AGENDA

I. CALL TO ORDER

II. PUBLIC HEARINGS

2021 Pierce County Comprehensive Plan Amendment Process
The Growth Management Act requires that comprehensive plans be subject to continuing review and evaluation with consideration of amendments and revisions no more than once per year. Chapter 19C.10, PCC Title 19C.10, Pierce County’s amendment procedures, directs the Planning Commission to review initiated Plan amendments and make recommendations to the County Council. Council Resolution No. R2020-89s directs the Planning Commission to submit its recommendations to the Council by February 15, 2021.

Amendments to the Comprehensive Plan include: Text Amendments (changes in policies or text); Area-Wide Map Amendments (changes in the Land Use Map resulting in changes in zoning); Urban Growth Area (UGA) Amendments (changes to designated Urban Growth Areas); and Community Plan Amendments (changes to text or policies of a community plan).

Staff reports providing the details of the individual proposed amendments are posted on the website as they become available. Applications and related documents can be viewed at https://co.pierce.wa.us/4694/Comprehensive-Plan-Amendments.

Contact: Jessica Nappi, Senior Planner, at jessica.nappi@piercecountywa.gov or 253-798-2389.

The Planning Commission will hear testimony on specific cases as follows. The Commission will not make any recommendations until February 10, 2021.

A. Area-Wide Map Amendment Application #939329, Applicant: Puyallup School District
   Presenter: Jessica Nappi, Pierce County Long Range Planning
   Redesignate one parcel (Walker High School) in the City of Puyallup’s Potential Annexation Area from Employment Center to Public Institution to correct a technical error (parcel number 7705000171).

B. Area-Wide Map Amendment Application #939690, Applicant: Youth with a Mission
   Presenter: Erik Jaszewski, Pierce County Long Range Planning
   Redesignate four parcels in the City of Puyallup’s Potential Annexation Area from Moderate Density Single-Family to Mixed Used District (parcel numbers 0420206004, 0420202030, 0420202029, and 0420202056).
C. **Area-Wide Map Amendment Application #939790, Applicant: PenMet Parks**  
**Presenter: Jennifer Lambrick, Pierce County Long Range Planning**  
Redesignate five parcels in the Gig Harbor Peninsula Community Plan area from Rural 5 / Rural 10 to Park and Recreation (parcel numbers 0221282036, 0221282009, 0221282044, 0122363026, and 6535000020).

D. **Area-Wide Map Amendment Application #940337, Applicant: Paije Properties, LLC**  
**Presenter: Jessica Nappi, Pierce County Long Range Planning**  
Redesignate two parcels in the City of Gig Harbor’s Potential Annexation Area from Employment Center to Mixed Use District (parcel numbers 7055000100 and 7055000110).

E. **Text Amendment Application #940316, Applicant: Central Pierce Fire & Rescue**  
**Presenter: Jessica Gwilt, Pierce County Long Range Planning**  
Adopt policies that support the refinement of fire protection standards.

III. **OTHER BUSINESS**

IV. **ADJOURNMENT**

NOTE: The Planning Commission is principally an advisory board to the Pierce County Council. Actions taken by the Planning Commission on almost all agenda items will be forwarded to the County Council as a recommendation for its consideration and final action.

Questions should be directed to the Planning staff by calling 253-798-7156.

**How to get information on what is being proposed.** A brief staff presentation on the issue precedes most public hearings. Additionally, staff reports and proposed ordinances or resolutions are available in advance of the hearing. If you have questions, use part of your speaking time to ask the question and the Chair will ask staff to respond. Staff members are available before and after the hearing to answer questions or you may call them.

**Written comment.** To submit written comments to the Planning Commission, please email danica.williams@piercecountywa.gov. If you wish your comments to be distributed to the Commission in advance of a hearing, comments must be received via email by the Clerk of the Commission 48 hours before the hearing.

**County Council information.** For details about testifying before the County Council, please contact that office at 253-798-7777.
DATE: February 3, 2021

TO: Pierce County Planning Commission

FROM: Dan Cardwell, Supervisor, Long Range Planning

BY: Jessica M. Nappi, Senior Planner, Long Range Planning

SUBJECT: 2021 Comprehensive Plan – Area-Wide Map Amendment: Application No. 939329

The Planning Commission will review and consider an Area-Wide Map Amendment to redesignate one parcel (Walker High School) in the City of Puyallup’s Potential Annexation Area from Employment Center to Public Institution to correct a technical error.

Applicant: Puyallup School District

NOTICE: Notice of the Planning Commission public hearing was published in the News Tribune on December 23, 2020.

SEPA: SEPA will be conducted pursuant to the State Environmental Policy Act, Pierce County Code Title 18D, and provisions of the Growth Management Act.

ATTACHMENT: Attachment A – Proposed Map Amendments

GENERAL DESCRIPTION

The proposal would change the land use designation of one parcel from Employment Center (EC) to Public Institution (PI). The 3.38 acre parcel (parcel number 7705000171) is the site of Walker High School and is located near the southeast corner of Valley Avenue E and Milwaukee Avenue E in unincorporated Pierce County northeast of the City of Puyallup. The parcel is located in the Potential Annexation Area of the City of Puyallup. The City of Puyallup’s Future Land Use Map designates this parcel as a Public Facility.

An Employment Center (EC) often contains office parks, manufacturing, other industrial development, or a combination of activities. It may also include commercial development as a part of the center, as long as the commercial development is incidental to the employment activities of the center. Designation of adequate areas for Employment Centers is one component of meeting the needs of a growing jobs-based economy. The Comprehensive Plan identifies the PI zone as an implementing zoning classification for the EC land use designation (GOAL LU-53).

The PI designation is intended to support and protect uses and lands owned by governmental agencies for public use or benefit.
PROPOSED AMENDMENTS

Refer to Attachment A for proposed map amendments. The proposal would redesignate one parcel from Employment Center (EC) to Public Institution (PI). The implementing zone would change from EC to PI.

STAFF RECOMMENDATION

Staff supports the proposal for the following reasons:

- As this parcel has served as a public education institution since 1975, this parcel should be redesignated to PI to recognize and reflect the long-term use as a school facility.
- The proposal is consistent with the Comprehensive Plan policies to designate properties serving the educational needs of the community as Public Institution.

IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, the Pierce County Zoning Atlas would need to be updated. The proposal would also amend Map 2-1 Land Use Designations in the Pierce County Comprehensive Plan.

IMPACT ANALYSIS

Procedures for Amendments to the Comprehensive Plan, PCC 19C.10, require that the merits of all amendments to the Plan be evaluated based on the following (PCC 19C.10.060 A):

1. The effect upon the rate of growth, development, and conversion of land as envisioned in the Plan. The proposal would not affect the rate of growth, development, and conversion of land. The property is owned and operated by the Puyallup School District.

2. The effect upon the County's capacity to provide adequate public facilities. The proposal would not affect the County's capacity to provide adequate public facilities.

3. The effect upon the rate of population and employment growth. The proposal would not affect the rate of population growth. If the school district makes improvements to the school facility, there may be a minor increase in the number of school district employees, which may have an effect on employment growth localized in that area.

4. Whether Plan objectives are being met as specified or remain valid and desirable. The proposal supports existing policies to identify lands owned by governmental agencies for public use or benefit with the Public Institution designation.

5. The effect upon general land values or housing costs. The proposal would not affect general land values or housing costs.

6. Whether capital improvements or expenditures, including transportation, are being made or completed as expected. No capital improvements are necessary related to the proposal.
7. Whether the initiated amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies for Pierce County. The proposal is consistent with GMA, the Comprehensive Plan, Countywide Planning Policies, and Multicounty Planning Policies. The proposal supports continued coordination with the school district in providing the services needed for future population growth. This is consistent with the Potential Annexation Area as the City of Puyallup has designated this property as a Public Facility on its future land use map (LU-4.2.6).

