

Puget Sound Regional Council
2002 Regional Growth Centers Report

PUYALLUP DOWNTOWN REGIONAL GROWTH CENTER

Community Context

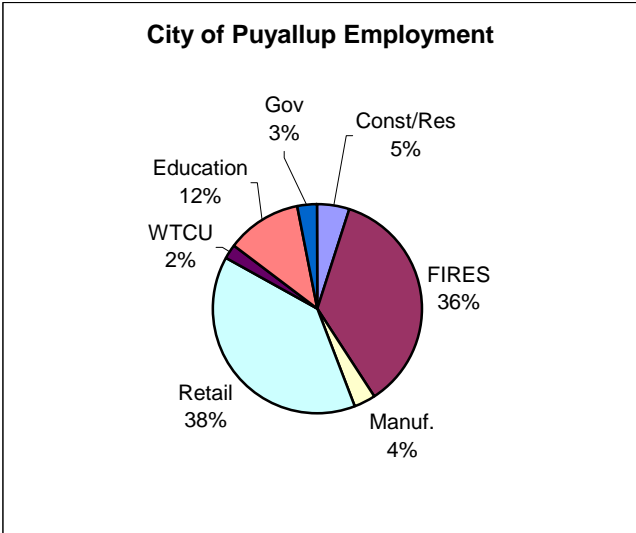
The City of Puyallup emerged in the late 1800s as an agricultural center in the Puyallup Valley east of Tacoma. The city covers just under 12 square miles extending from the Puyallup River valley south and eastward onto the South Hill area. Puyallup has grown along with the rest of the Puget Sound region, and in 2000 had a population of over 33,000. The city’s population forecast for 2010 is 33,970, and for 2014 is 35,396. Employment had reached nearly 18,000 by the turn of the millennium. This compares to the city’s 1994 comprehensive plan employment projection of 14,364 for the year 2010.

Today Puyallup is the third largest city in Pierce County, following Tacoma and Lakewood. Between 1990 and 2000 Puyallup grew by over 38 percent, adding over 9,000 new residents. Much of this growth has occurred in the form of low-density residential and commercial development in the South Hill area, south and east of the older downtown. There has been less growth nearer the center of the city. The downtown Regional Growth Center lost population between 1990 and 2000, while population in the South Hill center grew by 59 percent in the same ten years. According to the city’s 1994 comprehensive plan, about one fourth of the land area within the city (1,711 acres) is vacant or undeveloped. Another quarter of the city’s land area is devoted to single-family residential development.

There are two designated Regional Growth Centers in the city of Puyallup: downtown Puyallup and South Hill. The downtown Puyallup Regional Growth Center includes much of the historic downtown area. A tight street grid, small blocks, a mix of older homes, and transitioning commercial land uses characterize this center, the region’s smallest. The South Hill Regional Growth Center is larger (935 acres), has larger blocks, contains the South Hill Shopping Mall, and has lower density single family residential development.

Puyallup City-Wide Snapshot	
Area (square miles)	11.9
Population (2000)	33,011
Population per square mile	2,774
Employment (2000)	17,970
Employees per square mile	1,510
Housing units (2000):	13,467
Employees per housing unit	1.33

*Source: City of Puyallup, Washington Department of Employment Security,
Washington Office of Financial Management*



The majority of employment in the City of Puyallup is Retail, Financial, Insurance, Real Estate (FIRE), and Service businesses. These sectors provide over 70 percent of current employment. Education comprises 12 percent of employment citywide. The other three sectors comprise 14 percent of total.

Puyallup City-Wide Current Land Use		
Residential - Multi family	1,884 Acres	28.8 %
Residential - Single family	234 Acres	3.6 %
Commercial retail	268 Acres	4.1 %
Commercial office	39 Acres	0.6 %
Mixed use	0 Acres	0.0 %
Industrial/manufacturing	162 Acres	2.5 %
Institutional/civic	422 Acres	6.4 %
Parks/open space	230 Acres	3.5 %
Resource (agric., forest, mining)	571 Acres	8.7 %
ROW/other	1,024 Acres	15.7 %
Vacant/undeveloped	1,711 Acres	26.1 %

Source: Pierce County Assessor, City of Puyallup

Comprehensive Plan

The comprehensive plan calls for a city-wide population of 33,970 for the year 2010 and 35,396 by 2014. These projections compare with the 2000 figure of 33,011. The city’s 2000 employment of 17,970 has already surpassed the comprehensive plan forecast of 14,364 for the year 2010.

