

City of Tacoma Planning and Development Services

To: Planning Commission

From: Stephen Atkinson, Planning Services Division

Subject: 2020 Annual amendment – Assessment of Applications

Meeting Date: May 29, 2019 Memo Date: May 22, 2019

Action Requested:

Review applications for the 2020 Amendment; Release the applications for public review; Set June 19, 2019 as the date for a Public Scoping Hearing to accept public testimony on the proposed scope of work for the applications.

Discussion:

At the meeting on May 29, 2019, the Planning Commission will review the scope of work for the following four applications currently proposed for inclusion in the package of the 2020 Annual Amendment to the Comprehensive Plan and Land Use Regulatory Code:

- 1. Heidelberg-Davis Land Use Designation See Attachment 1 for the application and a staff assessment report.
- 2. West Slope Neighborhood View Sensitive Overlay District See Attachment 2 for the application and a staff assessment report.
- 3. Transportation Master Plan Amendments See Attachment 3 for the letter of request from the Public Works Department.
- 4. Minor Plan and Code Amendments Proposed amendments intended to keep information current, address inconsistencies, correct minor errors, and clarify and improve provisions the *One Tacoma Plan* and the Land Use Regulatory Code. Specific issues are to be identified.

The assessment of applications is the first phase of the amendment process. During this phase, the Commission will consider, per TMC 13.02.045.E.2,: (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 Commission will consider setting June 19, 2019 as the date for a public scoping hearing to receive feedback from the community on the scope of work, and complete the assessment process at the subsequent meeting tentatively scheduled for July 17, 2019.

Project Summary:

The Comprehensive Plan and its elements, as well as development regulations and regulatory procedures that implement the Comprehensive Plan, shall be adopted and amended by ordinance of the City Council following the procedures identified in Tacoma Municipal Code 13.02.045.



Planning Commission 2020 Amendment – Assessment of Applications May 22, 2019 Page **2** of **2**

Proposed amendments may be considered annually, for which the amendment process shall begin in July of any given year and be completed, with appropriate actions taken by the City Council by the end of June of the following year. The application deadline for the 202 Amendment was April 1, 2019. The first two applications mentioned above were submitted by non-City entities, while the other two applications are proposed by City departments.

Staff Contact:

• Stephen Atkinson, Principal Planner, satkinson@cityoftacoma.org, (253) 591-531

Attachment:

- 1. Application and Assessment Report Heidelberg-Davis Land Use Designation
- 2. Application and Assessment Report West Slope Neighborhood View Sensitive Overlay District
- 3. Letter of Request from Public Works Transportation Master Plan Amendments
- c. Peter Huffman, Director



Heidelberg-Davis Land Use Designation Change Request Application: 2020 Amendment

This application is a request for a land use designation change on the City of Tacoma Future Land Use Map (Figure 2 of the *One Tacoma Plan*) at the subject site from a "Parks and Open Space" to "Major Institutional Campus."

The applicant has expressed a desire to in future to develop the site with a soccer stadium possibly including accessory educational and healthcare facilities. To ensure that the future plans are in compliance with the land use designation the applicant is requesting the change now.

Project Summary	
Application No.:	2020-01
Applicant:	Metropolitan Park District of Tacoma
Location and Size of Area:	1902 S Tyler Street (APN 9450000133) - 16.16 acres/703,930 SF
Current Land Use and Zoning:	Designated Parks and Open Space and Zoned R2- Single Family Residential
Neighborhood Council Area:	Central
Staff Recommendation:	Accept the application subject to Planning Commission direction
Date of Report:	5/23/2019
	A request for a land use designation change at the subject site from the "Parks and Open Space" designation to "Major Institutional Campus."
Project Proposal:	The applicant expresses the long term interest in developing the site with a soccer stadium and possible accessory educational and healthcare uses. The designation of Major Institutional Campus would be more appropriate given those desired uses.



Planning and Development Services City of Tacoma, Washington

Peter Huffman, Director

Project Manager Contact information Larry Harala, Senior Planner (253)591-5640

<u>Iharala@cityoftacoma.org</u> <u>www.cityoftacoma.org/planning</u>

Section A. Proposed Scope of Work

1. Area of Applicability



2. Background

The Heidelberg-Davis sports complex was developed in 1955 as "Snake Lake Park" and presently contains Bob Maguinez Field (a lighted baseball stadium), two lighted softball/baseball fields and two unlighted softball/baseball fields and a shared parking area. The site directly abuts Tacoma Nature Center/Snake Lake, Henry Foss High School and Metro Parks Headquarters.

• 2015/16 – Proposed Rezone as part of the area wide rezoning effort. The proposal would have rezoned the subject site from R-2 Single Family Dwelling to C-2 General Commercial. The proposal also included Cheney Stadium and Foss High School. Area residents expressed concerns about intensity and impact of possible uses allowed in the C-2 General Commercial district.

The Planning Commission concluded that the area warranted further study for a potential institutional overlay or zoning district and that, given the public ownership of the properties, a public agency master plan for the area should be considered and coordinated among the City of Tacoma, Metro Parks Tacoma, the Tacoma School District, and other stakeholders, including the Central Neighborhood Council.

• **2017** – Development of institutional zoning category considered, however during initial scoping it was determined that there were not adequate resources to continue with the project given other City Council and Planning Commission priorities at that time.

3. Policy Framework

How does the proposed amendment seek to implement applicable provisions of State statutes, case law, regional policies, and the Comprehensive Plan?

The application is compliant with standards set forth in Tacoma Municipal Code 13.02.045, as well the proposal is supported by several policy elements from the City of Tacoma's One Tacoma Comprehensive Plan. Overall the proposal seeks to bring the underlying designation more in line with what the future use of the site is intended to be, as well with adjacent Major Institutional Campus properties: Cheney Stadium and Foss High School.

From the Urban Form Element of the One Tacoma Plan:

Park and Open Space

This designation is intended to conserve and enhance open, natural and improved areas valuable for their environmental, recreational, green infrastructure and scenic character and the benefits they provide. The designation encompasses public and private parks and open space lands, with lands set aside for these purposes by the City of Tacoma and the Metropolitan Parks District forming the core of the designation. As more land is placed in conservation status by these agencies as well as other public and private entities, the extent of the designation will be expanded to include them.

