

**SPECIAL MEETING AGENDA**  
**PIERCE COUNTY PLANNING COMMISSION**

Tuesday, February 2, 2021, 6:30 P.M.

Virtual Meeting held via Zoom

**Zoom Virtual Meeting Information**

Meeting ID: 990 5365 1092

Passcode: 7156

Call-in Number: 253-215-8782

Link: <https://piercecountywa.zoom.us/j/99053651092?pwd=OVkzQXpqemdhMmhhSIFmNHhGQWVodz09>

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**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](mailto: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. **Text Amendment Application #939858, Applicant: Pierce County**  
**Presenter: Jessica Gwilt, Pierce County Long Range Planning**  
Amendments to meet PSRC's requirement for jurisdictions to adopt "center" plans for regional growth centers and Manufacturing/Industrial Center.
  
- B. **Text Amendment Application #939860, Applicant: Pierce County**  
**Presenter: Jessica Nappi, Pierce County Long Range Planning**  
Amendments to bring land use policies into consistency with the GMA goals and requirements to ensure land use compatibility through coordination with the military base commander (per RCW 36.70A.530).

C. **Text Amendment Application #940158, Applicant: Pierce County**

**Jennifer Lambrick, Pierce County Long Range Planning**

Amendments to include information on PSRC VISION 2050 and multicounty planning policies related to climate change that need to be addressed in the next GMA comprehensive plan periodic update.

D. **Text Amendment Application #940161, Applicant: Pierce County**

**Presenter: Jessica Nappi, Pierce County Long Range Planning**

Amendments to provide guidelines and review criteria for the redesignation of property as well as allow for the redesignation of single parcel or single ownership in appropriate circumstances such as public parks, schools, and other public institutions, or when contiguous with an existing land use designation.

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](mailto: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.

## STAFF REPORT

**DATE:** February 2, 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. 939858**  
The Planning Commission will review and consider proposed amendments to meet Puget Sound Regional Council’s requirement for jurisdictions to adopt “center” plans for regional growth centers and Manufacturing/Industrial Center.  
Applicant: Pierce County Planning and Public Works

**NOTICE:** Notice of the Planning Commission public hearing was published in the News Tribune on January 15, 2021.

**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 – PSRC Comment Letter on Frederickson M/IC (dated 2/26/2020)  
Attachment B – Proposed Amendments

## GENERAL DESCRIPTION

The proposed text amendments to the Pierce County Comprehensive Plan provide additional background and policies for the Frederickson Manufacturing/Industrial Center (M/IC), also known as the Frederickson Employment Center.

As part of Pierce County’s recent Community Plan Updates process to update the Frederickson, Mid-County, Parkland-Spanaway-Midland, and South Hill community plans, the Puget Sound Regional Council (PSRC) commented on the proposal and identified improvements relating to the Frederickson M/IC to ensure consistency between the County’s Comprehensive Plan and PSRC’s Multicounty Planning Policies (see **Attachment A**).

Topics addressed in the proposed text amendment include:

- Identification and protection of environmental resources within and near the M/IC.
- Strengthened policies to limit non-industrial growth within the M/IC.
- Emphasis on the need for more transportation options.
- Aim to reduce air pollution that may result from increased industrial development.

## PROPOSED AMENDMENTS

Refer to **Attachment B**. Only those portions that are proposed to be amended or necessary for context are shown.

## STAFF RECOMMENDATION

Staff supports the proposal for the following reasons:

- consistent with the PSRC's Regional Centers Framework;
- aligns with the Multicounty Planning Policies;
- supports the designation of Frederickson Employment Center as a regional Manufacturing/Industrial Center (M/IC); and
- ensures the County is compliant with PSRC's M/IC designation requirements.

## IMPLEMENTATION REQUIREMENTS

Not applicable.

## 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 limit commercial uses within the Frederickson M/IC and place more emphasis on allowing core industrial uses. The industrial uses would be encouraged to minimize impacts to air quality and the environment. This is consistent with the Multicounty Planning Policies, Countywide Planning Policies, and County Comprehensive Plan policies.

2. The effect upon the County's capacity to provide adequate public facilities.

The proposal would direct the County to explore opportunities to support more transportation options to achieve a balanced mode split.

3. The effect upon the rate of population and employment growth.

The proposal would not impact population growth since the area it impacts is already designated for industrial uses and prohibit residential uses. Employment growth would remain consistent with existing assumptions that the area is to primarily be used for industrial purposes with limited commercial uses.

4. Whether Plan objectives are being met as specified or remain valid and desirable.

The proposal helps the County Comprehensive Plan meet requirements for M/ICs in the Multicounty and Countywide Planning Policies.

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

The proposal would not impact land value or housing costs.

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 would further ensure the County Comprehensive Plan is more consistent with the Multicounty and Countywide Planning policies, and is internally consistent with existing policy. The proposed changes were requested by Puget Sound Regional Council for further consistency with Vision 2040 and the new Vision 2050 as well as M/IC certification.

