



Manitou Potential Annexation

A. Summary of Proposal:

The proposal would establish land use designations and zoning districts (or “Proposed Zoning”) for the Manitou Potential Annexation Area (PAA), to be effective if and when the annexation of the area to the City of Tacoma occurs. The proposal requires amendments to the *One Tacoma* Comprehensive Plan and the Land Use Regulatory Code in the following manner:

1. Amending the Official Zoning Map as referenced in the Land Use Regulatory Code by adding the Manitou PAA to the City and mapping appropriate zoning classifications accordingly;
2. Amending the *One Tacoma Plan's* Future Land Use Map (Urban Form Element, Figure 2) by adding the Manitou PAA to the City and mapping appropriate land use designations accordingly;
3. Amending the *One Tacoma Plan's* Potential Annexation Areas Map (Public Facilities and Services Element, Figure 38) by de-designating the Manitou PAA and adding the area to the City; and
4. Correcting any additional references to the Manitou PAA throughout the *One Tacoma Plan* and the Land Use Regulatory Code as appropriate.

Proposed amendments are included in **Section II-E of the Public Review Document** prepared for the Planning Commission’s public hearing on May 15, 2019.

B. Planning Commission Post-Hearing Review:

Two options of the Proposed Zoning for the Manitou PAA (“Option 1” and “Option 2”) were released by the Planning Commission for public review in preparation for the public hearing on May 15, 2019. Public comments received seemed to indicate a preference for a third option (“Option 3”).

At the meeting on May 29, 2019, the Planning Commission reviewed public comments received and staff’s responses. The Commission indicated that overall Option 1 does not seem to be of interest (primarily because of the C-2 zoning), and generally preferred Options 2 and 3. The Commission also requested staff to provide additional information about potential non-conforming commercial uses created by the annexation, as well as additional information such as short plat design, density and development potential to illustrate the differences between R-2 and R-3.

Provided in the following Section C. are additional information and staff analysis prepared in response to the Commission’s requests and to facilitate the Commission’s discussion and determination on June 19, 2019.

C. Additional Information and Staff Analysis:

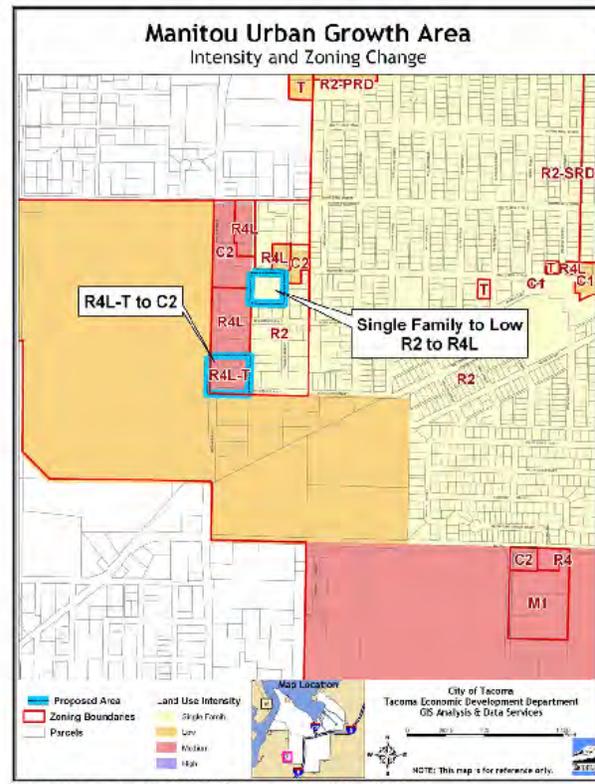
1. Pre-Annexation Planning:

Pre-annexation planning effort for the Manitou Potential Annexation Area (PAA), with a focus on proposing Land Use Designations and Zoning Districts, has been conducted since 1993. The latest version of the proposed zoning was adopted by the City Council on November 16, 2004, as part of the 2004 Annual Comprehensive Plan Amendment. As shown in Figure 1, the proposed zoning, reflecting the existing land uses of that time, included the following designations:

- C-2 for commercial areas,
- R-4L for multi-family areas, and
- R-2 for single-family areas.

