



CITY OF PUYALLUP
Development & Permitting Services
333 S. Meridian
Puyallup, WA 98371

To: Planning Commission
From: Katie Baker, AICP, Planning Division

RE: Comprehensive Plan Map Amendments – L-20-0002

Hearing Date: October 14, 2020

The City will consider three privately initiated map amendment applications as part of the 2020 Comprehensive Plan Update cycle. This staff report summarizes one of the map amendment applications received, application L-20-0002, and includes required decision criteria, analysis, and staff recommendation.

APPLICATION INFORMATION

Permit Number: L-20-0002
Applicant(s): Gil Hulsmann, Abbey Road Group
Property Owner: Greg Helle, APA Development
Site Address: SE corner of Shaw Road & East Pioneer
Parcel Number: Parcel A: 0420264021; Parcel Group B: 0420351030, 0420351029, 0420351026;
Additional Information: A 2016 Comp Plan amendment pertained to the east half of this development site, referenced here as Parcel Group C: 0420264053, 0420264054, 0420351066, but not part of this application.

PROPOSAL

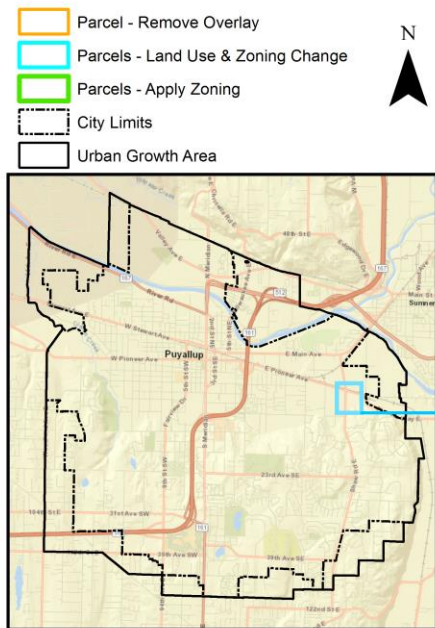
Abbey Road Group, on behalf of APA Development, has submitted a comprehensive plan map amendment proposal comprised of multiple components.

- The applicant requests to convert three parcels (Parcel Group B; outlined in blue on Vicinity Map on page 2) from the Auto Oriented Commercial (AOC) to High Density Residential (HDR) land use designation, and concurrently from the General Commercial (CG) to High Density Multi-Family Residential (RM-20) zoning designation.
- The applicant requests the concurrent removal of the Shaw-East Pioneer Overlay (CG-SPO) from these three parcels.
- Additionally, the applicant requests removal of the CG-SPO from one parcel (Parcel A; outlined in orange on Vicinity Map); no additional land use or zoning map amendments are proposed for this parcel.

Process and Prior Application: The applicant has consistently treated all commonly owned parcels (seven parcels in total) as a unified future development site and has submitted the request outlined above as one consolidated application for the Planning Commission’s consideration and recommendation to City Council.

All discussions with the applicant as to future site development potential have considered the entirety of the site, which includes the four parcels noted above as well as three parcels immediately to the east (Parcel Group C; outlined in green on Vicinity Map below). In 2016, the applicant submitted a comprehensive plan map amendment pertaining to those three parcels. At that time, the City Council approved Ordinance 3131, which amended the future land use designation from AOC to HDR but held the companion zoning amendment to a later time, intending it to be processed with a development agreement. The applicant has continued to work with City staff on that development agreement, and now desires to process the finalization of that zoning map amendment at the same time as consideration of this current application.

VICINITY MAP



City of Puyallup
 Development Services
 Department
 Date: 4/27/2020

The map features are approximate and are intended only to provide an indication of said feature. Additional areas that have not been mapped may be present. This is not a survey. Orthophotos and other data may not align. The County assumes no liability for variations ascertained by actual survey.
 ALL DATA IS EXPRESSLY PROVIDED 'AS IS' AND 'WITH ALL FAULTS'. The County makes no warranty of fitness for a particular purpose.



