B |
| Williams Blvd NW/NE & Washington Ave N | E | F |
| Washington Ave N & Cardinal Ln NE | B | C |
| **Unsignalized Intersections** | | |
| Whitesell St NW/NE & Washington Ave N | F | C |
| Bridge St SE & River Ave SE & Varner Ave SE | N/A[1] | A |
| Calistoga St W & Kansas St SW | F | D |
| Lane Blvd NW/NE & Washington Ave N | F | E |
| Old Pioneer Way NW & Washington Ave N | E | E |
| Whitehawk Blvd NW & Washington Ave N | D | C |
| Calistoga St W & Corrin Ave SW/NW | F | C |
| Calistoga St W & Eldredge Ave SW/NW | F | B |
| Whitesell St NW & Eldredge Ave NW | A | A |
| Bridge St S/SW & Corrin Ave S & Harman Way S | N/A[1] | B |
| Kansas St SW & Harman Way S | C | C |
| Bridge St S/SE & Washington Ave S/SE | N/A[1] | B |

[1] Not available – The intersection configuration not allowed in HCM analysis.

The roadway segment level of service for the 2030 horizon with no additional planned improvements is shown in the table below.

**Table T-6**
**2030 Roadway Segment Levels of Service**

| Roadway Segment | PM Peak Hour Peak Directional Volume | Roadway Capacity at LOS D | Existing LOS (Peak Direction) |
|---|---|---|---|
| Washington Ave N – South of Williams Blvd NW/NE | 1,600 | 880 | F |
| Washington Ave N– South of Whitehawk Blvd NW | 1,090 | 880 | F |
| Washington Ave N – South of Whitesell St S | 950 | 880 | F |
| Washington Ave N – South of Calistoga St W/E | 560 | 700 | C |
| Harman Way S – South of Kansas St SW | 620 | 700 | C |
| Calistoga St W – South of Kansas St SW | 900 | 610 | F |
| Calistoga St – West of Eldredge Ave NW/SW | 750 | 610 | F |

## Future Traffic Conditions Summary

Based on the traffic volume projections and the analysis described above, even with the planned roadway and intersection improvements many deficiencies are likely to develop by the 2030 horizon. The following is a description of the identified deficiencies and strategies to improve the traffic system so that the future traffic loads can be adequately accommodated.

### Washington Ave (SR 162)

This portion of SR 162 is expected to experience a very high level of traffic growth over the next 25 years. Much of the increase is due to development occurring within the north end of the City of Orting. Also, increased traffic cutting through Orting is anticipated – primarily to/from the southwest via Calistoga St W. The roadway segment analysis and intersection analysis indicates that SR 162 is currently operating at or near capacity and will not be able to adequately handle the traffic increases expected. The Recommended Transportation Plan includes strategies to improve the traffic operations on SR 162 primarily focused on:

- Additional turn lanes
- Median barrier or other access restrictions
- New roadways to provide alternative routes to SR 162

These strategies will be discussed more fully in the following section of this report.

As described previously, the Washington State Department of Transportation has already determined that SR 162 will eventually need to be four lanes from SR 410 in Sumner through the City of Orting to Orville Road, south of Orting. However, the traffic volume projections prepared for this Transportation Plan indicate that SR 162 may not require widening south of Calistoga St W.

### Calistoga St West of Washington Ave N (SR 162)

The roadway segment analysis indicates that Calistoga St will require improvement to accommodate the anticipated increase in traffic demand. Based on the marginal level of service failure it is likely that Calistoga St will not require additional through-lanes, but will need the addition of auxiliary turn lanes at intersections, and possibly a center two-way-left-turn-lane (twltl). This improvement could increase the efficiency and safety of the roadway with minimal right-of-way and construction impacts.

Individual intersections along Calistoga St W (Kansas St SW, Eldredge Ave NW/SW and Corrin Ave NW/E) are expected to fail under stop sign-control. The intersections could be improved by implementing turn lanes, but some or all may also require construction of a traffic signal system. The ICU level of service indicates that each of the intersections could accommodate the 2030 traffic loading under traffic signal control.

## Recommended Transportation Plan

As a result of the transportation analysis, a listing of major transportation system improvements necessary to address identified deficiencies in the 2030 analysis year has been established. The GMA requires an assessment of how well a recommended transportation plan meets the requirements of the Act and how well the level of service goals are met. The City of Orting has a level of service goal of LOS "D" for intersections and arterials.

Based on the traffic volumes and comparative analysis described previously the following list of projects has been selected to address the City of Orting's long term transportation needs. The recommended improvements are summarized below (see also **Table T-7** and **Figure T-3**).

### Roadway Improvements

The following roadway capacity improvements are recommended to maintain an acceptable level-of-service (Note that recommended improvements to Washington Ave N (SR 162) will be dependent upon state funding):

***R1***: ***Whitehawk Blvd NW Extension*** – Construct a two/three-lane minor arterial roadway extending Whitehawk Blvd NW from the current

terminus at Orting Circle south to Calistoga St W near Kansas St SW. The existing portion of Whitehawk Blvd NW may need upgrading to minor arterial status.

***R2***: ***Washington Ave N (SR 162)*** – Widen to 4/5 lanes in each direction between the north city limits and Whitehawk Blvd NW with turn lanes at major intersections.

***R3***: ***Washington Ave N (SR 162)*** – Construct two-way left turn lane from Whitehawk Blvd NW to Calistoga St W, and right run lane southbound from Whitehawk Blvd NW to Cardinal Ln NE.

***R4***: ***Calistoga St W Corridor Study*** – Develop recommendations for capacity and safety improvements to from Corrin Ave NW to Orting-Kapowsin Hwy E.

The following roadway improvements are recommended in order to provide acceptable safety and circulation within the City of Orting:

***R5A:*** ***Northeast Connector*** – Construct a two/three lane collector roadway roughly parallel to Washington Ave N between the proposed Village Crest development and Whitehawk Blvd NW.

***R5B:*** ***Northeast Connector*** – Driveway access to high school.

***R6:*** ***Washington Ave N (SR 162)*** – Widen to 4/5 lanes from Bridge St S to south City limits.

***R7:*** ***South Orting Access*** – Construct new collector roadway to provide access to developable lands adjacent to Orting-Kapowsin Hwy E/Calistoga St W intersection.

***R8:*** ***Washington Ave N (SR 162)*** – Rechannelization and streetscape improvements.

## Recommended Intersection Improvements

The following intersection improvements are recommended:

***I1:*** ***Whitehawk Blvd NW/ Washington Ave N*** – Construct traffic signal (this project would be required as part of construction of the Whitehawk Blvd NW Extension).

***I2:*** ***Whitehawk Blvd NW Extension*** – Skinner Way SW/Calistoga St W – Construct traffic signal (this project would be required as part of construction of the Whitehawk Blvd NW Extension).

***I3:*** ***Orting-Kapowsin Hwy E/Calistoga St W*** – Intersection Realignment.

Several intersections that are currently under stop sign control are expected to experience excessive delay for the minor street movements. As noted previously, construction of a traffic signal can be an appropriate solution to congestion at an unsignalized intersection; however, traffic signals are not necessarily warranted at each location. The following is a list of intersections that should be monitored to determine if traffic conditions develop that warrant constructing a traffic signal.

Some of the intersections listed are also listed as part of roadway projects. It is possible that the intersections might require upgrade prior to completion of the roadway projects.

- Whitehawk Boulevard/SR 162 (also included as part of the Whitehawk Boulevard Extension project)
- Kansas St SW/Calistoga St W
- Old Pioneer Way NW/Washington Ave N – The through volumes at this intersection will make minor street movements difficult. The intersection would be particularly sensitive to the level of development that occurs. The proposed connection of Old Pioneer Way NW to Whitehawk Blvd NW will allow additional routes to the area and would improve the Old Pioneer Way NE/Washington Ave N intersection.

### Six Year Plan

The City has identified the key projects that are necessary to meet their growing transportation needs within their currently adopted Six-Year plan. The following is a list of the key projects:

- Washington Ave N (SR 162) 2-way Left Turn Lane
- Kansas Street SW Reconstruction
- Calistoga Street W Re-grade
- Whitehawk Blvd NW/Washington Ave N (SR 162) Intersection Improvement
- Orting Emergency Evacuation Bridge System
- Southwest Connector
- Whitehawk Blvd NW Extension – Orting Circle south to Calistoga Street W
- Whitehawk Blvd NW Extension – Skinner Way SW/Calistoga Street W

## 2030 Intersection Levels of Service with Recommended Improvements

The 2030 levels of service at key intersections are shown in **Tables T-5** and **T-6**. The levels of service are based on traffic volumes generated by growth in the area and implementation of the improvements listed in the recommended plan. The capacity analysis shows that the planned improvements will allow each of the study intersections to operate at an acceptable LOS "D" or better.

## Capital Costs for Recommended Improvements

**Table T-7**
**2030 Improvement Program**

| Project | Roadway | Improvement | | Cost Estimate ($000) | Funding Source |
|---|---|---|---|---|---|
| | | Type | Description | | |
| **Roadway** | | | | | |
| R1* | Whitehawk Blvd NW Extension | Circulation | Construct 2/3 lane arterial Whitehawk-Calistoga at Kansas | $1,200 | City Private |
| R2 | Washington Ave (SR 162) – North city limits – Whitehawk Blvd. | Capacity | Widen to four lanes, add left turn lane | Unfunded/ WSDOT | WSDOT |
| R3 | Washington Ave N – Whitehawk Blvd NW-Cardinal Ln NE | Capacity | Construct Southbound Right Turn lane | Unfunded/ WSDOT | WSDOT |
| R4 | Calistoga St W | Capacity | Construct two way left turn lane | Unfunded | City Private |
| R5A | Northeast Connector | Safety & Circulation | New Roadway (2/3 lanes) | $1,300 | City Private |
| R5B | Northeast Connector | Safety & Circulation | Driveway Access to High School | $750 | City Private |
| R6 | Harman Way S (SR 162) – Bridge St S to south city limits | Safety & Circulation | Widen to four lanes, add left turn lane | Unfunded/ WSDOT | WSDOT |
| R7 | South Orting Access | Circulation/ Access | Construct new collector roadway to provide access | $650 | City Private |
| **Intersection** | | | | | |
| I1* | Whitehawk Blvd NW/Washington Ave N | Capacity | Construct signal as part of R1 | $250 | City Private |
| I2* | Whitehawk Blvd NW Extension/Calistoga St W | Capacity | Construct signal as part of R1 | $250 | City Private |
| I3 | Orting-Kapowsin Hwy E/Calistoga St W | Safety/ Access | Re-align to four-way | $250 | City Private |

* Projects listed in Orting's 2014 Six-Year Transportation Improvement Program, considered high priority.

# Other Improvements and Strategies

## Transportation Demand Management (TDM)

TDM strategies implemented by the City of Orting will result in fewer vehicles needed for commuters during peak periods, postponing or even eliminating the need to make costly expansions in roadway capacity. Viable travel alternatives help mitigate impacts of growth in vehicular traffic and provide feasible options for more people. TDM strategies include:

- Providing effective public transportation services to help reduce car dependence in the region and serve the needs of people who rely on public transportation;
- Encouraging bicycle and pedestrian travel by providing inviting, safe, convenient and connected routes, education and incentive programs, and support services such as bike racks, showers and lockers;
- Maintaining and improving a network of highways, streets and roads that moves people, goods and services safely and efficiently, minimizes social and environmental impacts, and supports various modes of travel.
- Providing adequate connections and access among all transportation modes

### Land-Use Changes

The traffic volume projections used for this analysis are based on the 2030 employment and housing projections for the City of Orting area. The location, type and amount of development has a direct effect on the level of traffic flows and congestion that can occur within the area. Changes to the zoning and development densities allowed within the city can be adjusted to influence the future traffic loadings on the street system. The following land-use strategies may be considered:

Consider future land use changes in the City and in future urban growth areas within the context of the transportation system capacity.

Use mixed-use zoning with housing, shopping and employment within localized areas to encourage short vehicle trips and/or use of other non-motorized modes of travel.

### Access Control

The carrying capacity of a roadway is reduced by conflict points that require drivers to adjust to the influence of other vehicles, pedestrians or other distractions. For certain roadways it is appropriate to limit the number or type of accesses allowed along the facility. Access control strategies include:

- Not allowing individual driveway approaches (consolidating the access points for adjacent properties)

- Limiting the number or spacing of minor intersection points
- Increasing separation between vehicle traffic and non-motorized traffic along the roadway
- Separating the opposite directions of flow on the roadway by constructing a raised median barrier
- Limiting minor roadway or driveway intersections to right-turn-only access

In Orting, some access control strategies have already been implemented along Washington Ave N between the north city limits and Whitesell St S. The roadway has limited numbers of cross-street intersection points and a pedestrian/non-motorized trail separated from the roadway.

### Accepting Lower Levels of Service

Within the City of Orting the level of service is a measure of the operation of the street system during the highest traffic volume hour of the day, which typically occurs during the evening commute period. If a roadway or intersection experiences a poor level of service during the highest traffic hour it may still function well throughout the majority of the day. An agency can determine that the expense required to solve a short-term congestion problem might not be the most efficient use of transportation funds.

In some situations when a roadway or intersection falls below acceptable service levels and improvement strategies are not deemed feasible or funds are not available to construct improvements, an option is to lower the accepted level of service standard. By lowering the level of service standard an agency can continue to allow new development traffic while planning toward improvements that will improve the traffic congestion. If an improvement is eventually constructed that improves the roadway level of service, the LOS standard can be changed back to a higher standard.

If an agency adopts a lower LOS standard, it does not limit the ability to require construction of 'spot' improvements to maintain safe traffic flow. These types of safety improvements could include turn lanes or construction of a traffic signal.

## Level of service Compliance

The 1998 legislation House Bill 1487, known as the "Level of Service" Bill, amended the GMA, Priority Programming for Highways, Statewide Transportation Planning, and Regional Planning Organizations. The combined amendments to these RCWs were provided to enhance the identification of, and coordinated planning for, "transportation facilities and services of statewide significance (TFSSS)". HB 1487 recognizes the importance of these transportation facilities from a state planning and programming perspective. It requires that local jurisdictions reflect these facilities and services within their comprehensive plan. To assist in local compliance with HB 1487, the Washington State Department of Transportation (WSDOT), Transportation

Planning Office, and the Washington State Department of Community, Trade and Economic Development promulgated implementation guidelines in the form of a publication entitled "Coordinating Transportation and Growth Management Planning".

- In 2003, the Puget Sound Regional Council adopted level of service standards for regionally significant state highways in the central Puget Sound region. Regionally significant state highways (also called non-HSS) are state transportation facilities that are not designated as being of statewide significance. Together with these entities, the City of Orting has worked to compile the best available information to include in the comprehensive plan amendment process.
- ***Inventory of state-owned transportation facilities within the City of Orting:*** SR 162 runs through the City of Orting and provides the primary connection to SR 161, SR 167, SR 512 and Interstate 5.
- ***Estimates of traffic impacts to state facilities resulting from local land use assumptions:*** **Figure T-4** provides 20-year traffic volumes for SR 162, which is the only state facility within Orting. The volumes were generated by the Puget Sound Regional Council model, which includes land use assumptions for 2030 for the City of Orting.
- ***Transportation facilities and services of statewide significance (TFSSS) within Orting:*** There are no transportation facilities or services of statewide significance within the City included on the proposed list of TFSSS.
- ***Highways of statewide significance within Orting:*** The Transportation Commission List of Highways of Statewide Significance doesn't list any facilities within the City of Orting or its growth area.
- ***Highways of regional significance within Orting:*** SR 162 is designated as a Regionally Significant State Highway, Tier 2. Tier 2: These routes serve the "outer" urban area - those outside the 3-mile buffer - and connect the "main" urban growth area (UGA) to the first set of "satellite" UGA's (e.g., SR 410 to Enumclaw). These urban and rural areas are generally farther from transit alternatives, have fewer alternative roadway routes, and locally adopted LOS standards in these areas are generally LOS "D" or better. The standard for Tier 2 routes is LOS "D".

The City of Orting asserts that proposed improvements to state-owned facilities will be consistent with the Regional Transportation Plan, Destination 2030, and the State Highway System Plan. The City affirms the establishment of LOS "C" for SR 162, a Highway of Regional Significance.

## Finance and Concurrency

The GMA requires that a jurisdiction's transportation plan contain a funding analysis of the transportation projects it recommends. The analysis should cover funding

needs and funding resources, and it should include a multi-year financing plan. The purpose of this requirement is to ensure that each jurisdiction's transportation plan is affordable or achievable. If a funding analysis reveals that a plan is not affordable or achievable, the plan must discuss how additional funds will be raised, or how land use assumptions will be reassessed.

## Federal Sources

The 1991 Federal Intermodal Surface Transportation Efficiency Act (ISTEA) reshaped transportation funding by integrating what had been a hodgepodge of mode- and category-specific programs into a more flexible system of multi-modal transportation financing. For highways, ISTEA combined the former four-part Federal Aid highway system (Interstate, Primary, Secondary, and Urban) into a two-part system consisting of the National Highway System (NHS) and the Interstate System. The National Highway System includes all roadways not functionally classified as local or rural minor collector. In 1998, the Transportation Efficiency Act for the 21st Century (TEA-21) continued this integrated approach, although specific grants for operating subsidies for transit systems were reduced.

To receive TEA-21 funds, cities must submit competing projects to their designated Regional Transportation Planning Organization (RTPO) or to the state DOT. Projects which best meet the specified criteria are most likely to receive funds. Projects which fund improvements for two or more transportation modes receive the highest priority for funding.

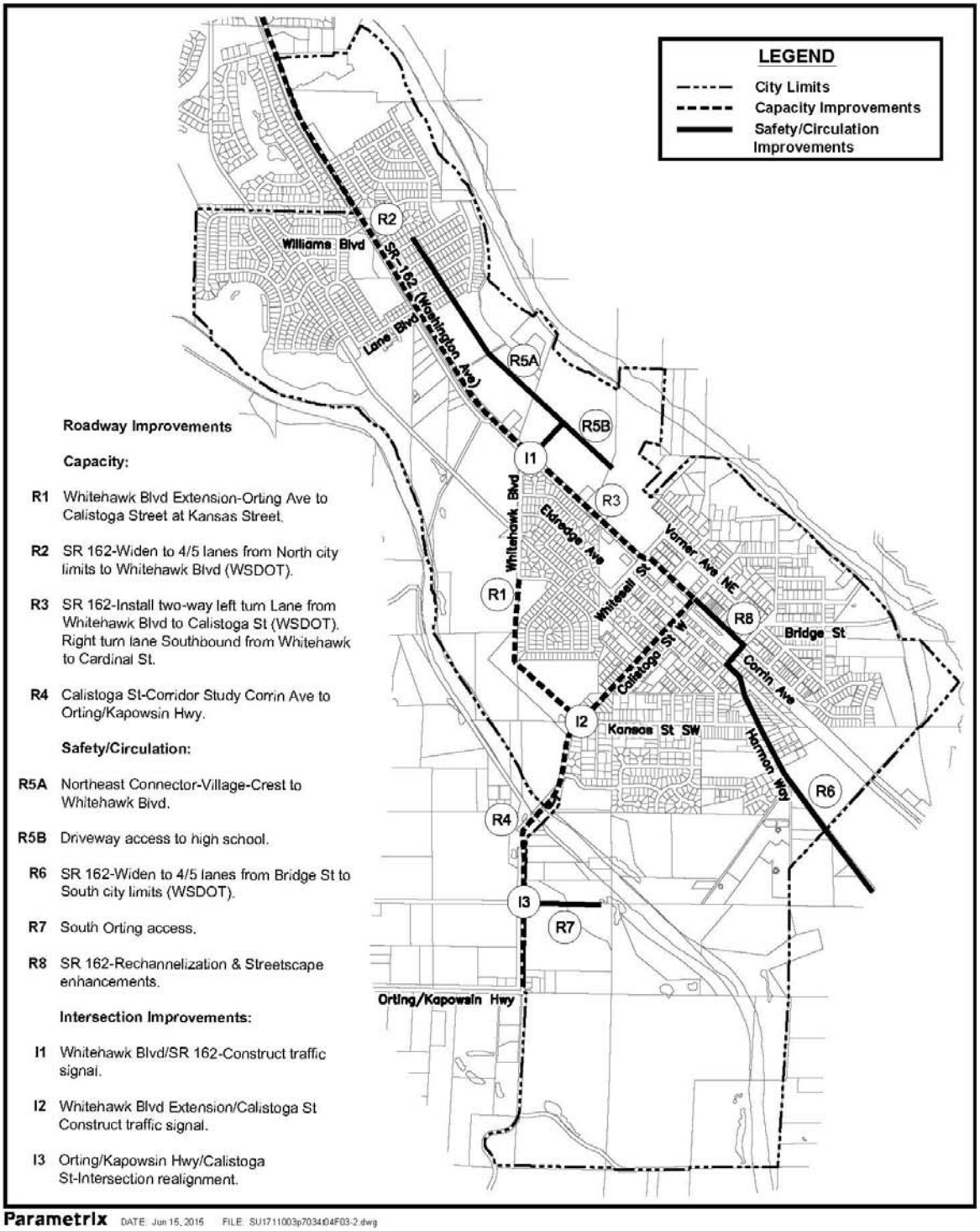



**Figure 4**
**Planned Transportation Improvement Projects**

# Economic Development Appendix

## Introduction

This appendix includes a summary of analysis and strategies that support the goals and policies in the Economic Development Element. The source of this information is the City of Orting Economic Baseline Study prepared by Property Counselors in 2014. The appendix fulfills the City's obligations under the GMA to include an economic development element in the Comprehensive Plan.

