



# Initial Project Review

## Rezone / Planned Development District / Preliminary Plat / Site Plan Review: Elk Plain Crossing PDD

**Application Numbers: 896267, 896277, 898393, 896281, 896280**

**Tax Parcel Number: 0318142001**

**Related Tax Parcel Nos.: 0318141-007 and -058**

**Graham Advisory Commission (GAC) Public Meeting: April 9, 2019, at 6:30 p.m.,** at Graham Fire 7 Rescue, Station 94, 23014 – 70<sup>th</sup> Avenue East, Graham, WA.

**Proposal:** Applicant proposes the following:

- Rezone and Planned Development District (PDD) approval of 56.41 acres of the 60.90-acre parcel from the Mixed-Use District (MUD) classification to Moderate-High Density Residential (MHR) classification. The 4.49-acre lot to be created at the NW corner of the parcel will remain zoned MUD.
- Preliminary Plat approval for a 347-lot single-family detached and 16 zero-lot-line single-family subdivision on the 56.41 acres of proposed MHR zoned area, in two phases, and six future commercial lots in the 4.49-acre MUD zoned area. The plat also includes:
  - 3 passive park tracts totaling 0.50 acre;
  - a 1.50-acre active park with underground storm drainage facility;
  - a 3.16-acre park tract at the south end of the plat;
  - an 8-foot wide L2 landscape buffer tract along the east side of the plat;
  - 20-foot wide L3 landscape buffer tract/easement along SR-7 and 224<sup>th</sup> Street East;
  - 6 shared access facility tracts;
  - a sanitary sewer lift station tract;
  - 90 on-street parking spaces; and
  - a 1.63-acre public park on 232<sup>nd</sup> Street East.
- The applicant requests the following modifications to bulk standards through the PDD approval:
  - Reduce the garage to front lot line setback from 25 to 15 feet;
  - reduce the side street setback on corner lots from 15 to 10 feet;
  - use standard lot setbacks for lots accessed from shared access facilities; and
  - zero-lot-line single family with 0-foot setbacks on the common lot line.
- Site Plan Review to deviate from selected architectural design standards for urban single-family residential developments, related to facade and model variation, roof pitch, porches and stoops, and attached garage placement, 18J.80.060.A.1.a.(2), d.(2), e.(4), i.(1) and (3).
- Site Plan Review to: 1) deviate from significant tree and tree unit design standards (18J.15.030.F.3.) to preserve 25 (6.6%) of the 378 significant trees (a min. of 30% , 113 trees, are required) and 25 significant trees on an off-site park to the east; and 2) deviate from residential fire protection design standards (18J.80.060.B.1.a.) to use fire related eaves rather than sprinklers on homes closer than 10 feet at any point.

Access to the plat will be from 224<sup>th</sup> Street East and 232<sup>nd</sup> Street East. The 14.07 two parcel portion of the existing Elk Plain Road Shop and Gravel Pit will remain in operation. The access to 232<sup>nd</sup> Street East would go through the remaining gravel pit property on the southeast. The plat will be served by public water and sanitary sewers.

**Project Location:** 23101 Mountain Highway East, Spanaway, WA, within the SW 1/4 of Section 14, T18N, R3E, W.M., in Council District #3.

**Review Summary:** County staff has reviewed this proposal for compliance with all applicable policies, codes, and regulations. The County finds, based on an initial project review, that some version of the proposal could be found to be consistent with the applicable codes and regulations, subject to conditions.

**Zone Classification:** Mixed Use District (MUD). A newly created 4.49-acre lot to be created at the NW corner of the parcel will remain zoned MUD. The remaining 56.41 acres of the project site is proposed to be rezoned to Moderate-High Density Residential (MHR) classification.

The MUD zone classification includes areas that are concentrations of commercial, office, and multi-family developments located along major arterials, state highways, and major transit routes and between Major Urban, Activity, or Community Centers. Commercial activity in Mixed Use Districts caters to a customer base beyond the surrounding neighborhoods or community due to its placement on a roadway used by residents of more than one community. Auto-oriented commercial and land-intensive commercial with a low number of employees per acre is the primary use within Mixed Use Districts.

The MHR zone classification includes areas that are composed of moderate and high density single-, two-, and multi-family housing and compatible civic uses.

**State Environmental Policy Act (SEPA):** Pursuant to the State Environmental Policy Act and the Pierce County Environmental Regulations, Title 18E, an environmental checklist has been submitted since over 20 dwelling units are proposed, i.e., 363 single-family lots. Additional SEPA review will be required when the applicant applies for development permits for the commercial lot.

**County Contact:** Robert Jenkins, Senior Planner, 253-798-7016, [rob.jenkins@piercecountywa.gov](mailto:rob.jenkins@piercecountywa.gov)

**Pierce County Online Permit Information:**

<https://pals.piercecountywa.gov/palsonline/#/permitSearch/permit/departmentsStatus?applPermitId=896267>



## Project Data

Application Date: October 11, 2018, with formal submittal of a rezone application on November 5, 2018, with revised maps and materials resubmitted on February 6 and 27, 2019, and March 20, 2019

IPR Mailed Date: March 26, 2019

Property Owner: Pierce County Public Works and Utilities  
4301 S. Pine Street, Suite 628  
Tacoma, WA 98409-7213  
[rick.tackett@piercecounitywa.gov](mailto:rick.tackett@piercecounitywa.gov)

Applicant: Elk Plain 63 LLC  
Attn: Phil Mitchell/John Mastandrea  
910 Traffic Avenue  
Sumner, WA 98390-1142  
[jdm4077@comcast.net](mailto:jdm4077@comcast.net)

Agent: AHBL Inc.  
Attn: Brittany Port  
1200 6<sup>th</sup> Avenue, Suite 1620  
Seattle, WA 98101  
[bport@ahbl.com](mailto:bport@ahbl.com)  
[klein@ahbl.com](mailto:klein@ahbl.com)  
[mweber@ahbl.com](mailto:mweber@ahbl.com)

## Public and Legal Notice

- *November 8, 2018*: Notice of Application and Public Meeting Notice, was sent to property owners within a radius of 300 feet, but not less than two parcels deep, around the exterior boundaries of the subject property.
- *November 19, 2018*: The site was posted with a Public Notice sign, confirmed with a Declaration of Posting.
- *January 29, 2019*, Legal Notice was published in the official County newspaper (*The News Tribune*), advertising the public meeting to be held by the Graham Advisory Commission.
- *March 6, 2019*: Revised Notice of Application and Public Meeting Notice, was sent to property owners within a radius of 300 feet, but not less than two parcels deep, around the exterior boundaries of the subject property.
- *March 26, 2019*, Legal Notice was published in the official County newspaper (*The News Tribune*), advertising the public meeting to be held by the Graham Advisory Commission.