The designation supports Tacoma's vision of an integrated parks and open space system that defines and enhances the built and natural environment, supports and nurtures plant and wildlife habitat, enhances and protects trees and the urban forest, preserves the capacity and water quality of the stormwater drainage system, offers recreational opportunities, and provides pedestrian and bicycle connections. Lands within this designation include both natural open space areas and active use parks and recreational areas. Natural open space is intended to be conserved and enhanced through habitat restoration and vegetation management to maximize its environmental and stormwater benefits, along with low-impact public access such as natural area trails and viewpoints, when appropriate. Parks and recreation lands are intended to provide opportunities for active recreational such as playfields and spots facilities, and urban amenities such as plazas, pocket parks and community gardens.

Major Institutional Campus

This Designation is intended for large institutional campuses that are centers of employment and that service a broader population than that of the neighborhood in which it is located. This designations includes hospitals, medical centers, colleges, universities and high schools typically greater than 10 acres in size. The designation recognizes the unique characteristics of these institutions and is intended to accommodate the changing needs of the institution while enhancing the livability of surrounding residential neighborhood and the viability of nearby business areas.

Urban Form Policies:

- Policy UF-1.5 Strive for a built environment designed to provide a safe, healthful and attractive environment for people of all ages and abilities.
- Policy UF-1.10 Leverage the power of the arts, culture and creativity to serve the communities interest while
 driving growth in a way that builds character and quality of place.
- Policy UF-3.4 Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services and justice services.
- Policy UF -3.5 Ensure that land use plans and infrastructure investments allow for and incorporate arts and culture as central components of centers and as identity forming creative processes.
- Policy UF- 3.6 Encourage public and private investment in infrastructure, economic development and community services in centers to ensure that all centers will support the populations they serve.

Major Campus Institutions Policies:

- Policy EC-6.15 Support the stability and growth of Tacoma's major campus institutions as essential service providers, centers of innovation and community activity, workforce development resources and major employers.
- Policy EC-6.18 Encourage the expansion of local colleges, trade schools and technical training institutions to increase local employment opportunities within the education sector and increase the number of students in Tacoma.

Parks and Recreation Goals:

- Policy P-1.4 Provide a variety of recreational facilities and services that contribute to the health and well-being of Tacomans of all ages and abilities.
- Policy P-1.5 Establish and manage specialized recreational facilities within the park system to respond to identified public needs, take advantage of land assets, and meet cost recovery goals.
- Policy P-1.8 Maintain special recreational facilities (such as golf courses and sports stadiums) as enterprises to meet public needs, ensure maximum use, and financial self-sufficiency.
- Policy P-2.3 Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.
- Policy P-7.12 Give priority for the location of new special recreational facilities to areas that are currently underserved.
- Policy P-7.13 To the extent feasible, locate new destination facilities within or in close proximity to designated centers.

Public Facilities Policies:

- Policy PFS-1.1 Plan public facilities and services that have the capacity and are located to serve existing development and future growth planned in the Urban Form Element.
- Policy PFS-7.2 Incorporate considerations of physical health and well-being into discussions regarding the location, design and operation of public facilities.

4. Objectives

Would the proposed amendment achieve any of the following objectives?

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

The proposal would meet the above objectives. The property is controlled by the primary public parks and recreational organization in the area, Metropolitan Parks District of Tacoma and their primary mission is serving Tacoma's Parks and Recreational needs. Metro Parks has a long term desire to develop the property potentially with a soccer stadium which fits with the surrounding uses. The proposal will allow Metro Parks to continue providing recreational services at the site and possible expand new service to the area which does not presently exist.

5. Options Analysis

Possibly consider including expanding the scope to include the Metropolitan Parks office complex which abuts the site to the west.

6. Proposed Outreach

Tacoma Public Schools should be consulted early and neighborhood meetings should be held for the surrounding businesses and neighborhoods which are primarily to the north of the site. Standard City of Tacoma Planning and Development Services outreach would be conducted including mailings and a webpage. Press releases would be issued in advance of meetings. There is a possibility that there could be a need for multiple neighborhood meetings depending on interest and concerns expressed by area residents.

7. Impacts Assessment

Given the applicants possible desire for future development of stadium, educational and health care facilities on the site, if such facilities are developed in future there could be traffic impacts.

8. Supplemental Information

What studies/analysis/information will be necessary to help the Commission to select an option and make a recommendation?

It is possible that preliminary traffic studies would be useful in this process. If the Planning Commission directs staff to accept this application and move forward on it staff will work with the applicant and the Public Works Department to ensure that any necessary reports or studies are provided.

More information and clarity on the future development of the site would be useful to provide during public outreach and for City of Tacoma staff in order to adequately consider this proposal in a transparent fashion.

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.
 - <u>Staff Assessment</u>: 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 sufficient cause for the Commission to decline further review, or if there are active or planned projects that the amendment request can be incorporated into.
 - <u>Staff Assessment</u>: While there have been similar considerations for the overall site, these considerations were City of Tacoma initiated and different enough in scope that staff does not consider this a repetitive request. The request is also appropriate given the possibility that it could be many years before Planning and Development Services is able to revisit the issue of Civic/Institutional Zoning.
- 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.
 - <u>Staff Assessment</u>: The proposal as submitted should be reasonable to manage by staff given the current workload and resources of the department and commission.

The following sections to be completed after public hearing:

Section C. Summary of Public Comments

Issue	Staff Response

Section C. 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, staff concludes that they are ready/not ready for technical analysis. Staff recommends/does not recommend that the Planning Commission accept the application, as submitted, for consideration during the XXXX Amendment cycle.