8. The effect upon critical areas and natural resource lands. The proposal would not impact critical areas or natural resource lands.

9. Consistency with locational criteria in the Comprehensive Plan and application requirements established by this Chapter. The proposal is consistent with the locational criteria in the Comprehensive Plan and application requirements. The PI designation allows for the siting of public-owned facilities and institutions.

10. The effect upon other considerations as deemed necessary by the Department. The Comprehensive Plan identifies a PI zoning classification as an implementing zone for an EC land use designation; however, the existing Pierce County Code does not reflect this policy allowance. County staff is looking at a future technical amendment to bring the policy and regulations into alignment.

This property is located in the City of Puyallup’s Potential Annexation Area, and the City has identified this property as a Public Facility on its Future Land Use Map. The City has submitted a written comment stating that it has no concerns with this request and supports the proposal.

Applicable RCWs/Policies

GROWTH MANAGEMENT ACT (GMA)

RCW 36.70A.070: The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

(1) A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.
RCW 36.70A.150: Identification of lands useful for public purposes.
Each county and city that is required or chooses to prepare a comprehensive land use plan under RCW 36.70A.040 shall identify lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses. The county shall work with the state and the cities within its borders to identify areas of shared need for public facilities. The jurisdictions within the county shall prepare a prioritized list of lands necessary for the identified public uses including an estimated date by which the acquisition will be needed.

MULTICOUNTY PLANNING POLICIES

Regional Collaboration Policies (page 20)
MPP-RC-1 Coordinate planning efforts among jurisdictions, agencies, federally recognized tribes, ports, and adjacent regions, where there are common borders or related regional issues, to facilitate a common vision.

Public Services Policies (page 146)
MPP-PS-26 Work cooperatively with school districts to plan for school facilities to meet the existing and future community needs consistent with adopted comprehensive plans and growth forecasts, including siting and designing schools to support safe, walkable access and best serve their communities.

MPP-PS-27 Site schools, institutions, and other community facilities that primarily serve urban populations within the urban growth area in locations where they will promote the local desired growth plans...

COUNTYWIDE PLANNING POLICIES

Education (page 38)
Ed-3 The County, and each municipality the County, shall coordinate with other institutions or governmental entities responsible for providing educational services, in order to ensure the provision of educational facilities along with other necessary public facilities and services and along with established and planned growth patterns through:
3.2 the land use element;
3.3 school site location decisions;
3.4 coordination and, if necessary, formal interlocal agreements between school districts and other governmental entities exercising land use planning, regulation, and capital improvement planning functions;
3.8 supporting for the provision of educational facilities and services to meet specialized needs.

Ed-4 The County, and each municipality in the County, shall coordinate with school districts by:
4.1 incorporating school facility location criteria, developed in conjunction with the local school district, in the local comprehensive plan;
4.2 including school districts in the comprehensive planning process;
4.4 initiating dialogues with school districts about school district boundaries and service areas in relation to municipal boundaries, designated urban growth areas, annexation plans, and service extension plans and policies.

Ed-5 The County, and each municipality in the County, shall determine specific siting requirements for all public and private educational facilities and shall meet specific educational facility needs by:

5.1 locating schools in a manner that is consistent with the local comprehensive plan, including the capital facilities element;

5.2 deciding all facility locations, types and sizes with consideration for the provision of other necessary public facilities and services and the compatibility and effect of the provision of such facilities on land use and development patterns; and

Urban Growth Areas (page 83)

4.3 The County and its cities and towns should proactively coordinate the annexation of unincorporated areas within the urban growth area that are within each respective city or town’s Potential Annexation Area.

Pierce County Comprehensive Plan

Land Use Element / Annexation and Urban Growth Area Expansion (page 2-22)

LU-4.2.6 Ensure that the County’s land use designations and associated development regulations are consistent with a city or town’s land use plans within its respective Potential Annexation Areas.

Land Use Element / Urban Industrial / Employment Center (page 2-38)

GOAL LU-53 Implement the Employment Center land use designation through the following zone classifications: Employment Center (EC), Community Employment (CE), Public Institution (PI), Employment Services (ES), and Research-Office (RO).

Land Use Element / Public Institution (page 2-90)

GOAL LU-124 Recognize major parcels of land serving the cultural, educational, recreational, and public service needs of the community through the Public Institution designation.

LU-124.1 The Public Institution designation may be applied to urban or rural institutions and facilities.

GOAL LU-125 Identify lands owned by governmental agencies for public use or benefit with the Public Institution designation or other land use designation that supports and protects these uses.
Redesignate/Rezone from EC/EC to PI/PI
2021 PROPOSED AREA-WIDE MAP AMENDMENT
Puyallup School District (Application #939329)
Attachment A to Staff Report to Planning Commission

Department of Planning and Public Works
Plot Date: January 15, 2021 Scale = 1:2,500

Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_939329_ortho.mxd
STAFF REPORT

DATE: February 3, 2021
TO: Pierce County Planning Commission
FROM: Dan Cardwell, Supervisor, Long Range Planning
BY: Jessica M. Nappi, Senior Planner, Long Range Planning

SUBJECT: 2021 Comprehensive Plan – Area-Wide Map Amendment: Application No. 939690

The Planning Commission will review and consider an Area-Wide Map Amendment to redesignate four parcels in the City of Puyallup’s Potential Annexation Area from Moderate Density Single-Family to Mixed Use District. Applicant: Youth with a Mission

NOTICE: Notice of the Planning Commission public hearing was published in the News Tribune on December 23, 2020.

SEPA: SEPA will be conducted pursuant to the State Environmental Policy Act, Pierce County Code Title 18D, and provisions of the Growth Management Act.

ATTACHMENTS: Attachment A – Proposed Map Amendments
Attachment B – City of Puyallup’s Comment Letter (dated 11/16/2020)

GENERAL DESCRIPTION

The proposal would change the land use designation of four parcels from Moderate Density Single-Family (MSF) to Mixed Use District (MUD). The four parcels (parcel numbers 0420206004, 0420202030, 0420202029, and 0420202056) are located on 56th Street E immediately north of the Puyallup city limits. The redesignation would increase the existing MUD zoning by 7.1 acres. This acreage would be contiguous with the adjacent MUD to the east of the proposal.

These parcels are located within the City of Puyallup’s Potential Annexation Area (PAA). The City of Puyallup’s Future Land Use Map designates these parcels as Moderate Density Residential (MDR). The City’s MDR designation allows 9-14 dwelling units per acre for medium density residential areas.

The County’s MSF designation provides for single-family, two-family dwelling units, and multifamily housing (in limited circumstances); prohibits commercial and industrial uses; and allows for limited civic use.
The County’s MUD designation permits concentrations of commercial, office, and multi-family development. Commercial activity caters to a customer base beyond the surrounding neighborhoods or community. The proposed MUD zone classification would allow residential densities of up to 25 dwelling units per acre.

PROPOSED AMENDMENTS

Refer to Attachment A for proposed map amendments. The proposal would change the land use designation of four parcels from Moderate Density Single-Family (MSF) to Mixed Use District (MUD). The implementing zone would change from MSF to MUD.

STAFF RECOMMENDATION

Staff does not support the proposal. The justification of this recommendation is as follows:

- The proposal is not consistent with the GMA, Multicounty Planning Policies, Countywide Planning Policies to coordinate planning efforts among jurisdictions where there are common borders to facilitate a common vision.
- The proposal does not meet the locational criteria to locate MUDs in compatible districts of mixed uses and intensities (GOAL LU-47) and along major transportation routes characterized by auto-oriented commercial development (LU-47.1).

IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, the Pierce County Zoning Atlas would need to be updated. The proposal would also amend Map 2-1 Land Use Designations in the Pierce County Comprehensive Plan.

Properties eligible for increased density as a result of a Comprehensive Plan amendment are required to obtain additional development rights through Pierce County’s Transfer of Development Rights Program.

IMPACT ANALYSIS

Procedures for Amendments to the Comprehensive Plan, PCC 19C.10, require that the merits of all amendments to the Plan be evaluated based on the following (PCC 19C.10.060 A):

1. The effect upon the rate of growth, development, and conversion of land as envisioned in the Plan.
   The proposal may result in additional development of the parcels in question, as increased residential density and increased commercial intensities would be permitted under the proposed MUD than under the present MSF land use designation.

2. The effect upon the County’s capacity to provide adequate public facilities.
   The proposal would mostly not adversely affect the capacity to provide adequate public facilities.

3. The effect upon the rate of population and employment growth.
   The proposal may have an insignificant impact on the rate of population and employment growth as the proposal would allow for increased residential density and increased commercial intensities than at present.
4. **Whether Plan objectives are being met as specified or remain valid and desirable.**

The proposal does not meet Comprehensive Plan objectives to:

- ensure that the County’s land use designations and associated development regulations are consistent with a city or town’s land use plans within its respective Potential Annexation Areas (LU-4.2.6); and
- locate MUDs in compatible districts of mixed uses and intensities (GOAL LU-47) and along major transportation routes characterized by auto-oriented commercial development (LU-47.1).

5. **The effect upon general land values or housing costs.**

The proposal may increase land values on the parcels in question as more commercial uses and increased residential density would be allowed. The proposal would not have a significant impact on housing costs.

6. **Whether capital improvements or expenditures, including transportation, are being made or completed as expected.**

No capital improvements are necessary related to the proposal.

7. **Whether the initiated amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies for Pierce County.**

The proposal is not consistent with GMA, Multicounty Planning Policies, Countywide Planning Policies, and Comprehensive Plan. The proposal is in the City of Puyallup’s Potential Annexation Area and it is not consistent with the City of Puyallup’s Future Land Use Designation. As such, the proposal counters policies to coordinate planning efforts.

Furthermore, the proposal does not meet the locational criteria to locate MUDs in compatible districts of mixed uses and intensities (GOAL LU-47) and along major transportation routes characterized by auto-oriented commercial development (LU-47.1).

8. **The effect upon critical areas and natural resource lands.**

The proposal is not expected to affect critical areas or natural resource lands.

9. **Consistency with locational criteria in the Comprehensive Plan and application requirements established by this Chapter.**

The proposal is not consistent with the locational criteria in the Comprehensive Plan (GOAL LU-47 and LU-47.1).

10. **The effect upon other considerations as deemed necessary by the Department.**

This property is located in the City of Puyallup’s Potential Annexation Area, and the City has identified this property as a Moderate Density Residential on its Future Land Use Map. The City has submitted a written comment (Attachment B) expressing concerns regarding this proposal. These concerns include:

- The proposal is inconsistent with the City’s Comprehensive Plan/Future Land Use Designation Map.
- The proposal would be an inappropriate fit since these parcels do not have access from River Road.
- The proposal is located on a substandard street and may not be able accommodate
potential increased traffic due to changing land uses. As such, this may impact the surrounding residential neighborhood.

Applicable RCWs/Policies

GROWTH MANAGEMENT ACT (GMA)

RCW 36.70A.070: The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

RCW 36.70A.100 Comprehensive plans—Must be coordinated.
The comprehensive plan of each county or city that is adopted pursuant to RCW 36.70A.040 shall be coordinated with, and consistent with, the comprehensive plans adopted pursuant to RCW 36.70A.040 of other counties or cities with which the county or city has, in part, common borders or related regional issues.

MULTICOUNTY PLANNING POLICIES

Regional Collaboration Policies (page 20)
MPP-RC-1 Coordinate planning efforts among jurisdictions, agencies, federally recognized tribes, ports, and adjacent regions, where there are common borders or related regional issues, to facilitate a common vision.

COUNTYWIDE PLANNING POLICIES

Urban Growth Areas (page 82)
UGA-3 Potential Annexation Areas shall be designated through the Pierce County Comprehensive Plan in consultation with cities and towns.

PIERCE COUNTY COMPREHENSIVE PLAN

Land Use Element / Annexation and Urban Growth Area Expansion (page 2-22)
LU-4.2.6 Ensure that the County’s land use designations and associated development regulations are consistent with a city or town’s land use plans within its respective Potential Annexation Areas.

Land Use Element / Urban Commercial / Mixed Use District (page 2-35)
GOAL LU-47 Encourage the reorientation of historically commercial strips to less congested, transit-compatible districts of mixed uses and intensities.
   LU-47.1 Locate along major transportation routes characterized by auto-oriented commercial development.
   LU-47.2 Allow for auto-oriented and land-intensive commercial development.
   LU-47.2.1 Encourage intensive commercial and office development.
LU-47.4  Encourage developments to access side streets rather than directly onto the corridor roadway.

LU-47.4.1  Provide incentives to control vehicular access along major arterials.

LU-47.5  Utilize common access points onto the roadway and allow access for employees, patrons, and residents of abutting developments.
2021 PROPOSED AREA-WIDE MAP AMENDMENT
Youth w/a Mission (Application #939690)
Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from MSF/MSF to MUD/MUD
2021 PROPOSED AREA-WIDE MAP AMENDMENT

Youth w/a Mission (Application #939690)

Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from MSF/MSF to MUD/MUD

Department of Planning and Public Works
Plot Date: January 15, 2021   Scale = 1:3,500

Pierce County
November 16, 2020

Ms. Jessica Nappi
Pierce County Planning & Public Works
2401 South 35th St
Tacoma, WA 98409

Subject: Pierce County Comprehensive Plan Amendment Applications, 939329 & 939690

Dear Ms. Nappi,

Thank you for the opportunity to provide comments on two Pierce County Comprehensive Plan map amendments applications pertaining to properties located within the City of Puyallup’s urban growth area (application numbers 939329 and 939690). We have reviewed the application materials submitted and have considered these requested amendments in relation to surrounding land uses, roadway access, and applied City of Puyallup Future Land Use designations. To that extent, we have the following comments.

Application 939329
This application request is to redesignate the zoning classification of Walker High School from Employment Center to Public Institution identified as a technical error. The City has no concerns with this request and supports the proposal.

Application 939690
This application request is to convert four parcels from Moderate Density Single Family (MSF) to Mixed Use District (MUD). The City raises the following considerations related to this proposal.

- The City’s future land use designation for these parcels and all parcels west of 76th Ave E is Moderate Density Residential (MDR), largely consistent with existing development and the County’s MSF designation. Parcels in the urban growth area east of 76th Ave E are designated Auto Oriented Commercial (AOC), which is similar to the County’s MUD designation.
- Four parcels west of 76th Ave E already are already designated MUD by Pierce County and this request would extend that designation to the west. However, this is inconsistent with the City’s MDR designation for these parcels.
- Redesignation of these parcels would result in inconsistent land use designations between the Puyallup and Pierce County. Typically, if the request is approved by Pierce County, we would recommend that the proponent submit a companion land use amendment with the City of Puyallup. However, in this case, the City’s AOC designation, currently applied to properties east, is likely not an appropriate fit since these parcels do not have access from River Road.
- The subject site is bordered to the south by a single-family residential neighborhood and by 16th Ave NW/56th St E, which is classified as a ‘minor collector’ roadway according to the City of
Puyallup’s Comprehensive Plan. This portion of the street is the primary access for the parcels in question and is a low volume road not fully improved to City standards. The existing right-of-way width ranges from approximately 35’-50’, with the paved roadway being approximately 16’; the city’s standard right-of-way width for minor collectors is a minimum of 60’, including a minimum of 36’ of paved roadway. The City is concerned about the substandard width of the street, its ability to accommodate increasing traffic due to changing land use and impacts to the surrounding residential neighborhood.

