DATE: July 13, 2022

TO: Pierce County Planning Commission

FROM: Angie Silva, Manager, Long Range Planning Division

BY: Erika Rhett, Supervisor, Long Range Planning Division
    Erik Jaszewski, Associate Planner, Long Range Planning Division

SUBJECT: Residential Use Code Amendments Package

On July 26, 2022 the Planning Commission will review and consider proposed amendments to Pierce County Code (PCC) to update residential use terms, correct zoning for senior housing, support development of employee housing, and establish development regulations for shared housing. The proposed amendments would apply within unincorporated Pierce County, including all community plan areas.

NOTICE: Notice of the Planning Commission public hearing will be published in the News Tribune on July 12, 2022 in advance of the July 26, 2022 hearing date.

SEPA: The Responsible Official conducted an environmental review of the Residential Use Code Package pursuant to the State Environmental Policy Act (SEPA) and issued a Determination of Nonsignificance (DNS) on April 8, 2022, which is attached herein.

ATTACHMENTS:

Attachment A Amendments to PCC Chapter 18.25 “Definitions”
Attachment B Amendments to PCC Title 18A “Development Regulations – Zoning”
Attachment C New PCC Chapter 18A.45 “Shared Housing Villages”
Attachment D Amendments to PCC Chapter 18J.15 “Countywide Design Standards and Guidelines”
Attachment E SEPA Determination
**PROPOSAL SUMMARY**

Pierce County Council asked staff to review and update residential use and related terms in Resolution 2020-125. The purpose of the resolution is to improve code clarity and administration. The Residential Use Code Package responds to the resolution with proposed updates in four areas:

- Updates to residential use terms and minor, technical code changes
- Senior housing zoning corrections
- Amendments to employee housing development regulations
- The application of new development regulations around shared housing uses

**DEPARTMENT RECOMMENDATION**

The Planning and Public Works Department recommends approval of the proposed amendments set forth in Attachments A through D.

The proposal is consistent with and implements the Pierce County Comprehensive Plan, Pierce County Countywide Planning Policies, Puget Sound Regional Council Vision 2050 multi-county planning policies, and Growth Management Act.

**REVIEW ISSUES**

The Commission is asked to review the Department’s recommendation and make a recommendation to the County Council.

In accordance with Section 2.76.020 PCC, the Planning and Public Works Department and Pierce County Planning Commission are tasked with reviewing and evaluating the Development Regulations. The Planning Commission may move to amend or augment the Development Regulations to maintain consistency with and implement the Comprehensive Plan.

**ANALYSIS OF PROPOSED CHANGES**

People have many different needs for housing throughout their lifetime, whether they are raising a family, sharing a home with a roommate, downsizing, moving out on their own, trying to get back on their feet, or have special care needs due to age or disability. In December 2020, the County Council recognized the need to reflect the wide variety of living arrangements in the community throughResolution No. R2020-125. This resolution asked the Planning and Public Works Department conduct a review and analysis of residential housing use types and appropriate zone classifications for a broad list of residential (and related) uses to provide clarifications, updated definitions, and recommended zoning changes.

The Planning and Public Works Department took the following steps in response to this resolution prior to engaging the Planning Commission:
- The Department compiled an exhaustive list of residential uses and definitions from the Pierce County Code (PCC) and administrative policies, the Comprehensive Plan, Washington state statutes and regulations, the International Building Code, other jurisdictions’ regulations, industry research and guidance, and staff knowledge of terms that are in general usage.
- Staff compared the terms and definitions from the resolution with the resources above to analyze them for clarity, conciseness, consistency, and broad understanding.
- Staff reviewed proposed changes with subject matter experts throughout Planning and Public Works and other County departments.
- Staff reviewed all proposed changes for consistency with the Pierce County Comprehensive Plan, Puget Sound Regional Council Vision 2050, community plans, and the Pierce County Countywide Planning Policies.
- Pierce County solicited comments from the public in a joint public engagement period and review period under the State Environmental Policy Act (SEPA) during the month of April 2022. Public engagement included an online open house and comment period, as well as two live virtual information sessions (one focusing on farming and employee housing), and a presentation at the Pierce County Agriculture Committee.

**Residential Use Terms**

Resolution 2020-125 asked staff to review and update 35 terms related to residential uses. These terms address a broad range of accommodations including residential housing types, temporary housing, lodging for visitors, and housing associated with medical treatment. Addressing this range of terms allowed for clarifications and distinctions between different types of uses, including some that are better classified as civic or commercial uses. It also resulted in the discovery of additional terms that are proposed to be added to the Pierce County Code to improve clarity and consistency that were not originally included in the resolution.

Some of the updated terms address consistency with recent changes in State law (SB 5235). As of 2021, state law prohibits jurisdictions from limiting the number of unrelated persons that can occupy a dwelling except based on health and safety codes. Pierce County currently limits dwelling occupancy through its definition of family. With this approach invalidated by the change in state law, the proposal includes a definition of a “housekeeping unit” that is not defined by familial relationship and this new terminology appears in several of the proposed updates.¹

The following table identifies the proposed updates that affect residential use definitions and terms. These changes provide clarity and consistency to help with better administration of the PCC. Substantive changes to definitions and zoning are addressed in the sections on senior housing, shared housing, and employee housing below.

