



## AGENDA

**MEETING:** Regular Meeting (virtual)

**TIME:** Wednesday, November 18, 2020, 5:00 p.m.

**Zoom Info:** Link: <https://us02web.zoom.us/j/88944608975>  
Dial-in: +1 253 215 8782  
ID: 889 4460 8975

### A. Call to Order and Quorum Call

### B. Approval of Agenda and Minutes (November 4, 2020)

### C. Public Comments

- Written comments only; e-mailed to [planning@cityoftacoma.org](mailto:planning@cityoftacoma.org) by 4:00 p.m., on the meeting day

### D. Discussion Items

#### 1. Tidelands Non-Interim Regulations

- Description: Review and approve the draft Scope of Work for public review purposes.
- Action: Release for Public Review and Set the Date for a Public Scoping Hearing
- Staff Contact: Stephen Atkinson ([satkinson@cityoftacoma.org](mailto:satkinson@cityoftacoma.org))

#### 2. Home In Tacoma Project – Workshop

- Description: In-depth review and discussion of options to modify Tacoma's housing growth strategy and zoning to promote housing supply, affordability and choice.
- Action: Comment and Guidance
- Staff Contact: Elliott Barnett ([ebarnett@cityoftacoma.org](mailto:ebarnett@cityoftacoma.org))

### E. Upcoming Meetings (Tentative Agendas)

(1) December 2, 2020:

- Transportation Master Plan Update
- Tidelands Non-Interim Regulations – Public Scoping Hearing

(2) December 16, 2020:

- Urban Design Studio
- Home In Tacoma Project
- 2020 Year-in-Review

### F. Communication Items

- (1) Transportation Commission Recommendations for the 2021-2022 Biennial Budget, November 9, 2020 (See attached "Agenda Item F-1")
- (2) "Who's Missing: Equity and Inclusion in the City" – A lecture by Prof. Rubén Casas, University of Washington Tacoma, sponsored by Conversations Regarding Tacoma; Tuesday, November 17, 2020, 5:00-6:00 p.m. For more information and to register, visit <http://tacomaconversations.org>.



- (3) The City Council will conduct a public hearing on Tuesday, November 24, 2020, at approximately 5:15 p.m., on the **2020 Amendment** to the Comprehensive Plan and Land Use Regulatory Code, as recommended by the Planning Commission.
- (4) Status Reports by Commissioners – TOD Advisory Group, Housing Equity Task Force
- (5) The Infrastructure, Planning and Sustainability Committee will conduct a special meeting on Wednesday, November 18, 2020, at 4:30 p.m.; agenda includes: Transportation Commission Interviews. The Committee's regular meeting on November 25, 2020 has been canceled.

## **G. Adjournment**



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## **MINUTES** (DRAFT)

**TIME:** Wednesday, November 4, 2020, 5:00 p.m.

**PRESENT (virtually):** Anna Petersen (Chair), Jeff McInnis (Vice-Chair), Carolyn Edmonds, Ryan Givens, David Horne, Christopher Karnes, Brett Santhuff, Andrew Strobel, Alyssa Torrez

**ABSENT:** N/A

### **A. CALL TO ORDER AND QUORUM CALL**

Chair Petersen called the meeting to order at 5:00 p.m. A quorum was declared.

### **B. APPROVAL OF AGENDA AND MINUTES**

The agenda for the meeting was approved. The minutes for the October 21, 2020, meeting were approved as submitted.

### **C. PUBLIC COMMENTS**

Public comments were not accepted at the meeting. No written comments had been submitted previously as directed in the agenda notice.

### **D. DISCUSSION ITEMS**

#### **1. 2020 Annual Amendment Package – Recommendation**

Stephen Atkinson, Planning Services Division, indicated that, at this meeting, the Commission would finalize the Findings and Recommendations, Letter of Recommendation to forward the 2020 Amendment Package to the City Council for consideration. He provided a tentatively timeline of the City Council's actions, in which the 2020 Amendment Package would be adopted on December 8, 2020. A summary of the Commission's preliminary recommendation for each application was also reviewed.

Regarding the View Sensitive Overlay District – Height Limit Change application, Vice-Chair McInnis requested stronger language in the Letter of Recommendation to emphasize the community support that the proposal had received, as well as his and Commissioner Santhuff's deliberation.

Commissioner Strobel moved to forward the Letter of Recommendation prepared by staff to the City Council, to approve the Heidelberg-Davis Site - Land Use Designation Change, deny the View Sensitive Overlay District – Height Limit Change, and approve the Minor Plan and Code Amendments. Commissioner Karnes seconded the motion.

Discussion ensued. Commissioner Santhuff agreed with Vice-Chair McInnis' request and commented on the equity concerns of the letter. He elaborated that the equity argument should cover the fact that this proposed height change would be inconsistent with other parts of the City, infringing on individual property rights and their rights to develop to the greatest extent as allowed in the current code, which would in turn affects density goals and diversity housing types. Commissioner Givens suggested referencing the [One Tacoma Plan's Urban Form](#) – Policy UF-13.4 to provide additional information for the City Council. Commissioner Strobel explained that his main concern was over the consistency to the City's

Comprehensive Plan, rather than just the equity issues. Chair Petersen agreed with Commissioner Strobel and added that most of the support for the proposal was from the residents in the View Sensitive District.

Lihuang Wung, Planning Services Division, clarified that the motion was to forward the packet of the Letter and the Recommendation Report to the City Council. The Commissioner concurred. He summarized the Commission's discussion and indicated that the packet would be modified by staff based on the Commission's comments before going to the City Council.

The motion to forward the 2020 Annual Amendment package to the City Council passed unanimously.

Chair Petersen recessed the meeting at 5:24 p.m. and took her leave. Vice-Chair McInnis resumed the meeting at 5:30 p.m.

## **2. Urban Design Studio – Workshop**

Mesa Sherriff, Planning Services Division, introduced two consultants that have been working on the program, Noré Winter from Winter & Company and Keith Walzak from VIA Architecture. Mr. Sherriff informed the Commission that this meeting would cover the operations of the program, the draft manual, and the draft design standards and guidelines.

Keith Walzak, VIA Architecture, began his presentation with the goal and target of the program, which was to establish a new comprehensive citywide design review program to be adopted in Spring 2021. The project timeline and meeting schedule were presented. Mr. Walzak also went over the six (6) key themes of the program – Be Reasonable, Reflect Tacoma's Values, User Friendly, Program Emphasis Areas, Sustainable Development, and Combine Prescriptive Standards with Flexible Design Guidance.

Furthermore, Noré Winter, Winter & Company, reviewed the Operations Manual, consisting of three (3) sections – Introduction, Design Review Operations, and Appendix. The Introduction outlined the general structure of the design review process (by code compliance, by design review staff, and by design review board). The Design Review Operations detailed the implementation strategy, the phasing in the program, and the system mechanics. The Appendix documented how workload for staff and the proposed design review board were projected. There would also be a public-facing user's guide to help explain the program and how to successfully go through the review process.

Mr. Sherriff invited feedback from the Commission on the materials presented so far. Commissioner Givens noted the requirement to have a designer on the design review board, asking staff and consultants to consider credentials. He also wanted clarity on areas with alleys, and reasoning for exempting places of worship and schools. Commissioner Santhuff, while commenting favorably on the key themes, felt it important to distinguish the targeted neighborhood mixed-use centers (MUCs) from the crossroad ones, particularly in the materials for the public outreach and hearing process. Additionally, he would like to make clear that this iteration of the program would focus on the urban aspects of building designs, rather than criteria such as material, color, durability, etc. Vice-Chair McInnis suggested revision to the composition of the design review board to limit the number of non-Tacoma members and keep the majority to be Tacoma residents. The Neighborhood Councils were also suggested to be included in the design review board.

Mr. Walzak proceeded to presenting the structure of Design Guidelines Manual with three (3) main components – Introduction, Geographies, and Standards and Guidelines. He explained the key content of each section and provided relevant examples, focusing on the Standards and Guidelines.

Commissioner Givens recommended having a checklist available to applicants and endorsed various elements in the guidelines. In regards to the Weather Protection feature, he advised consulting with Public Works. Commissioner Santhuff shared the sentiments in Commissioner Givens' comment. He additionally had a question about the timeline for developing Land Use code changes to address the discrepancies in the proposed guidelines, and asked for more examples of breaking down larger lots and buildings not conforming to the requirements.

The discussion continued with examples of buildings around the City, illustrating features relative to massing and scale, public realm, and built form. Also presented was a GIS map showing the project areas on a parcel-by-parcel basis.

## **E. TOPICS OF THE UPCOMING MEETINGS**

- 1) Agenda for November 18, 2020 meeting includes:
  - Tideflats Non-Interim Regulations (Scope of Work)
  - Home In Tacoma Project (Workshop)
- 2) Both meetings in December would likely to remain on the schedule; no cancellation. Agenda items for these two meeting would be reorganized and reported later.

## **F. COMMUNICATION ITEMS**

- 1) Ordinance No. 28696 Tideflats Interim and Non-Interim Regulations
  - Mr. Atkinson informed the Commission that the City Council adopted Ordinance No. 28696 extending the current interim regulations through June 2, 2021 and initiating the non-interim regulations process. The Commission was directed to create and forward a recommendation on the non-interim regulations to the City Council prior to the next expiration of the interim regulations. Staff would come back at the next few meetings with more detailed scope and schedule. A scoping hearing was planned for December 2, 2020.
- 2) Brian Boudet, Planning Division Manager, reported to the Commission of the following:
  - Staff's telecommuting status had been extended to June 28, 2021, which would consequently extend the Commission meeting virtually.
  - The Commission's Annual Report 2019-2020 and Work Program 2020-2022 were presented to the Infrastructure, Planning and Sustainability (IPS) Committee on October 28, 2020. The Committee expressed appreciation for the Commission's work and the focus in the Work Program (housing and Tideflats). There was interest in having a joint meeting between the Committee and the Commission, as well as creating a housing justice policy. Climate action planning, implementation of subarea plans, and neighborhood planning programs were also areas of interest to the Committee.
- 3) Status Reports by Commissioners
  - Transit Oriented Development (TOD) Advisory Group – As the group had not had their next meeting since the last report to the Commission, Commissioner Karnes indicated that his last report was still accurate.
  - Housing Equity Taskforce – Similar to the TOD Advisory Group, Commissioner Karnes stated that he would have a more in-depth report after the meeting on November 5, 2020. Commissioner Givens added that the taskforce had been meeting with representatives from Seattle and Minneapolis to discuss their housing strategy experience.

## **G. ADJOURNMENT**

The meeting was adjourned at 6:57 p.m.

***\*These minutes are not a direct transcription of the meeting, but rather a brief capture. For full-length audio recording of the meeting, please visit:***

***[http://www.cityoftacoma.org/government/committees\\_boards\\_commissions/planning\\_commission/agendas\\_and\\_minutes/](http://www.cityoftacoma.org/government/committees_boards_commissions/planning_commission/agendas_and_minutes/)***





**To:** Planning Commission  
**From:** Stephen Atkinson, Planning Services Division  
**Subject:** **Tideflats Non-interim Regulations**  
**Meeting Date:** November 18, 2020  
**Memo Date:** November 12, 2020

**Action Requested:**

Set a Public Scoping Hearing for December 2, 2020 at approximately 5:30 PM and accept written comments until 4:00 PM prior to the public hearing.

**Discussion:**

At the Commission's meeting on November 18, staff will present a draft scope of work and schedule (attached), as well as pertinent background information for the Tideflats Non-interim Regulations. Following the discussion, staff is requesting that the Commission set a public scoping hearing for December 2, 2020 to help inform the initial amendment options under consideration.

**Project Summary:**

On October 20, 2020 the City Council approved Amended Ordinance No. 28696 (attached), which approved a 6-month extension of the Tideflats Interim Regulations and also directed the Planning Commission and staff to begin a process to develop new recommendations for a non-interim ordinance to replace the interim regulations.

This project will review land use regulations in the Port of Tacoma Manufacturing and Industrial Center and Industrial Zoning Districts City-wide to address the following issues:

- Public notification requirements for permits and land use amendments;
- Conversion of industrial lands to non-industrial uses;
- Encroachment of residential developments on industrial lands;
- Siting of potentially high risk/high impact heavy industrial uses.

The process will result, at a minimum, in proposed amendments to the Tacoma Municipal Code, Title 19 Shoreline Master Program and Title 13 Land Use Regulatory Code, and will be conducted in accordance with the procedural requirements of the State Shoreline Management Act, Growth Management Act, SEPA, and Tacoma Municipal Code.

**Prior Actions:**

On May 9, 2017, the City Council adopted Resolution No. 39723 initiating a subarea planning process for the Port/Tideflats area. In addition, the resolution requested the Planning Commission consider the need for interim regulations in the Tideflats area while the subarea planning process is under way.



The Planning Commission determined that interim regulations were warranted and on October 4, 2017 forwarded its recommendation to the City Council for consideration. In support of these deliberations the Commission conducted a public hearing, at which 81 people testified, and reviewed over 200 written comments. Attached is the Commission's Findings and Recommendations Report, dated October 4, 2017.

Following its own public hearing, and substantial community input and deliberation, the City Council, on November 21, 2017, adopted the Tideflats Interim Regulations by Amended Ordinance No. 28470.

The Interim Regulations were initially adopted for one-year, taking effect on December 2, 2017 and expiring on December 2, 2018. Following this initial period, the Council has taken the following actions to extend the interim regulations:

- November 13, 2018: Ordinance No. 28542 – 6-month Extension
- May 21, 2019: Ordinance No. 28582 – 6-month Extension
- November 12, 2019: Ordinance No. 28619 – 6-month Extension
- May 19, 2020: Ordinance No. 28671– 6-month Extension
- October 20, 2020: Ordinance No. 28696 – 6-month Extension

**Staff Contacts:**

- Stephen Atkinson, [satkinson@cityoftacoma.org](mailto:satkinson@cityoftacoma.org)
- Larry Harala, [lharala@cityoftacoma.org](mailto:lharala@cityoftacoma.org)

**Attachments:**

1. Amended Ordinance No. 28696
2. Draft Scope of Work and Schedule
3. Planning Commission's Findings and Recommendations, 10.04.17

c. Peter Huffman, Director



## ORDINANCE NO. 28696

1 AN ORDINANCE approving a six-month extension of the Tideflats Interim  
2 Regulations, as originally approved by Amended Ordinance No. 28470  
and extended by Ordinance Nos. 28542, 28583, 28619, and 28671.

3 WHEREAS, on May 9, 2017, the City Council adopted Amended  
4 Resolution No. 39723, initiating the subarea planning process for the Tideflats  
5 area, and further, requesting that the Planning Commission consider the need for  
6 interim regulations in the Tideflats area while the subarea planning process is  
7 underway, and  
8

9 WHEREAS the Planning Commission (“Commission”) determined that  
10 interim regulations were warranted, and on October 4, 2017, the Commission  
11 forwarded its recommendation to the City Council for consideration, and  
12

13 WHEREAS, in support of these deliberations, the Commission conducted a  
14 public hearing at which 81 people testified, and reviewed over 200 written  
15 comments, and  
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17 WHEREAS, following its own public hearing and substantial community  
18 input and deliberation, the City Council, on November 21, 2017, passed  
19 Amended Ordinance No. 28470, which included the following elements:

- 20 • Category 1: Expanded public notification of heavy industrial use permits;
- 21 • Category 2: A temporary prohibition of new non-industrial uses in the Port of  
22 Tacoma Manufacturing and Industrial Center;
- 23 • Category 3: A temporary prohibition of new residential development along  
24 Marine View Drive and NE Tacoma slopes; and
- 25 • Category 4: A temporary prohibition on certain types of new heavy industrial  
26 uses,

and



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WHEREAS, on November 13, 2018, following another public hearing, substantial community input, and City Council deliberation, the City Council passed Ordinance No. 28542, extending the Tideflats Interim Regulations for an additional six-month period, and

WHEREAS, on May 21, 2019, following another public hearing and deliberations, the City Council passed Ordinance No. 28583, extending the Tideflats Interim Regulations for an additional six-month period, and

WHEREAS, on November 12, 2019, following another public hearing and deliberations, the City Council passed Ordinance No. 28619, extending the Tideflats Interim Regulations for an additional six-month period, and

WHEREAS, on May 19, 2020, following another public hearing, substantial community input and deliberation, the City Council passed Ordinance No. 28671, which extended the Tideflats Interim Regulations for another six-month period, and

WHEREAS, Ordinance No. 28671 is set to expire on December 2, 2020, and the Tacoma Municipal Code ("TMC"), consistent with state law, allows the City Council to consider reauthorization of the interim regulations every six months subsequent to the initial one-year authorization period, and

WHEREAS, the City Council has determined that it is necessary to extend the interim regulations for an additional six-month period; Now, Therefore,



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BE IT ORDAINED BY THE CITY OF TACOMA:

Section 1. That a six-month extension of the Tideflats Interim Regulations, as originally approved by Amended Ordinance No. 28470, passed November 21, 2017, extended by Ordinance No. 28542, passed on November 13, 2018, extended by Ordinance No. 28583, passed on May 21, 2019, extended by Ordinance No. 28619, passed November 12, 2019, and extended by Ordinance No. 28671, passed on May 19, 2020, is hereby approved.

Section 2. That the Tacoma Planning Commission is hereby directed to review these Interim Regulations, and recommend non-interim regulations to replace them for consideration by the City Council by April of 2021. In undertaking this work, the Commission will consider only those issues and uses initially addressed by Amended Ordinance No. 28470, and will limit the scope of work to those regulatory options reviewed in the public record. The Commission should seek substantive input from the Port of Tacoma, the Puyallup Tribe, and other governments and stakeholders of the Tacoma Tideflats.

Further, the Commission will review and assess approaches to regulate the expansion of existing uses, and consider new findings of fact, including any lessons learned from permitting in the time since the regulations were put into effect, and changes to baseline conditions.



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The Commission's recommendations should provide clarity and predictability for industry and community, particularly given the current COVID-19 crisis and economic impacts.

Passed October 20, 2020

*M Woodards*  
Mayor

Attest:

*Doris Soum*  
City Clerk

Approved as to form:

*[Signature]*  
Deputy City Attorney

# Non-Interim Industrial Land Use Amendments

On October 20, 2020 the City Council approved Amended Ordinance No. 28696, which approved a 6-month extension of the Tideflats Interim Regulations and also directed the Planning Commission and staff to begin a process to develop new recommendations for a non-interim ordinance to replace the interim regulations.

This project will review land use regulations in the Port of Tacoma Manufacturing and Industrial Center and Industrial Zoning Districts City-wide to address the following issues:

- Public notification requirements for permits and land use amendments;
- Conversion of industrial lands to non-industrial uses;
- Encroachment of residential developments on industrial lands;
- Siting of potentially high risk/high impact heavy industrial uses.

The process will result, at a minimum, in proposed amendments to the Tacoma Municipal Code, Title 19 Shoreline Master Program and Title 13 Land Use Regulatory Code, and will be conducted in accordance with the procedural requirements of the State Shoreline Management Act, Growth Management Act, SEPA, and Tacoma Municipal Code.

## Proposed Planning Commission Schedule (TENTATIVE):

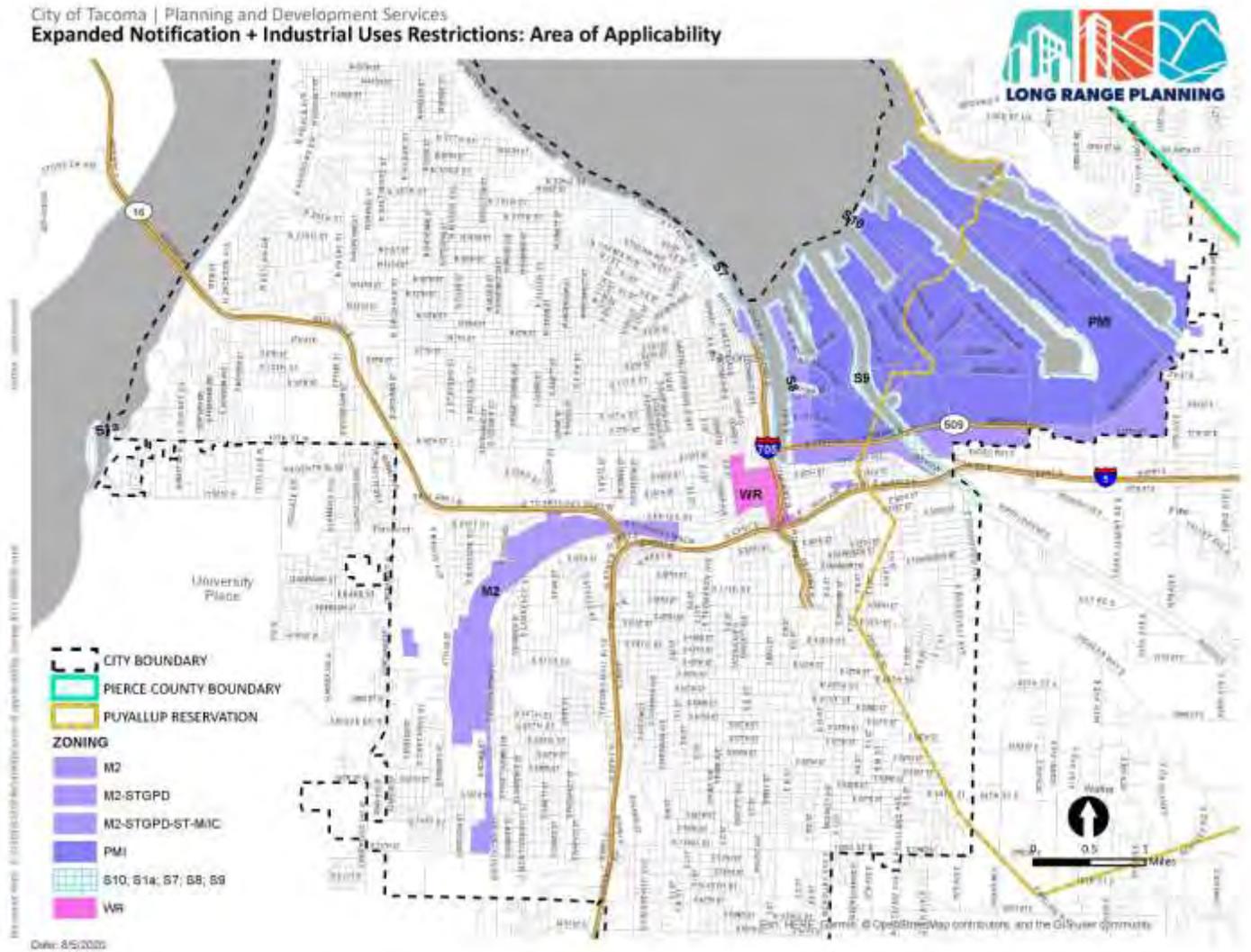
<p><b>1. Project Initiation and Scoping</b> November –December, 2020 Deliverable:</p> <ul style="list-style-type: none"> <li>• Final Scope of Work</li> </ul>	<ul style="list-style-type: none"> <li>• Review Council legislative action initiating the Non-interim Industrial Land Use Amendment.</li> <li>• Present background and proposed scope of work.</li> <li>• Conduct a public scoping hearing to inform process.</li> </ul>
<p><b>2. Code Development</b> December, 2020 – January, 2021 Deliverables:</p> <ul style="list-style-type: none"> <li>• Staff Report and Exhibits</li> </ul>	<ul style="list-style-type: none"> <li>• Draft code exhibits and public review document;</li> <li>• Conduct benchmarking;</li> <li>• Review findings from permit activity, fossil fuel study, and other data.</li> </ul>
<p><b>3. Public Hearing and Recommendations</b> February - March, 2021 Deliverables:</p> <ul style="list-style-type: none"> <li>• Public Review Document</li> <li>• Findings of Fact and Recommendations</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct a public hearing and comment period;</li> <li>• Conduct a joint public hearing with Department of Ecology on proposed shoreline amendments;</li> <li>• Conduct SEPA review;</li> <li>• Department of Ecology preliminary determination;</li> <li>• Finalize Findings of Fact and Recommendations to City Council.</li> </ul>
<p><b>4. City Council Review</b> April – May, 2021 Deliverable:</p> <ul style="list-style-type: none"> <li>• Non-Interim Ordinance</li> </ul>	<ul style="list-style-type: none"> <li>• City Council Public Hearing;</li> <li>• First and Final Reading of Ordinance;</li> <li>• Submittals to Ecology if necessary.</li> </ul>



# 1. Area of Applicability

## a. Expanded Notification and Heavy Industrial Use Restrictions

The following map depicts the zoning districts city-wide that allow industrial uses and development and which are subject to this review. These districts include: M-1, M-2, PMI, WR, S-7, S-8, S-9, S-10, and S-1a. This review will evaluate permit notification procedures and the siting of potentially high risk/high impact uses in these areas.



**b. Non-industrial Use Restrictions**

The following map depicts the Port of Tacoma Manufacturing and Industrial Center where the Interim Regulations apply limitations on new non-industrial uses. This review will consider limitations on non-industrial uses in this area.





## 2. Background

### **Comprehensive Plan and Land Use Regulatory Code**

The One Tacoma Comprehensive Plan, updated in 2015 by Ordinance No. 28335, is Tacoma's comprehensive plan as required by the State Growth Management Act (GMA) and consists of several plan and program elements. As the City's official statement concerning future growth and development, the Comprehensive Plan sets forth goals, policies and strategies for the health, welfare and quality of life of Tacoma's residents. The Land Use Regulatory Code, Title 13 of the Tacoma Municipal Code (TMC), is the key regulatory mechanism that supports the Comprehensive Plan.

### **Comprehensive Plan and Land Use Regulatory Code Amendments**

The City of Tacoma periodically accepts applications to amend the Comprehensive Plan and Land Use Regulatory Code. During the 2017-2018 Comprehensive Plan and Land Use Regulatory Code Amendment Application period, the City received multiple applications/requests for zoning and land use amendments for the Tideflats area, including the Northeast Tacoma Buffer Zone application, the implementation of the Container Port Element of the City's Comprehensive Plan, and relating to expanded notification for large industrial projects.

### **Consolidation of Applications**

In response to the multiple amendment applications, on May 9, 2017, the Tacoma City Council adopted Resolution No. 39723 initiating a subarea planning process for the Port Tideflats. In addition, the Resolution requested that the Planning Commission consolidate the various applications/requests into the scope of work for the Tideflats Subarea planning process, and consider the need for interim regulations in the Tideflats subarea while the subarea planning process is under way.

### **Planning Commission Review**

In support of their deliberations, the Planning Commission conducted a public hearing, at which 81 people testified, and reviewed over 200 written comments.

### **Planning Commission Recommendation**

The Planning Commission determined that interim regulations were warranted, and on October 4, 2017, the Commission forwarded its recommendation to the City Council for consideration.

### **City Council Amended Ordinance Adopted**

Following its own public hearing, and substantial community input and deliberation, the City Council, on November 21, 2017, adopted the Tideflats Interim Regulations by Amended Ordinance No. 28470. The ordinance was amended to allow expansion of existing uses per established development regulations and permit procedures.

### **Subsequent Extensions**

The Interim Regulations were initially adopted for one-year, taking effect on December 2, 2017 and expiring on December 2, 2018. Following this initial period, the Council has taken the following actions to extend the interim regulations:

- November 13, 2018: Ordinance No. 28542 – 6-month Extension
- May 21, 2019: Ordinance No. 28582 – 6-month Extension
- November 12, 2019: Ordinance No. 28619 – 6-month Extension
- May 19, 2020: Ordinance No. 28671– 6-month Extension

- October 20, 2020: Ordinance No. 28696 – 6-month Extension

### 3. Applicable Policy

This zoning and land use regulatory review will consider the following, at a minimum, to develop a common understanding of the policy framework guiding the zoning and land use regulatory code for the City's Industrial Zoning Districts and use allowances. The intent of this process is to ensure internal consistency between established policies and the implementing regulations.

#### **GROWTH MANAGEMENT ACT**

Adopted in 1990, the Growth Management Act (GMA) requires municipalities to plan for accommodating growth and grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, GMA goals support focused growth in designated urban centers with adequate infrastructure, while preserving the rural area around the urban centers. The GMA identifies specific requirements for comprehensive plans, focused primarily on the required land use, housing, transportation, utilities and capital facilities elements. The City of Tacoma Comprehensive Plan is prepared and adopted in accordance with the requirements of the GMA.

