

Members

Donald Erickson, Chair
Sean Gaffney, Vice-Chair
Theresa Dusek
Benjamin Fields
Mark Lawlis
Tina Lee
Matthew Nutsch
Erle Thompson
Scott Winship



Agenda

Tacoma Planning Commission

Community and Economic Development Department

Ricardo Noguera, Director
Peter Huffman, Assistant Director
Charles Solverson, P.E., Building Official

Public Works and Utilities Representatives

Kurtis Kingsolver, Assistant Director/City Engineer, Public Works Department
Heather Pennington, Resource Planning Manager, Tacoma Water
Diane Lachel, Community and Government Relations Manager, Click! Network, Tacoma Power

747 Market Street, Room 1036
Tacoma, WA 98402-3793
253-591-5200 (phone) / 253-591-2002 (fax)
www.cityoftacoma.org/planning

(Agenda also posted at: www.cityoftacoma.org/planning > "Planning Commission" > "Agendas-Minutes-Recordings")

MEETING: Regular Meeting

TIME: Wednesday, November 7, 2012, 4:00 p.m.

PLACE: Room 16, Tacoma Municipal Building North
733 Market Street, Tacoma, WA 98402

A. CALL TO ORDER

B. QUORUM CALL

C. APPROVAL OF MINUTES – Regular Meeting and Public Hearing on October 17, 2012

D. GENERAL BUSINESS

(4:05 pm) **1. Annual Amendment #2013-01 Drive-Through Regulations**

Description: Review the proposed amendments to various sections of the Land Use Regulatory Code to provide further restrictions on the location and design of drive-throughs, particularly within the Downtown and Mixed-Use Centers.

Actions Requested: Discussion; Direction

Support Information: See "Agenda Item GB-1"

Staff Contact: Elliott Barnett, 591-5389, elliott.barnett@cityoftacoma.org

(4:40 pm) **2. Annual Amendment #2013-09 Sign Regulations**

Description: Review the proposed amendments to various sections of the Land Use Regulatory Code to address specific issues associated with on-site digital signage.

Actions Requested: Discussion; Direction

Support Information: See "Agenda Item GB-2"

Staff Contact: Lucas Shadduck, 594-7975, lshadduc@cityoftacoma.org



(5:20 pm) **3. Annual Amendment #2013-05 Shoreline Related Elements**

Description: Review the proposal to rescind three shoreline related elements of the Comprehensive Plan, i.e., the Ruston Way Plan, the Shoreline Trails Plan, and the Thea Foss Waterway Design and Development Plan.

Actions Requested: Discussion; Direction

Support Information: See "Agenda Item GB-3"

Staff Contact: Stephen Atkinson, 591-5531, satkinson@cityoftacoma.org

E. COMMUNICATION ITEMS

1. Meeting Cancellation – The Planning Commission’s meeting on November 21, 2012 will be canceled, subject to approval.
2. Chair Donald Erickson is among the speakers in the final session of this year’s “*Conversation RE: Tacoma*” Lecture Series, Thursday, November 8, 2012, 6:30-8 pm, Tacoma School of the Arts Theatre (www.RETACOMA.com)
3. Planning Commission Tentative Agenda for December 5, 2012:
 - Annual Amendment #2013-02 Countywide Planning Policies
 - Annual Amendment #2013-06 Development Intensity Designations
 - Annual Amendment #2013-08 Platting and Subdivision Regulations
 - Annual Amendment #2013-11 Trail-Oriented Design Standards

F. COMMENTS BY COMPREHENSIVE PLANNING DIVISION

G. COMMENTS BY PLANNING COMMISSION

H. ADJOURNMENT

Members

Donald Erickson, Chair
 Sean Gaffney, Vice-Chair
 Theresa Dusek
 Benjamin Fields
 Mark Lawlis
 Tina Lee
 Matthew Nutsch
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Minutes

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(Draft for Review/Approval)

MEETING: Regular Meeting and Public Hearing

TIME: Wednesday, October 17, 2012, 4:00 p.m.

PLACE: Room 16, Tacoma Municipal Building North
 733 Market Street, Tacoma, WA 98402

Members Present: Donald Erickson (Chair), Theresa Dusek, Ben Fields, Mark Lawlis, Matthew Nutsch, Erle Thompson, Scott Winship

Members Absent: Sean Gaffney (Vice-Chair), Tina Lee

Staff Present: Elliott Barnett, Brian Boudet, Lihuang Wung (BLUS); Tadd Wille, Cindy Cusick (Finance); Mike Carey, Josh Diekmann, Jennifer Kammerzell, Lorna Mauren (Public Works)

Chair Erickson called the meeting to order at 4:00 p.m. The minutes of the Regular Meeting and Planning Commission Retreat on October 3, 2012 were approved as submitted.

GENERAL BUSINESS

1. Tacoma Link Light Rail Expansion Project

Val Batey, Sound Transit, provided an overview of the Tacoma Link Light Rail Expansion Project, which would extend the 1.6-mile light rail that currently serves six stations between the Tacoma Dome Station and the Theatre District. The purposes of the project are to improve mobility and transit ridership, serve underserved neighborhoods and communities, stimulate economic development, and establish eligibility for federal funds. Ms. Batey stated that the project has gone through the Early Scoping process and is currently at the Alternative Screening stage. She briefly described the preliminary alternative corridors where the light rail could potentially extend to, including the North End, North End Central, North Downtown Central, South Downtown Central, South Downtown to MLK, South End, Eastside, and Pacific Highway. The next stages include Alternative Analysis, Alternatives Evaluation and Preferred Corridor Identification, with the Sound Transit Board's decision scheduled for spring of 2013, and there would be opportunities for public comments along the way.

The Commissioners suggested a number of aspects that should be taken into account in the project, such as the City's mixed-use centers policies, the subarea plans currently underway (in the MLK neighborhood, South Downtown and North Downtown), the transit-oriented development principles, the demographic diversity, as well as the existing and future transit-dependent population.



2. Urban Forestry Landscaping Code Update

Brian Boudet provided an update on the project, which was last reviewed by the Commission in May 2012. He provided an overview of urban forestry as a major policy emphasis at the State and local levels, and the key policy objectives contained in the Urban Forestry Policy Element of the Comprehensive Plan, which was adopted in 2010. He, along with Mike Carey from the Environmental Services Division, reviewed the multiple facets of urban forestry policy implementation, including the Urban Forestry Management Plan, Incentives and Assessment, Regulations, Education and Outreach, Incentives and Assistance, and the City of Tacoma Leading by Example. They provided a status report for each aspect, focusing on Regulations, which involved the proposed changes to the landscaping-related provisions of the Land Use Regulatory Code. They also reported on the schedule and outreach approach for this project, as well as a couple of examples of the types of education/outreach materials (rain garden brochure) and incentive programs (tree coupons) the City is pursuing.

(At 5:00 p.m., the Commission suspended the rules to consider the public hearing item on the agenda. After the public hearing, the discussion of this item resumed.)

The Commissioners generally expressed appreciation for the revised approach for the project; the increased focus on education and incentives, tree variety and maintenance, and City projects; and the reduced emphasis on increased development requirements, particularly on single-family homeowners. They noted that it appears to respond to the concerns expressed by the community, the Commission, and the City Council earlier this year and more appropriately reflect the intent and policies of the Urban Forestry Element. They also brought up several questions and comments, such as on-line applications for landscaping, permits for tree removal, tree planting in wetland areas, planting requirements for development projects, alternatives for contractors such as the in-lieu fees, and the reduced need for City oversight on those organizations that have their own urban forestry plans in place.

Chair Erickson acknowledged that the public hearing for the proposed code amendment is tentatively scheduled for February 2013, and requested that the Commissioners be provided sufficient opportunities to review the proposal prior to the public hearing.

PUBLIC HEARING

1. Capital Facilities Program for 2013-2018

At 5:00 p.m., Chair Erickson opened the public hearing for the Capital Facilities Program (CFP) for 2013-2018. Tadd Wille, Budget Officer, Finance Department, made a staff presentation, including an overview of the CFP in general, a summary of the proposed amendments for the 2013-2018 CFP, the project selection criteria and the 14 Comprehensive Plan Tie-in Questions, a brief description of each of the 18 projects proposed for inclusion in the CFP, the public comments received to date, and the next steps. The public comments received to date involved four transportation projects, of which an overview and the corresponding staff responses were provided by Jennifer Kammerzell, Public Works Department.

Chair Erickson called for public testimony. No one testified. Chair Erickson closed the public hearing.

The Commissioners proceeded to discuss the public comments received to date. Commissioner Nutsch spoke on the imminent need for one of the four transportation projects concerning the "McKinley Hill to Downtown Tacoma – Complete Sidewalks." After discussion, the Commissioners voted unanimously to request that this project be included in the 2013-2018 CFP. The Commissioners also voted unanimously to approve the draft Letter of Recommendation to transmit the 2013-2018 CFP, as amended, to the City Council for consideration for adoption as part of the City's biennial budget for 2013-2014.

COMMUNICATION ITEMS

Chair Erickson acknowledged receipt of the following information:

1. Planning Commission Tentative Agenda for November 7, 2012.

Lihuang Wung stated that the City Council Study Session concerning the Planning Commission's Accomplishments and Work Program originally scheduled for October 23, 2012 has been rescheduled to December 11, 2012.

COMMENTS BY COMPREHENSIVE PLANNING DIVISION

Mr. Wung explained the processes for the preparation, coordination, review and adoption of the Capital Facilities Program for 2013-2018 that involved numerous projects, multiple City departments, and various outside agencies. He expressed staff's appreciation for the Commissioners' understanding of the tight timeline and working with staff to accomplish the Commission's review in two meetings.

COMMENTS BY PLANNING COMMISSION

Chair Erickson shared with the Commissioners what he had learned at the 2012 Conference of the Washington Chapter of the American Planning Association, held on October 11-12, 2012.

ADJOURNMENT

The meeting adjourned at 6:37 p.m.



City of Tacoma
Community & Economic Development Department

Agenda Item
GB-1

TO: Planning Commission
FROM: Elliott Barnett, Comprehensive Planning Division
SUBJECT: Annual Amendment Application #2013-01 Drive-through Regulations
DATE: November 1, 2012

At the November 7th meeting the Commission will review the proposed amendments to the Tacoma Municipal Code related to drive-through facilities. This proposal has been developed in response to an application submitted by the Dome District Development Group. The proposed amendments seek to:

- Prohibit drive-throughs in the Downtown Commercial Core District;
- Add new code requirements to provide a baseline of standards for drive-throughs in all districts where they are permitted;
- Add heightened code requirements within Downtown and X Districts, where they are permitted.