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Application

Proposed Amendments to Date Received: 4/1/9

Application No.:
#2020
Date Received:

Application Deadline	Monday, April 1, 2019,	5:00 p.m.
Application Fee	\$1,400	
Type of Amendment (Check all that apply)	☐ Comprehensive Pla☑ Land Use Designation☐ Interim Zoning or M	on Change Area-wide Rezone
Summary of Proposed Amendment (Limit to 100 words)	owned by the Metrop adjacent to South 19 ^t Land Use Map design "Major Institutional C consistent with the ad	for a land use designation change. The property at issue is colitan Park District of Tacoma and is located near SR 16 and h Street. The change would revise the City of Tacoma's Future ation for the property at issue from "Parks and Open Space" to campus." This change would make the property at issue diacent designation and allow for a broader variety of uses, stadium, educational facilities, and hospitals and medical centers, astitutional uses.
Applicant	Name	Joe Brady
	Affiliation / Title	Chief Strategy Officer, Metropolitan Park District of Tacoma
	Address, City, State and Zip Code	4702 S. 19 th St., Tacoma, WA 98405
	E-mail	JoeB@tacomaparks.com
	Phone	253-305-1014
Co-Applicant, or	Name	
Additional Contact	Affiliation / Title	
(If applicable)	Address, City, State and Zip Code	
	E-mail	
	Phone	
	Relationship to Applicant	



I hereby state that I am the applicant listed above and the foregoing statements and answers made, and all the information and evidence submitted are, in all respects and to the best of my knowledge and belief, true and complete. I understand that submitting this application does not result in automatic acceptance of this application or guarantee its final approval.

Signature:

Date: 4/1/2019

REQUIRED QUESTIONNAIRE

The applicant is responsible for providing complete and accurate information in response to the following questions. You may type in the space under each question or provide your answers in text and/or graphic form on separate sheets of paper and reference the question numbers in your answer. List and label all applicable attachments that are included with the application. The Planning Commission and Department staff reserve the right to request additional information as needed. Any modification to the application must be submitted prior to the deadline. A pre-application meeting with staff before submitting an application is strongly advised.

- 1. Project Summary Please provide the following information:
 - (a) A description of the proposed amendment, including the amendatory language, if applicable.

The proposed amendment would change the land use designation on the Future Land Use Map for the affected parcel to Major Institutional Campus.

(b) A description, along with maps if applicable, of the area of applicability and the surrounding areas, including identification of affected parcels, ownership, current land uses, site characteristics, and natural features.

The immediate surrounding area is comprised of City of Tacoma, Metro Parks, and Tacoma Schools District-owned properties that are located between SR 16 and South 19th Street. This includes Cheney Stadium and its support and parking facilities; Foss Highschool and its support, parking, and athletic facilities; Heidelberg-Davis Park athletic fields; and City of Tacoma parking facilities.

The parcel that would be subject to the land use designation change is Pierce County Parcel No. 9450000133. This parcel is owned by Metro Parks and is currently used as the Heidelberg-Davis athletic fields and associated parking, and as parking facilities for Cheney Stadium.

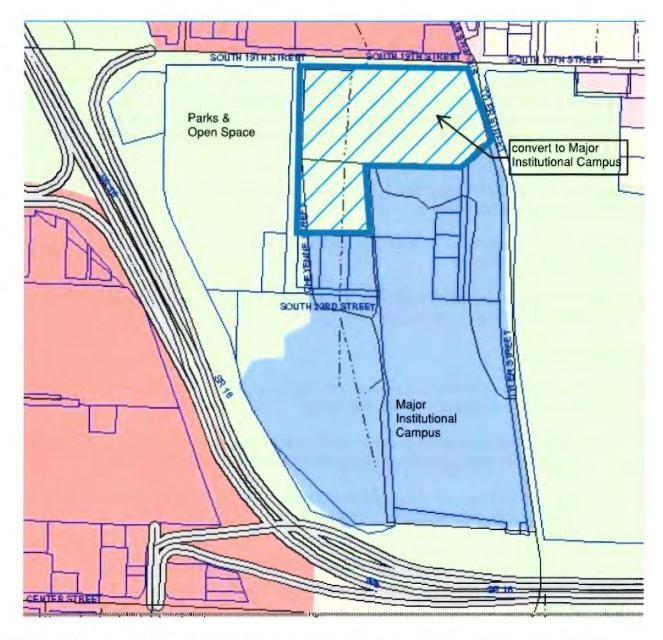
(c) The current and proposed Comprehensive Plan land use designation and zoning classification for the affected area.

The City of Tacoma- and Metro Parks-owned properties in this area are currently in one of two designations – Major Institutional Campus and Parks and Open Space. The majority of the Metro Parks-owned property is in the Parks and Open Space classification, including the parcel at issue.

The zoning for the area is R-2 STGPD, or Single Family Dwelling District with South Tacoma Groundwater Protection overlay.

The proposed land use designation change would be to Major Institutional Campus, as shown on the following map:





The City of Tacoma- and Metro Parks-owned properties in this area constitute a "Public Facilities Site" under Tacoma Municipal Code ("TMC") 13.06.700.P. Future uses may be approved and conditioned pursuant to a Development Regulation Agreement with the City of Tacoma as authorized by TMC 13.06.601. Such future uses may include a stadium with an associated medical center, a potential sports museum, and educational facilities.

2. Background – Please provide appropriate history and context for the proposed amendment, such as prior permits or rezones, concomitant zoning agreements, enforcement actions, or changes in use.

This area has been zoned Single Family Dwelling District for many years. In 1988, the City of Tacoma established the South Tacoma Groundwater Protection District (TMC 13.09), which prohibits uses such as chemical manufacturing, creosote treatment, manufacture of certain flammable liquids, petroleum refining, wood products preserving, and hazardous waste treatment from the district and requires a



permit from the Health Department before constructing/modifying/or changing the use of any structures or land used for storing, handling, or disposing hazardous waste.

Cheney Stadium was originally constructed in 1960 and underwent a major remodel in 2010. The remodel was vetted and approved through a Conditional Use Permit (CUP). The building was approved to a maximum height of 70 feet, and capacity of the structure to 7,839 seats. Parking to the north of the stadium is shared with Foss High School. The City of Tacoma owns the stadium and associated parking parcels.

Foss High School and Gymnasium were originally constructed in 1979. It is unclear whether the high school required any special permits.

The Heidelberg-Davis Park athletic fields were established in 1955. Prior to that the parcel was part of the Snake Lake park property.