#### **SHORELINE MANAGEMENT ACT**

Originally adopted in 1972, the Shoreline Management Act (SMA) provides a statewide framework for managing, accessing and protecting shorelines. The overarching goal of the SMA is "to prevent the inherent harm of uncoordinated and piecemeal development of the state's shorelines." The SMA applies to a variety of marine waters, streams and rivers, lakes, wetlands and river deltas, the 100-year floodplain, and upland areas at shoreline edges. Jurisdictions with these types of waters must prepare a shoreline master program for regulation of uses in these shoreline areas, consistent with the SMA.

In Tacoma, Wapato Lake, the Puyallup River and the marine shoreline areas fall under the jurisdiction of the SMA. Consistent with the SMA, the City's Shoreline Management Program provides goals, policies, and regulations for shoreline use and protection and establishes a permit system for administering the Program. The goals, policies and regulations in the City's Program are tailored to the specific geographic, economic, and environmental needs of the City of Tacoma.

#### **VISION 2040**

The Puget Sound Regional Council VISION 2040 is a regional strategy plan for the central Puget Sound region, including all jurisdictions in Snohomish, King, Pierce and Kitsap counties. Vision 2040 addresses regional goals around the topics of environment, development patterns, housing, economy, transportation and public services. The plan designates Tacoma as one of five Metropolitan Cities in the region and the Tideflats are designated as a regional Manufacturing and Industrial Center.

#### **ONE TACOMA COMPREHENSIVE PLAN**

A comprehensive plan guides a community's development over the long term, addresses the entire community and describes how the community's vision for the future is to be achieved. In short, it is a blueprint for the future character of the city. It guides decisions on land use, transportation, housing, capital facilities, parks, and the environment. It also sets standards for roads and other infrastructure, identifies how they will be paid for, and establishes the basis for zoning and development regulations.

## 4. Amendment Objectives

Would the proposed project seek to achieve any of the following objectives, per Tacoma Municipal Code 13.05.030?

- Address inconsistencies or errors in the Comprehensive Plan or development regulations;

*Staff Response: The review will address inconsistencies between established policies in the One Tacoma Plan and the implementing zoning and land use regulations. For example, current policies call for the retention of the hillside in NE Tacoma as a buffer between industrial and residential uses. However, the zoning and land use regulations allow for ongoing residential platting and housing development in this area.*

- Respond to changing circumstances, such as growth and development patterns, needs and desires of the community, and the City's capacity to provide adequate services;

*Staff Response: The review is necessary to respond to changes in growth and development assumptions, market conditions, and to respond to community concerns expressed through prior permit processes and public comments provided to the Planning Commission and City Council. For example, in 2017 the NE Tacoma Neighborhood Council applied for a Comprehensive Plan and Land Use Regulatory Code Amendment to create a commercial transition area along Marine View Drive. Likewise, permit applications and inquiries indicate a growing interest in fossil fuel storage and export at marine terminals throughout the northwest that was not anticipated in the City's zoning and permit procedures.*

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

*Staff Response: The review is necessary to ensure compatibility of land uses allowed within the City's Tideflats Manufacturing and Industrial Center. The area currently allows significant non-industrial uses which could detrimentally impact industrial activity or result in the reduction of available lands for industrial demand.*

*Furthermore, comments provided to the City from the Puyallup Tribe of Indians identified a potential land use conflict between certain high-risk uses and the location of Tribal housing and community services.*

- Enhance the quality of the neighborhood.

*Staff Response: The review will consider the transition between heavy industrial zoning districts and residential areas to both maintain and enhance the quality of life in the City's adjacent neighborhoods as well as ensure compatibility of uses and the protection of industrial activity within the Heavy Industrial Zoning Districts. In addition, the review will consider the risks to adjacent neighborhoods as a result of the siting of potentially high risk/high impact industrial uses.*

## 5. Issues for Review

The Interim Regulations include four component elements, each responding to areas of concern identified through community input and planning commission deliberations and addressed in the Amended Ordinance approved by the City Council:

- a. Expanded Notification: Current Ordinance expands notification of discretionary permits and SEPA Determinations 2500' from the boundary of the Manufacturing and Industrial Center boundary.
- b. Incompatible Nonindustrial Uses: Current Ordinance prohibits new non-industrial uses in the Port of Tacoma Manufacturing and Industrial Center, and uses that may be incompatible with port/maritime uses, such

agriculture, residential uses, high intensity park and recreation facilities, airports, hospitals, and educational facilities. **Does not apply to existing uses.**

- c. Residential Encroachment: Current Ordinance prohibits new platting and subdivision along Marine View Drive and the Northeast Tacoma hillside. A single unit is allowed per existing legal lot. New construction must put notice on title of proximity to a heavy industrial area.
- d. Potentially High Risk/High Impact Industrial Uses: Current Ordinance prohibits new oil and liquefied fossil fuel industries, coal storage and/or terminals, chemical manufacturing, smelting, and mining and quarrying. **Does not apply to existing uses.**

## 6. Potential Amendments for Evaluation

The initial interim regulations were intended to enact a broad pause on certain uses and activities while the Subarea Plan was underway, rather than a specific recommendation on how and where to accommodate the defined uses. As such, this scope of work, in seeking to develop a long-term recommendation, proposes to shift away from universal “one-size-fits-all” approaches to provide a more context sensitive framework for use and development activity that protects public health, welfare, and safety, while accommodating continued economic development.

Throughout the development of the Tideflats Interim Regulations as well as subsequent extensions, multiple amendments have been proposed to the City Council for consideration. This review will consider the comments and testimony provided to staff and the City Council, the legislative record, as well as comments provided during an initial scoping period, to identify potential amendments to the Interim Regulations.

Furthermore, the City Council, in enacting the ordinance to initiate this non-interim process, provided direction to the Planning Commission to establish appropriate parameters for review. These include:

- Consider only those issues identified in the initial ordinance, as described in Section 5 of this Scope of Work;
- Consider only those uses already defined in the ordinance, and as described herein;
- Consider approaches that could be applied to the expansion of existing uses;
- Consider amendments that will improve the certainty and predictability of the regulations;
- Consider options reviewed previously in the public record.

Based on these parameters, staff has identified the following potential amendments that may be considered by the Planning Commission:

a. Expanded Notification - Potential Amendments:

- Amend to include occupants as well as taxpayers in the direct mailing.

b. Incompatible Nonindustrial Uses – Potential Amendments:

- Amend to apply limitations on the expansion of existing uses utilizing the existing non-conforming codes and procedures;
- Refine the areas of applicability in the tideflats, such as limiting restrictions to the area defined as the Core Area for container port activities.
- Consider permit types and criteria for new and/or expansion of existing uses.

c. Residential Encroachment - Potential Amendments:

- Amend the applicability of the development restrictions based on the area of likely impacts due to industrial-residential adjacency;
- Consider other approaches to limit overall development capacity while avoiding an unconstitutional taking of private property, including amendments to minimum lot size standards to reduce allowed density of development.

d. Siting of Potentially High Risk/High Impact Industrial Uses Potential Amendments:

- For all use categories, amend to apply limitations on the expansion of existing uses.
  - Consider expansion limits based on throughput and bulk storage capacity, or other appropriate measures depending on the type of use;
  - Consider utilizing a cap on the amount of overall expansion allowed over time.
- For all use categories, amend use classifications and definitions to provide for improved clarity and predictability.
- Chemical manufacturing:
  - Consider refinements to the use category based on established risk classifications;
  - Consider the use of a conditional use permit and permit criteria to allow for more context sensitive review of new uses and expansion of existing uses;
  - Consider buffering standards to avoid potential sensitive areas such as critical areas and residential areas;
  - Consider specific allowances that encourage a transition to cleaner fuels and energy for industrial and manufacturing processes.
- Oil and other liquefied fossil fuel industries:
  - This category could be refined to distinguish between uses that are serving local/regional markets and those that are primarily bulk storage and export facilities;
  - Consider the use of a conditional use permit and permit criteria for project level review;
  - Consider specific allowances that encourage a transition to cleaner fuels;
  - Consider allowances to avoid any potential impact to Joint-Base Lewis-McChord.

## 7. Outreach and Engagement

Public engagement and notification will be conducted in accordance with the procedural requirements of the Growth Management Act, Shoreline Management Act, SEPA, and the City of Tacoma Municipal Code. These procedures include:

a. Notification methods.

- Direct mailings to taxpayers and occupants within 2500' of heavy industrial zoning districts and/or the boundary of the MICs.
- Email notifications to the Tideflats Listserv and Planning Commission mailing lists.
- Project webpage
- News Tribune Ad
- Social media posts and event pages

- Legal Notice in the Daily Index
- 60-day Notice to the State
- Notice to Joint-Base Lewis-McChord
- Distribution to SEPA Notice recipients
- Distribution to Shoreline Management interested parties and State mailing lists

b. Direct Engagement

Project Staff will conduct outreach to the following boards, commissions, and civic organizations:

- Planning Commission
- Sustainable Tacoma Commission
- Manufacturing and Industrial Council
- Neighborhood Councils
- Other Civic Groups

c. Legislative Engagement Opportunities

- Scoping Comment Period and Public Hearing
- Informational Meeting on Proposed Amendments
- Planning Commission Public Comment Period
- Joint Planning Commission/Department of Ecology Public Hearing
- City Council Public Hearing

## 8. Impact Review

- The City will conduct a Non-project Action SEPA Review of the proposed amendments.
- The City will conduct a Health, Equity, and Sustainability Review of the proposed amendments.
- The City will consider impacts to adjacent jurisdictions and seek input from affected jurisdictions, including the Port of Tacoma, Pierce County, and the City of Fife.
- The City will consult with the Puyallup Tribe of Indians to identify potential impacts to the Puyallup Reservation and Tribal Trust Lands in accordance with the procedures in the Land Claims Settlement.
- The City will conduct an “Unconstitutional Takings Review” per the guidance established by the Washington State Attorney General’s Office.

## 9. Supplemental Information

- Policy Framework
  - The policy framework will identify the policies in the One Tacoma Plan most pertinent to the review process, to guide the assessment of potential code amendments.
- Summary of Public Scoping Comments and Staff Responses
  - This report will summarize comments on the current ordinance as well as document comments provided as part of this scoping process.
- Regulatory Code Benchmarking Report
  - This report will identify other jurisdictions’ regulatory approach to the issues identified in this scope of work to inform potential options for regulatory code amendments
- Summary of Permit Activity during the Interim Period

- Fossil Fuel Baseline Study
  - This study will provide information regarding the current storage and processing capacity of uses in the Tideflats, as well as summarize current trends in oil transport, market and regulatory factors driving oil and liquefied fossil fuel supply, as well as data on the current economic impacts and markets served by existing uses.

## 10. Schedule for Review and Decision-making

### Planning Commission review: November – March

The Tacoma Planning Commission is a nine member citizens’ advisory body responsible for advising the City Council on all land use matters. The Commission’s meetings are open to the public and advertised on the City’s website. The Planning Commission will make a formal recommendation to the City Council.

Community members will have an opportunity to provide comments and testimony directly to the Planning Commission and City Council during the legislative process. The Commission will make a formal recommendation on the draft subarea plan to the City Council. Add in role from Work Plan

### City Council review: March – May

Final decisions regarding outcomes of the process will be made by the City Council. The City Council will review and discuss any recommended revisions at a study session. The study session meetings are open to the public. In addition, the full Council will hold at least one public hearing to receive further public comment before adopting any revisions to policies and regulations. Public testimony will also be accepted at first and second reading of adopting ordinances.

### Puget Sound Regional Council review: Following adoption

The Puget Sound Regional Council reviews proposed amendments to the Comprehensive Plan for consistency with Multicounty Planning Policies (VISION 2040). Certification of any Comprehensive Plan Amendments are critical to ensure that the Tideflats remain eligible for transportation funding. Land Use Regulatory Code Amendments are not subject to the review and certification of the Puget Sound Regional Council. Puget Sound Regional Council staff will be invited to provide comments on the Planning Commission’s draft amendments.

### Department of Ecology review: Concurrent with Planning Commission and City Council.

As the City’s Shoreline Master Program, which contains both policies and land use regulations, is a joint program managed by the City and the State, amendments proposed to the Shoreline Program must be in conformance with the Shoreline Management Act and approved by the Department of Ecology in order to take effect. Ecology staff will be invited to participate in the process from the outset and the Planning Commission will conduct a joint Tacoma-Ecology public hearing on proposed amendments. Ecology staff will provide a preliminary review and determination of consistency prior to the City Council’s review.

Date	Topic	Review Body
December 2, 2020	Public Scoping Hearing and Debrief	Planning Commission
January 6, 2021	Discussion	Planning Commission
January 20, 2021	Discussion and Set Public Hearing	Planning Commission
February 17, 2021	Public Hearing	Planning Commission/Ecology

March 3, 2021	Review Public Testimony	Planning Commission
March 17, 2021	Recommendation	Planning Commission
March	Placeholder for additional meeting if necessary	Planning Commission
April 13, 2021	Study Session	City Council
April 20, 2021	Public Hearing	City Council
April 27, 2021	Study Session	City Council
May 4, 2021	First Reading of Ordinance	City Council
May 11, 2021	Final Reading of Ordinance	City Council
May 18	Placeholder for additional meeting if necessary	City Council
May/June, 2021	State review	Ecology
	Certification if applicable	Puget Sound Regional Council

DRAFT

# Tideflats Interim Regulations

## Planning Commission Findings and Recommendations

October 4, 2017



The City of Tacoma does not discriminate on the basis of disability in any of its programs, activities, or services. To request this information in an alternative format or to request a reasonable accommodation, please contact the Planning and Development Services Department at (253) 591-5030 (voice) or (253) 591-5820 (TTY).

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Tacoma, WA 98402-3793  
(253) 591-5030  
[www.cityoftacoma.org/planning](http://www.cityoftacoma.org/planning)

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Anders Ibsen  
Conor McCarthy  
Lauren Walker

Robert Thoms, Deputy Mayor  
Marty Campbell  
Joe Lonergan  
Ryan Mello

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Jeremy Woolley  
Brett Santhuff  
Carolyn Edmonds

Chris Beale  
Jeff McInnis  
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# **I. Letter of Recommendation**





City of Tacoma  
Planning Commission

Stephen Wamback, Chair  
Anna Petersen, Vice-Chair  
Carolyn Edmonds  
Jeff McInnis  
Brett Santhuff  
Andrew Strobel  
Dorian Waller  
Jeremy Woolley  
(vacant)

October 4, 2017

The Honorable Mayor and City Council  
City of Tacoma  
747 Market Street, Suite 1200  
Tacoma, WA 98402

RE: Tideflats Interim Regulations

Honorable Mayor and Members of the City Council,

On behalf of the Tacoma Planning Commission, I am forwarding our recommendations on the Proposed Tideflats Interim Regulation, in response to Resolution No. 39723 from May 9, 2017. Enclosed is the "*Planning Commission's Findings and Recommendations Report, October 4, 2017*" that summarizes the proposed interim regulations, the public review process, and the Planning Commission's deliberations.

Through months of community conversation and discussion, the Commission has been steadfast in support for the subarea planning process as called for in Resolution No. 39723. We ask that the City Council prioritize the resources to conduct the subarea planning process in the most expeditious way. Yet based on the sustained level of community involvement to date, we do recognize this work will require a level of public engagement that necessitates careful design and execution to be truly effective.

In the meantime, the Commission finds that interim regulations are warranted and we recommend that the City Council adopt the following proposals for the duration of the Tideflats Subarea Planning process:

1. Expand notification for heavy industrial uses city-wide;
2. Pause certain new non-industrial uses within the Port of Tacoma MIC and limit the expansion of existing said uses;
3. Pause new residential platting and subdivision of land along Marine View Drive;
4. Pause certain new heavy industrial uses city-wide and limit the expansion of existing said uses.

While the Commission was not specifically required under TMC 13.02.055 to conduct a public hearing, the Commission elected to hold a public hearing and accept comments on the draft documents in response to the significant and diverse interest and concerns expressed to the Commission early in the process. As a result, the Commission received a virtually unprecedented level of participation in the public hearing, with over 300 people in attendance, 81 people who provided testimony, and more than 200 pieces of written comments submitted for Commission consideration.

The subarea plan is the best course of action to comprehensively address land use issues associated with the future of the Port/Tideflats, with interim regulations a necessary first step. The Commission stands ready to assist the City Council and the Planning and Development Services Department in this project that has the potential to significantly reshape Tacoma's economic and environmental destiny.

Respectfully,

STEPHEN C. WAMBACK, Chair  
Tacoma Planning Commission  
Enclosure



## **II. Findings of Fact and Recommendations**



## II. Findings and Recommendations

TACOMA PLANNING COMMISSION  
FINDINGS OF FACT AND RECOMMENDATIONS  
OCTOBER 4, 2017

### A. SUBJECT:

Tideflats Interim Regulations

### B. SUMMARY OF PROPOSED AMENDMENTS:

The proposed Tideflats Interim Regulations consists of the following elements:

#### *Category 1: Expanded Notification for Heavy Industrial Uses*

- These amendments would expand notification of heavy industrial use permits to taxpayers and interested parties.
- The notification distances are expanded to 2500' from the subject parcel. For projects located within a designated manufacturing and industrial center, the 2500' notification distance is measured from the boundary of the applicable M/IC boundary.
- This expanded notification applies to all heavy industrial projects city-wide that require a discretionary permit or SEPA determination.
- The amendments are proposed to TMC 13.05.020 Notice process

#### *Category 2: Non-industrial Uses in the Port of Tacoma M/IC*

- These amendments would pause certain new non-industrial uses within the Port of Tacoma M/IC. The amendments would apply to the M-2 Heavy Industrial and PMI Port Maritime Industrial zoning districts within the M/IC.
- The specific uses identified include, but are not limited to:
  - Destination/high intensity parks and recreation,
  - Agriculture,
  - Residential uses,
  - Hospitals,
  - Airports,
  - Schools (K-12),
  - Retail,
  - Cultural institutions, and
  - Care facilities.
- Existing non-industrial uses subject to the pause would be considered allowed uses subject to limitations on expansion per TMC 13.06.630 Nonconforming uses.
- These amendments are proposed to Tacoma Municipal Code 13.06.400 Industrial Districts and includes a new section 13.06.400.G Interim Special Use Restrictions for Non-industrial Uses within the Port of Tacoma M/IC.

## II. Findings and Recommendations

### *Category 3: Marine View Drive Residential Development Restrictions*

- These amendments would pause all new residential platting and subdivision of land along Marine View Drive.
- Residential development within the S-11 Shoreline District and applicable commercial districts would be paused for the interim period.
- These amendments are proposed to TMC 13.10 Shoreline Master Program, TMC 13.04 Platting and Subdivisions, as well as TMC 13.06.200 Commercial Districts.
- Property owners in the R-1 and R-2 single family zoning districts would be allowed to build a residential unit on existing legal lots under current zoning and development standards.

### *Category 4: Heavy Industrial Special Use Restrictions*

- These interim regulations would pause the establishment of the following heavy industrial uses:
  - Coal terminals and bulk storage facilities
  - Oil or other liquefied fossil fuel terminals, bulk storage, manufacturing, production, processing or refining
  - Bulk chemical storage, production or processing, including acid manufacture
  - Mining and quarrying
- Existing uses as noted above would be considered allowed with limited expansion of 10% storage, production, or distribution capacity during the interim period, subject to a conditional use permit.
- Unlisted uses would be prohibited and subject to TMC 13.05.030 Director Decision Making Authority.
- The changes would be made to Tacoma Municipal Code 13.06.400 and create a new Section 13.06.580 that applies to all industrial zoning districts.

## **C. FINDINGS OF FACT PART 1: BACKGROUND**

### **1. Comprehensive Plan and Land Use Regulatory Code**

The *One Tacoma* Comprehensive Plan, updated in 2015 by Ordinance No. 28335, is Tacoma's comprehensive plan as required by the State Growth Management Act (GMA) and consists of several plan and program elements. As the City's official statement concerning future growth and development, the Comprehensive Plan sets forth goals, policies and strategies for the health, welfare and quality of life of Tacoma's residents. The Land Use Regulatory Code, Title 13 of the Tacoma Municipal Code (TMC), is the key regulatory mechanism that supports the Comprehensive Plan.

### **2. Comprehensive Plan and Land Use Regulatory Code Amendments**

The City of Tacoma periodically accepts applications to amend the Comprehensive Plan and Land Use Regulatory Code. As part of the 2017-2018 Comprehensive Plan and Land Use Regulatory Code Amendment Application period, the City received multiple applications/requests for zoning and land use process changes in the Tideflats Area, including the Northeast Tacoma Buffer Zone application, the implementation of the Container Port Element of the City's Comprehensive Plan, and the Director's Rule relating to Expanded Notification for Large Industrial Projects.

### **3. Consolidation of Applications**

In response to the multiple amendment applications, on May 9, 2017, the Tacoma City Council adopted Resolution No. 39723 initiating a subarea planning process for the Port Tideflats. In addition, the Resolution requested that the Planning Commission consolidate the various applications/requests

## II. Findings and Recommendations

into the scope of work for the Tideflats Subarea planning process and to hereby consider the need for interim regulations in the Tideflats subarea while the subarea planning process is under way.

### 4. Subarea Planning

Subarea planning allows for the establishment of a shared, long-term vision, and a more coordinated approach to development, environmental review, and strategic capital investments in a focused area. As a designated Manufacturing and Industrial Center per the Puget Sound Regional Council's VISION 2040 the Port/Tideflats Subarea Plan must comply with VISION 2040 and the subarea planning requirements therein, which typically includes the following elements:

#### Plan Concept or Vision

- Preservation of industrial land base
- Economic role of the Center
- Relationship to Comprehensive Plan
- Market analysis

#### Environment

- Protection of sensitive areas
- Stormwater management
- Air pollution and greenhouse gas emissions

#### Land Use

- Employment growth targets
- Description of industrial and manufacturing uses
- Incompatible land uses
- Mitigation of aesthetic impacts

#### Economy

- Economic development strategies
- Key sectors and industry clusters

#### Public Services and Facilities

- Capital plans and investments to meet targeted growth

#### Transportation

- Freight movement
- Employee commuting
- Transit and mode splits

### 5. Interim Regulations Procedures

Tacoma Municipal Code 13.02.055 describes the procedural requirements for establishing interim regulations. The code requires the following procedural elements:

- Interim regulations must be initiated by the City Council or Planning Commission at a public meeting;
- The Council or Commission must determine, through findings of fact, that interim regulations are warranted;
- The ordinance must address the scope and duration of the interim regulations;
- The ordinance must include a work plan to develop permanent regulations;
- The Interim regulations may be effective for up to 1-year, and may be renewed every 6 months thereafter.

City Council Resolution No. 39723 initiated interim regulation review in accordance with the non-emergency procedures within 13.02.055.

## II. Findings and Recommendations

### D. Findings of Fact Part 2: Assessment of Need for Interim Regulations

#### 6. VISION 2040 Manufacturing and Industrial Centers

The Puget Sound Regional Council's VISION 2040 Multicounty Planning Policies and the City's One Tacoma Comprehensive Plan designate the Port/Tideflats as a Manufacturing/Industrial Center (MIC). These areas are focal points for targeted regional employment growth. The designation provides regional funding priority for major transportation projects (e.g., Port of Tacoma Road, Taylor Way, SR 167, and freight projects). Regional planning policies protect MICs from encroachment of non-industrial uses.

#### 7. Regional Industrial Employment Forecasts

Puget Sound Regional Council forecasts show industrial jobs region-wide increasing from 305,100 jobs in 2012 to 389,000 jobs in 2040, an increase in 83,900 total jobs (<https://www.psrc.org/sites/default/files/industriallandsanalysisreport.pdf>).

#### 8. Regional Industrial Land Supply

PSRC forecasts employment and land supply for the Tacoma-Puyallup industrial area. Exhibit 6.18 to the Industrial Lands Analysis identifies the total land area, vacant land area, and underutilized land area for each sub-regional industrial area. The analysis indicates that the Tacoma-Puyallup industrial area includes approximately 13% of the regional vacant industrial land supply and 15% of the underutilized land supply.

#### 9. Regional Economic Contribution of Industrial Land

According to PSRC's Industrial Lands Analysis Report "(i)n 2012, total wages paid out by industrial activities on industrial lands summed to \$24.4 billion. Overall, the annual earnings from industrial jobs on industrial lands averaged \$80,000 in 2012. Wages associated with industrial jobs on industrial lands equaled 23.2% of all wages paid out across the region in 2012. By comparison, the average wage across the four-county central Puget Sound region in 2012 was \$59,700. Retail Trade, one of the largest segments of the regional work force, supported an average wage of \$36,300, while Finance and Insurance paid an average wage of \$86,900 (page E-9)."

#### 10. Conversion of Industrial Lands

PSRC estimates that non-industrial employment on industrial lands will grow from 36% of total jobs on industrial lands in 2012 to 45% by 2040 (page E-10, Industrial Lands Analysis Report). PSRC forecasts for the Tacoma-Puyallup subarea show "higher growth in non-industrial jobs, with such jobs representing 70% of all jobs in the subarea (page 6-16)." The employment forecasts for 2040 suggest the existing land supply is sufficient to accommodate both the industrial and non-industrial employment forecasts, but that rising land values, proximity to nearby commercial centers, and other factors, will require some shift in management strategies due these non-industrial trends.

#### 11. Employment Allocation

VISION 2040 allocates an additional 97,000 jobs to Tacoma by 2040.

#### 12. 2014 Pierce County Buildable Lands Analysis

The Pierce County Buildable Lands Analysis assesses the land capacity to absorb the VISION 2040 employment allocations. Appendix D to the report allocates 8% of the City's overall employment allocation to the Tideflats MIC, an estimate of 7,555 new jobs by 2040. The report identifies a total land area of 3,912 acres within the Tideflats MIC and sufficient land capacity to absorb the allocated employment.

#### 13. Non-industrial Uses in the Port/Tideflats

The Port Tideflats are predominantly zoned Port Maritime Industrial (PMI) and Heavy Industrial (M-2) zoning districts. Some areas to the periphery are zoned Light Industrial (M-1). Current policies support the retention and protection of manufacturing and industrial lands for manufacturing and industrial use, and to expand a diversified employment base in these areas. However, the City's current zoning

## II. Findings and Recommendations

districts allow expansive uses, including certain non-industrial uses that typically require a large land area to accommodate. These uses include:

- Golf Courses
- Schools (K-12)
- Juvenile Community Facilities
- Airports
- Agricultural uses (excluding marijuana production and processing)
- Destination Parks and Recreation (such as stadiums, arenas, museums, zoos, and aquariums).

### 14. Likelihood of Industrial Development in Tacoma's Port/Tideflats

In addition to the regional industrial employment growth forecasts and availability of developable land within the Port/Tideflats, two major new energy projects have recently been proposed in the Port Tideflats as well as a significant expansion of an existing facility: 1. A liquefied natural gas facility that was permitted and is now under construction, 2. A gas to methanol plant that was proposed for the Tideflats but later withdrawn, and 3. An expansion of an existing refinery to produce ethanol. Multiple oil, gas and petrochemical refineries, terminals, and bulk storage sites currently operate in the Port Tideflats. In addition, a permit application was submitted and approved for a surface mine along Marine View Drive.

### 15. Likelihood of Residential Development in Close Proximity

The 2014 Pierce County Buildable Lands Report documents significant development capacity along the City's steep slopes overlooking the Port/Tideflats along Marine View Drive. In addition, the City has seen increased development pressure on these sites. Multiple plats have been submitted to develop slope properties. With continued rising demand for housing in the City of Tacoma, there is a significant likelihood that additional developments will occur on the slopes above Marine View Drive in close proximity to the Port/Tideflats and during the subarea planning process. Many of the concerns raised about Port/Tideflats industrial activities originate from residential developments along these hillsides that have less separation from the industrial waterfront. New residential development in these areas will likely introduce new interested parties and potential for nuisance complaints during the subarea planning process.

### 16. 1975 Energy Policy and Conservation Act

In 2015, as part of an omnibus budget bill, the U.S. Congress lifted the ban on the export of crude oil that had been in place since the 1975 Energy Policy and Conservation Act was adopted. The ban was lifted with the purpose of expanding new markets for the distribution of crude oil resulting from the increased production associated with shale fracking. This ban did not apply to other refined oil products, including gasoline. According to the Washington Post ([https://www.washingtonpost.com/news/wonk/wp/2014/01/08/u-s-oil-exports-have-been-banned-for-40-years-is-it-time-for-that-to-change/?utm\\_term=.b07af10d5a90](https://www.washingtonpost.com/news/wonk/wp/2014/01/08/u-s-oil-exports-have-been-banned-for-40-years-is-it-time-for-that-to-change/?utm_term=.b07af10d5a90)) gross energy exports in the U.S. have risen significantly since 2003. The result is a likelihood of an increased demand for new bulk storage facilities located on West Coast ports to tap into these growing markets.