# 2017 County Aerial Photos

Elk Plain Crossing PDD

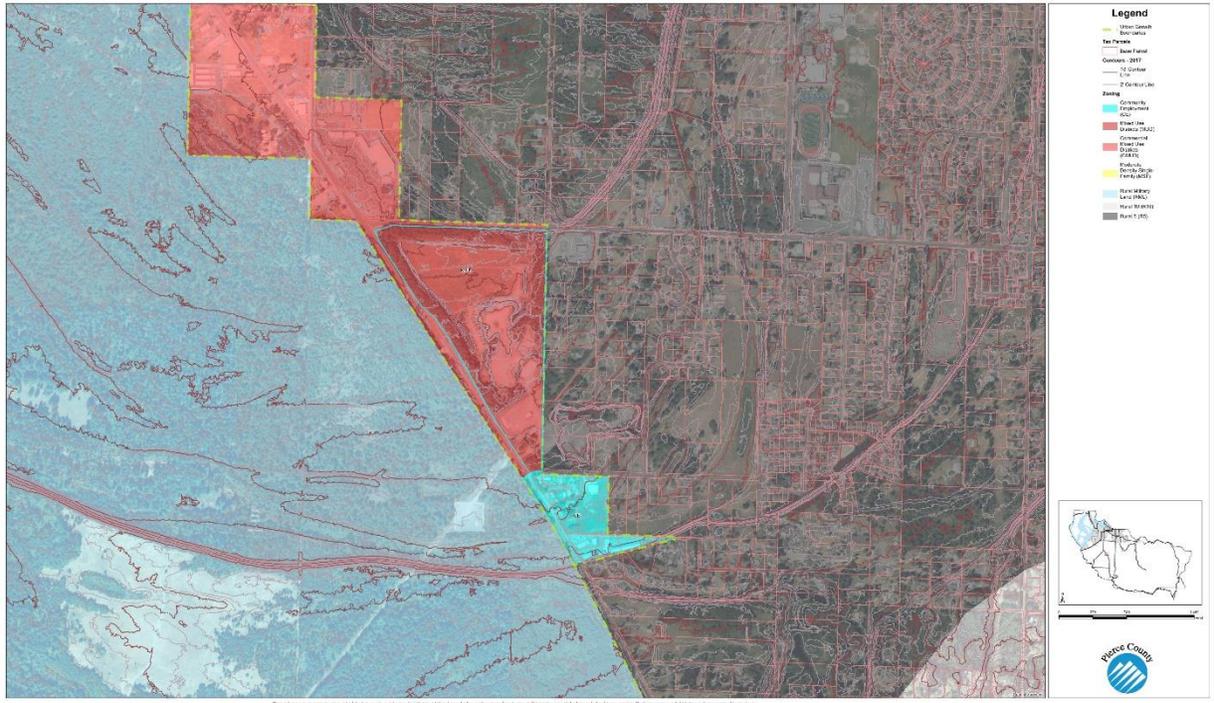


The map features are approximate and are intended only to provide an indication of land features. Additional areas that have not been mapped may be present. This is not a survey. Orthophotos and other data may not align. The County assumes no liability for variations ascertained by actual survey. ALL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

Date: 2/26/2019 14:31:49

## Zoning Map

Elk Plain Crossing PDD



## Site Photos

Intersection of 224<sup>th</sup> St. E. and SR-7, September 2012 Google Earth Street View:



Intersection of 232<sup>nd</sup> St. E. and SR-7, September 2012 Google Earth Street View:



Intersection of 224<sup>th</sup> St. E. and 30<sup>th</sup> Ave. E., looking west, Sept. 2012 Google Earth Street View:

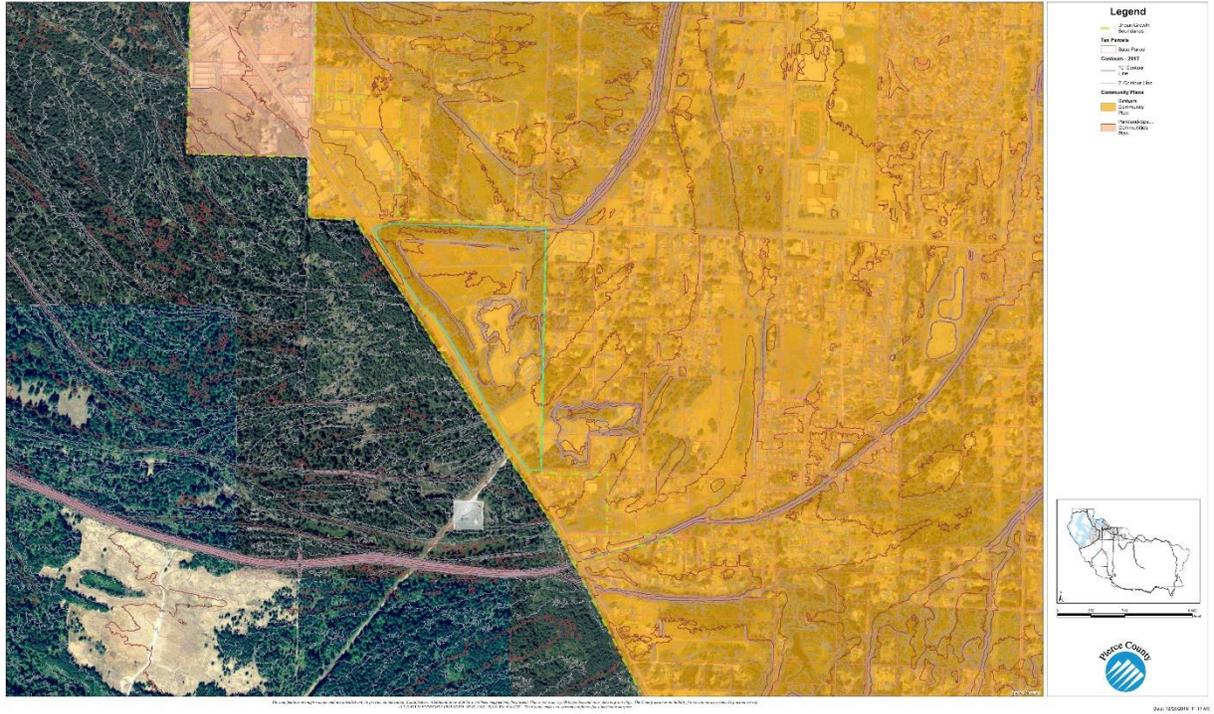


Intersection of 224<sup>th</sup> St. E. and 27<sup>th</sup> Ave. E., looking west, Sept. 2012 Google Earth Street View (Proposed intersection and traffic signal location into plat):