Seventy-one historic buildings have been inventoried in the downtown center, and many more exist. The city’s plan calls for the formation of an historic district and preparation of development guidelines for the preservation and renovation of historic buildings. The plan’s goals are to preserve the city’s historic character and its residential neighborhoods, promote a mix of housing types, and focus commercial development in to “centers” and “nodes.” The plan designates the downtown and South Hill Mall areas

as Regional Growth Centers. Revitalization of the downtown and strengthening its connections with surrounding neighborhoods is seen as a “centerpiece” of the community’s development strategy. The plan encourages a healthy and vital downtown center, and emphasizes the preservation of downtown as the community focal point. A key component of the plan for downtown Puyallup is the preservation and restoration of the many historic residential structures. The plan encourages adaptive reuse of these structures for office use to allow for transition in land use while maintaining the downtown’s small scale urban design and historic residential character.

The Downtown Puyallup Regional Growth Center

Background

The Downtown Puyallup Regional Growth Center comprises Puyallup’s old downtown area, and is the region’s smallest regional growth center, at 211 acres. The center is bounded by 5th Avenue NW on the north, 5th Street SW on the west, the Western Washington Fairgrounds on the South, and 5th Street SE and 5th Street NE on the east. The Puyallup center has a “main street” character, with narrow streets and historic buildings built close to the sidewalks. The city hall, new public library (completed in August 2002), senior center, and a city park (Pioneer Park) are located in the downtown regional growth center. In addition, the historic Meeker Mansion is located in the downtown Puyallup Regional Growth Center at 3rd Street SE between Pioneer Avenue and Main Street. Immediately south of the Downtown Puyallup Regional Growth Center are the Western Washington Fairgrounds (approximately 50 acres).

Historically, downtown Puyallup has served as the city’s business, cultural, and government focal point. This status is being eroded, however, by commercial and office growth on the periphery of the city, especially in the South Hill area. While many businesses remain, the downtown area has seen a decline in investment and property maintenance. One of the city’s goals is to retain downtown as the community focal point by improving streetscapes, attracting new businesses, preserving and reusing historic buildings, and making investments in transportation, civic, and cultural facilities.

Center Planning and Implementation

The city has not prepared any sub-area plans for its regional growth centers. The city’s comprehensive plan includes a downtown overlay district that encourages medium and high-density housing as well as pedestrian-oriented commercial land uses. The city is currently looking at new regulations that would encourage pedestrian friendly development and additional housing in the downtown center within a quarter mile radius of the new Sounder Commuter Rail station. The real estate market in downtown Puyallup continues to be soft, and no major private development is occurring to help implement the regional growth center concept. On the public side, two new facilities have been completed in the past 3 years that could become the nucleus for future development in the center. These are the new Sounder Station and the new city library, which was opened in August 2002.

See the aerial photo on the following page for a depiction of the Downtown Puyallup Regional Growth Center.



Population, Housing, and Employment

Between 1990 and 2000 the center lost population (-11 percent) and housing units (-9 percent). From 1990 to 2000 population density dropped by 12 percent, while housing density fell almost 10 percent. Employment in Puyallup Regional Growth Center remained relatively constant, growing from 2,943 in 1990 to 3,033 in 2000. The city has not adopted population, housing, or employment targets for the Downtown Puyallup Regional Growth Center.

Consistent with the downtown's historic focus as the city's government and cultural center, 42 percent of the center's employment is in the government and education sectors. Twenty-two percent of jobs are in retail, while 4 percent are in financial, insurance, services, and real estate, 2 percent are in manufacturing, and 24 percent are in services.

Puyallup Regional Growth Center Population, Housing, and Employment (2000)			
	1990*	2000	Target
Population	1,324	1,178	N/A
Persons per square mile	4,054	3,573	-
Housing units	653	595	-
Housing units per gross acre	3.1	2.8	-
Households	626	570	-
Households per gross acre	3.0	2.7	-
Employment	2,943	3,033	N/A
Employees per gross acre	14	14	-
Employees per housing unit	4.5	5.1	-
*Employment is for 1995			
<i>Source: City of Puyallup, Washington Department of Employment Security, 2000 Census</i>			

Puyallup Regional Growth Center Employment by Sector	
Services	24 %
Retail	22 %
FIRE	4 %
WTCU	2 %
Manufacturing	2 %
Government/education	42 %
Construction/resources	4 %

Source: Washington Employment Security Department, Puget Sound Regional Council

Land Use, Character & Urban Form

Downtown Puyallup has a diverse mix of commercial and residential activities. As an older historic downtown, Puyallup Regional Growth Center has small blocks and a dense street grid. Average block size is 2.2 acres. Most blocks currently contain a mix of residential, commercial, and institutional uses, and the many historic buildings along Meridian Street also have a mix of uses. Only three acres in the downtown are vacant, but much of the land is underutilized. The center contains 683 parcels, with an average size of 1/5 acre, for a total land area included in parcels of 137 acres. This compares to the total land area within the center of 211 acres. The remaining land area in the Regional growth center not included in parcels (about 74 acres) is devoted to street and railroad rights of way. This represents some 35 percent of the total Regional growth center, which is consistent with the small blocks and dense street grid.