### 17. Magnuson Amendment

In 1977 Congress adopted the Magnuson Amendment to the Marine Mammal Protection Act to limit oil tanker traffic in the waters of Puget Sound. According to this amendment:

“(a) The Congress finds that—

(1) the navigable waters of Puget Sound in the State of Washington, and the natural resources therein, are a fragile and important national asset;

(2) Puget Sound and the shore area immediately adjacent thereto is threatened by increased domestic and international traffic of tankers carrying crude oil in bulk which increases the possibility of vessel collisions and oil spills; and

## II. Findings and Recommendations

(3) it is necessary to restrict such tanker traffic in Puget Sound in order to protect the navigable waters thereof, the natural resources therein, and the shore area immediately adjacent thereto, from environmental harm.

(b) Notwithstanding any other provision of law, on and after October 18, 1977, no officer, employee, or other official of the Federal Government shall, or shall have authority to, issue, renew, grant, or otherwise approve any permit, license, or other authority for constructing, renovating, modifying, or otherwise altering a terminal, dock, or other facility in, on, or immediately adjacent to, or affecting the navigable waters of Puget Sound, or any other navigable waters in the State of Washington east of Port Angeles, which will or may result in any increase in the volume of crude oil capable of being handled at any such facility (measured as of October 18, 1977), other than oil to be refined for consumption in the State of Washington.”

### **18. Oceanic Resources Management Act**

During the 1980's concerns over proposed oil and gas drilling off the coast of Washington resulted in adoption of the Ocean Resources Management Act (ORMA). The ORMA recognizes that “Washington’s coastal waters, seabed, and shorelines are among the most valuable and fragile of its natural resources” and that “Some uses may pose unacceptable environmental or social risks at certain times (<http://app.leg.wa.gov/rcw/default.aspx?cite=43.143&full=true>).” Furthermore, “When conflicts arise among uses and activities, priority shall be given to resource uses and activities that will not adversely impact renewable resources over uses which are likely to have an adverse impact on renewable resources” and “(i)t is the policy of the state of Washington to actively encourage the conservation of liquid fossil fuels, and to explore available methods of encouraging such conservation.” While the City of Tacoma is not required to plan under the ORMA, the State policy intent clearly indicates that oil and liquid fossil fuels pose risks to sensitive and fragile oceanic natural resources upon which multiple other economic sectors rely.

### **19. Environmental Risks to Critical Areas**

The Port/Tideflats is an area with multiple environmentally sensitive areas, including fish and wildlife habitat conservation areas, streams, wetlands, and aquifer recharge areas. The subarea planning process will include an environmental review that will allow the City to conduct a more scientifically rigorous, area-wide review of the potential impacts from development in the Port/Tideflats, the scale of those impacts, and potential mitigation measures.

### **20. Environmental Hazards to Port/Industrial Uses**

The Port/Tideflats is an area with potential risks of geologic, flood, and other natural disasters. The subarea planning process will include an environmental review that will allow the City to conduct a more scientifically rigorous, area-wide review of the potential risks to new and existing uses, development, and infrastructure, as well as the compounding impacts of a natural disaster occurring in an area with potentially hazardous chemicals and other materials.

### **21. Public Health, Safety, and Nuisance Impacts to Surrounding Neighborhoods and Employees**

Some industrial and manufacturing uses carry a higher probability of health and safety concerns, or a higher risk of nuisance impacts to adjacent uses. These risks may vary considerably depending on the type of use, the location, and the building and operational design and management. Certain types of impacts may be minimized and mitigated adequately by existing regulatory structures (such as storm water management). The City has received complaints pertaining to traffic impacts, greenhouse gas emissions, odor, noise, water consumption, and lighting. The Subarea Planning process will provide a mechanism to review these complaints and potential risks and to evaluate alternative methods of minimizing and mitigating these public health, safety and nuisance risks.

### **22. Climate Policy (2015)**

The 2015 update of the City’s Comprehensive Plan, *One Tacoma*, included new goals and policies pertaining to the assessment of climate risks, adaptation measures, mitigation of climate causing greenhouse gas emissions, and the promotion of community resilience strategies.

## II. Findings and Recommendations

### 23. Climate Change Resiliency Study (2016)

This study marks the beginning of a process undertaken by the City of Tacoma's Environmental Services and the Planning and Development Services Departments to better understand and proactively manage climate risks in order to protect local residents, make sound investments, and ensure that the City can prosper, even in a changing climate.

Three systems were considered in the study:

- Built infrastructure, with a focus on surface water, wastewater, solid waste, and transportation assets;
- Natural systems, including streams, lakes, wetlands, open spaces, and restoration sites; and
- Social systems, including general health and social services and potentially at-risk populations and neighborhoods.

### 24. Washington Coastal Resilience Project (2016-2018)

The City of Tacoma is participating as a case study in the Washington Coastal Resilience Project. Washington's Coastal Resilience Project is a three-year effort to rapidly increase the state's capacity to prepare for natural events that threaten the coast. The project will improve risk projections, provide better guidance for land use planners and strengthen capital investment programs for coastal restoration and infrastructure. These are the tools that coastal communities need to become more resilient to disasters.

### 25. Transportation

Multiple Transportation studies have been conducted for the Port Tidelands that analyze growth forecasts and scenarios, existing conditions, improvement concepts, and recommended projects. However, these studies do not use the same current data or development assumptions and in some cases differ by geographic applicability. These studies include:

- Emergency Response/Intelligent Transportation System Study (2016)
- Transportation Master Plan (2015)
- Tidelands Areas Transportation Study (2011, Port of Tacoma)
- East Thea Foss Waterway Transportation Corridor Study (2008)

### 26. Emergency Response

The City of Tacoma and the Port of Tacoma partnered with other agencies and private companies to initiate a study of Emergency Response systems in the tidelands area. The team included representatives from Tacoma's Planning and Development Services, Fire, and Public Works departments, as well as Tacoma Rail. In addition to active involvement from the Port of Tacoma, the Puyallup Tribe of Indians, U.S. Oil, Targa Sound Terminals, and Puget Sound Energy all participated in the study.

The Emergency Response/Intelligent Transportation System (ER/ITS) study addresses existing and future traffic congestion as well as infrastructure and operating deficiencies for emergency response in the tidelands.

### 27. Baseline

The Tidelands Subarea Plan will include an area-wide environmental review under the State Environmental Policy Act (SEPA). This review will include an inventory and assessment of the existing environmental conditions of the Port/Tidelands as well as different area-wide development scenarios. A pause on certain types of development during this planning period (non-industrial uses in the tidelands, new residential development, as well as certain types of heavy industrial uses) helps to ensure a more consistent and stable baseline while the environmental review is being conducted.

### 28. Relationship to Other Emergency Ordinances

In addition to the Resolution directing the Planning Commission to evaluate the need for interim regulations for the Port/Tidelands, the City Council also recently adopted, via emergency ordinances, interim regulations relating to temporary shelters and correctional facilities. Both of these interim

## II. Findings and Recommendations

regulations geographically coincide with and impact the Port/Tideflats and subarea planning discussions.

### E. Findings of Fact Part 3: Planning Mandates

#### 29. Planning Mandates and Guidelines

GMA requires that any amendments to the Comprehensive Plan and/or development regulations conform to the requirements of the Act, and that all proposed amendments, with certain limited exceptions, shall be considered concurrently so that the cumulative effect of the various changes can be ascertained. Proposed amendments to the Comprehensive Plan and/or development regulations must also be consistent with the following State, regional and local planning mandates and guidelines:

- The State Growth Management Act (GMA);
- The State Environment Policy Act (SEPA);
- The State Shoreline Management Act (SMA);
- The Puget Sound Regional Council's *VISION 2040* Multicounty Planning Policies;
- The Puget Sound Regional Council's *Transportation 2040*, the action plan for transportation in the Central Puget Sound Region (adopted on May 20, 2010);
- The Puget Sound Regional Council's Subarea Planning requirements;
- The Countywide Planning Policies for Pierce County;
- TMC 13.02 concerning the procedures and criteria for amending the Comprehensive Plan and development regulations.

### F. Findings of Fact Part 4: Public Notification and Involvement

#### 30. Public Hearing Notification Process:

- (a) **Public Hearing.** A public hearing was set for September 13<sup>th</sup> at 6:00 pm at the Greater Tacoma Convention Center. Public comments were accepted through September 15<sup>th</sup> at 5:00 pm.
- (b) **Informational Meeting.** An informational Session was scheduled on September 6<sup>th</sup> from 5:00 – 7:00 pm for citizens to learn more about the proposed interim regulations and the legislative process.
- (c) **Public Hearing Notice:**
  - A notice announcing the public hearing on September 13<sup>th</sup> and the informational meeting on September 6<sup>th</sup> was distributed to the City Council, Neighborhood Councils, business district associations, civic organizations, environmental groups, the development community, the Puyallup Tribal Nation, adjacent jurisdictions, major employers and institutions, City and State departments, Tideflats stakeholders and other known stakeholders and interested entities. The notice was also mailed to taxpayers of record within 2500 feet of the boundaries of the South Tacoma and Port of Tacoma Manufacturing and Industrial Districts as well as other zoning districts that allow heavy industrial uses, and within 1000' of the boundary for the proposed residential use restrictions along Marine View Drive.
  - **Social Media.** Facebook Event Pages were created and disseminated for both the informational meeting and the public hearing.
  - **News Media.** An advertisement was placed on The News Tribune on August 29, 2017 and a press release was issued through the City's Media and Communications Office on August 28, 2017.
  - **60-Day Notices.** A "Notice of Intent to Adopt Amendment 60 Days Prior to Adoption" was sent to the State Department of Commerce (per RCW 36.70A.106), and Joint Base Lewis-McChord (per RCW 36.70A.530(4)). Finally, the proposal was submitted to the Department of Ecology SEPA Register (per the requirements of RCW 43.21.C and WAC 197-10) on

## II. Findings and Recommendations

August 29, 2017. A request for consultation was sent to the Puyallup Tribe of Indians on July 26th and again on August 29. These notices were sent more than 60 days prior to the Council's scheduled action in November 2017, so that their comments, if any, can be addressed in a timely manner during the Planning Commission and City Council review process.

- **Website.** Public review documents were posted to the City of Tacoma's website at [www.cityoftacoma.org/tideflatsinterim](http://www.cityoftacoma.org/tideflatsinterim)

### 31. Consultation with the Puyallup Tribe of Indians

- On July 26, 2017 the City of Tacoma sent a letter of request for consultation to Chairman Sterud of the Puyallup Tribe of Indians, inviting early involvement and comments from the Puyallup Tribe throughout the development of the interim regulations.
- On August 16<sup>th</sup>, staff received a comment letter from Chairman Sterud of the Puyallup Tribal Council in support of staff's initial recommendations as presented to the Commission on August 2<sup>nd</sup> and August 16<sup>th</sup>.
- On August 29<sup>th</sup>, the City of Tacoma sent an additional letter to Chairman Sterud regarding the Planning Commission's public comment period and hearing, and highlighting key changes to staff's recommendations within the Commission's public review draft.

### 32. Public Comments:

Notification for the public hearing and comment period was sent to approximately 14,000 taxpayers of record as well as other interested parties. Approximately 300 people attended the hearing and 81 people provided testimony to the Commission. In addition, approximately 200 written comments were submitted prior to the close of the public comment period.

The comments received reflect broad and diverse viewpoints and interests among residents, businesses, labor interests, property owners, environmental representatives, adjacent jurisdictions, and Puyallup Tribal members. Staff provided the following summary of public testimony and comments to the Planning Commission as part of the Commission's deliberations on September 20, 2017.

#### *Category 1: Expanded Notification for Heavy Industrial Uses*

- Overall, comments have been supportive of expanding notification.
- Some concerns expressed that the notification does not go far enough, that certain uses are of a city-wide import and notification should reflect that.

#### *Category 2: Non-industrial Uses in the Port of Tacoma M/IC*

- Some confusion over why these uses are included.
- Concern expressed that these uses cannot expand, but industrial uses can.
- Concern over the scope of uses identified.

#### *Category 3: Marine View Drive Residential Development Restrictions*

- Concerns over the immediate and long term impacts of heavy industry on nearby residential areas.
- Some acknowledgement that recent residential developments in this area may not have been appropriate.
- General recognition that a transition area is appropriate.
- Some concern was expressed that these restrictions put greater focus on residences and not on impacts from heavy industry.

#### *Category 4: Heavy Industrial Special Use Restrictions*

- The scope of uses identified (should be broader/should be more narrowly focused)
- Expansion of existing uses

- Economic impact of the restrictions
- Environment and health impacts from heavy industry (existing and new)
- Risks and vulnerability to environmental hazard and natural disaster
- Opposition to any restrictions
- General support for the restrictions

*Other Themes:*

- Support for the Subarea Planning Process
- Timeline for adoption
- Concern over potential impacts to Joint-Base Lewis-McChord and other communities
- Job creation and retention
- Existing regulations are adequate and effective to address community concerns
- Concerns and questions regarding consultation with the Puyallup Tribe of Indians
- Basis for interim regulations:
  - No emergency basis identified
  - Fossil fuel facilities are an emergency issue
  - Existing uses are already impacting residents and workers and causing health impacts
- Legal concerns:
  - Recent cases pertaining to fossil fuel bans and Interstate Commerce;
  - Reasonable use of residential lots along Marine View Drive
  - State Environmental Policy Act (SEPA) review
  - Port Container Element and Growth Management Act requirements
  - Correctional facilities and essential public facilities

## **G. Findings of Fact Part 5: Planning Commission Review**

### **29. Planning Commission Records.**

Planning Commission agendas, minutes, handouts, and presentations are available at [www.cityoftacoma.org/tideflatsinterim](http://www.cityoftacoma.org/tideflatsinterim) and at [http://www.cityoftacoma.org/government/committees\\_boards\\_commissions/planning\\_commission/agendas\\_and\\_minutes/](http://www.cityoftacoma.org/government/committees_boards_commissions/planning_commission/agendas_and_minutes/)

### **30. Determination of Need.**

On June 21 the Commission began its deliberation as to the need for interim regulations and staff presented findings in support of a determination of need. The Commission preliminarily determined that interim regulations were warranted.

### **31. Consideration of Options.**

On August 2 the Commission discussed initial concepts for a scope of work for the interim regulations and provided staff with guidance to develop an initial draft document.

### **32. Public Review Document.**

On August 16 the Commission reviewed, modified and released a public review draft for comments and set a public hearing.

### **33. Public Hearing.**

On September 13 the Commission conducted a public hearing at the Greater Tacoma Convention Center. Approximately 300 people attended and 81 people provided testimony.

### **34. Review of Comments.**

On September 20, the Commission reviewed public testimony and comments and discussed potential modifications to the draft proposals in response to public testimony received.

### **35. Recommendation.**

On October 4, the Commission reviewed final modifications to the draft Interim Regulations in response to the public testimony and made a recommendation to the City Council to adopt the Planning Commission's proposal.

At this meeting the Commission made the following modifications to the public review document:

#### *Category 1: Expanded Notification for Heavy Industrial Uses*

- The Commission made no modifications to this proposal.

#### *Category 2: Non-industrial Uses in the Port of Tacoma M/IC*

- The Commission, by consensus, removed the M-1 Light Industrial District from the proposal.
- The Commission, by consensus, removed correctional facilities from the proposal.
- The Commission, by consensus, modified the proposal to allow expansion of existing uses per existing non-conforming provisions of TMC 13.06.

#### *Category 3: Marine View Drive Residential Development Restrictions*

- Without a majority supporting the proposed prohibition on all residential development, the Commission, by consensus, modified the proposal to allow one home per existing legal lot and to require a special notice as part of any new building permit disclosing the proximity of the M/IC and the potential impacts resulting from living within close proximity of a heavy industrial district.

#### *Category 4: Potential New and Expanded Heavy Industrial Uses*

- The Commission maintained the following uses within the proposal:
  - Coal terminals and bulk storage facilities
  - Oil or other liquefied fossil fuel terminals, bulk storage, manufacturing, production, processing or refining
  - Bulk chemical storage, production or processing, including acid manufacture
  - Mining and quarrying
- Due to a lack of majority, smelting was removed from the list of uses subject to this proposal.
- By majority, the Commission modified the proposal to add limitations on the expansion of existing uses with approval of a conditional use permit, up to a 10% maximum.

Having completed the review of the exhibits and modifications, the Commission considered the full package of Findings and Recommendations and finalized, by a 4-2 vote, the proposed Tideflats Interim Regulations and forwarded their recommendation to the City Council.

### **H. Findings of Fact Part 6: SEPA Review**

Interim regulations are exempt from SEPA review, per WAC 197-11-800(19) as procedural actions and WAC 197-11-880 in circumstances of emergency. Interim regulations are an available procedural step to pause significant intervening projects during development of a subarea plan including long-term policy and development regulations for the Port Tideflats area. In addition, interim regulations are responsive to an emergent situation where a temporary protective measures are necessary while planning efforts are undertaken to address an area or issue of concern.

### **I. EXHIBITS:**

Exhibit A: Tideflats Interim Regulations

## **J. CONCLUSIONS:**

1. The Commission concludes that interim regulations are warranted for the duration of the Tideflats Subarea Planning process to maintain the status quo until such time as the Subarea Plan is completed:
  - Conversion of industrial lands is a critical regional issue and current codes allow significant non-industrial uses within the Port Tideflats, as well encroachment by potentially incompatible residential land uses. Therefore, limitations on non-industrial uses both within the Port/Tideflats and along the related slopes above Marine View Drive are appropriate until such time as the subarea plan is completed;
  - Significant new heavy industrial development projects are likely to occur during the subarea planning timeframe that could pre-empt the subarea planning process. Therefore, limitations on new certain new heavy industrial uses are appropriate until such time as the subarea plan is completed;
  - A subarea planning process typically takes 2 years to complete. However, the schedule and length of the process is dependent upon the final scope of work developed through a public process, the breadth and depth of issues to be reviewed, and the legislative process. While a shorter subarea planning process would limit the overall risk of projects occurring during the planning timeframe, there is a likelihood that the permanent regulations, developed through the subarea plan, may require more than the typical timeframe to complete which would increase the risks of significant new developments occurring during the plan and code development;
  - Beyond the issues relating to incompatible land uses, pre-emption of the planning process, or risks of new development occurring during the planning timeframe, there are also multiple goals, policies, studies, programs, and emergency ordinances that pertain to the Port/Tideflats and which have been adopted in a piecemeal fashion. It is clear at this time that these issues must be addressed through a comprehensive manner through the subarea planning process. It is appropriate, therefore, to place a pause on significant new developments until such time as this planning effort has been completed, to ensure that new uses and development are fully compliant with the City's goals and policies and that plans and strategies are in place to invest in the necessary supportive infrastructure and mitigation measures.
2. The Commission concludes that a subarea planning process is the best course of action to comprehensively address land use issues associated with the future of the Port/Tideflats area, and given the multiple planning mandates and policy objectives for the area, the diverse stakeholder interests, and new scientific information relevant to the area, maintaining the status quo in the Port/Tideflats during the subarea planning process would serve to protect the integrity of that process until such time as these issues may be resolved through an adopted Subarea Plan.
3. The Commission concludes that the Interim Regulations have been developed consistent with the procedural requirements of the Growth Management Act and Tacoma Municipal Code 13.02.055.
4. The Commission concludes that these Interim Regulations constitute a broad pause while the Tideflats Subarea Plan is under development and that these proposed regulations do not pre-determine or constrain the outcomes or the scope of work for the Tideflats Subarea Planning process.
5. The Commission concludes that the Tideflats Subarea Plan and environmental review are the appropriate work plan to address the issues raised through the public testimony and ultimately to replace these interim regulations.

## E. RECOMMENDATIONS:

1. The Planning Commission recommends that the City Council adopt the proposed interim regulations as described below:
  - Expand notification for heavy industrial uses city-wide that require a SEPA determination or discretionary permit;
  - Pause certain new non-industrial uses within the Port of Tacoma MIC and place temporary limitations on expansion of existing uses during the interim period;
  - Pause new residential platting and subdivision of land along Marine View Drive and pause new residential development in the S-11 Shoreline District and C-1 and C-2 Commercial districts along Marine View Drive during the interim period;
  - Pause certain new heavy industrial uses city-wide and place temporary limitations on expansion of existing uses during the interim period. These uses include:
    - a. Coal terminals or bulk storage facilities;
    - b. Oil, or other liquefied or gaseous fossil fuel terminals, bulk storage, manufacturing, production, processing or refining;
    - c. Chemical production, processing, or bulk storage;
    - d. Mining and quarrying.
2. The Commission recommends that the Tideflats Interim Regulations be approved for an initial 6 month period with subsequent re-authorization every 6 months until the Tideflats Subarea Plan is complete. The subarea plan is the best course of action to comprehensively address land use issues associated with the future of the Port/Tideflats, with interim regulations a necessary first step. The Commission stands ready to assist the City Council and the Planning and Development Services Department in this project that has the potential to significantly reshape Tacoma's economic and environmental destiny.
3. Furthermore, the Commission recommends that staff provide a tracking, mapping and reporting mechanism for permit applications subject to these proposed interim regulations to inform the public, the Commission, and the City Council as to the costs and impacts associated with these regulations such that modifications may be evaluated and considered during the re-authorization process.
4. Finally, the Commission recommends that the City Council prioritize the resources (both budget and staffing) to conduct the subarea planning process in the most effective and expeditious way possible, commensurate with the degree of concern expressed over the future of the Port Tideflats by this community as evidenced by the volume and breadth of comment provided to the Commission.



### **III.**

## **Exhibit A: Tidelats Interim Regulations**



## TMC 13.04 Platting and Subdivisions

### Sections:

13.04.010	Title.
13.04.020	Intent and authority.
13.04.030	Policy.
13.04.040	Definitions.
13.04.050	Jurisdiction.
13.04.055	Platting on shorelines.
13.04.060	Exclusions.
13.04.070	Alteration.
13.04.075	Vacation.
13.04.085	Boundary line adjustment.
13.04.088	Binding site plan approval.
13.04.090	Short plat/short subdivisions procedures.
13.04.095	Appeals.
13.04.100	Plat/subdivision procedures.
13.04.105	Replat or redivision of platted lots.
13.04.110	General requirements and minimum standards for subdivisions and short subdivisions.
13.04.120	Conformity to the Comprehensive Plan and applicable ordinances, manuals, design specifications, plans, and guidelines.
13.04.130	Relation to adjoining street system.
13.04.140	Access.
13.04.150	Conformity to topography.
13.04.160	Public or private streets or ways, or permanent access easement widths.
13.04.165	Streetlights.
13.04.170	Roadways.
13.04.180	Public or private streets or ways, or permanent access easement design.
13.04.190	Dead-end/cul-de-sac public or private streets or ways, or permanent access easements.
13.04.200	Alleys.
13.04.210	Easements.
13.04.220	Blocks.
13.04.230	Lots.
13.04.240	Plats within Planned Residential Development Districts (PRD Districts).
13.04.250	Duplication of names.
13.04.260	Public open space.
13.04.270	Checking by the City Engineer – Charges.
13.04.280	Development of illegally divided land.
13.04.290	<i>Repealed.</i>
13.04.300	Model home.
13.04.305	Temporary rental or sales offices, contractors' offices, and signs.
13.04.310	Subdivisions and Critical Areas.
13.04.315	<i>Repealed.</i>

### **13.04.010 Title.**

These regulations shall hereafter be known, cited and referred to as the plat and subdivision regulations of the City of Tacoma.

(Ord. 25532 § 1; passed Jun. 28, 1994)

### **13.04.020 Intent and authority.**

These regulations are being adopted in accordance with the goals and authority of the Washington State Growth Management Act of 1990, as amended, and Chapter 58.17 of the Revised Code of Washington, concerning plats and

III. Exhibit A: Tidel flats Interim Regulations  
TMC 13.04 Platting and Subdivisions

subdivisions. It is intended that these regulations provide an efficient, effective, fair and timely method for the submission, review and approval of plats, short plats, boundary line adjustments and binding site plan approvals.

(Ord. 25532 § 1; passed Jun. 28, 1994)

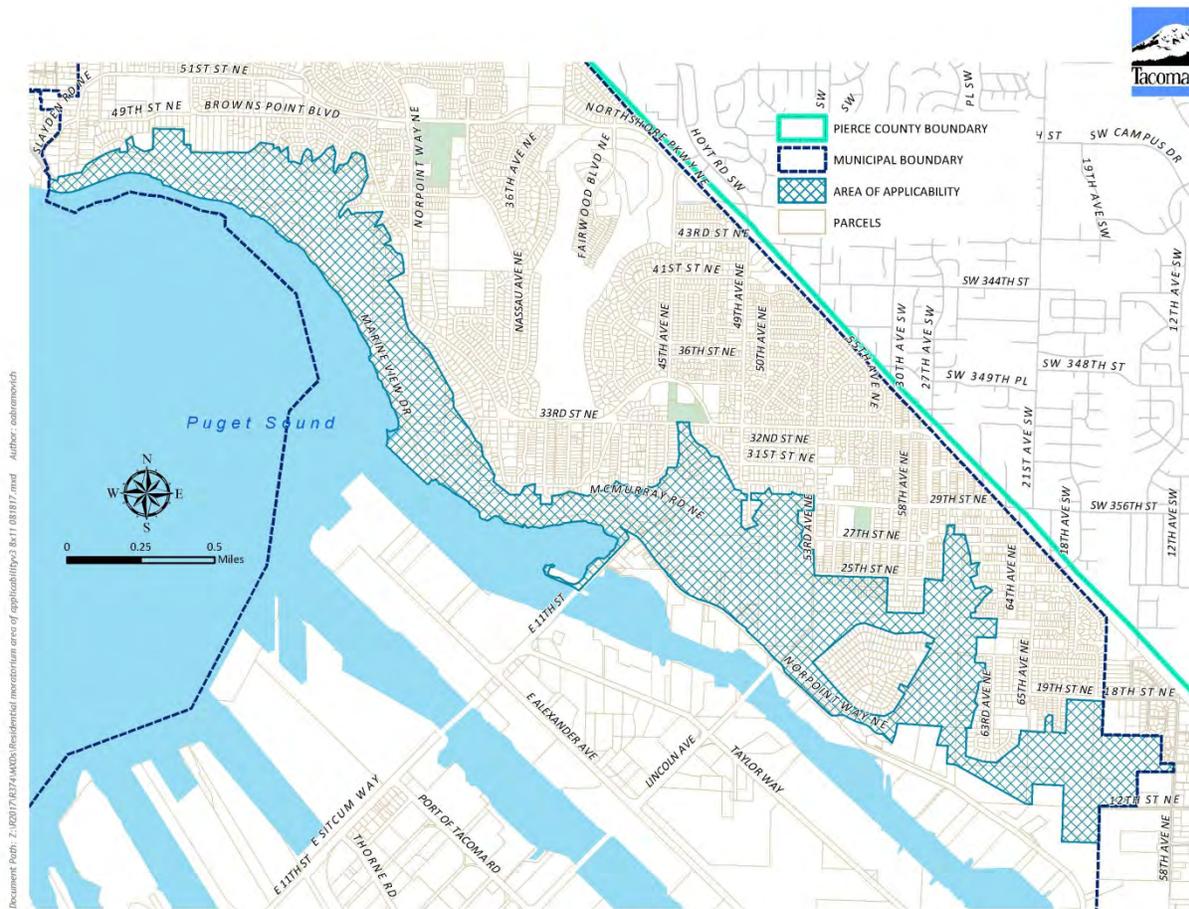
**13.04.030 Policy.**

A. It is hereby declared to be the policy of the City of Tacoma to consider the subdivision of land and the subsequent development of the subdivision as subject to the control of the City of Tacoma pursuant to the City's land use codes for the orderly, planned, efficient, and economical development of the community.

B. Land to be subdivided shall be of such character that it can be used safely for building purposes without danger to health or peril from fire, flood, or other menace, and land shall not be subdivided until adequate public facilities and improvements exist or proper provision has been made for drainage, water, sewerage, and capital improvements such as schools, parks, recreation facilities, and active transportation facilities. While planning public facilities and improvements for proposed subdivisions of land, consideration shall be given to adopted City policies relating to sustainability, smart growth, urban forestry, complete streets, connectivity, and green infrastructure practices.

