

## DEVELOPMENT REGULATIONS SUPPLEMENTAL STAFF REPORT #2

**DATE:** Thursday, February 20, 2020

**TO:** Planning Commission

**FROM:** Dan Cardwell, Long-Range Planning Supervisor

**BY:** Jessica Gwilt, Senior Planner

**SUBJECT:** Additional staff-recommended changes to the Development Regulations.

**ATTACHMENTS:**

- [Attachment A](#) Draft Title 18A, “Development Regulations – Zoning” (*updated 2/20/2020*)
- [Attachment B](#) Retained (see [original staff report 6/18/2019](#))
- [Attachment C](#) Draft Title 18J, “Development Regulations – Design Standards and Guidelines” (*updated 2/20/2020*)
- [Attachment D](#) Staff-Recommended Changes to Title 17B, “Construction and Infrastructure Regulations – Road and Bridge Design and Construction Standards” (*updated 2/20/2020*)
- [Attachment E](#) Retained (see [supplemental staff report #1 7/23/2019](#))

## PURPOSE

Development Regulations Supplemental Staff Report #2 provides an analysis of additional proposed changes from Planning and Public Works (PPW) for the Planning Commission’s review and consideration related to Title 18A – Zoning, Title 18J – Design Standards and Guidelines, and Title 17B – Road and Bridge Design and Construction Standards.

## STAFF RECOMMENDATION

Staff recommends approval of the proposed amendments to Pierce County Code, Titles 18A, 18J, and 17B with modifications, as indicated in the previous [Development Regulations Staff Report](#) (6/18/2019), [Supplemental Staff Report #1](#) (7/23/2019), and in this supplemental staff report. Recommended modifications and denials are noted under “Staff Recommendation” sections in the analysis. If there is no staff recommendation section, the recommendation is to approve the changes with no modification. Staff finds that the proposed amendments are

consistent with requirements set forth in the Growth Management Act, VISION 2040, Countywide Planning Policies, and the Comprehensive Plan. All proposed changes from all staff reports are identified in updated Attachment A to this supplemental staff report (updated 2/20/2020), which supersedes any previous versions. The proposed changes as recommended to the Planning Commission by the Land Use Advisory Commissions are shown in gray/strikeout and all staff-recommended modifications from all staff reports are shown in teal as identified in the Attachments.

## TITLE 18A

There are multiple proposed changes to Title 18A to:

- Eliminate the Employment Corridor 100,000 square foot building size limitation.
- Add a 45,000 square foot intermediate manufacturing and intermediate/final assembly use category level.
- Allow manufacturing and assembly industrial uses in Urban Corridor.
- Limit proposed bicycle parking requirements to the four community plan areas.
- Consolidate the Neighborhood Center and Neighborhood Mixed Use zones in Parkland-Spanaway-Midland.
- Decrease minimum density in Towne Center.
- Update Centers and Corridors use table to address new health services use category level 3.
- Update language with countywide impacts.

### EMPLOYMENT CORRIDOR BUILDING SIZE LIMITATION

The proposal would remove the Employment Corridor (ECOR) zone 100,000 square feet per building ground coverage limitation in the Centers and Corridors use table, as shown in Attachment A (2/20/2020), Table 18A.16.010 on page 58.

#### PURPOSE

The building size limit in ECOR was proposed to achieve higher employment densities. Development trends have shown that very large warehouse-type buildings tend to have very low employment densities – for example, a 600,000 sq. ft. distribution center operating with fewer than 100 employees. The limitation was a means to disincentivize larger buildings of this use type while still allowing for it to encourage more manufacturing and assembly firms.

However, after further review of the actual land proposed to be zoned ECOR it was found that the limitation would have little effect. A 100,000 sq. ft. building needs at least 5 acres, assuming 50% lot coverage and no reductions for environmental or site-development constraints. With an average parcel size of 1.67 acres, there are very few parcels that would allow buildings much larger than 100,000 sq. ft., so there is already a natural limitation due to existing lot sizes. It is worth noting that combining smaller parcels can be very difficult and is generally not a good option for most developments.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

Of the 40 parcels of 5 or more acres within the proposed ECOR zone, 16 are already developed, leaving 24 as potentially developable. Of those 24 parcels, 13 are limited to a building size of 150,000 sq. ft. or less due to their parcel size being between 5 and 7 acres. Of the 11 remaining parcels, 3 will only fit buildings of 200,000 sq. ft. or less.