---

¹ The proposal addresses housing for unrelated people not living as a housekeeping unit as shared housing. See the section below for additional information.
<table>
<thead>
<tr>
<th>Definition</th>
<th>Proposed Change</th>
<th>Reason</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessory Dwelling Unit</td>
<td>Add the terms mother-in-law unit and carriage house as examples.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Adult Family Home</td>
<td>Define consistent with RCW 70.128.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Assisted Living Facilities</td>
<td>Define consistent with RCW 18.20. Add as an example of a type of Residential Care Facility, Level 2.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Bed and Breakfast House</td>
<td>Revise definition to acknowledge that a meal may not be provided.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Carriage Home</td>
<td>Add to the definition of Accessory Dwelling unit as an example.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Duplex Dwelling Unit</td>
<td>Consolidate with the term “Two Family Housing.”</td>
<td>To eliminate redundancy and provide clarity.</td>
</tr>
<tr>
<td>Family</td>
<td>Update to include housekeeping unit terminology.</td>
<td>Consistency with state law.</td>
</tr>
<tr>
<td>Group Homes</td>
<td>Update to include housekeeping unit terminology. Include halfway houses and group training homes as examples of a Group Home. Include the Group Homes use in the new Shared Housing use category.</td>
<td>To provide clarity. Consistency with the proposed Shared Housing Use.</td>
</tr>
<tr>
<td>Halfway Houses</td>
<td>Add as an example of a Group Home.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Homeless Shelters</td>
<td>Add a definition of Homeless Shelter that is consistent with RCW 36.70A.030. Include encampments and safe vehicle parking areas as examples of Temporary Housing Communities.</td>
<td>To provide clarity. Consistency with state definition.</td>
</tr>
<tr>
<td>Hotel / Motel</td>
<td>Minor change for consistency with definition of Lodging.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>In-patient Mental Health Facilities; In-patient Drug and Alcohol Rehabilitation Facilities</td>
<td>Add to Health Services, Level 2, which describes hospitals.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Lodging House</td>
<td>Remove “House”. Make clarification changes to Lodging use type. See Employee Housing for other changes.</td>
<td>Consistency with the International Building Code. To provide clarity.</td>
</tr>
<tr>
<td>Manufactured Home</td>
<td>Update definition to note that manufactured homes must bear a U.S. Department of Housing and Urban Development (HUD) tag. Change list of examples of manufactured homes to include modular and prefabricated units.</td>
<td>Improves consistency with the International Building Code.</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>Update definition to distinguish mobile home units from Manufactured Homes and RVs.</td>
<td>To provide clarity and consistency in the application of the regulations.</td>
</tr>
<tr>
<td>Mobile Home Park</td>
<td>Add clarifying language.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Mother-in-law Home</td>
<td>Add as an example of an Accessory Dwelling</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Definition</td>
<td>Proposed Change</td>
<td>Reason</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Defining wording</td>
<td>Unit. Replace the term with “for family” when referring to the Temporary Housing Units allowed to care for an ailing family member.</td>
<td>This definition is not used in the regulations.</td>
</tr>
<tr>
<td>Non-traditional Dwelling Types</td>
<td>Delete this definition.</td>
<td>This definition is not used in the regulations.</td>
</tr>
<tr>
<td>Nursing Home</td>
<td>Define consistent with RCW 18.51.</td>
<td>Consistency with state law.</td>
</tr>
<tr>
<td>Overnight Lodging</td>
<td>Delete this definition.</td>
<td>This definition is not used in the regulations.</td>
</tr>
<tr>
<td>Permanent Supportive Housing</td>
<td>Define consistent with RCW 36.70A.030.</td>
<td>Consistency with state definition.</td>
</tr>
<tr>
<td>Recreational Vehicle (RV)</td>
<td>Update definition to distinguish from Mobile Homes.</td>
<td>To provide clarity and consistency in the application of the regulations.</td>
</tr>
<tr>
<td>Recreational Vehicle (RV) Park</td>
<td>Update Lodging use, Level 1 to allow RV parks to include tents and tent cabins.</td>
<td>To provide clarity and flexibility.</td>
</tr>
<tr>
<td>Residential Care Facility</td>
<td>Update to include example terms.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Senior Housing</td>
<td>Add clarifying language to the Senior Housing use type. There are some zoning changes for Senior Housing, which are addressed in the section below.</td>
<td>To provide clarity.</td>
</tr>
<tr>
<td>Short-term Vacation Rental</td>
<td>Add a definition based on existing text in the Pierce County Code.</td>
<td>To provide clarity and consistency.</td>
</tr>
<tr>
<td>Single-Family Dwelling Unit</td>
<td>Update the definitions of Attached Single Family and Detached Single Family for clarity and to include examples of each housing type. Update the definition of Zero-lot-line for consistency.</td>
<td>To provide clarity and consistency.</td>
</tr>
<tr>
<td>Special Needs Housing</td>
<td>Delete this definition.</td>
<td>This term is not used in the regulations.</td>
</tr>
<tr>
<td>Temporary Housing Unit</td>
<td>Add examples of Temporary Housing Communities to include encampments, emergency shelters, and safe vehicle parking areas. Update the term Temporary Housing Unit, Mother-in-law to Temporary Housing Unit for Family. Add clarification that Temporary Uses/Structures for RVs, Tents, and Travel Trailers are limited to one unit at a time.</td>
<td>To provide clarity and consistency in the administration of regulations.</td>
</tr>
<tr>
<td>Tiny Home</td>
<td>Define consistent with RCW 35.21.686, add a definition of Site-Built Tiny House.</td>
<td>To provide clarity and consistency with state definitions.</td>
</tr>
<tr>
<td>Transitional Housing</td>
<td>Add a definition of Transitional Housing based on common practice.</td>
<td>To provide clarity.</td>
</tr>
</tbody>
</table>
SENIOR HOUSING ZONING CORRECTIONS