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

The proposal would further identify critical areas and natural resource lands within and near the Frederickson M/IC.

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.

This proposal was scheduled to be presented to the Frederickson Advisory Commission on December 17, 2020; however, due to a lack of quorum, the meeting was canceled.

### ***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.

## **MULTICOUNTY PLANNING POLICIES (VISION 2050)**

### **Regional Growth Strategy Policies (page 49)**

**MPP-RGS-10** Focus a significant share of employment growth in designated regional manufacturing/industrial centers.

### **Environment Policies (page 63)**

**MPP-En-21** Continue efforts to reduce pollutants from transportation activities, including through the use of cleaner fuels and vehicles and increasing alternatives to driving alone, as well as design and land use.

### **Centers: Supporting Connections to Opportunity (page 95)**

**MPP-DP-26** Implement the adopted framework to designate countywide centers to ensure compatibility within the region.

### **Economy Policies (page 121)**

**MPP-EC-22** Maximize the use of existing designated manufacturing/industrial centers by focusing appropriate types and amounts of employment growth in these areas and by protecting them from incompatible adjacent uses.

### **Transportation Policies (page 132-134)**

**MPP-T-12** Emphasize transportation investments that provide and encourage alternatives to single-occupancy vehicle travel and increase travel options, especially to and within centers and along corridors connecting centers.

**MPP-T-13** Increase the proportion of trips made by transportation modes that are alternatives to driving alone, especially to and within centers and along corridors connecting centers, by ensuring availability of reliable and competitive transit options.

### **Supporting the Economy (page 134)**

**MPP-T-29** Support the transition to a cleaner transportation system through investments in zero emission vehicles, low carbon fuels and other clean energy options.

## **PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPPs)**

### **Countywide Planning Policy on Regional, Countywide, and Centers of Local Importance / Centers Overview (pages 95)**

**C-2.** The purpose of Manufacturing/Industrial Centers is to:

- Recognize strategically located concentrations of industrial activity as essential resources for the local economy;
- Protect and leverage critical and difficult-to-replace freight infrastructure;
- Preserve the industrial land base in the long term;
- Support family/living wage jobs;
- Emphasize the importance of freight movement; and
- Preserve the county's supply of industrial land.

### **Regional Manufacturing / Industrial Centers (MICs) (page 102)**

**C-24.** To be designated as a Regional Manufacturing/Industrial Center (MICs), the following criteria shall be met.

1. Consistency with specific criteria for Manufacturing/Industrial Centers adopted within the Countywide Planning Policies and the Multicounty Planning Policies;

7. Jurisdictions having a designated Manufacturing/Industrial Center shall:

- a. Plan for and fund capital facility improvement projects which support the movement of goods;
- b. Coordinate with utility providers to ensure that utility facilities are available to serve such

- Centers;
- c. Provide buffers around the Center to reduce conflicts with adjacent land uses;
  - d. Facilitate land assembly;
  - e. Assist in recruiting appropriate businesses; and
  - f. Encourage employers to participate in Commute Trip Reduction program.

## PIERCE COUNTY COMPREHENSIVE PLAN

### **Land Use Element / Urban, Urban Industrial / Frederickson Manufacturing / Industrial Center (pages 2-40 to 2-41)**

**GOAL LU-57** Recognize the Frederickson Employment Center as a Regional Manufacturing/Industrial Center and focus employment growth to this area.

**LU-57.3** Establish center-specific employment targets, transportation-mode split goals, a market analysis for the area, and information on public service improvement financing and projects beyond roads.

### **Economic Development Element / Economic Vitality, Industrial Uses & Freight Movement (page 6-13)**

**EC-2.5** Ensure that Frederickson is maintained as a Regional Manufacturing/Industrial Center under the Puget Sound Regional Council criteria for centers.

### **Environment Element / Air Quality (pages 7-3 to 7-4)**

**ENV-3.6** Encourage development and implementation of transportation-based strategies that reduce pollutants, smog, and diesel air-toxins.

**GOAL ENV-4** Coordinate air quality improvement efforts with agencies and jurisdictions to monitor transportation demand management programs benefits, share technical information on air quality, and integrate land use and transportation policies.



# Puget Sound Regional Council

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February 26, 2020

Dan Cardwell  
Long Range Planning Supervisor  
Pierce County  
2401 S. 35th St.  
Tacoma, WA 98409  
dan.cardwell@piercecountywa.gov

Subject: PSRC Comments on Draft Frederickson Community Plan

Dear Mr. Cardwell,

Thank you for keeping us informed about your planning efforts and for providing an opportunity for the Puget Sound Regional Council (PSRC) to review a draft of the Frederickson community plan update. Regional manufacturing/industrial centers (MICs) play an important role in accommodating new job growth and are key employment centers. We appreciate the substantial amount of time and effort the county has put into updating the Frederickson community plan to support continued job growth in the Frederickson MIC. As you know, the Regional Centers Framework provided a timeline to complete center plans by 2020. These locally-driven plans are an important step in outlining community vision and understanding how industrial centers contribute to the regional system of centers. PSRC supports local planning and can serve as a resource as local governments adopt subarea plans.

