



Future Land Use Implementation

Application: 2019 Amendment

The Future Land Use Map, Figure 2 of the *One Tacoma Plan*, illustrates the City's intended future land use pattern through the geographic distribution of residential and commercial areas, the designation of mixed-use and manufacturing/industrial centers, as well as shoreline and single-family detached designations. These designations correspond to specific zoning districts and use and development standards that implement the policies of the *One Tacoma Plan*.

Per the Washington State Growth Management Act and the Tacoma Municipal Code, the City's Land Use Regulations, including zoning districts, should be consistent with the policies of the *One Tacoma Plan*. However, in many areas throughout the City current zoning is inconsistent with the Land Use Designation in the Future Land Use Map. This project will seek to improve the consistency between the One Tacoma Plan and implementing zoning.

Outcomes of this project are intended to support the development of compact, complete and connected neighborhoods with a variety of housing choices and employment opportunities in close proximity to schools, parks, transit, and other amenities.

Project Summary	
Applicant:	Planning and Development Services
Location and Size of Area:	Citywide
Current Land Use and Zoning:	Multiple
Neighborhood Council Area:	This application will include potential rezones in all Neighborhood Council districts.
Type of Amendment:	Plan and Zoning Amendment
Staff Recommendation:	Accept the application as amended; Phase.
Project Proposal:	<p>This project will do the following:</p> <ul style="list-style-type: none"> • Identify areas where the Plan and Zoning are inconsistent; • Evaluate options for bringing the Plan and Zoning into compliance; • Recommend amendments to the Future Land Use Map or area-wide rezones to ensure that the Plan and Zoning are mutually supportive and consistent.



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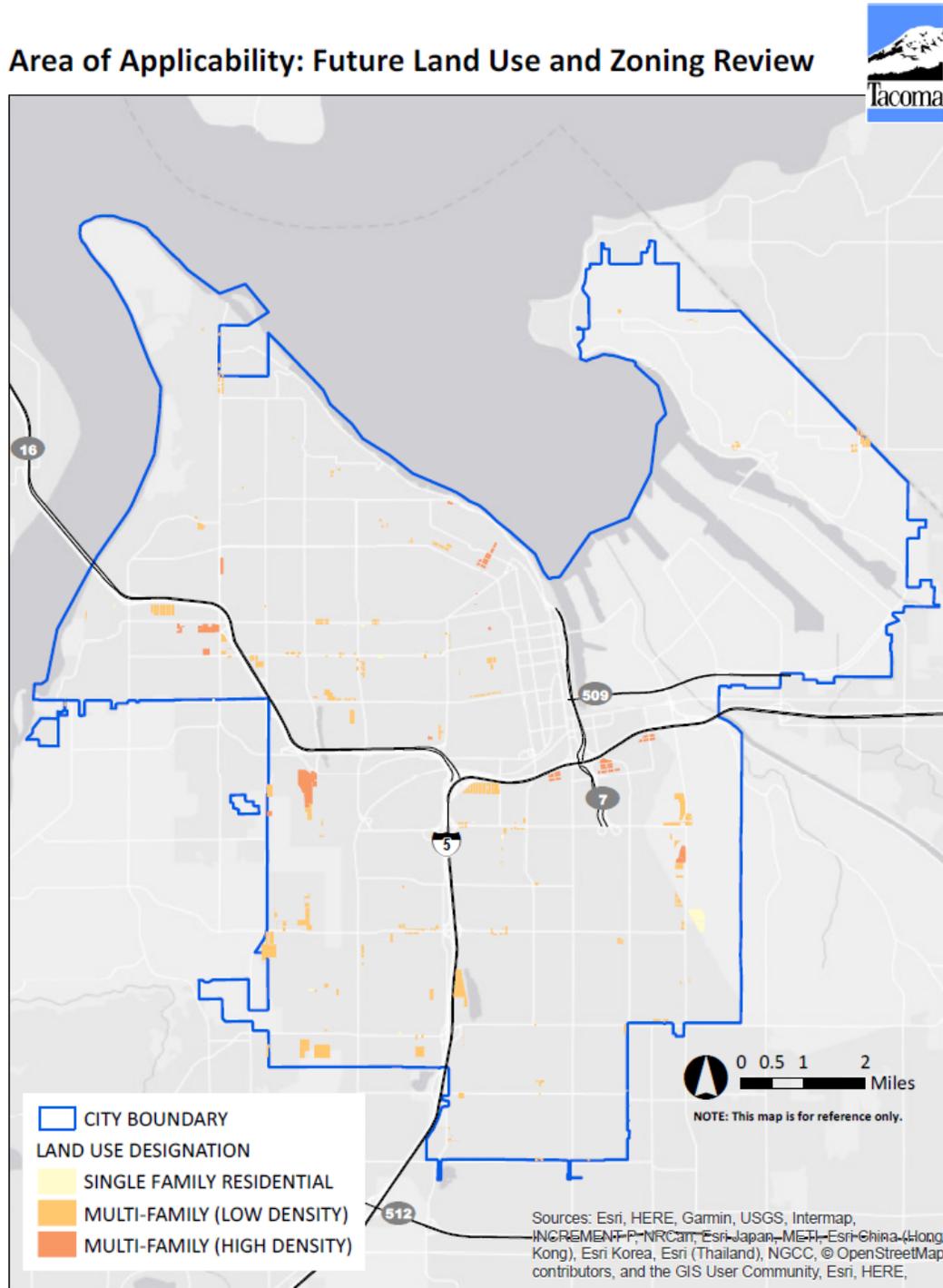
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Section A. Proposed Scope of Work