As part of the review, staff identified related updates from the code docket that keeps a record of corrections that need to be made to code. In this case two ordinances inadvertently removed senior housing as an allowed use. The proposal would correct those errors as follows:

- Correct Ordinance 2002-113s to allow senior housing with a conditional use permit in the moderate density single-family zone (MSF) in the Gig Harbor Community Plan area.
- Correct Ordinance 2004-52s to allow senior housing as a permitted use in the mixed use district zone (MUD) of Parkland, Spanaway, Midland Communities Plan area and in the high density single-family zone (HSF) in the South Hill Community Plan area.

Visit the online interactive map to see the areas affected by the senior housing zoning corrections.

EMPLOYEE HOUSING

Pierce County’s rural areas are an important cultural, environmental, and economic resource. Part of preserving our rural areas is preserving their unique activities and businesses. Some of these activities and businesses need temporary housing for employees during peak season – to bring in the harvest, keep skiers safe, or maintain our forest lands. The balancing act is providing safe, convenient, and sanitary facilities for those workers without encouraging the overdevelopment of rural areas per the Growth Management Act.

In the current PCC employee housing is addressed in two areas of the code: as accessory to an agricultural use in 18A.36.060A.13 and as a lodging use in 18A.33.270H. In both cases employee housing is limited to dormitory-style accommodations. The proposal would make several changes to employee housing:

- Align farmworker housing that is accessory to an agricultural use with a state law that regulates these uses.
- Allow seasonal use of an RV (recreational vehicle) on farm sites.
- Allow a wider variety of housing types for employee housing, with protections in place to prevent the inappropriate conversion of that housing into permanent living quarters in the rural area.
- Allow employee housing in some additional zones around the County.

Align Farmworker Housing with State Law

State law allows farmworker housing to be located on any farm site if it complies with the provisions of RCW 70.114A which regulate health and safety for temporary worker housing. The law specifically states that such housing is a permitted use in any zone subject only to local standards for height, setbacks, and road access requirements.
This law is in effect and supersedes the County’s existing rules for farmworker housing that accessory to a commercial agricultural use. The proposal updates 18A.36.060A.13 to reflect the provisions of RCW 70.114A by adding the following:

- Allowing accessory farmworker housing on any active farming site, not just limiting it to commercial agricultural operations.
- Housing units must comply with County standards for height, setbacks, and access. This includes standards for setbacks from critical areas.
- The housing must comply with state health standards, including those for potable water and sewage disposal.
- Consistent with our comprehensive plan policies, farmworker housing is encouraged not to be located on prime agricultural soils.
- Removing the restriction on dormitory-style housing (see the section *Allow a Wider Variety of Housing Types* below for more information).

### Allow Seasonal Use of an RV for Agricultural Uses

In addition to the alignment with state law (above), the proposal would allow one recreational vehicle as a seasonal accessory use on farm sites for the purpose of occupancy by a caretaker, to provide a respite area for farmworkers, or to store equipment and supplies. Currently, PCC 18A.38.020 allows the use of one RV on any property for up to 120 days as a temporary use. The proposal would allow the 120-day limit to be exceeded for agricultural uses but still limits use of the vehicle to seasonal use.

### Allow a Wider Variety of Housing Types

The goals of the Washington State Growth Management Act (GMA) aim to prevent the loss of rural lands to sprawling development. GMA prioritizes the preservation of rural areas for agriculture, forestry, and open space, recognizing that urban and suburban development in rural areas threatens these priorities. As a result, development in rural areas must be carefully balanced to both support rural lifestyles and industries and to prevent the conversion of this development to urban uses. In a practical sense, this means that permanent residential development can only be developed at low densities in rural areas.

Traditional rural industries such as farming, tourism, and forest management tend to have seasonal peaks for activity and employment. Employees who work in these industries year-round maintain permanent housing accommodations nearby, but seasonal employees are less likely to maintain permanent residence in the community and need short-term accommodations near their worksite. These accommodations create a concentrated area of development that is necessary to support rural industries and are an important part of the rural landscape.

A concentrated area set aside to house seasonal workers is consistent with rural character and lifestyles, but the conversion of that housing into permanent residential accommodations is not. To prevent the conversion of housing for seasonal workers into permanent residential accommodations the PCC currently limits employee housing to dormitory-style housing. The idea was that shared kitchen and sanitary facilities will prevent the conversion of this housing to permanent
accommodation. This restriction currently affects both farmworker housing as an accessory use in 18A.36.060A.13 and employee housing as a lodging use in 18A.33.270H.

In other communities, seasonal employees may be accommodated in a variety of housing types such as tiny homes, RV parks, dormitory-style housing, hotels, bunk houses, portable units, small villages, and other styles. This provides flexibility for the employer to meet the specific needs of their employees and their industry. Legal protections such as covenants, signed agreements, and notices on title prevent the conversion of that housing to permanent residential uses.