Attached is a draft staff report describing the proposed amendments to the Tacoma Municipal Code, with "Exhibit A" showing a proposed new TMC section laying out code requirements for drive-throughs. Staff intends to seek the Commission's authorization of the staff report for distribution for public review (along with other proposed amendments included in the 2013 Annual Amendment Package). Subsequently, we intend to do additional outreach with key stakeholders, which we will summarize for the Commission prior to release of the public review document. The public review will occur in February-March 2013, prior to the public hearing, which is tentatively scheduled for March 20, 2013.

If you have any questions, please contact me at (253) 591-5389 or elliott.barnett@cityoftacoma.org.

c: Peter Huffman, Assistant Director

Attachments (2)



2013 Annual Amendment Application No. 2013-01
Drive-Through Regulations

STAFF REPORT

Application #:	2013-01
Applicant:	Community & Economic Development Department
Contact:	Elliott Barnett, Comprehensive Planning Division
Type of Amendment:	Regulatory Code Text Change
Current Land Use Intensity:	N/A
Current Area Zoning:	N/A
Size of Area:	Citywide
Location:	Citywide
Neighborhood Council Area:	All
Proposed Amendment:	Amend the Regulatory Code related to drive-throughs

General Description of the Proposed Amendment:

This proposal would significantly strengthen the code restrictions on drive-through facilities in order to allow them in certain zones, while preventing or reducing their potential impacts. Specifically, it would add to the existing Zoning Code requirements placed on drive-throughs in order to establish a regulatory baseline for them in all zoning districts where they are permitted; create additional, more stringent requirements for drive-throughs in Downtown and Mixed-Use (X) Districts; and, prohibit drive-throughs in the Downtown Commercial Core (DCC) District. The intent of this approach is to address issues with general applicability on a citywide basis, while heightening requirements within X Districts, and heightening to a greater extent the requirements Downtown.

The Zoning Code already contains a range of requirements applicable to drive-throughs in X Districts and Downtown. However, there are currently no requirements applicable specifically to drive-throughs in the other zoning districts where they are permitted. The approach is to build on the existing requirements; extend those which have general applicability beyond the zones where they currently apply; and, add some new, additional requirements to address the issues raised by this application.

In summary, the proposed requirements would have the following affects citywide (where drive-throughs are permitted):

- Prevent impacts to the pedestrian environment on designated pedestrian streets or

streetcar/light rail streets;

- Require visual screening of drive-through service areas and stacking lanes;
- Minimize the likelihood of vehicular and pedestrian conflicts;
- Reduce noise impacts.

In X Districts drive-throughs would have several additional requirements, including a requirement that service areas and stacking lanes be at least 75 feet from designated pedestrian or light rail/streetcar streets.

In Downtown Districts, drive-throughs would be prohibited in the DCC District (the only change proposed to permitted uses). Drive-throughs in other Downtown Districts and within the UCX-TD District would be required to be entirely within buildings and to be set back from designated pedestrian and transit streets. See Exhibit "A" for the details.

Additional Information:

The proposal was developed to address the issues raised in the Dome District Development Group's application. The applicants assert that Downtown and X Districts are Tacoma's pedestrian priority areas and that drive-throughs are not compatible with the vision for these areas, or with goals including walkability, encouraging foot traffic in commercial areas, implementing Complete Streets principles, reducing bicycle and pedestrian/vehicular conflicts, reducing Tacoma's carbon footprint and improving air quality.

As submitted, the application calls for drive-throughs to be prohibited outright in Downtown and the more urban of the X Districts. Subsequent to the submittal, staff have met several times with Jori Adkins, Secretary of the Dome District Development Group, and have collaboratively developed a different approach, reflected in this proposal. The intent in most zones is to strengthen drive-through regulations, rather than prohibiting them outright. The one exception is the DCC District, where drive-throughs would be prohibited. The DCC District is the densest, most urban zoning classification within the City, and already has the greatest restrictions on drive-throughs.

The proposal is a middle ground approach, based on a recognition of the potential impacts that drive-throughs can have on the pedestrian environment, but also on a recognition that there clearly is market interest in developing drive-throughs. The intent is to retain enough flexibility for the development of drive-throughs, while using design requirements to prevent the impacts of concern. The proposal also expands the original scope of the application by taking advantage of an opportunity to update drive-through regulations generally, rather than only within Downtown and X Districts.

Summary of current code regarding drive-throughs:

- Residential Districts: Not Permitted
- Industrial Districts: Permitted

- Shoreline Districts: Permitted
- Commercial Districts: Permitted in C-2 only
 - Prohibited in any commercial district combined with a VSD View-Sensitive Overlay District and adjacent to a Shoreline District (i.e., Old Town Area).
- X Districts:
 - Permitted in UCX, UCX-TD, CCX, CIX, NCX, HMX (limited to hospital/medical related functions);
 - Prohibited in RCX, URX, NRX
 - TMC 13.06.510 includes development standards for drive-throughs in X Districts (*these were incorporated into the proposal*)
- Downtown: Permitted with restrictions
 - DCC: Drive-throughs must be located entirely within a building
 - DMU, WR: Drive-throughs must be 100 feet from a light rail or streetcar street, or else must be located entirely within a building
 - DR: No specific restrictions
- Driveway standards of Section 13.06.510 and of TMC 13.06A apply
 - Limits the number of driveways and the percentage that can be used as driveways
 - Directs where new driveways may be located, in order to reduce conflicts with pedestrians

Benchmarking:

Staff reviewed multiple jurisdictions' approaches to drive-throughs. Many jurisdictions prohibit drive-throughs in Downtown areas, or require them to meet stringent setback, screening, traffic and other standards. Restricting drive-throughs to be within buildings is less common, though Seattle requires this in their Downtown. Finally, many jurisdictions have general requirements for drive-throughs, focusing on reducing vehicular/pedestrian conflicts, screening drive-through service areas and stacking lanes, and limiting impacts, such as noise, on adjacent properties. These requirements are often more stringent in pedestrian-oriented areas.

Public Outreach:

In the development of this proposal, staff met with Jori Adkins, the applicant, as well as with a representative of the Chamber of Commerce, with City staff responsible for traffic, and for economic development and business districts, and with commercial real estate brokers employed by a firm which assists corporate clients to find appropriate locations for commercial development (including drive-throughs). The intent was to get a sense of the issues, while still at the early code drafting stage. Staff intend to do more outreach to key stakeholders once the Planning Commission gives its direction to release a draft for public review.

In these discussions, there was general recognition that it is appropriate for the City to use design standards to ensure drive-throughs are aesthetically attractive and safe for pedestrians, and that interruption of pedestrian activity along streets should be avoided or minimized. There

was also general consensus that drive-throughs are clearly not the Comprehensive Plan vision for Downtown and X Districts.

However, several stakeholders expressed concern that placing too much limitation on drive-throughs could become a barrier to economic development. Per the commercial real estate brokers we spoke with, sites with adequate size, access and other characteristics which would make them suitable for drive-throughs, and where they are permitted by zoning, are in short supply. On the commercial side, there is a clear market demand for such sites, and some businesses will not move forward with development (at least not in this market) without a drive-through component. The concern is that adding requirements could slow development and make it more difficult to attract business investment.

Some stakeholders expressed the view that while restricting drive-throughs Downtown and in those X Districts characterized by an established pedestrian street front pattern seems reasonable, such restrictions could be more of a barrier in those X Districts which are currently more auto-oriented.

One stakeholder stated that the biggest issue of concern is ensuring safety where driveways cross the sidewalk. He felt that the emphasis should be on reducing this occurrence by directing drive-through driveways to alleys or side streets, as opposed to prohibiting drive-throughs as a use.

The preliminary outreach suggests there may be broad, though not universal, support for limiting the impacts of drive-throughs through design requirements, rather than through an outright prohibition. Staff communicated these perspectives to Ms. Adkins, who expressed her general concurrence with the approach proposed in this draft.

Applicable Provisions of the Growth Management Act (and other state laws):

The GMA calls for encouraging economic development that is in harmony with adopted Comprehensive Plans, recognizing regional differences and priorities.

GMA Economic development goal

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

This proposal is a community-driven effort to refine our development regulations to be in harmony with the community's vision for our urban core areas. Furthermore, fostering a

walkable urban environment is consistent with smart growth principles and their call for a balance of travel modes, compact, walkable and multi-modal urban cores.

Applicable Provisions of the Comprehensive Plan:

This proposal is entirely consistent with the Comprehensive Plan. The Plan contains multiple policies calling for walkable, compact and multi-modal urban centers; for pedestrian safety and comfort citywide; for discouraging auto-oriented uses downtown and within Mixed-Use Centers; and, for fostering economic development in harmony with the City's growth vision.

Citywide:

Policy LU-UAD-3 – Distinct character and identity of the city. Emphasizing pedestrian oriented design at all levels.

Policy LU-UAD- 11- Pedestrian Access and Orientation. Improve the pedestrian environment by making it easier, safer, and more comfortable to walk in Tacoma.

Commercial areas:

Policy LU-CDD-1 Development Standards

Commercial development standards should address the desired safety, convenience, functionality, and aesthetics of the development itself, as well as effects on adjacent surrounding properties.

Policy LU-CDD-2 Compatibility

Ensure that new commercial development is compatible with the existing development and/or the desired character of the area in terms of building location and orientation, pedestrian and vehicular access, building massing and scale, light and glare, outdoor storage areas, noise generating activities, service elements and mechanical equipment location and design, landscaping design, and signage. Compatible design is most critical in areas where commercial properties border single-family areas.

Policy LU-CDD-3 Pedestrian-friendly Design

Site and design commercial areas with safe, convenient, connected and attractive pedestrian access. Specifically:

- Locate and orient buildings towards the street for pedestrian convenience and enhance the spatial definition of the street.
- Provide safe walkways and pedestrian areas that area visible, well-lit, accessible, conveniently located, and buffered from vehicular traffic.
- Provide attractive and well-maintained landscaping along pedestrian routes.
- Design pedestrian routes with sufficient widths to accommodate the anticipated long term pedestrian activity.

- Design buildings along pedestrian routes with attractive and interesting façades including plenty of transparent window areas, weather protection elements, and ground level detailing.
- Design commercial areas with an internal pedestrian circulation system that provides attractive connections between buildings, through large parking areas, connections to the street, and linkages to surrounding properties and neighborhoods, where possible.
- Encourage the development of gathering spaces such as pedestrian malls and plazas in commercial areas to enhance the pedestrian experience and sense of community.

Mixed-Use Centers:

Policy LU-MUCD – Compact mixed use centers that encourage walking and bicycling comfortably between designations within respective centers.