This collaboration to review draft materials helps to ensure consistency between the county's vision and the regional goals. After the community plan update is adopted, we hope that this coordination will ensure that timely subarea plan certification action can be taken by PSRC boards.

Many outstanding aspects of the draft plan support our regional goals. Particularly noteworthy aspects include:

- Merging center planning for the MIC with a larger community-wide planning effort is an inclusive approach that is unique from other industrial centers planning. We appreciate the work done to engage the community and really embrace the MIC as a community asset and beneficial to residents in the Frederickson community.
- Policy FR EC-8.1 regarding preparing a market assessment for the area supports goals set forth in the Regional Centers Framework and we hope the assessment could include recommendations for promoting additional job growth within the MIC.
- Land use goals and policies that preserve industrial land uses and protect adjacent residential uses from adverse impacts benefit both industrial businesses and residents. Furthermore, implementing policies that limit commercial uses within the Employment Center will help ensure the MIC meets Centers Framework criteria aimed at protecting core industrial uses within the center.
- Designation of the Frederickson community as a Potential Incorporation Area.



The draft community plan advances regional policy in many important ways; however, there are some items that should be considered in this community plan update or during the upcoming update of the county's Comprehensive Plan:

- VISION 2040 calls for jurisdictions to focus a significant share of employment growth in designated manufacturing/industrial growth centers by setting local employment targets (MPP-DP-3 and DP-5), and we recognize the county's comprehensive plan currently contains an employment target for Frederickson. As previously discussed, the county should update the MIC's employment target during the next round of countywide target setting to ensure the regional manufacturing/industrial centers' criteria is met (planning for at least 10,000 jobs, with at least 50% of jobs being industrial). To assist jurisdictions in setting growth targets for regional centers, PSRC developed this [guidance document](#).
- In the updated Regional Centers Framework, a new criterion for MICs requires at least 75% of the land area be zoned for core industrial uses, with commercial uses strictly limited. The county should consider strengthening policies that limit commercial uses in the Employment Center zone and create new policies to ensure the Towne Center portion of the MIC does not expand and allow commercial, residential, and other incompatible land uses to negatively impact the viability of adjacent industrial lands.
- Emphasizing the need for more transportation options in the center will improve mobility in and around the MIC and hopefully result in a more balanced mode-split. We recommend that the county adopt a mode-split goal for the center to measure how mobility improvements benefit overall travel patterns and work towards decreasing single-occupant vehicle trips. Guidance on setting mode-split goals is available [here](#).
- The draft plan includes a section on air quality and could benefit from adding policies or referencing programs that aim to reduce air pollution and greenhouse gas emissions, especially that may result from increased industrial development.
- The draft plan contains many good policies that ensure environmental resources will be protected as growth occurs. It could be beneficial to include additional details about the existing critical and environmentally sensitive areas in and near the MIC specifically, with reference to specific policies and programs to protect these areas as additional industrial land uses occur.

Thank you again for working with us through the plan review process. There is a lot of excellent work in the draft community plan, and we are happy to help and review additional material as the plan moves through the adoption process. Once the community plan update is adopted, please let us know so we can proceed through the plan certification process. If you have any questions on regional centers planning or need additional information, please contact me at 206-464-6179 or [aharris-long@psrc.org](mailto:aharris-long@psrc.org).

Sincerely,



Andrea Harris-Long, AICP  
Senior Planner  
Puget Sound Regional Council

cc: PSRC Growth Management Services  
Washington State Department of Commerce

## PROPOSED AMENDMENTS

### **Land Use Element / Urban, Urban Industrial, Frederickson Manufacturing / Industrial Center (pages 2-40 to 2-41)**

#### FREDERICKSON REGIONAL MANUFACTURING/INDUSTRIAL CENTER

The Frederickson Regional Manufacturing/Industrial Center is located within the urban unincorporated area, southeast of Tacoma and south of Puyallup. The center contains the intersection of 176th St. E. and Canyon Road E., and goes as far south as 208th Street. The boundaries are depicted in Map 2-3.

The Employment Center in Frederickson was designated as a Regional Manufacturing/Industrial Center in 1995 in anticipation of future development. Employment doubled from 2000-2010 from 1,580 jobs to a total of 3,394. Since then it has reached close to 4,000 employees. The Frederickson Manufacturing/Industrial Center (M/IC) still contains a significant amount of vacant land for future development and is characterized by large blocks averaging 102.8 acres, and large industrial parcel sizes averaging 6.2 acres, which will enable it to accommodate large manufacturing and industrial development projects. Since designation, the boundary has been adjusted to remove properties with environmental constraints, vested residential plats, parks, and open space to focus on properties that are conducive to industrial development.