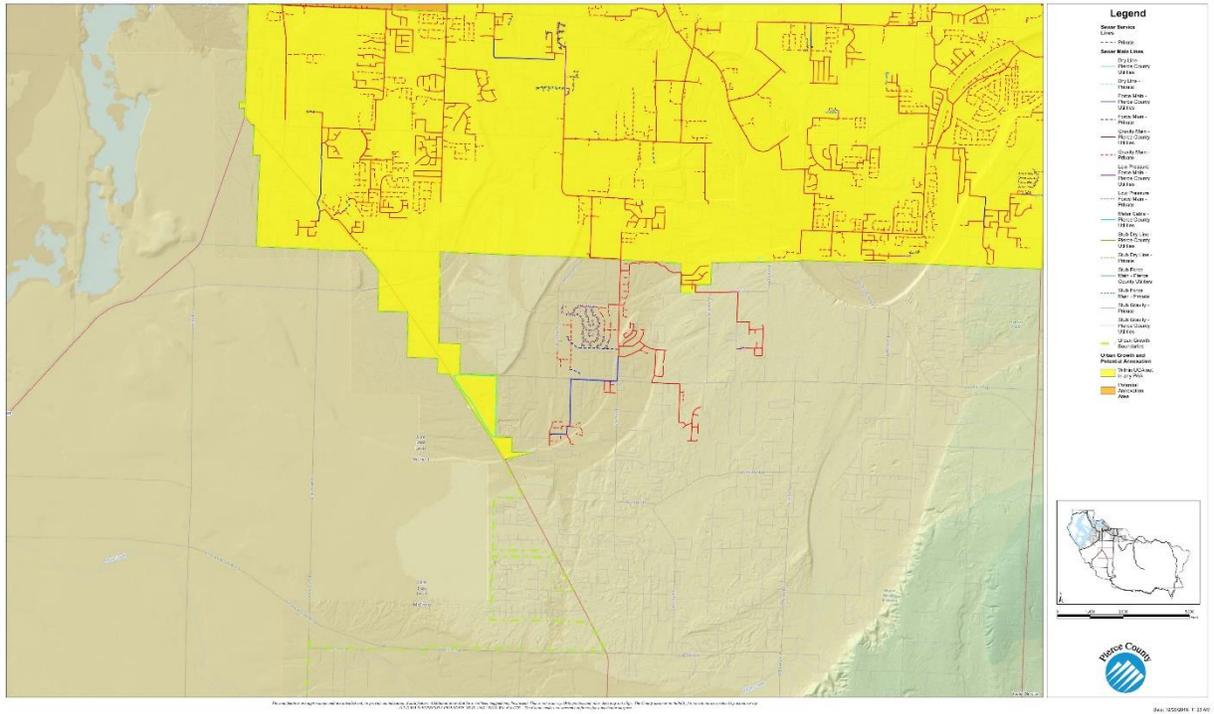
# Community Plan Map

Elk Plain Crossing PDD



# Comprehensive Urban Growth Area Boundary and Existing Sanitary Sewer Lines

Elk Plain Crossing PDD



# Proposed Preliminary Plat Map, revised March 11, 2019



**ELK PLAIN CROSSING PDD AND PRELIMINARY PLAT**

ELK PLAIN 63, LLC

PHASE 1

**PDD AND PRELIMINARY PLAT**

DATE: 03/11/2019

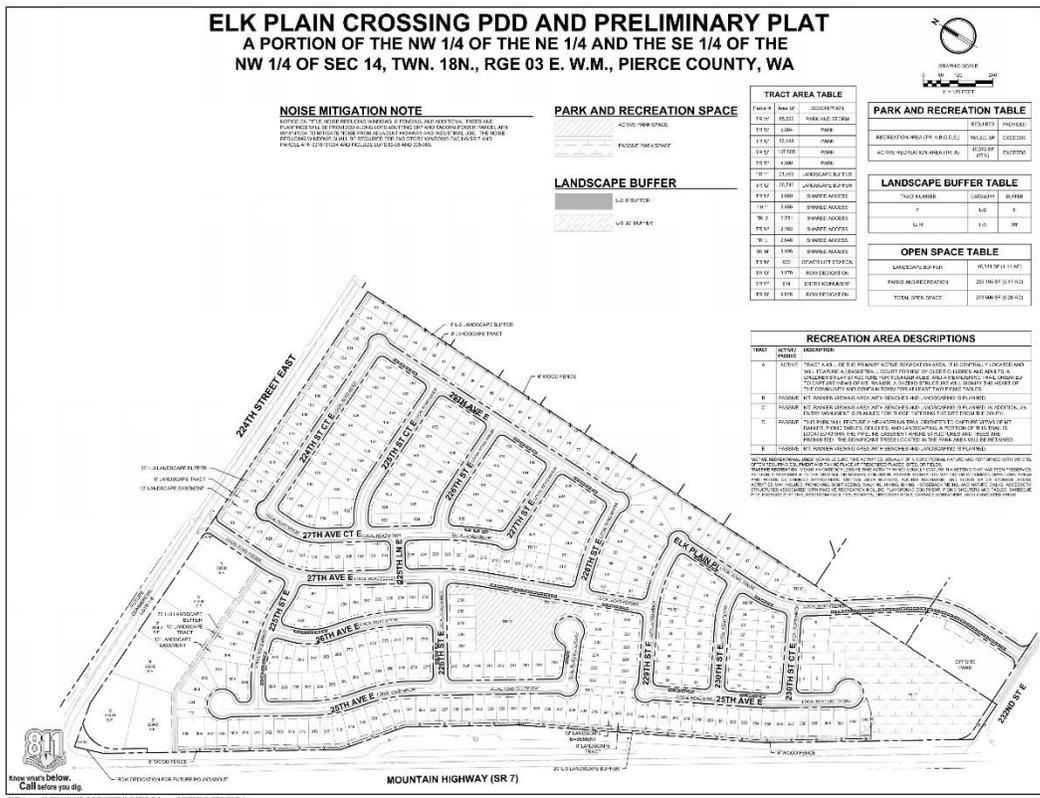
**PHASING PLAN**

DATE: 03/11/2019

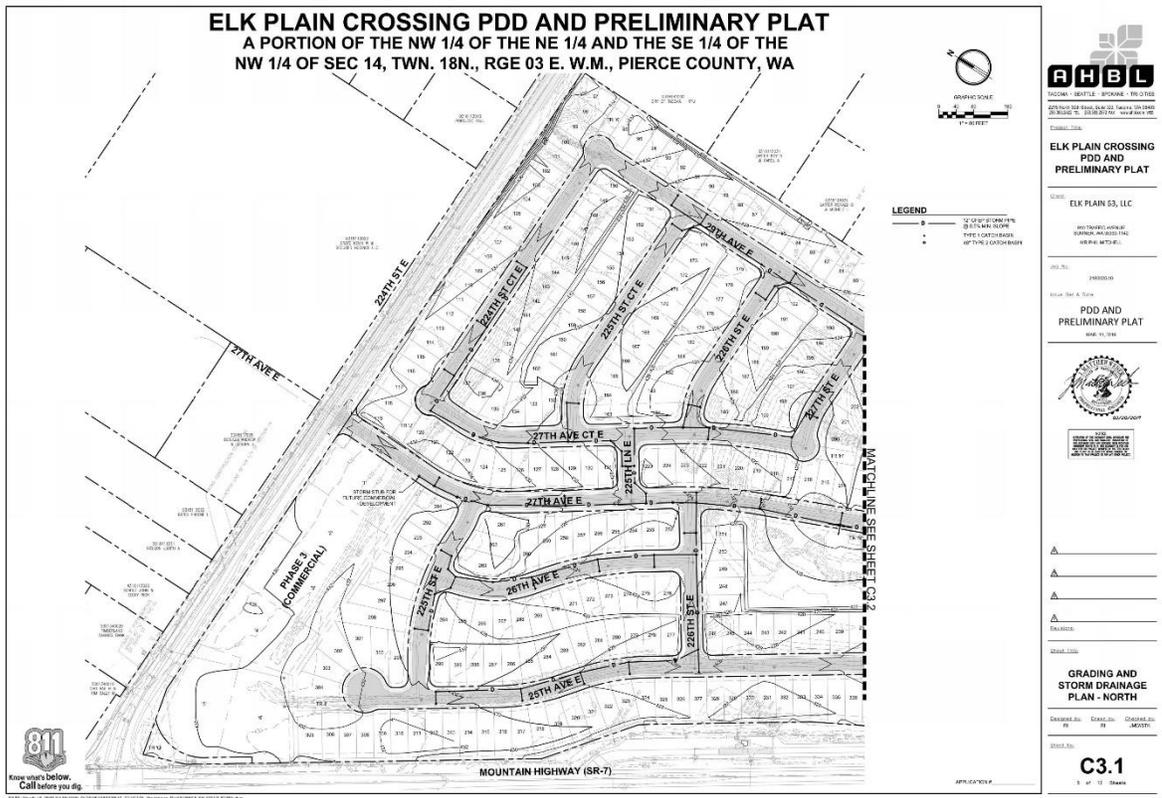
**C1.1**

1 OF 10 SHEETS

# Open Space and Recreation Plan, revised February 27, 2019



# Grading Plan (North Half), revised March 11, 2019



# Grading Plan (South Half), revised March 11, 2019

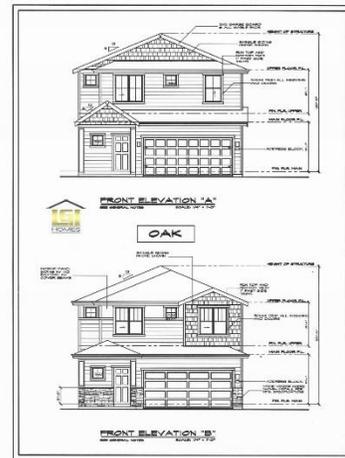
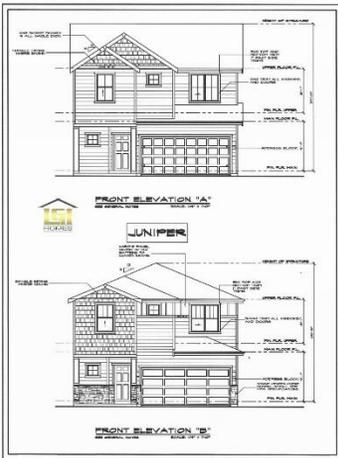
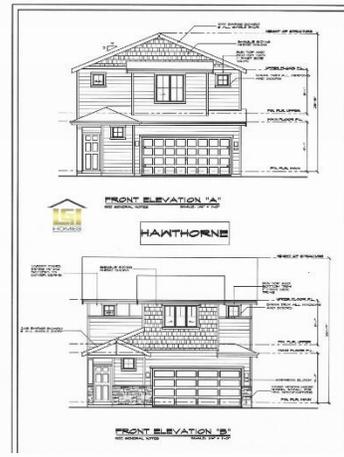
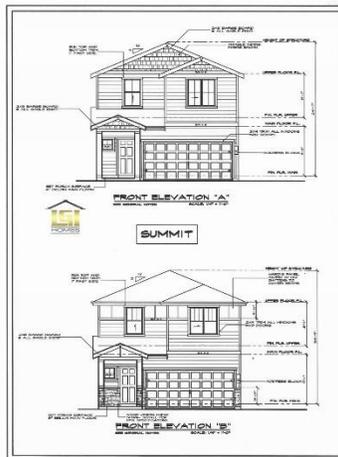
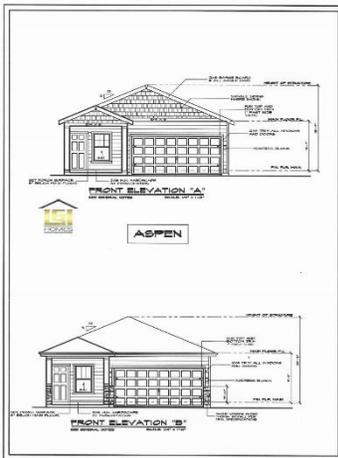


# Forest Types and Sample Plots Map, dated December 13, 2018

Appendix 1. Areas of Forest Types and Sample Plots



## Residential Building Elevations



## Public and Agency Review Comments

Three comments have been received from members of the general public to date. No written comments have been received from abutting neighbors to date. Those comments and concerns are related to the following topic areas:

- Traffic:
  - Concern about the lack of access directly onto SR-7, whether a full access or right-in/right-out.
  - 232<sup>nd</sup> Street East should be rebuilt to full urban standards from the plat road intersection to SR-7.
  - Access onto 224<sup>th</sup> Street East should be permitted only with extensive improvements, including but not limited to, turn lanes with adequate storage, a full signalized intersection at 27<sup>th</sup> Avenue East, and other improvements.
  - Opposed to the use of cul-de-sac bulbs, lack of through streets, and the meandering, non grid-based road network and their impact on public safety.
  - Will there be bus service for the new residents?
  - Will there be access onto SR-7?
- Open Space/Recreation:
  - Concern that public park land identified in the Graham Community Plan is not included in the plat design.
  - Concern that the trail connecting the Elk Plain pit park to Bethel High School is not addressed in the proposal.
- Land Use:
  - Concern that single-family development exceeding 4 dwelling units per acre is being permitted, when urban single-family uses are identified for the Single-Family zone at densities not to exceed 4 dwelling units per acre, per the Graham Community Plan.
  - This site has been considered for a community park in the Graham Community Plan and should be developed as one.
- Utilities:
  - Concern over the proposed sanitary sewer line connection to the east/northeast due to multiple pressure connections, and location outside the Comprehensive Urban Growth Area (CUGA) boundary.
  - Preference for the sewer line to be extended south down SR-7 to encourage development of vacant and underutilized parcels along the SR-7 corridor.
  - Concern over the life safety risk of placing high density residential uses near a regional natural gas line.
- Services:
  - Concern over impacts on local schools and whether impact fees will address the impacts of the new residents.

Comments have been received to date on the plat from the following departments and agencies:

- Bethel Public Schools:
  - The project is in the current attendance area of Shining Mountain Elementary School, Bethel Middle School, and Bethel High School.
  - Request pedestrian sidewalks on all internal and frontage roads.

- Request that all intersections within the development be lighted.
- Bus waiting areas are requested along both 224<sup>th</sup> Street East and 232<sup>nd</sup> Street East.
- Central Pierce Fire and Rescue:
  - No comments at this time.
- Nisqually Indian Tribe:
  - Report any archaeological discoveries promptly.
- Tacoma Power:
  - Expressed concern that any redevelopment of the Elk Plain Pit not adversely impact the operation of the Loveland/South Service Center located on the south side of 224<sup>th</sup> Street East, between 30<sup>th</sup> and 32<sup>nd</sup> Avenues East. The Tacoma Power facility abuts the project site on the northeast.
- Washington Department of Ecology:
  - Requested that the toxic cleanup of the Elk Plain Shop continue per Voluntary Cleanup Program number SW1505. The Wagon Wheel Market facility also requires cleanup.
  - Requested reclamation of the former sand and gravel operation protect water quality.
  - Requested that erosion control and solid waste management be evaluated per applicable State or local regulations.
- Washington Department of Health:
  - The applicant should address impacts of the proposal on the group area wells located to the north of the site.
- Williams-NW Pipeline:
  - Commented that they operate three large diameter, high pressure, interstate natural gas transmission pipelines within a 75-foot wide easement on this property. Williams encroachment requirements are to be strictly adhered to.
- Pierce County Fire Prevention Bureau:
  - Fire flow available is 1,500 gpm for 120 minutes. Certificate of water availability is signed September 18, 2018.
  - Additional hydrants are required to be installed and will require a separate water system permit. The water system permit shall be final approved prior to final plat approval.
  - Through 18J.80.060.B.1 the residential portion of the project will require: 1) Installation of fire sprinkler systems 2) Fire resistive construction 3) A rescue to the public way for multi-story buildings.
  - Graham Fire and Rescue is requesting the following: All residential structures have fire resistive exteriors with no openings on the side yards.
  - Parking needs to be addressed and shown to be adequate for the project. Obstructing roads by parking on the street will not be allowed.
- Cartography Section of Planning and Public Works (PPW):
  - Road names have been assigned to the proposed plat streets.
- Sewer Division of PPW:
  - The subject property is located within the Pierce County Sewer Service area and is within the Comprehensive Urban Growth Area (CUGA).
  - The applicant is proposing to connect the subject development to the sanitary sewer with a permanent pump station and temporary force main to existing SSMH #10361.