3. Policy Review – Please identify and cite any applicable policies of the Comprehensive Plan that provide support for the proposed amendment.

Urban Form Policies:

- Policy UF-1.5 Strive for a built environment designed to provide a safe, healthful, and attractive environment for people of all ages and abilities.
- Policy UF-1.10 Leverage the power of the arts, culture and creativity to serve the community's interest while driving growth in a way that builds character and quality of place.
- Policy UF-3.4 Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.
- Policy UF-3.5 Ensure that land use plans and infrastructure investments allow for and incorporate arts and culture as central components of centers and as identity forming creative processes.
- Policy UF-3.6 Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

Major Campus Institutions Policies:

- Policy EC-6.15 Support the stability and growth of Tacoma's major campus institutions as essential service providers, centers of innovation and community activity, workforce development resources and major employers
- Policy EC-6.18 Encourage the expansion of local colleges, trade schools and technical training institutes to increase local employment opportunities within the education sector and increase the number of students in Tacoma.



Parks and Recreation Goals:

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- Policy P-1.4 Provide a variety of recreational facilities and services that contribute to the health and well-being of Tacomans of all ages and abilities.
- Policy P-1.5 Establish and manage specialized recreational facilities within the park system to respond to identified public needs, take advantage of land assets, and meet cost recovery goals.
- Policy P-1.8 Maintain special recreational facilities (such as golf courses and sports stadiums) as enterprises to meet public needs, ensure maximum use, and financial self-sufficiency.
- Policy P-2.3 Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.
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Public Facilities Policies:

- Policy PFS-1.1 Plan public facilities and services that have the capacity and are located to serve
 existing development and future growth planned in the Urban Form Element.
- Policy PFS-7.2 Incorporate consideration of physical health and well-being into decisions regarding the location, design, and operation of public facilities.
- **4. Objectives** Please describe how the proposed amendment achieves the following objectives, where applicable:
 - (a) Address inconsistencies or errors in the Comprehensive Plan or development regulations;
 - (b) 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;
 - (c) Maintain or enhance compatibility with existing or planned land uses and the surrounding development pattern; and
 - (d) Enhance the quality of the neighborhood.

This proposal would expand the Major Institutional Campus designation that includes Cheney Stadium and Foss High School to include the adjacent Heidelberg-Davis athletic fields parcel. While there is overlap in the purposes of Major Institutional Campus and Parks and Open Space designations, the Major Institutional Campus allows for a broader variety of uses. Uses that are contemplated for this area at this time include a soccer stadium with an associated medical center, a potential sports museum, and educational facilities, which are allowed under the Major Institutional Campus designation. These uses would respond to the needs of the community and would enhance the quality of the neighborhood.



5. Community Outreach – Please provide a description of any community outreach that you have conducted, and the response received, with respect to the proposed amendment.

The Applicant will reach out to the Central Neighborhood Council, neighboring landowners, and the public living in the vicinity to discuss this application and the contemplated uses for the parcel at issue, including a soccer stadium with an associated medical center, a potential sports museum, and educational facilities. The contemplated uses may also intersect with potential projects in the same location(s) currently undergoing feasibility, the results and conclusions from which may guide additional public outreach.

6. Supplemental Information – Please provide supplemental information as you deem appropriate and necessary and/or as may be requested by the Department, which may include, but is not limited to, completion of an environmental checklist, wetland delineation study, visual analysis, or other studies.

To be determined.





West Slope Neighborhood View Sensitive Overlay District Application: 2020 Amendment

A request by the West Slope Neighborhood Coalition to amend the existing View Sensitive Overlay District code requirements. The proposed requirements would be applied only to the Narrowmoor Additions area which is an approximately 349 lot subdivision within the West Slope area of Tacoma. The proposal would decrease allowed building height from 25 feet to 20 feet in the View Sensitive Overlay District within that area only.

The applicant has requested an Area-Wide Rezone and staff is requesting this be considered as a Regulatory Code Text Change as this action would not change the Land Use Designation of the area, nor change the View Sensitive Overlay District, rather the applicant is seeking refinement of the existing View Sensitive Overlay District height restriction, which would be a code amendment to Tacoma Municipal Code Title 13.

Project Summary	
Application No.:	2020-02
Applicant:	Mark Lewington on behalf of the West Slope Neighborhood Coalition (WSNC)
Location and Size of Area:	Area approximately within the following boundaries — • South Jackson Avenue • 6 th Avenue (there are a few lots north of 6 th Ave) • South Mountain View Avenue • 19 th St West An approximately 349 lot area comprised of Narrowmoor Additions 1-4 (Approximately 170 acres)
Current Land Use and Zoning:	Land Use Designation: Single Family Residential Zoning: R-1 Single Family Dwelling & View Sensitive Overlay District
Neighborhood Council Area:	West End
Staff Recommendation:	Staff is seeking more guidance on scope of the request from the Planning Commission
Date of Report:	5/29/19
Project Proposal:	To amend the existing View Sensitive Overlay District requirements, which would be applied only to the Narrowmoor Additions area (West Slope). The proposal would decrease allowed building height from 25 feet to 20 feet in the View Sensitive Overlay District within that area only.



Planning and Development Services City of Tacoma, Washington

Peter Huffman, Director

Project ManagerContact information

Website

Section A. Proposed Scope of Work

1. Area of Applicability





2. Background

The "Narrowmoor Neighborhood" is comprised of four plats that were initially established in 1941, with a majority of lots developed by the mid-1960s. The View Sensitive Overlay District was created in the late 1980s with the intention of view preservation by restricting building height at 25 feet.

This request has a substantial background regarding attempts to on an area wide basis preserve views and the character of the subject area. The City of Tacoma examined the area as a potential historic district in 2009. The West Slope Neighborhood Coalition making application to create a conservation district in 2015. Both efforts were ultimately unsuccessful when the City Council opted to decline the request. Also a general consideration was made in 2017 relating to the View Sensitive Overlay District when the City of Tacoma considered possible amendment of the View Sensitive Overlay District requirements in Old Town pertaining specifically to commercially zoned properties.