[Map 2-3: Frederickson Manufacturing/Industrial Center]

The Frederickson M/IC is considered medium sized in terms of total gross acreage (2,651 acres), and has a smaller number of jobs compared to other designated regional centers. The center contains mostly employment-oriented activity. Major industry sectors include Manufacturing (69%), Wholesale, Transportation, and Utilities (9%), and Suppressed/Other (22%). Of the total number of jobs, the vast majority are in goods-dependent industries that are typically appropriate for Regional Manufacturing/Industrial Centers. The two largest employers are The Boeing Company and Toray Composites (America), which combined make up more than half of the employment within the center. The current employment density is 1.5 employees per acre. The target for the Frederickson M/IC is 13,700 total employment (9,700 additional) within the 20-year planning period. This target would create employment density of 5.6 employees per acre.

The M/IC includes environmentally sensitive areas associated with Clover Creek, which runs through the northern portion of the M/IC boundary. Clover Creek crosses a property owned by Tacoma Public Utilities (TPU) currently used for utilities and as a rifle range. Future industrial development is only expected on the TPU properties to the north that are not affected by the associated critical areas. There are floodplain, wetland, and oak presence indicators in the southern portion of the M/IC where there are existing industrial uses and a few vacant properties. Smaller wetland indicators are found on the northwest portion of the Boeing properties where development has not yet occurred and is not planned for intensive industrial uses. Policies in the Comprehensive Plan's [Environment Element](#) and the Critical Area Regulations in [Pierce County Code Title 18E](#) address protection of critical areas. The area surrounding the

M/IC includes critical areas primarily associated with Clover Creek and its associated streams and wetlands.

**GOAL LU-57** Recognize the Frederickson Employment Center as a Regional Manufacturing/Industrial Center and focus employment growth to this area.

**LU-57.1** Encourage the type of development that will focus a significant share of employment growth to the Frederickson M/IC.

**LU-57.1.1** Emphasize efficient size and shape, planning for transportation facilities and services, urban design standards, and protection from incompatible land uses.

**LU-57.1.2** Discourage developments with low employment rates that cover large expanses of land.

**LU-57.1.3** Allow primarily core industrial uses and limit commercial uses.

**LU-57.2** The County shall prioritize infrastructure funding for projects supporting the Frederickson Industrial Center.

**LU-57.2.1** Identify and implement infrastructure improvements which enhance the viability and attractiveness of the Frederickson Industrial Center.

**LU-57.2.2** Coordinate with stakeholders to provide critical infrastructure to encourage the concentration of urban manufacturing and industrial land uses in the Frederickson Industrial Center.

**LU-57.2.3** Explore opportunities to support more transportation options that result in a balanced mode split.

### **Environment Element/ Air Quality (page 7-3)**

**ENV-3.10** Encourage use of new technologies and strategies that minimize impacts on air quality and greenhouse gas emissions from increased industrial uses within the Employment Centers.

## STAFF REPORT

**DATE:** February 2, 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. 939860**

The Planning Commission will review and consider proposed amendments to bring land use policies into consistency with the GMA goals and requirements to ensure land use compatibility through coordination with the military base commander (per RCW 36.70A.530).

Applicant: Pierce County Planning and Public Works

**NOTICE:** Notice of the Planning Commission public hearing was published in the News Tribune on January 15, 2021.

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

## GENERAL DESCRIPTION

The proposal brings **GOAL LU-109.4** into consistency with the GMA goals and requirements to ensure land use compatibility through coordination with the military base commander (per RCW 36.70A.530).

## PROPOSED AMENDMENTS

### Land Use Element / Urban, Rural, and Resource / Military Land Designation and Compatibility

**GOAL LU-109** Recognize safety issues associated with training, artillery, and small-arms activities on Joint Base Lewis McChord.

~~**LU-109.4** Direct the following land uses away from property abutting the installation boundary:~~ A comprehensive plan, amendment to a plan, a development regulation, or amendment to a development regulation should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements.

~~**LU-109.4.1** High density residential;~~

~~**LU-109.4.1** Public buildings (such as schools, medical facilities, public meeting facilities, and churches); and~~

~~**LU-109.4.1** Cultural facilities.~~

## STAFF RECOMMENDATION

Staff supports the proposal as it would bring the identified policy in the Comprehensive Plan into consistency with state law ([RCW 36.70A.530](#)).

## IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, amendments to PCC 2.03 and PCC 19C.10.055G2 may be necessary to implement the policy in determining if an action is compatible with the adjacent military installation.

## 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.  
Not applicable.
2. The effect upon the County's capacity to provide adequate public facilities.  
Not applicable.
3. The effect upon the rate of population and employment growth.  
Not applicable.
4. Whether Plan objectives are being met as specified or remain valid and desirable.  
The proposal would meet Plan objectives, including goals **LU-105**, **LU-106**, and **LU-109**.
5. The effect upon general land values or housing costs.  
Not applicable.
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 GMA ([RCW 36.70A.530](#)) cites the military's significant role in the economy and declares a state priority to prevent incompatible development near military installations. Incompatible development also poses health and safety concerns for neighboring community members and military personnel operating or training for active duty. Ongoing communication and collaborative planning are critical to understanding civilian-military interests in the landscape they share. The proposed amendment recognizes the need to fulfill GMA's goals and to enhance consistency with GMA requirements, while at the same time ensures compatibility between military operations and surrounding land uses.