## Background

The following is based on the Economic Baseline Analysis. Orting has long understood that it has very limited resources to support economic development that can improve the tax base and create local jobs. Orting is an attractive community in many ways, and hundreds of new homes have developed over the last decade. This, in turn, has produced significant demand for community-serving retail and personal service business, parks and schools, and generated new traffic demands on the few arterials that connect the City with the region.

The Economic Baseline Analysis provides a description of the strengths, weaknesses, opportunities, and threats affecting the City's ability to serve residents and grow the existing business community, attract new business, and compete with neighboring communities. It identifies potential markets that the City should be serving, and strategies that the City should employ to accomplish our objectives.

This report provides a summary of the results of the economic baseline analysis. It is organized in six sections.

- City Profile
- City Competitive Position
- Retail Market Potential
- Office and Industrial Market Potential
- Tourism Market Potential
- Economic Strategies

## City Profile

### Population

The City of Orting has an estimated population of 7,065 as of April 1, 2014. The City has experienced very rapid population growth over the past 25 years.

**Table ED-1**
**City of Orting Population**

| Year | Population | Avg. Ann. Gr. |
|---|---|---|
| 1990 | 2,106 | - |
| 2000 | 3,931 | 6.4% |
| 2005 | 4,820 | 4.2% |
| 2010 | 6,746 | 7.0% |
| 2014 | 7,065 | 1.2% |

Source: US Census Bureau; Washington Office of Financial Management

Population growth has slowed since 2010, but the average annual rate of 1.2-percent since 2010 exceeds the average rate of 0.8-percent for the county as a whole.

Orting serves a large market area that extends north past McMillin, east toward South Prairie, south and west toward Graham along the Orting Kapowsin Highway. This area corresponds generally to the boundaries of Pierce County Fire District 18. The basis for this trade area determination is described in the retail section provided later in this report. The population of this larger trade area is estimated to be 13,600. While this area does not correspond to any designated census tract, it has also experienced rapid growth over the past 15 years.

Orting is part of the Puget Sound Regional Council Forecast Analysis Zone (FAZ) 705. This FAZ includes Orting and Prairie Ridge north of the Puyallup River. This area is projected by PSRC to grow at an average annual rate of 2.8-percent over the period 2010 to 2030. Much of the growth is in the area north of the Puyallup River, and is not part of the City's natural trade area given current transportation links. However, the area to the south and west of Orting, FAZ 506, is projected to grow at an average rate of 2.2-percent per year, and a large portion of this growth is in the Orting trade area.

The characteristics of the City of Orting population can be compared to those of Pierce County as a whole. **Table ED-2** provides a comparison of several demographic characteristics. The demographic characteristics differ from those of the county as a whole in several respects:

- The average household size is much larger at 3.01, and a much larger percentage of total households have members less than 18 years of age. The average age is much lower as well.
- A much greater percentage of housing units are owner occupied rather than rented.
- Almost 90-percent of the population is white by race.

Overall, Orting is a strongly family-oriented community with only moderate racial diversity.

**Table ED-2**
**Comparison of Demographic Conditions**
**Orting vs. Pierce County 2010**

| | Orting | Pierce County |
|---|---|---|
| **Population** | | |
| Total Population | 6,746 | 795,225 |
| Population in Households | 6,568 | 777,280 |
| Population in Families | 5,646 | 625,123 |
| % of Population in HH | 97.4% | 97.7% |
| % of Population in Families | 83.7% | 78.6% |
| **Households** | | |
| Total Households | 2,184 | 299,918 |
| Avg Household Size | 3.01 | 2.59 |
| % of Households with < 18 yrs. | 48.4% | 35.3% |
| **Age** | | |
| Median Age | 32.7 | 35.9 |
| % of Population 65+ | 10.2% | 11.0% |
| % of Population < 18 | 30.7% | 24.9% |
| **Housing Units** | | |
| Total Housing Units | 2,361 | 325,375 |
| % Occupied | 92.5% | 92.2% |
| % Owner-occupied | 73.6% | 58.1% |
| % Renter-occupied | 18.9% | 34.1% |
| **Population by Race** | | |
| White | 5,927 | 590,040 |
| Black or African American | 103 | 53,998 |
| American Indian | 95 | 10,879 |
| Asian | 87 | 47,501 |
| Pacific Islander | 33 | 10,588 |
| Other | 163 | 27,872 |
| Two or More Races | 338 | 54,347 |
| Total | 6,746 | 795,225 |
| **Population by Race % of Total** | | |
| White | 87.9% | 74.2% |
| Black or African American | 1.5% | 6.8% |
| American Indian | 1.4% | 1.4% |
| Asian | 1.3% | 6.0% |
| Pacific Islander | 0.5% | 1.3% |
| Other | 2.4% | 3.5% |
| Two or More Races | 5.0% | 6.8% |
| Total | 100.0% | 100.0% |
| | | |
| Source: US Census 2010 Summary File 1. | | |

## Housing

The population growth in Orting is reflected in the level of new housing activity in the City.

**Table ED-3**
**City of Orting**
**Building Permit Activity**

| | Single Family | | Two Family | | Three/Four Family | | Five/More Family | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Year** | **Bldgs** | **Units** | **Bldgs** | **Units** | **Bldgs** | **Units** | **Bldgs** | **Units** | **Bldgs** | **Units** |
| 2000 | 14 | 14 | 0 | 0 | 0 | 0 | 0 | 0 | 14 | 14 |
| 2001 | 53 | 53 | 0 | 0 | 0 | 0 | 0 | 0 | 53 | 53 |
| 2002 | 112 | 112 | 1 | 2 | 0 | 0 | 0 | 0 | 113 | 114 |
| 2003 | 36 | 36 | 0 | 0 | 1 | 4 | 1 | 5 | 38 | 45 |
| 2004 | 133 | 133 | 0 | 0 | 0 | 0 | 0 | 0 | 133 | 133 |
| 2005 | 267 | 267 | 0 | 0 | 0 | 0 | 0 | 0 | 267 | 267 |
| 2006 | 204 | 204 | 2 | 4 | 0 | 0 | 0 | 0 | 206 | 208 |
| 2007 | 116 | 116 | 1 | 2 | 0 | 0 | 0 | 0 | 117 | 118 |
| 2008 | 46 | 46 | 1 | 2 | 0 | 0 | 0 | 0 | 47 | 48 |
| 2009 | 19 | 19 | 0 | 0 | 0 | 0 | 0 | 0 | 19 | 19 |
| 2010 | 8 | 8 | 0 | 0 | 0 | 0 | 0 | 0 | 8 | 8 |
| 2011 | 17 | 17 | 0 | 0 | 0 | 0 | 0 | 0 | 17 | 17 |
| 2012 | 48 | 48 | 0 | 0 | 0 | 0 | 0 | 0 | 48 | 48 |
| 2013 | 72 | 72 | 0 | 0 | 0 | 0 | 0 | 0 | 72 | 72 |
| **Total** | **1,145** | **1,145** | **5** | **10** | **1** | **4** | **1** | **5** | **1,152** | **1,164** |

Source: U.S. Census Bureau, 2000.

Pierce County estimates the City has capacity for additional 1,285 units. Tehaleh, the state's largest master planned community, has commenced development on the plateau north and east of Orting, outside the city limits. This 5,000-acre project will ultimately encompass more than 6,700 homes, 626 acres of business and industrial park, a 219-acre resort quality-hotel with conference faculties, a golf course, parks and open space. Initial access will be to Bonney Lake on the north, with additional access planned to the west toward Orting. Tehaleh is in the process of revising that master plan subject to Pierce County approval in 2015.

Employment has increased in Orting over the past 10 years at a rate comparable to population growth.

**Table ED-4**
**City of Orting Employment**

| | 2000 | 2004 | 2006 | 2008 | 2010 | 2012 |
|---|---|---|---|---|---|---|
| Construction/Resource | 11 | * | * | * | * | * |
| Finance, Insurance, Real Estate | 16 | 16 | 24 | 20 | 23 | 25 |
| Manufacturing | * | * | * | * | * | * |
| Retail | 45 | 42 | 43 | 36 | 51 | 46 |
| Services | 125 | 358 | 385 | 421 | 377 | 360 |
| Wholesale Transportation Utilities | * | 11 | 12 | 8 | 3 | 3 |
| Education | 197 | 287 | 223 | 230 | 248 | 251 |
| Government | 34 | 233 | 284 | 304 | 318 | 306 |
| **Total** | **450** | **954** | **1,019** | **1,085** | **1,070** | **1,000** |

* Not disclosed because 2 or fewer employers.

Source: PSRC Covered Employment Estimates

The fastest growth occurred between 2000 and 2004. Most of the growth was in the services and government sectors. Even with the job growth between 2000 and 2004, Orting still has only 0.15 jobs per capita compared to 0.32 for Pierce County and 0.46 for the region as a whole. The largest single employer in Orting is the Orting School District. Hobart Baking Systems, located east of Orting is the largest private employer. Other major employees include Safeway and the High Cedar Golf Club (north of the City).

## Income

The US Census Bureau estimates the median household income in Orting to be $71,553 compared to $59,105 for Pierce County as a whole for American Community Survey 2008 - 2012.

## Transportation

State Route 162 is the major arterial in the Orting area. Available daily traffic count data as of 2013 for this highway as well as Highway 410 through Bonney Lake to the north are summarized in **Table ED-5**.

**Table ED-5**
**Average Daily Traffic Volume**

| Arterial | Location of Count | Average Daily Traffic Volume |
|---|---|---|
| State Route 162 | At State Route 410 | 19,000 |
| State Route 162 | South of junction w/ Pioneer Way E | 19,000 |
| State Route 162 | North of junction w/ Military Rd E | 17,000 |
| State Route 162 | South of junction w/Whitehawk NW | 15,000 |
| State Route 162 | South of junction w/ Orville Rd E | 6,800 |
| State Route 162 | West of junction w/ State Route 165 | 5,500 |
| State Route 410 | East of junction w/ State Route 162 | 48,000 |
| State Route 410 | West of junction w/Veterans Memorial | 48,000 |

| Arterial | Location of Count | Average Daily Traffic Volume |
|---|---|---|
| State Route 410 | East of junction w/ Veterans Memorial | 39,000 |
| State Route 410 | West of junction w/ South Prairie | 43,000 |
| State Route 410 | East of junction w/ South Prairie | 29,000 |
| State Route 410 | West of junction w/ 214th Ave E | 26,000 |
| State Route 410 | East of junction w/ 214th Ave E | 21,000 |
| State Route 410 | West of junction w/ State Route 165 | 17,000 |

The road network in the Orting area favors access to and from downtown Orting to the northwest and southeast along SR 162, as well as to the south along the Orting-Kapowsin Hwy N. Principal barriers to travel in the Orting area consist of vast tracts of undeveloped land that lack roads. Such areas are located north, east, and west of the city. In addition, the Puyallup and Carbon Rivers, which parallel the city on the west and east, have few road crossings, resulting in other barriers to travel in the area.

Major highway projects that have been discussed but not funded are widening of SR 162 between SR 410 and Orting, and Rhoades Lake Road connecting to the plateau to the east. SR 704, also known as the Cross-Base highway project, is a proposed six-mile-long, multi-lane divided highway commencing at the Interstate 5 Thorne Lane interchange on the west end, connecting to 176th St at SR 7 on the east. With further extension to the east, the project could greatly enhance access to Orting.

## Business Mix

The mix of businesses in Orting can be summarized according to the amount and type of taxable business receipts. **Table ED-6** summarizes the receipts by year over the period 2005 to 2013 and **Figure ED-1** compares the data graphically. The largest sectors are construction, food services, food and beverage, information, and sporting goods/toys/books/music.

Taxable sales are compared on a per capita basis with surrounding communities in **Table ED-7** and **Figure ED-2**. The only categories in which Orting is comparable on a per capita basis are food and beverage stores and sporting goods/toys/books/music. Orting sales are particularly low in the automotive, building materials, and general merchandise categories. The latter categories are ones where small cities have difficulty attracting businesses, because of shopping patterns and retail location preferences.

Specific businesses that serve as anchors for the area include Safeway, Big "J" Sporting Goods, Cope's Pharmacy, Wild Rose Quilt Store and Retreat, US Post Office, and several restaurants.

# Table ED-6
# Orting Taxable Retail Sales Trends

| Industry | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---|---|---|---|---|---|---|---|---|---|
| Retail Trade | | | | | | | | | |
| Motor Vehicles & Parts | $376,374 | $230,513 | $257,100 | $289,750 | $210,375 | $41,766 | $147,712 | $118,493 | $131,711 |
| Furniture & Home Furnishing | 628,806 | 1,272,028 | 573,480 | 828,163 | 681,230 | 909,242 | 869,423 | 1,115,422 | 1,111,741 |
| Electronics & Appliances | 516,544 | 614,118 | 502,927 | 654,133 | 854,673 | 751,999 | 803,818 | 857,305 | 1,305,151 |
| Building Materials, Garden Equip & Supplies | 2,569,395 | 3,152,926 | 3,858,069 | 2,870,964 | 1,819,404 | 1,888,230 | 1,995,843 | 2,938,763 | 3,885,178 |
| Food & Beverage Stores | 5,271,584 | 5,826,068 | 5,784,279 | 5,827,195 | 5,786,261 | 5,912,391 | 5,784,137 | 6,076,371 | 6,365,630 |
| Drug/health Stores | 178,416 | 168,690 | 171,105 | 165,200 | 219,610 | 232,321 | 241,842 | 302,175 | 252,886 |
| Gas Stations & Convenience Stores W/pumps | 821,025 | 1,170,869 | 1,426,635 | 1,452,911 | 1,770,627 | 1,501,024 | 1,347,583 | 1,184,656 | 1,853,294 |
| Apparel & Accessories | 1,253,028 | 1,627,177 | 1,875,005 | 1,894,864 | 1,860,744 | 234,022 | 249,806 | 282,396 | 360,708 |
| Sporting Goods, Toys, Book & Music Stores | 142,682 | 187,025 | 238,334 | 561,635 | 573,659 | 2,174,504 | 2,478,367 | 3,111,676 | 4,155,128 |
| General Merchandise Stores | 572,728 | 412,322 | 280,119 | 273,854 | 411,855 | 405,289 | 389,605 | 291,714 | 246,065 |
| E-commerce & Mail Order | 277,229 | 284,727 | 415,111 | 523,196 | 562,059 | 759,271 | 910,918 | 1,156,100 | 1,412,215 |
| Miscellaneous Retailers | 1,916,921 | 2,784,244 | 3,583,666 | 3,258,291 | 3,349,569 | 2,974,729 | 2,917,138 | 3,049,973 | 3,420,502 |
| Total Retail Trade | 14,524,732 | 17,730,707 | 18,965,830 | 18,600,156 | 18,100,066 | 17,784,788 | 18,136,192 | 20,485,044 | 24,500,209 |
| | | | | | | | | | - |
| Agriculture, Forestry, Fishing | 219,551 | 152,493 | 342,741 | 151,040 | 87,911 | 90,969 | 47,255 | 57,872 | 203,532 |
| Mining | D | D | D | 115,739 | 166,471 | 17,041 | 35,406 | 30,846 | 129,162 |
| Utilities | D | 7,994 | 6,603 | 10,089 | 11,612 | 10,639 | D | D | D |
| Construction | 19,018,647 | 25,954,960 | 32,393,522 | 25,888,650 | 9,712,561 | 6,886,639 | 7,394,840 | 7,103,904 | 10,594,568 |
| Manufacturing | 558,669 | 634,913 | 805,886 | 528,423 | 495,718 | 689,632 | 537,915 | 729,498 | 1,406,880 |
| Wholesale Trade | 2,148,603 | 2,066,474 | 2,164,298 | 1,893,904 | 2,657,293 | 2,238,241 | 2,408,545 | 3,101,445 | 3,103,836 |
| Transportation & Warehousing | 19,521 | 18,128 | 96,233 | 88,828 | 105,835 | 293,001 | 347,265 | 264,202 | 254,268 |
| Information | 3,295,178 | 2,988,075 | 2,975,442 | 3,034,385 | 3,148,685 | 3,316,198 | 3,483,294 | 3,611,513 | 4,193,428 |
| Finance, Insurance | 473,305 | 439,708 | 457,426 | 459,269 | 321,337 | 412,484 | 345,170 | 421,242 | 456,394 |
| Real Estate, Rental/leasing | 1,322,764 | 1,871,031 | 2,700,966 | 6,388,381 | 1,682,371 | 2,128,922 | 1,260,184 | 1,420,146 | 1,725,572 |
| Professional, Scientific & Technical Services | 367,231 | 259,428 | 344,444 | 773,261 | 316,631 | 498,068 | 426,744 | 379,180 | 1,876,983 |
| Management, Education & Health Services | 1,914,759 | 1,970,724 | 1,946,307 | 1,509,655 | 1,163,904 | 1,193,758 | 1,439,913 | 1,335,082 | 1,519,253 |
| Arts, Entertainment & Recreation | 208,859 | 400,092 | 426,284 | 462,112 | 430,517 | 413,401 | 421,712 | 365,942 | 347,755 |
| Accommodations | - | - | - | - | D | D | - | - | - |
| Food Services | 7,067,958 | 7,999,556 | 8,731,445 | 8,512,939 | 8,456,837 | 8,477,872 | 9,094,748 | 8,636,253 | 8,518,334 |
| Repair & Maintenance | 600,958 | 739,679 | 706,842 | 615,288 | 362,887 | 663,651 | 759,917 | 940,734 | 958,632 |
| Personal Services | 542,921 | 534,810 | 770,545 | 503,410 | 431,743 | 444,396 | 374,524 | 320,038 | 273,639 |
| Religious, Civic & Other | D | 1,668 | D | 3,335 | 5,559 | 9,095 | 2,112 | 4,295 | 3,907 |
| Public Administration, Other | 19,474 | D | D | D | 2,694 | D | D | 1,250 | 34,328 |
| Non-disclosed | 163,651 | 71,499 | 45,794 | 9,684 | - | 1,092 | 13,173 | 8,885 | 14,776 |
| Total All Industries | $52,466,781 | $63,841,939 | $73,880,608 | $69,548,548 | $47,660,632 | $45,569,887 | $46,528,909 | $49,217,371 | $60,115,456 |

Source: Washington Department of Revenue, Quarterly Business Review, Property Counselors.