The proposal removes the restriction that employee housing must be in dormitories but adds legal protections to prevent the conversion of housing for permanent residential use. This consists of a notice on title recorded with the Pierce County Auditor that acknowledges that the housing may only be used for seasonal employees (and their family members) and that any other use of the units must be compliant with a use allowed in the underlying zoning. This restricts the inappropriate conversion of employee housing to urban uses but would allow structures to be used for other rural uses that are already allowed in the underlying zoning.

Expand Zoning for Employee Housing

When reviewing the distribution of areas that allow employee housing in the County, staff identified a few zones where the employee housing lodging use (PCC 18A.33.270H) could be expanded.

- Allow employee housing as a conditional use the gateway community (GC) and rural activity center (RAC) zones in non-community plan areas, the Graham Community Plan area, and the Key Peninsula Community Plan area. These zones represent limited areas of more intense rural development allowed by GMA and are appropriate areas for employee housing that would support nearby rural industries.
- Allow employee housing as a conditional use in the rural farm (RF) zone in the Graham Community Plan Area. This conditional use is already allowed in other areas of the County in the RF zone and would provide parity for the Graham area.

Visit the online interactive map to see the areas affected by the employee housing zoning changes.

Shared Housing

Shared housing is an affordable housing option for many people. It provides accommodations for small households that occupy private living space, or sleeping units, but share necessary facilities such as a kitchen or bathroom. They may also share amenities such as exercise rooms, common gathering spaces, or recreation areas. This type of housing is permanent housing, leased by the month or the year to people who make their home in the community. It is not for temporary use, such as an emergency shelter, or for people who come and go, like a hotel or employee housing. In the past shared housing was a common part of community landscapes in the form of rooming houses or single room occupancy apartments. Changes in zoning codes in the second half of the 20th century

---

2 This would not apply in the Upper Nisqually Valley where community plan policies state that employee housing must be dormitory-style.
favored complete dwelling units (in the form of single-family homes and apartments) and some prohibited shared housing to promote an exclusive idea of community. Today we recognize that these types of zoning restrictions have marginalized and discriminated against certain groups in the community and have had long-lasting impacts on affordability.

Shared housing is not currently addressed in the PCC outside of allowing dormitories for educational institutions or its current allowances for group homes. Households sharing living accommodations were regulated in effect by Pierce County’s definition of family until recent changes in state law prevented this (see the Residential Use Terms section above for additional information). By limiting the definition of family to a maximum on six unrelated individuals living together, the code compliance team could intervene if complaints were lodged about overcrowding in a single-family home. This gave the County the opportunity to work with property owners to address problems but provided no proactive way to mitigate potential impacts or to plan for shared housing uses in appropriate areas of the community.

Recognizing shared housing uses in the PCC provides several benefits. Regulating shared housing allows the County to designate appropriate zones where these uses may be located. It also allows the County to address the potential impacts such as lack of parking or intensity of use. These standards provide guidance for those establishing shared housing uses in the County, supporting the development of affordable housing options. They also set rules that can be clearly applied to compliance cases.

To determine the proposed approach for regulating shared housing uses staff looked to the Comprehensive Plan and the PCC to identify policies and regulations for similar uses. The proposal identifies four types of shared housing: group homes, rooming houses, congregate housing, and shared housing villages. It applies a mix-and-match approach to align shared housing uses with existing zoning categories and regulations depending on their form, function, and impact. This is based on two proposed code changes that apply to all shared housing uses (except for group homes):

- **Density.** Density is a measure used to regulate the intensity of residential land uses by measuring the number dwelling units allowed per acre. Dwelling units vary in size from a single-person household living in a studio apartment to a multi-generational family living in a large home. Shared housing is not comprised of complete dwelling units, so it does not fit the dwelling units per acre standard. Yet density provides a useful expression of what types of urban character are expected in an area and which land use impacts may be anticipated in a zone. Shared housing sleeping units are mostly occupied by single-person households, therefore the proposal establishes an equivalency for calculating density for shared housing.

  \[4 \text{ sleeping units} = 1 \text{ dwelling unit}\]

- **Parking.** Parking standards are also regulated by dwelling unit in the PCC. Most dwelling units require two parking spaces per unit, with the possibility to reduce the standard if the development is within walking distance of transit, or if the development provides secured affordability. Parking standards for shared housing are proposed as follows:

  \[2 \text{ parking spaces per 4 sleeping units}\]

  *Parking may be administratively reduced for affordable housing monitored by the County.*
Proposal specifics by shared housing type are explained below. Visit the online interactive map to see the areas proposed for new zoning to support shared housing uses.

**Group Homes**

This is an existing use in the PCC and the proposal makes no changes to what qualifies as a group home or where group homes may be located in the County. Rules about density and parking that apply to other forms of shared housing will not apply to group homes. Group homes are a special type of shared housing subject to state and federal laws because they care for vulnerable populations. Pierce County’s current approach is consistent with those laws and this proposal does not aim to change that. A few clarifying changes are proposed to the group home definition for administrative purposes and to classify it with other types of shared housing uses.

**Rooming House**

This shared housing use occurs in a single-family structure. It is proposed to be allowed in urban zones where single-family structures are allowed. Design standards for rooming houses would be the same as applied to single-family homes. The density equivalent of four sleeping units to one dwelling unit means that anyone could rent up to three rooms in a home they occupy without meeting additional requirements for parking and density. Single-family homes that exceeded the standard of four sleeping units would need to provide additional space for off-street parking and would need to have enough land area to accommodate additional density.