Of the remaining 8 parcels, the 4 largest are the Tacoma Public Utilities properties, which would very possibly be rezoned to Employment Center to avoid the building-size restriction. The 4 remaining parcels could potentially fit buildings between 270,000 sq. ft. and 522,720 sq. ft. One is listed as highway right of way (SR-512) and another is owned by a company whose operations, if developed there, do not require a large building.

Ultimately, the 100,000 sq. ft. limitation is unlikely to affect the actual pattern of development on more than a handful of properties. While well-intentioned, the policy outcomes would not be worth the inconvenience they might impose on some development proponents.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

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#### INTERMEDIATE MANUFACTURING AND INTERMEDIATE/FINAL ASSEMBLY USE CATEGORY

The proposal adds a new level 3 for the use category up to 45,000 square feet, as follows:

Level 1: Total floor area up to 2,000 square feet. No exterior storage allowed.

Level 2: Total floor area up to 5,000 square feet.

**Level 3: Total floor area up to 45,000 square feet.**

Level ~~3~~4: Total floor area up to 80,000 square feet.

Level ~~4~~5: Total floor area greater than 80,000 square feet.

All use tables are proposed to be updated to reflect the addition of a new level 3, as shown in Attachment A. The proposed edits do not change the allowed size in any zones outside the four plan areas, and only update the numbering for levels 3 and 4 to 4 and 5 consistent with the proposed changes shown above. Proposed changes are shown throughout Attachment A, and the proposed use level is shown on page 246.

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#### PURPOSE

The Intermediate Manufacturing and Intermediate/Final Assembly Use Category levels currently only allow up to 2,000 square feet of space, 5,000 square feet of space, 80,000 square feet, or more than 80,000 square feet. There is a lack of mid-range size to accommodate smaller and mid-size businesses. In creating a mid-size level of 45,000 square feet it would be more compatible with mixed use zones and applied in areas that want to attract more employers.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

There would be no immediate effect on County operations. The development of land could be impacted by allowing future development to utilize the new category. This would result in more range in the of size of industrial uses.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

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#### INDUSTRIAL USES IN URBAN CORRIDOR

The proposal conditionally allows intermediate manufacturing and intermediate/final assembly uses up to 45,000 square feet in the Urban Corridor (UCOR) zone, as shown in Attachment A (2/20/2020), Table 18A.16.010 on page 57.

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#### PURPOSE

In an effort to expand the allowed uses for UCOR to encourage more employment density, staff reviewed common planning practices for allowing employment-based industry compatible with residential and commercial uses, and mitigation for negative impacts. Since UCOR allows residential uses, there are concerns about compatibility, health, and safety. To address these concerns, the proposal adds policies for compatibility with and mitigating impacts to residential.

Staff found that some manufacturing and assembly uses are compatible in mixed-use zones when located away from/behind properties fronting major multi-modal transportation

facilities, using smaller-scale equipment and tools, and mitigating for negative health and safety impacts. These less-impactful industrial uses can benefit from close proximity to residential and commercial uses to reduce commute times and provide access to goods and services.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposed changes would provide more options for land development in the UCOR zone. Through the conditional use permit process, the impacts of industrial uses would be identified, analyzed, and mitigated if necessary. By allowing these uses in UCOR, there is an opportunity to increase employment density.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

#### BICYCLE PARKING SPACE MINIMUMS

The proposal corrects the proposed bicycle parking requirements to only apply within the four Community Plan areas, as shown in Attachment A, pages 251, and 254-255.