- All on- and off-site sanitary sewer improvements required by the County to provide sanitary sewer service for this development shall be designed and constructed, at the applicant's expense, and must conform to the latest revision of the PCC Chapter 13, the Pierce County Sanitary Sewer Standard Plans, Checklists and Specifications, the Pierce County Sanitary Sewer Standard Details Manual, the Pierce County General Sewerage Plan, and the Pierce County Sewer Division's comprehensive sewerage strategies as defined by the Pierce County Wastewater Utility Manager.
- Development Engineering Section of PPW:
  - Standard Frontage Improvements will be required along 224th Street East and 232nd Street East, in addition to any conditions as a result of the traffic study review.
  - The applicant should ensure that there will not be any conflicts between the future driveways and ADA Ramps at the roadway intersections.
  - The conceptual storm drainage design proposes to use a large infiltration gallery for the stormwater quantity control. Note, this type of system is typically not accepted as a publicly maintained system. The storm drainage concept should be revised to a more traditional open pond system.
  - The site plan proposes to use rolled curbing on the internal local minor roadways. This will need to be revised to use vertical curbing per the Pierce County Road Standards.
  - The right Angle "L" intersection between 27th Ave Ct E/227th St E does not meet standards and will need to be revised prior to plan approval. The intersection angle needs to be at 90 degrees.
  - The proposed rolled curbing is not permitted. The plans should be revised to indicate vertical curbing per the Pierce County Road Standards.
  - The roadside parking along local road feeders within the plat does not meet Pierce County Road Standards and will require a deviation approved by the County Engineer.
  - The roadside parking along local road minors, which is allowed, does not appear to meet Pierce County Standard Detail PC.A3.8.
  - This plat is not a "small lot single-family subdivision", as described in the application, since none of the proposed roadways meet the small lot standards of Chapter 18J.17.
  - A deviation to allow the alternative parking standard shown on Sheet C4.1 has not yet been submitted for review.
  - The March 28, 2019 traffic analysis memorandum is inadequate, and a full revised traffic impact analysis needs to be resubmitted for review and approval and address earlier requests revisions.
  - The proposed Phase 1 will result in a road system that does not meet County Standards, as there would be too many lots accessing on what would be considered a cul-de-sac. This should be discussed in the traffic analysis and a public road deviation would be required.
  - The traffic analysis needs to address access locations onto 224<sup>th</sup> Street East for the six proposed commercial lots.

- Resource Management Section of PPW:
  - Dara Kessler, Pierce County Environmental Biologist, reviewed the Pierce County GIS database layers for the parcel and the proposed site plan for the 224th and Mountain Highway Retail Center. She visited the site on May 15, 2018. She was not able to enter the interior of the site, due to locked gates at all access points and perimeter fencing. The overstory tree canopy is dominated by Douglas fir. She did not observe Oregon white oak, which is common in the Spanaway soils type mapped on the site and common in the area. There were no apparent indicators of wetlands on the property. There is an off-site verified wetland located east of the south property boundary. This wetland is greater than 315 feet to the east of the site and is outside of the trigger distance for review for the proposal. Based on Ms. Kessler’s observations, there are no indicators of regulated wetlands on or within 315 feet of the project that would be impacted by the proposal.
- Tacoma–Pierce County Health Department:
  - No comments at this time.

Comments received on this proposal may be found by accessing the Online Permit Information referenced on page 1. The substance of these comments will be reflected, where appropriate, in the conditions at the end of the Staff Report to the Hearing Examiner.

## Background

Site Inspection: Various staff have inspected the site since May 2018. The triangular shaped parcel has been used as a Pierce County road shop for decades. Much of the function of the Elk Plain road shop has been transferred to the Central Maintenance Facility in Frederickson. Pierce County has operated a sand and gravel mine on this property since 1971. The site ceased active mining in 1999 and has been used since primarily for stockpiling of materials needed for road maintenance operations. The surface mine permit is for the main 60.9-acre parcel and the two smaller parcels to the southeast.

The project site is buffered on the east, north, and west by a mature evergreen forest buffer of approximately 150 feet in width. The project site is buffered from 232<sup>nd</sup> Street East by a mature forest buffer of approximately 100 feet in width. The only break in the buffer is along the southwestern boundary with SR-7 where the Elk Plain Shop operation was located.

The internal area of the pit slopes gradually to the south. Berms are located on the inside of forest buffers.

### Surrounding Land Use / Zoning Designation:

	LAND USE	ZONING (Title 18A)
North	Across 224 <sup>th</sup> Street: North - large-lot single-family homes Northwest - commercial shopping center near the intersection with SR-7	North - Rural 10 (R10) Northwest - Mixed Use District (MUD)
South	Across 232 <sup>nd</sup> Street: mobile home park	Community Employment (CE)
East	Northeast – Tacoma Power operations center East: large-lot single-family Southeast – Pierce County road operations facility	R10
West	Across SR-7 – Joint Base Lewis-McChord	N/A

Utilities/Public Facilities: Utility service and public facilities are proposed as follows:

Water - Spanaway Water  
Sewer- Pierce County  
Power - Tacoma Power  
School- Bethel School District

### **Governing Regulations**

The proposal has been reviewed for conformance with the following goals, policies and requirements in effect on the November 5, 2018 complete application date of this proposal:

- Title 19A Comprehensive Plan - January 1, 1995, as amended
- Title 17A Construction and Infrastructure Regulations – Site Development and Stormwater Drainage
- Title 17B Construction and Infrastructure Regulations – Road and Bridge Design and Construction Standards
- Title 18 Development Regulations - General Provisions
- Title 18A Development Regulations – Zoning
- Title 18D Development Regulations - Environmental
- Title 18E Development Regulations - Critical Areas
- Title 18F Development Regulations - Land Division and Boundary Changes
- Title 18H Development Regulations - Forest Practices
- Title 18J Design Standards and Guidelines

### **Initial Planning and Public Works (PPW) Staff Review for Consistency with Land Use Policies and Regulations**

#### State Environmental Policy Act (SEPA)

- A traffic impact analysis has been submitted for review and approval by the Development Engineering and Traffic Sections of PPW and the Washington Department of Transportation (WSDOT). The most recent draft of the traffic impact analysis was submitted on December 12, 2018. As of the date of this report, requests made by Development Engineering on January 2, 2019 had not been resubmitted for review. The memorandum submitted on March 18, 2019 dealing with traffic mitigation for the intersection of SR-7 and 224<sup>th</sup> Street East needs to be folded into a revised full traffic impact analysis as requested by the Development Engineering and Traffic Sections of PPW on March 20, 2019.
- No comments have been received from WSDOT on the applicant’s traffic impact analysis.
- The traffic impact analysis will need to have been approved by both Pierce County and adequately address impacts on SR-7 prior to issuance of a SEPA determination and preparation of a staff report for the Hearing Examiner.

#### Title 18E, Development Regulations – Critical Areas

- Impervious cover is limited to a maximum of 75% per aquifer recharge Table 18E.50.040-A, unless the applicant can provide an engineering justification for higher impervious cover.