**Congregate Housing**

This is defined as shared housing that occurs in a multi-family structure. It is proposed to be allowed in urban zones that support multi-family or mixed-use zoning. Design standards for congregate housing would be the same as applied to multi-family development. Density and parking standards would be applied based on the ratios noted above.

**Shared Housing Village**

Shared housing villages are comprised of a campus of detached sleeping units that use community buildings for cooking, sanitation, and other amenities. Shared housing villages are proposed to be allowed in urban areas only, including multifamily zones and mixed-use zones as a permitted use and as a conditional use in the moderate density single-family zone (MSF). A conditional use permit would require public notification and a hearing before the Pierce County hearing examiner renders a decision.

Design regulations and site development standards are proposed for shared housing villages related to interior roads, landscaping, siting of units, construction phasing, accessory uses, and community administration. Accessory uses for shared housing villages may include a variety of facilities limited to serving occupants of the shared housing village. This may include medical clinics, small business

---

3 Design regulation are proposed in a new section of the PCC: 18A.45
operations, job training or education services, recreational activities, or others. Density and parking standards would be applied based on the ratios noted above.

**Applicable Planning Policies**

An important finding of all new or amended language for the Pierce County Code is that it is consistent with the Pierce County Comprehensive Plan. This section identifies applicable policies as evidence for a finding of consistency. In addition, it includes applicable policies from the Pierce County Countywide Planning Policies and the Puget Sound Regional Council’s Vision 2050 multi-county planning policies to show how the changes align with regional objectives.

**Residential Use Terms**

The proposed changes to residential use terms are for code clarification and consistency and are generally not implementing specific policy aspects of the County’s Comprehensive Plan. However, Comprehensive Plan policy LU-138 encourages predictability and consistency in development regulations, which the proposal accomplishes.

**Senior Housing Zoning Corrections**

The proposed corrections to senior housing zoning restore already approved zoning. However, senior housing fits with the need for a range of housing types meeting different resident needs throughout the County and is specifically recognized in the South Hill Community Plan.

**Pierce County Comprehensive Plan Policies**

**GOAL H-1** Allow for a range of housing types in appropriate areas of the County.

**GOAL H-13** Recognize the different physical, social, and economic needs of the residents.

**H-13.1** Provide a broad range of housing choices in terms of cost, size, design, and suitability for various household types, e.g., families, elderly, couples, and persons with disabilities or special needs.

**South Hill Community Plan Policies**

**GOAL SH LU-11** Implement distinct zoning districts for a variety of residential choices including estate, mid-size, small lot, multifamily, senior housing, and mixed-use development.

**Employee Housing**

Planning policies strongly support farmworker housing as an integral part of supporting agricultural industries, and in balance with policies that support the maintenance of rural character and lifestyle. Rural activity centers and gateways are seen as appropriate locations for employee housing to support a variety of rural industries.
GOAL H-15 Identify strategies to expand opportunities to increase supply of housing to meet the needs of farmworkers and the agricultural industry.

H-15.1 Protect the economic viability of the agricultural industry by considering innovative planning techniques to allow for farmworker housing supporting the agricultural resource activities.

H-15.2 Consider the seasonal nature of farming and potential options to accommodate seasonal housing that does not permanently convert agricultural lands of long-term commercial significance.

H-15.3 Explore the opportunity to provide a siting process to expedite farmworker housing projects using preapproved designs for housing of both temporary and permanent farmworkers employed by the property owner.

H-15.4 Work with the agricultural community to develop criteria and a process for siting permanent and migrant farmworker housing in rural and agricultural resource areas with consideration given to neighborhood and project security, health and sanitation, availability of public services, access, child care, and the availability of affordable housing in a nearby urban area.

GOAL H-16 Collaborate with public agencies, private institutions, and organizations to remove barriers to providing farmworker housing, and explore innovative approaches to meeting farmworker housing needs.

H-16.1 Encourage new housing and/or housing rehabilitation in suitable areas.

H-16.2 Evaluate state requirements for farmworker housing.

GOAL LU-53 Ensure land uses and activities are consistent with and preserve rural character.

LU-53.1 Encourage and support economic vitality in ways that protect the rural way of life and are compatible with the rural environment.

GOAL LU-55 Protect agricultural activities on lands that do not qualify as designated Agricultural Resource Lands of long-term commercial significance.

GOAL LU-59 Rural Activity Centers should provide for more intensive uses to provide employment, shopping, services, and housing opportunities that will reinforce these areas as rural centers, at a scale which is compatible with surrounding roads, utilities, and rural character.

LU-59.1 Ensure immediate access onto state routes or major arterials.

LU-59.2 Allow intensive uses where adequate facilities and improvements exist or can be provided.

LU-59.3 Expansion should be compatible with other adjacent uses and avoid areas of natural hazards.
GOAL LU-61 Rural Gateway Communities should provide commercial services to accommodate the needs of visitors and tourists.

LU-61.1.1 Housing accommodations for tourists, visitors, and workers and their families;

LU-61.4 Residential density may be higher than the surrounding rural area.

GOAL LU-80 Recognize farmworker housing is an integral part of the agricultural economy of Pierce County.