C. It is intended that these regulations shall supplement and facilitate the enforcement of the provisions, standards and policies contained in building and housing codes, zoning ordinances, the City of Tacoma's Comprehensive Plan and applicable ordinances, manuals, design specifications, plans and guidelines, and elements thereof.

D. Per Ordinance No. XXXXX, on an interim basis, new residential platting and subdivision of land is prohibited along Marine View Drive and the adjacent slopes, as identified in the following map.



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III. Exhibit A: Tidel flats Interim Regulations  
TMC 13.05.020 Notice Process

TMC 13.05.020 Notice Process

**Table H – Notice, Comment and Expiration for Land Use Permits**

Permit Type	Preapplication Meeting	Notice: Distance	Notice: Newspaper	Notice: Post Site	Comment Period	Decision	Hearing Required	City Council	Expiration of Permit
Interpretation of code	Recommended	100 feet for site specific	For general application	Yes	14 days	Director	No	No	None
Uses not specifically classified	Recommended	400 feet	Yes	Yes	30 days	Director	No	No	None
Boundary line adjustment	Required	No	No	No	No	Director	No	No	5 years <sup>3</sup>
Binding site plan	Required	No	No	No	No	Director	No	No	5 years <sup>3</sup>
Environmental SEPA DNS* <a href="#">(see TMC 13.05.020.I)</a>	Optional	Same as case type	Yes if no hearing required	No	Same as case type	Director	No	No	None
Environmental Impact Statement (EIS) * <a href="#">(see TMC 13.05.020.I)</a>	Required for scoping, DEIS and FEIS	1000 feet	Yes	Yes	Minimum 30 days	Director	No, unless part of associated action. Public scoping meeting(s) required	No	None
Variance, height of main structure	Required	400 feet	No	Yes	30 days	Director	No <sup>1</sup>	No	5 years
Open space classification	Required	400 feet	No	Yes	2	Hearing Examiner	Yes	Yes	None
Plats 10+ lots	Required	1000 feet	Yes	Yes	21 days SEPA <sup>2</sup>	Hearing Examiner	Yes	Final Plat	5 years <sup>6</sup>
Rezones	Required	400 feet; 1000 feet for public facility site	No; Yes for public facility site	Yes	21 days SEPA <sup>2</sup>	Hearing Examiner	Yes	Yes	None
Shoreline/CUP/ variance* <a href="#">(see TMC 13.05.020.I)</a>	Required	400 feet	No	Yes	30 days <sup>5</sup>	Director	No <sup>1</sup>	No	2 years/ maximum <sup>6</sup>
Short plat (2-4 lots)	Required	No	No	No	No	Director	No	No	5 years <sup>3</sup>
Short plat (5-9 lots)	Required	400 feet	No	Yes	14 days	Director	No <sup>1</sup>	No	5 years <sup>6</sup>
Site approval	Optional	400 feet	No	Yes	30 days <sup>5</sup>	Director	No	No	5 years

III. Exhibit A: Tidelands Interim Regulations  
TMC 13.05.020 Notice Process

Permit Type	Preapplication Meeting	Notice: Distance	Notice: Newspaper	Notice: Post Site	Comment Period	Decision	Hearing Required	City Council	Expiration of Permit
Conditional use* ( <a href="#">see TMC 13.05.020.I</a> )	Required	400 feet; 1000 feet for development sites over 1 acre in size	No	Yes	30 days <sup>5</sup>	Director	No	No	5 years <sup>4</sup>
Conditional use, correctional facility (new or major modification)	Required	1,000 feet	Yes	Yes	30 days <sup>2</sup>	Hearing Examiner	Yes	No	5 years
Conditional use, large-scale retail	Required	1,000 feet	Yes	Yes	30 days <sup>2</sup>	Hearing Examiner	Yes	No	5 years
Conditional use, master plan	Required	1000 feet	Yes	Yes	30 days <sup>2</sup>	Director	Yes	No	10 years
Conditional Use, Minor Modification	Optional	No	No	No	No	Director	No	No	5 years
Conditional Use, Major Modification	Required	400 feet; 1000 feet for public facility sites and master plans	No	Yes	14 days <sup>5</sup>	Director	No	No	5 years
Temporary Homeless Camp Permit	Required	400 feet	Yes	Yes	14 days	Director	No	No	1 year
Minor Variance	Optional	100 feet <sup>7</sup>	No	No	14 days	Director	No <sup>1</sup>	No	5 years
Variance	Optional	100 feet	No	Yes	14 days	Director	No <sup>1</sup>	No	5 years
Wetland/Stream / FWHCA development permits	Required	400 feet	No	Yes	30 days	Director	No <sup>1</sup>	No	5 years*
Wetland/Stream / FWHCA Minor Development Permits	Required	100 feet	No	Yes	14 days	Director	No <sup>1</sup>	No	5 years*
Wetland/Stream / FWHCA verification	Required	100 feet	No	Yes	14 days	Director	No <sup>1</sup>	No	5 years

INFORMATION IN THIS TABLE IS FOR REFERENCE PURPOSE ONLY.

\* Programmatic Restoration Projects can request 5 year renewals to a maximum of 20 years total.

When an open record hearing is required, all other land use permit applications for a specific site or project shall be considered concurrently by the Hearing Examiner (refer to Section 13.05.040.E).

III. Exhibit A: Tidelands Interim Regulations  
TMC 13.05.020 Notice Process

- 1 Conditional use permits for wireless communication facilities, including towers, shall expire two years from the effective date of the Director's decision and are not eligible for a one-year extension.
- 2 Comment on land use permit proposal allowed from date of notice to hearing.
- 3 Must be recorded with the Pierce County Auditor within five years.
- 4 Special use permits for wireless communication facilities, including towers, are limited to two years from the effective date of the Director's decision.
- 5 If a public meeting is held, the public comment period shall be extended 7 days beyond and including the date of the public meeting.
- 6 Refer to Section 13.05.070 for preliminary plat expiration dates.
- 7 Public Notification of Minor Variances may be sent at the discretion of the Director. There is no notice of application for Minor Variances.

**TMC 13.05.020.I. Interim Expanded Notification for Heavy Industrial Projects, Per Ordinance No. XXXXX**

1. Per Ordinance No. XXXXX, on an interim basis, the following applies to all heavy industrial projects (as defined in TMC 13.06.700.I) and industrial uses identified in TMC 13.06.580, which require a discretionary permit ("designated projects") or SEPA determination.

2. Notice for designated projects will be emailed to all Neighborhood Councils and Business Districts, as well as the Community Council. In addition, notice will be sent to the SEPA contact for all adjacent jurisdictions (Federal Way, Fife, Fircrest, Lakewood, Pierce County, and University Place). This is in addition to all typically-notified parties and the Puyallup Tribe of Indians.

3. Notification of designated projects will be mailed by first-class mail to the applicant; property owner (if different than the applicant); neighborhood councils and business districts; qualified neighborhood or community organizations; the Puyallup Tribe of Indians; Local Governments in Pierce County; and to owners of property and/or taxpayers of record, as indicated by the records of the Pierce County Assessor/Treasurer.

4. Notification distance.

(a) The notification distance for a project within the Port of Tacoma Manufacturing/Industrial Center (M/IC) will be 2,500 feet from the boundaries of that center.

(b) Notification distance for a project within the South Tacoma Manufacturing/Industrial Overlay District, as set forth in TMC 13.06.400, will be 2,500 feet from the boundaries of the Overlay District.

(c) Notification distance for a qualifying industrial project in any other zoning district, outside either of the above areas, will be 2,500 feet from the boundaries of the project site.

5. Upon determination of a Complete Application, the City will hold a community meeting to provide notification to the community that a significant project has been applied for. Further, the meeting will provide clarity on the public process (from all permitting agencies) and opportunities for public review and comment.

(a) For projects with an associated land use permit and public notice, this meeting will take place approximately two weeks after the start of the public notice period. Public notice will be extended to 30 days in the rare case that the TMC-required notice period is not already 30 days.

(b) For projects not associated with a land use permit, the meeting will take place after determination that a SEPA application is complete, but prior to issuance of a preliminary SEPA determination. The meeting will include a proposed SEPA timeline, including issuance of the preliminary determination, opportunity for comment, and the appeal process for this type of SEPA determination.

6. Upon determination of a Complete Application, the City will post the permit package and all relevant studies under "public notices" on [www.tacomapermits.org](http://www.tacomapermits.org).

7. Additional notification may be done as necessary (i.e., social media posts or separate project web pages) or as appropriate for the project type.

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**TMC 13.06.100.I Interim Residential Use Restrictions**

1. Per Ordinance No. XXXXX, on an interim basis, all new residential development within the area identified in TMC 13.04.030.D is limited to one residential unit per legal lot as existing at the time of adoption of this ordinance.

2. As a condition of residential development, developers shall record a notice on title prior to initial sale which attests that the property is within proximity of an M-1, M-2, or PMI zoning district in which industrial activities including but not limited to metal recycling, chemical storage and manufacturing, and container terminal facilities are operating, and will continue to operate and expand in the future. The distance of the unit from the nearest industrial zoning district shall be recorded.

\* \* \*

TMC 13.06.200 Commercial Districts

5. District Use Table

Uses	T	C-1	C-2 <sup>1</sup>	PDB	Additional Regulations <sup>2,3</sup> (also see footnotes at bottom of table)
Craft Production	CU	P	P	P	Must include a retail/eating/drinking/tasting component that occupies a minimum of 10 percent of usable space, fronts the street at sidewalk level or has a well-marked and visible entrance at sidewalk level, and is open to the public. Outside storage is allowed provided screening and/or buffer planting areas are provided in accordance with Section 13.06.502.C. All production, processing and distribution activities are to be conducted within an enclosed building.
Cultural institution	P	P	P	N	
Day care, family	P	P	P	P	
Day care center	P	P	P	P	Subject to regulations set forth in Section 13.06.155.
Detoxification center	N	N	N	N	
Drive-through with any use	N	N	P	N	Prohibited in any commercial district combined with a VSD View-Sensitive Overlay District and adjacent to a Shoreline District (i.e., Old Town Area). Subject to the requirements of TMC 13.06.513.
Dwelling, single-family detached	P	P	P	P	<u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>
Dwelling, two-family	P	P	P	P	<u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>
Dwelling, three-family	P	P	P	P	<u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>
Dwelling, multiple-family	P	P	P	P	<u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>

III. Exhibit A: Tideflats Interim Regulations  
TMC 13.06.200 Commercial Districts

Uses	T	C-1	C-2 <sup>1</sup>	PDB	Additional Regulations <sup>2,3</sup> (also see footnotes at bottom of table)
Dwelling, townhouse	P	P	P	P	<u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>
Dwelling, accessory (ADU)	P	P	P	P	Subject to additional requirements contained in 13.06.150. <u>Per Ordinance No. XXXXX, on an interim basis, prohibited along Marine View Drive. See TMC 13.04.030.D for area of applicability.</u>
Eating and drinking	N	P/CU	P	P*/CU*	In the C-1 and PDB districts, restaurants are permitted outright while drinking establishments require a conditional use permit. See Section 13.06.700.E for the definitions of restaurants and drinking establishments. In the C-2 district, live entertainment is limited to that consistent with either a Class “B” or Class “C” Cabaret license as designated in Chapter 6B.70. In all other districts, live entertainment is limited to that consistent with a Class “C” cabaret license as designated in Section 6B.70. *Limited to 7,000 square feet of floor area, per business, in the HM and PDB Districts

\* \* \*

## TMC 13.06.400 Industrial Districts

The 400 series contains regulations for all industrial classifications, including the following:

- M-1 Light Industrial District
- M-2 Heavy Industrial District
- PMI Port Maritime & Industrial District

### A. Industrial district purposes.

The specific purposes of the Industrial districts are to:

1. Implement goals and policies of the City's Comprehensive Plan.
2. Implement Growth Management Act goals, county-wide planning policies, and multi-county planning policies.
3. Create a variety of industrial settings matching scale and intensity of use to location.
4. Provide for predictability in the expectations for development projects.

### B. Districts established.

- M-1 Light Industrial District
- M-2 Heavy Industrial District
- PMI Port Maritime & Industrial District

1. M-1 Light Industrial District. This district is intended as a buffer between heavy industrial uses and less intensive commercial and/or residential uses. M-1 districts may be established in new areas of the City. However, this classification is only appropriate inside Comprehensive Plan areas designated for medium and high intensity uses.
2. M-2 Heavy Industrial District. This district is intended to allow most industrial uses. The impacts of these industrial uses include extended operating hours, heavy truck traffic, and higher levels of noise and odors. This classification is only appropriate inside Comprehensive Plan areas designated for medium and high intensity uses.
3. PMI Port Maritime & Industrial District. This district is intended to allow all industrial uses and uses that are not permitted in other districts, barring uses that are prohibited by City Charter. The Port of Tacoma facilities, facilities that support the Port's operations, and other public and private maritime and industrial activities make up a majority of the uses in this district. This area is characterized by proximity to deepwater berthing; sufficient backup land between the berths and public right-of-ways; 24-hour operations to accommodate regional and international shipping and distribution schedules; raw materials processing and manufacturing; uses which rely on the deep water berthing to transport raw materials for processing or manufacture, or transport of finished products; and freight mobility infrastructure, with the entire area served by road and rail corridors designed for large, heavy truck and rail loads.

The PMI District is further characterized by heavy truck traffic and higher levels of noise and odors than found in other districts. The uses are primarily marine and industrial related, and include shipping terminals, which may often include container marshalling and intermodal yards, chemical manufacturing and distribution, forest product operations (including shipping and wood and paper products manufacturing), warehousing and/or storage of cargo, and boat and/or ship building/repair. Retail and support uses primarily serve the area's employees.

Expansion beyond current PMI District boundaries should be considered carefully, as such expansion may decrease the distance between incompatible uses.

Expansion should only be considered contiguous to the existing PMI District. This classification is only appropriate inside Comprehensive Plan areas designated for high intensity uses.

4. ST-M/IC South Tacoma Manufacturing/Industrial Overlay District. This overlay district is intended to provide additional protection to industrial and manufacturing uses within the designated boundary of the South Tacoma M/IC by placing further restrictions on incompatible uses within this defined area. Standards established through the overlay zone are in addition to the requirements of the underlying zone. In all cases, where the overlay district imposes more restrictive standards than the underlying zone, these shall apply. The additional requirements imposed through the South Tacoma M/IC Overlay District are intended to preserve this area for long term urban industrial and manufacturing use consistent with policy direction in the Comprehensive Plan. Expansion of the overlay district

**III. Exhibit A: Tidelands Interim Regulations  
TMC 13.06.400 Industrial Districts**

beyond the current boundaries can only be done in conjunction with an expansion of the designated South Tacoma M/IC Center in the Comprehensive Plan. Expansion beyond current boundaries should be carefully considered, as such expansion may decrease the distance between incompatible uses and will impose additional restrictions on the development of residential and commercial uses in affected areas.

**C. Land use requirements.**

1. **Applicability.** The following tables compose the land use regulations for all districts of Section 13.06.400. All portions of Section 13.06.400 and applicable portions of Section 13.06.500 apply to all new development of any land use variety, including additions and remodels. Explicit exceptions or modifications are noted. When portions of this section are in conflict with other portions of Chapter 13.06, the more restrictive shall apply.

2. **Pedestrian streets designated.** Figure 7 of the Comprehensive Plan designates Corridors that are considered key streets for integrating land use and transportation and achieving the goals of the Urban Form and Design and Development Elements. These Corridors are herein referred to as “Pedestrian Streets.” The designation entails modified design requirements to improve building orientation, definition of the public realm, and pedestrian connectivity.

3. **Use Requirements.** The following use table designates all permitted, limited, and prohibited uses in the districts listed.

Use classifications not listed in this section or provided for in Section 13.06.500 are prohibited, unless permitted via Section 13.05.030.E.

4. Use table abbreviations.

P	=	Permitted use in this district.
CU	=	Conditional use in this district. Requires conditional use permit consistent with the criteria and procedures of Section 13.06.640.
TU	=	Temporary Uses allowed in this district subject to specified provisions and consistent with the criteria and procedures of Section 13.06.635.
N	=	Prohibited use in this district.

5. District use table.

Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Adult family home	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.
Adult retail and entertainment	P	P	P	Subject to development standards contained in Section 13.06.525.
Agricultural uses	CU	CU/N*	CU/N*	Such uses shall not be located on a parcel of land containing less than 20,000 square feet of area. <u>*Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Airport	CU	CU/N*	CU/N*	<u>*Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Ambulance services	P	P	P	
Animal sales and service	P	P	N	

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Assembly facility	P	P	N	
Brewpub	P	P	P	
Building material and services	P	P	P	
Business support services	P	P	P	
Carnival	P/TU*	N	N	*Temporary use only within the South Tacoma M/IC Overlay District
Cemetery/internment services	N	N	N	New facilities are not permitted. Enlargement of facilities in existence prior to the effective date of this provision (May 27, 1975) may be approved in any zoning district subject to a conditional use permit. See Section 13.06.640.
Commercial parking facility	P	P	P	
Commercial recreation and entertainment	P/CU*	P/CU*~	N	*Within the South Tacoma M/IC Overlay District, a conditional use permit is required for facilities over 10,000 square feet of floor area in the M-2 district and over 15,000 square feet in the M-1 district.  <u>~Per Ordinance No. XXXXX, on an interim basis, within the Port of Tacoma M/IC, a conditional use permit is required for facilities over 10,000 square feet of floor area in the M-2 district and over 15,000 square feet in the M-1 district.</u>
Communication facility	P	P	P	
Confidential shelter	P/N*	N	N	See Section 13.06.535. *Not permitted within the South Tacoma M/IC Overlay District.
Continuing care retirement community	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.
Correctional facility	N	CU	CU	Modifications or expansions to existing facilities that increase the inmate capacity shall be processed as a major modification (see Section 13.05.080). A pre-application community meeting is also required (see Section 13.06.640.Q).
Craft Production	P	P	P	
Cultural institution	P/CU*	P/CU*~N	N	*Conditional use within the South Tacoma M/IC Overlay District, unless an accessory use. <u>~Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Day care, family	P/N*	N	N	*Not permitted within the South Tacoma M/IC Overlay District.

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Day care center	P	P	N	Subject to development standards contained in Section 13.06.155.
Detoxification center	CU	CU	N	
Drive-through with any permitted use	P	P	P	Subject to the requirements of TMC 13.06.513.
Dwelling, single-family detached	P/N*~	N*	N*	<p>In M-1 districts, single-, two- and three-family and townhouse dwellings are prohibited, except for residential uses in existence on December 31, 2008, the effective date of adoption of this provision.</p> <p>In M-1 districts, new multi-family residential dwellings are permitted only within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use.</p> <p>*In all districts, quarters for caretakers and watchpersons are permitted as is temporary worker housing to support uses located in these districts.</p> <p>~Not permitted within the South Tacoma M/IC Overlay District except for quarters for caretakers and watchpersons and temporary worker housing, as noted above.</p> <p><u><a href="#">~Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC except for quarters for caretakers and watchpersons and temporary worker housing to support uses located in these districts. See 13.06.400.G.</a></u></p>
Dwelling, two-family	P/N*~	N*~	N*~	
Dwelling, three-family	P/N*~	N*~	N*~	
Dwelling, multiple-family	P/N*~	N*~	N*~	
Dwelling, townhouse	P/N*~	N*~	N*~	
Dwelling, accessory (ADU)	P/N~	N	N	<p>Subject to additional requirements contained in 13.06.150.</p> <p>~Not permitted within the South Tacoma M/IC Overlay District.</p>
Eating and drinking	P	P	P	
Emergency and transitional housing	P/N*	N	N	<p>In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008 the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use.</p> <p>*Not permitted within the South Tacoma M/IC Overlay District.</p> <p>See Section 13.06.535.</p>
Extended care facility	P/N*	N	N	<p>In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use.</p> <p>*Not permitted within the South Tacoma M/IC Overlay District.</p> <p>See Section 13.06.535.</p>

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Foster home	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District.
Fueling station	P	P	P	
Funeral home	P	P	N	
Golf course	P/N*	P/N*~	N	*Not permitted within the South Tacoma M/IC Overlay District. <u>~Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Group housing	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District.
Heliport	CU	CU	CU	
Home occupation	P	P	P	Subject to additional requirements contained in Section 13.06.100.E
Hospital	P/CU*	P/N~	N	*Conditional use within the South Tacoma M/IC Overlay District. ~Not permitted within the South Tacoma M/IC Overlay District. <u>~Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Hotel/motel	P/N*	N	N	*Not permitted within the South Tacoma M/IC Overlay District.
Industry, heavy	N	<u>P/N*</u>	<u>P/N*</u>	Animal slaughter, fat rendering, <del>acid manufacture</del> , smelters, and blast furnaces allowed in the PMI District only. <u>*See section 13.06.580 Interim Industrial Use Restrictions for interim regulations.</u>
Industry, light	P	P	P	
Intermediate care facility	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Juvenile community facility	P/N*	P/N*~	P/N~	See Section 13.06.530 for resident limits and additional regulations. *Not permitted within the South Tacoma M/IC Overlay District. <u>~Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Live/Work	P	N	N	Projects incorporating live/work in new construction shall contain no more than 20 live/work units. Subject to additional requirements contained in Section 13.06.570.
Marijuana processor, producer, and researcher	P	P	P	See additional requirements contained in Section 13.06.565
Marijuana retailer	P~	P~	N	<u>~Within the South Tacoma M/IC Overlay District, and within the M-2 District of the Port of Tacoma M/IC on an interim basis per Ordinance No. XXXXX (See 13.06.400.G.),</u> limited to 10,000 square feet of floor area per development site in the M-2 district and 15,000 square feet in the M-1 district. See additional requirements contained in Section 13.06.565.
Microbrewery/winery	P	P	P	
Mobile home/trailer court	N	N	N	
Nursery	P	P	N	
Office	P*	P*	P	*Within the South Tacoma M/IC Overlay District, unless an accessory use, limited to 10,000 square feet of floor area per development site in the M-2 district and 15,000 square feet in the M-1 district.
Parks, recreation and open space	P	P/N*	P/N*	Subject to the requirements of Section 13.06.560.D.  <u>*Per Ordinance No. XXXXX, on an interim basis, High Intensity/Destination facilities (see 13.06.560) are not permitted in the Port of Tacoma M/IC. See 13.06.400.G.</u>
Passenger terminal	P	P	P	
Personal services	P	P	P	
Port, terminal, and industrial; water-dependent or water-related (as defined in Chapter 13.10)	N	N	P*/N~	*Preferred use. <u>~See section 13.06.580 Interim Industrial Use Restrictions for interim regulations.</u>
Public safety and public service facilities	P	P	P	
Religious assembly	P	P	P	
Repair services	P	P	P	
Research and development industry	P	P	N	

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Residential care facility for youth	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.
Residential chemical dependency treatment facility	P/N*	N	N	See Section 13.06.535. *Not permitted within the South Tacoma M/IC Overlay District.
Retail	P~	P~	P*	*Limited to 7,000 square feet of floor area, per development site, in the PMI District. ~Within the South Tacoma M/IC Overlay District, <u>and within the M-2 District of the Port of Tacoma M/IC on an interim basis per Ordinance No. XXXXX (see 13.06.400.G.)</u> , unless an accessory use, limited to 10,000 square feet of floor area per development site in the M-2 district and 15,000 square feet in the M-1 district. Outside of the South Tacoma M/IC Overlay District <u>and Port of Tacoma M/IC</u> , limited to 65,000 square feet per use, unless approved with a conditional use permit. See Section 13.06.640.J.
Retirement home	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.
School, public or private	P/N*	P/N*~	P/N*~	*General K through 12 education not permitted in the PMI District or in the South Tacoma M/IC Overlay District. <u>~Per Ordinance No. XXXXX, on an interim basis, General K through 12 education is not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Seasonal sales	TU	TU	TU	Subject to development standards contained in Section 13.06.635.
Self-storage	P	P	P	See specific requirements in Section 13.06.503.B.
Short-term rental	N	N	N	

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Staffed residential home	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District. See Section 13.06.535.
Student housing	P/N*	N	N	In M-1 districts, permitted only within residential or institutional buildings in existence on December 31, 2008, the effective date of adoption of this provision, or when located within a mixed-use building where a minimum of 1/3 of the building is devoted to industrial or commercial use. *Not permitted within the South Tacoma M/IC Overlay District.
Surface mining	CU	CU	CU	
Temporary uses	P	P	P	Subject to development standards contained in Section 13.06.635.
Theater	P/N*	N	N	*Not permitted within the South Tacoma M/IC Overlay District.
Transportation/freight terminal	P	P	P	
Urban Horticulture	P	P	P	
Utilities	P	P	P	
Vehicle rental and sales	P	P	P	Subject to development standards contained in Section 13.06.510.
Vehicle service and repair	P	P	P	Subject to development standards contained in Section 13.06.510.
Vehicle service and repair, industrial	P	P	P	Subject to development standards contained in Section 13.06.510.
Vehicle storage	P	P	P	Subject to development standards contained in Section 13.06.510.
Warehouse/storage	P	<u>P/N*</u>	<u>P/N*</u>	Storage and treatment facilities for hazardous wastes are subject to the state locational standards adopted pursuant to the requirements of Chapter 70.105 RCW and the provisions of any groundwater protection ordinance of the City of Tacoma, as applicable. <u>*See section 13.06.580 Interim Industrial Use Restrictions for interim regulations.</u>
Wholesale or distribution	P	<u>P/N*</u>	<u>P/N*</u>	<u>*See section 13.06.580 Interim Industrial Use Restrictions for interim regulations.</u>
Wireless communication facility	P*/ CU**	P*/ CU**	P*/ CU**	*Wireless communication facilities are also subject to Section 13.06.545.D.1. **Wireless communication facilities are also subject to Section 13.06.545.D.2.

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Uses	M-1	M-2	PMI	Additional Regulations <sup>1</sup>
Work/Live	P	N	N	Projects incorporating work/live in new construction shall contain no more than 20 work/live units. Subject to additional requirements contained in Section 13.06.570.
Work release center	CU	CU/ <u>N*</u>	P/ <u>N*</u>	Subject to development standards contained in Section 13.06.550. <u>*Per Ordinance No. XXXXX, on an interim basis, such uses are not permitted within the Port of Tacoma M/IC. See 13.06.400.G.</u>
Uses not prohibited by City Charter and not prohibited herein	N	N	<u>NP</u>	
<b>Footnotes:</b>				
1. For historic structures and sites, certain uses that are otherwise prohibited may be allowed, subject to the approval of a conditional use permit. See Section 13.06.640.F for additional details, limitations and requirements.				

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13.06.400.G Interim Special Use Restrictions for Non-industrial Uses in the Port of Tacoma M/IC

1. Per Ordinance No. XXXXX, on an interim basis, the intent of these special use restrictions is to place a pause on new or expansion of existing non-industrial uses within the M-2 Heavy Industrial and PMI Port Maritime Industrial Zoning Districts of the Port of Tacoma M/IC until such time as the Tideflats subarea plan is complete.
2. The establishment of certain new non-industrial uses, specified in Table 13.06.400.C.5, is prohibited on an interim basis.
3. Existing uses, legally permitted at the time of adoption of this code, are allowed. Expansion of such uses is allowed, subject to the limitations and procedural requirements of TMC 13.06.630 Nonconforming parcels/uses/structures.

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## NEW SECTION TMC 13.06.580

### 13.06.580 Interim Industrial Use Restrictions

A. Purpose: Per Ordinance No. XXXXX, on an interim basis, the purpose of this section is to pause the establishment of certain new industrial uses, and to temporarily limit the expansion of existing such uses, on an interim basis until such time as the Tidelands Subarea Plan is complete.

B. Applicability. These special use restrictions apply to the following uses in all zoning districts:

- Coal terminals or bulk storage facilities;
- Oil, or other liquefied or gaseous fossil fuel terminals, bulk storage, manufacturing, production, processing or refining of oil or other liquefied or gaseous fossil fuels;
- Chemical production, processing, or bulk storage;
- Mining and quarrying;

### C. Use Restrictions.

1. New uses. The establishment of new uses as specified in 13.06.580.B are prohibited on an interim basis.

2. Existing uses. Legally permitted uses, listed in 13.06.580.B, at the time of adoption of this code are allowed and may continue existing operations.