1. Area of Applicability

Areas subject to this review and potential amendment are located City-wide. The following map shows the location and distribution of sites where the current Land Use Designation and Zoning are inconsistent and subject to review. An interactive map is available at <https://wspdsmap.cityoftacoma.org/website/FLUM/> to enable a closer identification of properties subject to review. The colors on the map indicate the proposed Designation in the One Tacoma Plan.



2. Background

Updating and implementing the Comprehensive Plan broadly and the Future Land Use Map specifically has been a multi-phased effort that has been ongoing since 2013. The following is a summary past phases and accomplishments.

2013 - The City embarked on a multi-phase, multi-year project intended to revise and update the Comprehensive Plan's land use designation approach, from the Land Use Intensities system to a more simplified and easily understood classification system.

The first phase was accomplished as part of the 2013 Annual Amendment to the Comprehensive Plan adopted by the City Council on June 25, 2013, per Ordinance No. 28158. This first phase amended the Growth Strategy and Development Concept Element of the Comprehensive Plan to include new designations for the mixed-use centers and shorelines. This phase also adopted the overall classification

2015 – As part of the required periodic update to the Comprehensive Plan, the City concluded the application of the new Land Use Designations, and replacing the land use intensities. The Comprehensive Plan was adopted by the City Council on December 1, 2015, per Ordinance No. 28335.

2016 – Following the adoption of the Comprehensive Plan the City shifted towards implementation of the Future Land Use Map through area-wide rezones. The 2016 Amendment to the Comprehensive Plan and Land Use Regulatory Code included a series of area-wide rezones to ensure consistency between Plan and Code. These amendments were in limited areas. The rezones were adopted by the City Council on August 16, 2016, per Ordinance No. 28376.

3. Policy Framework

Growth Management Act

The City's Comprehensive Plan, including the Future Land Use Map, was developed in accordance with both the procedures and the substantive requirements of the Growth Management Act (GMA). In addition to guiding the development of local Comprehensive Plans, the GMA also requires that development regulations conform to and implement the locally-adopted Plans. RCW 36.70A.040 states that "...the county and each city located within the county shall adopt a comprehensive plan under this chapter and development regulations that are consistent with and implement the comprehensive plan...".