LU-80.1Explore opportunities to permit temporary and permanent farmworker housing standards and policies to allow construction of farmworker housing and infrastructure.

LU-80.2 In providing opportunities for farmworker housing, balance the protection of agricultural lands with the need for farmworker housing.

GOAL LU-84 Implement the Growth Management Act’s planning goal related to maintaining and enhancing natural resource-based industries by preserving and enhancing the agricultural land base which is being used for, or offers the greatest potential for, production of agricultural products.

GOAL LU-88 Implement the Agricultural Resource Lands with development regulations that support and enhance farming.

GOAL LU-89 Provide programs, policies and other regulations to achieve agricultural conservation and support agricultural activities.

GOAL LU-91 Protect agricultural operations from incompatible uses and ensure regulations are in places that maintain the vitality of the agricultural industry.

LU-91.7 Residential uses allowed near designated Agricultural Resource Lands should be developed in a manner which minimizes potential conflicts and reduces unnecessary conversion of farm lands.

Graham Community Plan Policies

GOAL GR LU-1 Promote agriculture activities throughout the rural portions of the plan area.

Key Peninsula Policies

GOAL KP LU-12 Compact and attractive Rural Activity Centers and Rural Neighborhood Centers serve as focal points for business and community activities. Plan these commercial centers in defined locations or in areas that have historically provided commercial services to the community. Encourage pedestrian features that present opportunities for citizens to walk between businesses. Commercial activities in rural centers should provide the basic goods, services, and employment needed by local residents.

KP LU-12.3 Rural Activity Centers are intended to provide the most intensive use of rural lands including opportunities for employment, shopping, civic services, and housing. Additional uses are appropriate in RACs when consistent with LAMIRD criteria.
KP LU-12.4 Authorize new civic and commercial uses in RACs that can be supported by rural facilities and services and that encourage a rural tourism economy. Uses in RACs should provide the basic goods and services for rural residents and tourists.

**Upper Nisqually Valley Community Plan Policies**

**GOAL UNV LU-4** The Village Center zone (VC) shall be located where the community has historically gathered, shopped, worked, and resided.

**UNV LU-4.6** Employee housing shall be allowed in the Village Center zone.

**GOAL UNV LU-11** Encourage housing which meets the needs of the community and maintains community identity.

**UNV LU-11.5** Develop procedures and regulations to allow employee housing within designated areas of the community.

**UNV LU-11.5.1** The intent of employee housing is to allow a low cost alternative for temporary employees and is particularly suited for a community that has seasonal employment housing needs.

**UNV LU-11.5.2** Employee housing shall not be implemented as multifamily housing; individual independent living quarters shall not be created, but common cooking and bathing areas shall be shared.

**UNV LU-11.5.3** Employee housing shall not be occupied by individuals who do not work in the Upper Nisqually Valley.

**UNV LU-11.5.4** Employee housing shall not be allowed in Case II Volcanic Hazard Areas.

**UNV LU-11.5.5** An applicant proposing to construct employee housing must demonstrate and document the need for the housing and have a mechanism to ensure the units are occupied by individuals who work in the Upper Nisqually Valley.

**UNV LU-11.5.6** Employee housing shall be required to be constructed and held in ownership by the company employing the workers or a cooperative of employers.

**GOAL UNV LU-11** Encourage housing which meets the needs of the community and maintains community identity.

**UNV LU-11.6** Allow employee housing in the Village Centers and Tourist Commercial.

**UNV LU-11.6.1** Employee housing must be accessed through the inside of the building; cooking facilities and living spaces must be commonly shared by all with no provisions for cooking in any individual sleeping unit.

**UNV LU-11.6.2** Employee housing shall not exceed more than 20 individual sleeping units per building.

**UNV LU-11.6.3** Employee housing shall meet design standards.
**UNV LU-11.6.4** Employee housing is encouraged to have commercial square footage on the first floor.

**UNV LU-11.6.5** Monitor enforcement provisions for employee housing to ensure it is not used as rental units for tourists or other non-company employees living in the community.

---

**Puget Sound Vision 2050 Regional Plan**

**MPP-DP-20** Support agricultural, farmland, and aquatic uses that enhance the food system in the central Puget Sound region and its capacity to produce fresh and minimally processed foods.

**MPP-DP-37** Ensure that development occurring in rural areas is rural in character and is focused into communities and activity areas.

**MPP-DP-39** Support long-term solutions for the environmental and economic sustainability of agriculture and forestry within rural areas.

**MPP-DP-42** Support the sustainability of designated resource lands. Do not convert these lands to other uses.

**MPP-DP-45** Avoid growth in rural areas that cannot be sufficiently served by roads, utilities, and services at rural levels of service.

---

**Pierce County Countywide Planning Policies**

**AG-6** Jurisdictions choosing to designate agricultural lands, shall ensure that prime agricultural lands are preserved and protected by the enactment of appropriate land use controls; or by including the land in the urban growth area boundary of a municipality only if the municipality has delineated standards and criteria relating to preserving the agricultural lands, and transfer and purchase of development right programs.

**RUR-2** Ensure that development in rural areas is consistent with the countywide and regional vision.

**RUR-3** Prohibit urban densities in rural areas.

**RUR-6** Ensure that development occurring in rural areas is rural in character.

**RUR-8** Support economic activity in rural and natural resource areas at a size and scale that is compatible with the long-term integrity and productivity of these lands.