Staff sees that possibly a compelling case can be made that this request is repetitive of policy consideration by the Planning Commission and City Council in the recent past. Staff also sees that this request could possibly be considered as a new and distinct request. Staff is seeking policy guidance from the Planning Commission on how to treat this application.

- In 2015 there was a request to create a conservation district for the West Slope area that was denied by the City Council.
- In 2017 the City of Tacoma explored a code amendment relating to the View Sensitive Overlay District pertaining specifically to commercial properties in Old Town. The City Council choose to table that discussion at the time and requested that a general review of the View Sensitive Overlay District be considered during a future work plan.

3. Policy Framework

How does the proposed amendment seek to implement applicable provisions of State statutes, case law, regional policies, and the Comprehensive Plan?

The proposal would comply with many elements of the comprehensive plan and the applicant cites those well in the application, however, staff will point out that adequately measuring the impact that implementation of this proposal would have at this time, given the information available staff finds this speculative. Existing code is in place in the area that restricts building height above 25 feet, R-1 single family zoning is also in place in the area which limits lot size and overall density. Also staff will note that this area has no special historic designation.

In order to establish that the proposed further restriction of height ultimately benefits the area outweigh any possible drawbacks, more information would be needed. The applicant has stated that consultant/surveyor work has been done on this and staff will seek to acquire, review and incorporate those materials into the backup if the Planning Commission chooses to move forward with this request.

The applicant has cited the following policies in support of this application:

Policy UF-13.4 New Development Should be oriented to take advantage of the view of Commencement Bay and the Tacoma Narrows and to preserve significant public views.

Goal DD-1: Design new development to respond to and enhance the distinctive physical, historic, aesthetic and cultural qualities of its location, while accommodating growth and change.

Policy DD-1.6 Encourage the development of aesthetically sensitive and character-giving design features that are responsive to place and the cultures of communities.

Policy DD-1.7: Encourage residential infill development that completes the general scale, character, and natural landscapes features.

Policy DD-4.3: Encourage residential infill development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow a range of architectural styles and expression, and respect existing entitlements.

Policy DD-4.7: Emphasize the natural physical qualities of the neighborhood (for example, trees, marine view, and natural features) and the site in locating and developing residential areas, provided such development can be built without adversely impacting the natural areas. Where possible, development should be configured to utilize existing natural features as an amenity to development.

Goal DD-6: Protect and preserve designated significant scenic resources, including public views and scenic sites.

Policy DD-6.2: Notes scenic views recognized as publicly beneficial to Tacoma; includes views from Narrows Drive of The Narrows, bridges and Gig Harbor.

Policy DD-6.3: Encourage new public and private development to creating new public views of Mount Rainer, Commencement Bay, and Tacoma Narrows, bridges, gulches, the Downtown Skyline and other landmark features.

Policy DD-6.4: Consider the impacts of new landscape plantings on designated public views and scenic resources and provide allowances for the pruning of trees and shrubs to maintain or enhance designated public views.

4. Objectives

Would the proposed amendment achieve any of the following objectives?

- Address inconsistencies or errors in the Comprehensive Plan or development regulations;
- 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;
- Maintain or enhance compatibility with existing or planned land uses and the surrounding development pattern; and/or
- Enhance the quality of the neighborhood.

The applicant states that all four objectives are met here, however, staff is neutral on how this proposal would address inconsistencies in the Comprehensive plan. An argument supporting that view might be possible, but staff feels that has not been proven with the materials provided in the application. Staff perspective is that more information would be necessary to make a compelling argument regarding the benefits of a 20-foot vs. 25-foot VSD height restriction. Staff will point out that existing code has been in place since the late 1980s and despite some common complaints and concerns it has generally worked regarding the restriction of building height in the view sensitive areas of the City of Tacoma.

Regarding changing circumstances in the area, staff concurs that development in the West Slope has changed since many of these homes were constructed, and the proposal has potential to help address some of the negative consequence of new development in the area. Relating to the enhancement of compatibility and quality of the neighborhood ideally the proposal could help preserve the existing quality of the neighborhood. The applicant also states that new DADU regulation may cause undue impact to views in the area and staff has no position on this statement at this time, it is possible that DADU/ADU construction may or may not have significant impact to views in this area.

5. Options Analysis

While certainly there are many options to consider, staff sees the following options as the primary pathways forward on this request.

- Tacoma Municipal Code Title 13 could be amended to simply describe the Narrowmoor Additions boundary
 and within that area the 20-foot height limit could be imposed and this item could be handled strictly as a
 code amendment.
- The Commission could direct staff to consider the request in a future work program addressing the issue on a city wide basis and then this request could be incorporated into a more thorough broad based effort.
- Reject the application as it is repetitive of two previous efforts to address this concern, which have been considered and rejected.

6. Proposed Outreach

While the applicant has indicated that somewhat extensive outreach has been conducted within the area, some or most of those activities were conducted possibly as far back as 2014. The input of all of the property owners within the subject area is vital and a series of neighborhood meetings, multiple mailings, possibly surveys, could likely be necessary. While it is unlikely there would be negative impacts to surrounding community as a result of this proposal it may be prudent to seek the input of the surrounding area.

At minimum it is likely that several neighborhood meetings would be required to ensure that the area is fully aware of and supportive of the proposal, which would include mailings and the creation of a project specific webpage.

7. Impacts Assessment

The applicant sites studies in the application packet and those would need to be submitted, also further analysis of the impact to adjacent properties would need to be considered. More information regarding view corridor analysis, and

further explanation as to how the 20 foot figure was arrived at. Will this be adequate to address the needs expressed. Are there further refinements required such as a further limiting of height of accessory structures?

This could also be a precedence setting proposal that could encourage other areas to seek similar measures in future years. This could have general workload impacts and could also lead to inconsistency in the code.

8. Supplemental Information

The applicant sites previous work done by consultants and/or surveyors in the application packet and those reports would need to be submitted, it is possible that expert analysis would need to be done to confirm some of the statements in the application packet, for example the cited average height of structures in the area.