In addition, the GMA requires that local jurisdictions "...ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth, including the accommodation of, as appropriate, the medical, governmental, educational, institutional, commercial, and industrial facilities related to such growth, as adopted in the applicable countywide planning policies and consistent with the twenty-year population forecast from the office of financial management (RCW 36.70A.115)."

One Tacoma Plan

The Future Land Use Map (Figure 2 of the One Tacoma Plan) illustrates the City's intended future land use pattern through the geographic distribution of residential and commercial areas, the designation of mixed-use and manufacturing/industrial centers, as well as shoreline and single-family detached designations. This land use distribution was a result of analysis of the One Tacoma Plan policies, existing land use and zoning, development trends, anticipated land use needs and desirable growth and development goals. Various types of zoning and land use

may be permitted within each of the designations. The map is to be used in conjunction with the adopted policies of the Comprehensive Plan for any land use decision.

The One Tacoma Plan contains policies that support implementation of the Comprehensive Plan land use designations through zoning and development standards in a way that provides predictability and consistency of application while also allowing adequate flexibility to support a diverse set of housing, commercial and industrial uses. Policy UF-1.2 states that the City should “Implement Comprehensive Plan land use designations through zoning designations and target densities shown in Table 3, Comprehensive Plan Land Use Designations and Corresponding Zoning.” Furthermore, policy UF-1.1 states that the City should “ensure that the Comprehensive Plan Land Use Map establishes and maintains land use designations that can accommodate planned population and employment growth.”

The policies of the Growth Management Act and the One Tacoma Plan support the implementation of Plan policies and the internal consistency of Plan and implementing regulations.

4. Objectives

Would the proposed amendment achieve any of the following objectives?

- **Address inconsistencies or errors in the Comprehensive Plan or development regulations;**

Historically, the City of Tacoma has had embedded inconsistencies between the Comprehensive Plan and Zoning District boundaries. These inconsistencies were studied and discussed as part of the Comprehensive Plan update in 2015. One of the high priority actions identified in the One Tacoma Plan is to begin a multi-phase effort to rectify these inconsistencies between the land use designations in the Plan and the implementing zoning. Both state law in the Growth Management Act and local ordinances require that the City bring the zoning districts into conformance with the Plan or to amend the Plan to be consistent with the existing zoning. Ultimately, the Plan and Code must be internally consistent.

- **Respond to changing circumstances, such as growth and development patterns, needs and desires of the community, and the City’s capacity to provide adequate services;**

In the past several years the City has seen an increase in demand for housing and escalating housing prices. The current site-rezone process adds time, cost and uncertainty to development projects that can create a barrier to meeting current housing demand.

- **Maintain or enhance compatibility with existing or planned land uses and the surrounding development pattern; and/or**

The potential rezones would implement area-wide zoning in areas that have been planned to accommodate new residential and commercial development.

- **Enhance the quality of the neighborhood.**

Zoning is a means to facilitate new opportunities for living, shopping, and working in the City. Where housing and services are built provides a key opportunity to: (1) enable people to meet more of their daily needs locally, (2) strengthen neighborhoods, (3) improve equitable access to services, (4) support healthy, active living and (5) reduce greenhouse gas emissions and adapt to climate change.

5. Options Analysis

In considering the potential rezones, the Commission may consider the following options for improving the consistency between the One Tacoma Plan and Zoning:

1. **Zoning Options:** Each Land Use Designation is associated with multiple potential zoning districts. Staff proposes to develop guidance to assist the Commission in weighing appropriate zoning options. For example, the Multi-family (low-density) Land Use Designation corresponds to both the R-3 and R-4L Zoning Districts.
2. **Future Land Use Map (FLUM) Amendments:** While the starting point for the proposed project is to implement the City's adopted policies, including the FLUM designations, the Commission may also consider circumstances where the most appropriate course of action for consistency with One Tacoma Plan policies or to respond to public comments is to amend the designations on the FLUM.
3. **Policy Flexibility:** Currently, the relationship between the FLUM designations and zoning is rigidly determined. The FLUM provides hard parameters on potential zoning. The Commission could consider circumstances where a greater degree of flexibility is warranted. For example, there may be circumstances where the unique situation of a specific property does not warrant a Comprehensive Plan change, but where "inconsistent" zoning may be appropriate to support other goals of the One Tacoma Plan.
4. **Site Rezones:** An additional option the Commission can consider is whether there are specific circumstances in which site rezones are preferable to area-wide rezones. While the general policy approach is to reduce the dependence on site rezones to implement the appropriate zoning districts, the site rezones may, in some circumstances, provide an appropriate alternative.
5. **Issue Specific Approaches:**

Split Zoning: Parcels which contain more than one type of zoning will be identified. Staff will propose a methodology for determining which split zoned parcels are minor (clean ups) and which are substantive policy decisions for the Commission.

Existing Uses and Nonconforming Uses: In areas proposed for rezone, staff will identify the mix of existing uses and whether the potential rezones may reduce the degree of nonconformity of existing uses (where applicable).

Planned Residential Developments: Given the procedures required to change the zoning within a Planned Residential Development, area wide rezones are not an appropriate tool for changing the zoning in these areas. Staff will identify areas within the scope of work that are currently zoned "PDR" and evaluate alternatives that the Commission may consider.

Prior Site Rezones: Staff will identify parcels proposed for rezone that have been recently rezoned via the site rezone process. In past reviews, staff has recommended that where properties were recently approved for site rezone by the City Council that that recent decision should carry greater weight in determining how the Future Land Use Map should be applied.

20-Minute Neighborhoods: Staff will evaluate the proximity of potential rezones to community amenities that support 20-minute neighborhoods, such as schools, parks, transit, business districts, bicycle facilities, and other destinations.

Commercial Zoning Update: Many of the areas identified for potential rezone relate to situations where the land use designation is for Neighborhood Commercial zoning, but the existing zoning is General Commercial. In evaluating the Commercial Designations, it is evident that there are broad differences in the types of areas currently zoned for C-2 General Commercial. If strictly applied, the Future Land Use Map would direct significant city-wide rezones of commercial properties from C-2 to C-1. Instead, staff is proposing a separate process for evaluating the City's current policies and land use designation for commercial zones and to develop options for better distinguishing where different types of commercial zoning is appropriate, or whether new commercial zoning districts are necessary to more fully support One Tacoma Plan policies.

6. Proposed Outreach

Outreach for this project will be citywide. Current codes require notification of all taxpayers within 1000' of a proposed rezone. All taxpayers of record within 1000' of a potential rezone have been previously notified of this project and the intent to advance this effort as part of a multi-year work program. This proposal will affect both residential and commercial property owners and tenants. In addition, there is great interest among the preservation community and stakeholders, as well as certain neighborhood groups. Potential outreach will include Neighborhood Councils, Business Districts, Master Builders Association of Pierce County, the Chamber of Commerce and community groups such as Historic Tacoma.

Given the citywide scope of work, community engagement will be targeted towards citywide or broader neighborhood interest groups, associations and organizations. Staff resources will be limited in capacity to conduct community outreach at a parcel by parcel scale. Outreach efforts will need to be equitable and seek to engage a variety of communities and community interests in Tacoma, particularly those areas that have been historically under-represented in zoning and land use processes.

In order to help facilitate early public comment, staff has launched a "Potential Area-wide Rezones" map that enables public comments on the potential rezone map. These comments are publicly available at <https://wspdsmap.cityoftacoma.org/website/FLUM/>. Staff proposes to utilize this web-based comment tool during the distinct phases of the project to enable more place-based comments.

Other methods of notification and engagement may include preferential surveys and outreach at Farmers Markets and other community events.