**Figure ED-1**

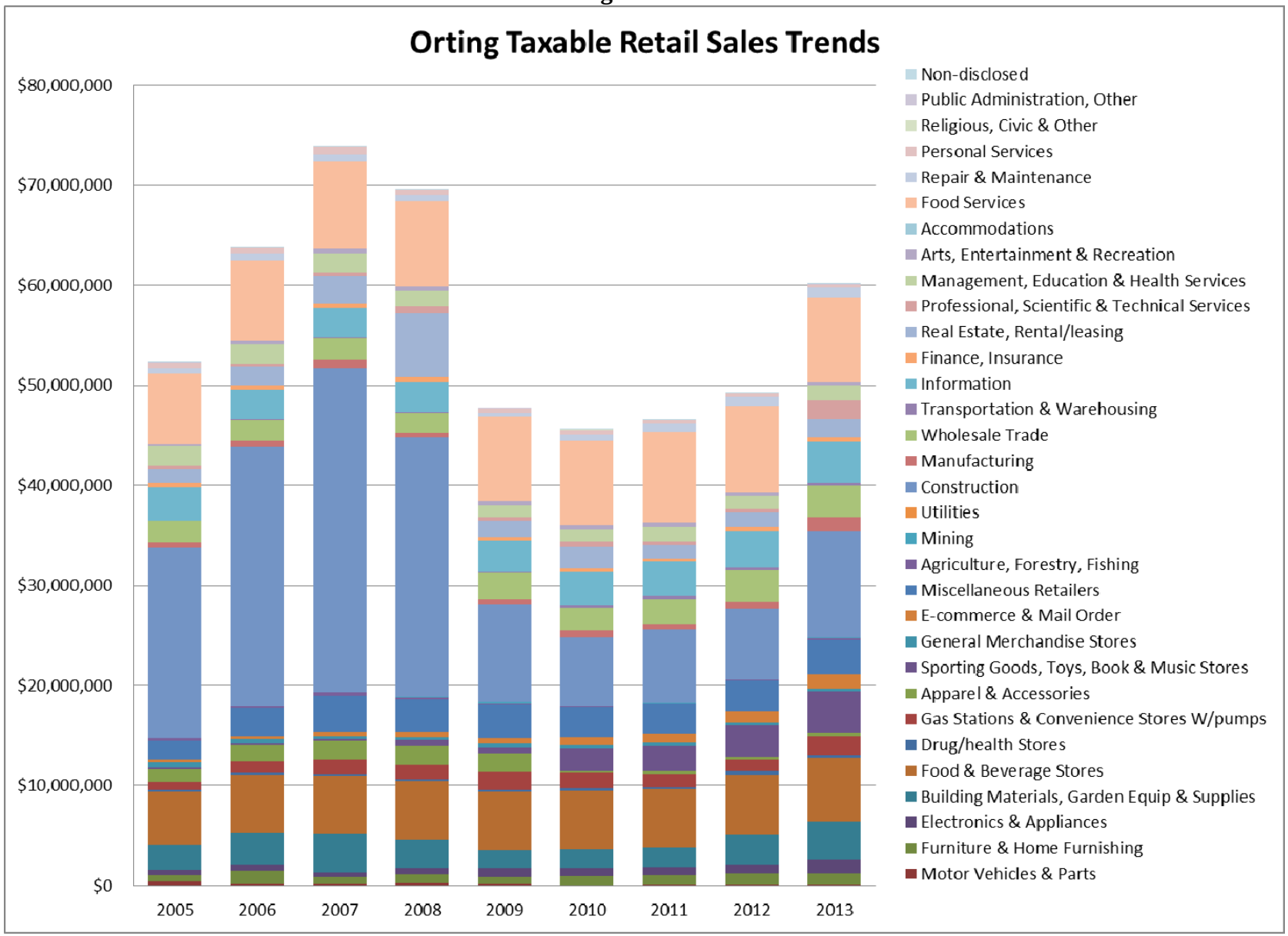

Orting Taxable Retail Sales Trends
$80,000,000
$70,000,000
$60,000,000
$50,000,000
$40,000,000
$30,000,000
$20,000,000
$10,000,000
$0
2005
2006
2007
2008
2009
2010
2011
2012
2013
Non-disclosed
Public Administration, Other
Religious, Civic & Other
Personal Services
Repair & Maintenance
Food Services
Accommodations
Arts, Entertainment & Recreation
Management, Education & Health Services
Professional, Scientific & Technical Services
Real Estate, Rental/leasing
Finance, Insurance
Information
Transportation & Warehousing
Wholesale Trade
Manufacturing
Construction
Utilities
Mining
Agriculture, Forestry, Fishing
Miscellaneous Retailers
E-commerce & Mail Order
General Merchandise Stores
Sporting Goods, Toys, Book & Music Stores
Apparel & Accessories
Gas Stations & Convenience Stores W/pumps
Drug/health Stores
Food & Beverage Stores
Building Materials, Garden Equip & Supplies
Electronics & Appliances
Furniture & Home Furnishing
Motor Vehicles & Parts

**Figure ED-2**

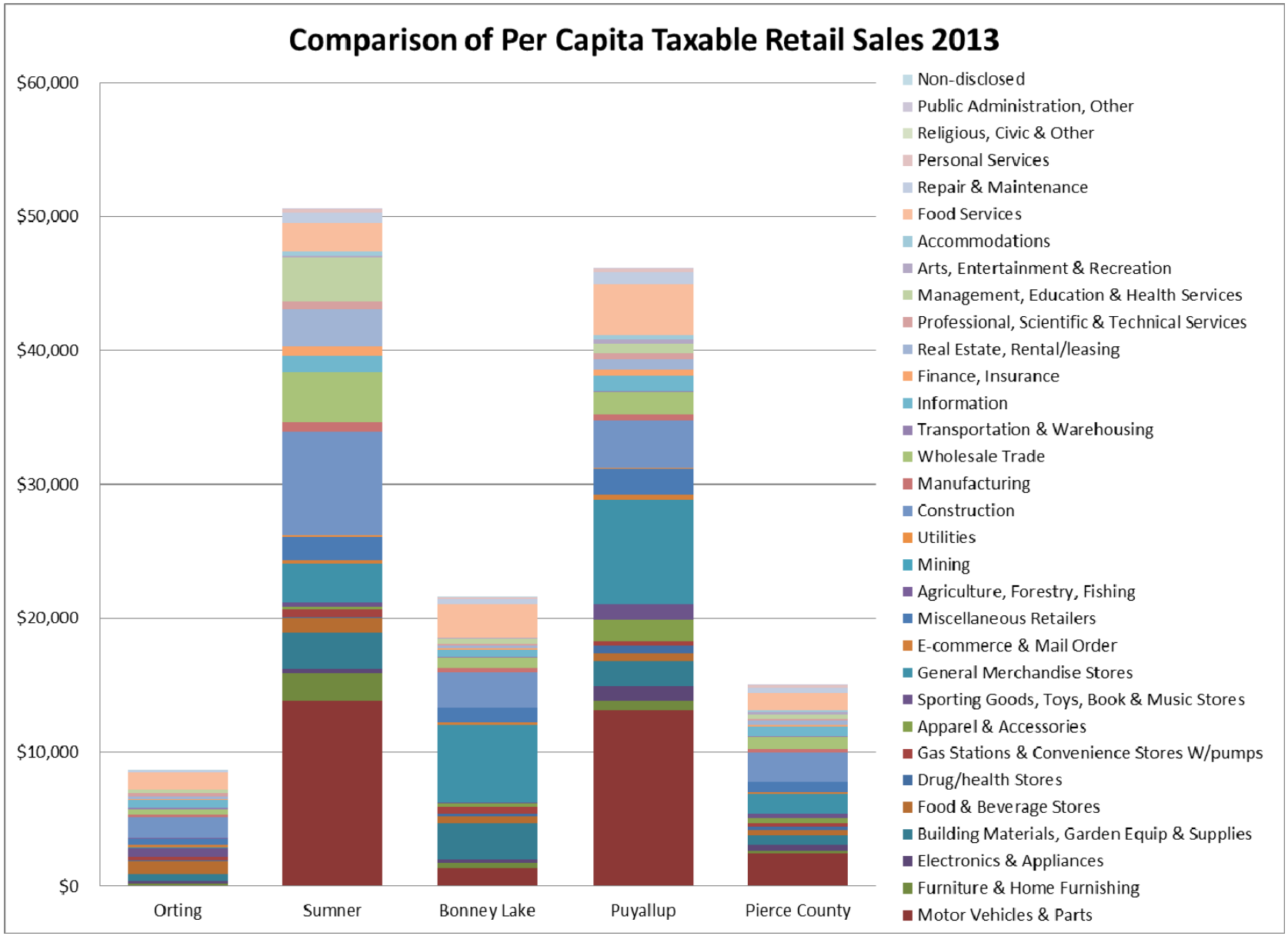

Comparison of Per Capita Taxable Retail Sales 2013
$60,000
$50,000
$40,000
$30,000
$20,000
$10,000
$0
Orting
Sumner
Bonney Lake
Puyallup
Pierce County
Non-disclosed
Public Administration, Other
Religious, Civic & Other
Personal Services
Repair & Maintenance
Food Services
Accommodations
Arts, Entertainment & Recreation
Management, Education & Health Services
Professional, Scientific & Technical Services
Real Estate, Rental/leasing
Finance, Insurance
Information
Transportation & Warehousing
Wholesale Trade
Manufacturing
Construction
Utilities
Mining
Agriculture, Forestry, Fishing
Miscellaneous Retailers
E-commerce & Mail Order
General Merchandise Stores
Sporting Goods, Toys, Book & Music Stores
Apparel & Accessories
Gas Stations & Convenience Stores W/pumps
Drug/health Stores
Food & Beverage Stores
Building Materials, Garden Equip & Supplies
Electronics & Appliances
Furniture & Home Furnishing
Motor Vehicles & Parts

**Table ED-7**
**Comparison of Taxable Retail Sales Orting and Surrounding Communities**

| | Orting | Sumner | Bonney Lake | Puyallup | Pierce County |
|---|---|---|---|---|---|
| Motor Vehicles & Parts | $19 | $13,831 | $1,319 | $13,169 | $2,441 |
| Furniture & Home Furnishing | 160 | 2,069 | 376 | 656 | 247 |
| Electronics & Appliances | 188 | 350 | 300 | 1,082 | 398 |
| Building Materials, Garden Equip & Supplies | 561 | 2,657 | 2,672 | 1,907 | 680 |
| Food & Beverage Stores | 919 | 1,093 | 577 | 557 | 443 |
| Drug/health Stores | 36 | 62 | 175 | 584 | 217 |
| Gas Stations & Convenience Stores W/pumps | 267 | 594 | 438 | 311 | 248 |
| Apparel & Accessories | 52 | 262 | 270 | 1,591 | 435 |
| Sporting Goods, Toys, Book & Music Stores | 600 | 260 | 81 | 1,181 | 282 |
| General Merchandise Stores | 36 | 2,874 | 5,785 | 7,774 | 1,482 |
| E-commerce & Mail Order | 204 | 254 | 242 | 431 | 188 |
| Miscellaneous Retailers | 494 | 1,765 | 1,105 | 1,962 | 701 |
| Agriculture, Forestry, Fishing | 29 | 8 | 1 | 9 | 6 |
| Mining | 19 | 1 | | 1 | 12 |
| Utilities | | 91 | 3 | 17 | 6 |
| Construction | 1,529 | 7,765 | 2,607 | 3,512 | 2,220 |
| Manufacturing | 203 | 681 | 332 | 498 | 284 |
| Wholesale Trade | 448 | 3,773 | 795 | 1,668 | 870 |
| Transportation & Warehousing | 37 | 17 | 25 | 68 | 59 |
| Information | 605 | 1,175 | 584 | 1,155 | 658 |
| Finance, Insurance | 66 | 756 | 112 | 481 | 114 |
| Real Estate, Rental/leasing | 249 | 2,721 | 158 | 729 | 333 |
| Professional, Scientific & Technical Services | 271 | 541 | 107 | 424 | 174 |
| Management, Education & Health Services | 219 | 3,347 | 393 | 762 | 341 |
| Arts, Entertainment & Recreation | 50 | 138 | 94 | 246 | 146 |
| Accommodations | - | 289 | | 383 | 151 |
| Food Services | 1,229 | 2,199 | 2,464 | 3,795 | 1,316 |
| Repair & Maintenance | 138 | 689 | 409 | 863 | 401 |
| Personal Services | 39 | 280 | 134 | 280 | 100 |
| Religious, Civic & Other | 1 | 4 | 1 | 27 | 8 |
| Public Administration, Other | 5 | 4 | 2 | 6 | 7 |
| Non-disclosed | 2 | - | 1 | - | - |
| Total All Industries | $8,675 | $50,552 | $21,563 | $46,130 | $14,965 |

Source: Washington Department of Revenue, Quarterly Business Review, Property Counselors.

## Visitor Industry

Eastern Pierce County is home to several major tourist attractions.

- Mount Rainier National Park attracts 2 million visitors per year for year-round interpretive and recreational activities.
- The Town of Eatonville to the south of Orting offers Northwest Trek and Pioneer Farms (both outside the City).
- Puyallup to the west advertises such attractions as a farmers market, the Meeker Mansion, outdoor art, and antiques.
- The Orting Valley offers several farms and agricultural tourist attractions.

Orting is located in a beautiful natural setting between two rivers with framed views of Mount Rainier. However, the City itself offers few identified attractions to draw visitors. The Foothills Trail is a walking and biking trail linking Orting and McMillin. There is a fish hatchery located at the south end of town.

There are opportunities for communities like Orting to serve the visitor industry. The Travel Industry of America conducted a Rural Tourism Travel Poll in 2001. The survey identified the percentage of travelers to rural areas that participated in various activities.

**Table ED-8**
**Rural Tourism Travel Poll**
**What do Rural Travelers Like to Do?**
**(% of Visitors Participating in Activity)**

| Activity | Percent |
|---|---|
| Dining | 70 |
| Shopping | 58 |
| Going to Beach/River/Lake | 44 |
| Visit Historical Sites | 41 |
| Fishing/Hunting/Boating | 32 |
| Attend Festival/Fair | 29 |
| Bike Riding/Hiking | 24 |
| Attend Religious Service | 23 |
| Camping | 21 |
| Attend/Participate in Sporting Event | 18 |
| Visit Winery/Working Farm/Orchard | 15 |
| Gambling/Gaming, | 12 |
| Visit Native American Community | 11 |

Source: Travel Industry of America, 2001 Rural Tourism Travel Poll.

Two observations have relevance to Orting.

- Several of these activates are available in or near Orting, particularly shopping and recreational activities.
- Visitors generally participated in more than one activity. A community which can offer a combination of activities can increase its attractiveness.

There is a rule of thumb that the duration of a visitor experience must exceed four times the length of time to travel to it. While the exact factor may be subject to argument, the concept is clearly true. Further, in order to maximize the economic impact of visitor spending, it is important to provide an experience or combination of experiences which can support an overnight stay.

Agri-tourism is an increasingly popular category of visitor activities as people are increasingly interested in what they eat and how it's produced. The Tacoma Pierce County Visitors and Convention Bureau offers a Farm Guide with several sample

itineraries. Orting is featured in the Rhubarb and Daffodil Tour. The Farm Guide lists four farms in Orting among the 21 throughout the county. A fifth farm, Spooner Farm is located within the larger Orting Valley. Orting is well-represented among the opportunities and attractions in the area. The challenge for the city is two-fold: how to capture some of this activity within the city limits, and how to become a center and focus of this activity.

**Table ED-9**
**Farms in Pierce County**

| | Location | Product |
|---|---|---|
| Bea's Flowers | Gig Harbor | Flowers and Produce |
| Blue Willow Lavendar Farm | Gig Harbor | Lavendar |
| Calendula Farm | Tacoma | Fruits Nuts Flowers Meat |
| Crying Rock Farms | Orting | Organic Meat |
| Duris Farms | Puyallup | Cucumbers |
| Filbert Acres | Puyallup | flowers and Produce |
| Foxberry Farm | Tacoma | Berries Flowers |
| Lindo Blueberry Farm | Puyallup | Blueberries |
| Little Eorthe Farm | Orting | Organic Foods |
| Maris Farms | Buckley | Pumpkins Corn Maze |
| Moon Farm and Jam Factory | Puyallup | Berries Jams |
| Picha Farms | Puyallup | Berries Pumpkiins |
| Scholtz Farms | Orting | Seasonal Harvest |
| Spooner Farms | Puyallup | Raspberries Blackberries Corn |
| Stringtown Farm and Winery | Eatonville | Lavendar Vineyard |
| Tahoma Farms | Orting | Organic Vegetables |
| Take Root Farm | Buckley | CSA Produce |
| Terry's Berries | Tacoma | Organic Berries Produce |
| The Meat Shop at Tacoma | Tacoma | Organic Meat Poultry |
| Van Lierop Bulb Farm | Puyallup | Dallodils Irises Tulips |
| Wilcox Family Farm | Roy | Organic Eggs |

Source: Tacoma Pierce County Visitors and Convention Bureau

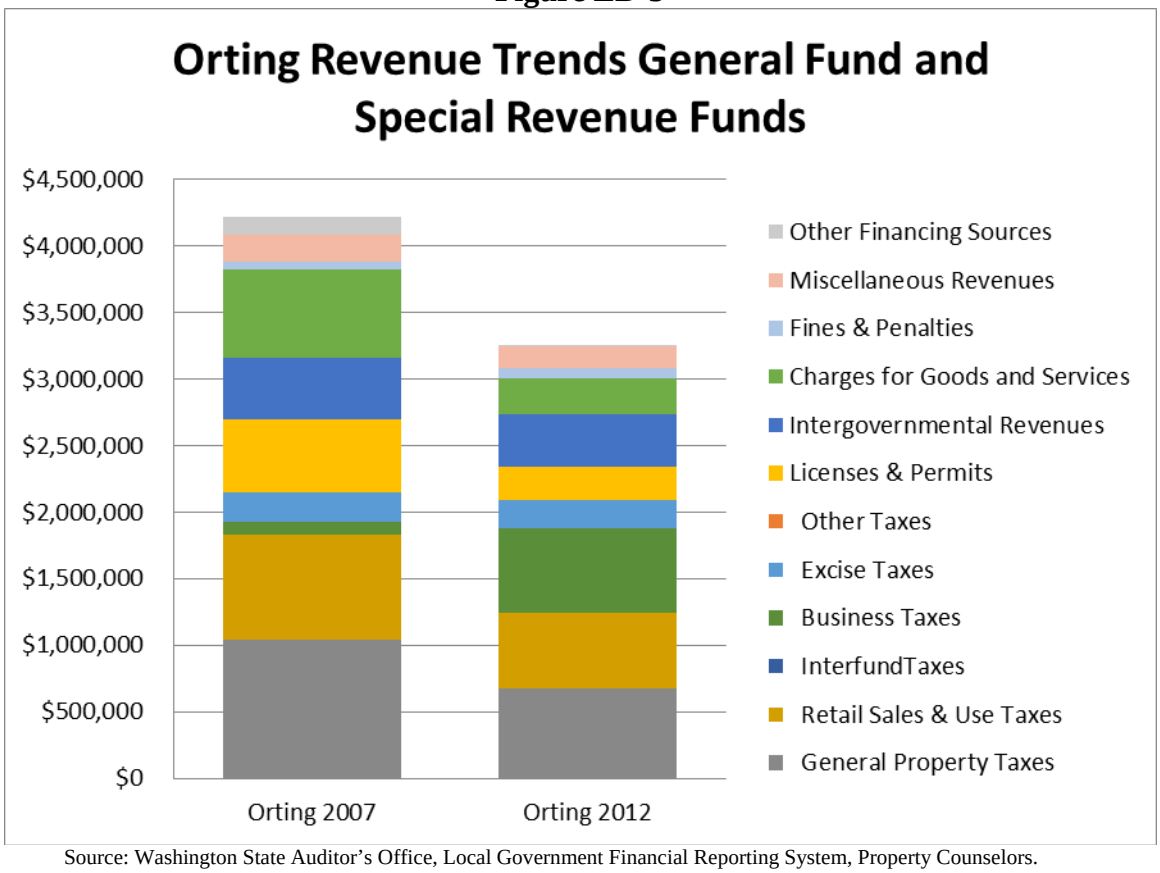
## Fiscal Conditions

Fiscal conditions are the revenue and cost relationships for provision of public services. A strong economy will provide a strong tax base. Quality public facilities and services will make the community attractive to residents, employees, and visitors. The fiscal conditions are presented here in terms of fiscal trends and comparison to similar communities.