3. Expansion of existing uses. Existing uses may expand storage, production, and distribution capacity by no more than 10% beyond that which exists at time of adoption of Ordinance No. XXXXX, subject to approval of a conditional use permit. The 10% limitation shall be measured cumulatively for the duration of the interim regulations when there are multiple applications.

4. Exceptions. Limitations on expansion do not apply to the following uses and activities:

a. Normal Maintenance and Repair. Activities commonly associated with normal maintenance and repair or development activities exempt from shoreline substantial development permits per TMC 13.10 section 2.3.3. Normal maintenance and repair is defined as follows:

Normal maintenance or repair of existing structures or developments, including damage by accident, fire or elements. "Normal maintenance" includes those usual acts to prevent a decline, lapse, or cessation from a lawfully established condition. "Normal repair" means to restore a development to a state comparable to its original condition, including but not limited to its size, shape, configuration, location and external appearance, within a reasonable period after decay or partial destruction, except where repair causes substantial adverse effects to shoreline resource or environment. Replacement of a structure or development may be authorized as repair where such replacement is the common method of repair for the type of structure or development and the replacement structure or development is comparable to the original structure or development including but not limited to its size, shape, configuration, location and external appearance and the replacement does not cause substantial adverse effects to shoreline resources or environment.

b. Building codes and environmental regulations. Alteration, expansion or replacement of structures or facilities in order to comply with building code requirements and/or environmental regulations.

c. Accessory uses. A subordinate building or use that is incidental to the use of the main building or use.

d. Accessory utilities. Distribution services directly serving a permitted use. For example, power, telephone, cable, communication antennas, water, sewer lines, and stormwater systems.

5. Risk assessment. As part of any applicable SEPA and/or Conditional Use Permit process, a risk analysis will be conducted proportionate to the size and scale of the project and of the particular industrial process being proposed.

6. Definitions. For the purpose of applying these special use restrictions, applicable North American Industrial Classification System (NAICS) codes and descriptions are cited and shall be interpreted broadly in accordance with the intent of the interim regulations.

a. Coal terminals and bulk storage facilities

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The bulk storage or wholesale distribution of coal and coal products or transfer of coal products via shipping terminal.

b. Oil or other liquefied or gaseous fossil fuel terminals, bulk storage, manufacturing, production, processing or refining.

(1) Petroleum bulk stations and terminals. This industry comprises establishments with bulk liquid storage facilities primarily engaged in the merchant wholesale distribution of crude petroleum and petroleum products. NAICS Code 424710.

(2) Petroleum refineries. This industry comprises establishments primarily engaged in refining crude petroleum into refined petroleum. Petroleum refining involves one or more of the following activities: (1) fractionation; (2) straight distillation of crude oil; and (3) cracking. NAICS Code 324110.

(3) Natural gas liquid extraction. This industry comprises establishments primarily engaged in the recovery of liquid hydrocarbons from oil and gas field gases. Establishments primarily engaged in sulfur recovery from natural gas are included in this industry. NAICS Code 211112.

(4) Bulk storage, production, and wholesale distribution of natural gas liquids, liquefied natural gas, and liquefied petroleum gas.

c. Bulk chemical storage, production or processing. The Chemical Manufacturing subsector is based on the transformation of organic and inorganic raw materials by a chemical process and the formulation of products. This subsector distinguishes the production of basic chemicals that comprise the first industry group from the production of intermediate and end products produced by further processing of basic chemicals that make up the remaining industry groups. For the purposes of these special use restrictions, this definition will apply to all industries classified as subcategories of NAICS Code 325 Chemical Manufacturing.

d. Mining and quarrying. This use category includes all industry sectors identified under NAICS Code 21 Mining, Quarrying, and Oil and Gas Extraction. The Mining, Quarrying, and Oil and Gas Extraction sector comprises establishments that extract naturally occurring mineral solids, such as coal and ores; liquid minerals, such as crude petroleum; and gases, such as natural gas. The term mining is used in the broad sense to include quarrying, well operations, beneficiating (e.g., crushing, screening, washing, and flotation), and other preparation customarily performed at the mine site, or as a part of mining activity.

e. Terminal. A "terminal" is a point of interchange between land and water carriers, such as a pier, wharf, or group of such, equipped with facilities for care and handling of cargo and/or passengers.

\*\*\*

III. Exhibit A: Tidelats Interim Regulations  
TMC 13.10 Shoreline Management

TMC 13.10 Shoreline Management

Table 9-2

GENERAL SHORELINE USE, MODIFICATION & DEVELOPMENT STANDARDS TABLE																	
District	S-1a	S-1b	S-2	S-3	S-4	S-5	S-6	S-6/7	S-7	S-8	S-9	S-10	S-11	S-12	S-13	S-14	S-15
District Name	Western Slope South	Western Slope South	Western Slope Central	Western Slope North	Point Defiance	Point Defiance	Ruston Way	Schuster Parkway Transition	Schuster Parkway	The Foss Waterway	Puyallup River	Port Industrial Area	Marine View Drive	Hylabos Creek	Marine Waters of the State <sup>21</sup>	Wapato Lake	Point Ruston/Slag Pen.
Shoreline Designation	HI	SR	UC	N	N	UC	UC	UC	HI	DW	UC	HI	UC	N	A	UC	HI
<b>Shoreline Uses</b>																	
Residential Development																	
Single-family <sup>12</sup>	N	P	P	N	N	N	N	N	N	N	N	N	PN <sup>1</sup> <sub>3</sub>	N	N	P	N <sup>14</sup>
Multifamily – stand alone	N/C U <sup>15</sup>	N	N	N	N	N	N	N	N	N/C U <sup>16</sup>	N	N	N/C U <sup>13+</sup> <sub>5</sub>	N	N	N	P <sup>17</sup> , 18/ CU 18
Multifamily as part of a mixed-use development	P	N	N	N	N	N	N	N	N	P <sup>16</sup>	N	N	PN <sup>1</sup> <sub>3</sub>	N	N	N	P <sup>17</sup>
Home Occupation	P	P	P	P	N	N	N	N	N	P	N	N	NP <sup>1</sup> <sub>3</sub>	N	N	N	P

- 1 Expansion of an existing marina shall be permitted consistent with the provisions of this Program, new marina development shall be a conditional use.
- 2 Boat ramps shall be permitted only in that area on the east side of the Foss Waterway north of the Centerline of 15th Street.
- 3 Water-enjoyment and -related commercial uses shall be permitted over-water only as a reuse of an existing structure or when located within a mixed-use structure.
- 4 Non-water-oriented commercial uses shall only be permitted in accordance with the regulations in TSMP Section 7.5.2 and only as a conditional use except where otherwise specified for the S-8 and S-15 Shoreline Districts.
- 5 New commercial development shall be limited to upland locations only. Existing water-oriented commercial uses at the Point Defiance Marina Complex may be continued and be modified provided modifications do not adversely affect ecological conditions and comply with all other provisions of this Program.
- 6 Non-water-oriented commercial uses shall be permitted as part of a mixed-use development with a water-oriented component; Non-water-oriented commercial uses in a mixed use development without a water-oriented component shall be permitted as a conditional use consistent with TSMP 9.10(D). In all other circumstances, non-water-oriented uses shall be processed as a conditional use

### III. Exhibit A: Tidelats Interim Regulations TMC 13.10 Shoreline Management

- 7 Non-water-oriented commercial uses shall be permitted outside 150' of OHWM only, except as specified in note 18. Commercial uses that are located outside shoreline jurisdiction and are consistent with the EIS for the Point Ruston development are allowed, those uses that are not consistent with the EIS shall be processed as a conditional use permit in accordance with the procedures in TMC 13.06.
- 8 New educational, historic, and scientific uses are permitted over-water or in the S-13 Shoreline District (Marine Waters of the State) only when water-dependent or as a reuse of an existing structure.
- 9 Water-dependent and -related port/industrial uses shall be permitted only in existing structures.
- 10 Port and industrial development shall be permitted on the easterly side of the Thea Foss Waterway, north of the centerline of East 15th Street and in addition, in that area to the east of East D Street.
- 11 Non-water-oriented industrial uses shall only be permitted in accordance with the regulations in TSMP Section 7.6.2.
- 12 New single-family residential development shall only be permitted in upland locations.
- 13 In the "S-11" Shoreline District, ~~new single family and multi-family residential development is permitted only in that area north of 5410 Marine View Drive. Per Ordinance No. XXXXXX, on an interim basis, new residential uses are prohibited. Existing residential uses may expand so long as the expansion is consistent with the requirements of TMC 13.10.~~
- 14 Detached single-family residential use and development is allowed in the S-15 shoreline district outside of shoreline jurisdiction.
- 15 New stand alone multi-family residential uses may be permitted as a conditional use in accordance with the regulations in TSMP Section 7.8.2.
- 16 Residential development shall be permitted in upland locations on the west side of the waterway and on the east side only south of the East 11th Street right of way, and shall be designed for multiple-family development only, excluding duplex and/or triplex development. Hotel/Motel uses are permitted on the west side of the Foss Waterway, and on the east side of the Foss Waterway only south of the centerline of 11th Street. Residential and Hotel/Motel uses are prohibited to the east of East D Street.
- 17 Multifamily residential uses shall be permitted in upland locations, outside 150' of OHWM.
- 18 No more than 24 total townhouse units may be permitted in upland locations up to 100' from OHWM as an outright permitted use so long as such townhouses are constructed on the southeasterly shoreline of the Point Ruston site. Townhouses may be permitted in upland locations up to 100' from OHWM as a conditional use in all other locations. Townhouses in the S-15 may include an office use on the ground floor.
- 19 Helicopter landing pads are only allowed outside of shoreline jurisdiction as a conditional use and only as part of an approved structure.
- 20 Above ground utilities are only allowed consistent with TSMP 7.13.2.
- 21 New uses and development in the S-13 Shoreline District that are associated with an upland shoreline district shall only be permitted where the use or development is consistent with the permitted uses in the upland Shoreline District. Please see Section 9.15(D)(1)(a).
- 22 Structural shoreline stabilization shall be permitted only when necessity has been demonstrated as described in TSMP Section 8.2.2.
- 23 See application requirements in Section 2.4.4.
- 24 With the exception of the S-7, S-10 and S-11 Shoreline Districts, mooring buoys shall be designed, located and installed only for transient recreational boating, or in association with a single family residential development or a permitted marina. In the S-7, S-10 and S-11 Shoreline Districts mooring buoys may be designed, located and installed to accommodate port and industrial uses including the remote storage of oceangoing vessels and barges.
- 25 Buffer reductions allowed for water-dependent uses per TSMP 6.4.3(C).
- 26 Except that the buffer shall not extend beyond the centerline of Alaska street.
- 27 District specific height limitations shall not apply to bridges in the shoreline. Bridges should be kept to the minimum height necessary and shall provide a view study to determine whether the structure will cause any significant impacts to public views of the shoreline.
- 28 The maximum height standard excludes equipment used for the movement of waterborne cargo between storage and vessel or vessel and storage.
- 29 Any building, structure, or portion thereof hereafter erected (excluding equipment for the movement of waterborne cargo between storage and vessel, vessel and storage) shall not exceed a height of 100 feet, unless such building or structure is set back on all sides one foot for each four feet such building or structure exceeds 100 feet in height.
- 30 Maximum heights on Slag Peninsula are limited to 35 feet.
- 31 The side/yard corridor may be distributed between the two sides at the discretion of the proponent, provided a minimum 5 foot set back is maintained from either lot line.
- 32 New and/or expansion of an existing railroad siding is permitted when necessary to service a water-dependent port or industrial facility.



**To:** Planning Commission  
**From:** Elliott Barnett, Planning Services Division  
**Subject:** **Home In Tacoma Project: Workshop**  
**Date:** November 10, 2020  
**For the Meeting of:** November 18, 2020

**Action Requested:** Provide substantive guidance to shape initial policy options

### Discussion

At this meeting, the Commission will have an in-depth discussion of policy options to modify Tacoma's housing growth strategy to promote housing supply, affordability and choice. Staff's objective is to gain the Commission's high level guidance on how to structure diverse housing and affordability proposals. Staff will return on December 16, 2020 to continue the discussion. The Commission's guidance will inform development of a preliminary draft package in January or February of 2021. We are working toward a public review draft in February/March 2021.

To support the Commission's discussion, staff and our consultant team from Root Policy Research will summarize progress so far, then facilitate a discussion on key questions which will shape the proposals moving forward. We are providing an informal discussion outline intended to get the discussion going (Attachment 1).

The City Council has provided significant new direction regarding the project schedule. On October 20, 2020 (as part of Ordinance No. 28695 adopting Infill Pilot Program 2.0), Council directed that the Planning Commission forward recommended Comprehensive Plan changes by May of 2021, followed by zoning and standards changes by December 2021. Council confirmed that timeline and provided initial policy input at their November 10, 2020 Study Session. This direction shifts the larger policy decisions forward, and will lead to changes in terms of sequencing of near-term and medium-term actions.

### Project Updates

Work commenced in earnest after the Commission provided final guidance on the scope of work and engagement strategies on September 2, 2020, with the following milestones:

- Root Policy Research will present the draft Housing Needs Assessment (Attachment 4) and discuss upcoming growth capacity, development feasibility and other work
- Housing Equity Taskforce – monthly meetings focusing on equitable engagement and recommendations to promote equity and antiracism in housing
- AHAS Technical Advisory Group – monthly discussions focusing on developer engagement, development barriers identification and policy recommendations
- Developer Focus Group – the first of two meetings focusing on housing development opportunities and removing barriers will occur on 11/12/20 (Attachment 3)



- Public engagement launch – this week, the City will issue notifications inviting the community to learn about the project (through a storymap, infill video and online café series) and provide input through a housing choice survey (Attachment 2)
- City Commissions and community group briefings are upcoming, including — Landmarks Preservation Commission, Sustainable Tacoma Commission, Transportation Commission, Commission on Disabilities, Mayor’s Youth Commission, and Neighborhood Councils

### **Project Overview**

As part of the City’s Affordable Housing Action Strategy, we are launching the **Home In Tacoma** project to evaluate diverse housing types and affordable housing incentives options throughout Tacoma. The intent is to increase housing supply, create affordable housing options, and increase the choice of housing types throughout our neighborhoods.

Tacoma residents face increasing challenges in accessing housing they can afford that meets their needs. One part of the solution is to create more homes for more people. Tacoma’s Planning Commission is asking the community to join in a discussion about housing needs, development trends, zoning, and neighborhood change. Using community ideas and feedback, the Commission will make recommendations to the City Council on both short-term and longer-term planning, regulatory and administrative actions.

For more information, visit [www.cityoftacoma.org/homeintacoma](http://www.cityoftacoma.org/homeintacoma).

### **Prior Commission, Taskforce and Council Actions**

- City Council Study Session (11/10/20)
- Housing Equity Taskforce meetings (09/10/20, 10/08/20, 11/05/20)
- Planning Commission Project Launch (09/02/20)
- Planning Commission Finalize Project Scope of Work (05/06/20)
- Planning Commission Public Hearing (02/19/20)
- Planning Commission authorizes release of draft Scope and Assessment Report (01/15/20)
- Planning Commission sets Housing Equity Taskforce scope and participants (12/18/19)
- Planning Commission/Human Rights Commission–Housing Taskforce meeting (12/04/19)
- Human Rights Commission initial discussion of AHAS Planning actions (11/21/19)
- Planning Commission initial discussion of AHAS Planning actions (10/2/19)
- Council adoption of AHAS Housing Element updates (09/24/19)
- City Council acceptance of the AHAS (September 2018)

### **Next steps**

- Planning Commission debrief (12/16/20)

### **Staff Contact**

Elliott Barnett, Senior Planner, (253) 312-4909, [ebarnett@cityoftacoma.org](mailto:ebarnett@cityoftacoma.org)

### **Attachments**

1. Discussion outline – key decisions
  2. Housing Choice Survey
  3. Developer Focus Group outline
  4. Existing Conditions Report (draft)
- c. Peter Huffman, Director

## MEMORANDUM

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**To:** City of Tacoma  
**From:** Heidi Aggeler  
**Re:** Discussion guide for Planning Commission  
**Date:** November 9, 2020

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This discussion guide is intended to provide commissioners with an idea of the types of questions and feedback we would like to explore during the work session on this item.

### Key Questions for Discussion

- What potential impacts of infill are of the most concern—to you? To the communities you hear from regularly?
  - New houses are bigger or taller than nearby houses
  - New houses are too close to each other
  - New houses with modern designs might not fit the character of nearby houses
  - Existing viable and affordable homes could be demolished
  - Neighborhoods could become less affordable or spur displacement
  - New housing could reduce available on-street parking
  - New housing could increase street traffic
  - Green spaces, yards and tree canopy could be lost
  - Infill might reduce property values
  - Infill might increase property taxes
  - Infill might overburden schools or services
- Are there certain Missing Middle Housing types that should *not* be allowed in established neighborhoods?
  - Are there any areas of the city where infill is off limits or not appropriate?
  - Are there any areas of the city that lend themselves to infill development?
  - How should the scale of infill development transition from higher density areas and corridors?

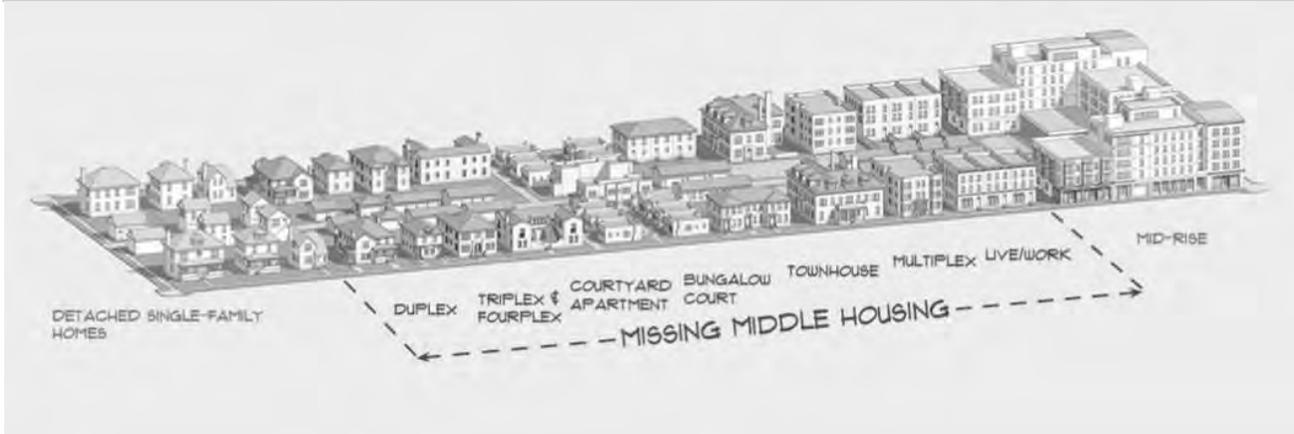
- How do we achieve balance and minimize disruption to existing neighborhoods and residents?
  - Limit the number of “missing middle” units permitted per block
  - Limit the type of units permitted (e.g. duplexes, townhomes, 2-3 story multifamily)
  - Others
  - Can you envision a situation with too much Missing Middle Housing? What does that look like?
- What tools are you interested in using to expand affordability requirements?
  - Require that one of the units be affordable
  - Streamline permitting process
  - Waive fees
  - Provide density incentives
  - Increase affordability requirements with tax incentives
  - Relaxed zoning requirements
- What design features are critical to ensuring that infill is compatible with neighborhood patterns?
  - Height is consistent with surrounding buildings
  - Site coverage is consistent with the neighborhood
  - Setbacks are the same as neighboring buildings
  - There is adequate parking and access
  - Architectural details
    - Colors, materials, and styles consistent with the neighborhood
  - What tradeoffs are you willing to make to build more units?
    - Increased density or height in neighborhoods
    - Increased site coverage/relaxed setbacks in neighborhoods
    - Infill opportunities close to centers and corridors
    - Reduced parking requirements

# ATTACHMENT 2



## Home in Tacoma Housing Choice Survey

### Introduction



### Home in Tacoma Project

**Tacoma is facing a housing crisis. It is becoming more difficult to find housing we can afford, particularly for people with fixed or lower incomes. In response, the City is considering allowing more diverse housing types, often referred to as Missing Middle Housing.**

**Please share your views about housing choices. This will help our efforts to make Tacoma a place that everyone can call home. The survey will take approximately 10 to 15 minutes to complete. Your responses are confidential and will only be reported in combination with other responses.**



## Home in Tacoma Housing Choice Survey

Tell us your thoughts regarding infill housing.

### \* 1. INFILL BENEFITS:

Rank the following potential benefits of infill housing. Infill housing is new housing units added in an existing neighborhood.

To rank, either drag and drop items, select from the menu on the left (1= highest priority, 9= lowest priority) or check N/A.



Increases variety in housing types and price points

N/A



Creates potential to generate rental income

N/A



Promotes aging-in-place or housing family members

N/A



More people can find housing near jobs, transit, shopping, schools and parks

N/A



Reduces car-dependency in walkable neighborhoods

N/A



New homes bring diversity and vibrancy to neighborhoods

N/A



Creates jobs and supports local businesses

N/A



Infill in Tacoma helps protect Pierce County farms and forests

N/A



Reduces gentrification and encourages home ownership opportunities

N/A



2. Please share any additional infill housing benefits that are of interest to you.

Benefit 1

Benefit 2

Benefit 3



## Home in Tacoma Housing Choice Survey

Tell us your thoughts regarding infill housing.

### \* 3. INFILL CONCERNS:

What potential concerns do you have about infill housing?

To rank, either drag and drop items, select from the menu on the left (1= highest priority, 8= lowest priority) or check N/A.



New houses could be taller or closer together than other nearby houses

N/A



Design of new houses might not fit the character of nearby houses

N/A



Existing viable homes could be demolished

N/A



Infill may make housing less affordable or cause displacement

N/A



New housing could reduce available on-street parking or increase street traffic

N/A



Green spaces, yards and tree canopy could be lost

N/A



Infill might impact my property value or property taxes

N/A



Infill might overburden schools or services

N/A

4. Please share any additional infill housing concerns that are of interest to you.

Concern 1

Concern 2

Concern 3



## Home in Tacoma Housing Choice Survey

Tell us your thoughts on housing diversity.

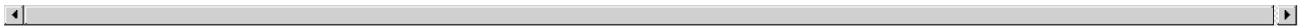
\* 5. What housing types do you feel are a good fit for increasing housing choice in your neighborhood?

To rank, either drag and drop items, select from the menu on the left (1= highest priority, 8= lowest priority) or check N/A.



**Detached homes on small lot**

N/A



**Duplex**

N/A





**Triplex**

N/A



**Fourplex**

N/A



**Tiny/Mobile/Modular home**

N/A





**Small multifamily buildings**

N/A



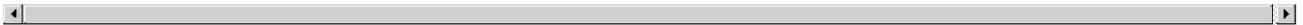
**Townhouse**

N/A



**Cohousing/Shared housing**

N/A



6. Are there any additional housing types that you feel are a good fit for increasing housing choice in your neighborhood?

Housing Type 1

Housing Type 2

Housing Type 3

\*



7.

What neighborhoods do you feel are most suitable for infill housing?

Select all that apply.

- Northeast Tacoma
- New Tacoma
- Eastside
- South End
- South Tacoma
- Central
- North End
- West End
- Other (please describe)

\* 8. Please explain why the neighborhoods you chose are most suitable for infill housing.

\* 9. As a way to address the housing shortage and create affordable housing options, I would be willing to see the following along commercial areas and along major streets:

Select all that apply.

- Buildings that are one or more stories taller
- More housing units per building or lot
- Reduced building setbacks
- Reduced parking requirements
- Incentives for developers building market-rate housing
- Incentives for developers who include some dedicated affordable units
- Expand the number or size of areas where denser housing is allowed
- Other (please describe)

\* 10. I believe that new housing in Tacoma needs to be built for people in the following income ranges:

Select all that apply.

- Extremely low income (Below \$25,950)
- Very low income (\$25,951-\$43,250)
- Low income (\$43,251-\$69,200)
- Moderate income (\$69,201-\$103,800)
- Other (please describe)

\* 11. In one to three sentences, what would you change about your housing situation if you could?



## Home in Tacoma Housing Choice Survey

### Tell us about your housing situation.

\* 12. How do you experience housing in Tacoma?

Select all that apply.

- Renter
- Owner
- Second home owner
- Developer
- Builder or Designer
- Landlord
- Property management professional
- Real estate agent
- Housing services provider
- Visitor/Past or future resident
- Other (please describe)

\* 13. What kind of housing do you live in?

- Detached house
- Townhouse
- Duplex, triplex, or fourplex
- Multifamily housing or mixed-use building
- An accessory dwelling unit (backyard cottage or unit in home with separate entrance)
- Mobile home or trailer
- Student dormitory
- No stable housing at this time
- Other (please describe)

\* 14. How many people live in your household (including yourself)?

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8 or more
- Rather not say

\* 15. How many bedrooms does your home have?

- 1
- 2
- 3
- 4 or more
- N/A
- Rather not say



## Home in Tacoma Housing Choice Survey

### Tell us about yourself.

\* 16. How long have you lived in Tacoma?

- Less than 1 year.
- 1-4 years
- 5-9 years
- 10-19 years
- 20 years or more
- I do not live in Tacoma
- Rather not say



## Home in Tacoma Housing Choice Survey

Tell us about yourself.

\*



17.

What neighborhood do you live in?

- Northeast Tacoma
- New Tacoma
- Eastside
- South End
- South Tacoma
- Central
- North End
- West End
- Rather not say

\* 18. Do you work in Tacoma?

- Yes
- No
- Rather not say

\* 19. Do you rent or own the place you live?

- Rented by you or someone in this household
- Owned by you or someone in this household
- Rather not say
- Other (please describe)

20. Age:

- 17 and under
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75 and over
- Rather not say

21. Race/Ethnicity

Select all that apply.

- Asian
- Black/African
- Latino/Latinx/Hispanic
- Middle Eastern/North African
- Native American/Alaska Native
- Pacific islander/Native Hawaiian
- White/Caucasian
- Rather not say
- Please list any specific race, ethnic, and national groups, and tribal/band affiliations with which you identify.

22. Disability status:

- Known disability
- No disability
- Rather not say

23. Please tell us your primary language spoken at home:

24. Please tell us any additional language spoken at home:

25. Annual household income:

- Less than \$26,000
- \$26,000-\$34,999
- \$35,000- \$42,999
- \$43,000-\$51,999
- \$52,000-\$60,999
- \$61,000-\$68,999
- \$69,000-\$77,999
- \$78,000-\$86,999
- \$87,000-\$99,999
- \$100,000-\$149,000
- \$150,000 and above

**Make sure to click the DONE button below.**

Thank your for your feedback! Click [here](#) to subscribe for updates on the **Home in Tacoma Project**.



## MEMORANDUM

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**To:** Participants  
**From:** Heidi Aggeler  
**Re:** Script for developer focus group  
**Date:** November 10, 2020

---

### Introductions

Thank you very much for joining us today. We are here to discuss housing needs in Tacoma to inform the city's ongoing housing strategy. I am Heidi Aggeler from Root Policy Research, a local consulting firm specializing in, among other things, identifying housing needs in cities.

I'd like this discussion to be pretty informal, honest, open. We won't quote you directly in the report; rather, we will summarize our discussions by topic area and theme. We will also use your input to guide our recommendations.

First, I'd like to know a little more about your organization and your role within that organization.

Also, please tell me a bit about the types of households you've provided residential products and services to (or client base for nonprofits) in Tacoma or the broader region?

### Housing Market/Demand

Let's first talk about Tacoma's housing market in general. In your opinion, where is the largest demand for housing in terms of price points, for rental and for sale housing?

Is this demand being met? Whose needs are not being met?

Which aspects of that demand does the private sector meet? Which does it not? What level of subsidies are needed? (e.g., I can build a starter home for \$350,000 but the households who really need it can only afford to pay \$250,000).

Are there products (e.g., attached homes, very small lot detached homes) that would be more affordable but are not being built in Tacoma? Why not? Perceived lack of demand? Regulatory barriers?

## Developing Housing in Tacoma

If we only consider the cost of land, cost of materials, cost of labor, etc. what would it take to build non-subsidized housing at the levels we want/need, while assuming some "reasonable" profit margin? Discuss single family detached, duplex, ADU, multifamily (medium and large). What is the difference between cost and what households in need can afford? (Cost per "door" v. rents needed)

Are there economies of scale in costs for medium and larger sized developments? At what size (unit or building height) do those start to matter?

