

FREDERICKSON 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 Frederickson Community Plan.

ATTACHMENTS:

- [Attachment A](#) Draft Frederickson Community Plan (*updated 2/20/2020*)
- [Attachment B](#) Retained (see [original staff report 7/23/2019](#))
- [Attachment C](#) Retained (see [original staff report 7/23/2019](#))
- [Attachment D](#) Retained (see [original staff report 7/23/2019](#))
- [Attachment E](#) Frederickson Staff Recommendation Maps (*new 2/20/2020*)

PURPOSE

Frederickson 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 infrastructure timing, consistency with the newly adopted Parks, Recreation, and Open Space Plan, nonmotorized transportation references, additional map changes, and reorganizing implementing actions and additional actions related to sewer improvements.

STAFF RECOMMENDATION

Staff recommends approval of the proposed amendments to the Frederickson Community Plan with modifications, as indicated in the previous [Frederickson Community Plan Staff Report \(7/23/2019\)](#), [Frederickson Supplemental Staff Report #1 \(7/22/2019\)](#), 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.

TEXT CHANGES

EMPLOYMENT CORRIDOR WAREHOUSE/DISTRIBUTION BUILDING SIZE LIMITATION

The proposal would remove a policy that limits warehousing uses in the Employment Corridor (ECOR) zone to 100,000 square feet per building, shown in Attachment A (2/20/2020) on page D-60, as follows:

~~FR LU 5.2.1 The ECOR zone will allow industrial and office uses with a limitation on warehouse sizes not to exceed 100,000 square feet.~~

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.

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.

STAFF RECOMMENDATION

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

INFRASTRUCTURE TIMING POLICY

The July 23, 2019 [Frederickson Community Plan Staff Report](#) to Planning Commission identified a new policy on infrastructure timing in the draft plan and analyzed the proposed change on page 24 of the staff report. The proposed policy states:

GOAL FR CF-1 Adequate infrastructure to serve development shall be built prior to development.

The staff report does not include a staff recommendation, so the recommendation for denial is provided in this supplemental staff report, as shown in Attachment A (2/20/2020) on page D-157, as follows:

~~**GOAL FR CF-1** Adequate infrastructure to serve development shall be built prior to development.~~

PURPOSE

The FAC proposed requiring infrastructure to be in place prior to development to provide services to residents.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposed policy would go a step further than the countywide policy in the Comprehensive Plan to meet concurrency. Currently, concurrency for infrastructure and services is required within six years of development. The FAC requested that infrastructure be provided before a development is built. This is inconsistent with the Comprehensive Plan policy.

STAFF RECOMMENDATION

Staff does not support the proposal and recommends removing the proposed policy as shown in Attachment A (updated 2/20/2020). The proposal is inconsistent with the Comprehensive Plan policies related to infrastructure timing.

PARKS AND RECREATION TEXT, POLICIES, AND IMPLEMENTING ACTIONS UPDATE

The proposal includes edits to the Parks and Recreation sections as shown in Attachment A (updated 2/20/2020) on pages D-139 through D-142 (background text), D-157 through D-161 (policies), and D-168 (implementing actions).

PURPOSE

The Pierce County Parks, Recreation, and Open Space (PROS) Plan has been undergoing an update concurrently with the Community Plan updates process and has been adopted by County Council. Parks staff has reviewed the background text, policies, and implementation actions associated with parks and recreation and has proposed edits for consistency with the PROS Plan. The proposal would primarily update language for consistency with the PROS plan. Few substantive changes are proposed, and include:

- Included information about the Naches Trail Preserve, which was recently acquired by the Parks and Recreation Department.
- Removed policy language about providing swimming beaches and boat launches with parks properties due to the lack of water access in Frederickson.
- Adjusted policy language about a “Frederickson representative” on the Parks Board to reflect the practice of using Council District boundaries rather than community boundaries.
- Removed policies and implementing actions related to establishing a Park Service Area or District because the County would not be involved with that process other than for technical support.
- Removed references to “local” parks in some policies to broaden the applicability of those policies.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposal is consistent with the PROS Plan, which would be implemented as adopted.