Thank you for your coordination with the City on these applications and for consideration of these comments.

Sincerely,

Katie Baker, AICP
Planning Manager

Cc: Jeff Wilson, AICP, Director of Development & Permitting Services
    Kendall Wals, Associate Planner
    Bryan Roberts, PE, Traffic Engineer
STAFF REPORT

DATE: February 3, 2021

TO: Pierce County Planning Commission

FROM: Dan Cardwell, Supervisor, Long Range Planning

BY: Jessica M. Nappi, Senior Planner, Long Range Planning

SUBJECT: 2021 Comprehensive Plan – Area-Wide Map Amendment:

Application No. 939790

The Planning Commission will review and consider an Area-Wide Map Amendment to redesignate five parcels in the Gig Harbor Peninsula Community Plan area from Rural 5 / Rural 10 to Park and Recreation.

Applicant: Peninsula Metropolitan Park District

NOTICE: Notice of the Planning Commission public hearing was published in the News Tribune on December 23, 2020.

SEPA: SEPA will be conducted pursuant to the State Environmental Policy Act, Pierce County Code Title 18D, and provisions of the Growth Management Act.

ATTACHMENT: Attachment A – Proposed Map Amendments

GENERAL DESCRIPTION

The proposal would redesignate five parcels owned by Peninsula Metropolitan Park District (PenMet Parks) located in the Gig Harbor Peninsula Community Plan area from Rural 5 / Rural 10 to the Park and Recreation (PR) land use designation. Under the proposed redesignation to PR, local parks, County parks, and trails/resource conservancy parks would be permitted outright. Regional parks would require a conditional use permit, which would entail a public hearing before the Pierce County Hearing Examiner and potential additional conditions for approval.

Both Rural 5 (R5) and Rural 10 (R10) are residential land use and zone designations. Both are intended to be low density residential zones, but both allow for parks as well. Local parks are permitted outright. County parks, trails/resource conservancy parks, and regional parks would require a conditional use permit, which would entail a public hearing before the Pierce County Hearing Examiner and potential additional conditions for approval.

The first three parcels (parcel numbers 0221282036, 0221282009, and 0221282044) are located on 14th Street NW on the east side of SR-16. The parcels total 17 acres and are currently designated Rural 10 (R10) with the implementing zone R10. A recreation center is currently located on the property.
Parcel number 0122363026 is located on Bujacich Road NW. The parcel is 74.9 acres, and it is currently designated as R5, implemented with the R5 zone. The parcel is currently the Rotary Bark Park and used as a dog park.

Parcel number 6535000020 is located on Olympic View Drive NW. The parcel is 0.4 acres. It is currently designated as R10 implemented with the R10 zone.

**Proposed Amendments**

Refer to Attachment A for proposed map amendments.

The proposal would change the land use designation of parcels 0221282036, 0221282009, 0221282044 and 6535000020 from Rural 10 (R10) to Park and Recreation (PR). The implementing zone would change from R10 to PR.

The proposal would also change the land use designation of parcel 0122363026 from Rural 5 (R5) to PR. The implementing zone would change from R5 to PR.

**Staff Recommendation**

Staff supports the proposal for the following reasons:

- The proposal is consistent with the Comprehensive Plan policies to designate properties owned and operated as parks properties as Park and Recreation, and coordinate and partner with park districts in serving the residents of Pierce County.
- One of the properties within the proposal is designated Shoreline Residential within the Pierce County Shoreline Master Program. Public or private recreation facilities are encouraged if compatible with surrounding development.

**Implementation Requirements**

If the proposal is adopted, the Pierce County Zoning Atlas would need to be updated. Table E-8: Community Plan – Rural Land Use Designations in the Gig Harbor Peninsula Plan would need to be amended to reflect total acres designated as Park and Recreation.

**Impact Analysis**

Procedures for Amendments to the Comprehensive Plan, PCC 19C.10, require that the merits of all amendments to the Plan be evaluated based on the following (PCC 19C.10.060 A):

1. The effect upon the rate of growth, development, and conversion of land as envisioned in the Plan. The proposal would not affect the rate of growth, development, and conversion of land. The properties are owned and operated by PenMet Parks. One of the three sites is currently developed as a recreation center. The other two sites are undeveloped. The proposal would only change the land use designation.

2. The effect upon the County's capacity to provide adequate public facilities. The proposal would not affect the capacity to provide adequate public facilities.
3. The effect upon the rate of population and employment growth.
   The proposal would not affect the rate of population and employment growth.

4. Whether Plan objectives are being met as specified or remain valid and desirable.
   The proposal supports existing Comprehensive Plan policies including GOAL 118, PR 1.3, PR 1.7, and GOAL GH PR-7.

5. The effect upon general land values or housing costs.
   The proposal may affect general land values or housing costs. If properties are developed with park facilities, land values and housing prices in the surrounding area may increase as this is seen as a beneficial public amenity.

6. Whether capital improvements or expenditures, including transportation, are being made or completed as expected.
   Not applicable.

7. Whether the initiated amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies for Pierce County.
   The proposal is consistent with the Growth Management Act, Multicounty Planning Policies, and the Countywide Planning Policies.

8. The effect upon critical areas and natural resource lands.
   There are indicators of critical areas on one or more of the parcels within the proposal. When future development occurs, a more detailed critical area assessment would be required.

9. Consistency with locational criteria in the Comprehensive Plan and application requirements established by this Chapter.
   The proposal is owned by a park district and meets the locational criteria described in the Pierce County Comprehensive Plan.

10. The effect upon other considerations as deemed necessary by the Department.
    A portion of parcel number 6535000020 is located within the boundaries of the County’s Shoreline Master Program and is designated as Shoreline Residential. The proposal would be consistent with Residential Shoreline Environment Designation Management Policy 18S.20.050 (B,2) as this policy encourages public or private recreation facilities if compatible with surrounding development. Additionally, as prescribed under 18S.40.090(B,9), the proposal would be consistent through the coordination between public agencies in their plans and activities to provide a wide variety of recreational opportunities.
    At its December 9, 2020 meeting, the proposed Area-Wide Map amendment application was presented to the Gig Harbor Peninsula Advisory Commission (PAC), and the PAC approved the staff recommendation to approve the proposal.
**Applicable RCWs/Policies**

**GROWTH MANAGEMENT ACT (GMA)**

RCW 36.70A.070(8) A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

**MULTICOUNTY PLANNING POLICIES**

Regional Collaboration Policies (page 20)

MPP-RC-1 Coordinate planning efforts among jurisdictions, agencies, federally recognized tribes, ports, and adjacent regions, where there are common borders or related regional issues, to facilitate a common vision.

**PIERCE COUNTY COMPREHENSIVE PLAN**

Land Use Element (page 2-88)

GOAL 118 Designate specific public lands and private parks, campgrounds, historical sites or tourist attractions for park and recreational purposes when identified through a city, community, or regional planning process.

LU-118.1 Public lands identified for the Park and Recreation designation may include historical sites, tourist attractions, or property improved with park or recreational facilities. Unimproved public lands may be designated Park and Recreation when identified for future regional park uses.