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.
 - <u>Staff Assessment</u>: In 2015 there was a request to create a conservation district for the West Slope area, while this request is different in scope staff could see a compelling argument that the primary intent is the same. In 2017 the Planning Commission and City Council considered amending the View Sensitive Overlay District code on a citywide basis and opted to table the idea due to a scope that was too far ranging.
- 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.
 - <u>Staff Assessment:</u> If this action is restricted to the Narrowmoor Additions area (approximately 330 parcels) exclusively this request could potentially fit into the 2020 work plan for the Planning Commission and the Long Range Planning group. This proposal would also potentially be more manageable with engagement of a consultant to assist independent technical evaluation necessary. At minimum in the range of \$35,000.00 to \$50,000.00 to engage expert architectural advisement for expert advice and support during the Planning Commission, neighborhood meeting and City Council phases of the project.

If however the policy direction is to consider evaluating the View Sensitive Districts at the citywide level this would be of a sufficient scope that it will be beyond the 2020 resources of the Long Range Planning Group and would likely trigger the need for engagement of significant consulting services which are also beyond the funds available for such activities in 2020.

The following sections to be completed after public hearing:

Section C. Summary of Public Comments

Issue	Staff Response

Section C. 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, staff concludes that they are ready/not ready for technical analysis. Staff recommends/does not recommend that the Planning Commission accept the application, as submitted, for consideration during the XXXX Amendment cycle.

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Application

Application No.:
#2020
Date Received:

Application Deadline	Monday, April 1, 2019, 5:00 p.m.	
Application Fee	\$1,400 (Fee exemption requested as the West Slope Neighborhood Coalition is a local community organization involved in long-term planning for over 30 years. This application also has the support of the West End Neighborhood Council.)	
Type of Amendment (Check all that apply)	☐ Comprehensive Pla☐ Land Use Designati☐ Interim Zoning or N	on Change 🗵 Area-wide Rezone
Summary of Proposed Amendment	The West Slope Neighborhood Coalition (WSNC) seeks an Area-Wide Rezone encompassing the Narrowmoor Additions (1 through 4) to restrict the allowable height of structures to 20 feet.	
(Limit to 100 words)	As the homes within the Narrowmoor Additions average a height of approximately 16', the current allowance of 25' currently allowed within the West End View Sensitive District is insufficient to preserve the marine and mountain views that the area enjoys. It is therefore crucial that reasonable height restrictions be imposed to ensure the effectiveness of the View Sensitive District as applied to the particular case of the Narrowmoor Additions.	
Applicant	Name	Mark Lewington
	Affiliation / Title	Chair, View Sensitive Overlay Committee, WSNC
	Address, City, State and Zip Code	1502 S. Karl Johan Tacoma, WA 98465
	E-mail	notgniwelm@gmail.com
	Phone	253-209-3772
Co-Applicant, or	Name	Jane Evancho
Additional Contact	Affiliation / Title	West Slope Neighborhood Coalition, Chair,
(If applicable)	Address, City, State and Zip Code	922 S. Mt. View Avenue Tacoma, WA 98465
	E-mail	jane.evancho@wamail.net
	Phone	253-565-9744
	Relationship to Applicant	Chair of sponsoring organization.
evidence submitted are	hall respects and to the bes	d the foregoing statements and answers made, and all the information and st of my knowledge and belief, true and complete. I understand that submitting

REQUIRED QUESTIONNAIRE



Signature:

Application

Proposed Amendments to The Comprehensive Plan and/or Land Use Regulatory Code

Questionnaire Response

1. Project Summary -

(a) Proposed Amendment:

An amendment to the Comprehensive plan to establish an area-wide rezone defined by the boundaries of the Narrowmoor Additions that restricts the height of structures to 20'.

- (b) Description of the area of applicability:Narrowmoor Additions 1, 2, 3, and 4. (See maps of area at Attachment 1)
- (c) The current and proposed Comprehensive Plan land use designation and zoning classification:

Current zoning is "R- 1, Single Family Dwelling District" consisting of low-intensity development. The area also lies within the West End View-Sensitive District. Narrowmoor encompasses approximately 170 acres with 349 residential lots. Other than reducing the allowable height of buildings in the Narrowmoor Additions, there is no change proposed to the land use designation and zoning classification.

2. Background -

The intent of this rezone is to improve the existing view protections that currently apply since the Narrowmoor Additions are located within the West End View Sensitive District (VSD). The VSDs implemented by the City of Tacoma in 1989 were intended to preserve views where deemed appropriate due to the geography and orientation of the landscape in Tacoma's West End, North End and Northeast Tacoma. Unfortunately, the limitation of 25' that the VSD's imposed was a "one size fits all" approach that has failed to sufficiently protect the views in Narrowmoor where, due to the original development design, the average height of homes are much lower than the city-wide average.¹ A comprehensive survey conducted in March of 2019 by a 2-man team using a laser sighting device² measured 330 homes in Narrowmoor and determined the average height to be 16.1'. This is not

¹ The View Sensitive Area Study included a building height survey conducted by the City of Tacoma that noted "...the average height of housing in the West End is 18.1 feet measured from the foundation to the peak on the non-view side." The study was based on a sampling of homes throughout the West Slope and was not focused on the Narrowmoor Area. As the study noted, "The height of measurements are not exact and are only intended to generally indicate the height of the existing homes."

² All homes visible from the public right-of-way were measured in accordance with the methodology used by the City in its study, from the foundation-ground line on the uphill side of the structure to the roof peak/ridgeline.

Application

Proposed Amendments to The Comprehensive Plan and/or Land Use Regulatory Code

surprising as the predominant style of homes in the area are single-story ranch houses or 2-level homes with a lower-level, daylight basement.

The primary concern is that, with the City's intent to increase densification, to include up-zoning of residential areas to allow accessory dwelling units (ADU's), there will be increasing pressures to build structures that are not only unsympathetic³ to the predominant design in the area but, if built to the height of the allowable 25', will have a severe impact on the shared view shed of the Narrowmoor Additions.