The corresponding land use intensity designations for the C-2, R-4L, and R-2 zones were Medium, Low, and Single Family, respectively. It is noted that as part of the 2015 Comprehensive Plan Amendment, the concept of “Land Use Intensity Designations” was rescinded and substituted with the schemes of “Comprehensive Plan Future Land Use Designations” (as set forth in the Urban Form Element of the *One Tacoma Plan*).

Figure 1



2. Existing Land Use and Zoning

Pierce County currently regulates land and building in the Manitou PAA under the Mixed Use District (MUD) designation, which allows a broad variety of mid-density residential, commercial, and industrial land uses. Up to 60-foot-tall buildings could be permitted with these uses. The existing land uses in the area, as depicted in Figure 2, to some degree reflect the MUD designation. However, no building in the area is as tall as 60 feet. It is also noted that the land use pattern in the area has in large part remained the same since 2004.

Figure 2



(Source: Pierce County Planning and Public Works Department)

3. Proposed Zoning – Options 1, 2, and 3

As described above, Options 1 and 2 were released for public review and Option 3 reflects the general preference of many citizens who had commented.

The following is a brief summary of the options (see Figures 3, 4 and 5, respectively):

Option 1

- C-2 for auto-related commercial areas
- C-1 for non-auto related commercial areas
- R-4L for multi-family areas
- R-2 for single-family areas
- STGPD Overlay for all

Option 2

- C-1 for all commercial areas
- R-4L for multi-family areas
- R-3 for single-family areas
- STGPD Overlay for all

Option 3

- C-1 for all commercial areas
- R-4L for multi-family areas
- R-2 for single-family areas
- STGPD Overlay for all