Lastly, since many of these potential rezones would apply within the Puyallup Tribe Reservation, and in some cases specific Puyallup Tribal properties are identified in the scope and applicability, early consultation with Tribal staff will be essential to identifying Tribal concerns early in the process and to identify options to respond to those concerns. Focal points will be the potential rezones along Portland Avenue in the Eastside as well as those in NE Tacoma.

7. Impacts Assessment

Typically, Plan amendments and area-wide rezones are evaluated under a SEPA non-project action. Additional project-level review is conducted as part of an application for land use or building permits and mitigation for project impacts may be required at the time of permit issuance. When considering area-wide rezones, staff can only consider hypothetical development scenarios. For example, an R-4L zoning district may allow single family residential development as well as townhouse or small apartments. As a result, the degree of impacts may differ substantially depending on the specifics of the development proposal and unit density. While a more detailed project-level review

will occur in conjunction with future development proposals, staff will provide a general evaluation of the potential impacts of rezoning proposals on the following:

- Traffic;
- Historic Resources; and
- Critical Areas.

Staff will also develop the following materials in the next phase of the project:

- Impacts on housing choice and affordability: Staff will evaluate existing housing diversity and affordability in neighborhoods around potential rezones and evaluate how the potential rezones may impact housing choice and affordability in those areas.
- Non-conforming Uses: Staff will evaluate how proposed rezones may impact existing uses, particularly whether the rezones would likely create new nonconforming uses.

Section B. Assessment

The applications were reviewed against the following assessment criteria pursuant to TMC 13.02.045:

1. If the amendment request is legislative and properly subject to Planning Commission review, or quasi-judicial and not properly subject to Commission review.

Staff Assessment: The amendment is legislative and properly subject to Planning Commission review.

2. If there have been recent studies of the same area or issue, which may be cause for the Commission to decline further review, or if there are active or planned projects that the amendment request can be incorporated into.

Staff Assessment: This is a continuation of a multi-year effort to bring the Plan and Zoning into conformity. Several potential rezones within this scope of work were reviewed in 2016, but postponed and recommended for continued deliberation. In some cases, the City Council may have approved recent site rezones of areas under review within this scope of work; these sites will be identified as part of the evaluation.

At this time there are limited or no other active or planned projects that this amendment can be incorporated into. The Commission may consider the following option:

- Pacific Avenue from approximately S 34th to the southern City Limits is currently in planning for a Bus Rapid Transit facility and City staff are in discussion with Pierce Transit to conduct a transit-oriented development corridor plan that would include and also exceed the limited scope described herein. Depending on the outcomes of these discussions, this area may be removed from this scope of work and addressed as part of that larger TOD plan.
3. If the amount of analysis necessary is reasonably manageable given the workloads and resources of the Department and the Commission, or if a large-scale study is required, the amendment request may be scaled down, studied in phases, delayed until a future amendment cycle, or declined.

Staff Assessment: In order to help facilitate this review, staff proposes to analyze specific types of issues and approaches to these issues, rather than conducting site by site analysis. In addition, this project is highly interlinked with the Commercial Zoning update. Staff does not recommend rezoning commercial areas ahead of completion of the Commercial Zoning update. Therefore, the Commission has several options to consider:

- (a) Conduct the Commercial Zoning Update and Commercial Rezones concurrently, or

(b) Conduct the Commercial Zoning Update in 2019 and the Commercial Rezones in 2020.

Conducting the planning efforts concurrently would greatly compress the schedule for the Commercial Zoning Update, in order to have findings from that effort in time to inform the potential rezones. This approach carries the greatest chance of resulting in further delays in completing this project. Option B would result in some additional delay in implementing the commercial rezones, but would enable greater outreach and analysis in support of the development of amendments to commercial zoning standards.