Trends in revenues and expenses can be derived from data compiled for local governments by the Washington State Auditor's Local Government Financial Reporting System (LGFRS). The LGFRS data is provided in a standard format with any duplication removed. Operating revenues and expenses are identified for operating funds, defined as the general fund and special revenue funds. Special revenue funds cover regular public services, but are funded by targeted revenue

sources. **Table ED-10** presents operating revenue and expense data for the years 2007 to 2012. These years include the time before the recent recession, the recession, and the subsequent recovery. **Figure ED-3** summarizes the revenue trends graphically. The four largest sources of revenue are general property taxes, business taxes (primarily taxes on utilities), retail sales and use tax, and intergovernmental revenues (revenues shared by the state and federal governments). Total revenues are much lower than pre-recession levels. General property taxes and retail sales tax experienced the greatest decline. These declines were partially offset by an increase in business taxes. The loss in property tax revenue is partly due to the city's transfer of fire service responsibility to Fire District 18 Orting Valley Fire and Rescue, with a commensurate drop in taxing authority.

**Figure ED-3**



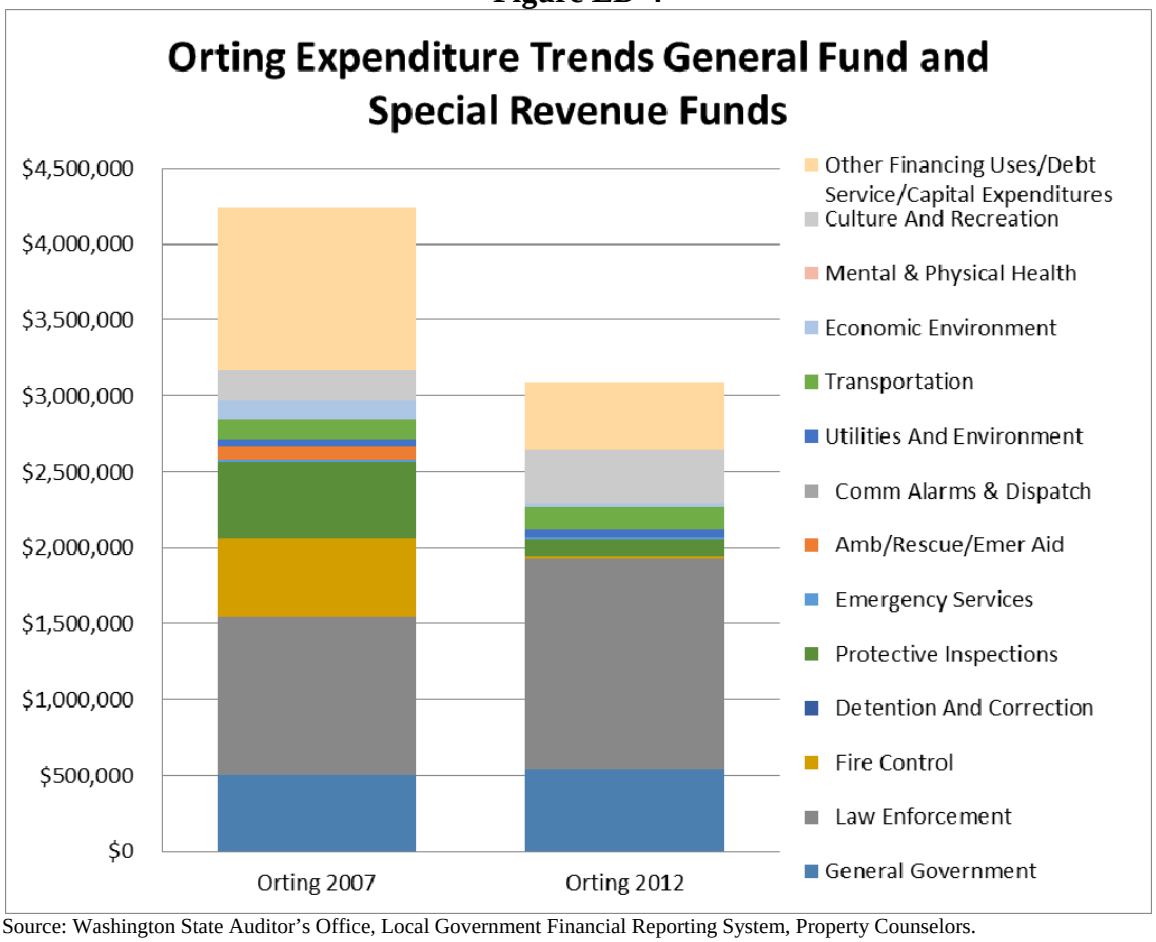

Source: Washington State Auditor's Office, Local Government Financial Reporting System, Property Counselors.

**Table ED-10**
**City of Orting Revenue and Expense Trends**
**General Fund and Special Revenue Funds**

| | Orting 2007 | Orting 2012 |
|---|---|---|
| **All Revenues** | | |
| **Taxes** | | |
| General Property Taxes | $1,045,824 | $679,894 |
| Retail Sales & Use Taxes | 785,665 | 563,983 |
| InterfundTaxes | | 0 |
| Business Taxes | 93,999 | 638,446 |
| Excise Taxes | 226,818 | 211,027 |
| Other Taxes | | |
| Subtotal: | 2,152,306 | 2,093,350 |
| **Licenses & Permits** | 546,710 | 243,897 |
| **Intergovernmental Revenues** | 459,602 | 394,194 |
| **Charges for Goods and Services** | 662,785 | 271,115 |
| **Fines & Penalties** | 54,924 | 76,543 |
| **Miscellaneous Revenues** | 205,483 | 160,946 |
| **Other Financing Sources** | 133,000 | 3,000 |
| **Total:** | $4,214,810 | $3,243,045 |
| | | |
| **All Expenditures/Expenses** | | |
| | **Orting 2007** | **Orting 2012** |
| **General Government** | $506,928 | $539,906 |
| **Public Safety** | | |
| Law Enforcement | 1,040,914 | 1,392,332 |
| Fire Control | 517,826 | 16,888 |
| Detention And Correction | | 0 |
| Protective Inspections | 502,473 | 106,625 |
| Emergency Services | 10,423 | 13,184 |
| Amb/Rescue/Emer Aid | 87,040 | 0 |
| Comm Alarms & Dispatch | 0 | 0 |
| Subtotal: | 2,158,676 | 1,529,029 |
| **Utilities And Environment** | 49,392 | 46,344 |
| **Transportation** | 133,019 | 150,208 |
| **Economic Environment** | 124,442 | 26,033 |
| **Mental & Physical Health** | 1,287 | 1,615 |
| **Culture And Recreation** | 193,554 | 348,681 |
| **Other Financing Uses/Debt Servi** | 1,077,694 | 449,455 |
| **Total:** | $4,244,992 | $3,091,271 |
| | | |
| Source: WA State Auditor, Local Government Financial Reporting System, Property Counselors. | | |

**Figure ED-4** presents operating expenditures for the same period. Expenditures dropped over the period, largely due to the transfer of fire control to the fire district. Public safety - primarily law enforcement - represents over half of total operating expenditures. Culture and Recreation grew significantly, General Government expenditures grew somewhat, and Economic Environment-including planning and community development- declined over the period as development activity slowed.

**Figure ED-4**




Source: Washington State Auditor's Office, Local Government Financial Reporting System, Property Counselors.

LGFRS data can also be used in a comparison of Orting to other communities. The Association of Washington Cities (AWC) has a classification scheme for cities based on size, property value, activity, growth, and geography (west or eastern Washington). Orting is classified as an Urban Outskirt city based on its small size, moderate property value, moderate commercial activity, and moderate growth. **Table ED-11** compares per capita revenues and expenditures for Orting and the Urban Outskirts cluster in western Washington. Orting has relatively low per capita revenues in all revenue categories.

**Table ED-11**
**Comparison of Per Capita Revenue and Expenses for General Fund and Special Revenue Funds**
**Orting and AWC Urban Outskirts Western Washington 2012**

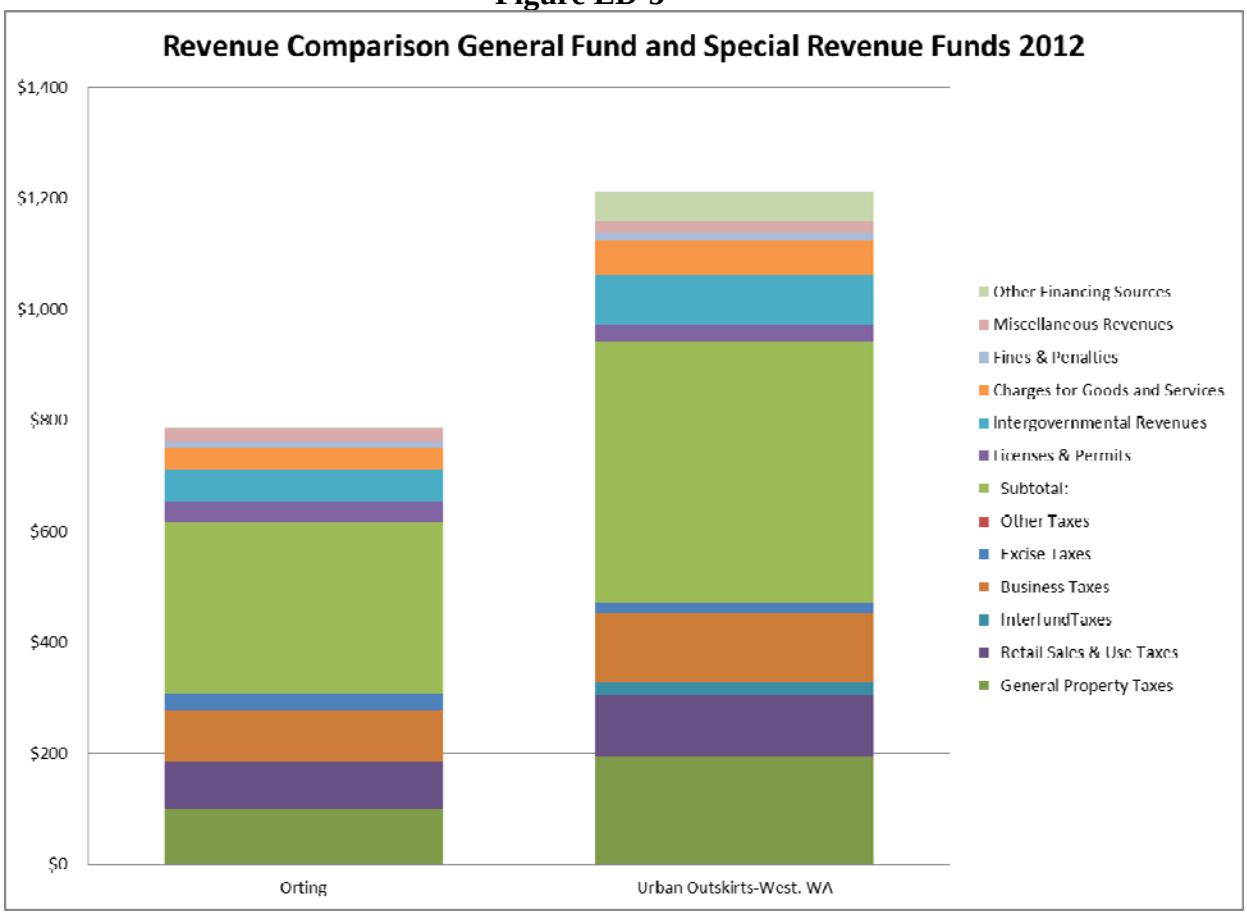
| | Orting | Urban Outskirts-West. WA |
|---|---|---|
| **All Revenues per Capita** | | |
| **Taxes** | | |
| General Property Taxes | $100 | $194 |
| Retail Sales & Use Taxes | 83 | 113 |
| InterfundTaxes | 0 | 22 |
| Business Taxes | 94 | 124 |
| Excise Taxes | 31 | 19 |
| Other Taxes | 0 | 1 |
| Subtotal: | 308 | 472 |
| **Licenses & Permits** | 36 | 29 |
| **Intergovernmental Revenues** | 58 | 89 |
| **Charges for Goods and Services** | 40 | 64 |
| **Fines & Penalties** | 11 | 14 |
| **Miscellaneous Revenues** | 24 | 21 |
| **Other Financing Sources** | 0 | 52 |
| **Total:** | $478 | $739 |
| | | |
| **All Expenditures/Expenses per Capita** | | |
| **General Government** | $80 | $143 |
| **Public Safety** | | |
| Law Enforcement | 205 | 217 |
| Fire Control | 2 | 66 |
| Detention And Correction | 0 | 13 |
| Protective Inspections | 16 | 8 |
| Emergency Services | 2 | 2 |
| Amb/Rescue/Emer Aid | 0 | 18 |
| Comm Alarms & Dispatch | 0 | 10 |
| Subtotal: | 225 | 334 |
| **Utilities And Environment** | 7 | 18 |
| **Transportation** | 22 | 61 |
| **Economic Environment** | 4 | 31 |
| **Mental & Physical Health** | 0 | 0 |
| **Culture And Recreation** | 51 | 39 |
| **Other Financing Uses/Debt Service/Ca** | 66 | 50 |
| **Total:** | $455 | $676 |
| | | |
| Source: WA State Auditor, Local Government Financial Reporting System, Property Counselors. | | |

On the expenditure side, the City has total per capita expenditures lower than the other urban outskirts. However, some of those cities provide fire protection. Orting

law enforcement expenditures are comparable to the other cities. Culture and recreation expenditures are higher on a per capita basis.

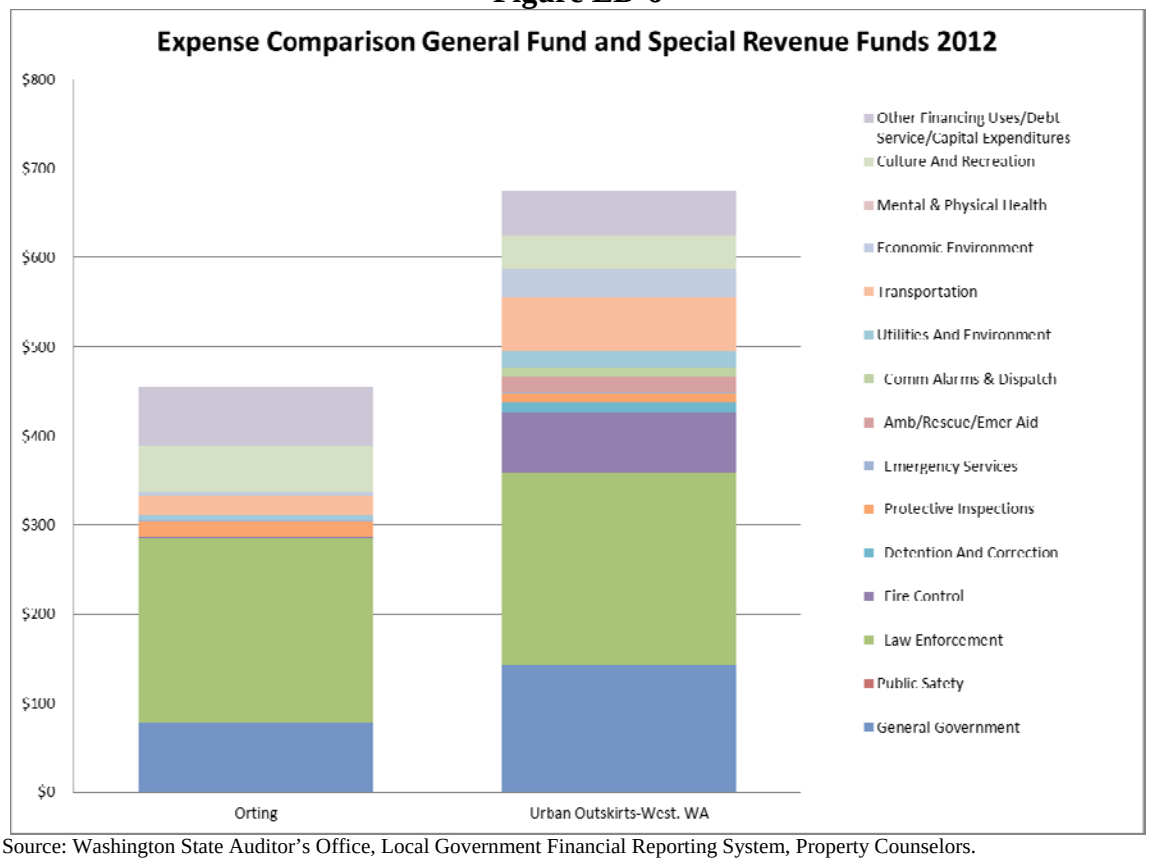
These relationships are shown graphically in **Figures ED-5** and **ED-6** for revenues and expenditures respectively.

**Figure ED-5**




Source: Washington State Auditor's Office, Local Government Financial Reporting System, Property Counselors.

**Figure ED-6**




Source: Washington State Auditor's Office, Local Government Financial Reporting System, Property Counselors.

## Competitive Position

Given the characteristics of the City described in the preceding profile, the City's competitive position can be summarized in terms of strengths, weaknesses, opportunities and threats.

### Strengths

The strong recent population growth can create demand for additional business.

The strong growth in Puget Sound region creates demand for visitor activities and regional business opportunities.

The physical setting of Orting makes it attractive as a place to live, work, and visit.

The City has utility service capacity to serve additional development.

The City has underdeveloped land that can accommodate residential or commercial/industrial growth.

The City has an established Downtown with a clear town center.

The City is surrounded by farms that appeal to the increasing interest in agri-tourism.

## Weaknesses

There are natural barriers that serve to isolate the City, specifically rivers and plateaus.

Transportation access and capacity is limited, with a two lane arterial through town, and a two lane arterial serving the area to the west.

There are few publicized visitor attractions in the City. The City has a wonderful view of Mount Rainier, but it isn't on any of the main routes to Park entrances.

Few of the agri-tourism attractions are located within the city itself.

## Opportunities

The City can fill some of the gaps in its businesses mix and recapture lost retail sales.

The City can increase its stature as a visitor destination, particularly as the center of the Orting Valley agricultural hub.

The interest of residents and visitors in pedestrian scale shopping districts enhances the potential for small communities with established downtowns.

Growth and development throughout the region creates demand for development in secondary markets.

Growth and development will strengthen the city's tax base and its ability to fund desired public services and facilities.

Tehaleh, the master planned community on the plateau to the east, will gain increasing attention, and provide a higher profile for Orting, if not additional retail sales.

## Threats

The established retail centers in Bonney Lake and Puyallup South Hill will continue to attract spending activity outside the City.

Tehaleh may attract some of the employers that might otherwise consider Orting.

The small tax base of the city limits the ability to fund desired public services and facilities.

The lahar hazard threat may discourage some investment.

In summary, the City's competitive position is that of a small community offering an alternative to urban settings with scarce land, higher prices, and limited natural amenities.

## Retail Market Potential

### Types of Retail Development

Retail development occurs in stand-alone buildings or shopping centers. Shopping centers fall into several categories, which differ according to the number and type of stores, the amount of space and site area, and the size of the market area, both in terms of population and distance. **Table ED-12** summarizes the characteristics of the major types of shopping centers. Pioneer Village in Orting is an example of a neighborhood shopping center. Fred Meyer in Bonney Lake is an example of a community shopping center. South Hill Mall in Puyallup is a regional mall.

The market area for Orting retail is an area determined by natural boundaries, transportation routes, location of residential development, and location of competition. The market area for Orting is an area that extends beyond city boundaries to the south and west along the Orting Kapowsin Highway to 224$^{th}$, to McMillin on the north, and to the Puyallup River to the east. The population of this area is estimated to be 13,600 currently as presented in the profile section. With projected growth of 2.2-percent per year over the next 20 years, it could reach 21,200 by 2033. The current population is at the lower end of the range for a neighborhood shopping center. The projected population would fall within the middle of that range.