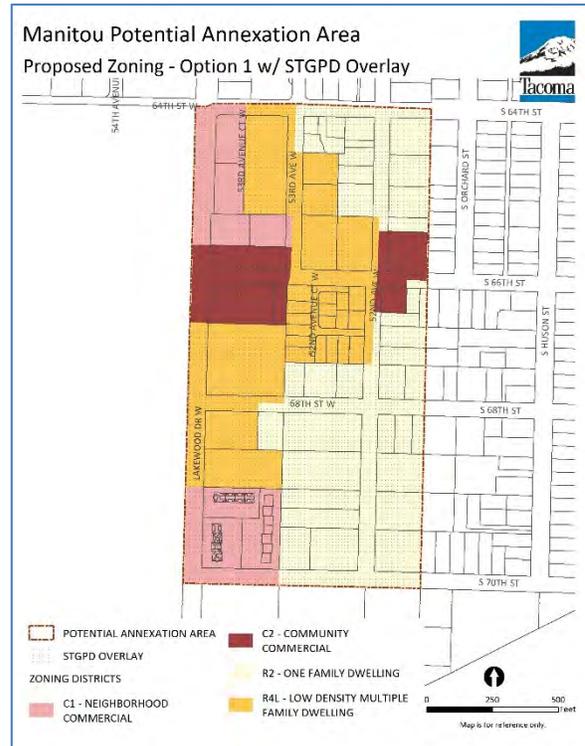


Figure 3

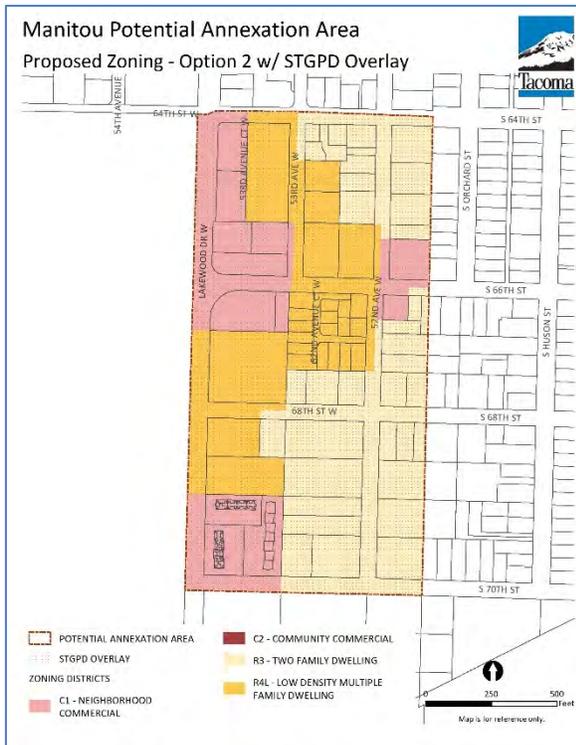


Figure 4

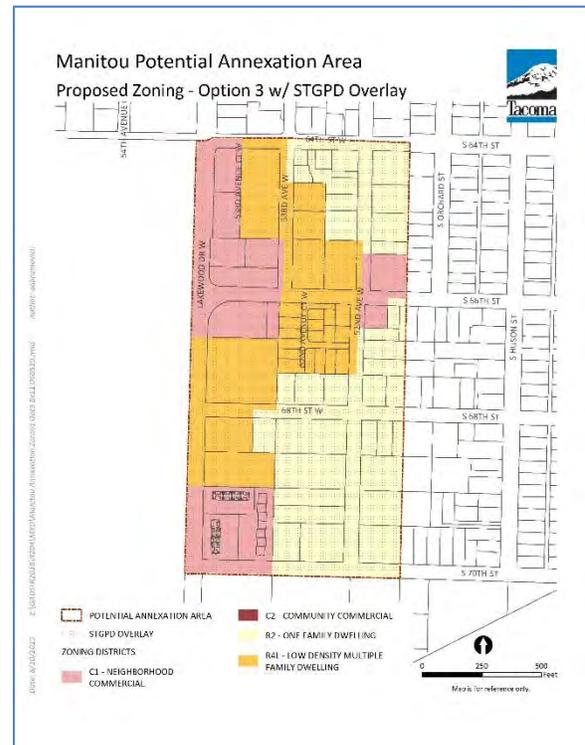


Figure 5

4. C-1 vs. C-2 Zoning

Under Option 1 of the Proposed Zoning for the Manitou PAA, areas with auto-related businesses, including a gas station with a mini mart, a vehicle repair shop with used car sales, a used tire shop, and another used car sale, would be zoned C-2, and other non-auto related commercial areas would be zoned C-1. Under Option 2 and Option 3, all commercial areas would be zoned C-1.

Major differences between C-1 and C-2 can be summarized as follows:

	C-1	C-2
Zoning District	General Neighborhood Commercial District	General Community Commercial District
Land Use Designation	Neighborhood Commercial	General Commercial
Description	The C-1 District contains low-intensity, smaller-scale land uses such as retail, office, daycares, service uses, and fueling stations. Building sizes are limited for compatibility with surrounding residential areas. Residential uses are appropriate.	The C-2 District is intended to allow a broad range of medium- to high-intensity uses of larger scale. Office, retail, and service uses that serve a large market area are appropriate. Residential uses are also appropriate.
Building Height (ft)	35	45
Building Size (sf)	30,000	45,000
Allowed Uses	Some of the uses that are Not Allowed in C-1, but Allowed in C-2, include: vehicle rentals/sales, drive-throughs, building materials/contractor yards, commercial recreation (e.g., gyms), emergency/transitional housing, hotels, self-storage, plant nurseries, and taverns.	
Nonconforming	<ul style="list-style-type: none"> • “Vehicle rental and sales” is prohibited in C-1 (i.e., nonconforming to use). • “Vehicle service and repair” is permitted in C-1, subject to development standards as set forth in TMC 13.06.510.E (i.e., nonconforming to development standards). 	<ul style="list-style-type: none"> • “Vehicle rental and sales” is permitted in C-2. • “Vehicle service and repair” is permitted in C-2, subject to development standards as set forth in TMC 13.06.510.E (i.e., nonconforming to development standards).
Development Potential	<ul style="list-style-type: none"> • C-1 is considered a significant down zone from current Pierce County’s Mixed-Use District in terms of allowed uses and building height limit. • Further down zone from previously adopted designations in 2004, where there was no C-1 . 	<ul style="list-style-type: none"> • C-2 is considered a significant down zone from current Pierce County’s Mixed-Use District in terms of allowed uses and building height limit. • Consistent with the previously adopted designations in 2004, where all commercial areas were zoned C-2.
South Tacoma Groundwater Protection District (STGPD) Overlay	The STGPD requirements would apply to all businesses located within the district, regardless of the underlying zoning districts the businesses are subject to. The impacts of individual businesses to groundwater protection depend primarily on the type and operations of the businesses and need to be further analyzed, and properly mitigated, on a business-by-business basis.	