Policy LU-MUCD-13- Restrict Auto-oriented uses that encourage queuing of autos and negatively impact walkability and pedestrian orientation.

Policy LU-MUD-4- Encourage uses at street level that generate pedestrian activity and support transit ridership.

Downtown:

The Downtown Element emphasizes pedestrian connectivity, and pedestrian-oriented urban design as core strategies to fostering development.

Policy 2.2B.A Downtown development should be governed by principles that encourage walkability, transportation alternatives and enhanced livability for all users.

g. Street edge activation, and building ground-orientation: Building design should promote sociability at street level, with a rich stimulating built form designed at the human scale. Building facades on downtown streets should have frequent, identifiable entrances, appropriate ceiling heights to promote activity, and commercial usable spaces, with a high level of transparency.

Policy 2.3F.A Create multi-modal and flexible streets that are designed to increase the mode share of pedestrians, bicyclists and transit use throughout downtown in order to mitigate the impacts of growth, reduce reliance on the single occupancy vehicle and increase the sociability of the walking environment.

Amendment Criteria:

Applications for amendments to the Comprehensive Plan and Land Use Regulatory Code are subject to review based on the adoption and amendment procedures and the review criteria contained in TMC 13.02.045.G. Proposed amendments are required to be consistent with or achieve consistency with the Comprehensive Plan and meet at least one of the eleven review

criteria to be considered by the Planning Commission. The following section provides a review of each of these criteria with respect to the proposal. Each of the criteria is provided, followed by staff analysis of the criterion as it relates to this proposal.

1. There exists an obvious technical error in the pertinent Comprehensive Plan or regulatory code provisions.

Staff Analysis: Not applicable.

2. Circumstances related to the proposed amendment have significantly changed, or a lack of change in circumstances has occurred since the area or issue was last considered by the Planning Commission.

Staff Analysis: Not applicable.

3. The needs of the City have changed, which support an amendment.

Staff Analysis: This policy discussion fits within a continuing community discussion of our growth vision, particularly for our most urban areas, as well as of how to strike the best balance between access for people using all modes of travel. The intent is to update the TMC in order to meet the community's vision.

4. The amendment is compatible with existing or planned land uses and the surrounding development pattern.

Staff Analysis: Not applicable.

5. Growth and development, as envisioned in the Plan, is occurring faster, slower, or is failing to materialize.

Staff Analysis: Not applicable.

6. The capacity to provide adequate services is diminished or increased.

Staff Analysis: Not applicable.

7. Plan objectives are not being met as specified, and/or the assumptions upon which the plan is based are found to be invalid.

Staff Analysis: As the proponents of this application have asserted, the development of drive-throughs, including recent development activities, are to some degree inconsistent with the City's adopted policies for downtown and mixed-use centers. It can be argued that recent drive-throughs are not meeting these plan objectives.

8. Transportation and/or other capital improvements are not being made as expected.

Staff Analysis: Not Applicable.

9. For proposed amendments to land use intensity or zoning classification, substantial similarities of conditions and characteristics can be demonstrated on abutting properties that warrant a change in land use intensity or zoning classification.

Staff Analysis: Not applicable.

10. A question of consistency exists between the Comprehensive Plan and its elements and RCW 36.70A, the County-Wide Planning Policies for Pierce County, Multi-County Planning Policies, or development regulations.

Staff Analysis: Not applicable.

Economic Impact Assessment:

It is clear that from the developer side, there is interest in developing businesses that include drive-throughs. By prohibiting drive-throughs in the DCC District and by placing design requirements on drive-throughs where they are permitted, there certainly is the potential that projects may not move forward and that sites may go longer without being developed. This may have an economic impact on the City.

In terms of the DCC District prohibition, it should be said that this district already restricts drive-throughs, and that there have not been any proposals to develop drive-throughs there, at least in recent years. So, prohibiting drive-throughs here may well have limited economic impact.

The proposed requirement Downtown that drive-throughs must be within buildings could limit some development. Within the X Districts, particularly the proposed new 75 foot setback from designated pedestrian or streetcar/light rail streets, might well make it difficult to develop in some locations—particularly in areas with smaller lots. The proposed requirements for all other zones could increase the cost of development in some cases.

On the other hand, taking a longer view, allowing development that is not consistent with the growth vision for the district may ultimately detract from long term development momentum. It may take longer for a site to develop, but when development does occur it should be more likely to contribute to the momentum of the district. This is the fundamental policy choice posed by this project.

Staff Recommendation:

Staff recommends that the proposed amendment be forwarded for public review and comment.

PROPOSED NEW TMC SECTION – *consolidates existing and proposed new code provisions. This draft shows the key sections—additional minor changes would be included to various other sections, including the Commercial, Industrial and X District Uses tables.*

TMC 13.06.513 Drive-throughs

A. Purpose. The regulations of this section are intended to allow for drive-through facilities while mitigating potential negative impacts they may create. Of special concern are noise from idling cars and voice amplification equipment, aesthetics, and queued traffic interfering with on-site and offsite traffic and pedestrian flow. The specific purposes of this section are to:

- Reduce noise and visual impacts on abutting uses, particularly residential uses;
- Promote safer and more efficient on-site vehicular and pedestrian circulation;
- Promote a pedestrian-oriented environment;
- Reduce conflicts between queued vehicles and traffic on adjacent streets.

B. Applicability. The regulations of this section apply only to the portions of the site development that comprise the drive-through facility. The regulations apply to new developments, the addition of drive-through facilities to existing developments, and the relocation of an existing drive-through facility. Drive-throughs are not permitted in some zoning districts—see the permitted uses tables for the applicable zone. Where they are permitted, drive-through facilities are still not a right; the size or dimensions of the site, or the size and location of existing structures may make it impossible to meet the regulations of this section.

C. Standards. A drive-through facility is composed of two parts—the stacking lanes and the service area. The stacking lanes are the space occupied by vehicles queueing for the service to be provided. The service area is where the service occurs. In uses with service windows, the service area starts at the service window. In uses where the service occurs indoors, the service area is the area within the building where the service occurs. For other development, such as gas pumps, air compressors, and vacuum cleaning stations, the service area is the area where the vehicles are parked during the service.

1. The following standards apply in all zones where drive-throughs are permitted.

a. Pedestrian priority streets and transit stops:

- (1) Driveways that directly connect to any drive-through shall not be allowed along a designated pedestrian, light rail or streetcar street.
- (2) Driveways that directly connect to any drive-through must be located at least 150 feet from any transit stop, as measured along the curb line between the driveway and the stop.
- (3) Exterior drive-through windows shall not face a designated pedestrian, light rail or streetcar street, and stacking areas shall not lie between a building and such a street.

b. Setbacks and Landscaping.

- (1) Exterior service areas and stacking lanes, except for vehicle access crossings, must be set back a minimum of 3 feet from all lot lines, and 5 feet from street frontages.
- (2) Exterior stacking lanes shall provide a minimum 3 foot landscaped buffer along sides which do not abut the building. The setback area must be landscaped with Type D Landscaping or a vegetated wall at least 6 feet in height. This buffer may be interrupted by structures, seating or gathering areas, or for vehicle or pedestrian access crossings.

Application 2013-01 Drive-throughs – EXHIBIT A

(3) Where perimeter strips or buffers are otherwise required, they may also satisfy these requirements. The greater of the buffer, setback or perimeter areas shall apply.

c. Vehicular and pedestrian circulation.

- (1) Adequate stacking lane capacity must be provided to serve the proposed development on-site.
- (2) Stacking lanes must be designed so that they do not interfere with parking and vehicle circulation. Stacking lanes must be delineated from traffic aisles, other stacking lanes, and parking areas with striping, curbing, landscaping, or raised medians.
- (3) Pedestrian paths that cross a drive-through aisle shall use a raised platform and be marked with symbols, signage and/or special painting.
- (4) The drive-through shall not impede pedestrian or vehicular movement within the right-of-way. Drive-through driveways shall be designed to ensure adequate pedestrian visibility as vehicles cross sidewalks.
- (5) Driveways are also subject to applicable standards of TMC 13.06.510 and TMC 13.06A.

d. Noise.

- (1) Noise from amplified speakers may not be audible from abutting R zoned properties, and shall be minimized in other circumstances through means such as orientation, volume control, and sound buffers or barriers.
2. The following additional standards apply in Downtown Districts where drive-throughs are permitted, and within the UCX-TD District.
 - a. Drive-throughs and associated stacking lanes shall be located entirely within buildings.
 - b. Drive-through entrances and exits shall be at least 100 feet from designated pedestrian streets and from light rail/streetcar streets as measured along the curb line between the driveway and the street.
3. The following additional standards apply in X Districts where drive-throughs are permitted:
 - c. Drive-through service areas and stacking lanes not entirely within a building shall be a minimum of 75 feet from designated pedestrian or light rail/streetcar streets as measured along the curb line between the driveway and the street.
 - d. All vehicle use areas associated with a drive-through shall be located at the side or rear of the building.
 - e. Drive-throughs shall be limited to 1 stacking lane maximum unless the portion with multiple lanes is fully screened from public view by landscaping or a combination of landscaping and structures.

PROPOSAL SHOWN IN TRACK
CHANGES FOR THIS SECTION:

13.06A.040 Downtown Districts and uses.

C. Downtown Commercial Core District (DCC).

This district is intended to focus high rise office buildings and hotels, street level shops, theaters, and various public services into a compact, walkable area, with a high level of transit service.

1. Preferred – retail, office, hotel, cultural, governmental.
2. Allowable – residential, industrial located entirely within a building.
3. Prohibited – industrial uses not located entirely within a building, ~~drive-throughs not located within a building,~~ and automobile service stations/gasoline dispensing facilities in addition to those noted in TMC 13.06A.050.

D. Downtown Mixed-Use District (DMU).

This district is intended to contain a high concentration of educational, cultural, and governmental services, together with commercial services and uses.

1. Preferred – governmental, educational, office, cultural.
2. Allowable – retail, residential, industrial located entirely within a building.
3. Prohibited – industrial uses not located entirely within a building, movie theaters greater than six screens, automobile service stations/gasoline dispensing facilities, and drive throughs that are not located within a building ~~but are located within 100 feet of a light rail or streetcar street,~~ in addition to those noted in TMC 13.06A.050.

E. Downtown Residential District (DR).

This district contains a predominance of mid-rise, higher density, urban residential development, together with places of employment and retail services.

1. Preferred – residential.
2. Allowable – retail, office, educational.
3. Prohibited-industrial, movie theaters greater than six screens, drive-throughs not located within a building, in addition to those noted in TMC 13.06A.050.

F. Warehouse/Residential District (WR).

This district is intended to consist principally of a mixture of industrial activities and residential buildings in which occupants maintain a business involving industrial activities.