LU-118.2 Privately owned properties identified for the Park and Recreation designation may only include properties improved with park, campground, or other recreational amenities that are open to the general public with or without a fee.

LU-118.3 The Park and Recreation designation shall be applicable in Urban and Rural designations. Resource Lands shall not be designated or zoned Park and Recreation.

LU-118.7 Publicly owned or managed land which is readily accessible via existing public roads or where roads can be reasonably extended to access the site should be considered for possible park and recreation sites. Public park and recreation sites should be located close to their prospective users.

Parks and Recreation Element / Parks System (page 11-3)

PR-1.3 Ensure the park system is integrated with and complements other park and recreation service providers in Pierce County.

PR-1.3.1 Forge partnerships for park development with local jurisdictions or park districts when regional facilities are consistent with meeting the needs of city and county residents.
Implement a whole system management approach to improving and maintaining the park system through integration of long term sustainability; promoting flexibility of uses and activities; ensuring equity across the system; providing a variety of activities; ensuring adequate support facilities; and, designing with cost effective methods and partnerships.

**Gig Harbor Peninsula Community Plan / Recreation (page E-145)**

**GOAL GH PR-7** Support the efforts of land trusts, the Peninsula Metropolitan Park and Recreation District, Tahoma Audubon, other open space organizations, and individuals in their efforts to acquire natural areas and environmentally sensitive lands on a Peninsula-wide basis.

**Title 18S Development Policies and Regulations**

**18S.20.050 Residential Shoreline Environment Designation (SED)**

The intent of the Residential SED is to accommodate residential development in areas that are already developed with or planned for residential development. The Residential SED may also include water-oriented commercial and recreation uses.

**B. Management Policies**

1. Priority should be given to residential and water-oriented commercial development where such development can be accommodated with no net loss of shoreline ecological functions.

2. Public or private recreation facilities should be encouraged if compatible with surrounding development. Preferred recreational uses include water-dependent and water-enjoyment recreation facilities that provide opportunities for substantial numbers of people to access and enjoy the shoreline.

3. Development should be designed to preserve and enhance the visual quality of the shoreline, including views over and through the development from the upland side, and views of the development from the water.

4. New commercial development should be limited to water-oriented uses. Expansion of existing non water-oriented commercial uses may be permitted; provided, that such uses should create a substantial benefit with respect to the goals and policies of this Title, such as providing improved public access or restoring degraded shorelines.

**18S.40.090 Recreation**

The intent of the Recreation policies and regulations is to accommodate civic and commercial recreational opportunities while achieving compatibility with other shoreline uses and development and ensuring no net loss of ecological function.

**B. Policies**

1. Give preference to developments that facilitate the public's ability to reach, touch, and enjoy the water's edge, to travel on the waters of the State, and to view the water and the shoreline.

2. Provide ample, varied, and balanced recreational experiences in appropriate shoreline locations.

3. Design facilities to accommodate expected capacity and to prevent overuse.
4. Locate recreational developments so that use and intensity are consistent with the characteristics of the shoreline in which they are located.

5. Discourage recreational development that requires extensive structures, utilities, roads, or substantial modifications of topography or vegetation removal.

6. Incorporate public education regarding shoreline ecological functions and processes, the role of human actions on the environment, and the importance of public involvement in shoreline management.

7. Encourage linkage of shoreline parks, upland recreation opportunities and water-oriented opportunities.

8. Encourage the acquisition of public shoreline recreational lands through a variety of means including fee purchase, acquisition of easements, options, development rights, and implementation of the Conservation Futures Act.

9. Encourage coordination between public agencies and private developers in their plans and activities to provide a wide variety of recreational opportunities.

10. Discourage vehicular traffic on beaches and the water's edge.
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Performance Golf Driving Range & Learning Center
(Application #939790)

Attachment A to Staff Report to Planning Commission

Department of Planning and Public Works
Plot Date: January 15, 2021 Scale = 1:4,000

Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_939790a.mxd
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Performance Golf Driving Range & Learning Center
(Application #939790)

Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from R10/R10 to PR/PR

Department of Planning and Public Works
Plot Date: January 15, 2021   Scale = 1:4,000

Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_939790a_ortho.mxd
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Bujacich Rd NW
(Application #939790)
Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from R5/R5 to PR/PR

Department of Planning and Public Works
Plot Date: January 15, 2021  Scale = 1:5,500

Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_939790b.mxd
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Bujacich Rd NW
(Application #939790)

Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from R5/R5 to PR/PR

Department of Planning and Public Works
Plot Date: January 15, 2021    Scale = 1:5,500

Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_939790b_ortho.mxd
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Olympic View Dr NW
(Application #939790)

Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from R10/R10 to PR/PR
2021 PROPOSED AREA-WIDE MAP AMENDMENT
PenMet Parks - Olympic View Dr NW
(Application #939790)

Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from R10/R10 to PR/PR
STAFF REPORT

DATE: February 3, 2021

TO: Pierce County Planning Commission

FROM: Dan Cardwell, Supervisor, Long Range Planning

BY: Jessica M. Nappi, Senior Planner, Long Range Planning

SUBJECT: 2021 Comprehensive Plan – Area-Wide Map Amendment:

Application No. 940337

The Planning Commission will review and consider an Area-Wide Map Amendment to redesignate two parcels in the City of Gig Harbor’s Potential Annexation Area from Employment Center to Mixed Use District.

Applicant: Paije Properties, LLC

NOTICE: Notice of the Planning Commission public hearing was published in the News Tribune on December 23, 2020.

SEPA: SEPA will be conducted pursuant to the State Environmental Policy Act, Pierce County Code Title 18D, and provisions of the Growth Management Act.

ATTACHMENT: Attachment A – Proposed Map Amendments

GENERAL DESCRIPTION

The proposal would redesignate two parcels in Purdy area of Gig Harbor Peninsula from Employment Center (EC) to Mixed Use District (MUD). The two parcels (parcel numbers 7055000100 and 7055000110) are located on local roads at 144th Street NW and 67th Avenue NW and are in the Gig Harbor Peninsula Community Plan area. The land use redesignation would increase the existing MUD zoning by 0.875 acres with a total of 64 MUD acres in the community plan area. The proposal is not contiguous with the zoning of surrounding properties and existing MUD in this area.

These parcels are located in the Potential Annexation Area of the City of Gig Harbor and are located in the “Commercial/Business” land use designation per the City of Gig Harbor’s Land Use Map. The City of Gig Harbor’s Commercial/Business land use designation provides primarily retail and wholesale facilities, including service and sales.

The EC land use designation is intended to provide for adequate industrial, manufacturing, and office jobs to serve the needs of the community.
The MUD designation would permit concentrations of commercial, office, and multi-family development. Commercial activity caters to a customer base beyond the surrounding neighborhoods or community.

Note: These parcels are located in an area in which there appears there may be an error in the existing land use designation of EC. The 2015 periodic update to the Comprehensive Plan changed the land use designation to EC. These parcels have a EC designation with an implementing zone classification of Community Center (CC); however, the implementing regulations (PCC 18A.10.080 G3) only permit the Community Employment (CE) and Public Institution (PI) zone classifications under the EC land use designation. The implementing zone classification under the CC land use designation is CC.

**PROPOSED AMENDMENTS**

Refer to Attachment A for proposed map amendments. The proposal would change the land use designation of two parcels from Employment Center (EC) to Mixed Use District (MUD). The implementing zone would change from CC to MUD.