## Title 18A, Development Regulations - Zoning

- The northwestern 4.49-acre six lot area, shown as a tract on the current site plan, will remain zoned Mixed Use District (MUD). A multi-tenant commercial shopping center similar in scale to the one immediately to the north on SR-7 is anticipated to be developed on this site. Unless a proposed shopping center use triggers the need for a Conditional Use Permit or the center exceeds 200,000 square feet of building area, no additional public hearings would be required, and the proposed commercial development would be reviewed administratively by Pierce County and other impacted agencies. This parcel could also be developed for multi-family residential uses on upper floors of mixed use commercial or office buildings. The density range in the MUD zone is 8-20 dwelling units per net developable acre, with up to 25 du/net acre with a PDD approval. The number of multi-family dwelling units could range from 35-112.
- The applicant is requesting to rezone the remaining 56.41 acres to Moderate-High Density Residential (MHR). The Moderate-High Density Residential (MHR) zone classification includes areas that are composed of moderate and high density single-, two-, and multi-family housing and compatible civic uses. The density range in the MHR zone is 4-10 dwelling units per net developable acre, with up to 15 du/net acre with a PDD approval. Based on the current layout, the applicant is proposing 363 single-family lots, i.e., 8.6 dwelling units per net developable acre. There are 42.34 net developable acres. The number of dwelling units allowed under MHR on the 42.34 developable acres could range from 169 to 635. If developed as a unified development without platted lots, the density could be based on the total 56.41 acres for between 226 and 846 dwelling units.
- Planned Development District (PDD) – The MUD land use designation of the Graham Community Plan can be implemented by the MUD and MHR zone classifications, per Section 18A.10.080.G.7.b. Applicants may request to change the zone classification of their property by applying for a Rezone, per 18A.95.050, and an accompanying PDD application per 18A.95.020 and Chapter 18A.75. For a Rezone/PDD to be approved, the applicant must satisfy the four rezone criteria of Section 18A.95.050.C. and the eight PDD Findings of Section 18A.75.050.J.

In the February 3, 2019 resubmittal letter, the applicant is requesting that the following bulk standards be modified through the PDD approval:

- Reduction in garage setback from 25 feet to 15 feet. Footnote No. 3 of Section 18A.15.040-1 requires a 25-foot setback for vehicle parking. Section 18J.15.080.G.1. requires a minimum residential garage driveway of 24 feet. Staff does not support a reduction in driveway length below 24 feet. If the County Engineer would permit parking in the public right-of-way, staff could support measuring the 24-foot driveway length from back of sidewalk, not front lot line. This would result in an on-lot driveway of a minimum of 20 feet, when 4 feet of right-of-way is located behind the sidewalk.
- Reduction in side street setback for corner lots from 15 to 10 feet. Footnote No. 3 of Section 18A.15.040-1 requires a 15-foot setback on the street front not accessed with a driveway. Staff does not support a reduction in the side street setback to less than 15 feet for lots on feeder roads in the plat. Given the narrow width of the lots, staff would support a reduction to 10 feet for side street setbacks abutting local roads in the plat. Staff will not support use of a landscape tract to reduce the setback from feeder roads to less than 15 feet.

- Use standard setbacks for shared access lots, not 10-foot flag lot setbacks. Per Section 18A.15.040.B.2.b. and c., the setbacks for lots accessing 28-foot wide shared access facilities are 10-feet on all sides with a vehicle driveway of a minimum of 25 feet in length to the garage door. The applicant is requesting to use the setbacks for lots that access directly onto a street instead. The lots on a shared access are typically larger to accommodate the required setbacks. If the applicant were required to comply with the shared access facility setbacks, the applicant would need to modify the plat layout to eliminate the shared access facilities entirely and make all lots front on a street or reduce the number of the shared access lots to accommodate the lot width – resulting in fewer than the current 16 lots on shared access facilities. Staff does not support any reduction in the 25-foot setback for vehicle parking, even if the side and rear yard setbacks are reduced.

In the February 27, 2019 resubmittal, the applicant proposed zero-lot-line homes on Lots 9-24 in the southern interior portion of the plat. PDD approval is requested to allow the zero-lot line single-family (a duplex building separated by a property line) and the 0-foot interior lot line on the shared wall.

In exchange for the rezone from MUD to MHR to allow a single-family subdivision, the applicant has stated that the benefits are that opportunities for more fee-simple (i.e., lot based) home ownership is being provided in the Graham community, single-family development is more compatible with large-lot residential to the east than multi-family, sanitary sewers are being extended to urban zoned properties along SR-7, and total and active recreational area is more than required, and an off-site 1.63 acre public park is proposed on 232<sup>nd</sup> Street East.

In the February 27, 2019 memo, the applicant also proposes to provide noise attenuation measures will be for the lots adjacent to SR 7 and the Tacoma Power property in the form of solid board fencing and dense landscaping. In addition, QuietLine Windows will be used to achieve a Sound Transmission Class (STC) rating of at least 45 on 2nd story windows facing SR-7 and Tacoma Power Parcel. A notice on title shall also be recorded on Lots 91-97 informing residents of the Tacoma Power operations to the east and on Lots 303-361 informing residents of potential noise impacts from SR-7.

The Graham Community Plan identifies the Elk Plain Pit as a potential park. Pierce County Parks, Recreation and Open Space Plan identifies a need for a community park in the western part of Graham. Pierce County Parks and Recreation does not typically support new neighborhood parks, which are a minimum of 5 acres in size. Pierce County concentrates its resources on larger County and Regional Parks. The proposed 1.63-acre park should be folded into the plat and made a private park for the residents.

## Title 18J, Development Regulations – Design Standards and Guidelines

### County-wide Design Standards:

- Site Design (18J.15.015): The former mine site is proposed to be substantially regraded to slope gradually north to south with an approximately 12-foot drop from north to south. The project site is being regraded to closely match perimeter grades in most places but there will be areas of fill slopes up to 6 feet in height along the north, east, and west site boundaries. No slopes are proposed to exceed the 8-foot limit of this section.

- Site Clearing (18J.15.020): The project site is not located in the Pierce County Designated Open Space Corridor so the requirement to preserve a minimum of 15% of the site in native vegetation does not apply.
- Tree Conservation (18J.15.030): A preliminary tree conservation plan, dated December 13, 2018, was submitted on February 6, 2019. The plan used forest types and sample plots to determine the following:
  - There are 1,603 trees in the perimeter buffers and internal stands;
  - There are approximately 51 Oregon white oak trees and 34 big-leaf maple trees, all under 6" diameter at breast height (DBH); and
  - There are 378 trees determined to be significant or legacy trees. All these trees are Douglas fir; 112 of the fir trees have a DBH of 40" or greater.

An amended tree conservation plan, dated February 25, 2019, was resubmitted on February 27, 2019.

Per Table 18J.15.030-1, a minimum of 30% of trees determined to be significant are required to remain. Based on the estimated total of 378 significant trees, 113 of them are to be retained. Since the applicant is only proposing to retain 20-foot perimeter buffers along SR-7 and 224<sup>th</sup> and 232<sup>nd</sup> Street East and an 8-foot wide buffer along the eastern plat edge, the certified arborist does not recommend retaining only that portion of the existing 100-150 wide existing forest buffers. In the amended report, the arborist recommends that the northern, western, and eastern perimeter buffers not be reduced in width to less than 40 feet to tree health and minimize tree fall danger on new homes.

Since maintaining perimeter forest buffers of a minimum of 40 feet in width would significantly reduce the number of proposed lots, the amended tree conservation plan proposes to preserve 25 (6.6%) of the 378 significant trees south of the natural gas line and 25 significant trees on a proposed off-site park to the east. The applicant has requested Site Plan Review (SPR) to reduce the number of significant trees to be retained from 30% to 6.6% along with 25 significant trees to the east. All significant trees would be Douglas fir. In addition, the arborist feels that some of the estimated 51 Oregon white oak trees could be relocated to parks within the plat and to landscaped areas in the commercial shopping center, along with the addition of Oregon white oak nursery stock as additional mitigation.