1. Preferred – industrial located entirely in a building, residential.
2. Allowable – retail, office, governmental.
3. Prohibited:
 - a. Movie theaters greater than six screens, in addition to those noted in TMC 13.06A.050.
 - b. Drive throughs ~~uses that are not located within a building but are located within 100 feet of a light rail or streetcar street.~~

13.06A.070 Basic design standards.

11. See section 13.06.513 for standards pertaining to drive-throughs.



City of Tacoma
Community and Economic Development Department

Agenda Item
GB-2

TO: Planning Commission

FROM: Lucas Shadduck, Planner
Comprehensive Planning Division

SUBJECT: 2013 Annual Amendment #2013-09 – Digital Sign Regulations

DATE: October 31, 2012

At the November 7, 2012 Planning Commission meeting staff will facilitate the Commission's review of the proposed Digital Sign Regulation amendment. The Commission studied the related but separate issue of digital off-premise signs (billboards) from December 2010 to May 2011. During that review, the Commission found that many of the same concerns regarding digital billboards were also pertinent to on-premise digital signs. Some of the concerns include the intrusion of undue brightness and frequency of message change, which could lead to driver distraction and impacts on neighborhood aesthetics.

Following review of the issues brought forward by the Planning Commission during its past work regarding digital billboards, preliminary discussions with potential stakeholders, and recent benchmarking of approaches for regulating digital signs, staff has drafted proposed regulations that would amend the sign code, Tacoma Municipal Code Sections 13.06.520, 521 and 522 (see Attachment A).

Thus far, staff benchmarking has included review of local jurisdiction regulations, professional studies, scholarly planning and zoning practice articles, and other research resources focusing on the aforementioned issues and concerns caused by digital signage. For quick reference, staff has put together a benchmarking table illustrating what regulations local jurisdictions have implemented (see Attachment B). For background information, staff has provided a summary of how brightness can be measured (see Attachment C), and a bulleted list of findings relating to driver distraction pulled from studies staff has reviewed (see Attachment D).

Staff will present to the Commission a stakeholder group being established (see Attachment E), present initial feedback from those potential stakeholders, and solicit input from the Commission on the stakeholder and public outreach strategy and schedule moving forward.

In addition to code amendments for regulating digital signs, some relatively minor amendments intended to clarify, reorganize, and streamline the code will be incorporated into this code amendment. Staff will seek feedback from the Commission on whether the scope of the project has been properly defined and that all the issues and concerns relating to digital signage have been adequately identified. Background information about the proposed sign code amendment, including studies and reports staff has researched, can be viewed at www.cityoftacoma.org/planning (under HOT TOPICS, click on "2013 Annual Amendment").

If you have any questions, please contact me at (253) 594-7975 or lshadduc@cityoftacoma.org.

Attachments (5)

c: Peter Huffman, Assistant Director

2013 Annual Amendment – Digital Sign Regulations

Note – These amendments show all of the proposed changes to the *existing* land use regulations. The sections included are only those portions of the code that are associated with these amendments. New text is underlined. Text proposed to be deleted is shown as a ~~strikethrough~~.

13.06.521 General sign regulations.

E. Wall Signs. Special regulations governing wall signs are as follows:

1. A wall-mounted sign shall not extend above the wall to which attached or above the roofline.
2. A wall sign shall not extend more than 18 inches from the wall to which it is attached.
3. No wall sign shall cover wholly or partially any wall opening nor project beyond the corner of the wall to which it is attached.
4. Where a wall sign extends over a public or private walkway, a vertical clearance of eight feet shall be maintained above such walkway.
5. For the purposes of this subsection, any building with an actual or false mansard roof may use such walls or roof for wall sign installation.
6. An architectural blade designed primarily for the placement of signs may be erected on top of a wall, parapet, roof, or building face and shall comply with all applicable height limitations. All supporting structure for such signs shall be completely enclosed.
7. Painted signs, on the building, shall be calculated with the allowed sign area for a business.

G. Freestanding signs. Special regulations governing freestanding signs are as follows:

1. No freestanding sign shall be located within 15 feet of a residentially-zoned district, and where the side of a commercially zoned property abuts the side of a residentially-zoned property the first 100 feet of the commercial frontage shall have a sign setback requirement of 15 feet.
2. Minimum clearance. All freestanding signs shall have a minimum clearance to the ground as follows:
 - a. Over parking lots and other similar areas where vehicles are moved or stored, 14-1/2 feet;
 - b. Over footpaths, sidewalks, and other spaces accessible to pedestrians, eight feet.
3. Signs shall be located upon the frontage for which the sign area is calculated.
4. No freestanding sign shall project over a public right-of-way, unless an adjacent structure or sign is built out to or over the property line that blocks visibility to a freestanding sign on the adjoining property; then, such freestanding sign may be located so that the sign structure is on private property and the sign cabinet may project over the right-of-way, subject to all the provisions regulating projecting signs which project over rights-of-way.
5. Signs placed on public property and/or right-of-way, abutting the business for which they identify, will require a Street Occupancy Permit. Sign shall be determined by the zoning district of the abutting property.

~~H. (Reserved). Electronic Changing message center signs. Electronic changing message center signs may be either “wall signs” or “free standing signs”, and in addition to all other applicable sign regulations governing electronic changing message center signs:~~

1. No electronic changing message center sign, except for those located on public facility sites and super regional mall sites, shall be located within, or be visible from, a distance of 100 feet from any residentially zoned property.

2. Freestanding electronic changing message center signs, except for those located on public facility sites and super regional mall sites, must be “ground signs” and cannot exceed 6 feet in height.
3. The maximum allowed sign area for any electronic changing message center sign, except for those located on public facility sites and super regional mall sites, shall be limited to 75% of the area that would be allowed outright in the zoning district it is located in, or 20 square feet, whichever is less.
4. The frequency of picture/message change for an electronic changing message center sign shall not be less than a 2-1-2 (message-delay-message) second minimum.
5. The brightness of an electronic changing message center sign shall not exceed .3 foot candles over ambient light levels at any given time and shall be equipped with an automatic dimmer and/or light adjustments to ensure compliance with this requirement.
6. Electronic changing message center signs shall not operate beyond the hours of operation of the facility for which it serves and shall be equipped with an automatic timer that turns the sign off and on to ensure compliance with this requirement.
7. Electronic changing message center signs shall only provide advertising for goods that are available on-site.
8. Electronic changing message center signs shall never flash, flicker, scroll, animate, depict movement or provide video.

13.06.522 District sign regulations.

A. R-1 Sign regulations. One non-illuminated sign, not exceeding 12 square feet in area shall be allowed pertaining to the lease, rental, or sale of a building or premises on which it is located. One non-illuminated nameplate, not exceeding one and one-half square feet in area, placed flat against the building, shall be allowed for each adult family home, staffed residential home, group home, residential care facility, and family day care home. One ground sign shall be allowed, with a maximum area of 30 square feet identifying a subdivision. A subdivision identification sign shall be approved by the Land Use Administrator. A 32-square-foot temporary sign advertising a subdivision during construction shall be allowed adjacent to each street abutting the site, in conformance with Chapter 13.04.

Parks, recreation and open space uses on sites that are under one acre in size or which have less than 100 feet of street frontage are allowed the following non-illuminated signs:

- One ground sign with a maximum area of 30 feet;
- Interpretive or directional signs not more than 7 feet in height and 20 feet in sign area.

Parks, recreation and open space uses on sites over one acre in area that have a minimum of 100 feet of street frontage shall be allowed the following:

- One freestanding sign, not exceeding 40 square feet in area per face and not greater than 8 feet in height (or, up to 15 feet in height in association with conditional parks and recreation uses);
- One building face sign, of the same maximum dimension. Building face signs shall not extend above or beyond the edge of any wall or other surface to which they are attached, nor shall they extend more than 12 inches beyond the surface to which they are attached.
- One additional ground sign with a maximum area of 30 square feet shall be allowed on each additional street frontage.
- Interpretive or directional signs, not to exceed 7 feet in height and 30 square feet in sign area.
- All signs shall meet the lighting, materials and location requirements applicable to signs for conditional uses in residential districts, as contained in this section.

B. R-2 Sign Regulations. Sign regulations shall be the same as stated for the R-1 Single-Family Dwelling District, except that one non-illuminated nameplate not exceeding one and one-half square feet in area, placed flat against the building, shall be allowed for each boarding home.

C. R-2SRD, NRX and HMR-SRD Sign Regulations. Sign regulations shall be the same as stated for the R-2 Single-Family Dwelling District, except that boarding and lodging houses shall be allowed one non-illuminated nameplate not exceeding one and one-half square feet in area, placed flat against the building.

D. R-3 Sign regulations. Sign regulations shall be the same as stated for the R-2 Single-Family Dwelling District, except that boarding and lodging houses shall be allowed one nonilluminated nameplate not exceeding one and one-half square feet in area placed flat against the building.

E. R-4 Sign Regulations.

1. One freestanding sign not exceeding 30 square feet in area for all faces and not greater than six feet in height, or one building face sign of the same maximum dimensions, shall be allowed for each development site.
2. Indirect illumination, floodlighting, or internal illumination shall be the only allowable means of illumination of signs. All external lighting shall be directed away from adjacent properties to minimize the effects of light and glare upon adjacent uses. No bare bulb or neon illumination of signs shall be allowed. No flashing or animated signs shall be allowed. No electrical wire or cable serving an electric or illuminated sign shall be laid on the surface of the ground.
3. Signs shall only identify the name of the development or business and may contain secondary information related to rental or sale of units. Public identification signs may be placed upon public service structures such as telephone booths and bus shelters.
4. All signs shall be of permanent materials (no cardboard, cloth, paper, etc.). No flags, banners, or other devices shall be displayed for the purpose of attracting attention to a development or site. No temporary or portable signs shall be allowed. The display of the national flag, state flag, and flags of other political subdivisions shall not be restricted.
5. No sign shall be placed in a location which obstructs sight distance for an adjacent driveway or street right-of-way. No signs for a development shall be placed in any public right-of-way. No sign shall be erected which imitates or resembles any official traffic sign, signal, or device. Incidental public service signs less than four square feet in area, which contain no advertising but are intended for the convenience of the public and provide such messages as "entrance," "exit," "emergency entrance," "no parking," or other incidental service messages, shall be allowed.
6. All signs shall be submitted for the review by Building and Land Use Services, as required by the Building Code and the Electrical Sign Code. Additionally, the proposed design of all signs shall be submitted to Building and Land Use Services prior to construction for review to insure conformance with the standards listed hereinabove.