**STAFF RECOMMENDATION**

Staff does not support the proposal. The justification of this recommendation is as follows:

- The proposal conflicts with GH LU-56.3, which prohibits any net loss of EC designated land. The proposal would result in a net loss of land designated as Employment Center.
- The proposal is inconsistent with several existing policies in the Comprehensive Plan and Gig Harbor Peninsula Community Plan:
  - The proposal would not be consistent with GH LU-5.6 as the MUD is intended to serve as a transition between surrounding residential, civic, and commercial uses. The proposal is not contiguous with the existing MUD designation within the area.
  - The request for MUD designation does not meet key policy objectives with vehicle access (LU-47.1). MUDs should be located where auto access is convenient such as along the major arterial roads in the County. This section of 144th Street NW is serves as a local road as does 67th Avenue NW. This area does not have the road network that should be available for MUD intensity development. The City of Gig Harbor has many designated commercial areas including auto oriented commercial land that is near this location with much better access.
  - The proposal would not be consistent with, LU-37.4 and GH LU-1.5 as current areas of MUD exist nearby that include a significant amount of underdeveloped and vacant land.
  - It may be premature to consider this proposal as there have been a number of challenges developing properties in the Purdy area. Through the Gig Harbor Peninsula Community Plan update (Application #940163), staff is recommending an action to coordinate with stakeholders to address the infrastructure challenges.
IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, the Pierce County Zoning Atlas would need to be updated. The proposal would also amend:

- Map 2-1 *Land Use Designations* in the Pierce County Comprehensive Plan.
- Map E-1 *Land Use Designations* in the Gig Harbor Peninsula Community Plan.
- Table E-4 *Community Plan – Urban Land Use Designations* in the Gig Harbor Peninsula Community Plan.

Properties eligible for increased density as a result of a Comprehensive Plan amendment are required to obtain additional development rights through Pierce County’s Transfer of Development Rights Program.

IMPACT ANALYSIS

*Procedures for Amendments to the Comprehensive Plan, PCC 19C.10*, require that the merits of all amendments to the Plan be evaluated based on the following (PCC 19C.10.060 A):

1. **The effect upon the rate of growth, development, and conversion of land as envisioned in the Plan.**
   The proposal would allow for the intensity of use on the land to increase more than permitted under the present EC land use designation. The parcels currently have an implementing zone classification of CC and would change to a MUD zoning implementation, which would change potential future growth on the parcels. The addition of 0.875 acres of MUD would have a fairly limited effect upon the area’s growth and development due to the small acreage of the parcels.

2. **The effect upon the County’s capacity to provide adequate public facilities.**
   The proposal is within the City of Gig Harbor’s sewer service area and West Wynd’s water system service area, and these utilities have not been extended to these properties.

   The County maintains the local roads the proposal is adjacent to. This area does not have the road network that should be available for MUD intensity development.

3. **The effect upon the rate of population and employment growth.**
   The proposal may result in additional population and/or employment growth due to the MUD designation allowing for greater residential and commercial intensities than the EC designation.

4. **Whether Plan objectives are being met as specified or remain valid and desirable.**
   The proposal is not consistent with Comprehensive Plan and Gig Harbor Community Plan objectives (LU-56.3, GH LU-1.5, LU-37.4, LU-47.1).

5. **The effect upon general land values or housing costs.**
   The value of the parcels within the amendment proposal may increase due to increased development potential available in the MUD. The land values of the surrounding properties may increase due to their proximity to more intense developments that would impact the existing character of the neighborhood.

6. **Whether capital improvements or expenditures, including transportation, are being made or completed as expected.**
   There are not any known capital improvements underway or expected in this area.
7. **Whether the initiated amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies for Pierce County.**

The proposal conforms to the requirements of the Growth Management Act and is consistent with Countywide Planning Policies; however, the proposal is not consistent with the Comprehensive Plan (GH LU-1.5, LU-37.4, LU-47.1, LU-56.3).

8. **The effect upon critical areas and natural resource lands.**

There is no presence of critical areas and natural resources lands on the properties or adjacent. The proposal is not expected to affect critical areas or natural resource lands.

9. **Consistency with locational criteria in the Comprehensive Plan and application requirements established by this Chapter.**

The proposal is not consistent with the locational criteria in the Comprehensive Plan, including policy LU-47.1. The proposal is not located along a major transportation route.

10. **The effect upon other considerations as deemed necessary by the Department.**

The County is currently updating the Gig Harbor Peninsula Community Plan (Community Plan Amendment Application #940163) and through this update, there is a focus on development challenges in the Purdy area. As such, it may be premature to consider this area-wide map amendment application as staff is recommending an action in the Community Plan to coordinate with stakeholders to address the infrastructure challenges.

The proposal is located within the City of Gig Harbor’s Potential Annexation Area. Through the City’s Comprehensive Plan Future Land Use Map, this area has been designated as “Commercial/Business.” The City’s Commercial/Business land use designation provides primarily retail and wholesale facilities, including service and sales. While the County’s MUD land use designations may be consistent with the City’s Commercial/Business designation, the City has three potential zones that would implement this land use designation. The City has not yet identified which of these three zones would be applied if the area is annexed.

At its December 9, 2020 meeting, the proposed Area-Wide Map amendment application was presented to the Gig Harbor Peninsula Advisory Commission (PAC), and the PAC approved the staff recommendation to deny the land use redesignation proposal.

**Applicable RCWs/Policies**

**GROWTH MANAGEMENT ACT (GMA)**

**RCW 36.70A.070:** The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

**RCW 36.70A.110 (2):** Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period, except for those urban growth areas contained totally within a national historical reserve. As part of this planning process, each city within the county must include
areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.

**MULTICOUNTY PLANNING POLICIES**

**Regional Collaboration Policies (page 20)**

**MPP-RC-1** Coordinate planning efforts among jurisdictions, agencies, federally recognized tribes, ports, and adjacent regions, where there are common borders or related regional issues, to facilitate a common vision.

**COUNTYWIDE PLANNING POLICIES**

**Urban Growth Areas (page 83)**

**4.3** The County and its cities and towns should proactively coordinate the annexation of unincorporated areas within the urban growth area that are within each respective city or town’s Potential Annexation Area.

**PIERCE COUNTY COMPREHENSIVE PLAN**

**Land Use Element / Urban Commercial (page 2-32)**

**LU-37.4** Infill, renovate, or redevelop existing commercial properties before creating new commercial areas.

**LU-38.5** Develop vacant and underutilized properties as unified developments to provide multiple goods or services.

**Land Use Element / Mixed Use District (page 2-35)**

**LU-47.1** Locate [Mixed Use Districts] along major transportation routes characterized by auto-oriented commercial development.

**Land Use Element / Employment Center (page 2-38)**

**LU-56.3** Ensure no net loss of land designated for industrial uses.

**LU-56.3.1** Redesignate parcels from the EC designation to another designation only when an equivalent area of suitable land is added to the EC designation in the same Comprehensive Plan amendment cycle, or through a community plan adopted within the prior two years. The no net loss requirement does not apply in the event a parcel is determined to be unlikely developable for industrial uses due to adjacent incompatible uses, the amount of critical areas on the parcel, or if the parcel is determined to be of insufficient size or proper location for industrial use, then the legislative body may consider redesignating the parcel.

**Gig Harbor Peninsula Community Plan / Land Use Policies / General (page E-44)**

**GH LU-1.5** Infill, renovate, or redevelop existing commercial areas at Purdy and Swede Hill, where appropriate, before designating new commercial areas.
Gig Harbor Peninsula Community Plan / Land Use Policies / Commercial (page E-44)

GOAL GH LU-4  Prior to designating new commercial centers, show that the new center is consistent with the City of Gig Harbor's Comprehensive Plan as well as the other applicable policies of the Gig Harbor Community Plan.