Section C. Summary of Public Comments

Issue	Staff Response
Transitions: Comments expressed concern over the scale of new development and how the zoning transitions between more intensive uses and lower intensity areas.	This issue will be addressed as part of this project, as well as within the scope of the Commercial Zoning update.
Off-site Impacts: Comments expressed concern over the off-site impacts that could result from new multifamily development, including parking, traffic, crime, and more.	Staff will conduct a non-project SEPA review as part of the process and proposes to conduct traffic modeling to estimate the traffic impacts from proposed rezones. Environmental Review during the permit process is more detailed in the review of project proposals and impacts. At the scale of an area-wide rezone project level details are still unknown. However, staff proposed to develop some baseline development assumptions that can be used to estimate potential impacts.
Historic and Cultural Resources: Comments expressed concern of the rezones and the potential impacts to cultural resources.	Staff acknowledges the concerns and concurs that the scope of work should consider the historic character of these areas as well as known landmarks and historic districts. However, a complete survey of historic buildings is infeasible within this scope of work.
Neighborhood Specific Concerns: In particular, comments were expressed relating to the Skyline area north of Narrows Mixed-Use center, Wapato Lake area, and around the Stadium Mixed-use Center.	Comments noted.
Approach to Densification: Should density be concentrated or spread out equitably throughout the City?	Comment noted.
Impacts to Established Neighborhoods: The City should avoid rezoning areas that are established single family neighborhoods.	Comment noted. Currently the majority of the City is zoned for single family residential development. The scope of the potential rezones are generally focused on areas adjacent to mixed-use centers or on pedestrian/transit corridors. The Future Land Use Map supports the retention and preservation of significant single family neighborhoods throughout the City.
Nonconforming Uses: Comments expressed multiple positions on nonconforming uses. First, that permit or zoning changes should be considered to make it easier for	Comment noted. This issue will be considered within the scope of work, in conjunction with the Historic

nonconforming uses (in historic buildings) to expand. On the other hand, concerns were expressed that the City is currently too lenient.	Preservation Code Improvement project which will include a review of the Historic Conditional Use Permit.
Quality and Design: Comments expressed concern over the quality and design of new construction, especially multifamily and townhouses.	Comment noted. Staff will be leading a process to develop a design review program that is intended to address both quality and design.
Transit Oriented Development: Coordinate rezones to support transit service and infrastructure.	Staff concurs. However, with the exception of Pacific Avenue, staff is proposing to reconcile the zoning and the Future Land Use Map, not to expand the rezones more broadly than this current scope of work.
Notification and Engagement. Notification has not been adequate. This project requires significant community engagement with the affected neighborhoods.	Staff concurs, but recognizes that these are proposed area-wide rezones, not site-specific rezones. Therefore, the review will be conducted at a broad level, not as an evaluation of the specific site characteristics of each parcel within this review.

Section D. Staff Recommendation

According to TMC 13.02.045, the Planning Commission will review this assessment and make its decision as to:

1. Whether or not the application is complete, and if not, what information is needed to make it complete;
2. Whether or not the scope of the application should be modified, and if so, what alternatives should be considered; and
3. Whether or not the application will be considered, and if so, in which amendment cycle. The Planning Commission shall make determinations concerning proposed amendments.

Based on the review of the proposals against the assessment criteria and consideration of the public testimony, staff concludes that the project is ready for technical analysis. Staff recommends that the Planning Commission accept the application, as amended, for consideration during the 2019 Amendment cycle, with the following considerations:

- **Project Phasing:** Staff recommends phasing the project in conjunction with the Commercial Zoning update and the development of the Design Review Program. The first phase of the project would focus on residential designations and defer potential commercial rezones until such time as a new commercial zoning framework is developed.
- **Scope Modification.** Based on public comments, the following issues will be addressed:
 - Ensure that historic and cultural resources are evaluated to help inform the Commission's recommendation.
 - Evaluate traffic impacts from the proposed rezones.
 - Identify the potential rezones that are transit supportive.
 - Evaluate both existing non-conforming uses (that are known) as well as those that could be created through the potential rezones.