**RUR-9** Minimize impacts to rural lands and contribute to improved ecological functions and more appropriate use of rural lands through innovative and environmentally sensitive land use management and development practices.

**RUR-10** Support long-term solutions for the environmental and economic sustainability of agriculture and forestry within rural areas.
SHARED HOUSING

Although there are no specific policies addressing shared housing, this type of housing is an important resource to help improve the affordability of housing and to promote a variety of housing stock in the community.

Pierce County Comprehensive Plan Policies

GOAL H-1 Allow for a range of housing types in appropriate areas of the County.

   H-1.1 Encourage a variety of housing types that allow high densities and creative use of land within the urban area.

GOAL H-2 Encourage the development of new housing within the Urban Growth Areas where facilities and services exist or are planned.

GOAL H-7 Create solutions for affordable housing issues that benefit all economic segments of the population.

   H-7.4 Ensure consistent, streamlined regulations and procedures.

GOAL H-12 Reuse the existing housing stock to help meet the housing demand.

   H-12.1 Explore and identify opportunities to reutilize and redevelop existing parcels where rehabilitation of existing buildings is not cost-effective.

   H-12.2 Review regulatory restrictions prohibiting rehabilitation of existing housing stock.

   H-12.3 Develop and implement rehabilitation programs and opportunities to reuse existing housing stock.

GOAL H-13 Recognize the different physical, social, and economic needs of the residents.

   H-13.1 Provide a broad range of housing choices in terms of cost, size, design, and suitability for various household types, e.g., families, elderly, couples, and persons with disabilities or special needs.

   H-13.2 Review and revise the development code to permit temporary shelter and transitional housing and supportive services that assist homeless individuals and families.

   H-13.3 Review and revise the development code to permit single room occupancy units that are defined separately from group homes.

GOAL H-14 Promote the availability of special needs housing and the necessary supportive services, and support the availability of this housing for all individuals and households.
GOAL LU-6 Contain and direct growth within the designated Urban Growth Areas (UGAs) where adequate public facilities exist or can be efficiently provided.

GOAL LU-18 Maintain the stability and integrity of residential neighborhoods through a variety of techniques.

   LU-18.2 Allow a range of housing types and designs.

Puget Sound Vision 2050 Regional Plan

MPP-H-1 Plan for housing supply, forms, and densities to meet the region’s current and projected needs consistent with the Regional Growth Strategy and to make significant progress towards jobs/housing balance.

MPP-H-2 Provide a range of housing types and choices to meet the housing needs of all income levels and demographic groups within the region.

MPP-H-3 Achieve and sustain – through preservation, rehabilitation, and new development – a sufficient supply of housing to meet the needs of low-income, moderate-income, middle-income, and special needs individuals and households that is equitably and rationally distributed throughout the region.

MPP-H-4 Address the need for housing affordable to low- and very low-income households, recognizing that these critical needs will require significant public intervention through funding, collaboration, and jurisdictional action.

MPP-H-6 Develop and provide a range of housing choices for workers at all income levels throughout the region that is accessible to job centers and attainable to workers at anticipated wages.

MPP-H-7 Expand the supply and range of housing at densities to maximize the benefits of transit investments, including affordable units, in growth centers and station areas throughout the region

MPP-H-9 Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the region.

Pierce County Countywide Planning Policies

AH-2 Plan to meet their affordable and moderate-income housing needs goal by utilizing a range of strategies that may include a Housing Action Plan and will result in the preservation of existing housing, and the production of new, affordable and moderate-income housing that is safe and healthy. Jurisdictions should consider the availability and proximity of public transportation, governmental and commercial services necessary to support residents’ needs, and prioritize density and investment in these areas.

AH-3 Determine the extent of the need for housing affordable for all economic segments of the population, with special attention paid to the historically underserved, both existing and projected for its jurisdiction over the planning period, and shall encourage the availability of housing affordable to all economic segments of the population for each jurisdiction.
AH-3.2 Each jurisdiction may adopt plans and policies for meeting its affordable and moderate income housing needs in a manner that reflects its unique demographic characteristics, comprehensive plan vision and policies, development and infrastructure capacity, location and proximity to job centers, local workforce, and access to transportation.

UGA-13 Within the delineated urban growth areas, the County, and each municipality in the County, shall adopt measures to ensure that growth and development are timed and phased consistent with the provision of adequate public facilities and services.

**EQUITY ANALYSIS**

In a series of resolutions, the Pierce County Council has affirmed its commitment to advancing and improving equity for underrepresented and underserved populations of Pierce County. This affirmation includes reviewing policy proposals in an equity note. Vision 2050 and the Countywide Planning Policies also promote affordability, equity, and access to opportunity in economic development, public services, telecommunications infrastructure, and other policies.

While the County has not yet established an equity index or mapping tool to conduct such an analysis, it has defined the framework: livability, accessibility, economy, education, and environmental health. The City of Tacoma has published an equity map that includes unincorporated Pierce County and includes indicators that are consistent with Pierce County’s approach.

While the proposal includes a variety of simple clarifications, reorganizations, and corrections, it also includes several major components which have an equity nexus including the proposals for shared housing and employee housing. These proposals help serve underserved and underrepresented populations.