**Table ED-12**
**Types of Shopping Centers**

| | | | |
|---|---|---|---|
| **Neighborhood Shopping Center** | | **Off-Price Center** | |
| Anchors | Supermarket and drug store | Anchors | Off-price/discount store |
| Number of Stores | 10-40 stores | Number of Stores | 20-60 |
| Total Retail Space | 30,000-100,000 square feet | Total Retail Space | 100,000-500,000 square feet |
| Site Area | 3-10 acres | Site Area | 5-15 acres |
| Market Area Population | 10,000-30,000 people | Market Area Population | 80,000-250,000 square feet |
| Market Area Radius | 1-3 miles | Market Area Radius | 6-15 miles |
| **Community Shopping Center** | | **Specialty Center** | |
| Anchors | Junior department or discount store | Anchors | Specialty/theme retailer(s) |
| Number of Stores | 25-80 stores | Number of Stores | varies widely |
| Total Retail Space | 100,000-450,000 square feet | Total Retail Space | varies widely |
| Site Area | 10-30 acres | Site Area | varies widely |
| Market Area Population | 30,000-75,000 people | Market Area Population | varies widely |
| Market Area Radius | 3-8 miles | Market Area Radius | varies widely |
| **Regional Shopping Center** | | **Outlet Center** | |
| Anchors | 1 or 2 full-line department stores | Anchors | Manufacturer's outlet stores |
| Number of Stores | 50-100 stores | Number of Stores | 30-100 stores |
| Total Retail Space | 300,000-750,000 square feet | Total Retail Space | 200,000-800,000 square feet |
| Site Area | 30-50 acres | Site Area | 20-50 acres |
| Market Area Population | 100,000-250,000 people | Market Area Population | 200,000-600,000 square feet |
| Market Area Radius | 8-15 miles | Market Area Radius | over 50 miles |
| **Super-Regional Shopping Center** | | **Power Center** | |
| Anchors | 3 or more full-line department stores | Anchors | Large warehouse/discount retailers |
| Number of Stores | 100-300 stores | Number of Stores | 10-20 stores (mainly large retailers) |
| Total Retail Space | 600,000-2,000,000 square feet | Total Retail Space | 250,000-800,000 square feet |
| Site Area | 40-100 acres | Site Area | 20-50 acres |
| Market Area Population | 250,000-600,000 people | Market Area Population | 250,000-500,000 square feet |
| Market Area Radius | 12-50 miles | Market Area Radius | 12-50 miles |
| **Strip Retail Center** | | **Sources:** | |
| Anchors | Convenience Grocery | Urban Land Institute, Dollars and Cents of Shopping Centers | |
| Number of Stores | 3-20 stores | Property Counselors | |
| Total Retail Space | 10,000-30,000 square feet | | |
| Site Area | 1-3 acres | | |
| Market Area Population | under 20,000 people | | |
| Market Area Radius | under 2 miles | | |

## Leakage

Retail leakage is defined as the difference between market area spending and actual retail sales. **Table ED-13** provides a leakage analysis for the city of Orting for retail trade and selected service sectors. As shown, market area spending in these sectors of $133 million greatly exceeds Orting gross receipts of $70 million. The difference of $63 million is net leakage.

The major categories of leakage are motor vehicles and parts, general merchandise, miscellaneous retailers, gas stations/convenience stores, drug/health, apparel/accessories, and food services.

## Table ED-13
## Retail Sales Analysis
## Retail Sales Analysis – Net Leakage

| | Orting Sales | | | Est. Orting Resident Spending | | Est. 2013 |
|---|---|---|---|---|---|---|
| | Taxable 2013 | Tax/Gross | Est. 2013 Gross | Per Capita | Total | Leakage |
| **Retail Trade** | | | | | | |
| Motor Vehicles & Parts | $131,711 | 77.8% | $169,388 | $2,700 | $18,711,162 | $18,541,774 |
| Furniture & Home Furnishing | 1,111,741 | 91.2% | 1,219,194 | 371 | 2,571,086 | 1,351,891 |
| Electronics & Appliances | 1,305,151 | 81.0% | 1,610,488 | 665 | 4,605,126 | 2,994,638 |
| Building Materials, Garden Equip & Supplies | 3,885,178 | 93.9% | 4,136,217 | 886 | 6,142,281 | 2,006,063 |
| Food & Beverage Stores | 6,365,630 | 24.7% | 25,789,102 | 2,402 | 16,646,533 | (9,142,569) |
| Drug/health Stores | 252,886 | 30.1% | 839,207 | 928 | 6,430,133 | 5,590,927 |
| Gas Stations & Convenience Stores W/pumps | 1,853,294 | 15.4% | 12,013,280 | 1,721 | 11,927,883 | (85,398) |
| Apparel & Accessories | 360,708 | 81.7% | 441,768 | 830 | 5,749,880 | 5,308,112 |
| Sporting Goods, Toys, Book & Music Stores | 4,155,128 | 85.7% | 4,849,678 | 433 | 2,998,329 | (1,851,350) |
| General Merchandise Stores | 246,065 | 47.2% | 521,293 | 3,721 | 25,784,129 | 25,262,836 |
| E-commerce & Mail Order | 1,412,215 | 52.7% | 2,679,194 | 554 | 3,842,231 | 1,163,037 |
| Miscellaneous Retailers | 3,420,502 | 73.7% | 4,642,973 | 1,248 | 8,647,478 | 4,004,505 |
| Total Retail Trade | $24,500,209 | 41.6% | $58,911,784 | $16,458 | $114,056,250 | $55,144,467 |
| **Selected Services** | | | | | | |
| Arts, Entertainment & Recreation | $347,755 | 93.1% | $373,391 | $217 | $1,501,602 | $1,128,211 |
| Accommodations | 0 | 95.4% | - | - | 0 | |
| Food Services | 8,518,334 | 96.3% | 8,842,367 | 1,862 | 12,900,287 | 4,057,920 |
| Repair & Maintenance | 958,632 | 84.0% | 1,141,875 | 530 | 3,672,514 | 2,530,639 |
| Personal Services | 273,639 | 92.1% | 297,050 | 178 | 1,234,167 | 937,117 |
| Total Selected Services | $10,098,360 | 94.8% | $10,654,683 | $2,786 | $19,308,570 | $8,653,887 |
| | | | | | | |
| Total Retail Trade and Selected Services | $34,598,569 | 49.7% | $69,566,467 | $19,245 | $133,364,820 | $63,798,353 |
| | | | | | | |
| Source: WA State Department of Revenue Quarterly Business Review, Property Counselors. | | | | | | |

## Retail Inventory

The retail inventory of Orting and surrounding area consists of a mix of shopping centers, a concentration of individual buildings, highway-oriented strip development, and stand-alone facilities. **Tables ED-14 and ED-15** summarize the characteristics of existing shopping centers in Orting and the surrounding area, respectively.

### Table ED-14 Retail Centers in Orting

| | Type of Center | Year Built | Size (sq. ft.) | Anchor Tenant | Vacancy | Asking Rent /sq. ft. |
|---|---|---|---|---|---|---|
| Pioneer Village | Neighborhood | 2000 | 71,500 | Safeway | 16% | $20 to $22 |
| Orting Depot | Strip | 2006 | 5,764 | Fast Food | 28% | $24 |

Source: Commercial Brokers Association, Property Counselors

**Table ED-15**
**Retail Centers in Surrounding Communities**

| | Address | Type of Center | Year Built | Size | Anchor Tenant |
|---|---|---|---|---|---|
| **Sumner** | | | | | |
| Fred Meyer | E. Main St. | Community | 2003 | 186,000 | Fred Meyer |
| Winco Center | 166th & SR 410 | Neighborhood | 2009 | 98,036 | Winco |
| | | | | | |
| **Bonney Lake** | | | | | |
| Grocery Outlet | 166th & SR 410 | Neighborhood | 1955/1990 | 25,914 | Grocery Outlet |
| Target | 192nd & SR 410 | Community | 2004 | 121,842 | Target |
| Market at Lake Tapps | 192nd & SR 410 | Community | 1989/1992 | 172,000 | Walmart |
| Lowe's | 198th & SR 410 | Community | 2008 | 119,327 | Lowe's |
| Fred Meyer | 211th & SR 410 | Community | 1996 | 120,000 | Fred Meyer |
| Home Depot | 214th & SR 410 | Community | 2006 | 115,000 | Home Depot |
| Bonney Lake Village | 214th & SR 410 | Community | 1989 | 150,000 | Safeway<br>Ben Franklin |
| Bonney Lake Center | 198th & SR 410 | Neighborhood | 2001 | 99,000 | Albertsons (closed) |
| | | | | | |
| **Graham** | | | | | |
| Graham Towne Center | 224th & SR 161 | Community | 1984/2000 | 128213 | Safeway<br>Ace Hardware |

Source: Commercial Brokers Association, Pierce County Assessor, Property Counselors.

The primary retail center in Orting is the Pioneer Village, a 71,500 square foot center anchored by Safeway. Bonney Lake to the north features three community scale retailers within 10 miles of Orting: Fred Meyer, Wal-Mart and Target. Puyallup South Hill Mall features the same community scale retailers, as well as the anchor tenants of the South Hill Mall. The presence of this competitive development in close proximity has hurt Orting's ability to attract this type of tenant.

## Projected Demand

Future growth in retail levels will come from recapture of leakage, increased trade area resident spending, and increased visitor spending. The method for estimating increased resident spending involves the following assumptions.

- Trade area population growing to 21,200 by 2033.
- Per capita spending estimated at average levels for State with 1-percent real growth per year. Increases in capture rates by Orting businesses in food and beverage, drug and health, sporting goods/toys/books/music, and food services.
- Retail development estimated from sales per square foot factors for each sector.

Visitor spending is estimated from average daily visitor spending factors updated from the State's 1997 Visitor Profile.

| | | |
|---|---|---|
| Restaurants | $16.65 | /visitor/day |
| Groceries | 4.60 | |
| Transportation | 10.25 | |
| Recreation | 6.65 | |
| Shopping | 20.00 | |
| Other | .50 | |
| **Total** | **$58.65** | |

The number of annual visitors could vary over a wide range. Mount Rainier attracts 2 million visitors per year, with most visitors entering from the Nisqually River entrance. The City of Leavenworth attracts an estimated one million visitors per year. For purposes of this analysis, 500,000 annual visitors is considered a useful benchmark for estimating potential visitor spending. Assuming three-fourths of those are new visitors who don't currently shop in Orting, the average visitor spending factors above can be applied to 375,000 new visitors.

The projected increase in spending, sales, and supportable retail development is summarized in **Table ED-16**. As shown, the assumed increased sale would support 241,000 square feet of new development, approximately 300-percent of the amount of space in Pioneer Village. Total potential spending of $296 million is made up of increased trade area spending (70-percent), leakage recapture (22-percent), and increased visitor spending (8-percent). The City is projected to capture 27-percent of the total.

## Table ED-16
## Orting Market Area
## Summary of Retail Potential

| | Recapture Leakage | Resident Spending Grwth 2013-2033 | Growth Visitor Spending | Total Potential Spending | Projected Sales Capture 2013-2033 | Supportable Development 2013-2033 |
|---|---|---|---|---|---|---|
| **Retail Trade** | | | | | | |
| Motor Vehicles & Parts | 18,541,774 | 29,519,925 | - | 48,061,699 | 153,014 | 153 |
| Furniture & Home Furnishing | 1,351,891 | 4,056,309 | - | 5,408,201 | 1,101,343 | 4,405 |
| Electronics & Appliances | 2,994,638 | 7,265,341 | - | 10,259,979 | 1,454,813 | 5,819 |
| Building Materials, Garden E | 2,006,063 | 9,690,455 | - | 11,696,518 | 3,736,397 | 12,455 |
| Food & Beverage Stores | (9,142,569) | 26,262,635 | 1,725,000 | 18,845,065 | 28,774,290 | 47,957 |
| Drug/health Stores | 5,590,927 | 10,144,589 | - | 15,735,516 | 1,561,985 | 5,207 |
| Gas Stations & Convenience | (85,398) | 18,818,190 | 3,843,750 | 22,576,543 | 14,695,786 | 58,783 |
| Apparel & Accessories | 5,308,112 | 9,071,378 | - | 14,379,490 | 399,065 | 1,596 |
| Sporting Goods, Toys, Book | (1,851,350) | 4,730,355 | - | 2,879,005 | 4,667,430 | 18,670 |
| General Merchandise Stores | 25,262,836 | 40,678,691 | - | 65,941,527 | 470,903 | 1,884 |
| E-commerce & Mail Order | 1,163,037 | 6,061,750 | - | 7,224,787 | 2,420,214 | |
| Miscellaneous Retailers | 4,004,505 | 13,642,815 | 7,500,000 | 25,147,319 | 11,694,168 | 46,777 |
| Total Retail Trade | 55,144,467 | 179,942,433 | 13,068,750 | 248,155,649 | 71,129,407 | 203,705 |
| | | | | | | |
| **Selected Services** | | | | | | |
| Arts, Entertainment & Recrea | 1,128,211 | 2,369,023 | 2,493,750 | 5,990,984 | 2,530,795 | 12,654 |
| Food Services | 4,057,920 | 20,352,318 | 6,243,750 | 30,653,987 | 7,248,171 | 24,161 |
| Repair and Maintenance | 2,530,639 | 5,793,994 | | 8,324,633 | 113,288 | 566 |
| Personal Services | 937,117 | 1,947,100 | - | 2,884,217 | 36,035 | 180 |
| Subtotal | 8,653,887 | 30,462,434 | 8,737,500 | 47,853,821 | 9,928,289 | 37,561 |
| Total Retail and Selected Ser | 63,798,353 | 210,404,867 | 21,806,250 | 296,009,470 | 81,057,696 | 241,267 |

The amount of supportable space would be greater if the City could capture greater market share in any of the categories. In general, a trade area of 21,200 is not large enough to support community scale retail development (such as Fred Meyer or Target). Until the City can support that type of development, it will continue to achieve similar market shares as the current ones. If there were a convenient transportation link across the river to the east to connect with Cascadia, the trade area population could support additional growth.

Generally, the type of retail development that is supportable includes:

- Grocery: another major grocer
- Gas and Convenience; several such businesses
- Misc. Retail and Apparel: various specialty retail businesses
- Food Services: a variety of local and national restaurant outlets

# Office and Industrial Market Potential

## Office Market Conditions

The office market in Orting primarily houses local-serving office tenants. Tenants such as doctors and dentists, finance, insurance, real estate offices, and various business services locate near the population they serve. However, Orting is also part of the larger Tacoma/Fife and regional office markets that may provide additional opportunities for growth over time. The office market in Pierce County is stronger at this time than in the recent past as the Tacoma CBD has successfully backfilled some large vacant spaces. The Puyallup submarket also has higher occupancy than in the past. Rents are somewhat lower than the total submarket, but there has been absorption in the past year.

**Table ED-17**
**Puget Sound Region Office Market Conditions**
**First Quarter 2014**

| | Building Sq. Ft. | Vacancy | Asking Rent $ / sq. ft. /yr* | Last 4 Quarters Absorption |
|---|---|---|---|---|
| Downtown Seattle | 43,583,080 | 12.8% | $33.69 | 972,196 |
| Seattle Close-In | 5,318,422 | 20.1% | $27.54 | (35,920) |
| Southend | 10,044,951 | 21.0% | $22.13 | (25,716) |
| Eastside | 29,956,081 | 13.8% | $30.61 | (75,301) |
| Northend | 4,469,646 | 20.7% | $24.28 | 70,789 |
| Tacoma/Fife | | | | |
| Tacoma CBD | 2,856,552 | 13.1% | $24.82 | 288,943 |
| Tacoma Suburban | 1,186,039 | 8.7% | $21.85 | 38,980 |
| Fife | 213,994 | 11.8% | $24.00 | 5,067 |
| Puyallup | 456,997 | 12.7% | $22.54 | 64,592 |
| Dupont | 364,020 | 0.0% | | - |
| Subtotal | 5,077,602 | 11.1% | $24.18 | 397,582 |
| Total | 98,449,782 | 14.6% | $29.97 | 1,303,630 |

* Fully serviced, landlord pays expenses.

Source: CBRE Research, First Quarter 2014.

General office space and medical/dental office space in Orting and the nearby area is summarized in **Table ED-18**.

**Table ED-18**
**Area Office Buildings**

| Office | Address | Year Built | Size Sq. Ft. | Space Available (Sq. Ft.) | Asking Rent* |
|---|---|---|---|---|---|
| Lake Place Professional Business Center | 8412 Myers Rd. Bonney Lake | 2000 | 16104 | 11418 | $16.00 |
| Rainier Professional Plaza | 182nd & SR 410 Bonney Lake | 2003 | 32448 | 3183 | $17.00 |
| Armada Plaza | Bonney Lake | 2006 | 7061 | 2553 | $16.50 |
| Bonney Lake Medical Office Building | 10004 204th E. Bonney Lake | 2011 | 59468 | 1725 | $31.00 |
| Windermere Building | 180th & SR 410 Bonney Lake | 2000 | 12275 | 2000 | $22.80 |
| Gaham Business Center | 21723 103rd Ct E. Graham | 2004 | 15000 | 2250 | $11.00 |
| | | | | | |
| * Net Rent, Tenant pays expenses. | | | | | |
| | | | | | |
| Source: Commercial Brokers Association, Loopnet. | | | | | |

With the exception of the Medical Office Building and the Windermere Building, the buildings shown are asking for rents that are well below the average for Tacoma/Fife, and well below the levels necessary to support the cost of new construction. There are no new office buildings in Orting to house the businesses supporting the increased local population.

## Industrial Market Conditions

The industrial market in Orting is part of the larger North Pierce County and South King County industrial markets. Current market conditions in Pierce County are summarized in **Table ED-19**. Overall vacancy rates are low and absorption has been strong over the last year, particularly in Pierce County.

Rents vary by type of space. Hi Tech space captures the highest rents, followed by Office/Showroom, and Manufacturing/Warehouse/Distribution.

## Table ED-19
## South King and North Pierce County Industrial Market Conditions – First Quarter 2014

| | | | | Average Net Rental Rate, $ / sq. ft. / mo.* | | | |
|---|---|---|---|---|---|---|---|
| | Building Sq. Ft. | Vacancy | Last 4 Quarters Absorption | Hi tech | Manufacturing | Office Showroom | Warehouse Distribution |
| South King County | | | | | | | |
| SeaTac | 3,333,577 | 10.2% | (34,252) | | | $0.79 | $0.53 |
| Tukwila | 12,329,507 | 8.9% | (112,100) | $2.50 | | $0.62 | $0.51 |
| Renton | 14,750,603 | 2.0% | 455,705 | | $0.30 | $0.66 | $0.43 |
| Kent | 42,810,388 | 9.7% | 345,287 | | $0.46 | $0.63 | $0.37 |
| Auburn | 25,972,742 | 4.8% | (378,041) | | $0.35 | $0.45 | $0.39 |
| Subtotal | 99,196,817 | 7.2% | 276,599 | $2.50 | $0.42 | $0.63 | $0.40 |
| North Pierce County | | | | | | | |
| Sumner | 11,796,843 | 7.8% | 722,593 | | | $0.48 | $0.37 |
| Puyallup | 8,204,122 | 3.5% | 284,482 | $1.33 | $0.25 | | $0.44 |
| Fife/Milton | 10,223,820 | 8.2% | (139,107) | | $0.37 | $0.73 | $0.49 |
| Subtotal | 30,224,785 | 6.8% | 867,968 | $1.33 | $0.33 | $0.63 | $0.38 |
| Total | 129,421,602 | 7.1% | 1,144,567 | $1.36 | $0.40 | $0.63 | $0.40 |

* Net Rent, Tenant pays expenses.

Source: CBRE Research, First Quarter 2014.