How would you describe the development process in Tacoma to someone in your industry who is unfamiliar with them?

What makes it most difficult to develop affordable and/or workforce housing in Tacoma? *(If needed, prompt: environmental reviews; application processing; rezoning).* What should change to mitigate or remove the barriers you identified?

What does Tacoma do right when it comes to facilitating the development of affordable housing?

## Tacoma's Existing Programs

Now we are going to discuss the city's existing programs to create affordable and workforce housing. I want to know from you: How well are they working? What would you change if you could? What barriers exist to development—and in the effectiveness of these policies *producing affordable housing?*

- Infill Pilot 2.0: Council updated the program in October 2020.
  - In your opinion, do these changes address barriers that you may have experienced with infill products?
  - Do you have other recommendations to facilitate more affordable, "missing middle" housing?
- ADU update in 2019: Allowed detached ADUs in single-family zoning districts; *Removed a requirement that the property owner occupy one of the dwellings; Reduced regulatory barriers and increased flexibility regarding lot size, building design, size and location; Included design, location and building controls intended to ensure that ADUs fit the scale and character of the surrounding neighborhood.*
  - How much does it cost to develop an ADU? *(if not captured above).* What do they rent for?
  - Are there barriers in, Design standards? Height—especially on limitations for over garages? Site limitations? ADU size limitations (including if the existing house is very small)? Building codes? Utility charges? Approval process (including utilities)?

- Affordable Housing Incentives and Bonuses. *Of the following initiatives the city has undertaken, with which do you have most experience? Have you considered taking advantage of the density bonuses? Why or why not? What would need to change to make you consider participating in the initiatives?*
  - Tacoma Mall Inclusionary Zoning Pilot Program
  - Mixed-Use Centers Height Bonus
  - Downtown Density Bonus
- Others
  - Property tax exemption program—why favor 8 over 12 years?
  - Conveyance of city property

Do Tacoma's current policies and programs offer the same incentives for small, medium, and large sized developers? Why or why not? What needs to change?

How has the pandemic changed demand? Development costs? Program effectiveness?

Broader design considerations: What is important to get neighborhood acceptance of projects?

## Solutions to Specific Needs

**Best practices.** Are there programs that you know of in other cities which you think Tacoma should be doing?

**Displacement.** What practices or policies do you think the city should consider (if any) to minimize the impact of rising housing costs on long-time neighborhood residents?

**Equity.** What types of housing policies and programs are most important to increase equity for Tacoma residents?

If you could wave a magic wand and change one thing that would create more housing opportunities in Tacoma, what would that one thing be?

## Closing

Thank you for your time.





**Root Policy Research**

6740 E Colfax Ave, Denver, CO 80220

[www.rootpolicy.com](http://www.rootpolicy.com)

970.880.1415

# ATTACHMENT 4

**DRAFT REPORT**

*City of Tacoma*

## *Home In Tacoma Existing Conditions*

*PREPARED FOR:*

City of Tacoma  
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## Existing Conditions

As stated in the Tacoma 2025 plan, “Diversity is Tacoma’s greatest asset.” Part of the city’s success in supporting diversity has been its relative housing affordability. As housing prices rise more rapidly than incomes, the city’s foundation—as well as potential for economic development—is increasingly threatened.

The City of Tacoma has already taken steps toward addressing housing affordability challenges in the community, as shown in the timeline on the right. In 2010, the Affordable Housing Policy Advisory Group brought forward policy recommendations to address affordable housing. In 2015, Tacoma adopted regulatory reform and incentives for affordable housing.

Finally, in 2018 the Affordable Housing Action Strategy (AHAS) was built on earlier efforts including strategic documents like Tacoma 2025 and One Tacoma Comprehensive Plan. The implementation of the AHAS has the potential to produce 6,000 new affordable units; preserve 2,300 existing affordable units; and serve an additional 2,200 households by 2028. In total, it will reach 10,500 households living in the City of Tacoma.

This Housing Action Plan aims to implement several actions identified in the AHAS to create more homes for more people. In particular, this study will investigate market-based incentives for affordable housing, land use regulations to promote affordability, and policy reform to encourage development in the city.



This section of the report includes an overview of existing conditions in the City of Tacoma to provide context for the Housing Action Plan (HAP). The city last updated housing needs and addressed affordable housing challenges in the Affordable Housing Action Strategy, produced in 2018 and based on 2016 data. Therefore, this existing conditions analysis focuses on market shifts since 2016—the latest year of data available at the time the AHAS was produced—and highlights changes in key housing market indicators.

While the City of Tacoma has seen a recent increase in the rate of new housing production, the City's overall housing growth remains well behind adopted planning targets. Furthermore, despite the adoption of new affordable housing targets, the City continues to see an expanding gap between incomes and housing prices, resulting in a worsening affordability crisis, as well as persistent inequity in residents' access to opportunity and health outcomes. These challenges are likely to be exacerbated by the economic impacts of the COVID-19 pandemic.

**Indicators of housing needs.** For the purposes of this analysis, housing needs are analyzed and measured using the following indicators:

- Household cost burden and severe cost burden;<sup>1</sup>
- Trends in housing supply (vacancies, homes for sale) and costs (rents, purchase prices);
- Location of affordable housing;
- How supply of housing compares with demand by price points and income levels;<sup>2</sup>
- Home ownership rates; and
- Opportunity areas.

**Why addressing housing needs is important.** Addressing housing needs has become an increasing priority among local and state governments. This is related, in part, to the federal government's reduced investment and role in providing publicly subsidized housing. In addition,

- Academic studies have consistently demonstrated that stabilizing the housing costs of low income households, especially those with children, facilitates upward mobility and reduces long term public sector human services costs.

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<sup>1</sup> Cost burden occurs when households pay more than 30 percent of their gross income toward housing costs. This is the industry standard for affordability. Severe cost burden occurs when households pay more than 50 percent of their gross income toward housing costs and also indicates risk of eviction, foreclosure, and/or homelessness.

<sup>2</sup> This is measured by a "gaps analysis" modeling exercise.

- Housing investments that allow workers to live closer to their places of employment can reduce the impacts of commuting on local jurisdictions—e.g., wear-and-tear on roads, and responses to vehicular accidents.
- Households in stable housing environments are more likely to spend money in the local economy, through direct spending on goods and services. The negative impact of retracted spending on local economies has, unfortunately, been dramatically exposed with the outbreak of the COVID-19 virus.

**Sources of data for this section.** This section utilizes current data on the demographics of Tacoma residents from the U.S. Census' American Community Survey (ACS); for sale home pricing from Pierce County Real Estate and Zillow; rental pricing from Rainmaker Insights; and income limits from the U.S. Department of Housing and Urban Development (HUD). The most current data reflects conditions in 2019 and 2020. Historical data from 2010 and 2016 are used to benchmark trends.

This data analysis presents a “baseline” of needs leading up to COVID-19. It is likely, at least in the short-term, that housing needs are more acute than identified in the available data, particularly as the pandemic continues.

## Primary Findings

In the three years since the city's housing needs were identified as part of the Affordable Housing Action Strategy (AHAS), the City of Tacoma has experienced significant changes in its demographic and housing market conditions:

- **Households are getting smaller as the population ages.** Households with a householder 65 years and over increased by 2,886 from 2016 to 2019. Seniors aging in Tacoma will place a strain on smaller units (one- to two-bedroom) and accessible, visitable housing—36 percent of residents living with a disability are 65 years or older.
- **Incomes have not kept up with housing costs.** From 2016 to 2019, median rent increased by 21 percent while median renter income increased by only 12 percent. Similarly, the median home value of owner occupied housing increased by 44 percent compared to a 22 percent increase in median income for owner households.
- **Low income households are being priced out of the market.** There are now 2,790 fewer households earning less than \$25,000 in Tacoma than in 2016—4,750 fewer households compared to 2010. Conversely, renter households earning more than \$100,000 increased by 2,292 since 2016 and by 3,203 since 2010. Among owners, the number of households earning more than \$75,000 increased while households earning less decreased.
- **Special populations are disproportionately impacted by poverty and are especially vulnerable to the changing housing market.** Residents with a disability, seniors, single mothers, and people of color have above average poverty rates and are particularly vulnerable to shifting housing costs. Additionally, populations on a fixed income—mainly residents with a disability and seniors—are especially at risk.
- **There is a shortage of housing units for low income renters.** In 2019, there was an estimated shortage of 7,142 units for residents earning less than 30 percent AMI (\$26,200). This represents 16 percent of the city's total rental units (as a point of comparison, Seattle's gap is 13% of total rental units). Compared to 2016, this shortage is lower, due to a decline in extremely low income renters that was greater than the loss of affordable units. This affordable rental shortage is comparable to the wait list for public housing maintained by the Tacoma Housing Authority, which currently totals 6,460 households. Households typically wait for several years (as many as five years) on the wait lists.<sup>3</sup>

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<sup>3</sup> City of Tacoma 5-year Consolidated Plan Draft (2020)

- Racial and ethnic diversity has increased while disparate trends in homeownership and poverty remain.** The City of Tacoma is becoming more racially and ethnically diverse. However, Black/African American residents, Asian residents, Latino/Latinx/Hispanic residents, and residents of two or more races all have poverty rates higher than the individual poverty rate. Black/African American (30%) and Latino/Latinx/Hispanic residents (47%) also have lower rates of homeownership compared to White/Caucasian residents (61%).
- While Tacoma's housing is relatively affordable in the region, areas of high opportunity are out of reach for many.** Generally, opportunity is highest in the north areas of the city and lowest in the south and central areas of the city. Areas of high opportunity have higher median home values.

**Figure A-1.**  
**Key Indicators, City of Tacoma, 2016-2019**

	2016	2019	2016-2019	
			Change	% change
<b>Rental Market</b>				
Median rent	\$1,054	\$1,273	\$219	21%
Median renter income	\$40,009	\$44,809	\$4,800	12%
<b>Ownership Market</b>				
Median home value	\$239,100	\$344,500	\$105,400	44%
Median owner income	\$76,544	\$93,765	\$17,221	22%
<b>Rental Gaps</b>				
Rental gap <30% AMI	-7,373	-7,142	230	-3%
Renter households <30% AMI	13,090	10,769	-2,321	-18%
Rental units <30% AMI	5,718	3,627	-2,091	-37%
<b>Cost burden</b>				
Owners	32%	27%	-5%	
Renters	47%	49%	2%	
<b>Homelessness (Pierce County)</b>				
	627	544	-83	-13%

Source: 2016 and 2019 1-year ACS; Pierce County Point-in-Time County 2016 and 2019; Root Policy Research.

## Demographic Framework

This section presents demographic trends that impact housing needs for the City of Tacoma and the counties that comprise the Puget Sound Region—King, Kitsap, Pierce, and Snohomish Counties. Trends are benchmarked to 2010 and 2016.<sup>4</sup>

**Population and households.** Figure A-2 shows population growth from 2010 to 2019 for the City of Tacoma and the counties that comprise the Puget Sound Region. Since 2016, the City of Tacoma grew by more than 6,500 residents (3%) for an estimated total population of 217,834 in 2019. From 2010 to 2019, the City of Tacoma grew by roughly 2,000 residents annually, which is average for the region. King and Snohomish Counties experienced the highest percent growth over the same time.

**Figure A-2.**  
**Population, 2010-2019**

Jurisdiction	2010	2016	2019	2010-2016		2016-2019	
				Total	% change	Total	% change
Tacoma	198,506	211,304	217,834	12,798	6%	6,530	3%
King County	1,937,961	2,149,970	2,252,782	212,009	11%	102,812	5%
Kitsap County	251,809	264,811	271,473	13,002	5%	6,662	3%
Pierce County	795,628	861,312	904,980	65,684	8%	43,668	5%
Snohomish County	715,470	787,620	822,083	72,150	10%	34,463	4%

Source: 2010, 2016, and 2019 1-year ACS

Household growth from 2010 to 2016 was similar to population growth. However, in recent years—since 2016—the City of Tacoma added roughly 5,200 new households (6%) for a total of 87,016 households in 2019. A higher percent change in the number of households compared to the population indicates a trend toward smaller household sizes in the city. Smaller households in the City of Tacoma are most likely seniors aging in place.

<sup>4</sup> 2016 American Community Survey Data was used in the Affordable Housing Action Strategy.

**Figure A-3.**  
**Households, 2010-2019**

Jurisdiction	2010	2016	2019	2010-2016		2016-2019	
				Total	% change	Total	% change
Tacoma	79,316	81,811	87,016	2,495	3%	5,205	6%
King County	787,809	861,154	907,761	73,345	9%	46,607	5%
Kitsap County	99,150	101,995	107,525	2,845	3%	5,530	5%
Pierce County	299,876	317,671	333,657	17,795	6%	15,986	5%
Snohomish County	266,080	286,116	299,827	20,036	8%	13,711	5%

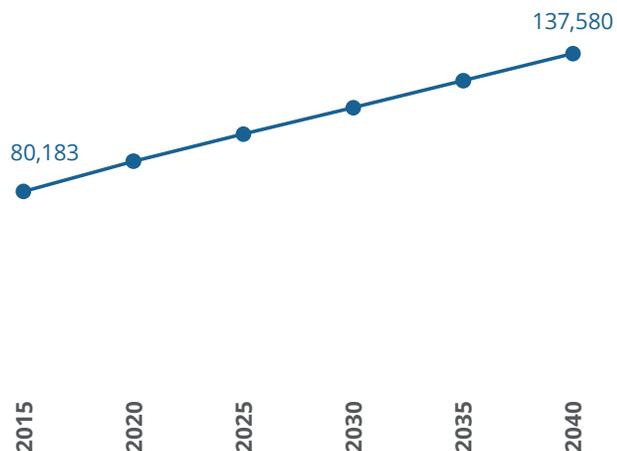
Source: 2010, 2016, and 2019 1-year ACS

**Future growth.** Puget Sound Regional Council (PSRC) Land Use Vision model provides population, household, and employment forecasts for the region. According to PSRC’s model, the City of Tacoma is forecasted to add 44,770 new households from 2020 to 2040—an increase of nearly 50 percent (48%). However, since the model’s base year in 2015, citywide growth has not kept pace with the forecast. In 2019, the city is home to an estimated 87,016 households—yet the PSRC forecast estimates the City of Tacoma to have as many as 92,800 households by 2020.

Actual growth is more uneven than forecasts would suggest, and it is likely that the City of Tacoma will need to accommodate more of the region’s projected growth in future years as housing in King and Snohomish Counties becomes increasingly less affordable. Additionally, demographic shifts in the city’s households will necessitate a recalibration of the types and price of housing needed by residents—particularly if the city continues to lose units priced to serve workers in low-wage industries like home health care and basic services.

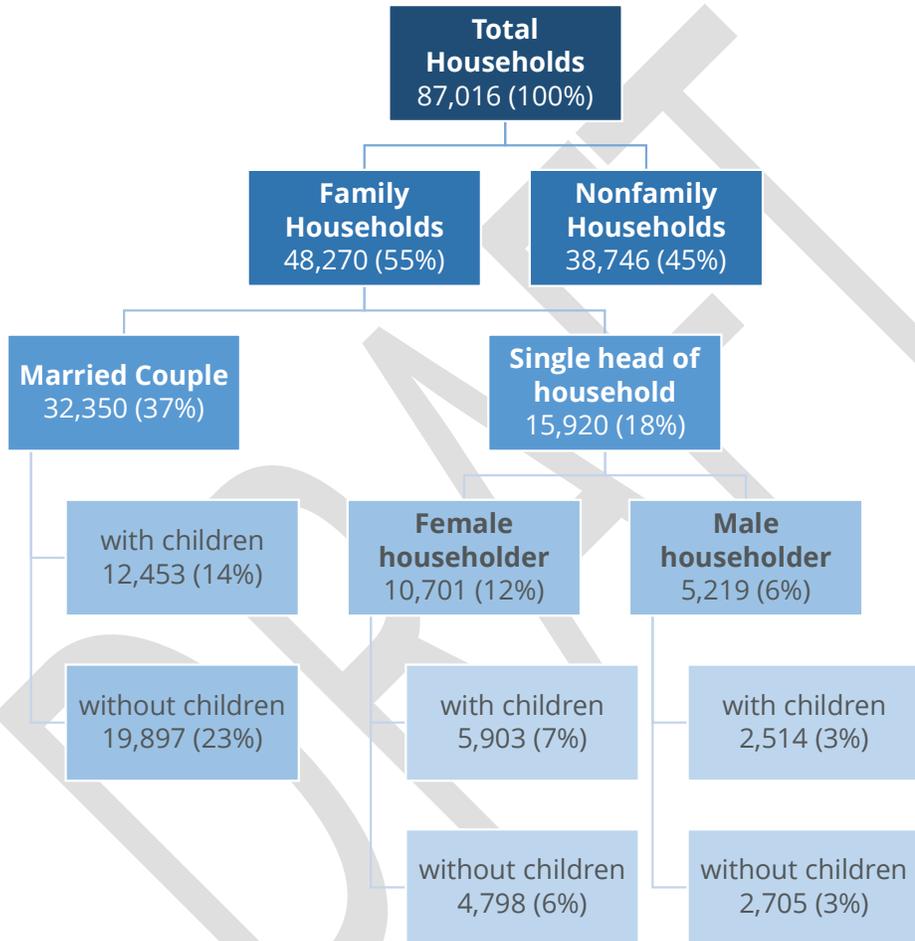
**Figure A-4.**  
**Household Projections,  
City of Tacoma, 2015-2040**

Source:  
Puget Sound Regional Council Land Use Vision



**Household composition.** Most households in the City of Tacoma in 2019 are families (55%), as shown in Figure A-5. The majority of families are married couples (37%) and the remainder are single parents or unmarried partners (18%). One in four households have children under the age of 18 years old. Another 45 percent of households are nonfamily households, most are made up of individuals.

**Figure A-5.**  
**Household Composition, City of Tacoma, 2019**

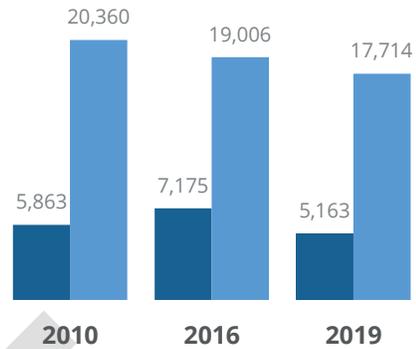


Source: 2019 1-year ACS

Figure 6 shows the total population in the City of Tacoma and Pierce County living in group quarters. Tacoma residents living in group quarters has decreased since 2016—consistent with the countywide decrease. Residents in group quarters represent 2 percent of the population in 2019 in the city and county.

**Figure A-6.**  
**Population in Group Quarters, City of Tacoma and Pierce County, 2010-2019**

Source:  
 2010, 2016, and 2019 1-year ACS



**Age.** Figure A-7 shows the number of households in the City of Tacoma by the age of the householder. Much like other cities and regions in the country, the population is aging, and young adults and families are not offsetting this change. Since 2010, the number of young adults and families with a householder under the age of 35 in Tacoma has remained largely unchanged, while households with a householder 65 to 74 years old—Baby Boomers entering retirement—increased from 7,200 in 2010 to nearly 12,100 in 2019. The number of young children under five decreased by 23 percent from 2016 to 2019.

**Figure A-7.**  
**Households by Age of Householder, City of Tacoma, 2010-2019**

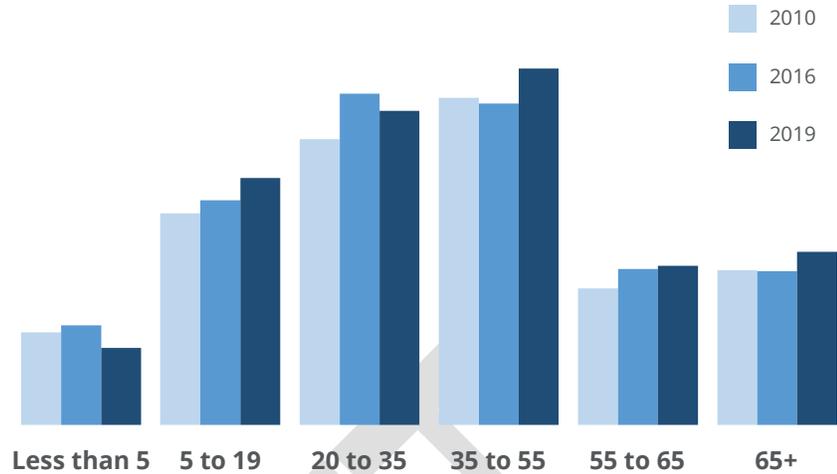
Age of Householder	2010	2016	2019	2010-2016		2016-2019	
				Total	% change	Total	% change
Under 35 years	19,988	21,353	21,381	1,365	7%	28	0%
35 to 44 years	13,960	13,172	19,679	-788	-6%	6,507	49%
45 to 54 years	16,577	16,035	11,737	-542	-3%	-4,298	-27%
55 to 64 years	13,722	15,135	15,216	1,413	10%	81	1%
65 to 74 years	7,218	8,836	12,080	1,618	22%	3,244	37%
75 to 84 years	4,283	4,418	4,139	135	3%	-279	-6%
85 years and over	3,490	2,863	2,784	-627	-18%	-79	-3%

Source: 2010, 2016, and 2019 1-year ACS

Shifting age demographics and the increase in smaller sized households is likely to place a strain on the city’s one- and two-bedroom housing market—and increase demand for services and amenities demanded by seniors and younger adults with smaller household sizes. This will include in-home care for seniors, public transportation, and, once the pandemic is over, restaurants, retail, and basic household services.

**Figure A-8.**  
**Age Distribution,**  
**City of Tacoma,**  
**2010-2019**

Source:  
 2010, 2016, and 2019 1-year  
 ACS



**Race and ethnicity.** The City of Tacoma is becoming slightly more racially and ethnically diverse. The share of the population that identifies as White/Caucasian decreased from 89 percent of the total population in 2010 to 87 percent in 2019. Over the same time, the number of Latino/Latinx/Hispanic and Black residents in the community increased.

**Figure A-9.**  
**Share of Population by Race and Ethnicity, City of Tacoma, 2010-2019**

Race and Ethnicity	2010	2016	2019	2010-2016 change	2016-2019 change
Latino/Latinx/Hispanic	11%	12%	13%	2%	1%
White/Caucasian	61%	57%	58%	-4%	1%
Black/African American	10%	10%	11%	0%	1%
Asian	8%	10%	6%	2%	-4%
Other	10%	11%	12%	1%	1%

Source: 2010, 2016, and 2019 1-year ACS

**Disability.** Residents living with a disability over the age of 65 make up 36 percent of Tacoma’s total population with a disability. As the population continues to age, the incidence of disability will likely increase, specifically for residents with ambulatory and independent living difficulties. Again, shifting demographics will result in a shift in housing needs, in this case for accessible and visitable housing units for residents living with a disability.

**Figure A-10.  
Incidence of Disability  
by Age, City of Tacoma,  
2019**

Source:  
2019 1-year ACS.

	Residents with a disability	Percent
<b>Total residents with a disability</b>	<b>28,775</b>	<b>100%</b>
<b>Under 18 years old</b>	<b>3,202</b>	<b>11%</b>
With a hearing difficulty	546	2%
With a vision difficulty	614	2%
With a cognitive difficulty	2,406	8%
With an ambulatory difficulty	577	2%
With a self-care difficulty	704	2%
<b>18 to 64 years old</b>	<b>15,159</b>	<b>53%</b>
With a hearing difficulty	3,294	11%
With a vision difficulty	1,502	5%
With a cognitive difficulty	7,281	25%
With an ambulatory difficulty	5,997	21%
With a self-care difficulty	3,096	11%
With an independent living difficulty	5,061	18%
<b>Over 65 years old</b>	<b>10,414</b>	<b>36%</b>
With a hearing difficulty	4,228	15%
With a vision difficulty	1,625	6%
With a cognitive difficulty	2,661	9%
With an ambulatory difficulty	6,942	24%
With a self-care difficulty	2,632	9%
With an independent living difficulty	3,976	14%

**Income and poverty.** Figure A-11 shows median household income by tenure in 2010, 2016, and 2019. Following the Great Recession—from 2010 to 2016—median renter income increased by 26 percent compared to the 16 percent increase among owner households. Since 2016, however, the trend has reversed and owner median income increased by 22 percent, while renter median income increased by 12 percent.

**A note about inflation.** When incomes are adjusted for inflation, real incomes have declined since 2000. However, inflation rates are heavily influenced by the housing market, and for the purposes of this comparison between median income and housing costs, inflation is less impactful than the change in income relative to the change in housing costs.

**Figure A-11.**  
**Median Household Income by Tenure, City of Tacoma, 2010-2019**

Tenure	2010	2016	2019	2010-2016		2016-2019	
				Total	% change	Total	% change
All households	\$47,465	\$55,996	\$70,411	\$8,531	18%	\$14,415	26%
Owner households	\$65,975	\$76,544	\$93,765	\$10,569	16%	\$17,221	22%
Renter households	\$31,736	\$40,009	\$44,809	\$8,273	26%	\$4,800	12%

Source: 2010, 2016, and 2019 1-year ACS

Figure A-12 shows the change in household income distribution by tenure from 2010 to 2019. Among owners, the number of households earning more than \$75,000 increased while households earning less decreased. This trend may be a result of households earning higher incomes or lower income households being priced out of the market and replaced by households with higher incomes. The latter is more likely the case for renters in Tacoma.

Shifts in renter household income are more isolated at the highest and lowest income groups. Renter households earning more than \$100,000 doubled from 3,043 in 2010 to 6,246 in 2019. Over the same time, more than 4,750 extremely low income renters earning less than \$25,000 left the City of Tacoma.<sup>5</sup>

<sup>5</sup> It is possible that some of these households had increases in earnings. However, the change in \$25,000 to \$50,000 households is very small, suggesting that the lowest income households left the city.

**Figure A-12.**  
**Income Shifts by Tenure, City of Tacoma, 2010-2019**

Tenure	2010	2016	2019	2010-2016		2016-2019	
				Total	% change	Total	% change
<b>Total households</b>	<b>79,316</b>	<b>81,811</b>	<b>87,016</b>	<b>2,495</b>	<b>3%</b>	<b>5,205</b>	<b>6%</b>
<b>Owner households</b>	<b>41,780</b>	<b>40,185</b>	<b>46,884</b>	<b>-1,595</b>	<b>-4%</b>	<b>6,699</b>	<b>17%</b>
Less than \$25,000	5,479	4,420	3,543	-1,058	-19%	-877	-20%
\$25,000 to \$50,000	9,201	7,434	5,197	-1,767	-19%	-2,237	-30%
\$50,000 to \$75,000	9,870	7,474	8,291	-2,396	-24%	817	11%
\$75,000 to \$100,000	6,901	7,314	8,282	413	6%	968	13%
\$100,000 or more	10,330	13,542	21,571	3,212	31%	8,029	59%
<b>Renter households</b>	<b>37,536</b>	<b>41,626</b>	<b>40,132</b>	<b>4,090</b>	<b>11%</b>	<b>-1,494</b>	<b>-4%</b>
Less than \$25,000	14,992	13,029	10,239	-1,963	-13%	-2,790	-21%
\$25,000 to \$50,000	12,061	12,155	11,704	94	1%	-451	-4%
\$50,000 to \$75,000	5,373	7,992	7,444	2,619	49%	-548	-7%
\$75,000 to \$100,000	2,067	4,537	4,499	2,471	120%	-38	-1%
\$100,000 or more	3,043	3,954	6,246	911	30%	2,292	58%

Source: 2010, 2016, and 2019 1-year ACS.

Figure A-13 highlights the trend toward higher income households from 2010 to 2019, particularly for renter households.