A minimum of 20 tree units per net developable acre will be required to be preserved or planted on the 4.49-acre MUD zoned lots, i.e., 90 tree units. A minimum of 30 tree units per net developable acre will be required to be preserved or planted on the 56.41-acre MHR zoned lot, i.e., 1,692 tree units.

- Landscape Buffers (18J.15.040): A 20-foot wide L3 landscape buffer will be required along 224<sup>th</sup> Street East and SR-7 in MHR zoned area and an 8-foot wide L2 along the same roads on the MUD zoned commercial lot. Where feasible and appropriate existing trees and forest understory plants may be used to meet these requirements. When the commercial development is built on the MUD zoned lot, a 20-foot wide L3 landscape buffer will be required, unless an SPR is applied for and approved to reduce that buffer.

- Street Trees (18J.15.050): Street trees will be provided internally along the new roadways, at 1 per 30 lineal feet of frontage in common tracts and a minimum of 1 street tree per single-family lot will be required prior to home occupancy. Street trees are also required at 1 per 30 lineal feet along 232<sup>nd</sup> Street East.
- Infill Compatibility (18J.15.060): Three of the seven single-family lots abutting the proposed plat on the east have lot sizes less than 1 acre and new lots abutting these lots (550 feet of plat boundary) will be required to have a 6-foot solid board fence along the rear lot line and a 30-foot building setback. The applicant proposes an 8-foot wide landscape tract along the eastern plat boundary. Staff does not support use of a landscape tract to circumvent the infill compatibility requirement. If the tract is retained, staff recommends that homes abutting the three-infill protection lots be setback 22 feet from the rear lot lines, a total of 30 feet from the plat boundary. In the February 3, 2019 resubmittal, the applicant states that they will maintain this setback.
- Stormwater Facilities (18J.15.170): Storm drainage is being handled through below ground infiltration facilities located in park tract A in the center of the plat, which will not trigger the storm water facility design standards of Section 18J.15.170.D.2.a.
- Recreational Areas (18J.15.180): The 363-lot single-family plat is required to provide 4.16 acres of total recreational area, of which 1.04 acres is required to be dedicated to active recreation, with the remainder at least used for passive recreation. The applicant is proposing a 1.50-acre tract, “A”, for active recreation, as well as underground stormwater management. If Planning and Public Works requires an open storm drainage facility the size of the park tract will be reduced. A cluster of three passive recreation tracts, “B”, “C”, and “E”, is located in the southern end of the plat, totaling 0.50 acres. A 3.16-acre passive recreation tract “D” is located at the south end of the plat, which includes a 60-foot wide natural gas pipeline easement, with restrictions on the type of improvements that can be placed over the easement. In addition to on-site recreational improvements, park impact fees, currently \$2,552.39 per dwelling unit, to be adjusted upward for inflation, are required prior to building permit issuance.
- Commercial Lots: The multi-tenant commercial development will need to comply with applicable design standards above and other non-residential related design standards of Chapter 18J.15 when development permit applications are submitted to PPW for review and approval.

#### Graham Design Standards

- Site Design – Lighting (18J.80.050.A.): Lighting used in park tracts and in the commercial lots will need to comply with height and design requirements of this section. Street lighting will need to comply with Title 17B.
- Site Design – Viewsheds (18J.80.050.C.): The applicant has submitted a viewshed analysis and states that views of Mount Rainier will be possible from the proposed park tracts, assuming the perimeter forest buffer is removed from the east plat boundary. It is unclear how much of Mount Rainier will be visible from the park tracts since 2-story homes on small lots will be located between most of the parks and the eastern plat boundary. None of the plat roads has been oriented in a northwest/southeast orientation to take advantage of the view corridor to Mount Rainier.
- Site Design – Utility Placement and Design (18J.80.050.D.): It is unknown at this time where transform boxes and other above ground utility boxes will be located. A condition of approval can require the CC&Rs to address the permitted location of trash and recycling containers.

- Site Design – Mailbox Placement (18J.80.050.D.): It is unknown at this time where clustered mailboxes will be placed within the plat. They will need to comply with these design standards.
- Residential Design – Architectural Standards for Urban Single-Family and Two-Family Residential Development (18J.80.060.A.): The applicant has submitted an application for Site Plan Review (SPR) to deviate from selected architectural design standards for urban single-family residential developments, related to facade and model variation, roof pitch, porches and stoops, and attached garage placement, 18J.80.060.A.1.a.(2), .d.(2), e.(4), i.(1) and (3).
  - 18J.80.060.A., Overall Design Objective: “Design urban residential neighborhoods that allow for a diverse range of architectural styles that complement the rural character of the plan area and convey a variety of housing styles creating a unified community image.”
  - 18J.80.060.A.1.a.(2): The specific design objective is as follows: “Provide a varied residential street scene and eliminate the reuse of identical or substantially similar residential structures in close proximity to each other.”

The applicant is proposing to provide five floor plans in the 370-lot plat, with each plan including two different front elevations and 11 color schemes in lieu of the design requirement that identical or similar home designs not be repeated along the same side of the street or within the same block. The applicant is requesting the deviation to allow for more flexibility to respond to consumer preferences. Staff concurs that the SPR request would comply with the design objectives in the same or better way.

- 18J.80.060.A.1.d.(2): The specific design objective is as follows: “Provide a variety of roof forms and profiles that add character and relief to the streetscape.”

The applicant is requesting to not have to use 8:12 roof pitches on the street sides of all homes with gable roofs to allow for a mix of roof pitches. Assuming that the open ends of gable roofs are provided with additional façade interest, staff finds that allowing roof pitches less than 8:12 would comply with the design objectives in the same or better way.

- 18J.80.060.A.1.e.(4): The specific design objective is as follows: “Design main entrances that become a focal point of the home and that allow space for social interaction.”

Building elevations and building footprints were submitted on February 3, 2019, but no floor plans were submitted. The applicant is now requesting that when a porch is designed into a home that it be allowed to be reduced from a minimum of 60 square feet to 49 or 50 square feet and a reduction in porch width from 10 feet to 8, 10, or 11.5 feet and a reduction in porch depth from 6 feet to 3/5, 5, 6 and 8 feet. The applicant is requesting the reduction since the proposed 40-foot lot widths and 5-foot side yard setbacks provide a building envelope width of 30 feet and on homes with 18-foot wide garages, the remaining façade width would be 12 feet. Of the five models, 4 of them utilize porches and one has a 24 square foot 4 x 6-foot stoop.

The applicant has not yet demonstrated why placing a 10-foot wide porch across the 12-foot frontage of a home is unreasonable. The applicant has not stated whether they have explored use of tandem (front to back parking) garages to open up more front façade. The purpose of porches is to provide outdoor gathering spaces in the front yard to foster greater interaction amongst one's neighbors.

The revised request for modified porch dimensions will provide adequate room for porch seating, gardening, etc., since the minimum 8-foot width and 5-foot depth of the porches are now proposed. There is no requirement that a home have a porch, i.e., an extension of outdoor living space towards the street. A stoop, i.e., a small covered entry at the front door, could also be designed into the home. The model with the 24 square foot stoop is acceptable.

- 18J.80.060.A.1.i.(1) and (3): The specific design objective is as follows: “Minimize the visual impacts of garages through the use of alleyways, recessed garage doors (front loaded) and the emphasis of the porch and front door.”