Gig Harbor Peninsula Community Plan / Land Use Policies / Commercial (page E-46)

GH LU-5.6 A Mixed Use District designation should be established in the Purdy area to create a transition between surrounding residential, civic and, commercial uses.
2021 PROPOSED AREA-WIDE MAP AMENDMENT

Sound Pacific Construction LLC (Application #940337)
Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from EC/CC to MUD/MUD

Department of Planning and Public Works
Plot Date: January 25, 2021    Scale = 1:2,000
Map Document: H:\mxd\prop_area_wide_amend\2020\map_amendment\amendment_m_940337.mxd
2021 PROPOSED AREA-WIDE MAP AMENDMENT
Sound Pacific Construction LLC (Application #940337)
Attachment A to Staff Report to Planning Commission

Redesignate/Rezone from EC/CC to MUD/MUD
STAFF REPORT

DATE: February 3, 2021

TO: Pierce County Planning Commission

FROM: Dan Cardwell, Supervisor, Long Range Planning

BY: Jessica M. Nappi, Senior Planner, Long Range Planning

SUBJECT: 2021 Comprehensive Plan – Text Amendment: Application No. 940316

The Planning Commission will review and consider a text amendment to the Comprehensive Plan to adopt policies that support the refinement of fire protection standards.

Applicant: Central Pierce Fire and Rescue

NOTICE: Notice of the Planning Commission public hearing was published in the News Tribune on December 23, 2020.

SEPA: SEPA will be conducted pursuant to the State Environmental Policy Act, Pierce County Code Title 18D, and provisions of the Growth Management Act.

ATTACHMENTS: Attachment A – Central Pierce Fire and Rescue Letter (dated 1/8/2021)
Attachment B – Proposed Amendments

GENERAL DESCRIPTION

Central Pierce Fire and Rescue has requested to include policies in the Pierce County Comprehensive Plan that support fire protection code refinement.

Note: The applicant has revised the proposal from the original application submittal to that is shown under the Proposed Amendments section of this staff report (Attachment A).

PROPOSED AMENDMENTS

Refer to Attachment B for proposed text amendments.
Staff Report to Pierce County Planning Commission  
February 3, 2021

STAFF RECOMMENDATION

Staff supports the proposal with modification. Staff recommends modifying the proposed location of the proposed policies to be inserted only once in the Comprehensive Plan in order to avoid duplication:

Original Proposed Locations of the exact same policy language as shown below:

- Land Use Element / Compact Urban Communities (page 2-24); and
- Land Use Element / Urban Residential (page 2-27); and
- Land Use Element / Urban Commercial (page 2-32); and
- Land Use Element / Urban Industrial (page 2-37); and
- Land Use Element / Other Urban Land Designations (page 2-41)

Modified Proposed Location:

- Land Use Element / Urban, Rural, and Resource / General section (page 2-75) as a new subsection header with the following policy numbers:

  **Fire and Emergency Medical Services**

  **GOAL LU-100** In collaboration with the fire districts, develop fire protection standards for all commercial, industrial, and residential development in urban areas, including, but not limited to, use of fire retardant building materials, emergency vehicle access, building setbacks, sprinklering, and landscaping.

  **LU-100.1** Fire protection standards are to be in conformance with International Building, Residential and Fire Code standards, but may also include alternatives recommended by the County Fire Marshal and/or fire districts or be based on accepted standards from the National Fire Protection Association (“NFPA”).

IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, updates to Pierce County Code Title 17C Construction and Infrastructure Regulations – Building and Fire Codes would need to be updated separately to meet the intent of the policies. The District has provided draft regulations in the letter shown in Attachment A to this staff report.

IMPACT ANALYSIS

Procedures for Amendments to the Comprehensive Plan, PCC 19C.10, require that the merits of all amendments to the Plan be evaluated based on the following (PCC 19C.10.060 A):

1. **The effect upon the rate of growth, development, and conversion of land as envisioned in the Plan.**
   
   The proposal would not affect the rate of growth, development, and conversion of land.

2. **The effect upon the County’s capacity to provide adequate public facilities.**
   
   The proposal would not affect the County’s capacity to provide adequate public facilities.

3. **The effect upon the rate of population and employment growth.**
   
   The proposal would not affect the rate of population and employment growth.
4. Whether Plan objectives are being met as specified or remain valid and desirable.
   The proposal meets Plan objectives. The proposed policies support existing policies to encourage coordination with the fire districts and implement standards that would improve public safety.

5. The effect upon general land values or housing costs.
   The proposal would not have an impact on land value. The proposal may have an impact on housing costs dependent upon the fire protection standards that may be adopted in the future. More detailed analysis of the cost will be analyzed dependent upon future proposed standards.

6. Whether capital improvements or expenditures, including transportation, are being made or completed as expected.
   The proposal would not impact capital improvements or expenditures.

7. Whether the initiated amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies for Pierce County.
   The proposal is consistent with GMA, the County Comprehensive Plan, Countywide Planning Policies, and Multicounty Planning Policies. The proposal supports coordination with fire districts and improving public safety.

8. The effect upon critical areas and natural resource lands.
   The proposal would not impact critical areas or natural resource lands.

9. Consistency with locational criteria in the Comprehensive Plan and application requirements established by this Chapter.
   Not applicable.

10. The effect upon other considerations as deemed necessary by the Department.
    The proposal would support subsequent adoption of fire protection standards consistent with the proposed policies. The Fire District has also proposed desired regulations in the letter dated January 8, 2021 in Attachment A to this staff report.

**Applicable RCWs/Policies**

**GROWTH MANAGEMENT ACT (GMA)**

**RCW 36.70A.070:** The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

(1) A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective
actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

**MULTICOUNTY PLANNING POLICIES**

Public Services Policies (page 144)

**MPP-PS-7** Obtain urban services from cities or appropriate regional service providers. Encourage cities, counties, and special purpose districts, including sewer, water, and fire districts, to coordinate planning efforts, agree on optimal ways to provide efficient service, and support consolidations that would improve service to the public.

**COUNTYWIDE PLANNING POLICIES**

Urban Growth Areas / Urban Public Services (page 91)

**UGA-7** Urban Development Standards.

7.2 The following development standards shall be the minimum required for urban development and shall apply to all new development in urban growth areas, except as provided in Section 7.6 below.

7.2.7 Fire Protection. Fire protection and flow requirements shall be in accordance with Pierce County Code Chapter 15.12.

**PIERCE COUNTY COMPREHENSIVE PLAN**

Capital Facilities Element (page 3-6)

**GOAL CF-14** Support fire districts’ efforts to:

- **CF-14.1** Respond to the increasing demand for services;
- **CF-14.2** Establish a team to provide rescue operations in cooperation with other agencies; and
- **CF-14.3** Promote the use of volunteers for emergency services and public health and safety training.

**GOAL CF-15** Provide support services to the fire districts.
January 8, 2021

Dan Cardwell
Sr. Planner, Pierce County Planning & Public Works
2401 S. 35th St
Tacoma, WA 98409

Mr. Cardwell,

Central Pierce Fire & Rescue (CPF&R) is requesting a modification to the Comprehensive Plan Request submitted in July of 2020. This change to CPF&R’s amendment requests involves two items. The first is a withdraw of the request to adopt CPFR’s Capital Facility Plan and Impact Fee request. The second involves specific fire code adjustments that have been developed over the past two years with discussion, analysis, and consideration of the effects of smaller lot line distances. See two attachments. This amendment request has the support of MBApierce, Pierce County Realtors, Pierce County Fire Marshal, and the Pierce County Fire Chiefs Association.

The purpose of these regulations is to confine residential fires to the building of origin. With the types of products burning within residential occupancies, it has been found that room flashover (where all contents within a room ignite) is occurring within 4 to 5 minutes and the heat production is substantially higher because of the synthetic materials in use today. With residential occupancies being built closer together, the ability to intervene and stop the forward progress of the fire is challenged.