The market for industrial land mirrors the market for industrial buildings. The industrial areas along the major freeways have traditionally experienced strong industrial demand. The Frederickson area between Orting and Tacoma developed more slowly, largely because of its distance from the Port and the freeways. The area has been attractive to large industrial users needing rail. Major tenants in the area include Boeing, Toray Composites (which provides materials to Boeing) and several building materials suppliers. The other major industrial area in eastern Pierce County is off SR 167 in Sumner. There are industrial parcels available off SR 410 in Bonney Lake and SR 161 in Graham.

There is industrial development in the Orting area as shown in **Table ED-15**. These industrial tenants demonstrate that relatively remote sites can be attractive for large development, particularly if they are served by rail as is the case with the McMillin Park of Industry. There is a 19.3 acre site available in McMillin. 10.8 acres are usable, but can only be used as construction storage. The asking price for this property is $3.00 per square foot.

**Table ED-20**
**Area Industrial Facilities**

| Identification/Location | Site Area (acres) | Year Built | Size (sqft) |
|---|---|---|---|
| McMillin Park of Industry<br>SR-162 and 136th St. | | | |
| Commencement Bay Corrugated | 19 | 1985 | 222,089 |
| Tubular Steel | 20 | 2001 | 72,000 |
| Morrow Equipment | 3 | 1974 | 15,680 |
| | | | |
| Hobart Bakery Systems – Baxter | 20 | 1972/97 | 132,000 |
| 19220 SR-162 | | | |

Sources: Property Counselors, MetroScan, Commercial Brokers Association

## Potential Demand

The potential demand for office and industrial development is affected by several factors:

- The growth in population, as it affects demand for local serving office.
- The increased scarcity of large industrial sites in the County.
- The attractive natural setting of Orting, as a draw for back office functions that don't need to be in expensive urban settings.

The magnitude of this demand can be estimated.

**Local Serving Office –** The existing service sector employment in Orting could support 72,000 square feet of office development. Over time this demand could support 3,600 square feet of new local serving office space per year assuming growth and replacement. This space could be located throughout the City in retail complexes, Downtown buildings, or new commercial sites.

**Regional Serving Office –** Location of such businesses is often a serendipitous event, as the CEO of a company desires to be close to his home or a recreation site. Otherwise, the location decision is the result of a competitive selection process, as in the case of several call centers or back office operations in the region.

**Industrial Sites –** Large industrial parcels that are served by highway and rail are scarce resources in this region. Orting would be a suitable candidate for industrial uses requiring large sites, but truck and rail access within the city itself are limited. Such development would attract high wage jobs, but the number would be 11 or fewer per acre.

# Tourism Market Potential

The City could serve as the center of agricultural tourism and recreation in the Orting Valley. Such a role requires that the City and its businesses provide facilities and

programs to serve and promote the agricultural and recreational resources within the entire valley. In the case of recreation, such a role could include bicycle and other equipment rentals, organized tours, and events. In the case of agri-tourism, such a role could be centered on a facility that offers a focus and complementary services to existing farms and related attractions.

21 Acres Center for Local Food and Sustainable Living in Woodinville is an example of an enterprise that coordinates and serves a variety of activities within the agri-tourism sector. The 21 Acres Center for Local Food and Sustainable Living in Woodinville, Washington is a nonprofit organization and facility that serves as a learning center and living laboratory focusing on organic agriculture, sustainable living and green building technologies. There are multiple programs and facilities in the Center:

- Certified organic food production
- Year–round indoor farm market and retail store featuring on-site production and processed offerings as well as products from other small local farms. .
- Commercial kitchen provides a variety of services and products for the community.
- Learning Center and Education Program
- Festivals and events
- Facilities for rent.

The 12,000 square foot Leadership in Energy and Environmental Design (LEED) certified platinum building provides classroom, market, kitchen and event space. 21 Acres serves as an example of an enterprise that provides a focus of attention as well as a service to the surrounding agricultural community. 21 Acres was a grass-roots effort that involved partnerships with a variety of private businesses as well as agencies and other non-profit organizations. In the case of Orting, the partners would include growers, retailers, other visitor-related businesses, and manufactures like Hobart who might contribute equipment to a community kitchen.

## Economic Strategies

The results of the preceding analysis suggest three general categories of economic opportunities for the City:

- Expand Tourism
- Expand Local Retail and Service Sectors
- Attract Regional Industrial and Office Development

The remainder of the section identifies several broad strategies for each category.

### Expand Tourism

As presented earlier, the City does not have a high profile as a visitor destination.

## Short-term Strategies

1. Establish list of existing visitor attractions and events.
    - Local farms and food providers.
    - Foothills Trail
    - Fish hatchery
    - Fishing opportunities
    - Historic sites and exhibits
    - Unique stores and restaurants
    - Community events and festivals
    - Access to Mount Rainier
    - Others
2. Identify several visitor itineraries based on combination of activities.
    - 2 hour
    - 4 hour
    - all day
3. Prepare brochures with list of attractions, and a map.
4. Solicit coverage by local travel writers.
5. Continue to participate in the Tacoma Pierce County Convention and Visitors Bureau. Participate in local marketing efforts and publicize local resources in Bureau brochures and website.
6. Organize and promote events and festivals with local themes. Such themes might be agriculture-related such as a public market, Mount Rainier-related, such as a lahar festival, or something related to local history.
7. Coordinate with Mt. Rainier National Park and other gateway communities to identify potential events and marketing efforts.

## Intermediate Term Strategies

1. Solicit visitor-related facilities and private businesses:
    - Non-profit food production and product center.
    - Recreation, equipment sales, rental, and programs.
    - Arts and crafts studios and galleries.
    - Restaurants and food-related processing.
2. Solicit operators of overnight accommodations: motel, RV park or campground.

3. Invest in signage to provide way-finding and unified appearance.
4. Identify potential new visitor attractions such as lahar interpretive center.
5. Develop recreation facilities along rivers to provide access and gathering spaces.

## Expand Local Retail and Service Sectors

As presented earlier, the City experiences a large amount of leakage of trade area residential spending to other communities.

### Short-term Strategies

1. Identify suitable sites in the City. Suitable sites are those with highway visibility and access, ten or more acres (for shopping center or large retailer) or distinctive location on the park.
2. Zone suitable property for such use, subject to overall market demand and City priorities.
3. Compile information on available sites: ownership, zoning, availability of utilities, traffic counts, and trade area demographics.
4. Work with local businesses to facilitate their expansion.
5. Organize members of local business community to solicit potential new businesses. It's often productive to solicit owners of businesses in the region (or elsewhere in the County) to open a second store in a nearby community. Local businesses are often familiar with the businesses and owners and can make these contacts.
6. Work with local end real estate brokerage community to promote sites. These representatives have the best contacts with regional retail developers, and regional/national retail businesses.

### Intermediate Term Strategies

1. Promote regional development of major transportation routes such as the cross base highway and widening of SR 162. Such transportation links can effectively expand the trade area by facilitating traffic movement into Orting.

## Attract Regional Office Industrial Employers

As presented earlier, there is an increasing scarcity of large sites (20 acres or greater) for industrial and large office employers. Communities that previously were considered too far from population centers and highway routes are now more attractive.

### Short-term strategies

1. Identify suitable sites in the City or nearby. Suitable sites are those 5 acres or greater with few development constraints and available utilities.

2. Zone suitable properties for such use, subject to overall market demand and City priorities.
3. Compile information on available sites: ownership, zoning, availability of utilities, transportation access, financial terms, and map or aerial photos.
4. Coordinate with Port of Tacoma and Washington Department of Community Trade and Economic Development to make site information available to potential users. Include site data in Choose Washington Database. Work with Port of Tacoma economic development staff to identify leads.
5. Organize local business community response team to pursue inquiries regarding economic opportunities. Members of this team may identify unique opportunities such as current or past residents who have enterprises that they would like to locate in an attractive small community like Orting.

### Intermediate Term Strategies

1. Promote regional development of major transportation routes such as the cross base highway and widening of SR 162. These projects have the potential to significantly improve the desirability of the local area for major office and industrial sites.

# CAPITAL FACILITIES APPENDIX

## WATER

### SERVICE AREA

Orting's water system is described as a small Group A system. It has four service areas, Harman and Wingate Springs, Central Business District, Northend and west of the Puyallup River along the Orting Kapowsin Highway.

### WATER DEMAND

#### CURRENT WATER DEMAND

As of November 2014, there were 3,176 metered connections in the City's water system. For water demand calculations, the metered connections are converted to Equivalent Residential Units (ERUs) to account for non-residential services. The 3,176 connections are equivalent to 3,376 ERUs. In addition to the metered connections, unaccounted water in Orting's system is estimated to be 600 ERUs. One ERU is equivalent to 238 gallons per day per connection for average use and 524 gallons per day per connection during peak day events. Community water usage exceeds 1,800,000 gallons per day during peak events.

#### PROJECTED WATER DEMAND

Future water demands are calculated by multiplying projected population estimates from the land use element by system ERUs for average and peak day demands. Because the types and extent of anticipated land uses do not differ substantially from the existing types of land uses, it is assumed that future water use patterns will not differ substantially from existing demands. **Table CF-1** presents projections of future water demand.

**Table CF-1**
**Projection of Future Water Demands**

| Year | Projected Household (Equivalent Residential Connections)[1] | Average Daily Water Demand (gallons per day) | Maximum Daily Demand (gallons per day) |
|---|---|---|---|
| 2014 | 3,376 | 803,500 | 1,769,000 |
| 2019 | 3,548 | 844,500 | 1,859,000 |
| 2024 | 3,729 | 887,500 | 1,954,000 |
| 2029 | 3,919 | 933,000 | 2,054,000 |

[1] Population based on County-wide allocation, and on a 2.5-person household size.

## Water Supply

**Table CF-2** describes the proposed improvements to water sources for each service area. Based on the allowable capacity of the sources (the lesser of physical source capacity or water rights), the City's sources are currently capable of delivering instantaneous flow of up to 2,957 gpm and annual flow of up to 2,161 acre-feet. The current system allowable capacity is adequate for the current and projected population through the year 2029. Year 2029 demand projections anticipate an instantaneous flow rate of 1,426 gpm and an annual flow of 1,045 acre-feet, both of which are far below the source capacity. **Table CF-3** illustrates the water rights, physical capacities and allowable use capacity of the City's water sources

**Table CF-2**
**Inventory of Water Sources**

| Service Area | Source | Proposed Improvements | Distribution System |
|---|---|---|---|
| Wingate & Harman Springs | Wingate & Harman Springs | Replace wrapped steel and asbestos-cement distribution mains. Wingate booster pump station upgrades. | 6-12" wrapped steel, ductile iron, and asbestos-cement pipe |
| CBD | Wells #1, #2, #3, and #4 Wingate & Harman Springs | | 2-12" wrapped steel, ductile iron, and asbestos-cement pipe |
| Northend | Wells #1, #2, #3, and #4 Wingate & Harman Springs | | 6-12" ductile iron and PVC pipe |
| West of Puyallup River | Wells #1, #2, and #3 Wingate & Harman Springs | 8" ductile iron connecting Whitehawk to Calistoga E | 8"-12" ductile iron, 9" PVC |

**Table CF-3**
**Capacities of Water Sources**

| Source | Production Rate (GPM) |
|---|---|
| Well #1 | 500 |
| Well #2 | 300 |
| Harman Springs | 72 |
| Wingate Spring | 250 |
| Well #3 | 650 |
| Well #4 | 1185 |
| **Total** | **2,957** |

## Water Storage and Transmission

The total existing water storage capacity of the Orting water system is 1,958,600gallons. Each of the three spring sites is equipped with a concrete reservoir storage tank with capacities as follows: Lower Harman (190,000), Upper Harman (92,700), and Wingate (125,900). The lower Harman reservoir was replaced in 2003 with a 190,000 gallon tank to account for storage losses at the Boatman facility. Boatman Springs, which was once a source of supply for the City, has been disconnected from the distribution system. Well #1 has a 550,000 gallon concrete reservoir, and Well #4 has a 1-million gallon concrete reservoir.

Storage analysis indicates the City's existing storage facilities are sufficient. The addition of the 1-million-gallon North End Reservoir at Well #4 to the water system currently provides an excess storage capacity of over 500,000 gallons. At build-out conditions, the system will have an excess storage capacity of approximately 460,000 gallons. No storage improvements are recommended for the City.

One of the most serious problems with the water system is the leaking of primary transmission pipes. These pipes carry municipal water from the wells and spring sites to the city's customers. The unaccounted water (the difference between quantities of water read at the source meters and consumers' meters) requires considerable city crew time to repair leaks and represents lost revenue potential for future connections. The City is aware that a majority of this water loss occurring in the system is due to aging AC pipe in the distribution systems for Harman and Wingate Springs, located south of town in the upper zone of the system. To better understand the leakage occurring in the upper zone, a flow meter was installed at Well #1, which monitors the amount of water coming from the upper zone into the City limits. In a zero loss situation, the amount of water passing through the flow meter would be the difference between the water produced by Harman and Wingate Springs, and the customer usage along these distribution lines. In actuality, around 4 million gallons of water is unaccounted for each month before it passes through the flow meter. This ranges between 30 and 60-percent of the water produced from these two sources each month. The City has completed design of the water main replacement project along Orville Road, and will move to construction once funding is obtained. In addition, the City has an annual leak detection program in an effort to reduce the quantity of unaccounted water.

## Water Quality

The water supply is chlorinated at all of the sources and is carefully monitored in accordance with State Department of Health and US Environmental Protection Agency standards.

## Needs

The Orting water supply was analyzed on the basis of available storage and the ability of the system to supply fire flows as well as providing domestic needs.

Existing water rights will be adequate for supplying water for the demands of projected populations. The City has completed a number of water right change applications to create a well field so the newly constructed Well #4 can withdraw water utilizing the City's existing water rights. The system is capable of supplying fire flow requirements for single occurrence residential and commercial fires.

The Capital Facilities Program (**Table CF-8**) contains specific water system improvements that have been identified in the water utility master plan. In addition, the plan identifies the need for additional operation and maintenance staffing. The capital improvement projects include:

- Wingate Booster Pump Replacement and Emergency Generator
- Orville Road Main
- Wingate Main
- Downtown Main Replacement
- Meter upgrades to radio read
- Corrin Ave S. Main Replacement
- Bowlin Ave Main Replacement
- Daffodil Main Extension
- Whitehawk Main Extension
- Telemetry System

# Wastewater

## Existing Collection System

Orting's collection system ranges in age from the 1943 "old town" lines to new lines installed in recent subdivisions. The sewer system serves virtually all of the commercial and residential property in the city. As of February 2015, the City's sewer system had 3220 physical connections which is equivalent to approximately 3317 ERUs based upon consumptive meter readings. The system service area covers about 800 acres including the High Cedars golf course community located outside the City limits. At the present time there are no industrial users of the system.

The general slope of the Orting planning area is from the southeast to the northwest, towards the treatment plant. The northern and western portions of the area slope away from the existing treatment plant, creating a need for the pumping of sewage.

The city has five pumping stations One, located at the intersection of Calistoga Street W and the Puyallup River, serves the Soldiers' Home and that portion of service area south of the Puyallup River. The Soldier's Home, housing approximately 180 residents is the major commercial user in the area.

The second pumping station serves the High Cedars Village and Golf Course and discharges to the city sewer system through a 3,100 foot 6-inch diameter forcemain. The system is designed to handle 300 connections in the High Cedars development.

In 2008, the pump station had a total of 180 hookups. The Village Green, Village Crest, and Rainier Meadows pumping stations respectively serve those three developments.

### Wastewater Treatment

The wastewater treatment plant serves all property within the City including the High Cedars Golf Club development and the Soldier's Home.

## Existing Deficiencies

The existing gravity collection system has a serious inflow and infiltration problem due to the aging infrastructure. Inflow is defined as surface water and storm sewer water entering the sanitary sewer system through leaks. The state Department of Ecology has directed the city to correct this problem. Immediate complete correction of infiltration and inflow is not financially feasible making gradual replacement and rehabilitation of the existing sewers the only economic alternative. Replacement and rehabilitation of the existing sewers will take place systematically by removing areas of the system with the greatest inflow and infiltration problems first. In 2008, the City performed a survey of the entire sanitary sewer collection system, which included videotaping and smoke testing. Through this survey, areas of high infiltration and inflow were identified and ranked based on severity. In 2011, the City completed sanitary sewer rehabilitation on Deeded Lane and Whitesell Street, two highly ranked locations identified by the sanitary survey. As of 2015, the City is in the design process for the Eldredge Avenue NW sanitary sewer rehabilitation project. The City continues working to reduce inflow and infiltration and plans to spend approximately $100,000 each year on inflow and infiltration projects.

The current sanitary sewer lift station at the development of High Cedars is approaching its 25-year design life per EPA standards. Furthermore, the High Cedars force main appears to be nearing its useful life. These facilities were installed in the late 1970s, and have exhibited problems within recent years. The force main has broken approximately 10 times over the last 40 years, and the current lift station needs to be brought to current NEC (National Electrical Code) standards, DOE standards for critical facilities, as well as City SCADA (Supervisory Control and Data Acquisition) standards. The City is currently in the final design phase of the High Cedars Force Main and Pump Station Upgrades project, which will replace the sewer force main and provide electrical, mechanical, and structural improvements to the lift station.

Effluent from the wastewater treatment plant currently discharges into the Carbon River just north of the plant through an outfall pipe located 8 feet above the river bottom. Due to concerns over river bar formation in the vicinity of the exposed outfall which prohibit the development of a submerged outfall this side bank discharge will be maintained for all phases of future expansion.

Solids from the treatment process are currently stored in a lagoon facility at the treatment plant site. The City is currently planning to implement solids handling, which will free the lagoon area for other uses.

## Future Wastewater Flows

To project future wastewater flows for Orting, existing treatment plant flows and loadings as well as future collection systems have been evaluated. Total wastewater flows are the sum of residential, commercial and industrial wastewater plus infiltration and inflow. The existing sewer flows are mainly a function of residential flows and infiltration and inflow; industrial and commercial flows are minimal, as described earlier.

The City of Orting General Sewer Plan/Engineering Report Amendment (Parametrix, Inc., 2001) details the methodology for projecting service area population equivalents within the City's urban growth area. **Table CF-4** shows the current population, the wastewater treatment plant design population and the projected build out population.

**Table CF-4**
**Sanitary Sewer Service Area Population Equivalents***

| Region | Population Equivalents | | |
|---|---|---|---|
| | **Current** | **Phase 1** | **Build Out** |
| Residential | 3,723 | 4,312 | 8,025 |
| Commercial | 107 | 370 | 915 |
| High Cedars | 110 | 229 | 475 |
| **Total** | 3,940 | 4,911 | 9,415 |

* Population Equivalent = one individual contributing a typical per capita flow and waste load to the treatment plant.

- Residential: 2.5 population equivalents per dwelling unit
- Commercial: 1,000 population equivalents per 7 acres; 2,000 gallons per acre per day; and 130 gallons per capita per day per population equivalent
- High Cedars: 110 existing dwelling units; 190 dwelling units at build out, for planning purposes only. Actual service is not anticipated.

Source: Parametrix, Inc.

The General Sewer Plan provides more information on the WWTP influent design flows and the rated capacity. The influent design flows are based on the build out condition of 9,415 population equivalents.

To further understand the effect of inflow and infiltration on plant capacity, the City of Orting completed an Infiltration and Inflow Report Update (Parametrix) in 2011. Inflow and infiltration appears to be consistent since the Deeded Ln and Whitesell St sewer rehabilitation project completed in 2011. Continued sanitary sewer rehabilitation and replacement projects should further decrease and stabilize inflow and infiltration in the system.

## Water Reuse

Irrigation of nonfood crops is the least costly, most prevalent potential use of reclaimed water. Irrigation demand could be greater than the dry season maximum month effluent flow of the Orting wastewater treatment plant. Feasible irrigation uses of reclaimed water include the Orting Middle School, Ptarmigan Ridge Elementary,

Gratzer Park, Village Green and Whitehawk Parks, and the Foothills Trail. These uses are estimated to generate ultimate demand for 574 gpm on average and 1,150 gpm for the peak period. Water reuse facilities at the treatment plant and in the Orting Valley will be constructed by the City Sewer Utility. All facilities will be owned and operated by the City.