**Figure A-13.**  
**Income Shifts by**  
**Tenure, City of**  
**Tacoma, 2010-2019**

Source:  
 2010, 2016, and 2019 1-year ACS

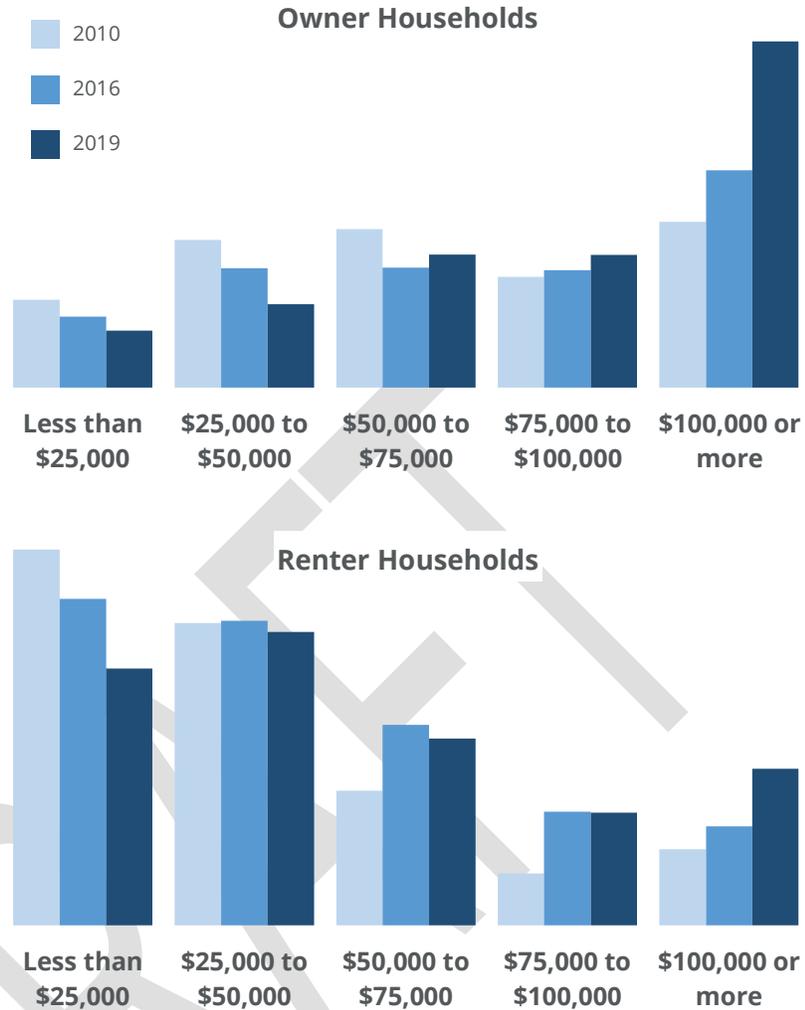


Figure A-14 shows poverty rate by age cohort in 2016 and 2019. Over this time, poverty rates decreased by 4 percentage points for residents in Tacoma. Similar cities experienced comparable reductions in poverty. From 2016 to 2019 poverty rates in Minneapolis decreased by 3 percentage points, Portland by 2.4 percentage points, and Seattle by 2 percentage points.

Poverty rates decreased from 2016 to 2019 for all age cohorts except seniors 65 years and over. Poverty among seniors increased from 10 percent in 2016 to 13 percent in 2019. Seniors are particularly vulnerable to increased housing costs as many seniors live on fixed or limited incomes (e.g. social security payments).

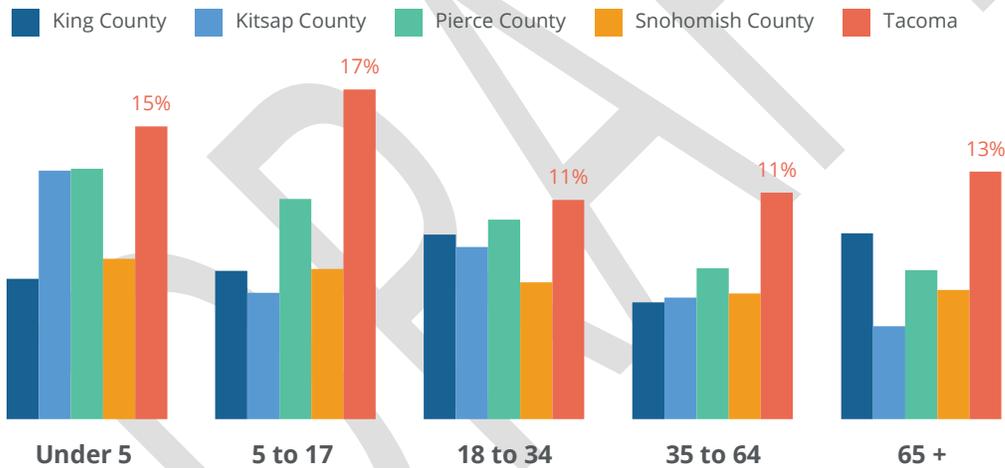
**Figure A-14.**  
**Poverty Rate by Age,**  
**City of Tacoma, 2016-**  
**2019**

Source:  
 2016 and 2019 1-year ACS.

Age	2016	2019	2016-2019
			Rate Change
<b>Total Population</b>	<b>16%</b>	<b>13%</b>	<b>-4%</b>
Under 5 years	21%	15%	-6%
5 to 17 years	21%	17%	-5%
18 to 34 years	19%	11%	-8%
35 to 64 years	13%	11%	-2%
65 year and over	10%	13%	3%

Figure 15 shows poverty rate by age for the City of Tacoma compared to counties in the larger Puget Sound Region. Poverty rates are highest in Pierce County in every age group except for residents 65 years and older.

**Figure A-15.**  
**Poverty Rate by Age, 2019**

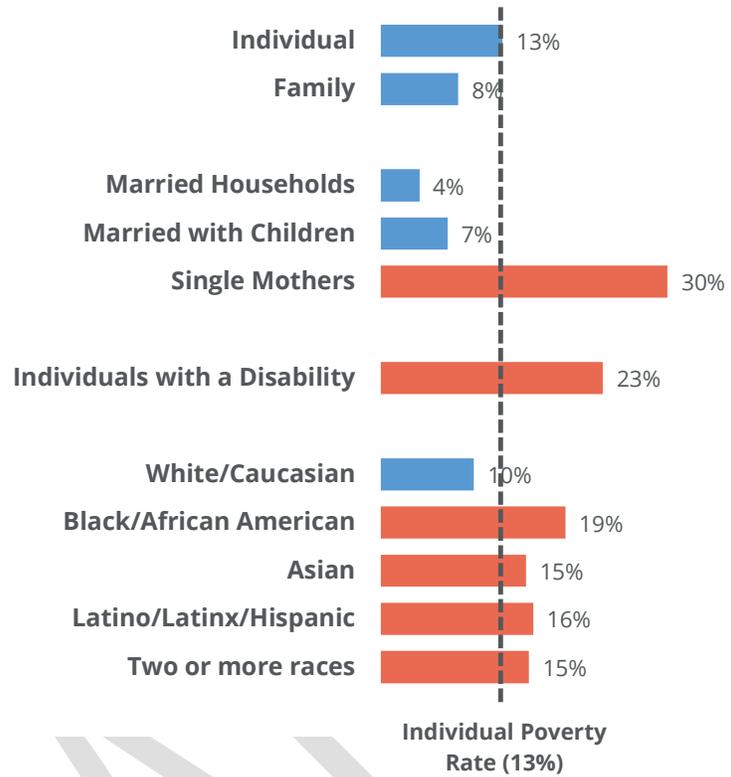


Source: 2019 1-year ACS

Economic recovery from the Great Recession has not been shared equally by all residents in Tacoma. Single mothers, individuals with a disability, Black/African American residents, Asian residents, Latino/Latinx/Hispanic residents, and residents of two or more races all have poverty rates higher than the individual poverty rate. Conversely, families and married family households have lower rates of poverty.

**Figure A-16.**  
**Poverty Levels by**  
**Characteristic, City of**  
**Tacoma, 2019**

Source:  
 2019 1-year ACS.



**Employment.** Figure 17 shows employment by industry in Pierce County from 2010 to 2019. Employment increased in Pierce County from 270,733 jobs in 2010 to 327,108 in 2019. Industries that added the most jobs during this time include professional and business services, leisure and hospitality, and education and health services. Jobs decreased in the information industry, and government and manufacturing sectors experienced modest growth.

**Figure A-17.**  
**Employment by Industry, Pierce County, 2010-2019**

Industry	2010	2016	2019	2010-2019	
				Change	% change
<b>Washington State Total</b>	<b>2,836,133</b>	<b>3,242,808</b>	<b>3,468,300</b>	<b>632,167</b>	<b>22%</b>
<b>Pierce County Total</b>	<b>270,733</b>	<b>306,217</b>	<b>327,108</b>	<b>56,375</b>	<b>21%</b>
Mining and Logging	300	300	300	0	0%
Construction	17,183	21,558	25,125	7,942	46%
Manufacturing	16,308	17,150	17,725	1,417	9%
Wholesale Trade	10,858	12,450	13,400	2,542	23%
Retail Trade	31,233	35,525	36,142	4,909	16%
Transportation and Utilities	11,258	17,967	18,542	7,284	65%
Information	2,950	2,692	2,208	-742	-25%
Financial Activities	12,000	14,067	14,733	2,733	23%
Professional and Business Services	23,475	29,650	33,883	10,408	44%
Education and Health Services	48,900	52,617	56,892	7,992	16%
Leisure and Hospitality	25,267	30,725	34,017	8,750	35%
Other Services	12,567	13,883	14,667	2,100	17%
Government	58,433	57,633	59,475	1,042	2%

Source: WA Employment Security Department

Figure 18 shows the Washington State Employment Security Department's employment projections by industry for Pierce County from 2018 to 2028. Pierce County is projected to add 39,700 new jobs by 2028. The majority of new jobs are in education and health services, government, leisure and hospitality, professional and business services, and other services.

**Figure A-18.  
Employment  
Projections by  
Industry,  
Pierce  
County, 2018-  
2028**

Source:  
WA Employment Security  
Department

Industry	2018	2028	2018-2028	
			Change	% change
<b>Washington State Total</b>	<b>3,402,200</b>	<b>3,896,900</b>	<b>494,700</b>	<b>15%</b>
<b>Pierce County Total</b>	<b>323,200</b>	<b>362,900</b>	<b>39,700</b>	<b>12%</b>
Mining and Logging	400	400	0	0%
Construction	24,400	26,200	1,800	7%
Manufacturing	17,400	17,900	500	3%
Wholesale Trade	13,100	14,300	1,200	9%
Retail Trade	36,100	37,200	1,100	3%
Transportation and Utilities	18,700	19,700	1,000	5%
Information	2,500	2,300	-200	-8%
Financial Activities	14,600	15,700	1,100	8%
Professional and Business Services	35,000	40,700	5,700	16%
Education and Health Services	54,600	65,500	10,900	20%
Leisure and Hospitality	33,000	39,900	6,900	21%
Other Services	14,300	16,300	2,000	14%
Government	59,100	66,800	7,700	13%

## Housing Needs Analysis

This section applies the demographics of the City of Tacoma and the greater region to determine current and future housing needs for residents.

**Area median income.** Eligibility for housing programs is generally based on how a household's income falls within HUD-determined income categories. The categories are based on the regional Area Median Income of AMI. In Tacoma, the AMI used for a family of four is \$87,300, which is the AMI for the City of Tacoma Fair Market Rent (FRM) area Pierce County.

Although AMI categories can vary by specific housing program, in general, they include:

- Households earning 30 percent of AMI are considered "extremely" low income. These households can also be thought of as those living under the federal poverty threshold.<sup>6</sup>
- Households earning between 31 and 50 percent of AMI are "very" low income.
- Households earning between 51 and 80 percent of AMI are "low" income.
- Those earning more than 80 percent are considered "moderate" income and, in most high cost markets, are eligible for housing programs.

### HUD Income Thresholds and Target Housing, 2020



<sup>6</sup> The federal poverty threshold is not based on the AMI and, as such, does not vary by city and state except for Alaska and Hawaii. For that reason, poverty and 30 percent AMI are generally similar.

**Housing cost burden.** Cost burden exists when households pay more than 30 percent of their gross household income for housing costs. Housing costs include the rent or mortgage payment, homeowners' association (HOA) fees, utilities, mortgage insurance, renter or homeowner insurance, and property taxes.

Severe cost burden—paying more than 50 percent of monthly gross income on a household rent or mortgage—is an indicator of critical housing needs. Severe cost burden is also linked to a high risk of eviction or foreclosure, and homelessness.



Cost burden does not take into account transportation, education, and childcare costs. When other household costs are included, housing affordability is further beyond many Tacoma households' reach.

Figure A-19 shows the percent of households experiencing cost burden and severe cost burden by tenure in 2016 and 2019. In 2019, nearly half of all renter households (49%) experience cost burden and one in four renters experience severe cost burden and are considered at risk for homelessness, a slight increase from 2016. Owner household cost burden has decreased since 2016. One in four owner households are cost burdened in 2019 and 8 percent of owners are severely cost burdened.

**Figure A-19.  
Cost Burden and  
Severe Cost Burden,  
City of Tacoma,  
2016-2019**

Source:  
2016 and 2019 1-year ACS.

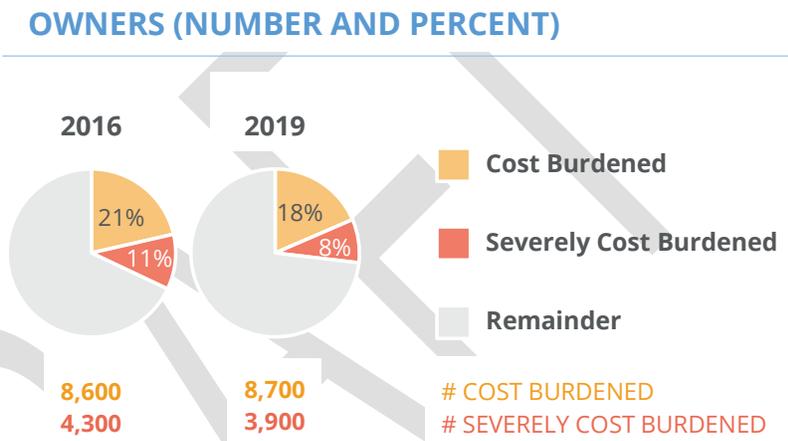
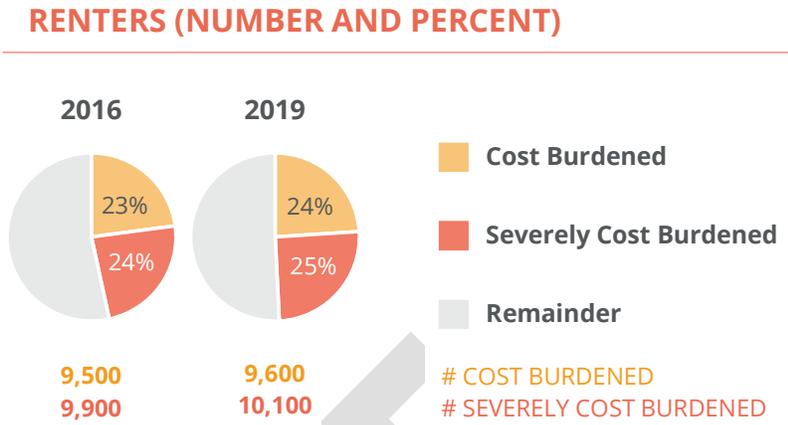


Figure A-20 shows cost burden by household income and tenure in 2016 and 2019. Since 2016, the share of cost burdened households decreased for owner households earning below \$75,000 and renter households earning less than \$25,000. This trend is largely due to income shifts in the city and larger region during this time from low to high income households. At the same time, the instances of cost burden among owners earning more than \$75,000 and renters earning more than \$50,000 increased.

**Figure A-20.**  
**Cost Burden by Income and Tenure, City of Tacoma, 2016-2019**

Tenure	2016		2019		2016-2019	
	Owner	Renter	Owner	Renter	Owner	Renter
<b>Households</b>						
Less than \$20,000	2,692	8,117	2,543	6,890	-149	-1,227
\$20,000 to \$34,999	3,416	8,242	2,116	6,924	-1,300	-1,318
\$35,000 to \$49,999	5,425	6,619	3,725	6,435	-1,700	-184
\$50,000 to \$74,999	7,474	7,867	8,291	7,213	817	-654
\$75,000 or more	20,856	8,408	29,853	10,532	8,997	2,124
<b>Cost burdened</b>						
Less than \$20,000	2,612	7,160	2,074	5,829	-538	-1,331
\$20,000 to \$34,999	2,572	7,326	1,404	6,445	-1,168	-881
\$35,000 to \$49,999	3,094	3,122	1,802	3,916	-1,292	794
\$50,000 to \$74,999	2,652	1,748	3,981	2,989	1,329	1,241
\$75,000 or more	1,969	0	3,330	573	1,361	573
<b>Percent cost burdened</b>						
Less than \$25,000	97%	88%	82%	85%	-15%	-4%
\$25,000 to \$50,000	75%	89%	66%	93%	-9%	4%
\$50,000 to \$75,000	57%	47%	48%	61%	-9%	14%
\$75,000 to \$100,000	35%	22%	48%	41%	13%	19%
\$100,000 or more	9%	0%	11%	5%	2%	5%

Note: Total household columns do not add to total because some households did not disclose income or have zero income.  
 Source: 2016 and 2019 1-year ACS.

**A note about COVID-19.** While cost burden has improved in recent years for low- and moderate-income households, the share of households experiencing cost burden remain high for these groups—more than half. Data are not yet available to accurately reflect the economic outcomes of the COVID-19 pandemic on owner and renter cost burden. However, household stability is expected to become more volatile with the fallout of the pandemic.

**Profile of renters and owners.** Figure A-21 summarizes characteristics of renters and owners in Tacoma. The figure displays the number and distribution of renter and owner households by demographic characteristic and provides the homeownership rate by age group, household type, education level and race/ethnicity.

Some of the key differences between Tacoma renters and owners include:

- **Owner households have median income more than 2x greater than renter households.** In 2019, the median income for owner households in Tacoma is estimated at \$93,765—compared to renters at \$44,809.
- **Renters tend to be younger than owners.** In 2019, 58 percent of renters were younger than 44 years old, compared to only 37 percent of owners. One in four owner households are seniors 65 years and older.
- **Owner households are more likely to be families.** Two in three owner households are families while most renter households are non-family households (58%).
- **Owner households have higher educational attainment.** In 2019, one in four renter households have a bachelor's degree or higher compared to 42 percent of owner householders.
- **Owner households lack diversity in race and ethnicity compared to renter households.** Nearly three out of four owner householders are White/Caucasian residents. Conversely, 56 percent of renter households are headed by White/Caucasian residents and the remainder are people of color.

**Figure A-21.**  
**Profile of Renters and Owners, City of Tacoma, 2019**

Tenure	Renters		Owners		Ownership Rate
	Number	Percent	Number	Percent	
<b>Total Households</b>	40,132	100%	46,884	100%	54%
<b>Median Income</b>	\$44,809		\$93,765		
<b>Age of Householder</b>					
Millennials (under 35)	13,707	34%	7,674	16%	36%
Ages 35-44	9,754	24%	9,925	21%	50%
Ages 45-64	9,446	24%	17,507	37%	65%
Seniors (65 and older)	7,225	18%	11,778	25%	62%
<b>Household Type</b>					
Non-family households	23,364	58%	15,382	33%	40%
Married families	8,282	21%	24,068	51%	74%
Other family	8,490	21%	7,430	16%	47%
<b>Householder Educational Attainment</b>					
Less than high school graduate	3,819	10%	2,234	5%	37%
High school graduate (or equivalent)	10,840	27%	8,701	19%	45%
Some college or associate's degree	14,993	37%	16,293	35%	52%
Bachelor's degree or higher	10,480	26%	19,656	42%	65%
<b>Race/Ethnicity of Householder</b>					
White/Caucasian	22,518	56%	34,647	74%	61%
Latino/Latinx/Hispanic	3,890	10%	3,426	7%	47%
Other	13,724	34%	8,811	19%	39%

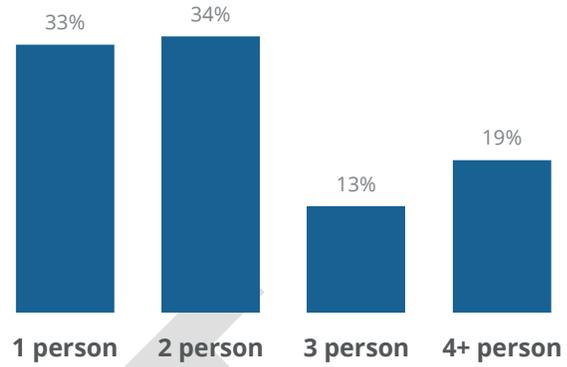
Source: 2019 1-year ACS

**Housing units.** Figure 22 shows the share of households by household size and the share of housing units by number of bedrooms in the City of Tacoma. These two indicators show the demand (households) and supply (units) for housing units by size. For example, while 67 percent of households have two persons or less, only 48 percent of units have two bedrooms or less. With the growing demand for smaller housing units—due to smaller household sizes and aging seniors—the mismatch between household and unit sizes will become starker.

**Figure A-22.**  
**Households by Size and Units**  
**by Number of Bedrooms, City**  
**of Tacoma, 2019**

Source:  
 2019 1-year ACS.

**Share of Households by Household Size**



**Share of Units by Number of Bedrooms**



Tacoma lost housing inventory between 2016 and 2019 with a decrease of 1,943 housing units over three years. Most housing units in the city are detached single family homes (62%) followed by units in structures with five or more units (27%). Medium density housing is not as common as low and high density housing in the city.

**Figure A-23.**  
**Units by Units in Structure, City of Tacoma, 2016-2019**

Unit type	2016		2019		2016-2019	
	Units	% of units	Units	% of units	Units	% of units
All units	87,549	100%	85,606	100%	-1,943	0%
1-unit, detached	53,685	61%	52,675	62%	-1,010	0%
1-unit, attached	3,202	4%	1,690	2%	-1,512	-2%
2 units	2,557	3%	2,637	3%	80	0%
3 or 4 units	3,997	5%	4,856	6%	859	1%
5 or more units	23,659	27%	23,372	27%	-287	0%
Mobile home	449	1%	302	0%	-147	0%
Other	0	0%	74	0%	74	0%

Source: 2019 1-year ACS

Figure A-24 shows residential building permits by the number of units in structure from 2010 to 2019. High density multifamily development—with five of more units—has become increasingly common in Tacoma with 665 units permitted in 2019 and 834 units permitted in 2018. Single family residential makes up the majority of remaining units permitted annually. However, in recent years, the number of middle density housing permits—duplexes, triplexes, and fourplexes—have increased to around 30 to 40 units annually.

**Figure A-24.**  
**Residential Building Permits by Type, 2010-2019**

Note:

Other includes mobile homes permitted 2010 to 2017 and accessory dwelling units permitted in 2018 and 2019.

\* permit data for 2018 and 2019 were provided by the City of Tacoma and are April to April

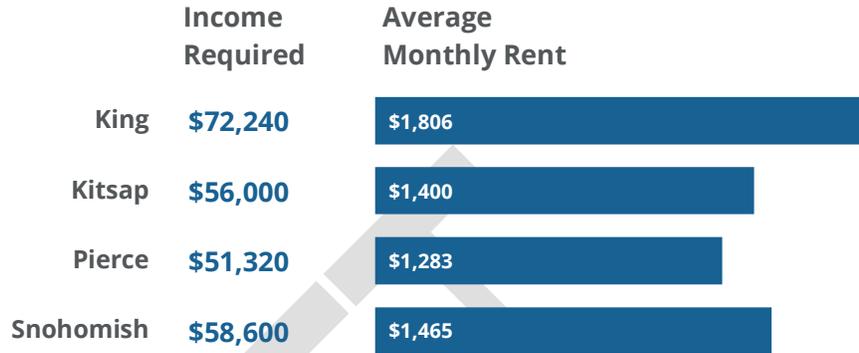
Source:

City of Tacoma and Washington State Office of Financial Management

	Single family	Duplex	3-4 units	5+ units	Other	Total units
2010	110	48	52	336	0	546
2011	119	6	3	75	0	203
2012	161	64	0	530	0	755
2013	162	6	9	233	1	411
2014	216	4	0	31	0	251
2015	243	24	7	840	0	1,114
2016	204	14	6	293	1	518
2017	245	28	8	921	0	1,202
2018*	132	22	11	834	8	1,007
2019*	75	12	7	665	4	763

**Rental market.** Pierce County rental units are relatively affordable compared to other counties in the region. In the Spring of 2020, the average monthly rent in Pierce County was \$1,283 which requires a household income of \$51,320. Comparatively, monthly rents were higher in Kitsap (\$1,400), Snohomish (\$1,465), and King Counties (\$1,806).

**Figure A-25.**  
Average Rent and Required Income, Spring 2020



Source:  
Washington State Apartment Market Report Spring 2020 and Root Policy Research

The average rent in Tacoma in 2020 is estimated at \$1,419 for all units, \$1,267 for one-bedroom units, and \$1,516 for two-bedroom units. Since 2016, rents have increased by 22 percent, or between \$250 to \$275 per month. Two-bedroom units saw the largest surge with a 30 percent increase—equal to a \$365 per month increase in average rent.

**Figure A-26.**  
Average Rent by Number of Bedrooms, City of Tacoma, 2011-2020



Source:  
Rainmaker Insights

With rising rents, the household income required to afford the average rental unit increased by \$11,000 annually. According to ACS data, renter household median income only increased by \$4,800 annually from 2016 to 2019, placing more units out of reach for the average renter—and increasing the amount of household income that is required to cover rent.

**Figure A-27.**  
**Rental Affordability, City of Tacoma, August, 2016-2020**

Unit type	2016		2020		2016-2020	
	Average Rent	Income Required	Average Rent	Income Required	Average Rent	Income Required
All units	\$1,246	\$49,840	\$1,419	\$56,760	\$275	\$11,000
1 bedroom	\$1,116	\$44,640	\$1,267	\$50,680	\$247	\$9,880
2 bedroom	\$1,251	\$50,040	\$1,516	\$60,640	\$366	\$14,640

Source: Rainmaker Insights and Root Policy Research.

**Subsidized rental housing.** For low-and moderate-income households priced out of the increasingly expensive rental market, subsidized housing units are needed to keep residents housed in the city. For households earning less than 30 percent, AMI publicly supported housing is needed in all markets, whereas, for households earning between 30 and 50 percent AMI, subsidies are needed in most markets—particularly as rents continue to outpace income increases.

According to the Tacoma/Pierce County Affordable Housing Consortium,<sup>7</sup> the City of Tacoma has 6,963 subsidized or assisted housing units. However, among Tacoma’s existing privately owned, federally subsidized supply, 326 units at 9 properties have subsidies that expire as early as 2021.<sup>8</sup>

In 2020 the waitlist for the Tacoma Housing Authority for public housing totaled 6,460 residents, and residents typically wait for several years (as many as five years) on the wait lists.<sup>9</sup>

**Rental gap.** The rental gaps analysis displayed in Figures A-28 to A-30 compares the number of renter households in Tacoma, their income levels, the maximum monthly housing payment they could afford, and the number of units in the market that were affordable to them. The “Rental Gap” columns show the difference between the number of renter households and the number of rental units affordable to them. Negative numbers (in parentheses) indicate a shortage of units at the specific income level; positive units indicate an excess of units.

In 2019, there was an estimated shortage of 7,142 units for residents earning less than 30 percent AMI (\$26,200). This shortage decreased from 2016 to 2019 due to low income

<sup>7</sup> The Consortium is made up of the Cities of Tacoma and Lakewood, the Puyallup Tribe of Indians, the Tacoma Housing Authority, Pierce County Housing Authority, and other partners in housing choice development

<sup>8</sup> City of Tacoma 5-year Consolidated Plan Draft (2020)

<sup>9</sup> City of Tacoma 5-year Consolidated Plan Draft (2020)

renters leaving the city—perhaps due to a decline in affordable units. During this time, the number of units affordable to extremely low income renters decreased by 2,091 units (units priced at less than \$625 per month) while the number of low-income renter households in Tacoma decreased by 2,321 households.

**A note about students.** In many cities with a college presence, the student population can influence the rental gap, especially when students reside off campus. If all of the students attending colleges in Tacoma lived off campus, had an average household size of 2.5, reported their place of residence as Tacoma, and earned less than \$25,000 per year, the non-student rental gap would be 25% smaller.