F. R-4-L sign regulations. Sign regulations shall be the same as stated for the R-4 Multiple-Family Dwelling District.

G. R-5 sign regulations. Sign regulations shall be the same as stated for the R-4 Multiple-Family Dwelling District.

H. PRD sign regulations. Sign regulations shall be the same as specified herein for the R-4 Multiple-Family Dwelling District. Design of signs shall be submitted with development plans at the time of site approval for review and approval of the Hearing Examiner. A single identification sign for the overall development shall be allowed at each major access to the PRD District; provided, only one overall development sign shall be allowed adjacent to each -frontage of the PRD District, irrespective of the fact that more than one major access may enter said right-of-way.

I. Sign regulations for conditional uses in residential districts and specified uses in all districts.

1. Application. The following regulations apply to conditional uses as designated. These regulations also apply to the uses noted as permitted uses in any district when the provisions below provide the greater sign allowance, in whole or in part.
2. For conditional uses in residential districts limited to public park facilities, public and private schools, and religious assembly facilities, which are on sites that are over one acre in area and have a minimum of 100 feet of street frontage: one freestanding sign, not exceeding 40 square feet in area per face and not greater than 15 feet in height, and one building face sign, of the same maximum dimension, shall be allowed for each conditional use. One additional ground sign with a maximum area of 30 square feet shall be allowed on each additional street frontage. Building face signs shall not extend above or beyond the edge of any wall or other surface to which they are attached, nor shall they extend more than 12 inches beyond the surface to which they are attached.
3. For public and private schools, public park facilities, and churches which are on sites less than one acre or sites with less than 100 feet of frontage, as well as for all other conditional uses in residential districts: one freestanding sign, not exceeding 30 square feet in area for all faces and not greater than six feet in height, and one building face sign, of the same maximum dimensions for each conditional use; provided, the total area for the freestanding and building face signs may not exceed 30 square feet. Building face signs shall not extend above or beyond the edge of any wall or other surface to which they are attached, nor shall they extend more than 12 inches beyond the surface to which they are attached.
4. Lighting. Indirect illumination, floodlighting, or internal illumination shall be the only allowable means of illumination of signs. All external lighting shall be directed away from adjacent properties to minimize the effects of light and glare upon adjacent uses. No bare bulb or neon illumination of signs shall be allowed. No flashing or animated signs shall be allowed. No electric wire or cable serving an electric or illuminated sign shall be laid on the surface of the ground.
5. All signs shall be of permanent materials (no cardboard, cloth, paper, etc.). No flags, banners, or other devices shall be displayed for the purpose of attracting attention to a development or site. No temporary or portable signs shall be allowed. The display of the national flag, state flag, and flags of other political subdivisions shall not be restricted.
6. No sign shall be placed in a location which obstructs sight distance for an adjacent driveway or street right-of-way. No signs for a development shall be placed in any public right-of-way. No sign shall be erected which imitates or resembles any

official traffic sign, signal, or device. Incidental public service signs less than four square feet in area which contain no advertising, but are intended for the convenience of the public and provide such messages as “entrance,” “exit,” “emergency entrance,” “no parking,” or other incidental service messages, shall be allowed.

7. For conditional uses in residential districts, freestanding signs larger than 30 square feet for all faces or taller than six feet shall be located a minimum of 50 feet from a lot occupied by a single-family residence. Freestanding signs for conditional uses may be constructed to the front property line.

8. In addition to the signage otherwise permitted, one sponsor identification logo sign may be included on a freestanding or wall sign for a conditional use. The sponsor identification logo shall not be internally illuminated and shall be limited to a maximum of one square foot per sign face.

[See next page for table.]

Section 13.06.522.J	DCC, DMU	WR	DR
Signage Allocation			
Total sign area allocation for signs attached to buildings and freestanding signs	Each business, 1-1/2 square feet per 1 foot building or street frontage on which the sign(s) will be located (area is calculated from frontage occupied by the business it identifies).	Same as DCC.	1 square foot per 1 foot of building frontage occupied by the business.
Signs Attached to Buildings			
Maximum number	Each business allowed 2 signs per frontage, but no more than 3 signs total for the business, no maximum number for public facility over 5 acres.	Same as DCC.	Same as DCC.
Maximum area per sign	Non-residential, 150 square feet per sign. Public facility over 5 acres, 300 square feet. Residential, 20 square feet.	Non-residential, 200 square feet per sign. Residential, 20 square feet.	Non-residential, 100 square feet per sign. Residential, 20 square feet.
Minimum sign area	First floor, 30 square feet. Second floor, 25 square feet.	Same as DCC.	Same as DCC.
Wall	Provisions of Section 13.06.521.E shall apply. Shall not exceed 35 feet above grade level, except for 1 corporate logo sign of 150 square feet allowed per building above 35 feet. Public facility over 5 acres not limited to 35 feet above grade.	Same as DCC.	Same as WR, except no corporate logo allowed.
Awning, canopy, marquee, under marquee	Provisions of Sections 13.06.521.H, I, and J shall apply.	Same as DCC.	Same as DCC.
Projecting	Provisions of Section 13.06.521.F shall apply with one per building allowed if no freestanding sign exists on the same frontage, shall not extend above 35 feet. Public facility over 5 acres not limited to 35 feet above grade.	Same as DCC.	Same as DCC.
Blade, under-canopy	Provisions of Section 13.521.I shall apply. 1 per business, shall not exceed 8 square feet per side, shall be illuminated only by indirect lighting, maximum projection of 3-1/2 feet, maximum wide thickness of 12 inches, and shall maintain a minimum clearance of 8 feet above the sidewalk. Area increase of 25% when using symbolic shape, rather than rectangle or square.	Same as DCC.	Same as DCC.
Rooftop signs	Prohibited.	Prohibited.	Prohibited.
Billboards	Prohibited.	Prohibited.	Prohibited.
Freestanding Signs			
Maximum number	1 per street frontage, per site not use and no more than 2 per site. 1 per street frontage(s) for public facility over 5 acres.	Same as DCC.	Same as DCC.

Section 13.06.522.J	DCC, DMU	WR	DR
Maximum area per sign	30 square feet. 300 square feet for public facility over 5 acres.	100 square feet.	30 square feet.
When not allowed	When building signage exceeds the sign area limit, not allowed on the same frontage as a projecting sign.	Same as DCC.	Same as DCC.
Maximum height	6 feet. 30 feet for public facility over 5 acres.	20 feet.	6 feet.
Directionals	Shall be limited to 4 feet in height.	Same as DCC.	Same as DCC.
Setback	None, but signs shall be on private property.	Same as DCC.	Same as DCC.
Billboards	Prohibited.	Prohibited.	Prohibited.
Sign Features			
Lighting	Indirect, internal illumination, neon, and bare bulb allowed.	Same as DCC.	Bare bulb illumination prohibited.
Rotating, mechanized	Allowed.	Same as DCC.	Prohibited.
Flashing, animated	Prohibited.	Prohibited.	Prohibited.
Electronic changing message center	Allowed.	Same as DCC.	Same as DCC.
Temporary Signs			
A-boards	1 permitted each business, shall not exceed 12 square feet in area nor 4 feet in height and shall not be placed on sidewalks less than 12 feet in width.	Same as DCC.	Same as DCC.
Banners	1 banner per business with a 60 square feet maximum displayed no longer than 6 months per year. Banners for cultural purposes shall not exceed 400 square feet and are not limited in number or duration.	1 banner per business with a 60 square feet maximum displayed no longer than 6 months per year.	Not allowed.
Flags	Shall be on private property, no advertising allowed except logos.	Same as DCC.	Same as DCC.
Window signs	Exempt, but shall not exceed 25 percent of the window area.	Same as DCC.	Same as DCC.
Searchlights, beacons	1 allowed per site, displayed no longer than 7 days per year. No restrictions during an event for public facility over 5 acres.	Same as DCC.	Prohibited.
Temporary off-premises advertising signs	Section 13.06.521.C shall apply, except public facility sites in DCC shall be allowed temporary advertising signs of 32 square feet, including banners not to exceed 160 square feet, attached to temporary fencing during the time of construction.	Prohibited.	Prohibited.

Section 13.06.522.K	C-2, CIX, CCX, UCX, UCX-TD, M-1, M-2, PMI	C-1
Signage Allocation		
Maximum total sign area	Wall signage, 1 square foot per 1 linear foot of the building frontage with the public entrance. Freestanding signage, 1 square foot per 1 linear foot of street frontage(s).	Same as C-2.
Signs Attached to Buildings		
Maximum number	3 per business, 25 percent allocation allowed on building wall(s) without a public entrance. (Note: 50 percent is allowed provided only 2 signs are installed at the business.) No maximum number for public facility over 5 acres.	Same as C-2.
Maximum area per sign	200 square feet. 400 square feet for public facility over 5 acres.	100 square feet.
Minimum sign area	Each business allowed 30 square feet regardless of frontage.	Same as C-2.
Wall	Provisions of Section 13.06.521.E shall apply.	Same as C-2.
Awning, canopy, marquee, under-marquee	Provisions of Section 13.06.521.H, I, and J shall apply.	Same as C-2.
Projecting	Provisions of Section 13.06.521.F shall apply, maximum projection 6-1/2 feet. Single business, in lieu of freestanding sign. Multi-business, not allowed.	Same as C-2.
Blade, under-canopy	Provisions of Section 13.521.I shall apply. 1 per business, shall not exceed 8 square feet per side, shall be illuminated only by indirect lighting, maximum projection of 3-1/2 feet, maximum wide thickness of 12 inches, and shall maintain a minimum clearance of 8 feet above the sidewalk. Area increase of 25% when using symbolic shape, rather than rectangle or square.	Same as C-2.
Roof signs	Prohibited.	Prohibited.
Billboards	Allowed only in C-2, M-1, M-2, and PMI. Provisions of Section 13.06.521.M shall apply.	Prohibited.
Freestanding Signs		
Maximum number	1 per street frontage, each 300 feet considered separate street frontage, corner sites require a minimum 300 feet on both frontages for an additional sign.	Same as C-2.
Maximum area per sign	200 square feet (additional 100 square feet allowed for name of shopping center), sites with freeway frontage shall not exceed 75 percent of the maximum allowed. 400 square feet for public facility over 5 acres.	100 square feet.
When not allowed	No freestanding sign shall be on same frontage as a projecting sign.	Same as C-2.
Maximum height	35 feet maximum; signs located 300 feet or less from residential district shall not exceed height of building it identifies. Sign height for site with freeway frontage is prohibited to exceed height of building it identifies. 45 feet for public facility over 5	6 feet for sites with less than 100 feet of frontage, 15 feet for sites with frontage between 100 feet and 300 feet, no sign shall