With the building elevations and footprints submitted on February 1, 2019, the applicant is requesting garage recesses of between 4 and 8 feet from front of porch, rather than the required minimum of 7 feet behind the porch or stoop. The original request to have some garages flush with the front façade has been removed. The MHR front yard setback is a minimum of 15 feet. The minimum driveway length is 24 feet. If the porch was incorporated into the roofline of the house and enclosed with railings or low walls, the porch could be considered to be part of the living space and the garage door setback measured from the front of the porch.

The Single-Family (SF) and Moderate Density Single-Family (MSF) zones allow garages flush with the front façade if setback a minimum of 25 feet from the front lot line.

Based on a review of the 5 submitted models, staff finds that modification of the 7-foot garage recess setback and the requirement be allowed to be measured from the front of the porch or stoop is consistent with the design objective given that the porch design has been incorporated as functional outdoor living space and functionally and aesthetically as part of the house itself. Garage recess setbacks could be reduced to as low as 4 feet from front of the living space portion of the façade, as long as the driveway length is a minimum of 24 feet in length from the front lot line.

Although no longer proposed, staff does not support a home plan with a garage flush with the front façade, unless the front setback is a minimum of 25 feet and that no more than 20% percent of the homes in the plat have front façade flush garage home designs.

- Residential Design – Residential Fire Protection Standards (18J.80.060.B.): The design objective is: “Design urban residential developments to allow fire and rescue equipment and personnel adequate access to conduct operations and to protect homes in rural wildfire prone areas.”

The applicant is proposing 5-foot interior/side yard setbacks. However, the “unobstructed separation space between structures” will be less than 10 feet, given roof eaves. In the February 3, 2019 resubmittal letter and February 27, 2019 memo, the applicant is requesting to revise the current SPR request to allow a separation between structures to be as low as 8 feet, if 1-foot eaves are constructed to a 1-hour firewall standard.

**Title 17B, Construction and Infrastructure Regulations – Road and Bridge Design and Construction Standards**

- Curbs, gutters, sidewalks and street lights will be required within the plat and along the frontages of 224<sup>th</sup> Street East and 232<sup>nd</sup> Street East.

**Required Findings for Preliminary Plat, PDD and Conditional Use Permit Approvals**

**Title 18F, Development Regulations - Land Division and Boundary Changes**

Section 18F.40.030 Proposed Preliminary Plat Requirements.

C. Required Written Findings and Determinations. The Examiner's written decision on the preliminary plat shall include findings and conclusions, based on the record, to support the decision. The Examiner shall inquire into the public use and interest proposed to be served by the establishment of the subdivision and dedication. A proposed subdivision and dedication shall not be approved unless the Examiner makes written findings that:

1. *Appropriate provisions are made for, but not limited to, the public health, safety and general welfare, for open spaces, drainage ways, critical areas, streets or roads, alleys, other public ways, transit stops, potable water supplies, sanitary wastes, parks and recreation, playgrounds, schools and school grounds, and all other relevant facts including sidewalks and other planning features that assure safe walking conditions for students who walk to and from school; and*
2. *The public use and interest will be served by the subdivision and dedication.*

**Title 18A, Development Regulations - Zoning**

Section 18A.75.050 Planned Development Districts (PDDs)

J. PDD Approval – Findings Required. The action by the Examiner to approve a preliminary development plan for a proposed PDD with or without modifications shall be based upon the following findings:

1. *That the proposed development is in substantial conformance with the Comprehensive Plan and adopted Community Plans.*
2. *That exceptions from the standards of the underlying district are warranted by the design and amenities incorporated in the development plan and program such as: setting aside additional open space; creating more functional park/open space areas; providing greater protection of critical areas; providing variations in housing style and type; preserving native trees; and, providing transportation features such as narrower streets and alleyways. In order to achieve the base density within a zone classification, the Examiner may determine that additional design amenities are not necessary when a site has a significant percentage of land area encumbered by constraint areas such as wetlands or steep slopes.*

3. *That exceptions or deviations from road standards are warranted by the design and amenities incorporated in the development plan and also subject to review and approval of the County Engineer.*
4. *That the proposal is in harmony with the surrounding area or its potential future use.*
5. *That the system of ownership and means of developing, preserving, and maintaining open space is suitable.*
6. *That the approval will result in a beneficial effect upon the area which could not be achieved under the current zoning and development regulations that apply to the property.*
7. *That the proposed development or units thereof will be pursued and completed in a conscientious and diligent manner.*
8. *That adequate provisions have been made for sidewalks, curb, gutters and street lighting for developments in urban areas.*

#### Section 18A.95.050 Rezone Procedures

- C. Decision Criteria. The Hearing Examiner may approve an application for a rezone only if all of the following criteria are met:
1. *The proposed rezone is consistent with the purpose and intent of the Comprehensive Plan, respective community(ies) plan, PDD approval criteria contained in PCC 18A.75.050, and other applicable regulations;*
  2. *The proposed rezone bears a substantial relation to public health, safety, or welfare;*
  3. *The proposed rezone is in the best interest of the residents of Pierce County and the surrounding community(ies); and*
  4. *The proposed rezone is appropriate because of one of the following:*
    - a. *Conditions in the immediate vicinity have so markedly changed since the property was given its present zoning and that under those changed conditions a rezone is within the public interest; or*
    - b. *The rezone will correct a zone classification or zone boundary that was inappropriate when established.*

### **Title 18J, Development Regulations – Design Standards and Guidelines**

#### Section 18J.10.050 Site Plan Review

##### B. Site Plan Review (SPR).

3. *Site Plan Review may be satisfied by using the design guidelines to create a design solution or by following an applicant's innovative design concept to bring a project into conformance with the intent of the design objective that the specific standard is derived from. Additionally, the following review criteria shall be considered before any alternative design is granted:*
  - a. *The alternative design solution will not be materially detrimental to the public welfare or injurious to the property or improvement in such vicinity and zone in which the subject property is located;*
  - b. *The alternative design solution is consistent with the Comprehensive Plan including any applicable Community Plan;*
  - c. *Significant adverse environmental impacts will not be caused as a result of the alternative design; and*
  - d. *The alternative design solution will meet the applicable design objective in the same or better way than compliance with the standards requested to be deviated from.*

## **Questions for GAC Discussion and Consideration**

### Rezone:

- Have conditions changed since the MUD zone was applied to this site? And, is the rezone within the public interest; or
- Was the choice to zone the site MUD rather than MHR correct and appropriate when made?

### Planned Development District:

- Is the request to develop a small lot single-family project rather than other residential use types permitted in the MHR zone warranted by the design and amenities incorporated in the plat design? If not, what changes are recommended?
- Will a 363-lot small lot single-family subdivision have the same or more beneficial effect on the area than if the site was developed for uses permitted in the MUD zone?

### Preliminary Plat:

- Is the plat proposal adequately addressing public health, safety and general welfare issues as discussed above? If no, what changes are recommended.
- Will the public use and interest be served by the proposal? If not, what changes are recommended?

### Site Plan Review:

- Do the requests to deviate from the Graham design standards provide an alternative design solution that will meet the applicable design objective in the same or better way than compliance with the standard? If not, are there ways to make the alternative design more closely comply with the design objective?

### General:

- Are the Rezone, PDD, Preliminary Plat and/or Site Plan Review requests consistent with the Pierce County Comprehensive Plan or Graham Community Plan? If not, how can they be made consistent?

## **Other Questions or Concerns?**

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