Path: H:\kwalis\2020CompPlanAmend\L-20-0002VicinityMap.mxd

SITE AND AREA CHARACTERISTICS

The subject parcels are located at the southeast corner of the intersection of Shaw Road and East Pioneer. Previously, there were single family homes located on each of the three parcels (Group B); these structures have recently been demolished and the site is now vacant. Adjacent land use designations and current use of parcels are described in the following table.

Proximity to Site	Existing Land Use Designation(s)	Existing Zoning Designation(s)	Current Use
North	AOC	CMX	Railroad spur; vacant commercial property
South	AOC LM/W RBR	CG ML RS-35	Commercial offices; maintenance shop; vacant property
East	LDR	RS-10	Vacant residential property; Northwest Pipeline
West	AOC LDR	CB RS-08	Commercial development; vacant property; private school

The three parcels (Group B) proposed for land use and zoning map amendments have been designated Auto Oriented Commercial going back at least as far as the 1994 Comprehensive Plan. The Shaw-East Pioneer Overlay was applied to all four parcels (A and B) in question, as well as the adjacent three parcels (Group C) that make up the full development site, in 2009.

Critical Areas: Potential critical areas on or adjacent to the subject site include wetlands, flood zone, aquifer recharge area, geologic hazard area, and volcanic hazard area.

Any future site development application will require updated wetland and geotechnical reports to analyze the potential for impacts or limitations of development from those on-site or near-by critical areas. The site is also within the designated flood plain; however, the applicant is currently pursuing a flood study to apply for a letter of map amendment for the site. If the site becomes a designated flood plain, future development will need to complete a biological assessment for endangered species and provide compensatory storage onsite. While these requirements may present hurdles for future development, they are not outright prohibitive. The Northwest Pipeline cuts across the southeast corner of the development site, though does not impact the parcels specific to this application.

Access: The site is situated at the southeast corner of Shaw Road and East Pioneer. All four of the parcels abut Shaw Road, which is a five-lane major arterial; the northernmost parcel (A) also abuts East Pioneer, which is a two-lane major arterial. Across from the site, on the north side of East Pioneer, is a trail known as the JEB-III-Link, which connects to the Foothills Trail and Van Lierop Park to the east, and to the Shaw Road Overpass and Riverwalk Trail to the west and north.

Utilities: This property is located within the City’s water and sewer service areas. A water main is extended along the Shaw Road frontage abutting this property. The changes in land use designation resulting in development of housing rather than commercial uses would be anticipated to have minimal impacts to the water system and capacity to serve in this area.

A sewer main is also extended along the Shaw Road frontage. A new sewer lift station was recently constructed as part of the Pioneer Crossing development project to the northwest that was sized for the sewer basin. This should provide sufficient capacity, and the change in land use designation would be anticipated to have minimal impacts to the sewer system.

There are several options to treat and discharge stormwater from this site. One option is to direct discharge stormwater to the Puyallup River, potentially tying in to one storm line with the proposed

application on the west side of Shaw Road; however, there are some logistical hurdles with the location of the storm line and whether/where it is a public vs. private line. Other options may result in impacts the development envelope but could still facilitate new site development.

DESIGN, LAND USE, AND COMMUNITY CONSIDERATIONS

Property Development Standards: A change in the land use designation of the three southerly parcels from AOC to HDR, and corresponding zoning classification from CG to RM-20, would result in an increase in the amount of residential dwelling units that could be included in future development of this site. Property development standards on this portion of the site would also change, requiring greater building setbacks and lesser building heights than would be allowed under existing commercial zoning. Landscape buffering requirements and applicable design standards are applied based on proposed and adjacent use as well as zoning and will be relatively comparable between the existing commercial land use and the proposed residential land use.

Zoning Overlay: In addition, approval of this amendment request would result in removal of the General Commercial – Shaw-East Pioneer Overlay zone that is currently applied. This overlay was developed for and specifically intended to apply to commercial zoning designations. There is no corresponding overlay designation which would apply to a residential zoning designation.

The Shaw-East Pioneer overlay zone (SPO) was established in 2009 to:

- encourage quality development within a framework of neighborhood consistency while still allowing flexibility and creativity;
- provide streetscape standards that create a walkable, safe, pedestrian-friendly community; and
- encourage the use of LID principles, techniques and practices.