Section 13.06.522.K	C-2, CIX, CCX, UCX, UCX-TD, M-1, M-2, PMI	C-1
	acres.	exceed the height of the building it identifies.
Directionals	Shall be limited to 4 feet in height, except 15 feet shall be allowed in PMI.	Same as C-2.
Off-premises directionals	Provisions of Section 13.06.521.L shall apply, except 25 square feet shall be allowed in PMI with a maximum height of 15 feet and a maximum number of four per business.	Same as C-2.
Setback	Provisions of Section 13.06.521.G shall apply, minimum 200 feet separation from other freestanding signs, sites with freeway frontage shall locate signs on the abutting parallel frontage, no signs shall be allowed adjacent to the freeway.	Same as C-2.
Billboards	Allowed only in C-2, M-1, M-2, and PMI. Provisions of Section 13.06.521.M shall apply.	Prohibited.
Sign Features		
Lighting	Indirect, internal illumination, neon and bare bulb allowed.	Bare bulb illumination prohibited.
Rotating, mechanized	Allowed.	Prohibited.
Flashing, animated	Prohibited.	Prohibited.
Electronic changing message center	Allowed.	Same as C-2.
Temporary Signs		
A-boards	1 per business, on private property, 12 square feet per side, 4 feet height.	Same as C-2.
Banners	1 per business, 60 square feet maximum, 6 months per year. Banners for cultural purposes shall not exceed 400 square feet and are not limited in number or duration.	Prohibited.
Flags, pennants	Shall be on private property, no advertising allowed, except logos.	Same as C-2.
Window signs	Exempt, but shall not exceed 25 percent of the window area.	Same as C-2.
Searchlights, beacons	One allowed per site, displayed no longer than 7 days per year. No restrictions during an event for public facility over 5 acres.	Prohibited.
Temporary off-premises advertising signs	Provisions of Section 13.06.521.C shall apply, except public facility sites in UCX-TD shall be allowed temporary advertising signs of 32 square feet each, including banners not to exceed 160 square feet, attached to temporary fencing during the time of construction.	Prohibited.

13.06.522.L	T, NCX, URX, Non-Residential Districts with VSD	HM, HMX
Signage Allocation		
Maximum total sign area	1-1/2 square feet per 1 linear feet of building frontage abutting a street frontage, applies to the first 50 feet, with 1/2 square foot per 1 linear foot of building frontage over 50 feet.	HM and HMX sign regulations for use by hospitals only, all other uses in HM and HMX to follow T sign regulations.
Signs Attached to Buildings		
Maximum number	2 per primary frontage (1 may be ground sign), 1 per perpendicular frontage(s), 1 per alley frontage with a public entrance.	One per elevation.
Maximum area per sign	Shall not exceed size allocation on primary frontage, 50 square feet on perpendicular frontage(s), 25 square feet on alley frontage, 10 square feet on upper story or basement uses.	Identification signs at 75 square feet. Directional signs at 25 square feet.
Minimum sign area	30 square feet, except for upper story or basement uses.	
Wall	Provisions of Section 13.06.521.E shall apply.	Same as T.
Awning, canopy	Provisions of Section 13.06.521.J shall apply.	Same as T.
Blade, under-canopy	Provisions of Section 13.06.521. I shall apply. Indirect illumination only.	Same as T.
Projecting	40 square feet with frontage of at least 25 feet and not allowed on alleys, provisions of Section 13.06.521.F shall apply.	Provisions of Section 13.06.521.G shall apply.
Roof signs	Prohibited.	Same as T.
Billboards	Prohibited.	Same as T.
Freestanding Signs		
Maximum number	1 per site, sign area shared with building sign allocation (not allowed on an alley).	1 per right-of-way frontage or 1 per access, regardless the number of major accesses on one right-of-way frontage.
Maximum area per sign	30 square feet.	Identification or directory signs at 50 square feet. Directional signs at 25 square feet.
When not allowed	When the building signage has utilized the allowed sign area for wall signage or when a projection sign exists on the site.	N/A.
Maximum height	6 feet.	Identification or directory signs at 15 feet.
Directionals	Shall be limited to 4 feet in height.	Shall be limited to 6 feet in height.
Setback	None, but signs shall be on private property.	Same as T.
Billboards	Prohibited.	Same as T.

13.06.522.L	T, NCX, URX, Non-Residential Districts with VSD	HM, HMX
Sign Features		
Lighting	Indirect, or internal illumination allowed. No bare bulb illumination allowed. All external lighting to be directed away from adjacent properties to minimize effects of light and glare upon adjacent uses.	Same as T.
Rotating, mechanized	Prohibited.	Same as T.
Flashing, animated	Prohibited.	Same as T.
Electronic cChanging message center	Allowed Prohibited.	Same as T Allowed.
Temporary Signs		
A-boards	1 per business, on private property, 12 square feet per side, 4 feet height.	Prohibited.
Banners, pennants	Prohibited.	Banners allowed at 30 square feet.
Flags	Prohibited, except for the national flag, state flag, flags of other political subdivisions.	Same as T.
Window signs	Exempt, but shall not exceed 25 percent of the window area.	Same as T.
Incidental public service signs	Less than 4 square feet, contains no advertising, intended to provide messages such as "no parking," "exit," "entrance," etc.	Same as T.
Searchlights, beacons	Prohibited.	Same as T.

Section 13.06.522.M	PDB	RCX
Signage Allocation		
Maximum total sign area	Single business (wall signs), ½ square foot per 1 linear foot of building frontage.	1 square foot per 1 linear foot of building frontage abutting a street frontage, applies to the first 50 feet, with 1/2 square foot per 1 linear foot of building frontage over 50 ft.
Signs Attached to Buildings		
Maximum number	Single business, 1 per elevation, 2 total. Multi-business, 1 per business.	2 per primary frontage (1 may be a ground sign), 1 per perpendicular frontage(s), 1 per alley frontage with a public entrance.
Maximum area per sign	Single business, 75 square feet per elevation, total 150 square feet for all signs. Multi-business, 20 square feet.	30 square feet maximum on perpendicular frontage(s), but not to exceed size area allocation, 10 square feet on alley frontage, upper story and basement uses.
Minimum sign area	Single business, 30 square feet each business regardless of frontage.	20 square feet each business regardless of frontage.

Section 13.06.522.M	PDB	RCX
	Multi-business, 20 square feet each business regardless of frontage.	
Wall	Provisions of Section 13.06.521.E shall apply.	Same as PDB.
Awning, canopy, under-canopy	Provisions of Section 13.06.521. I and J shall apply.	Same as PDB.
Roof signs	Prohibited.	Prohibited.
Billboards	Prohibited.	Prohibited.
Freestanding Signs		
Maximum number	1 per site (single or multi-business) located in landscaped area.	1 per site (not allowed on an alley).
Maximum area per sign	30 square feet.	25 square feet.
Maximum height	6 feet.	4 feet.
Directionals	Shall be limited to 4 feet in height.	Same as PDB.
Setback	Minimum 5 feet from property lines.	None, but signs shall be on private property.
Billboards	Prohibited.	Prohibited.
Sign Features		
Lighting	Indirect or internal illumination allowed. No bare bulb or neon illumination allowed. All external lighting shall be directed away from adjacent properties to minimize effects of light and glare upon adjacent uses.	Same as PDB.
Rotating, mechanized	Prohibited.	Same as PDB.
Flashing	Prohibited.	Same as PDB.
Electronic Changing message center	Allowed.	Prohibited.
Temporary Signs		
A-boards	Prohibited.	1 per business, on private property, 12 square feet per side, 4 feet in height.
Banners, pennants	Prohibited.	Prohibited.
Window signs	Exempt, but shall not exceed 25 percent of the window area.	Same as PDB.
Flags	Prohibited, except the national flag, state flag, flags of other political subdivisions.	Same as PDB.
Incidental public service signs	Less than 4 square feet, contains no advertising, intended to provide messages such as “no parking,” “exit,” “entrance,” etc.	Same as PDB.
Searchlights, beacons	Prohibited.	Prohibited.

2013 Annual Amendment – Digital Sign Regulations

Benchmarking – Local Jurisdictions

Jurisdiction	Brightness/ Color	Size Limitation	Height Limitation	Frequency & Message duration	Zoning Restrictions	Other
Everett	Monochromatic only.	Up to 75% of allowable sign area otherwise allowed or 100 sq ft, whichever is less.		2-1-2 (message-delay-message) seconds minimum.	Allowed in zones where illuminated signs are allowed. Not allowed within 100 ft of any residence located within a Residential zone.	Schools and religious facilities in Residential zones granted conditional allowances.
Seattle	N/A, except for video: <500 nits from dusk-dawn measured at signs face.	N/A, except for video: Area <1000 sq inches No dimension more than 3 ft.	N/A, except for video: Max 15 ft. above grade; pole sign 10ft.	10 seconds, video shall have a minimum duration of 2 sec, max of 5 sec Video (animated) display- 20 sec still image or blank screen following every message.	Not allowed in or within 50 feet of residential, NC1 or NC2, Special Review District, Historical District, Preservation District, or shoreline environment.	Video allowances.
Spokane	0.3 foot candles over ambient levels.	Up to 50% of sign area otherwise allowed or 48 sq ft, whichever is less.		2 seconds, video not less than 2 seconds not more than 5 seconds.	Not allowed in Residential, CC4 zone or CBD 1-6.	Video allowances.
Bellevue				Message (text) shall not change more than once every eight hours. Frequency of once every four minutes downtown. Off from 10pm to 6am.	Allowed in zones where illuminated signs are allowed.	Public Service exempt from frequency and zoning. Only text allowed - no images.
Kirkland					Prohibited in designated corridors. Changing message centers allowed where illuminated signs are allowed.	

Jurisdiction	Brightness/ Color	Size Limitation	Height Limitation	Frequency & Message duration	Zoning Restrictions	Other
Bonney Lake	<5,000 nits-day, <500 nits dusk-dawn.	Up to 30% of sign area otherwise allowed.			Commercial and industrial only. Not allowed within 200 ft. of a residential zone and not visible from residential zone.	
Oak Harbor	Not to exceed "Undue Brightness".	Up to 50% of sign area otherwise allowed.		2-1-2 (message-delay-message) seconds minimum. If adjacent to a residential use or district the sign must be off from 10 pm to 6 am.	C1,C3,C4,C5, PF only.	
Federal Way					Not allowed in residential districts except for public services uses.	
Lakewood				5 second minimum.	Prohibited.	
Tukwilla	0.3 foot candles over ambient levels.	Shall not exceed 15 ft. width.	No taller than 5 ft.	10 second minimum. If in residential district sign must be off from 10 pm to 7 am.	Allowed in zones where illuminated signs are allowed.	
Everett	Monochromatic only.	Up to 75% of allowable sign area otherwise allowed.		2-1-2 (message-delay-message) seconds minimum. Sign must be off from 10 pm to 6 am.	Allowed in zones where illuminated signs are allowed. Not allowed within 100 ft of any residence located within a Residential zone.	Schools and religious facilities in Residential zones granted conditional allowances.
Sea-Tac	<8,000 nits day, <500 nits night-monochrome colors with dark background.	Up to 50% of sign area otherwise allowed or 55 sq ft. in higher intensity zones or 25 sq ft. in lower intensity zones, whichever is less.		1.5 second minimum. If in residential district sign must be off from 10 pm to 7 am.	Allowed in zones where illuminated signs are allowed.	
Pierce County		20 sq ft. maximum		30 seconds.	Prohibited in mid-county and South Hill.	