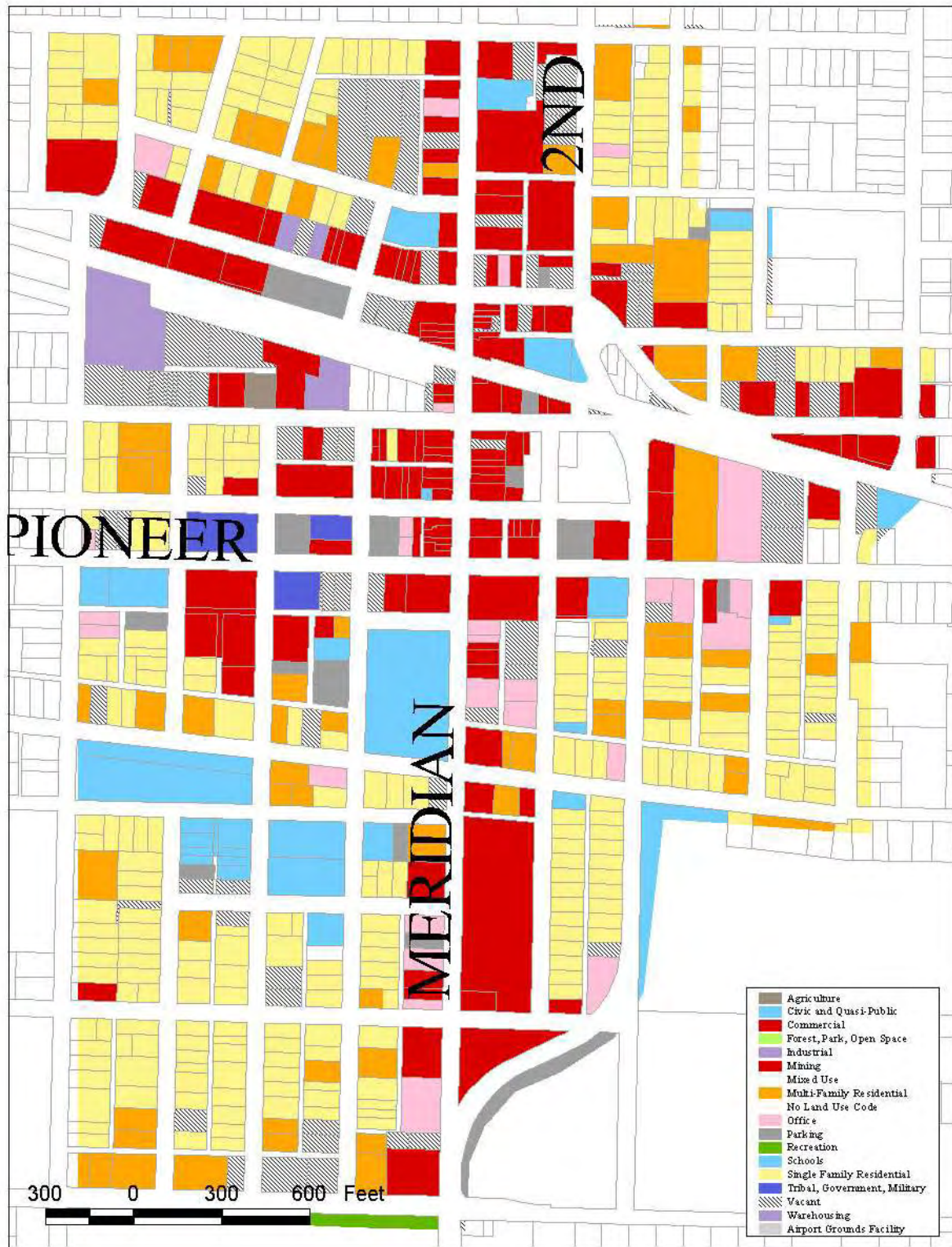
Puyallup Regional Growth Center Character and Urban Form	
Total area (acres)	211
Number of blocks	63
Average block size (gross acres)	3.4
Number of parcels	683
Average parcel size (net acres)	0.20
Road network (linear miles)	12.6
Intersection density (intersections/acre)	0.69

Source: City of Puyallup, Puget Sound Regional Council

Pierce County Assessor files lack parcel specific land use data for a large amount of the center. From the data that are available, single family residential uses occupy approximately 17 percent of Puyallup Regional Growth Center, and multi-family approximately 7 percent. Commercial use comprises nearly 14 percent, while slightly over 6 percent of the center is vacant.