The proposal is internally consistent with the Pierce County Comprehensive Plan, including goals **LU-105**, **LU-106**, and **LU-109**.

The proposal is consistent with the Pierce County Countywide Planning Policies, including **UGA-11** "The County...should develop planning provisions, including development regulations that encourage adjacent land uses that are compatible with military uses."

8. The effect upon critical areas and natural resource lands.  
Not applicable.
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.

Per RCW 36.70A.530, the County is required to provide notice to the commander of the military installation and allow for a sixty-day response period to indicate whether the proposed policy or regulation is compatible with its installation's operations.

The Washington State Growth Management Act (GMA) requires Pierce County to direct urban growth and density into the County's Urban Growth Area, a significant portion of which borders part of Joint Base Lewis-McChord (JBLM).

Comprehensive Plan Land Use Element **GOAL LU-109.4** states to "direct high-density residential, public buildings, and cultural facilities land uses away from property abutting the JBLM boundary." Since this policy was adopted, the GMA incorporated a more flexible procedure for ensuring land use compatibility through coordination with the military base commander (per [RCW 36.70A.530](#)). The proposal revises **GOAL LU-109.4** to be consistent with the language in state law.

### ***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.530:** Land use development incompatible with military installation not allowed—Revision of comprehensive plans and development regulations.

(1) Military installations are of particular importance to the economic health of the state of Washington and it is a priority of the state to protect the land surrounding our military installations from incompatible development.

(3) A comprehensive plan, amendment to a plan, a development regulation or amendment to a development regulation, should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements. A city or county may find that an existing comprehensive plan or development regulations are compatible with the installation's ability to carry out its mission requirements.

(4) As part of the requirements of RCW 36.70A.070(1) each county and city planning under RCW 36.70A.040 that has a federal military installation, other than a reserve center, that employs one hundred or more personnel and is operated by the United States department of defense within or adjacent to its border, shall notify the commander of the military installation of the county's or city's intent to amend its comprehensive plan or development regulations to address lands adjacent to military installations to ensure those lands are protected from incompatible development.

(5)(a) The notice provided under subsection (4) of this section shall request from the commander of the military installation a written recommendation and supporting facts relating to the use of land being considered in the adoption of a comprehensive plan or an amendment to a plan. The notice shall provide sixty days for a response from the commander. If the commander does not submit a response to such request within sixty days, the local government may presume that implementation of the proposed plan or amendment will not have any adverse effect on the operation of the installation.

(b) When a county or city intends to amend its development regulations to be consistent with the comprehensive plan elements addressed in (a) of this subsection, notice shall be provided to the commander of the military installation consistent with subsection (4) of this section. The notice shall request from the commander of the military installation a written recommendation and supporting facts relating to the use of land being considered in the amendment to the development regulations. The notice shall provide sixty days for a response from the commander to the requesting government. If the commander does not submit a response to such request within sixty days, the local government may presume that implementation of the proposed development regulation or amendment will not have any adverse effect on the operation of the installation.

## MULTICOUNTY PLANNING POLICIES (VISION 2050)

### **Development Patterns Policies / Collaborating to Preserve and Enhance Important Uses (page 98)**

**MPP-DP-49** Protect military lands from encroachment by incompatible uses and development on adjacent land.

## PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPPs)

### **Urban Growth Areas (page 94)**

**UGA-11** The County and each municipality neighboring Joint Base Lewis-McChord should develop planning provisions, including development regulations that encourage adjacent land uses that are compatible with military uses.

## PIERCE COUNTY COMPREHENSIVE PLAN

### **Land Use Element / Military Land Designation and Compatibility**

**GOAL LU-105** Recognize the unique character of land uses associated with military operations and support structures.

**GOAL LU-106** Provide the military installations with opportunities to participate in the review and development of land use programs, policies, and decisions that affect them.

**GOAL LU-109** Recognize safety issues associated with training, artillery, and small-arms activities on Joint Base Lewis-McChord.

## STAFF REPORT

**DATE:** February 2, 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. 940158**  
The Planning Commission will review and consider proposed amendments to include information on PSRC VISION 2050 and multicounty planning policies related to climate change that need to be addressed in the next GMA comprehensive plan periodic update.  
Applicant: Pierce County Planning and Public Works

**NOTICE:** Notice of the Planning Commission public hearing was published in the News Tribune on January 15, 2021.

**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 Amendments  
Attachment B – Proposal with Modification

## GENERAL DESCRIPTION

The proposal updates the background text to recognize the adoption of VISION 2050 as the Multicounty Planning Policies and incorporates new framework policies in which to address climate change and adaptation strategies to prepare for the next GMA periodic update.