The SPO includes standards and regulations relating to use allowances, site and building orientation and pedestrian accessibility. These standards sometimes reference CBD (Downtown) zoning regulations and intend that resulting development consists of smaller buildings, is oriented to the street frontages, and has increased pedestrian connectivity through enhanced landscaping and open space, pedestrian walkways, and minimized parking lots. Please see below for a table comparing the standards of the CG-Shaw Pioneer Overlay zone with the base General Commercial (CG) zoning standards.

	CG-SPO	CG Base Zoning
Road service uses	Prohibited within 300 feet of the Shaw-East Pioneer intersection, set back from roadway beyond 300'	No specific regulations
Mixed-use residential uses	No density limit; first floor of building required to be commercial use	Limited to 50% of total floor area of a given building
Outdoor storage	Must locate behind street-facing buildings, screening required	Screening standards only
Setbacks/building orientation	25' arterial setback; less may be permitted if setback is landscaped and provides a pedestrian-friendly experience; buildings shall be oriented toward adjacent street(s)	12'-20' build-to-area; if setback beyond 12' a pedestrian plaza must be included; one street-facing building entrance required
Height	PMC 20.30.032; Eliminates graduated height setbacks	PMC 20.30.032
Open space/pedestrian	Requires integration with and	Plaza space permitted for street-

	connection to adjacent trails and street sidewalks	facing buildings, required for corner buildings
Parking lot configuration	Prohibited unless not feasible; then 64' or 75% of site frontage (whichever is less); screening required	Max width of 64' or 50% of site frontage (whichever is greater); screening required
Design standards	PMC 20.26.300	PMC 20.26.300
Building size	Buildings exceeding 20,000 square feet must locate to the rear of parcel(s) behind street-facing buildings	No specific regulations
Signs	CBD zone sign standards	CG zone sign standards
Green buildings/LID	Encourages conformance with LEED & LID principles	No specific regulations; LID now required to be considered through storm regulations

Land Use Compatibility: Amendment of these three parcels from commercial to residential would result in breaking up the continuous commercial zoning currently in place along Shaw Road. However, these two land uses are generally anticipated to be adjacent to each other, so this proposal is not incompatible with existing surrounding land uses.

Access/Transportation: A number of roadway improvements are planned or underway in the vicinity of these two sites. The Shaw Road/East Pioneer intersection was improved in recent years with the completion of the Shaw Road overpass. A traffic signal has also been installed south of that intersection, along the Shaw Road frontage of this site. Additionally, the SR-410 interchange is currently undergoing improvements anticipated to be completed by December 2020, which will alleviate the current congestion between Puyallup and Sumner at the SR-410 interchange. These improvements all serve to aid traffic circulation in the immediate Shaw/Pioneer vicinity and to points north.

The City has long-term plans for Shaw Road widening and nonmotorized improvements. This would extend the already completed improvements between 23rd St SW and Manorwood north from 12th St SW to 23rd St SW and includes the addition of a center turn lane, sidewalk, and shared use path. While the City is currently completing a planning study of this segment, construction of the project is years off and could present traffic circulation challenges to points south.

The change in land use and zoning for this site could result in the addition of approximately 16-20 residential units. Even in combination with the added units anticipated under application L-20-0003, this does not present a significant impact to the overall roadway network, and any specific impacts to proximal intersections or roadway segments are anticipated to be mitigated through site-specific environmental review.

As noted previously, there is no transit in the immediate vicinity and that is not anticipated to change in the foreseeable future. However, the changing development in this area, including the recent commercial development Pioneer Crossing, the opening of Van Lierop Park, and potential multi-family development of these proposed amendment sites, could provide the density and demand necessary to support future bus service extension to this area.

Intensity of Development: The conversion from a commercial to multi-family residential land use would be a relatively comparable level of development, as it would result in an equivalent decrease in expected employment as compared to the increase in housing units. Overall, in combination with the

other Comprehensive Plan request across the street, there would be an anticipated increase in approximately 115 housing units and 20 employees for this area as a whole.

DECISION CRITERIA ANALYSIS

PMC 18.40.071:

(1) The proposed change will further and be consistent with the goals, objectives, and policies of the comprehensive plan.