3. Policy Review -

City of Tacoma Comprehensive Plan:

Book Two: Pattern Area 1: Post-War Slopes

"These areas were primarily developed during the post-war period and is characterized by the prevalence of garages, curvilinear streets, and cul-de-sac development. The disrupted street grid limits route directness but lends itself to a sense of privacy and security within neighborhoods. Houses tend to be ranch, double-ranch, or more contemporary building styles, often with garages more prominently situated at the front of the structure and facing the street, as alleys are rare. Many homes have long frontages and are typically 1 – 1.5 stories as the area includes view overlays." (P. 2-58)

Policy UF-13.4 New development should be oriented to take advantage of the view of Commencement Bay and the Tacoma Narrows and to preserve significant public views.

Book Three:

Design and Development Goals: {To convey the City's intent to, among other things, "Guide historic and cultural resource and *scenic view preservation."*} (Pq 3-3)

Goals + Policies: High quality design contributes to the beauty, livability, resilience and functionality of the city as a whole. Clear policy guidance and direction on Tacoma's desired design and development character will help preserve and enhance the character of the city's neighborhoods and promote Tacoma as an inviting and inspiring place. (Pg 3-5)

Goal DD-6: Protect and preserve designated significant scenic resources, including public views and scenic sites. (Pg 3-2)

³ Examples of unsympathetic construction are provided at Attachment 2.

Application

Proposed Amendments to The Comprehensive Plan and/or Land Use Regulatory Code

- **Goal DD-1:** Design new development to respond to and enhance the distinctive physical, historic, aesthetic and cultural qualities of its location, while accommodating growth and change. (Pg 3-5)
- **Policy DD-1.6:** Encourage the development of aesthetically sensitive and character-giving design features that are responsive to place and the cultures of communities. (Pg 3-5)
- **Policy DD-1.7:** Encourage development that responds to and enhances the positive qualities of site and context the block, the public realm, and natural features. (Pg 3-6)
- **Policy DD-4.3:** Encourage residential infill development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patters, and landscaping. Allow a range of architectural styles and expression, and respect existing entitlements. (Pg 3-10)
- **Policy DD-4.7:** Emphasize the natural physical qualities of the neighborhood (for example, trees, marine view, and natural features) ... Where possible, development should be configured to utilize existing natural features as an amenity to the development. (Pg 3-11)
- **Policy DD-6:** Protect and preserve designated significant scenic resources, including public views and scenic sites. (Pg 3-16)
- **Policy DD-6.2:** Notes scenic views recognized as publicly beneficial to Tacoma; includes views from Narrows Drive of The Narrows, bridges and Gig Harbor. (P-3-17)
- **Policy DD-6.3:** Encourage new public and private development to creating new public views of Mount Rainier, Commencement Bay, Tacoma Narrows, bridges, gulches, the Downtown Skyline and other landmark features. (Pg 3-17)
- **Policy DD-6.4:** Consider the impacts of new landscape plantings on designated public views and scenic resources and provide allowances for the pruning of trees and shrubs to maintain or enhance designated public views. (Pg 3-17)

Application

Proposed Amendments to The Comprehensive Plan and/or Land Use Regulatory Code

4. Objectives -

The proposed 20' limit on structural height all relate directly or indirectly to the 5 objectives noted below:

- (a) Address inconsistencies or errors in the Comprehensive Plan or development regulations.
 - There is an inconsistency in the relative view protection provided in View Sensitive Districts city-wide compared to the special conditions of the Narrowmoor Additions.
- (b) Responding to changing circumstances, such as growth and development patterns, needs and desires of the community, and the City's capacity to provide adequate services.
 - The trend towards densification and up-zoning in residential areas will place increasing pressure on view sensitive areas where unsympathetic construction may impact the collective view interests of the residents.
- (c) Maintain or enhance compatibility with existing or planned land uses and the surrounding development pattern; and
 - An enhanced view protection measure will help maintain compatibility with the unique development pattern of the Narrowmoor Additions.
- (d) Enhance the quality of the neighborhood.
 - Protecting the view shed of the Narrowmoor Additions will be crucial to preserving the quality of the neighborhood.

5. Community Outreach -

The preservation of views in the West Slope area has been a long-time cause of the WSNC and Narrowmoor residents in particular, have expressed similar concerns in response to the WSNC's annual dues notice and requests for comments.

To address the specific, current situation in Narrowmoor, in early March of 2019, the WSNC mailed out a survey to all residents of the Narrowmoor Residents⁴ using addresses available from the records of the Pierce County Assessor Treasurer's office. Of 331 cards mailed out, 154 (47%) were received. Of the responses, 88% favored the revised 20' height limitation and 12% opposed it.

In a vote at their regularly scheduled meeting, March 20, 2019, the West End Neighborhood Council voted to support this application. Their letter will be forthcoming.

⁴ Example of the survey card is provided at attachment 3.

Application

Proposed Amendments to The Comprehensive Plan and/or Land Use Regulatory Code

6. Supplemental Information -

Since its origins, the City of Tacoma has been appreciative of its many natural endowments by virtue of its location in the Pacific Northwest, even marketing these attributes to potential businesses and residents as great reasons to move to the area. Wrapped on three sides with a Puget Sound shoreline and having numerous hills and vantage points to view these waters as well as the Olympic Mountains to the west and the cascades and Mt. Rainier to the east, the city has a lot to brag about. Thankfully, the City has shown the foresight to preserve those views through policy statements in the Comprehensive Land Use Plan and the implementation of restrictions in designated view sensitive areas, as well as controls on structural heights along the Thea Foss Waterway and Ruston Way.

The West End Neighborhood Council shares view concerns as well, with approximately half of its District 1 area contained within View Sensitive Districts (West End and North End).

We submit that the Narrowmoor Additions are a special case given the unique qualities and the planned development pattern that was originally and specifically designed to protect the view shed.

NARROWMOOR

FIRST ADDITION

SHEET I OF E SHEETS

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HENRY ARNOLD PETERSON NOTARY PUBLIC STATE OF WASHINGTON COUNTSSION EXPIRES APR 21, 1947

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ATTACH

WHITE PROFESSIONAL ENGINEER

NARROWMOOR

SECOND ADDITION

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SCALE I INCH 100 FEET

SHEET I. OF 3 SHEETS

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D.H. WHITTE

REGISTERED CIVIL ENGINEER AND LAND SURVEYOR. NO 219 RENEWAL E 668

UNPLATTED



COMPARED BY HJ+DH

For reference only, not for re-sale.