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#### PURPOSE

The Community Plan Updates involve changes to the Parkland-Spanaway-Midland, South Hill, Frederickson, and Mid-County Community Plans, along with associated development regulations implementing those plans. As such, the proposed regulations should only concern those four plan areas. However, the new bicycle parking minimums in Chapter 18A.35 would have applied in all unincorporated areas of Pierce County. The bicycle parking minimums are proposed to be revised to only apply in the Parkland-Spanaway-Midland, South Hill, Frederickson, and Mid-County plan areas.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The revised proposed regulations would have the same impacts as previously noted in the original development regulations staff report, dated June 18, 2019, however they would be limited to only the four Community Plan areas being updated.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

## PARKLAND-SPANAWAY-MIDLAND NEIGHBORHOOD CENTER REFINEMENT

The proposal retains and updates the Parkland-Spanaway-Midland Neighborhood Center (NC) zone and removes the proposed Neighborhood Mixed Use (NMU) zone, as shown in Attachment A (2/20/2020), pages 13, 16, 18, 33, 46, and 194-198.

### PURPOSE

Staff recommendation in the original Development Regulations Staff Report to Planning Commission recommended to remove the NMU zone and retain NC for the Parkland-Spanaway-Midland Communities Plan to avoid creating new zones. The Parkland-Spanaway-Midland Advisory Commission preferred the regulations developed for NMU over the existing NC. This proposal has updated the NC regulations to reflect the intent of the proposed NMU zone rather than create a new zone.

### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The effects of the NMU zone are analyzed in the original development regulations staff report, dated June 18, 2019. The updated zoning would be applied to areas identified as NC in the staff recommendation map in Attachment E of the original Parkland-Spanaway-Midland Communities Plan Staff Report to Planning Commission.

### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

## MID-COUNTY COMMUNITY CENTER AND MIXED USE DISTRICT ZONE CONSOLIDATION

The proposal eliminates the Community Center (CC) zone from the use tables and adds some compatible uses allowed in CC to the Mixed Use District (MUD) allowed uses, as shown in Attachment A (2/20/2020), pages 19, 32, and 169-176

### PURPOSE

The Centers and Corridors proposal eliminated all of the CC and MUD zoning except for the area north of SR-512 on Canyon Road East. In an effort to further consolidate zoning, the entire area is proposed to become MUD, as analyzed in the Mid-County Supplemental Staff Report #3. In an effort to avoid nonconforming uses in the area currently zoned CC, existing uses that are permitted in CC have been added to the MUD use table, as shown in Attachment A, pages.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposal allows uses currently allowed in MUD in same area and adds to the allowed commercial uses in MUD that are allowed in CC. These uses are compatible with each other and the surrounding area and there will be no significant changes. Uses allowed on each side of Canyon Road East at 104th Street East will now be allowed on both sides. The allowed density would increase slightly for the area currently zoned CC. The CC zone allows 10 to 22 dwelling units per acre and MUD allows 12 to 25 dwelling units per acre. However, the location of the zone is constrained by lack of sewer and the high cost to extend it into the area, so it is unlikely that high-density residential is feasible.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

#### TOWNE CENTER RESIDENTIAL DENSITY

The proposal changes the minimum density for the Towne Center (TCTR) zone from 20 to 15 dwelling units per acre, as shown in Attachment A (2/20/2020), page 34.

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#### PURPOSE

The proposal would make attached single-family residential, commonly known as townhouse development, and a range of multifamily types to be more viable. The market and residents' needs are changing, and our growing communities need more housing options. The former minimum residential density of 20 would have effectively prohibited the "missing middle" of housing. Allowing a greater variety of housing choices in addition to multifamily is an important step in creating attainable housing at varying price points.

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

Compared to the original analysis of implementing the TCTR zone, the proposal would reduce the potential density in those areas and allow a broader range of multifamily housing types.

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#### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes shown in Attachment A (updated 2/20/2020).

## CENTERS AND CORRIDORS USE TABLE: HEALTH SERVICES USE CATEGORY

The proposal corrects the Health Services use category in the Centers and Corridors use table to not include level 3 uses, which include supervised drug consumption sites, as shown in Attachment A (2/20/2020), Table 18A.16.010 page 55.