## PROPOSED AMENDMENTS

Refer to **Attachment A**. Only those portions that are proposed to be amended or necessary for context are shown.



## STAFF RECOMMENDATION

Staff supports the proposal (as shown in **Attachment A**) with modification to the background text (as shown in **Attachment B**) as it recognizes the ratification of VISION 2050 on October 29, 2020. The proposal sets a framework for future policy development consistent with the Multicounty Planning Policies.

## IMPLEMENTATION REQUIREMENTS

Not applicable.

## 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 will not have an immediate effect on the growth, development, and conversion of land.
2. The effect upon the County's capacity to provide adequate public facilities.  
Not applicable.
3. The effect upon the rate of population and employment growth.  
The proposal would not have an effect on the rate of population and employment growth.
4. Whether Plan objectives are being met as specified or remain valid and desirable.  
The proposal would incorporate a new plan objective that recognizes climate change and sets the framework for the development of future policies and adaptation strategies.
5. The effect upon general land values or housing costs.  
Not applicable.
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 conforms to the requirements of the GMA, Pierce County Comprehensive Plan, and Countywide Planning Policies as it provides a strategy for consistency with the Multicounty Planning Policies.
8. The effect upon critical areas and natural resource lands.  
The proposal would not have an immediate impact on critical areas or natural resource lands. The proposal incorporates new framework policies in which to address climate change and adaptation strategies to prepare for the next GMA periodic update.
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.

VISION 2050, adopted by Puget Sound Regional Council (PSRC) on October 29, 2020, is the Puget Sound region's Multicounty Planning Policies document. This policy document is the planning framework for local comprehensive plans. Per GMA, the PSRC is required to review and certify Pierce County's transportation element and supporting policies in other elements of Pierce County's Comprehensive Plan for consistency with the Multicounty Planning Policies. This certification is necessary for Pierce County to receive federal transportation dollars.

The amendment is consistent with VISION 2050 climate change policies. The updated VISION plan prioritizes addressing climate change and working towards climate adaptation. The proposal would also support the Department's proposed 2030 Sustainability Plan, which calls for coordination with land use planning to meet its goals. Specifically, Action Item T-3: Review Land Use plans to identify specific strategies for greenhouse gas reductions.

***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.

**RCW 36.70A.210 (7):** Multicounty planning policies shall be adopted by two or more counties, each with a population of four hundred fifty thousand or more, with contiguous urban areas and may be adopted by other counties, according to the process established under this section or other processes agreed to among the counties and cities within the affected counties throughout the multicounty region.

## MULTICOUNTY PLANNING POLICIES (VISION 2050)

### **Climate Change Policies (page 73)**

**MPP-CC-1** Advance the adoption and implementation of actions that substantially reduce greenhouse gas emissions in support of state, regional, and local emissions reduction goals, including targets adopted by the Puget Sound Clean Air Agency.

**MPP-CC-7** Advance state, regional, and local actions that support resilience and adaptation to climate change impacts.

- MPP-CC-8** Increase resilience by identifying and addressing the impacts of climate change and natural hazards on water, land, infrastructure, health, and the economy. Prioritize actions to protect the most vulnerable populations.
- MPP-CC-11** Support achievement of regional greenhouse gas emissions reduction goals through countywide planning policies and local comprehensive plans.
- MPP-CC-12** Prioritize transportation investments that support achievement of regional greenhouse gas emissions reduction goals, such as by reducing vehicle miles traveled.

## PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPPS)

### Climate Change

- Env-31** The County, and each municipality in the County, shall strive to meet State mandates on climate change and the reduction of greenhouse gases.
  - 31.1** Jurisdictions should work to address climate change and greenhouse gases by undertaking such actions as:
    - 31.1.2** Creating and adopting a climate action plan;
  - 31.2** Jurisdictions should address adaptation and mitigation strategies from the effects of climate change in long range plans such as shoreline master programs and comprehensive plans.
  - 31.3** Jurisdictions should encourage the development community to reduce impacts of proposed projects on climate change.
  - 31.7** Jurisdictions should include climate change mitigation strategies in local transportation planning.

## PIERCE COUNTY COMPREHENSIVE PLAN

### Transportation Element / Coordination, Implementation, and Funding Goal (page 12-15)

- T-31** Coordinate the planning, design, and implementation of improvements with other agencies.
  - T-31.1** Coordinate with the Puget Sound Regional Council, Pierce County Regional Council, transportation agencies, other organizations, and other jurisdictions in developing and updating the regional plan and the programming efforts that cross jurisdictional lines.