STAFF RECOMMENDATION

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

NONMOTORIZED TRANSPORTATION REWORDING

The proposal includes edits to all references to “nonmotorized” to reference “active transportation,” consistent with new terminology, as shown throughout Attachment A (updated 2/20/2020).

PURPOSE

The industry standard has changed from “nonmotorized transportation” to “active transportation” and the update of the County’s nonmotorized plan will now reference “active transportation.” The proposed changes would be consistent with other updated County documents.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

There would be no effect on County operations or the development of land. The phrases are interchangeable.

STAFF RECOMMENDATION

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

IMPLEMENTING ACTIONS: FORMATTING AND SEWER ACTIONS

The proposal takes the draft implementing actions from each element and combines them into a table format in the Plan Monitoring chapter of the draft Community Plan. The proposal also adds implementing actions related to sewer projects that were not previously included, consistent with the Unified Sewer Plan, as shown in Attachment A (2/20/2020) on pages D-195 through D-197.

The proposal adds three long-term implementation actions related to planned sewer projects:

- Frederickson Trunk Expansion,
- Frederickson Interceptor Expansion Phase 1, and
- Frederickson Interceptor Expansion Phase 2.

All are proposed for completion by 2040 and will provide future capacity relief.

PURPOSE

The language was originally provided by the Sewer division during the drafting stages with the updates that are found in the narrative sections. During the drafting stages it was uncertain if the community plans were going to move forward with keeping implementation actions and the draft language was not included at that time. Since then, the implementing actions have been updated and the sewer language should have been included.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The proposal is acknowledging an existing project proposed by the sewer division and would be completed regardless of its inclusion in the Community Plan. The projects provide future capacity relief for the system serving the Frederickson and Rainier Terrace Sub-basins.

STAFF RECOMMENDATION

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

MAP CHANGES

CANYON ROAD AND MILITARY ROAD: COMMUNITY EMPLOYMENT TO EMPLOYMENT CORRIDOR

The proposal rezones a 31.5-acre parcel on the east side of Canyon Road East south of 160th Street East from Community Employment (CE) to Employment Corridor (ECOR), as shown in Map SR08 in Attachment E (2/20/2020).

PURPOSE

The July 23, 2019 [Frederickson Community Plan Staff Report](#) to Planning Commission proposed the parcel as Employment Center (EC) to retain the ability to develop warehousing use types greater than 100,000 square feet. The property owner previously requested the rezone to Employment Center due to the 100,000 square foot building limitation for distribution and warehousing in the Employment Corridor zone. The limitation is proposed to be removed in the Development Regulations supplemental staff report #3. The rezone to Employment Corridor would avoid a spot zone and is more similar to the existing Community Employment zone.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The Employment Center zone is more intensive than the existing Community Employment zone and Employment Corridor is more similar to CE, so it would lessen the impacts outlined in the Frederickson staff report.

STAFF RECOMMENDATION

Staff recommends approval as shown in Map SR08 in Attachment E (new 2/20/2020) and rescinds the original recommendation to approve the property as Employment Center, as shown in Map PR08 in Attachment D (7/23/2019). This recommendation is only in conjunction with the staff recommendation to remove the 100,000 square foot building limitation in ECOR as identified in the Development Regulations Supplemental Staff Report #2 and removal of policy FR LU-5.2.1 as recommended in this staff report.

MILITARY ROAD EAST: RETAIN RESIDENTIAL RESOURCE

The proposal removes the proposed Neighborhood Corridor zone that is currently Residential Resource (RR) zone at Military Road and Canyon Road, as shown in Map SR09 in Attachment E (new 2/20/2020).

PURPOSE

After further review of available and planned infrastructure and services, the areas zoned RR at Military Road and Canyon Road should remain zoned RR.

EFFECT ON COUNTY OPERATIONS OR DEVELOPMENT OF LAND

The area is proposed to remain zoned as it is today so there would be no change in expected development.

STAFF RECOMMENDATION

Staff recommends approval of the proposed changes as shown in Map SR09 in Attachment E (new 2/20/2020).