5. R-2 vs. R-3 Zoning

Under Proposed Zoning Option 1, all the existing single-family residential areas would be zoned R-2. Under Option 2 and Option 3, these areas would be zoned R-3.

Major differences between R-2 and R-3 can be summarized as follows:

	R-2	R-3
Zoning District	Single-Family Dwelling District	Two-Family Dwelling District
Land Use Designation	Single-Family Residential	Multi-Family (Low Density)
Description	The R-2 district is intended primarily for single-family detached housing, but may also allow a limited number of compatible uses including lodging uses, holiday sales for Christmas and Halloween, and two-family dwellings in certain circumstances. The district is characterized by low residential traffic volumes and generally abuts more intense residential and commercial districts.	The R-3 district is intended primarily for two-family housing development. Uses such as single-family dwellings, three-family dwellings, and some lodging and boarding homes may also be appropriate, in addition to the uses permitted in less dense zones. The district is characterized by low residential traffic volumes and generally abuts more intense residential and commercial districts.
Building Height (ft)	35	35
Minimum Lot Width (ft)	Standard – 50 Small Lots – 35	Standard – 50 Two-family – 32 Townhouse – 16
Minimum Lot Area (sf)	Standard – 5,000 Small Lots – 4,500 Two-family – 6,000	Standard – 5,000 Small Lots – 2,500 Two-family – 6,000 Three-family – 9,000 Multi-family – 9,000 Townhouse – 3,000
Minimum Density (units/gross acre)	N/A	10
Allowed Uses	Some of the uses that are Not Allowed in R-2, but Allowed in R-3, include: three-family and multi-family dwellings, retirement home, and residential care facilities.	
Development Potential *	<ul style="list-style-type: none"> Existing: 36 single-family parcels, with 34 single-family dwelling units Potential: Approx. 60 dwelling units (an increase of 26 units) 	<ul style="list-style-type: none"> Existing: 36 single-family parcels, with 34 single-family dwelling units Potential: Approx. 100 dwelling units (an increase of 66 units)

* Staff Notes:

1. A cursory review, with educated estimate, of the 36 single-family parcels suggests that approximately 14 parcels appear to be more promising, or less challenging, for short platting and/or multi-family development. If zoned R-2, these 14 parcels could accommodate 2 to 4 dwelling units each, with a total of approximately 40 units collectively, which represents an increase of 26 units (from 14). If zoned R-3, these 14 parcels could accommodate twice as many dwelling units collectively, i.e., 80 units, which represents an increase of 66 units (from 14).

2. Lot sizes of the 36 parcels vary significantly, ranging from 2,900 sf to 43,560 sf, with 4 lots smaller than 5,000 sf, 12 between 5,000-10,000 sf, 9 between 10,000-20,000 sf, 8 between 20,000-30,000 sf, and 3 larger than 30,000 sf.
3. A similar pattern of a wide range of lot sizes is also seen in the South Tacoma residential neighborhood immediately to the east of the Manitou area, where the lot sizes range from 4,600 sf to 26,800 sf. Further east into the South Tacoma neighborhood, lot sizes are more homogeneous, mostly at 5,750 sf, 6,100 sf, or 6,900 sf.
4. Under the current Pierce County's "Mixed Use District" regulations, the 36 parcels can potentially be developed into residential, commercial, or industrial uses, with building height of up to 60 feet.
5. A cursory review, with educated estimate, of these parcels was conducted to determine their development potential, collectively, under R-2 and R-3 zoning. Factors considered in the cursory review include: minimum lot areas and minimum lot widths for R-2 and R-3, and attributes of each parcel such as lot size, lot width, location of the lot, street access, and reasonable allowance for required setback, driveways and parking spaces, where needed.
6. No plat design rendering or illustration was done for any specific site, because (a) the sizes and conditions of these sites vary significantly from site to site, such that none of the sites appears to be representative of the neighborhood; and (b) this is a very small neighborhood and out of respect for the property owners' privacy and plans for their property, it is considered inappropriate to identify any particular property and illustrate what could be done on the site.
7. Figures 6 and 7 below illustrate two types of residential development appropriate for R-2 areas, and Figures 8 and 9 illustrate those appropriate for R-3 areas.