**SHARED HOUSING**

The primary characteristic of shared housing is shared sanitation or cooking facilities among households that maintain private living accommodations. By sharing such amenities, each private sleeping unit is likely to be offered at a lower cost than a more standard dwelling containing a private kitchen and bathroom, such as an apartment or single-family home.

Allowing shared housing provides greater opportunity for housing attainable to residents with lower incomes. This improves equity through livability and accessibility. By providing the opportunity for shared housing throughout the urban areas of the County, individuals can choose to live wherever they may find improved outcomes in education and environmental health.

**EMPLOYEE HOUSING**

The proposal provides greater variety of employee housing types and more opportunities for employee housing nearby seasonal rural worksites. Employee housing often accommodates low-wage workers, and the proposal supports livability and accessibility equity for these populations.
### ENGAGEMENT AND COMMENTS

Planning and Public Works launched an online open house on April 8, 2022. The site contained background information, proposal details, zoning maps, environmental analyses, and methods for public feedback. Additionally, staff presented to the Pierce County Agriculture Committee and held virtual information sessions on April 13 and 14, 2022 to present the proposal and give participants the opportunity to ask questions. A comment period was open until April 29, 2022. During this period, the County received the following comments:

<table>
<thead>
<tr>
<th>Date</th>
<th>Commenter</th>
<th>Summary of Comments</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>4/29/2022</td>
<td>Daniel A Brown, Williams Kastner &amp; Gibbs PLLC</td>
<td>1. Proposal in conflict with State Law RCW 36.01.227. 2. Proposal unfairly targets Kensington Gardens (KG) by removing Boarding Homes and modifying definitions to recategorize KG use. 3. Proposal limits where people are allowed to age, possibly discriminatory impact. 4. Opposed to proposal.</td>
<td>1. There are no changes proposed for Group Homes that would alter compliance with RCW 36.01.227. 2. The proposal is not targeting Kensington Gardens. Additionally, an existing use would not become illegal as a result of the proposal. 3. The proposal does not affect where people can age, and corrects zoning errors related to senior housing. The county regulates all uses consistent with state law. 4. Noted.</td>
</tr>
<tr>
<td>4/9/2022</td>
<td>Anita Wahler</td>
<td>1. Make it easier for people to have Accessory Dwelling Units by making laws less restrictive related to water flow, electricity, toilets, kitchenettes, septic, and heat. 2. Use-based regulations intended to mitigate impacts (e.g. parking minimums) do not accurately address the varying impacts resulting from different living situations. 3. Landlord-tenant laws and county regulations should be different depending on whether they are for renting a room in a house vs. renting an entire property (e.g., eviction rules).</td>
<td>1. The proposal does not aim to reform ADU regulations. Many of the stated regulations are part of building codes adopted at the state level. 2. The proposal acknowledges that these regulatory methods are imperfect but aims to work within the existing regulatory framework. 3. The proposal is creating regulations that differ based on how living accommodations are rented/used.</td>
</tr>
<tr>
<td>4/12/2022</td>
<td>Donald Lippincott</td>
<td>1. Pierce County has allowed several violations and manipulations of codes, and these will negatively impact the community. 2. Opposed to amendments on group homes.</td>
<td>1. Pierce County code compliance is a complaint-driven system. Code compliance concerns should be reported to the Planning and Public Works Development Center. 2. The proposal makes no major changes to the regulation of Group Homes.</td>
</tr>
<tr>
<td>Date</td>
<td>Name</td>
<td>Comments</td>
<td>Notes</td>
</tr>
<tr>
<td>------------</td>
<td>----------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>4/12/2022</td>
<td>Jim Gorman</td>
<td>1. Allow multifamily housing in Gig Harbor Rural and Resource zones (R10, R5, RSR, ARL, RF) and simplify regulations and review.</td>
<td>1. The County is prohibited from allowing multi-family housing in rural residential and resource zones by the Growth Management Act.</td>
</tr>
</tbody>
</table>
| 4/11/2022  | John Selby     | 1. Washington needs to provide proper funding for Section 8 vouchers.  
2. We need to subsidize low-income housing for those in need.  
3. Stop forcing the homeless from one spot to another and provide them housing. | 1. and 2. The scope of the proposal does not include fiscal measures to address housing affordability, as well as federal and state funding such as Section 8.  
3. The scope of the proposal does not include responses to homelessness. |
| 4/28/2022  | Paul Mosby     | 1. Too much concern/worry over farmworker housing being retained after farming use concludes.  
2. Supportive of going further on housing for farmworkers and supporting farming in general. | 1. The County must maintain consistency with the Growth Management Act and the proposal carefully balances the need to supply seasonal employee housing with GMA prohibitions against intensive housing development in rural areas.  
2. Noted. |
| 4/12/2022  | Rev. Mary Raine| 1. There are few housing options for seniors on a fixed income in Gig Harbor.                                                                                                                                 | 1. The scope of the proposal did not include a full survey of senior housing. Housing affordability is a topic that will be addressed in the Comprehensive Plan Periodic Review and update taking place 2022-2024. |
| 4/12/2022  | Suzanne Fuller | 1. Stop putting housing in Bonney Lake, too many people already and population is exceeding capacity.  
2. Concerned about growth impacts (e.g., auto collisions, packed stores, not enough food on shelves). | 1 and 2. Concerns about housing and growth in Bonney Lake should be addressed to the City of Bonney Lake.                                                                                                         |