### PURPOSE

Prior to the draft Community Plans release, a code amendment was made to the Health Services Use Category that added a level 3 for supervised drug consumption sites. Since the older version of the use categories did not include this level, a “P” was added to some Centers & Corridors zones to reflect that levels 1 and 2 were permitted outright. The new level was not intended to be allowed and is not compatible with the Centers & Corridors zones. All other zone classifications would reflect the allowed levels in the most current code.

### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

This technical correction to the exhibit is not expected to affect county operations or the development of land. Even though the new level was added to the previous use category tables during the revision process for Titles 18 and 18A PCC, supervised drug consumption sites were preemptively prohibited from siting within unincorporated Pierce County when the Pierce County Council passed Resolution No. R2018-32.

### STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Attachment A (updated 2/20/2020).

## TITLE 18J

### UPDATE CHANGES WITH COUNTYWIDE IMPACTS

The proposal updates previously proposed changes that would have countywide impacts to either:

- Eliminate the change;
- Update the change to only apply to Centers and Corridors zones; or
- Update the proposed change to only apply to the four community plan areas.



The following proposed changes were updated, as shown in Attachment C (2/20/2020):

- Retaining Walls: apply proposed change to L1 buffer to Centers and Corridors zones only. (Pages 20-21).
- Street Trees: base number of street trees in single family residential subdivisions based on lot width in four community plan areas only. (Pages 49-50).
- Residential Garage Driveway Length: keep as 24 feet. (Page 54).
- Loading Areas: proposed changes only apply to Centers and Corridors zones. (Pages 54-55).
- Parking Facility Access Dimensions: aisle or driveway for fire apparatus kept as 24 feet, applied proposed change (minimum needed to meet fire standards) in Centers and Corridors zones. (Page 55).
- Employee Parking: retained existing standard. (Page 56)
- Parking Garage Design: applied additional options in Centers and Corridors. (Pages 56-57).
- Pedestrian Facilities Dimensions (larger sidewalks): only applied in Centers and Corridors zones. (Pages 57-59).
- Bus Facilities: retain requirement for pedestrian walkways between transit stops and building entries. (Page 60).
- Bicycle Facilities: encourage the development of marked, paved bike lanes along county roadways in four community plan areas only. (Pages 60-61).
- Interior Parking Lot Landscaping: retained the maximum number of parking stalls between landscape planting islands as 10. (Pages 63-64).
- Plant Installation: removed proposed requirement to provide specific root control standards for trees planted with 5 feet of public or private road, sidewalk, etc. (Pages 78-79).
- Recreational Areas: retained application for “single-family lots” rather than “residential developments.” (Pages 87-88).

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#### EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposal would either have no impact because it retains existing language, or lessens the impacts identified in the original Development Regulations Staff Report and Supplemental Staff Report #1, because the standards would not be applied countywide and would be limited to the areas identified.

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**STAFF RECOMMENDATION**

Staff recommends approval of the proposed changes as shown in Attachment C (updated 2/20/2020).

**TITLE 17B****PEDESTRIAN LIGHTING**

The proposal updates the current proposed standard for pedestrian lighting from 1 light per every 200 feet to 1 light per every 100 feet, as shown in Attachment D (2/20/2020), pages 3-4, and 9-10.

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**PURPOSE**

Updates to the pedestrian lighting regulations are intended to allow for development in community plan area to enhance the community vision and increase safety. The lighting in Centers and Corridors should be designed to create a well-balanced, integrated lighting plan for public and private locations that enhances vehicular and pedestrian visibility while minimizing glare and contrast. The intent for lighting is to provide needed illumination of the site, while at the same time preventing glare to residential uses either within or adjacent to the site. Light fixtures should be oriented to pedestrian circulation so that pedestrian ways are emphasized and safety is enhanced.

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**EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND**

The proposed change would double the number of pedestrian lights required compared to the original proposed standard analyzed in the [Development Regulations Supplemental Staff Report #1](#) (7/23/2019).

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**STAFF RECOMMENDATION**

Staff recommends approval of the proposed changes as shown in Attachment D (updated 2/20/2020).