2013 Annual Amendment – Digital Sign Regulations

Brightness

There are two generally accepted measures of brightness in the sign industry; illuminance and luminance. Illuminance, the preferred method, is a measure of the amount of light intercepting an object (one’s eye) at a given distance from a light source (electronic sign) and can be measured in footcandles. Illuminance can be measured with a footcandle meter, which are relatively inexpensive (\$100-1000) and commonly available.

The second method, luminance, is an absolute measure of the amount of brightness that is being emitted from a light source and is usually measured in candelas per square meter, also known as "nits." Luminance can be measured by use of a “nit gun”, which are expensive (~\$3,000) and difficult to procure.

The preferred method of measurement is illuminance using a footcandle meter because a measure of luminance fails to account for ambient light conditions.

The illuminance of an electronic changing message center sign shall be measured at a defined distance based on the area of the sign. The illuminance is first measured with the sign off, and again with the sign displaying a white image (full brightness). The difference between the off and white image display shall not exceed .3 footcandles. The defined measurement distance is based on the following formula and is depicted in the table below:

$\sqrt{\text{Sign-area (multiplied by 10)}}$

Area of Sign (sq ft)	Measurement Distance (ft)
10	32
15	39
20	45
25	50
30	55
35	59
40	63

2013 Annual Amendment – Digital Sign Regulations

Driver Distractions:

The following studies show that the use of video or fast transitions on digital signs can be a distraction for drivers. Although most studies relate to Digital Billboards, the evidence can be applied to any digital sign along city streets where they may pose as distractions for drivers. These reports show a direct correlation between video images, fast transition static images, and expanded content (more than one frame telling a story) and an increase in the level of driver distraction, and in some cases increases in motor vehicle crashes.

University of Toronto 2004:

- Drivers make twice as many glances at active (video signs) as static images.
- Glances, at active (video signs), were of longer duration.

Texas Transportation Institute 2005:

- Sign messages that flash or change are more distracting, less comprehensible, and require more reading time than static images.

Federal Highway Administration 2001 (Seattle Study):

- Electronic signs with moving images will distract drivers for longer durations (or intervals) than electronic signs with no movement.
- Expanded content of a dynamic sign also contributes to extended distraction from driving.
- Signs that use two or more frames to tell a story are very distracting.
- The report recommended the city use a "10-second rule" as the maximum display time for a video message.

Wisconsin DOT:

- Analysis compared the crash rates three years before and three years after the installation of a variable message advertising sign outside Milwaukee County Stadium:
 - *Eastbound Segment.* The crash rate for the three years before installation was 3.12 crashes per million vehicle miles traveled (VMT). The three-year crash rate after installation was 4.25 crashes per million VMT. The increase in crash rate after installation was 1.13 crashes per million VMT, or 36 percent
 - *Westbound Segment.* The crash rate before installation was 2.91 crashes per million VMT, and 3.53 per million VMT after installation, an increase of 0.62 crashes per million VMT or 21 percent.

2013 Annual Amendment – Digital Sign Regulations

Stakeholder and Public Outreach Strategy and Schedule

Staff has conducted initial, informal outreach to some of the potential stakeholder groups below and plans to conduct informational sessions with all of these stakeholders. Staff will share preliminary findings and proposals for regulating digital signage and collect input from stakeholders and report back to the Planning Commission in January/February 2013.

Education Facilities:

- Tacoma Public Schools
- University of Washington Tacoma
- Tacoma Community College
- Evergreen State College Tacoma
- Bates Technical College

Public Service Facilities:

- Tacoma Police Department
- Tacoma Fire Department
- Metro parks

Neighborhood Councils:

- New Tacoma Neighborhood Council, Eastside Neighborhoods Advisory council, South Tacoma Neighborhood Council, South End Neighborhood Council, Central Neighborhood Council, West End Neighborhood Council, Northeast Tacoma Neighborhood Council, and North End Neighborhood Council.

Business:

- Cross District Association of Tacoma
- Tacoma-Pierce County Chamber
- Tacoma Mall (Simon Property Group, Inc.)
- American Neon Capitol Sign
- Culbertson Sign
- i-5 Design
- Lumin-Art Signs
- Plumb Signs
- Sign Tech Electric
- Tacoma Tent & Awning
- Tube Art(Digital Plant)



City of Tacoma
Community & Economic Development Department

TO: Planning Commission
FROM: Stephen Atkinson, Comprehensive Planning Division
SUBJECT: Shoreline Related Comprehensive Plan Elements
DATE: November 1, 2012

In November of 2011, the City Council adopted an update of the Tacoma *Shoreline Master Program* (SMP), which included the *Thea Foss Waterway Design Guidelines (FWDG)* and the *Public Access Alternatives Plan (PAAL)*. The update of the *Shoreline Master Program* was initiated in 2006 to comply with Washington Administrative Code Guidelines and was the first comprehensive update of the SMP since its adoption in 1976. The Tacoma Planning Commission performed considerable review over several years in developing its recommendations to Council, which it formally made in August of 2011.

The SMP includes multiple elements, including a *Comprehensive Plan* shoreline policy element, development regulations, permit procedures, and zoning. In addition, past subarea plans had been incorporated into both the SMP and *Comprehensive Plan* by reference. These included the *Ruston Way Plan*, *Shoreline Trails Plan*, and *Foss Waterway Design and Development Plan*. These documents generally contain an area-wide vision, background, existing conditions description, public access projects, use policies, design guidelines, and an implementation strategy. As part of the SMP update these documents were reviewed and many elements were integrated into the SMP, PAAL, and FWDG. However, during the Planning Commission's deliberations, concern was expressed over the degree to which elements of these documents were being retained in the SMP package and the Commission requested that staff follow up with an additional review of these documents and a proposal to update these documents as appropriate to ensure that a longstanding community vision for these waterfront areas was being retained.

At the November 7, 2012 meeting staff will be discussing proposed amendments to the *Ruston Way Plan*, *Shoreline Trails Plan*, and *Foss Waterway Design and Development Plan* which are intended to (1) carry forward and integrate the design elements of these *Comprehensive Plan* elements into one streamlined *Waterfront Design Guidelines* document; (2) integrate the relevant public access vision and project descriptions into the *Public Access Alternatives Plan*; and (3) improve the consistency of the *Comprehensive Plan* and *Shoreline Master Program* and associated documents.

Attached are a staff report that summarizes the need and rationale for amendments to these documents and a table that summarizes the general elements of these documents and where they are/will be addressed. The *Shoreline Trails Plan*, *Ruston Way Plan* and *Foss Waterway Design and Development Plan* can be found at www.cityoftacoma.org/shorelineupdate under 'Existing Shoreline Plans.' If you have any questions, please contact Stephen Atkinson, Comprehensive Planning Division, 253.591.553, or satkinson@cityoftacoma.org.

c: Peter Huffman, Assistant Director

Attachments



2013 Annual Amendment Application No. 2013-05
Shoreline Related Comprehensive Plan Elements

STAFF REPORT
(For Planning Commission's Review on November 7, 2012)

Application #:	2013-05
Applicant:	Community & Economic Development Department
Contact:	Stephen Atkinson, Comprehensive Planning Division
Type of Amendment:	Comprehensive Plan
Current Land Use Intensity:	Not Applicable
Current Area Zoning:	Not Applicable
Size of Area:	Not Applicable
Location:	City-wide
Neighborhood Council area:	City-wide
Proposed Amendment:	Amending the Ruston Way Plan, Shoreline Trails Plan, and Foss Waterway Design and Development Plan to integrate the character and design elements of these documents into a unified Tacoma Waterfront Design Guidelines and to integrate further the public access vision and project descriptions into the Public Access Alternatives Plan.

General Description of the Proposed Amendment:

The proposed amendments to the *Ruston Way Plan*, *Shoreline Trails Plan*, and *Foss Waterway Design and Development Plan* are intended to (1) carry forward and integrate the design elements of these Comprehensive Plan Elements into one streamlined Waterfront Design Guidelines document; (2) integrate the relevant public access vision and project descriptions into the Public Access Alternatives Plan; (3) improve the consistency of the Comprehensive Plan and Shoreline Master Program and associated documents.

A summary of the documents are as follows:

Ruston Way Plan (1981)

1. Plan Area
 - The Ruston Way Plan applies to an approximately two-mile stretch of shoreline along Commencement Bay and located between Old Town and the Town of Ruston. With the exception of the Waterview Street area, the Plan area lies between the railroad tracks and outer harbor line. The Plan area also includes consideration for the gulches and nearby slopes that provide connectivity between the residential areas and the shoreline.
2. Purpose and Intent

- In 1976, after extensive citizen participation, the Master Program for Shoreline Development was first adopted and affirmed the recommendation to develop the Ruston Way shoreline as an area of mixed public and private uses. The Plan includes intent statements, policies, and design recommendations to foster continuity along the Ruston Way shoreline and to establish the desired character.

3. Vision

- To develop an active and attractive urban waterfront of mixed public and private development that meets community recreation needs and emphasizes the shoreline for public use.

Shoreline Trails Plan (1989)

1. Plan Area

- The Plan area boundary encompasses the shoreline areas of the Tacoma peninsula which includes the Foss Waterway and extends north along Commencement Bay to Point Defiance Park. From Point Defiance Park, the plan area boundary extends south along the Narrows to Titlow Park at Sixth Avenue Extended and beyond to the City's southern boundaries. The plan boundary extends inland from the water's edge to the top of the steep slope areas and includes all of Point Defiance Park and the gulches.

2. Purpose and Intent

- The purpose of this plan is to identify a continuous shoreline trail system complete with viewing areas and access points along the shoreline areas of the Tacoma peninsula. It is intended that the plan will guide future land acquisition, and the location, development and improvement of a shoreline trail system.