## PROPOSED AMENDMENTS

### Introduction / Growth Management Planning / MultiCounty Planning (page 1-8)

The Act also required the development of multicounty planning policies for the central Puget Sound region of King, Kitsap, Pierce, and Snohomish counties. The Multicounty Planning Policies (MPPs), developed as part of VISION 2040, describe regional objectives for issues that cross county boundaries and need to be met to achieve interjurisdictional consistency. The VISION 2040 Planning Policies were adopted in March of 1993 by the General Assembly of the Puget Sound Regional Council (PSRC) as an amendment to VISION 2040. In 2012, the PSRC adopted Transportation 2040, a transportation action plan update for the central Puget Sound region. Vision 2040 Planning Policies cover the same topics required of the Countywide Planning Policies (CPPs). Open space linkages, resource protection, and critical areas, identified as important issues in the GMA, were also included because of their regional importance and the impossibility of achieving them without the inter-county collaboration. In 2008, the PSRC adopted VISION 2040, an update to the Multicounty Planning Policies. The current MPPs contained in VISION 2040 are in the process of being updated by PSRC as part of the VISION 2050 planning effort. The MPPs in VISION 2050 will address region wide issues in a collaborative framework with an increased focus on regional collaboration, regional growth strategy, environment, climate change, development patterns, housing, economy, transportation, public services. Pierce County will be working to implement PSRC's adopted VISION 2050 and associated MPPs. PSRC is scheduled to adopt VISION 2050 in 2020.

### Land Use Element / Urban, Rural, and Resource (page 2-77)

*ADD new subsection after General and before Airports*

#### Climate Change

Pierce County's greatest impact on emissions reductions will likely be through promoting a dense, compact land use pattern with mixed-uses inside the urban growth area that support walking, bicycling, and transit use with open space conservation. Compact land use patterns have great potential to reduce GHG emissions related to vehicles and building energy use. The Land Use and Environment elements of the Comprehensive Plan set the stage for this vision by directing development to centers and arterial corridors served by transit, promoting a balanced multi-modal transportation system, and reducing the need to travel by car.

**GOAL LU-100** Ensure compliance with the PSRC VISION 2050 climate change-related multicounty planning policies and for inclusion in the next GMA comprehensive plan periodic update by:

- identifying adaptation policies that address the effects of climate change by increasing resilience and/or decreasing vulnerability;
- establishing policy decisions and priorities, and design programs and facilities that consider long-term impacts on natural and human environments to address sustainability and climate change; and

- continuing planning efforts and regulations that encourage higher density transit-oriented mixed-use, mixed-income neighborhoods that are well designed and enable people to move without reliance on automobiles, and contain a variety of recreation, commercial and service opportunities.

**Environment Element / Introduction (page 7-3)**

**ENV-1.9** Identify climate adaptation strategies to ensure compliance with the Multicounty Planning Policies requirements of the PSRC VISION 2050 to integrate into the Comprehensive Plan during the next GMA periodic update. These strategies should include:

- Promoting energy efficiency and greenhouse gas reduction strategies;
- Protecting and adapting public infrastructure, services, natural systems and resources from climate change impacts; and
- Continuing to coordinate and communicate locally and regionally to monitor and address the changing needs and conditions of the community.

## PROPOSAL WITH MODIFICATIONS

Staff supports the proposal with modification to the Introduction narrative text on page 1-8. The underlined signifies the modified new text.

### ***Proposal as Originally Submitted (only to Introduction page 1-8)***

#### **Introduction / Growth Management Planning / MultiCounty Planning (page 1-8)**

The Act also required the development of multicounty planning policies for the central Puget Sound region of King, Kitsap, Pierce, and Snohomish counties. The Multicounty Planning Policies (MPPs), developed as part of VISION~~ision~~ 2040, describe regional objectives for issues that cross county boundaries and need to be met to achieve interjurisdictional consistency. The VISION~~ision~~ 2040 Planning Policies were adopted in March of 1993 by the General Assembly of the Puget Sound Regional Council (PSRC) as an amendment to VISION~~ision~~ 2040. In 2012, the PSRC adopted Transportation 2040, a transportation action plan update for the central Puget Sound region. Vision 2040 Planning Policies cover the same topics required of the Countywide Planning Policies (CPPs). Open space linkages, resource protection, and critical areas, identified as important issues in the GMA, were also included because of their regional importance and the impossibility of achieving them without the inter-county collaboration. In 2008, the PSRC adopted VISION~~ision~~ 2040, an update to the Multicounty Planning Policies. The current MPPs contained in VISION 2040 are in the process of being updated by PSRC as part of the VISION 2050 planning effort. The MPPs in VISION 2050 will address region wide issues in a collaborative framework with an increased focus on regional collaboration, regional growth strategy, environment, climate change, development patterns, housing, economy, transportation, public services. Pierce County will be working to implement PSRC's adopted VISION 2050 and associated MPPs. PSRC is scheduled to adopt VISION 2050 in 2020.