UNPLATTED

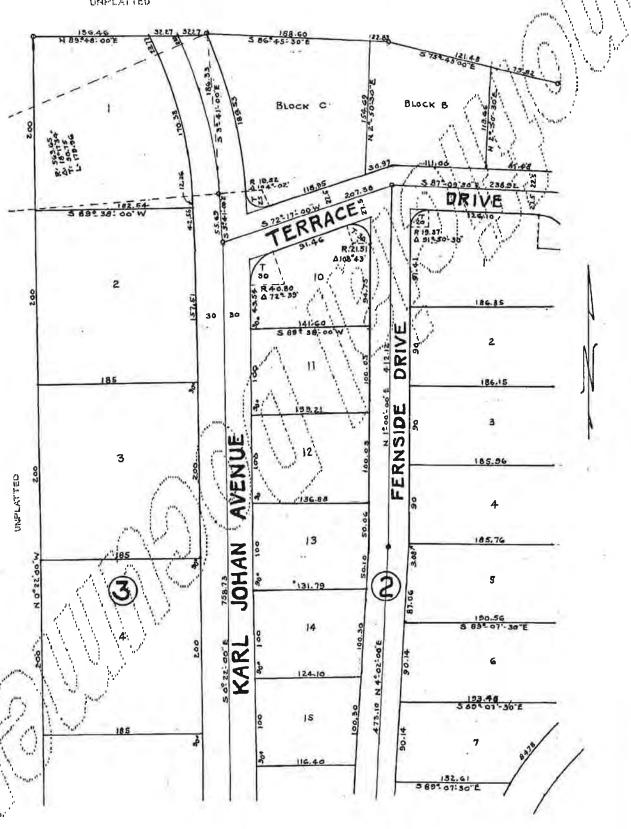
For reference only, not for re-sa

HARROWMOOR

FOURTH ADDITION

UNPLATTED

SHEET 4 OF 5





Non-compliant <u>three level</u> home constructed in 1990's towers over adjacent homes. Also, structure is sited on the lower portion of lot impacting neighbors' peripheral views.



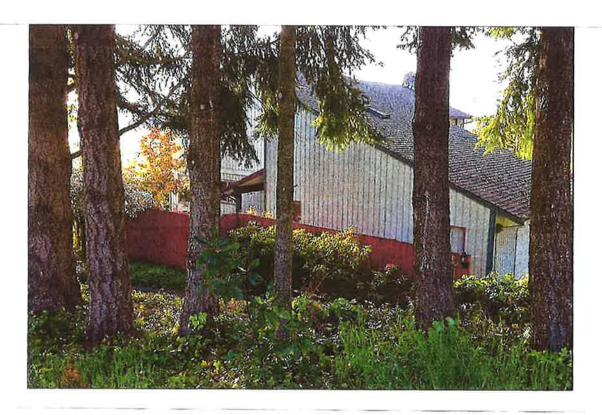


Constructed in 2000's, this "commercial" look is out of character in mid-century neighborhood. Also, building footprint is large relative to the lot; it's close to minimum setbacks on all 4 sides.





The vertical architectural aspect of this home is untypical for the mid-century Narrowmoor neighborhood, where the norm is a horizontal aspect, designed to maximize views.



Example of "unsympathetic activity"



Recent construction in Narrowmoor where a large home includes an RV garage with upper deck. Note the contrast with one of the original Narrowmoor homes on the right.

Even though this imposing structure is within the 25' limit of the View Sensitive District, it is clearly out of place in the area and effectively destroys the marine view of the homes behind which it. A 20' limit would have substantially preserved the views for the upslope neighbors.



West Slope Neighborhood Coalition P.O. Box 64321 Tacoma, WA 98464



Would you favor a reduction in the height of structures allowed in our view sensitive district from 25 feet to 20 within the Narrowmoor Additions?

Please return no later than March 15!
nent:
Note: All responses are kept anonymous.
Yes No



City of Tacoma Public Works Department

Memorandum

TO:

Brian Boudet, Planning & Development Services Division Manager

FROM: SUBJECT:

Joshua Diekmann, P.E. PTOE, Assistant Division Manager/City Traffic Engineer Comprehensive Plan Amendments – Transportation Master Plan Amendments

DATE:

May 22, 2019

Public Works staff is requesting to amend the Transportation Master Plan (TMP) of the Comprehensive Plan. The TMP was adopted in November 2015 and provides a long-term vision for transportation infrastructure in the City of Tacoma. It is a primary tool for forecasting transportation demand and identifying services and improvements needed to achieve those goals and support the future land use vision of the City.

The main components of the document include balanced goals and policies that guide and direct the City to achieve the vision for continued growth and improvement of transportation facilities and services. It identifies priority corridors for all modes, including transit, streetcar, and high capacity transit routes. It also provides a means to measure performance and prioritize investments in order to achieve the Transportation Master Plan's vision.

The Transportation Commission, Bicycle & Pedestrian Technical Advisory Group, and city staff have been implementing the TMP and are proposing amendments to the TMP to address inconsistencies with other elements within the Comprehensive Plan, changing circumstances to growth and development patterns, changes in needs and desires of the community, and to enhance neighborhood livability. Additionally, the Dome District Business Association submitted a request to strengthen pedestrian priorities in the Downtown Regional Growth Center. Proposed amendments to the TMP will likely include general text clean-up, updating and/or adding policies, modifying priority networks and project list, updating performance measures, and incorporating the Tacoma Mall Subarea Plan.

Additional TMP amendments may include changes to support multimodal level of service, impact fees, or Vision Zero, a plan to eliminate traffic fatalities and serious injuries. The timing of these amendments will depend on the schedule and outcomes of those individual efforts, but one or more changes to address these future efforts may be proposed for the 2020 Comprehensive Plan Amendments. The Transportation Commission will review proposed amendments this fall in coordination with the Planning Commission.