See the map on the following page for a depiction of current land uses in the Puyallup Downtown Regional Growth Center.

Puyallup Downtown Urban Center (Current Land Use)



Puyallup Regional Growth Center Existing Land Use	
	Percentage
Agricultural	0.11%
Civic/Quasi-public	3.87%
Commercial	13.67%
Institutional	1.08%
Residential – Multi family	7.08%
Office	2.53%
Parking	1.39%
Schools	1.03%
Residential – Single Family	16.69%
Government/Military	0.61%
Unknown (No Data)	45.61%
Vacant	6.33%
Total	100%
Employment Related Land Use	22.90%
Residential Related Land Use	23.77%

Source: City of Puyallup, Puget Sound Regional Council from Pierce County Assessors data.

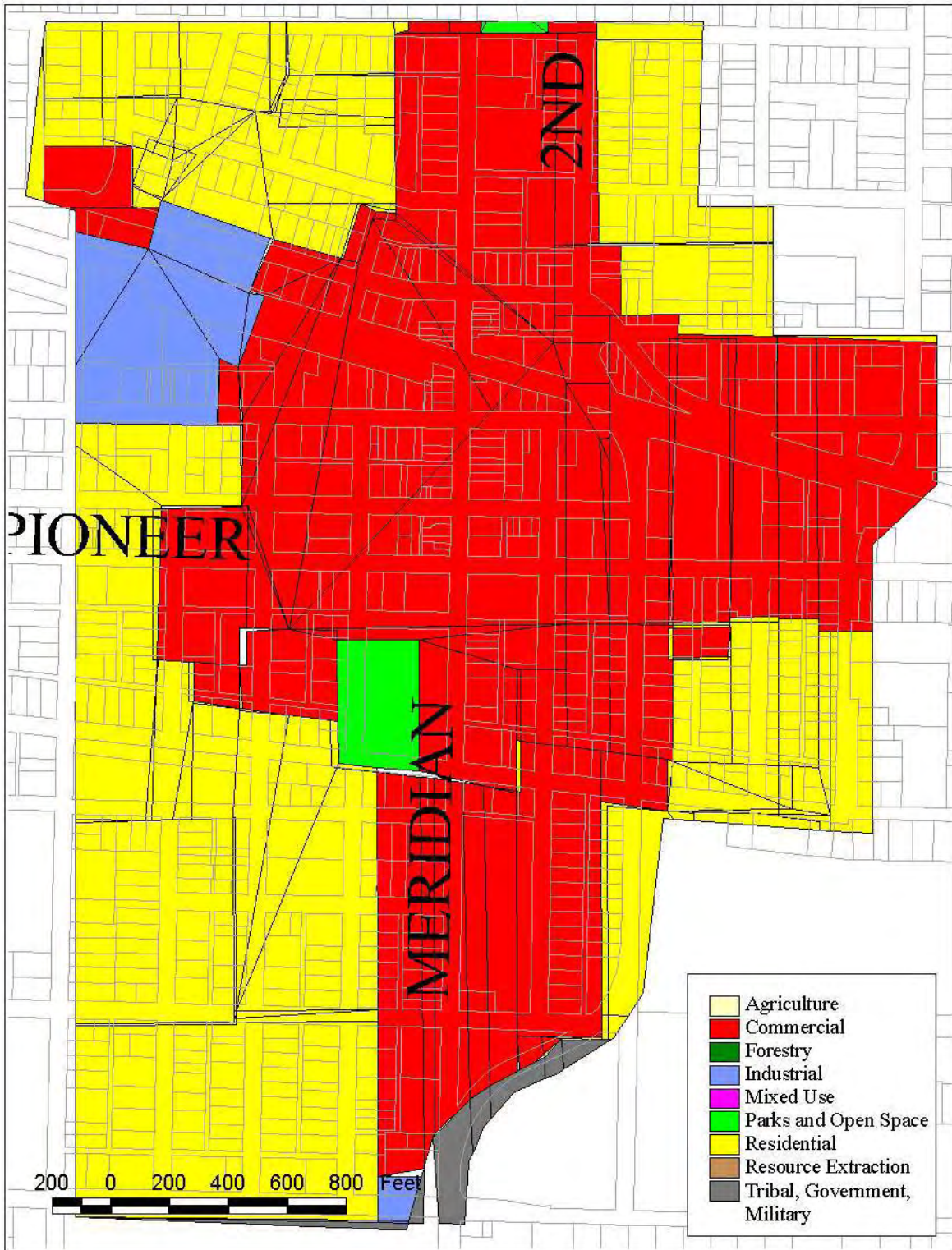
Planned future land use was derived from the land use element of Puyallup’s comprehensive plan. The city’s land use plan for the center calls for a pedestrian and auto-oriented commercial district in the core area, surrounded by residential uses (15-22 units per acre), and light manufacturing in the northwest corner. Auto oriented commercial uses will comprise 26 percent, high urban density residential over 30 percent, and pedestrian oriented commercial 25 percent.