The Capital Improvements Program (**Table CF-8**) lists planned improvements to the wastewater and water reuse system that are planned for the next 14 years. These improvements include providing solids handling facilities at the treatment plant and development of an extensive water reuse treatment and distribution system. The improvements will also include a facility to treat the solids from future wastewater flows so they can be disposed of more cheaply. Storage of the solids in the on-site lagoon will end as soon as the solids treatment facility is complete. About $12 million worth of improvements are anticipated from now to the year 2020.

## Storm Water

The Pierce County River Improvement's Puyallup River Basin Comprehensive Flood Control Management Plan (1991) refers to Orting as one of the "hot spots" in the study area which has experienced chronic flooding problems and is not adequately protected from the 100 year floods. If a flood on either the Puyallup or Carbon Rivers were to cause levee failure or change their course, they would usually flood and possibly erode adjacent high quality agricultural lands. Potential damage to urbanized areas in Orting is also high if the levees protecting these areas were to fail.

The Puyallup River Basin Comprehensive Flood Control Management Plan identifies the types of potential damage which could occur along the Puyallup River, including the inundation of residential and agricultural lands south of Orting; the inundation of over 100 single family residences plus a power substation in Orting; closure of Calistoga St W, a major arterial in Orting; inundation of River Glen Campground, High Cedars Golf Course and agricultural lands northwest of Orting; and overtopping and possible closure of SR 162 between Orting and McMillan. Specific areas of potential damage along the Carbon River include minor inundation of vacant and agricultural land in Orting.

In 2008, Pierce County completed their Levee Setback Feasibility Study between River Miles 2.6 and 23.3 on the Puyallup River. Information from Pierce County's Setback Levee Feasibility Study was used by the City as the first step in identifying a setback levee project location. Pierce County evaluated setback levee sites using three main goals: 1) Increase floodplain connectivity and flood storage, 2) Re-establish short and long-term geomorphic processes and function, and 3) Maximize aquatic habitat and diversity use. Out of 32 potential setback levee sites, the proposed site in Orting ranked as the second best location for a levee setback on the Puyallup River.

To prevent flooding from the Puyallup River, the City utilized this feasibility study to move forward with the Calistoga Setback Levee project. Between 2008 and 2013, the City worked to acquire property, coordinate with stakeholders, secure grant funding, and design and permit the 1.5-mile long Calistoga Setback Levee. The new levee

was designed to be at least 3-feet above the 100-year base flood elevation to protect the City during large storm events. The project also provides habitat benefits to the River system. Removal of the existing levee reconnects approximately 46 acres of floodplain to the middle Puyallup River, in addition to 55 acres of reconnected side stream/backwater habitat. The project was completed in 2015.

Due to State Department of Ecology (ECY) requirements for reducing non-point sources of pollution in Puget Sound, the City developed mapping and a model of the storm water system in 2002. The City's storm water utility collects fees based on storm water runoff created by impervious surfaces on each parcel within the city. These funds are used to construct needed storm water collection, detention, and treatment facilities. The City has also adopted ECY's Stormwater Management Manual for Western Washington, August 2005 edition, as part of the Orting Municipal Code. All new and redevelopment must comply with the requirements and recommendations in the manual.

## Schools

Orting Public School District No. 344 operates the City's elementary, middle and high school facilities. In May of 2009, the School District adopted the Capital Facilities Plan for 2009-2014 (CFP). The CFP contains an inventory of existing facilities; analysis of student enrollment trends; determination of level of service standards and future capacity demands; and construction and finance plans for proposed facility development. Since the adoption of the CFP, the District has finished remodeling portions of the former middle school campus, for necessary expansion of high school uses, including: physical education, music, performing arts and lunchroom uses. Construction has also been completed of a new football stadium on the new middle school site.

As of September 2014, District facilities include the following:

| School | Location | Capacity |
|---|---|---|
| Orting Primary | 316 Washington Ave N | 440 |
| Ptarmigan Ridge Intermediate | 809 Old Pioneer Way NW | 550 |
| Orting Middle | 111 Whitehawk Blvd | 650 |
| Orting High | 320 Washington Ave N | 600 |
| District Administration | 120 Washington Ave N | NA |

Capacity figures do not include temporary or "portable" classrooms which are currently used to accommodate student enrollment overflows.

These facilities are sited on 124 acres of land within the City limits. In addition, the District owns 23 acres of undeveloped land south of the City.

The District has forecasted enrollment trends for the next six years based on State Office of Public Instruction methods, and assuming that all residential projects for which mitigation agreements have been executed are completed. The forecasts also assume that new residential construction will generate an average 0.725 student per unit. The resulting forecasts for the Year 2014 show elementary enrollment at 991;

middle school enrollment at 540; and high school enrollment at 711. Beyond 2014, the OSPI forecast indicates that enrollment will increase by an additional .038% assuming a moderate rate of new residential development.

Using these forecasts and its adopted level of service standards of 90 square feet per elementary student, 117 square feet per middle school student, and 130 square feet per high school student; the District has identified a number of projects which are planned for the next six years. These include the purchase of land on the western district boundary for expansion and reconfiguration of Ptarmigan Ridge Elementary from grades 3-5 to K-5, and relocation of Transportation and Maintenance Operations to a new facility on existing District property, possibly south of the City limits. **Table CF-5** summarizes the six-year capital facilities plan.

**Table CF-5**
**Orting School District Capital Facilities Plan**

| PROJECT | ESTIMATED COST (2014 DOLLARS) |
|---|---|
| Transportation and Maintenance Facility | $1,500,000 |
| District Wide Technology Systems Upgrades | $1,500,000 |
| Expansion and reconfiguration of Ptarmigan Ridge to a complete K-5 Elementary School | $11,000,000 |

### Financing School Facilities

The CFP identifies the funding sources for capital projects as bonds, levies, state matching funds, and impact mitigation fees. The City is currently collecting fees on behalf of the District from a number of residential projects which have been approved in recent years. The District, Pierce County and the City established a school impact fee system in 1997 which collects additional fees from new residential development aimed at providing needed facilities to house this growth. For current unmet needs, the District will rely on the other funding sources. A future bond issue (possibly in 2016) will fund a Transportation and Maintenance facility, expansion and reconfiguration of Ptarmigan Ridge to a K-5 elementary school.

## Libraries

In addition to schools, public libraries also offer education and recreational services to the community. The Orting public library, housed in the Multi-purpose Center is a branch of the Pierce County Library System. The existing facility was constructed in 1981, and has not been expanded since then. The library occupies approximately one-half of the floor area. The total building floor area is 6,000 square feet and the site area is 10,560 square feet – devoted to parking and an entry plaza.

Orting's library is one of the smaller branches in the Pierce County system, and is considered to have an adequate collection of books records, CD's, tapes, audio books, newspapers and magazines, although the recent growth in the service area is straining the facility. Since it is part of the Pierce County Library system, use of the facility is

not limited to Orting residents. Many residents from the surrounding communities, such as Graham, South Prairie, Buckley and Sumner opt to use the facilities.

Between 2008 and 2009, the Library System collaborated with individuals throughout the County to prepare Pierce County Library 2030, a facilities master plan. The City participated in this process. The Plan recommends relocating the Orting library and expanding the square footage to 10,400-12,100 sf. The Plan also proposes an increase in seating, computers, and parking, and recommends the Orting School District parcel at Leber/Calistoga and Varner/Washington be considered to accommodate this growth.

## Parks and Recreation

The City's close proximity to Mt. Rainier National Park, the Gifford Pinchot National Forest and mountain wilderness areas offer Orting residents numerous recreation opportunities. The Foothills Trail is a regional attraction, and an important recreational asset within the community.

There are a little more than 170 acres of public parks and natural resource areas, and over two miles of trails within the City of Orting. Several local residential developments also maintain private parks. There are four park classifications: mini-park, neighborhood park, and community park. Descriptions, and a full inventory, are provided in the Parks, Trails, and Open Space Plan (PTOS).

The PTOS was initially adopted in 2010 after an extensive public engagement process, and subsequently updated in 2015. A parks plan certified by the state Recreation and Conservation Office (RCO) is required to be eligible for RCO grant funding, and an update is required every six years. The PTOS identifies current resources and need, forecasts future demand, and identifies strategies for meeting future need. Level of Service standards for park, facilities, trails and natural resource areas are set in the Capital Facilities Element by Policy CF 3.3.

## Police

The Orting Police Department operates with eight full-time officers, supplemented with one reserve officers and two in training. Full time personnel work ten hour days four days a week, ensuring that two officers are available at night during the peak hours. Currently, the department has achieved a ratio of 1.5 officers per 1,000 resident population, which is below the national average of 1.7 officers per 1,000 population. The Department's service area is limited to Orting city limits, but officers will respond to an incident outside of the city, as necessary. The Department strives to maintain an unofficial response time of three to four minutes. Should areas outside the City be annexed, a minimum of at least three full-time officers will need to be hired to maintain the Department's ability to adequately serve Orting residents.

Police facilities are located in the Public Safety Building at 401Washington Ave N. The Department has nine police vehicles. Orting shares the Buckley dispatcher with four other communities in the area, with jail facilities provided by Pierce County and the Cities of Puyallup and Buckley. In the first eight months of 2000, Orting police

responded to 1,557 calls, compared to 1,972 in 1999, 1,988 in 1998, 1,908 in 1997 and 2002 in 1996.

## Fire Protection

The City receives services from Orting Valley Fire and Rescue, Pierce County Fire District 18, to provide fire protection and emergency medical services to Orting and the Orting Valley. The Orting fire station is located in the Public Safety Building at 401Washington Ave N. District 18 has additional fire stations located on Patterson Road, Orting Kapowsin Highway and a station in McMillin. The Fire Department is comprised of 16 full time response staff, the Fire Chief, and approximately 25 volunteer fire fighters. The number of emergency medical training held by volunteers is excellent for the department's size. Thirteen of the volunteers have Emergency Medical Training certification, two of which are paramedics, and four volunteers are First Responders. The primary disadvantages of the City and County relying on volunteer fire fighters instead of permanent employees is reduced response time and availability of personnel, especially at night. The District has two medical aid vehicle, one command vehicle and five engines with water tank capacity. The construction of the reservoir and booster pump station at Well #1 provides adequate fire flow to fight simultaneous fires in the lower pressure zone. Fire flow is not adequate in the upper pressure zone. With the completion of Well #4 and the north end reservoir, scheduled for 2010, the city will have adequate fire flow city wide.

Orting has a Fire Insurance Rating classification of four on a scale that ranges from one to ten, with one being the highest.

The City completed its new public safety building in 2008. The facility's capacity will provide for full public safety services through the build out of the city.

## City Administration

The Orting City Hall located at 110 Train St SE was constructed in the 1920s, and up to 2007 housed the Orting Fire Department as well as city administration functions. The building area is 6,000 square feet, not including the loft area over the truck bays. The site area is 9,000 square feet. The administration area has been remodeled to accommodate growing space needs for additional staff. The former council chamber has been converted to offices and conference areas. The City Council, municipal court, and boards and commissions meet in the Public Safety Building. Preliminary space needs analyses indicate that about twice as much space will be needed to accommodate increased demand on the administration created by population growth.

Maintenance and repair facilities for city vehicles and equipment will be needed in the future. Potential collaboration with the Orting School District for joint use facilities should be considered.

### Orting Emergency Evacuation Bridge System

Preliminary design for a pedestrian bridge across the Carbon River with a grade-separated SR 162 crossing and pedestrian trail linkages is underway, this project is also known as Bridge for Kids. This project is intended to provide an emergency evacuation route for children from the Orting schools, as well as other locations. Efforts are underway to raise additional grant funding from state and federal sources for final design and construction. More information is available in the Land Use and Transportation Appendices.

## Concurrency

The purpose of the Capital Facilities Element is to determine the availability of existing capital facilities, forecast future needs for such facilities based upon the projected growth in the community, and determine how such facilities will be financed. Future needs should also be based not only upon the projected growth of the community, but also maintaining a locally determined level of service to be provided by those facilities. This concept of maintaining level of service standards throughout the planning time frame is a key goal of the Growth Management Act. Goal 12 of the Act states that those public facilities and services necessary to support development shall be adequate to serve the development at the same time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. This concept is known as "concurrency," and it applies to transportation facilities and to a locally defined list of additional capital facilities.

Locally established standards are referred to as "level of service standards (LOS)," and are a method of measuring the quality or quantity of service provided by a facility. Policy CF 3.3 of the Capital Facilities Element establishes the City's adopted LOS.

## Capital Facilities Financing

The six-year capital facilities plan includes improvements that the comprehensive plan elements indicate are necessary, along with potential funding sources. In order to identify these potential funding sources, it is important to review how capital improvements have been financed in Orting in the past.

Orting does not typically allocate general fund revenues for large capital projects. Rather, these projects are funded through bond issues, state and federal grants, and revenues from enterprise funds, such as water, sewer and solid waste fee revenues. Over the past three years capital projects have been financed primarily through federal and state grants, and revenues from the Motor Vehicle Tax.

### Financing Sources

The funding sources identified below are potential long-term choices that may be available to the City for major capital improvement projects. The sources will depend on the status of the City's existing financial commitments, capital required,

cash flow requirements, source availability, and whether the source is acceptable to the customers. Any package selected must provide sufficient revenue to construct system improvements as well as satisfying any debt services. The following section will describe the several funding sources available to the City without reference to any specific project.

## Revenue Bonds

The most common source of funds for construction of major capital improvements is the sale of revenue bonds. The tax-free bonds are issued by the City. The major source of funds for debt service on these bonds is from user charges to the individual utility customers. The major advantage of revenue bonds is that they protect the general obligation debt capacity for other projects.

The City is capable of issuing tax exempt bonds up to a 20-year term without public vote. In order to qualify to sell revenue bonds, the City must show that its net operating income (gross income less expenses from the utility) is equal to or greater than 1.4 times the annual principal and interest payments due for all outstanding bonded indebtedness. This 1.4 factor is commonly referred to as the coverage factor and is applicable to revenue bonds sold on the commercial market. As a comparison, the FmHA loan program only requires a coverage factor of approximately 1.1.

The major disadvantages to revenue bonds when compared to general obligation bonds are:

- Issuance costs tend to be higher.
- Interest rates tend to be higher because of lower security with the lack of a general obligation bond.
- Revenue bonds may require that all of the project's net revenues first be applied to either reducing outstanding debt or creating reserve funds for the same purpose.

## General Obligation Bonds

The City, by special election, may issue general obligation bonds to finance almost any project of general benefit to the City. The bonds are paid off by assessments levied annually against all privately-owned properties within the City. This includes vacant property which otherwise would not contribute to the cost of such general improvements. This type of bond issue is usually reserved for municipal improvements that are of general benefit to the public, such as arterial streets, bridges, lighting, municipal buildings, firefighting equipment, and parks. In as much as the money is raised by assessment levied on property values, the business community also provides a fair share of the funds to pay off such bonds.

General obligation bonds have the best market value and carry the lowest rate of interest of all types of bonds available to the City because they are backed by the good faith of all the entire city's assets. Disadvantages of general obligation bonds include the following:

- Voter approval is required which may be time-consuming, with no guarantee of successful approval of the bond.
- The City would have a practical or legal limit for the total amount of general obligation debt. Financing large capital improvements through general obligation debt severely dilutes the ability of the city to issue future debt.
- Extensive use of general obligation debt may endanger the City's credit rating.

## Utility Local Improvement Districts

Another potential source of funds for improvements comes through the formation of Utility Local Improvement Districts (ULID's) involving a lien against the property collected through assessment made on properties benefited by the improvements. ULID bonds are further guaranteed by revenues and are financed by issuance of revenue bonds.

ULID financing is frequently applied to water or sewer system extensions into previously unserved areas. Typically, ULID's are formed by the City at the written request (by petition) of the property owners within a specified area of the City. Upon receipt of a sufficient number of signatures on petitions, the local improvement area is defined, and a system is designed for that particular area in accordance with the City's general comprehensive plan. Each separate property in the ULID is assessed with the special benefits the property receives from the system improvements.

A City-wide ULID could form part of a financing package for large-scale capital projects such as water supply or storage improvements which benefit all residents in the service area. The City-wide ULID would be formed by a majority vote of the City Council.

There are several benefits to the City in selecting ULID financing. The assessment places a lien on the property and must be paid in full upon sale of the property. Further, a substantial number of property owners can be expected to pay the assessment immediately upon receipt.

Therefore, the City avoids the need to pay interest cost for a portion of the costs financed by the ULID. The advantages of ULID financing, as opposed to rate financing, to the property-owner include:

- The ability to avoid interest costs by early payment of assessments.
- If the ULID assessment is paid off in installments, it may be eligible to be deducted from federal income taxes.
- Low-income senior citizens may be able to defer assessment payments until the property is sold.
- Some Community Block Grant funds are available to property owners with incomes near or below the poverty level. Funds are available only to reduce assessments.

The major disadvantage to the City-wide ULID process is that it may be politically difficult to approve formation. The ULID process may be stopped if owners of 40-percent of the property within the ULID boundary protest its formation.

## Real Estate Excise Tax Funds

The real estate excise tax is levied on all sales of real estate, measured by the full selling price, including the amount of any liens, mortgages, and other debts given to secure the purchase. The state levies this tax at the rate of 1.28-percent. Orting has added the locally imposed tax of .50 for a total of 1.78-percent.

The City must spend the first 50-percent of the real estate excise tax receipts solely on capital projects that are listed in the capital facilities plan element of the comprehensive plan. "Capital projects" funded by the first quarter percent of the REET are "public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets; roads; highways; sidewalks; street and road lighting systems; traffic signals; bridges; domestic water systems; storm and sanitary sewer systems; parks; recreational facilities; law enforcement facilities; fire protection facilities; trails; libraries; administrative and judicial facilities". The state law requires that the "legislative authority" (Council) shall identify in the adopted budget the capital projects funded in whole or in part from the proceeds of the tax authorized in this section, and shall indicate that such tax is intended to be in addition to other funds that may be reasonably available for such capital projects. These funds may also be used to make loan and debt service payments on projects that are permitted uses.

The second 50-percent of the REET, may be used to fund capital projects listed above, except that acquisition of land for parks is not permitted. Payments of loan and debt service for these projects are also authorized for the use of these funds.

## Centennial Clean Water Grant Program

State funded grant programs administered by the Department of Ecology for water quality infrastructure and nonpoint source pollution projects to improve and protect water quality. Eligible nonpoint source pollution projects include stream restoration and buffers, on-site septic repair and replacement, education and outreach, and other eligible nonpoint activities. Eligible infrastructure (point source pollution control) projects are limited to wastewater treatment facility construction projects for financially distressed communities. State grants and loans are available based on a 50% - 75% local matching share range.

## State Revolving Loan Fund

State low interest loans and loan guarantees administered by the Environmental Protection Agency. The Clean Water State Revolving Fund aims to help communities meet the goals of the Clean Water Act by improving water quality, achieving and maintaining compliance with environmental laws, protecting aquatic wildlife, protecting and restoring drinking water sources, and preserving waters for recreational use. Applicants must show a water quality need, have a facilities plan for

treatment works, and show the ability to pay back the loan through a dedicated source of funding. Funds must be used for construction of water pollution control facilities (wastewater treatment plants, stormwater treatment facilities, etc.).

## Department of Health Water Grants and Loans

State grants available for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grant funds can be used for technical assistance for upgrading current water systems. The Drinking Water State Revolving Fund provides low-interest construction loans to drinking water systems to finance infrastructure improvements.

## Aquatic Land Enhancement Account (ALEA)

Grants program administered by the Recreation and Conservation Office. ALEA funds are limited to water dependent public access/recreation projects or on-site interpretive projects. 50% local match required.

## Conservation Futures

Pierce County provides grant funds to purchase conservation easements or property for the purposes of habitat and resource protection and active recreation.

## Housing and Urban Development Block Grant

The city may qualify for Federal Department of Housing and Urban Development (HUD) Block Grants depending on its needs and the ability to compete with other communities. To qualify for a block grant, the applicant must show that the project benefits low and moderate income persons or households.