Figure 6 (development appropriate for R-2)



Figure 7 (development appropriate for R-2)



Figure 8 (development appropriate for R-3)



Figure 9 (development appropriate for R-3)

6. Future Land Use Designations

As previously adopted in 2004, the proposed Land Use Intensity designations for the Manitou area were Medium, Low, and Single Family, corresponding to the proposed C-2, R-4L, and R-2 zones, respectively.

As of 2015, the concept of “Land Use Intensity Designations” was rescinded and substituted with the schemes of “Comprehensive Plan Future Land Use Designations” (as set forth in the Urban Form Element of the *One Tacoma Plan*).

It is recommended that, moving forward, the Future Land Use Designations for the Manitou area be established as Neighborhood Commercial, Multi-Family (Low Density), and Single-Family Residential, corresponding to the proposed C-1, R-4L, and R-2 zoning designations, respectively, as shown in Figure 10.

(Staff Note: The above language was prepared based on “Option 3” of the proposed zoning, for the purpose of facilitating the Planning Commission’s discussion on June 19, 2019, and will be amended as appropriate based on the Commission’s determination.)

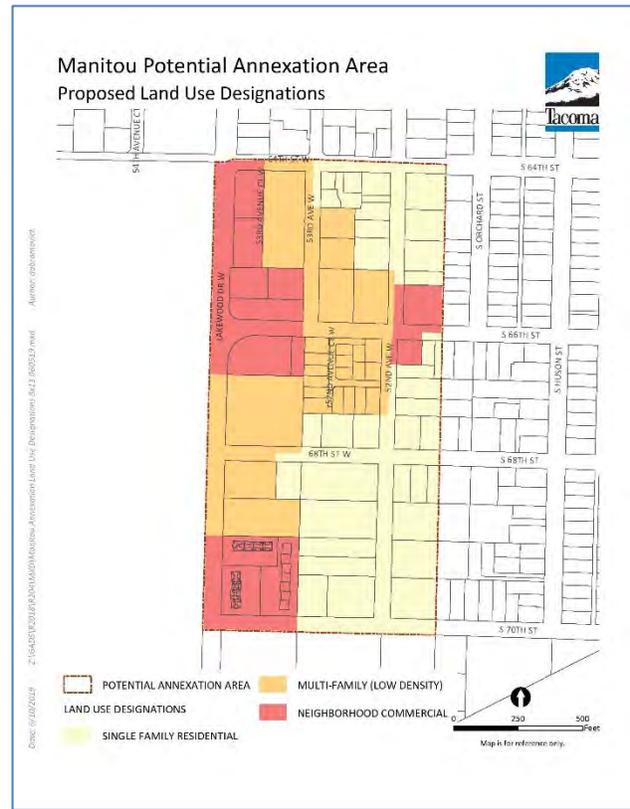


Figure 10

D. Staff Recommendation:

Staff recommends that the Planning Commission forward to the City Council for consideration for adoption the “Manitou Potential Annexation” application, as compiled in **Section II-E of the Public Review Document**, with the following modifications:

1. That the proposed Zoning Districts for the Manitou area would include C-1, R-4L, and R-2, as delineated in Figure 5 (i.e., “Option 3”) of this report; and
2. That the proposed Future Land Use Designations for the Manitou area would include Neighborhood Commercial, Multi-Family (Low Density), and Single-Family Residential, corresponding to the proposed C-1, R-4L, and R-2 zoning designations, respectively, as delineated in Figure 10 of this report.

(Staff Note: The above language was prepared based on “Option 3” of the proposed zoning, for the purpose of facilitating the Planning Commission’s discussion on June 19, 2019, and will be amended as appropriate based on the Commission’s determination.)