The applicant notes that the provision of increased housing and employment capacity in an area with increasing urban services and infrastructure is a goal throughout the comprehensive plan.

Staff Analysis:

This request does meet some criteria for conversion to the HDR land use designation. In support of this finding, is that this site is adjacent to major arterial roadways on two sides, which supports the requirement for adequate traffic circulation. Other urban services and infrastructure are nearby and provide enough capacity to support this proposed multi-family residential land use. The site is also in proximity to retail commercial and other employment. The proposed redesignated parcels would be adjacent only to commercially designated parcels, and therefore would not cause any concern with incompatible land uses. However, the site does not have close proximity to mass transit, which is strongly desired for high density residential areas.

The comprehensive plan does not have specific designation criteria regarding application or removal of the General Commercial – Shaw Pioneer Overlay (CG-SPO). However, the policy intention related to commercial design standards for build-out in this area has not changed and would support continued retention of the CG-SPO.

(2) (a) The existing land use designation was clearly made in error or due to an oversight; or (b) there has been a change in conditions since the plan was adopted/last amended.

The applicant contends that there has been a change in conditions. They note that the increasing commercial development, specifically the Pioneer Crossing shopping center, facilitates increased accessibility, and increased density in the immediate vicinity supports that development. In addition, as part of that commercial build-out, a traffic signal was installed, and shared access was constructed where this site abuts Shaw Road.

Staff Analysis:

These specific parcels have been designated AOC since at least 1994. One major change since that time has been the commercial development and infrastructure improvements in this area. Additionally, the 2015 Comprehensive Plan update included information from the 2014 Pierce County Buildable Lands Report, which estimated that the City does not have the capacity to accommodate our 2030 growth projections for both housing and employment. While that immediate capacity shortage has since been addressed by adoption of the South Hill Neighborhood Plan, staff acknowledges that forthcoming growth target updates will exacerbate those capacity needs. Amending the designation of these parcels to a high-density residential designation would help to address the City's housing capacity deficiency by applying a designation that otherwise has somewhat limited availability in the City, while having minimal negative impact on the City's employment capacity.

OVERALL CONSIDERATIONS

Below are additional considerations that the Planning Commission may also take into account when considering this request:

- The 2014 Buildable Lands Report and subsequent Comprehensive Plan update determined that the City faces constraints in having enough capacity to accommodate our 2030-2035 growth projections for both housing and employment targets; amending these parcels to a high density residential designation would help address City-wide housing capacity, while having a minimal negative impact on overall employment capacity.
- The parcels to the south remain commercially zoned and used as such; this change in designation would break up an otherwise continuous swath of commercially designated properties along this stretch of Shaw Road.
- Critical area reports (wetland and geotechnical) will need to be updated to determine actual building envelopes; the site is located within the flood plain although that status is in flux.
- Accessibility of the site from adjacent roadways – Shaw Road and East Pioneer are both designated as major arterials.
- There is no public transit in the immediate vicinity – the closest bus line is 0.5 miles to the north on East Main.
- Removal of SPO zoning overlay – if Parcel Group B is changed to HDR, this corresponding overlay removal is logical, as it is not intended to apply to multi-family zoned properties. The justification to remove the overlay from Parcel A is unclear. This site is undeveloped, and the original intent established in Comprehensive Plan policy related to the design standards for this area is unchanged.

RECOMMENDATION

Given the above analysis of the required decision criteria and consideration of surrounding site conditions, staff recommends **approval** of the requested land use and zoning designation amendment, based on the following:

Findings:

- Comp Plan Policy: Site orientation toward Shaw Road and East Pioneer (arterial access); location between existing commercial development results in compatible land uses; adequate utility infrastructure is present.
- Change in conditions: new signal/shared access infrastructure, build-out of surrounding commercial development, and city-wide need for housing and employment capacity.

Conditions:

- 1) The CG-SPO shall be removed only from the parcels redesignated to HDR, but shall be retained on any parcel retaining the AOC designation; and
- 2) If the intended split designation differs from the original application, the applicant shall submit a survey with the requested split designation prior to this request being considered by City Council.