Downtown Puyallup Regional Growth Center Future Land Use	
	Percentage
Auto Oriented Commercial	25.87%
Fairgrounds	0.56%
High Urban Density Residential	30.45%
Light Manufacturing/Warehousing	5.18%
Limited Commercial	5.95%
Low Urban Density Residential	5.28%
Open Space & Parks	1.32%
Pedestrian Oriented Commercial	25.20%
Unknown	0.20%
Total	100%

Source: City of Puyallup, Puget Sound Regional Council from Pierce County Assessors data.

See the map on the following page for a depiction of future land uses in the Downtown Puyallup Regional Growth Center.

Puyallup Downtown Urban Center (Future Land Use)



Transportation and Access

Major streets within the center include Pioneer Avenue, 3rd Street SE, and Meridian Street North (SR-161). SR-512 is located about 1/3 mile south of the center, and provides the main access to the regional freeway system. Meridian Street, the center's major arterial, runs north and south through the downtown. Meridian Street and 3rd Street SE form a one-way couplet, with Meridian carrying southbound traffic and 3rd Street Se carrying northbound traffic. Most of the streets within the center have sidewalks, and the city has identified a pedestrian route framework system for linking the center with other activity centers in the city.

The Burlington Northern main line railroad tracks, used by Amtrak and Sound Transit, bisect the center. Sound Transit's Puyallup Station is located between Meridian Street North and 3rd Street NW, providing commuter rail service directly to the Puyallup Regional Growth Center. The main station building and shelters are designed with the architecture of 19th century small town train station, and fit well into the surrounding downtown community. The station includes 300 public parking spaces. On weekdays there are two northbound morning trains (6:27 am and 6:57 am) and two southbound evening trains (5:54 pm and 6:19 pm) serving the Puyallup Sounder Station.

The regional growth center is also served by five Pierce Transit bus routes, which connect downtown with downtown Tacoma, Lakewood, South Hill, Sumner, and Bonney Lake. All 5 routes operate with average AM peak hour frequencies of one bus every sixty minutes. No regional express buses serve downtown Puyallup.

Puyallup Transit Routes and Frequencies (AM Peak Period)			
Item	Route #	Destination	Freq
1	405	TACOMA-SUMNER 405	60.00
2	413	WILDWOOD 413	60.00
3	400	PUYALLUP 400	60.00
4	402	MERIDIAN 402	60.00
5	202	72ND STREET 202	60.00
			60.00

Source: Puget Sound Regional Council, Community Transit, Everett Transit, Kitsap Transit, Metro Transit, Pierce Transit, Sound Transit

The Sound Transit Sounder commuter train Puyallup Station is located within the Puyallup Downtown Regional Growth Center. The station is located between Meridian and Fifth Streets and Main and Stewart Avenues. The station includes 300 parking spaces, wheelchair accessible parking, and bicycle lockers. Land use in the station area is a mix of commercial, light industrial, and older residential development on small lots. The station is served by two sets of tracks owned by Burlington Northern Railroad. These tracks have historically been used for movement of freight, and are now shared by Burlington Northern and Sound Transit. The station provides landscaped pedestrian facilities, handicapped access, and bicycle facilities that connect transit passengers to local streets and sidewalks. The Puyallup Commuter Rail Station is adjacent to the express bus center located near the corner of 7th Ave. and 94th Ave. The Commuter Rail Station will eventually provide access to 18 rush-hour trains per day and the facility will retain the style and shape of the town's original railroad depot. The station is located near Puyallup High School, Clarks Creek Park, and the Western Washington Fairgrounds.

Puyallup Regional Growth Center Parking Requirements		
	Min.	Max.
Multi family	Varies	No Limit
Office	Varies	No Limit
Retail (general)	Varies	No Limit
Restaurant, other	Varies	No Limit

Source: *Application of Physical Design Guidelines in Regional Growth Centers Survey, 2002*

Regional Growth Center References and Contacts

City of Puyallup Comprehensive Plan (1994)

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