As a result, Central Pierce Fire & Rescue is requesting these fire safety regulations be incorporated into the update and implemented across Pierce County. If during the regular fire code adoption cycle scheduled for early 2021, these fire safety regulations are adopted and codified within the appropriate Pierce County Code, CPF&R will withdraw this request.

A safe community is a prosperous and peaceful community,

Daniel Olson, Fire Chief
Central Pierce Fire & Rescue

Mission: Effectively respond, continuously improve, compassionately serve
One- and Two-Family Dwellings

Design Objective – Residential Fire Protection Standards: Design residential developments to allow fire rescue equipment and personnel adequate access to conduct operations, confine fire spread to the occupancy of origin, and minimize the loss of life and homes.

1. All residential occupancies meeting the above criteria shall be built to the requirements of the International Residential Code, as adopted by Pierce County.
2. When side yard setbacks are greater than 10 feet, PCC 17C.60.160 shall be followed for fire flow.
3. When setbacks are 5 feet from a foundation to a property line, and the cumulative distance between two home foundations is not greater than 10 feet, the following limitations apply to second and third story egress/rescue windows and intervening fences:
   A. Fences will not be allowed between homes where they would front of an egress/rescue window facing the side yard. This does not apply if the same room has an egress/rescue window to the front or rear of the home. For example, a corner room with 2 egress/rescue windows; one facing the side yard and one facing the rear or front yard.
   B. Fences will be allowed if they start 3 feet past the proposed bedroom egress/rescue window. See exhibit.
   C. These fencing limitations do not apply to a side yard that is adjacent to a tract or other property that is not proposed to have a structure (i.e. park, storm, open space tracts).
   D. All developments proposing homes with sole side yard egress/access windows for rooms will have their CC&R reflect these limitations on fencing.
   E. Deviations from these standards may be allowed where necessary mitigation (i.e. fire sprinklers) is proposed by the applicant and accepted by the Pierce County Fire Marshal.
4. When a setback distance is less than 5 feet as measured from the concrete foundation wall to the property line, in addition to the above conditions all of the following conditions shall also apply.
   A. Side yard walls shall have a minimum one-hour fire resistive rating meeting all the requirements of IRC Table R302.1(1) and Table R302.1(2).
   B. Sprinkler systems that, at a minimum, meet NFPA 13D or 13R specifications.
   C. Roof shall be fire resistive materials of Class A, B, or better rating. Wood or shake shingles are not allowed.
   D. The only allowable projections or penetrations into the setback requirement are:
      i. Eaves; not more than 12 inches.
      ii. Gas Fireplaces; not to exceed 2 feet, this shall include direct vents and gas piping when it is black iron or copper.
      iii. Propane tanks are not allowed in the setback.
5. Deviations from county road standards that deal with width, grade, turnaround or other access requirements that impact fire department access/ingress and operations shall require fire sprinkler system in all homes directly impacted by the deviation. When a deviation to county road standards is proposed the applicant shall provide justification as to which of the lots is directly impacted by the request. The Pierce County Fire Marshal will review the deviation and provide an approval, a conditional approval or deny the request based upon the factual details of the request.
6. These rules supersede all variances or administrative or discretionary approvals like PUD, PDD and CUP, issued after the effective date of this title. All variances or deviations must be approved by the Pierce County Fire Marshal.

R occupancies - three or more dwelling units and townhomes

Design Objective – Residential Fire Protection Standards Design residential occupancies in commercial buildings to allow fire and rescue equipment and personnel adequate access to conduct operations and confine fire spread to the occupancy of origin to minimize the loss of life and protect buildings up to 75 feet.

1. All residential occupancies meeting the above criteria shall be built to the requirements of the International Building Code.
2. Attic shall be provided with not less than one-hour draft stops that follow the party wall line unless fire sprinklered per NFPA. When IBC identifies a higher rating for draft stops IBC shall be followed.

3. Landscaping that can be controlled by the builder/developer shall be designed so that it does not allow for fire spread. All vegetation shall be limited to 4’ height within 10’ of the building. All developments having these conditions will have their CC&R reflect this same requirement and maintenance.

4. All deviations from county road standards or access requirements that impact fire department access/ingress and operations shall require fire sprinkler system in all buildings directly impacted by the deviation and approval of the Pierce County Fire Marshal.

5. These rules supersede all variances or administrative or discretionary approvals like PUD, PDD and CUP, issued after the effective date of this title. All variances or deviations must be approved by the Pierce County Fire Marshal.

All sections identified above, that are fire code related items, shall sunset if/after they have been adopted into Pierce County Code 17C.60 with the approval of the Fire Marshal.
Fence installed per new code with Home A.

Home A: Designed and built (including fence) prior to Home B.

Existing 2nd/3rd floor egress/rescue window

Proposed 2nd/3rd floor egress/rescue window

Home B: Designed and planned after Home A. Now subject to constraint of existing fence during design review and approval? Fence removal?

Property line

*What happens if Home B proposes to build the home 6' from boundary (effective 11' separation between foundations)? No longer an issue with the intervening fence?
PROPOSED AMENDMENTS

Land Use Element / Compact Urban Communities (page 2-24); and
Land Use Element / Urban Residential (page 2-27); and
Land Use Element / Urban Commercial (page 2-32); and
Land Use Element / Urban Industrial (page 2-37); and
Land Use Element / Other Urban Land Designations (page 2-41).

Note: The existing Comprehensive Plan does not have a general category applicable to all urban land use designations in the Comprehensive Plan. Accordingly, the District proposes the addition of the below new subsection to each of the urban land use designations listed above.

Fire and Emergency Medical Services

GOAL LU-[#] In collaboration with the fire districts, develop fire protection standards for all commercial, industrial and residential development in urban areas, including, but not limited to, use of fire-retardant building materials, emergency vehicle access, building setbacks, sprinkling, and landscaping.

LU-[#].1 Fire protection standards are to be in conformance with International Building, Residential and Fire Code standards, but may also include alternatives recommended by the County Fire Marshal and/or fire districts or be based on accepted standards from the National Fire Protection Association (“NFPA”).

Capital Facilities Element / Emergency Response / Fire (page 3-6)

Goal CF-17 In coordination with the fire districts, facilitate the adoption of fire protection standards for all commercial, industrial, and residential development in Community Plan updates and the County Code.

CF-17.1 Fire protection standards are to be in conformance with International Fire Code standards, but may also include alternatives recommended by the County Fire Marshal or fire districts or be based on accepted standards from the National Fire Protection Association (“NFPA”) or other similar organization.

Housing Element (page 9-12)

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

H-2.1 Increase density in communities with existing infrastructure.

H-2.2 Allow for accessory dwelling units, cottage housing, and Katrina cottages to reduce housing costs for residents.

H-2.3 Redevelop properties where infrastructure exists.

H-2.3.1 Ensure that housing structures do not exceed infrastructure capabilities.

H-2.3.2 Identify County surplus property that could be used for developments that provide for affordable housing.
**H-2.3.3** Develop a process for disposing of County surplus properties for affordable housing purposes.

**H-2.4** Encourage replacement of older homes, which are generally more prone to fire damage due to older electrical and heating systems and lack of fire protections, with new homes that incorporate the Residential Fire Protection Standards.

**Housing Element / Existing Housing Stock (page 9-14)**

**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.

**H-12.4** Encourage rehabilitation of older homes, which lack fire protections and are generally more prone to fire damage due to fire, by replacing older electrical and heating systems and making other improvements that incorporate the Residential Fire Protection Standards.