### ***Proposal with Modification***

#### **Introduction / Growth Management Planning / MultiCounty Planning (page 1-8)**

The Act also required the development of multicounty planning policies for the central Puget Sound region of King, Kitsap, Pierce, and Snohomish counties. The Multicounty Planning Policies (MPPs), developed as part of VISION~~ision~~ 2040 2050, describe regional objectives for issues that cross county boundaries and need to be met to achieve interjurisdictional consistency. ~~The VISIONision 2040 Planning Policies were adopted in March of 1993 by the General Assembly of the Puget Sound Regional Council (PSRC) as an amendment to VISIONision 2040. In 1992, PSRC adopted the VISION 2020 policies as the multicounty planning policies. In 2008, PSRC adopted VISION 2040 with revised multicounty planning policies.~~ In 1992, PSRC adopted the VISION 2020 policies as the multicounty planning policies. In 2008, PSRC adopted VISION 2040 with revised multicounty planning policies. In 2012, the PSRC adopted Transportation 2040, a transportation action plan update for the central Puget Sound region. ~~Vision~~ VISION 2040 Planning Policies cover the same topics required of the Countywide Planning Policies (CPPs). Open space linkages, resource protection, and critical areas, identified as important issues in the GMA, were also included because of their regional importance and the impossibility of achieving them without the inter-county collaboration. ~~In 2008, the PSRC adopted VISIONision 2040, an update to the Multicounty Planning Policies.~~ Adopted on October

29, 2020, ~~The current MPPs~~ the multicounty planning policies contained in VISION ~~2040~~ 2050 ~~were~~ are in the process of being updated by PSRC as part of the VISION 2050 planning effort. ~~The MPPs in VISION 2050 will~~ refined to address region wide issues in a collaborative framework with an increased focus on regional collaboration, regional growth strategy, environment, climate change, development patterns, housing, economy, transportation, public services. Pierce County will be working to implement PSRC's adopted VISION 2050 ~~and associated MPPs.~~ ~~PSRC is scheduled to adopt VISION 2050 in 2020.~~

## STAFF REPORT

**DATE:** February 2, 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. 940161**

The Planning Commission will review and consider proposed amendments to provide guidelines and review criteria for the redesignation of property as well as allow for the redesignation of single parcel or single ownership in appropriate circumstances such as public parks, schools, and other public institutions, or when contiguous with an existing land use designation.

Applicant: Pierce County Planning and Public Works

**NOTICE:** Notice of the Planning Commission public hearing was published in the News Tribune on January 15, 2021.

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

## GENERAL DESCRIPTION

The proposal adds policies to the Rezoning and Redesignating section of the Land Use Element in the Pierce County Comprehensive Plan that would provide guidelines and review criteria for the redesignation of property. The proposal also allows for the redesignation of single parcel or single ownership in appropriate circumstances.

## PROPOSED AMENDMENTS

### Land Use Element / Rezoning and Redesignating (page 2-90)

**GOAL LU-126** Provide strict guidance and review criteria for rezones to ensure planning goals are properly implemented and resulting changes are compatible with surrounding uses.

**GOAL LU-127** Provide guidance and review criteria for the redesignation of property.

**LU-127.1** Redesignation should be of an area-wide nature or contiguous expansion of an existing land use designation.

**LU-127.2** Redesignation of single parcels or single ownership should be allowed in appropriate circumstances such as the recognition of public parks, schools, and other public institutions, or proposals involving Master Planned Communities,



Master Planned Resorts, Employment Based Planned Communities, or New Fully Contained Communities.

**LU-127.3** Redesignation of single parcels or single ownership should be allowed when contiguous with an existing land use designation.

## STAFF RECOMMENDATION

Staff supports the proposal for the following reasons:

- This proposal would add a policy on guidance and review criteria for land use redesignation that the Comprehensive Plan is currently silent on. This would be in line with the existing Comprehensive Plan policies and review criteria for the rezoning of property (**GOAL LU-126**).
- This proposal would recognize circumstances where it would be appropriate to consider redesignation of a single parcel or single ownership of parcels, or when contiguous with an existing land use designation.

## IMPLEMENTATION REQUIREMENTS

If the proposal is adopted, the definition of “Area-Wide Map amendment” under [PCC 19C.10.030](#) *Types of Plan Amendments – Definitions* would need to be amended to reflect the policy update.

## 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.  
Not applicable.
2. The effect upon the County's capacity to provide adequate public facilities.  
Not applicable.
3. The effect upon the rate of population and employment growth.  
Not applicable.
4. Whether Plan objectives are being met as specified or remain valid and desirable.  
The proposal would refine the framework in review of future amendments to the Comprehensive Plan.
5. The effect upon general land values or housing costs.  
Not applicable.
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 augments the policies in the Comprehensive Plan to acknowledge that the existing land use designations and unique zoning classifications such as Park and Recreation and Public Institution.
8. The effect upon critical areas and natural resource lands.  
Not applicable.
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.  
Not applicable.

***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.

## PIERCE COUNTY COMPREHENSIVE PLAN

**Land Use Element / Park and Recreation Designation (page 2-87)**

**GOAL LU-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.

**Land Use Element / Public Institution (page 2-89)**

**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.

**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.