3. Vision

- The Plan proposes a coordinated trail system that ties individual trail segments together into a unified urban pedestrian network. The trail system will provide an alternate means of travel to and from shoreline areas and neighborhoods. The trail segments will be linked together by connecting trails and, where this is not possible, by using nearby streets and sidewalks.

Foss Waterway Design and Development Plan (1995)

1. Plan Area

- The Foss Waterway is approximately three and one half miles of continuous shoreline off Commencement Bay adjacent to the City of Tacoma's downtown. The boundaries begin to the northwest, including the 4th Street ramp off Schuster Parkway, wrapping around the Waterway bounded by Dock Street and "D" Street and ending at the northeast point of land near "D" Street and East 3rd Street. The Plan primarily applies to the west side of the Waterway.

2. Purpose and Intent

- The Foss Plan promotes public access and enjoyment of the shoreline within these policies and guidelines. The five major goals include:
 - i. Create a public access system with a continuous esplanade and coordinated design standards;

- ii. Establish design and development guidelines for land use and publicly owned properties;
- iii. Manage the shoreline to further optimize circulation and public access, development, and environmental protection;
- iv. Provide opportunities for mixed use development, public/private investment and recreational opportunities;
- v. Retain and enhance all characteristics of the Waterway that support marine and boating activities.

3. Vision

- The Foss Plan envisions a mixed use community, including marine uses, attuned to the intrinsic qualities of its water setting and inseparable from the city around it. It strives to attain the “ABC’s” of development: *Access, Boating, and Character*.

Applicable Provisions of the Growth Management Act:

The proposed amendments to TCM 13.02 are consistent with the GMA (RCW 36.70A); for example:

- 4. The proposed public access plan supports Goal 3: Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans;
- 5. The amendment of subarea plans related to recreation is consistent with and authorized under 36.70A.080 Optional Elements;
- 6. The proposed amendments are intended to help implement the policy preferences for shorelines of the state (RCW36.70A.480) and to improve consistency between the Comprehensive Plan elements and the Shoreline Master Program.

Amendment Criteria:

Applications for amendments to the Comprehensive Plan and Land Use Regulatory Code are subject to review based on the adoption and amendment procedures and the review criteria contained in TMC 13.02.045.G. Proposed amendments are required to be consistent with or achieve consistency with the Comprehensive Plan and meet at least one of the ten review criteria to be considered by the Planning Commission. The following section provides a review of each of these criteria with respect to the proposal. Each of the criteria is provided, followed by staff analysis of the criterion as it relates to this proposal.

1. There exists an obvious technical error in the pertinent Comprehensive Plan or regulatory code provisions.

Staff Analysis: Not applicable.

2. Circumstances related to the proposed amendment have significantly changed, or a lack of change in circumstances has occurred since the area or issue was last considered by the Planning Commission.

Staff Analysis:

The following summarizes the circumstances that have changed since these documents were last amended:

- 1. In 2011 the Tacoma City Council adopted an update of the *Tacoma Shoreline Master Program* (SMP), including the associated *Thea Foss Waterway Design Guidelines* and *Public Access Alternatives Plan*. The SMP includes updated policies and development regulations for issues

pertaining to public access, views, transportation, shoreline modifications, over-water structures, vegetation management, and site planning, as well as amendments to shoreline districts and allowed uses. The *Ruston Way Plan*, *Shoreline Trails Plan*, and *Foss Waterway Design and Development Plan* were developed in accordance with a prior SMP framework and are no longer consistent with the provisions of the SMP.

2. The *Ruston Way Plan* and *Shoreline Trails Plan* were both adopted pre-Growth Management Act and have not been subsequently amended or updated since adoption. Critical areas regulations will be a factor in the site specific design and location of trail systems and new regulations and standards for bicycle and pedestrian facilities have been incorporated into the Comprehensive Plan since the adoption of these past planning documents. Various elements of these documents are currently addressed under the purview of the following planning documents:
 - a. Transportation Element and the Mobility Master Plan
 - b. Open Space and Recreation Element
 - c. Complete Streets and Mobility Design Guidelines
 - d. Shoreline Master Program
 - e. Public Access Alternatives Plan
 - f. Foss Waterway Design Guidelines
3. The Ruston Way shoreline has been almost entirely built-out in accordance with the Ruston Way Plan and the Foss Waterway has undergone a significant transformation since the plans were first adopted. In addition, multiple segments of the Shoreline Trails Plan have been completed, including the Titlow Park trail system, Point Defiance trail system and promenade, War Memorial Park, Ruston Way promenade, Point Ruston esplanade, and the Foss Waterway esplanade.
4. The City Council is currently reviewing the proposed *Foss Waterway Master Redevelopment Strategy* which incorporates the public vision of the *Foss Waterway Design and Development Plan*. The *Redevelopment Strategy* is intended to establish the Council preferences for uses, development densities, project sequencing, public infrastructure needs, and an implementation strategy for the publicly-owned properties on the west side of the Waterway. Multiple elements of the *Foss Plan* have been integrated into this document. While the SMP frames what types of development *can* occur, the MRS identifies the Council priorities for the development the public *wants* to occur.

The needs of the City have changed, which support an amendment.

Staff Analysis: The Shoreline Trails Plan, Ruston Way Plan and Foss Waterway Design and Development Plan were developed at a time when these shoreline areas were largely undeveloped and the plans set the stage for new development and public infrastructure investments to occur. Since that time other planning tools have been developed that overlap or update many of the elements contained in these plans and new tools are required to manage the next phase of life of these shorelines areas.

In addition, the public's desire and vision for the shoreline has changed since these plans were first adopted. For example:

- Recent park improvements at the Chinese Reconciliation Park and along the Point Ruston WaterWalk contain design elements that implement the intent of the Ruston Way Plan, but diverge from the design specifications in that plan.

- There are multiple, divergent community visions for the Bayside Trail and how the trail system should connect through the Schuster Parkway corridor.
- As public processes are undertaken for the planning and design of specific shoreline parks and trails, staff finds that often the public desire runs counter to the more prescriptive and standardized design specifications included in these planning documents.
- Finally, during the Shoreline Master Program update a community sentiment was expressed that the ‘Dome to Defiance’ shoreline area, which incorporates the Foss Waterway, Schuster Parkway, Ruston Way and Point Ruston, should be developed into a more cohesive system with a stronger unified identity, while maintaining the flexibility for site specific design. This represents a common ‘push-pull’ in design guidelines between allowing site specific creativity while still providing an overall framework to ensure the desired quality and aesthetic characteristics, without becoming too prescriptive.

As a result, the needs of the City and the need for these plans have changed significantly since their adoption. However, there remains an ongoing need to plan for these areas and their next phase of life.

- 3. The amendment is compatible with existing or planned land uses and the surrounding development pattern.**
- 4. Growth and development, as envisioned in the Plan, is occurring faster, slower, or is failing to materialize.**
- 5. The capacity to provide adequate services is diminished or increased.**
- 6. Plan objectives are not being met as specified, and/or the assumptions upon which the plan is based are found to be invalid.**
- 7. Transportation and and/or other capital improvements are not being made as expected.**
- 8. For proposed amendments to land use intensity or zoning classification, substantial similarities of conditions and characteristics can be demonstrated on abutting properties that warrant a change in land use intensity or zoning classification.**
- 9. A question of consistency exists between the Comprehensive Plan and its elements and RCW 36.70A, the County-wide Planning Policies for Pierce County, Multi-County Planning Policies, or development regulations.**

Staff Analysis: “Not applicable” for Questions 3, 4, 5, 6, 7, 8, and 9.

Staff Recommendation:

Staff recommends carrying forward the vision, public access, and design elements of the *Shoreline Trails Plan*, *Ruston Way Plan* and *Foss Waterway Design and Development Plan* and unifying these elements within the proposed *Tacoma Waterfront Design Guidelines* and the *Public Access Alternatives Plan*.

Exhibits: Available at www.cityoftacoma.org/shorelineupdate

- A. Ruston Way Plan
- B. Shoreline Trails Plan
- C. Foss Waterway Design and Development Plan

Common Elements

Proposed Coverage of Access and Design Elements From the Ruston Way Plan, Shoreline Trails Plan, and Foss Plan					
	Shoreline Master Program (SMP)	Public Access Alternatives Plan (PAAL)	Tacoma Waterfront Design Guidelines (TWDG)	Mobility Master Plan (MoMap)	Capital Facilities Program/6-Year Transportation Improvement Program (CFP/TIP)
Background/existing conditions		X Background and existing conditions updated	X Background and existing conditions updated		
Plan Area	X The SMP applies to areas within 200' of the water and in-water areas	X The PAAL will incorporate the plan area from previous plans.	X The TWDG will apply to the public access areas and projects identified in the PAAL.	(Citywide)	(Citywide)
Vision	X Incorporates an overall framework for public objectives for shoreline areas and establishes a policy framework for shoreline subareas	X Articulates the vision for a comprehensive public access system	X Articulates the design vision for public access as well as building sites within the 'Dome to Defiance' shoreline	(Citywide)	Implements the City vision
Plan Amendment Process	X	X	X	X	X
Use of the Plan	X	X	X	X	X
Public Access Projects		X		X	X

Common Elements			Includes maps, lists, and descriptions for public access projects		Includes maps, lists, descriptions and cost estimates for bicycle/pedestrian projects	Projects from the PAAL and MoMaP are included here for funding eligibility
	Land Use Preferences	X The SMP includes a use table to identify what uses are allowed in shoreline districts as well as policies that encourage or discourage specific use types				
	Transportation Facilities Design	X Includes policies and development regulations for transportation facilities and projects within the shoreline		X Includes design guidelines for streetscapes and trails	X Includes design specifications and standards for different types of transportation facilities	X Project specific
	Shoreline Armoring/In-water design considerations	X This issues is largely code driven under the updated SMP		X Provides guidelines and illustrations pertaining to green shoreline treatments		
	Vegetation Management	X This is largely a code issue under		X Provides guidelines for		

	the updated SMP		landscaping and vegetation management		
View Considerations	X Provides policies and development standards for views and view impacts	X Identifies opportunities for enhanced view access	X Provides design guidelines for balancing views with other interests and for mitigating view impacts		
Design Elements <ul style="list-style-type: none"> • Benches • Lighting • Signage • Materials • Landscaping • Bollards • Garbage Cans • Drinking Fountains 	X Contains policies and development standards that require appropriate site furnishings as part of public access improvements		X Includes examples of design standard amenities, but allows alternatives		
Implementation/Funding	X Implementation of objectives occurs through the permit process	X Identifies potential funding sources and partnerships	X Implementation occurs through permit process and/or in conjunction with FWDA Design Committee	X Includes implementation cost estimates, action steps, regional coordination, demonstration projects	X The CFP and TIP are implementation documents