## State Public Works Trust Fund

The Public Works Trust Fund (PWTF) is a revolving loan fund designed to help local governments finance needed public works projects through low-interest loans and technical assistance. The PWTF, established in 1985 by legislative action, offers loans substantially below market rates, payable over periods ranging up to 20 years.

Interest rates are 1%, 2%, or 3%, with the lower interest rates providing an incentive for a higher local financial share. A 20% local share qualifies the applicant for a 2% interest rate and a 30% local share qualifies for a 1% PWTF loan. A minimum of 10% of project costs must be provided by the local community. The useful life of the project determines the loan term, with a maximum term of 20 years.

To be eligible, an applicant must be a local government or special purpose City and have a long-term plan for financing its public works needs. If the applicant is a county or City, it must adopt the optional 1/4% real estate excise tax dedicated to capital purposes. Eligible public works systems include streets and roads, bridges, storm sewers, sanitary sewers, and domestic water. Loans are presently offered only for purposes of repair, replacement, rehabilitation, reconstruction or improvement of existing eligible public works systems, in order to meet current standards and to

adequately serve the needs of existing service users. Ineligible expenses include public works financing costs that arise from forecasted, speculative or service area growth. Such costs do not make a project ineligible but must be excluded from the scope of their PWTF proposal.

Since substantially more trust fund dollars are requested that are available, local jurisdictions must compete for the available funds. The applications are carefully evaluated and the Public Works Board submits to the Legislature a prioritized list of those projects recommended to receive low-interest financing. The Legislature reviews the list and indicates its approval through the passage of an appropriation from the Public Words Assistance Account to cover the cost of the proposed loans. Once the Governor has signed the appropriation bill into law (an action that usually occurs by the following April), those local governments recommended to receive loans are offered a formal loan agreement with appropriate interest rate and term as determined by the Public Works Board.

## Developer Financing

Developers may fund the construction of extensions to the water system to property within new plats. The Developer extensions are turned over to the City for operation and maintenance when completed.

It may be necessary, in some cases, to require the developer to construct more facilities than those required by the development in order to provide either extensions beyond the plat and/or larger pipelines for the ultimate development of the sewer system. The City may, by policy, reimburse the developer through either direct outlay, latecomer charges, or reimbursement agreements for the additional cost of facilities, including increased size of pipelines over those required to serve the property under development. Compensation for oversizing is usually considered when it is necessary to construct a pipe larger than eight inches in diameter in residential areas to comply with the intent of the Comprehensive Plan. Construction of any pipe in commercial or industrial areas that is larger than the size required to service the development should also be considered as an oversized line possibly eligible for compensation. Developer reimbursement (latecomer) agreements provide up to 10 years or more for developers to receive payment from other connections made to the developer-financed improvements. The developer may collect up to 75% of the cost of the original improvement through latecomer reimbursement.

## System Development Charges (SDC)

The City may adopt a system development charge to finance improvements of general benefit to the total system which are required to meet future growth. System development charges are generally established as one-time charges assessed against developers or new customers as a way to recover a part or all of the cost of additional system capacity constructed for their use.

The system development charge or fee is deposited in a construction fund to construct such facilities. The intent is that all new system customers will pay an equitable share of the cost of the system improvements needed to accommodate growth.

Typical items of construction financed by the system development charge are water treatment facilities, pump stations, transmission lines, and other general improvements that benefit the entire system. This system development charge is quite effective in a fast growing community, but of little value in areas with slow growth because too much time is required to accumulate sufficient funds.

The system development charge is applicable to those lots within plat developments that install a complete water system in their plat to include all lines and appurtenances. The system development charge then help finance the development of transmission lines, pump stations and water treatment facilities to increase the system capacity to meet the new demands.

There are two basic methods for determining system development charges. One is the system buy-in method, and the other is the incremental-cost pricing method. The first method recognizes capital contributions of existing customers towards financing existing facilities. New customers are required to pay an amount equivalent to that paid by existing customers towards invested capital funds under this method. Under the incremental-cost pricing method, new customers are responsible for their share of the last increment of the cost of system facilities. The goal of the incremental-cost pricing method is to eliminate or minimize future service rate increases due to growth by an up-front charge for new capacity.

## Six Year Capital Facilities Plan

The six-year capital facilities plan, based on the capital facility needs identified in this plan and related functional plans, is adopted annually by ordinance. Since the comprehensive planning process is a continuing, evolving process, this six-year plan will be continually reviewed and updated.

Any plan is a tool to aid in decision making. This plan is no exception. By outlining how the needed capital facilities of the future can be successfully provided, it will assist annual budget decisions which need to incrementally provide the funding for those facilities. The plan is not intended as a substitute for those budget decisions, only to provide a tool for them.

Capital facility is a widely used term that can be used in a variety of ways. In accounting, it may mean any asset that is capable of being capitalized. As such it would include vehicles, furniture, equipment, and similar assets, as well as much longer term fixed assets. The use of the term here, however, is intended to be much more limited, referring instead to long term fixed assets that have a significant (at least three year) life, and a substantial cost (at least $20,000). As such, these facilities would require a policy for financing of a longer term character than that which can be readily afforded by the annual budget cycle of the City.

In addition to the six-year plan, the Comprehensive Plan also anticipates other capital facilities needs throughout the 20-year life of the Plan.

## 20-Year Capital Facilities Needs

**Table CF-8** lists the anticipated capital facilities needs, estimated costs, and potential funding sources for projects that the City is considering to accommodate growth between 2015 and 2035.

**Table CF-8**
**20-Year Capital Facilities Needs**
(Transportation Facility Needs are identified in **Table T-7** in the Transportation Appendix)

| PROJECT | YEAR | ESTIMATED COST | FUNDING SOURCES |
|---|---|---|---|
| **Water** | | | |
| Boatman Springs Restoration & Main Replacement | Unscheduled | $2,590,000 | GFCs/Rates/Grants |
| Orville Road Main | 2016-2018 | $1,997,000 | City |
| Tacoma Emergency Intertie | Unscheduled | $98,500 | Tacoma |
| Daffodil Extension | Unscheduled | $484,000 | Developers |
| Wingate Booster Pump & Main Replacement | Unscheduled | $4,240,000 | GFCs/Rates/Grants |
| Downtown Main Replacement Plan | 2016-2020 | $836,200 | GFCs/Rates/Grants |
| Bowlin Main Replacement | Unscheduled | $240,000 | GFCs/Rates/Grants |
| Corrin South Main Replacement | Unscheduled | $266,000 | GFCs/Rates/Grants |
| 178th Avenue Loop | Unscheduled | $1,001,000 | GFCs/Rates/Grants |
| **Sewer** | | | |
| Solids Handling Facilities | 2018-2020 | $5,400,00 | GFCs/Rates |
| Lagoon Biosolids Dredging | 2018 | $684,300 | GFCs/Rates/Grants |
| Water Reuse Treatment & Distribution | Unscheduled | $2,000,000 | GFCs/Rates/Grants |
| Collection System Improvements (Annual) | 2016-2020 | $540,000 | Rates |
| Whitehawk Forcemain and Booster Pump Station | 2011 | $1,100,000 | HOA |
| Puyallup River Pump Station | Unscheduled | $140,000 | |
| Pump Station Upgrades | 2016-2020 | $162,0000 | GFCs/Rates/Grants |
| Eldredge Avenue NW Sewer Rehabilitation | 2016-2018 | $185,000 | GFCs/Rates/Grants |
| **Stormwater** | | | |
| Bridge Street/River Ave Outfall Improvements | Unscheduled | $659,000 | |
| Orting High School/Carbon River Outfall Improvements | Unscheduled | $806,000 | Grants |
| Corrin Ave NW Improvements | Unscheduled | $367,000 | |
| Corrin Ave SE Improvements | Unscheduled | $940,000 | |
| WWTP Outfalls & Culverts | Unscheduled | $691,000 | |
| Calistoga West Improvements | Unscheduled | $600,500 | |

| | | | |
|---|---|---|---|
| Calistoga East Improvements | Unscheduled | $466,300 | |
| Puyallup River Outfall Improvements | Unscheduled | $654,000 | |
| Kansas Ave SW Improvements | Unscheduled | $561,000 | |
| Ammons Ln/Whitesell Improvements | Unscheduled | $578,000 | |
| Eldredge Ave/Whitesell Improvements | Unscheduled | $346,000 | |
| Corrin Ave SE Improvements | Unscheduled | $367,000 | |
| Harman Wy SW Improvements | Unscheduled | $109,000 | |
| Deeded Lane SW Improvements | Unscheduled | $265,000 | |
| Village Green Divs 1,2,&5 Outfall Maintenance | Unscheduled | $538,000 | |
| Stormwater Management Program | 2016-2020 | $467,000 | |
| Public Outreach | 2016-2020 | $100,000 | |
| Discharge Detection & Elimination | 2016-2020 | $118,000 | |
| Short Term Runoff Control | 2016-2020 | $94,000 | |
| Pollution Prevention | 2016-2020 | $467,500 | |
| Reporting | 2016-2020 | $48,000 | |
| **Parks & Recreation** | | | |
| Gratzer Park Phase 2 | 2016-2020 | $600,000 | Impact Fees, State Grants, Contributions, General Fund, REET |
| Splash Park | Unscheduled | $80,000-100,000 | Impact Fees, Grants, Contributions |
| **Municipal Facilities** | | | |
| City Hall/Library/Community Center/Maintenance Facility Needs Analysis & Site Study | 2016-2020 | $50,000 – $100,000 | General Fund, REET |
| Carbon River Evacuation (SR 162 Overpass & River Bridge) | Unscheduled | River Bridge Cost:$45,000,000 (Overpass Cost Unknown) | Federal, State Grants |

# Utilities Appendix

## Introduction

The Growth Management Act requires comprehensive plans to include utilities elements. Specifically, this element must address electrical power, natural gas and telecommunications in the following manner:

- Inventory the general location of existing utilities.
- Establish the proposed location of proposed utilities.
- Examine the capacity of existing and proposed utilities.

## Utilities Issues

The distribution system for natural gas to Orting and Puyallup is nearing capacity. As the population in these two areas grows, what improvements must be made to provide for the needs of the future population?

## Electrical System

Puget Sound Energy (PSE) is an investor-owned utility providing electrical service to approximately 1,000,000 residential, commercial, and industrial customers in a nine county, 4,500 square mile service territory in western Washington. To provide reliable service, PSE builds, operates, and maintains an extensive electrical system consisting of generating plants, transmission lines, substations, and distribution systems. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC) and is obligated to serve its customers subject to WUTC rates and tariffs.

### Existing System

There are two main access points for receiving power in Pierce County: White River 230/115 kilovolt (kV) Transmission Station located north of Orting; and at PSE's Frederickson Generation station located in Frederickson Industrial area of Pierce County. A third and fourth access point from St. Clair transmission substation near the Thurston/Pierce County line and Tono near Thurston/Lewis county line provide a major tie between Pierce and Thurston Counties. The existing electrical system serving the Orting area consists of the following:

#### Transmission Substations:

- The White River Transmission Station (immediately east of Sumner, north of Orting)
- Alderton Transmission Station (in Alderton).

- Electron Heights Switching Station
- Frederickson Generation Station

### Distribution Substations:

- Orting
- Rhodes Lake
- Kapowsin
- Gardella
- Knoble

### Transmission Lines (115kV):

- Alderton – Electron Heights
- White River – Alderton # 2
- Blumaer – Electron Heights

## Capacity

### Existing

The power utilization factor of all distribution substations serving the City of Orting and surrounding area is at72-percent. The utilization factor is a comparison of current peak system load (during the winter heating season), divided by the design capacity of the substations in the area. The following table illustrates the capacity versus peak winter loads for the Orting distribution substations.

**Table U-1**
**Electrical Utilities: Existing Capacity in MVA***

| Distribution Substations | Capacity | Winter Load (Feb 6, 2014) |
|---|---|---|
| Orting | 25 | 23.2 |
| Rhodes Lake | 25 | 22.4 |
| Kapowsin | 20 | 12.7 |
| Gardella | 25 | 19.2 |
| Knoble | 25 | 8.9 |
| Total | 120 | 86.4 |

*MVA = Mega Volt Amperes

The electrical system can be expanded as the area load develops. The timing of future construction is largely dependent on the development growth of an area, and the associated increase electric demand (load), as well as facility maintenance requirements, reliability related improvements, or system replacement needs.

### Projected Need

PSE's future Electrical Facilities Plans are developed for all of Pierce County to support the projected load level in the county including the city of Orting and surrounding areas.

The population and employment forecasts are based on a regional economic and demographic model and then allocated into each of the counties within the service territory. The regional forecasts account for the latest assumption about the national economy and reflect the historical structure of employment and population within each county as well as their recent growth patterns. The historical population data by county is based on the state's Office of Financial Planning reports, while the employment data is based on the state's Employment Security Department's monthly reports. The projection of these inputs together with the company's projections of conservation, retail rates and any known short term large load additions or deletions from the company's forecast of energy and peak loads.

## Proposed System

Puget Sound Energy has identified system and transmission improvements required to serve the forecasted load growth in Pierce County. Many improvements are in progress or planned for the future; others have been identified as future improvements to meet the growth demand. These improvements are intended to meet the growth and reliability demands for the City of Orting and the surrounding area, as well as other portions of Pierce County.

### System Improvements in Progress

PSE has identified the need for a new bulk power delivery point for Pierce County at the Alderton Transmission Station, located approximately 5 miles north of Orting City limits. Existing transmission lines are planned to be upgraded to provide a 230 kV tie between the White River Transmission Station and the Alderton Transmission Station. Future improvements are as follows:

- **Alderton 230 kV Development** – Pierce County will need a major upgrade of bulk power delivery system in the near future. The Alderton Transmission Station has been identified as future 230 kV transformation station. The project will involve upgrade of an existing transmission lines north of Orting and installation of a 230 – 115 kV transformer at the Alderton transmission substation.
- **White River** – Electron Heights transmission loop into Alderton – These improvements will provide a transmission route from the Bonney Lake area into the Alderton Transmission Station and from the Rhodes Lake Area also into Alderton Transmission Station. Phase one of this project was completed in 2014; with the 2nd phase is currently scheduled to be completed in 2016.

- **Blumaer** – Electron Heights 115 kV Transmission rebuild: This project is to re-build the 42 miles Blumaer – Electron Heights 115 kV transmission line in stages; which mostly consists of low capacity conductors; with 115 kV high capacity conductors.

### Future Transmission Improvements

- **Woodland** – St. Clair Phase II – This project will involve upgrade of Woodland substation (in southwest Puyallup) to a switching station and rebuilding of existing lines between Lakewood and Woodland. When completed, the project will increase transmission backup capacity between Pierce and Thurston counties and improve reliability in central Pierce County.
- **Alderton** – Electron Heights Transmission Re-configuration: This is a long range plan to Re-configure the 115 kV transmission network south of Alderton towards Electron Heights to increase transmission reliability in Orting valley and surrounding areas. This project may include a new transmission line between Frederickson and Electron Heights via Graham.

### Completed Distribution Improvements

- **New 25MVA transformer bank installed at Orting substation in 2014** – The new transformer bank added 5 MVA of capacity to Orting substation.

### Future Distribution Improvements

- **New 12kV distribution circuit out of Orting substation** – This project will build up existing infrastructure and add new infrastructure to relieve load from the most heavily loaded and unreliable circuit at Orting substation. When completed, this project will help improve reliability for customers on both the existing circuit and the new circuit.

# NATURAL GAS

Puget Sound Energy provides natural gas service to more than 750,000 customers in six Western Washington counties: Snohomish, King, Kittitas, Pierce, Thurston, and Lewis. It is estimated that PSE currently serves over 2,160 customers within the City of Orting.

## Existing Distribution System

Natural gas comes from gas wells in the Rocky Mountains and in Canada and is transported through interstate pipelines by Williams Northwest Pipeline to Puget Sound Energy's gate stations.

Supply mains then transport the gas from the gate stations to district regulators where the pressure is reduced to less than 60 psig. The supply mains are made of welded

steel pipe that has been coated and is cathodically protected to prevent corrosion. They range in size from 4” to 20”.

Distribution mains are fed from the district regulators. They range in size from 1-1/4” to 8” and the pipe material typically is polyethylene (PE) or wrapped steel (STW).

Individual residential service lines are fed by the distribution mains and are typically 5/8" or 1-1/8” in diameter. Individual commercial and industrial service lines are typically 1-1/4", 2" or 4” in diameter.

### Future Facility Construction

PSE does not have any major projects planned in Orting at this time, but new projects can be developed in the future at any time due to:

- New or replacement of existing facilities to increased capacity requirements due to new building construction and conversion from alternate fuels.
- Main replacement to facilitate improved maintenance of facilities.
- Replacement or relocation of facilities due to municipal and state projects.

PSE Gas System Integrity-Maintenance Planning has several DuPont manufactured main and service piping and steel wrapped main replacements planned for 2015. There will be several pipe investigations throughout the city to determine the exact location of the DuPont manufactured pipe. Identified DuPont manufactured piping in PSE’s entire system will be ranked and replaced accordingly.

## Telecommunications

Telecommunications services include switched and dedicated voice, data, video, and other communication services delivered over the telephone and cable network. Regulated or non-regulated companies may provide these services. Cable service includes communication, information and entertainment services delivered over the cable system whether those services are provided in video, voice or data form.

There are no shortages in the existing or future capacity of the telecommunication services for Orting at this time. The existing network of phone and cable television lines has sufficient capacity to accommodate increases in development or subscription. The limitation in providing services would stem from lack of a direct hook-up from a specific residence to the television or telephone line. This linkage can be installed when service is desired.

### Communication

Multiple companies offer communication services in Orting, including integrated voice and data. CenturyLink (d.b.a. CenturyTel), the Incumbent Local Exchange

Carrier (ILEC), provides local telephone and a mix of copper and fiber based internet services.

The extended area service enables City residents to make local calls to Buckley, Enumclaw, Graham, Puyallup, South Prairie, Sumner and Tacoma. Calls outside of these areas are considered long distance. CenturyLink is joined by several Competitive Local Exchange Carriers (CLECs) in providing more communication service options to Orting residents and businesses. For long distance services, residents may choose from a variety of companies in addition to CenturyLink, including but not limited to AT&T and Sprint.

Since the Washington Utilities Trade Commission (WUTC) regulations require CenturyLink to provide adequate public switched telephone network (PTSN) telecommunications service on demand, there are no limits to future capacity, although demand for land lines is declining.

Orting is now provided for by most wireless telephone providers.

### Cable and Satelite

Cable television and cable internet service is provided in Orting by Comcast. The Orting area is handled through the TCI Cable of Auburn Office. TCI Cablevision is in the process of expanding their services north and south of the City along Pioneer Way, as well as westward towards the Soldier's Home.

## Solid Waste Management

Under state law governing solid waste management (RCW 70.95.090) local governments are required to provide collection of source separated recyclable materials from single and multi-family residences; drop-off or alternative systems for rural residents; yard waste collection; educational and public outreach programs; programs to monitor the collection of recyclables from commercial sources; in-house recycling and procurement programs; and any other programs the municipalities determine are necessary to achieve state and local waste reduction and recycling goals.

The Tacoma-Pierce County Solid Waste Management Plan, adopted in 2000 and supplemented in 2008, guides all aspects of solid waste handling in Pierce County and each city and town wholly within Pierce County. It is the primary tool implementing the law cited above. Pierce County has started work on a new supplement which is scheduled for adoption in late 2015.

Except for collection contracting authority, which it retains through an Interlocal Agreement, Orting has designated Pierce County as the entity responsible for managing waste reduction, recycling, composting, disposal, and household hazardous waste programs, including associated public information, outreach, and engagement. Under County direction, waste generated within the City of Orting is disposed in the

LRI Landfill in unincorporated Pierce County and yard waste is composted at facilities owned by Pierce County or operated under contract with Pierce County.

Orting contracts with Waste Connections d/b/a DM Disposal for the collection of household and commercial garbage, recyclables and yard waste. Food waste is not accepted as part of the County-provided yard waste program. Residents and businesses can self-haul special wastes and recyclables (e.g. household hazardous waste, tires, batteries, and oil) to fixed facilities located throughout the County.