DRAFT

**Figure A-28.**  
**Rental Gaps by Income Range, City of Tacoma, 2016-2020**

Income Range	Maximum Affordable Gross Rent	2016				2019				2016-2019	
		Renter Households	Rental Units	Gap	Cummulative Gap	Renter Households	Rental Units	Gap	Cummulative Gap	Renter Households	Rental Units
Less than \$5,000	\$125	2,756	253	(2,503)	(2,503)	1,339	0	(1,339)	(1,339)	(1,417)	(253)
\$5,000 to \$9,999	\$250	2,653	1,337	(1,316)	(3,819)	1,646	1,447	(199)	(1,538)	(1,007)	110
\$10,000 to \$14,999	\$375	2,828	1,171	(1,657)	(5,476)	2,626	1,036	(1,590)	(3,128)	(202)	(135)
\$15,000 to \$19,999	\$500	1,750	752	(998)	(6,474)	2,158	278	(1,880)	(5,008)	408	(474)
\$20,000 to \$24,999	\$625	3,048	2,100	(948)	(7,422)	2,470	658	(1,812)	(6,820)	(578)	(1,442)
\$25,000 to \$34,999	\$875	5,523	7,994	2,471	(4,951)	4,454	4,115	(339)	(7,159)	(1,069)	(3,879)
\$35,000 to \$49,999	\$1,250	6,610	13,981	7,371	2,420	7,250	12,724	5,474	(1,685)	640	(1,257)
\$50,000 to \$74,999	\$1,875	7,985	11,508	3,523	5,944	7,444	15,888	8,444	6,759	(541)	4,380
\$75,000 to \$99,999	\$2,500	4,519	2,726	(5,095)	849	4,499	4,994	(4,814)	1,945	(20)	2,268
\$100,000 or more	\$3,750	3,954	652			6,246	937			2,292	285
<b>Total/ Low Income Gap (&lt;\$25,000/year)</b>		<b>41,626</b>	<b>42,475</b>	<b>(7,422)</b>		<b>40,132</b>	<b>42,077</b>	<b>(6,820)</b>		<b>(1,494)</b>	<b>(398)</b>

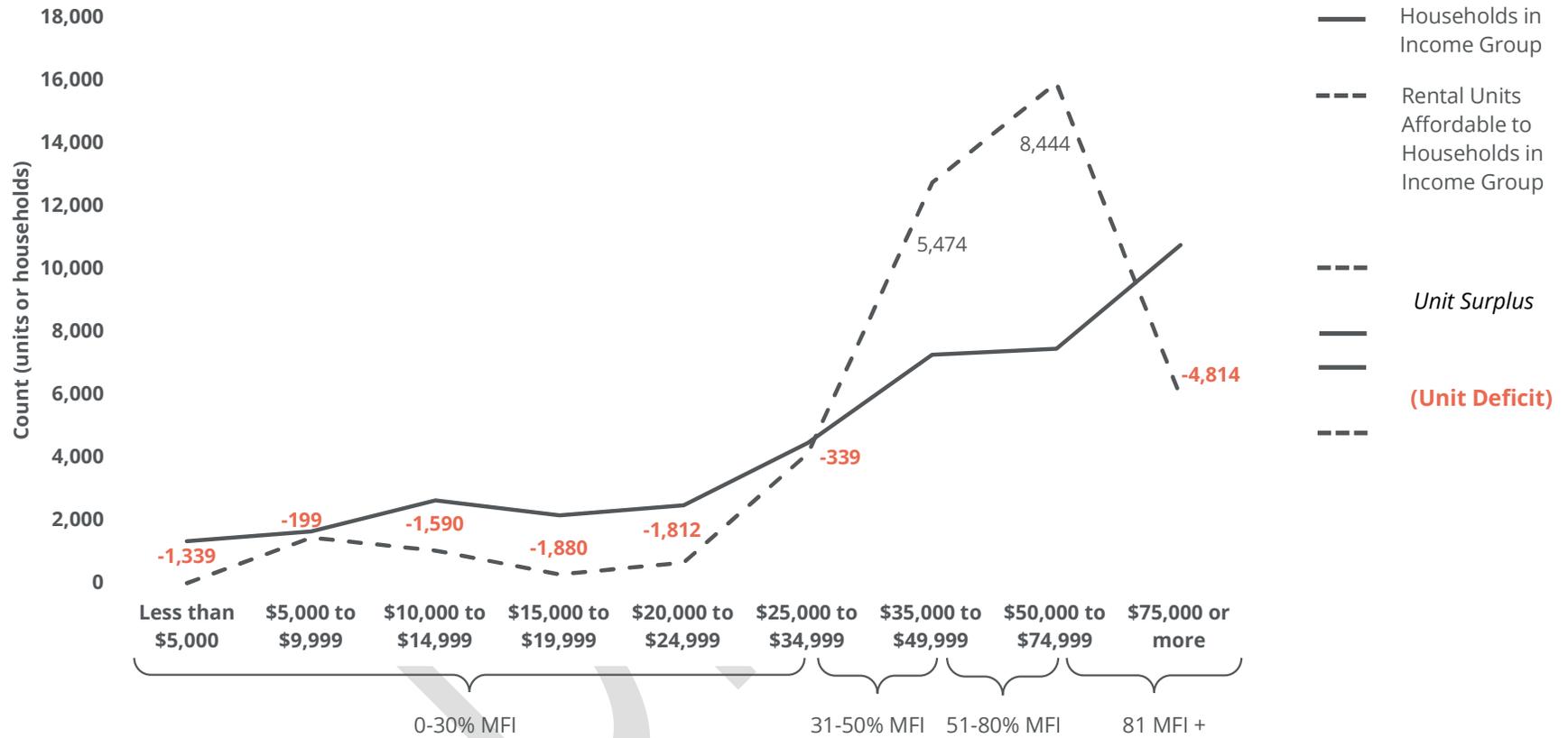
Source: 2016 and 2019 1 year ACS, 2018 and 2020 HUD Income Limits, and Root Policy Research.

**Figure A-29.**  
**Rental Gaps by AMI Range, City of Tacoma, 2016-2020**

AMI Range	2016				2019				2016-2019	
	Renter Households	Rental Units	Gap	Cummulative Gap	Renter Households	Rental Units	Gap	Cummulative Gap	Renter Households	Rental Units
0-30% of AMI	13,090	5,718	(7,373)	(7,373)	10,769	3,627	(7,142)	(7,142)	(2,321)	(2,091)
31-50% of AMI	6,481	10,477	3,996	(3,377)	8,105	11,278	3,173	(3,969)	1,624	801
61-80% of AMI	7,034	14,329	7,295	3,918	8,977	18,678	9,702	5,733	1,943	4,350
81-100% of AMI	6,420	8,449	2,029	5,947	3,750	5,970	2,220	7,953	(2,670)	(2,479)
101-120% of AMI	2,752	2,298	(454)	5,493	2,700	1,781	(919)	7,034	(52)	(517)
121% of AMI or more	5,848	1,204	(4,644)	849	5,831	742	(5,089)	1,945	(17)	(462)
<b>Total/Low Income Gap (&lt;30% AMI)</b>	<b>41,626</b>	<b>42,475</b>	<b>(7,373)</b>		<b>40,132</b>	<b>42,077</b>	<b>(7,142)</b>		<b>(1,494)</b>	<b>(398)</b>

Source: 2016 and 2019 1 year ACS, 2018 and 2020 HUD Income Limits, and Root Policy Research.

**Figure A-30.**  
**Rental Gaps, City of Tacoma, 2016-2020**



Source: 2016 and 2019 1 year ACS, 2018 and 2020 HUD Income Limits, and Root Policy Research.

**Ownership market.** Pierce and Snohomish Counties are relatively affordable for homebuyers compared to Kitsap and King Counties. In the Spring of 2020, the median priced single family home sold for \$354,600 in Pierce County, which requires an income of \$83,425 annually.

**Figure A-31.  
Median Resale  
Price and Income  
Required, Spring  
2020**

Source:  
Washington Center for Real  
Estate Research and Root  
Policy Research

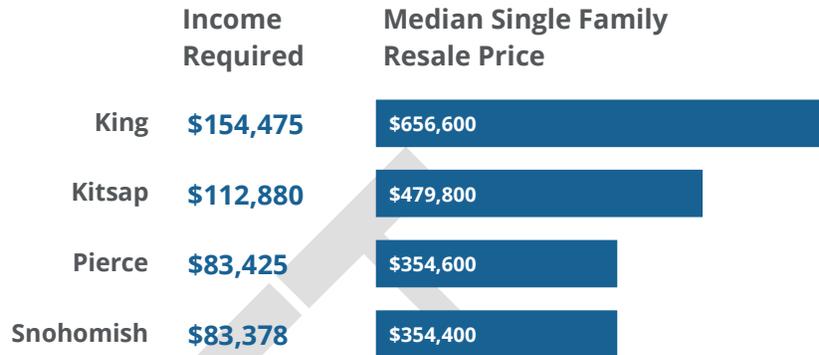
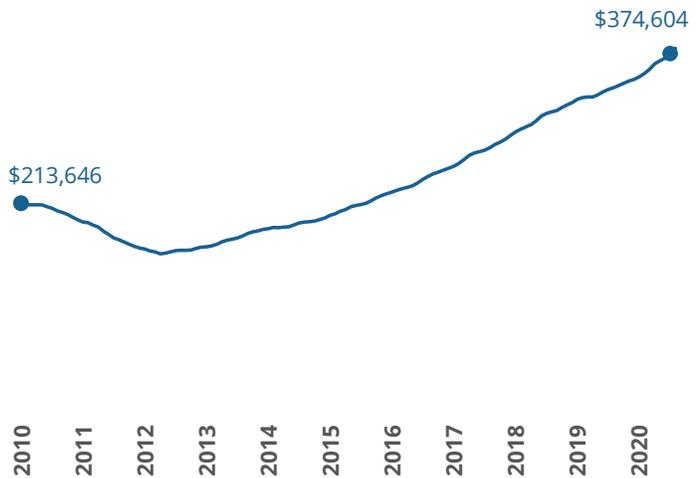


Figure A-32 shows the Zillow Home Value Index for the City of Tacoma from 2010 to 2020. The ownership housing market in Tacoma has been on the rise since 2012 as the economy recovered from the Great Recession. The home value reported by Zillow increased from \$241,318 in August of 2016 to \$374,604 in August of 2020—an increase of \$133,286 or more than 50 percent.

**Figure A-32.  
Home Value, City of Tacoma,  
2010-2020**

Source:  
Zillow Home Value Index



Since 2000, the median home value in the City of Tacoma nearly tripled—from \$123,300 in 2000 to \$344,500 in 2019. Over the same time, the income required to purchase the median value home only doubled—due to decreased mortgage interest rates. In recent years, home value experienced a large increase of \$105,000 (44% increase) over three years from 2016 to 2019.

**Figure A-33.**  
**Home Value and Required Income,**  
**City of Tacoma, 2000-2019**

Source:  
 2000, 2010, 2016, 2019 1-year ACS, and Root Policy Research

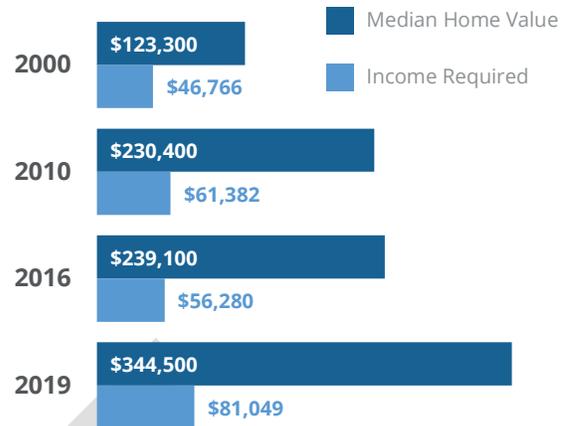


Figure 34 shows affordable housing costs for the middle market in the City of Tacoma. For the purposes of this analysis, the middle market includes households earning between 80 and 120 percent of AMI. As shown, a 3-person middle market household can afford rents between \$1,558 and \$2,334 or to purchase a home priced between \$262,160 and \$392,861. Single middle market households have more constrained affordability.

**Figure A-34.**  
**Middle Market Income and**  
**Affordable Housing Costs,**  
**City of Tacoma, 2019**

Source:  
 2019 1-year ACS and Root Policy Research

	1-Person Middle Market	3-Person Middle Market
Income Range (80-120% AMI)	\$48,450 - \$72,720	\$62,300 - \$93,360
Affordable Rent	\$1,211 - \$1,818	\$1,558 - \$2,334
Affordable Home Price	\$203,879 - \$306,007	\$262,160 - \$392,861

According to data from the American Community Survey, 16 percent of renters could afford to purchase the median priced home in 2016, whereas 21 percent of renters could afford the median priced home in 2019. The increased share of renters able to purchase the median priced home in the city is a result of the shift to higher income renter households and dropping mortgage interest rates.

The for sale market for residents looking to buy a home varies greatly depending on location and amenities such as waterfront properties or areas of high opportunity. Figure 35 shows the average listed and sold price by zip code for single family homes sold in 2016 and 2020—from January to June. Generally, zip codes in the northern areas of the city are priced higher while neighborhoods in the south and east are lower.

Waterfront areas—including zip codes 98403, 98421, and 98422—have the highest average sale prices; whereas, in some cases, zip codes in south Tacoma are half as expensive as waterfront properties with average prices much lower in zip codes like 98408 and 98409. Geographic trends in prices are consistent with the for sale market in 2016—homes for sale in north Tacoma are priced higher than homes in other areas in the city.

**Figure A-35.**  
**Average Sold Price of**  
**Single Family Homes by**  
**Zip Code, 2016-2020**

Note:  
 Zip code 98402 has very few properties listed  
 and sold in the data sample.

Source:  
 MLS January to June 2016 and 2020

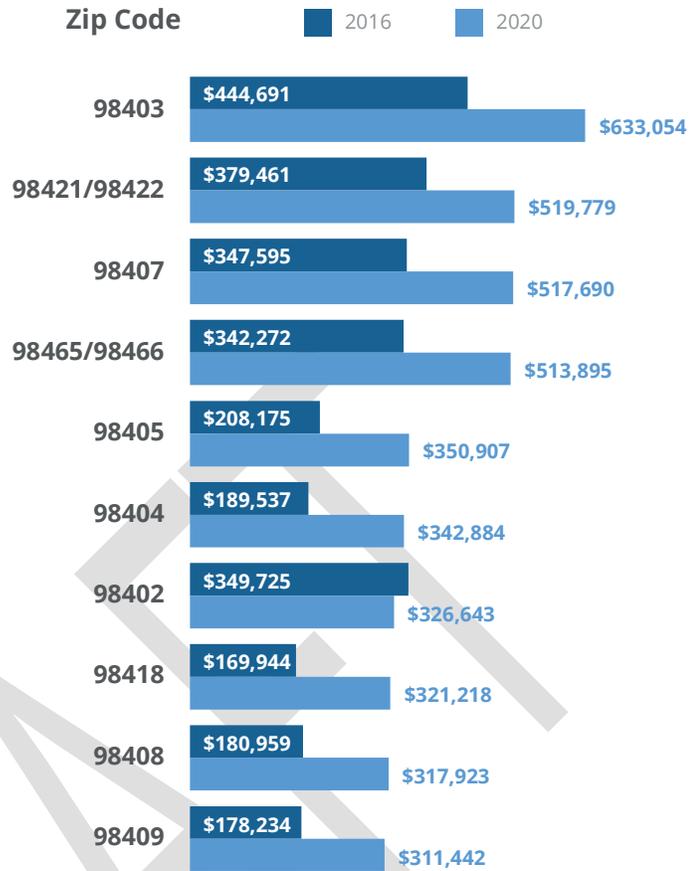
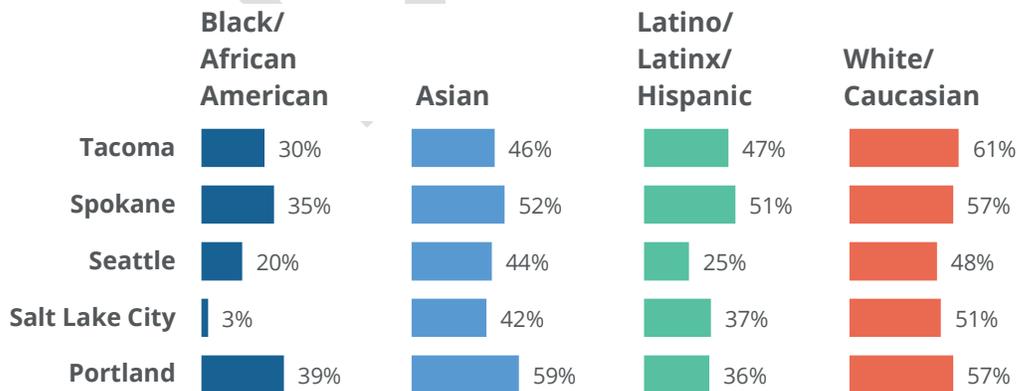


Figure A-36 shows home ownership rates by race and ethnicity for the City of Tacoma and other cities in the region or of a similar size. Generally, White/Caucasian and Asian households have the highest rates of home ownership—consistent with national trends. Black/African American and Latino/Latinx/Hispanic residents have lower rates of homeownership with 30 percent and 47 percent respectively in the City of Tacoma.

**Figure A-36.**  
**Homeownership by Race and Ethnicity, 2019**



Source: 2019 1-year ACS.

**Access to opportunity.** The Puget Sound Regional Council (PSRC) developed an opportunity mapping tool to identify areas of opportunity and areas that are vulnerable to displacement. The opportunity map is based on the opportunity index which includes five elements of neighborhood opportunity including:

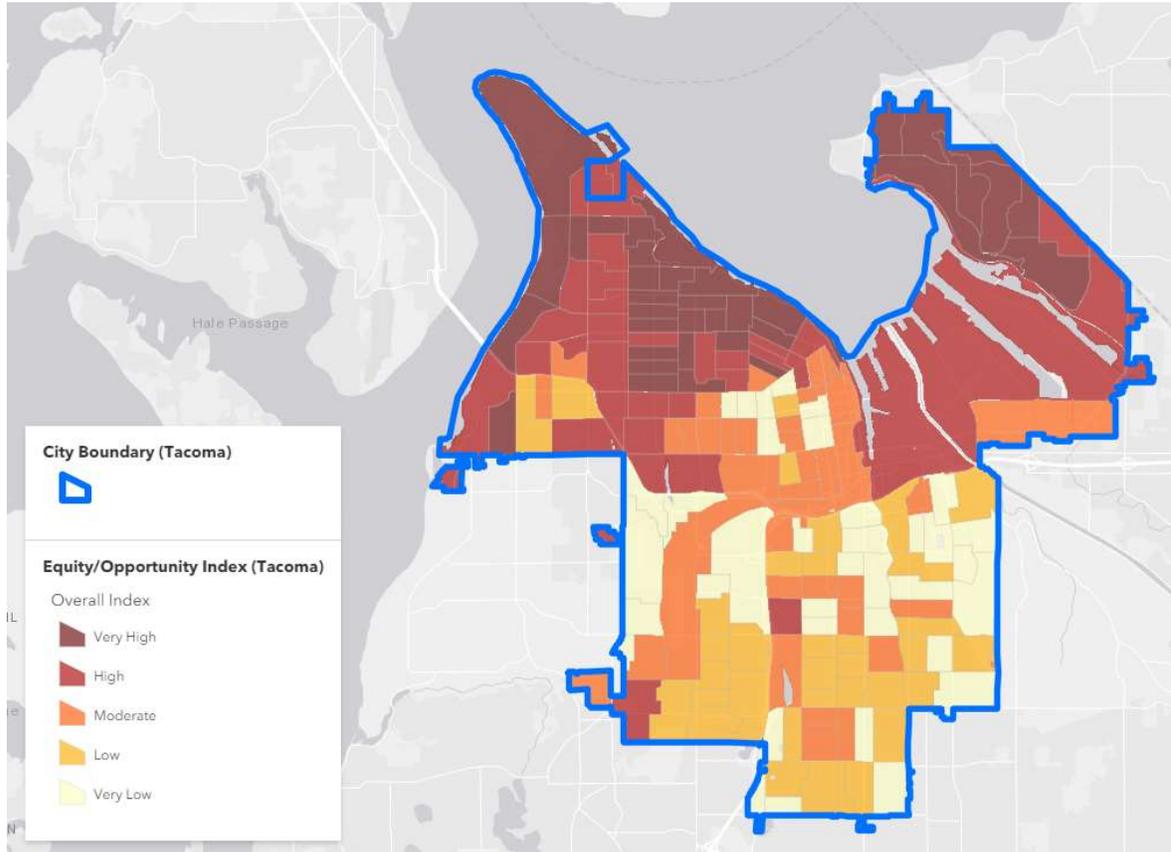
- Education,
- Economic health,
- Housing and neighborhood quality,
- Mobility and transportation, and
- Health and environment.

Census tracts are given an opportunity score on a scale from very low to very high.<sup>10</sup> Figure A-37 shows the opportunity index for census tracts in the City of Tacoma. Generally, opportunity is highest in the north areas of the city and lowest in the south and central areas of the city.

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<sup>10</sup> The level of opportunity score (very low, low, moderate, high, very high) is determined by sorting all census tracts into quintiles based on their index scores. Areas of opportunity that experience greater proportions of growth may experience an increased risk of displacement. (<https://www.psrc.org/opportunity-mapping>)

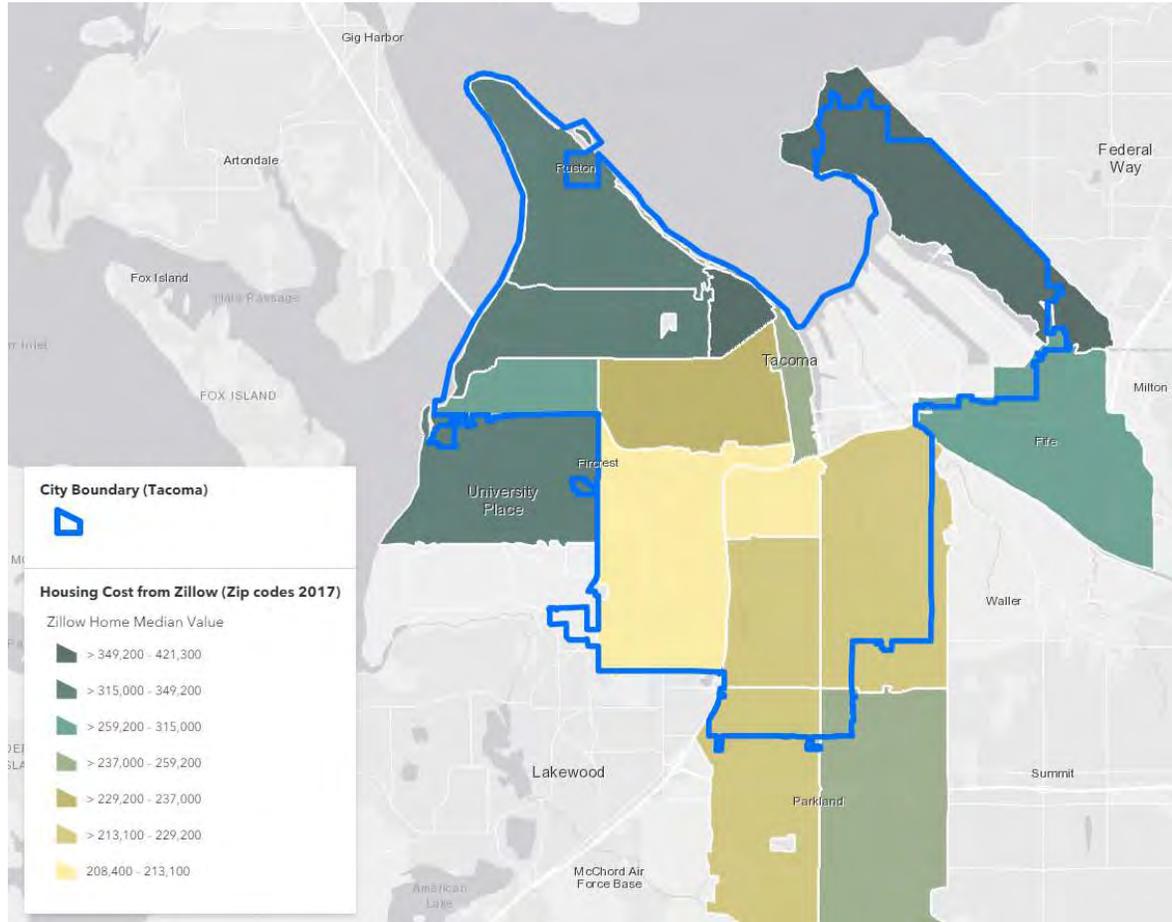
**Figure A-37.**  
**Equity and Opportunity Index, City of Tacoma**



Source: Esri, HERE, NPS | The Kirwan Institute for the Study of Race & Ethnicity, City of Tacoma | City of Tacoma

Figure A-38 shows the median home value by zip code in the City of Tacoma. Areas of high opportunity, as indicated in the previous figure, also have higher median home values. North Tacoma's housing stock is valued higher than areas in the south and central parts of the city and is the area with the highest opportunity score according to PSRC.

**Figure A-38.**  
**Median Home Value by Zip Code, 2017**



Source: Esri, HERE, NPS | City of Tacoma



City of Tacoma  
Transportation Commission

November 9, 2020

Tacoma City Council  
747 Market Street, Rm. 1200  
Tacoma, WA 98402

Subject: Transportation Commission Recommendations for the 2021-2022 Biennial Budget

To the Honorable Mayor Woodards and City Councilmembers

The Transportation Commission reviewed the proposed 2021-2022 Biennial Budget and is excited to see mobility as a key component to the City Council's priority of Access and Community Safety. The Commission supports the City Council's commitment to creating a livable city that provides residents with meaningful access to the things they need in their everyday lives no matter what neighborhood they live in, the color of their skin, what language they speak or any other aspect of their identity. The Commission also supports the need to invest in neighborhoods, create access to transit, create access to economic opportunity, create access to opportunities for youth, and create safe walkable conditions. The City Council's commitments are consistent with the Transportation Master Plan (TMP), which includes *protecting the community, providing mobility for all, and reinforcing Tacoma's land use vision.*

In consideration of the 2021-2020 Biennial Budget and city initiatives, the Transportation Commission encourages you to consider the following comments that *prioritize transportation funding based on the priorities of the Transportation Master Plan*, which are influenced by the Green Hierarchy.

**1. Prioritize pedestrian facilities**

The Commission supports the dedication of funds to make all streets in Tacoma safe for walking and those traveling with assistive devices. Missing sidewalks and hazardous crossings place our most vulnerable users at risk.

**2. Complete bicycle connectivity projects**

Significant investment is needed to provide a safe and connected system for bicyclists. The Commission recognizes that many of the easy projects are completed. The City needs to tackle the ones with the most significant barriers, such as crossing I-5 and prioritizing protected facilities over car lanes.

**3. Prioritize actions and resources for the declared Climate Emergency**

The Commission supports and agrees with the Sustainable Tacoma Commission recommendations to fund the Climate Emergency as an emergency. According to the 2019 Environmental Action Plan, transportation accounted for 73% of greenhouse gas emissions in Tacoma, where single occupancy vehicles contribute significantly to the overall transportation emissions. To reduce greenhouse gas emission, funding active transportation options, mass transit, and electrification is the right thing to do.

4. **Adequately fund the implementation of Vision Zero**  
Upon completion of the Vision Zero Action Plan in 2021, providing seed money to begin implementation in 2021 demonstrates the City's commitment to saying one life lost in a crash is too many. The Commission will work to develop a funding plan that recognizes the need for a dedicated funding source to implement the plan.
5. **Honor the City's commitment to the Transportation Benefit District**  
In 2015, Tacoma voters approved two ballot propositions to fund additional maintenance and improvements to City transportation infrastructure. The ruling on Initiative 976 should not change or displace funds from Public Works projects previously identified in the Transportation Benefit District. The City is responsible for those commitments to improve our transportation network.
6. **Recognize the successes of the 10-year Streets Initiative**  
The work completed through the Streets Initiative funding is vital to the maintenance of existing road infrastructure and improvements to pedestrian, bicycle, transit, and freight infrastructure. Recognizing that these funds were in response to providing a dedicated funding source to alleviate impacts to the General Fund, and that future approval will be based on voter support, it is important to highlight in the Biennial Budget Book that the City has honored what the funds were intended to do.
7. **Implement Impact Fees**  
Impact fees are a tool that will allow for development to directly address the increased demand for services created by their growth. It creates greater certainty for the development community and can be used as a tool to address the City's priorities for safe and convenient transportation.

The Transportation Commission's comments are rooted in the goals and policies set forth in the Transportation Master Plan, and the Commission feels that these comments correlate strongly to the City of Tacoma's strategic vision. These comments reflect the values and interests of residents throughout the City. Thank you for the opportunity to comment. We look forward to a better Tacoma.

Thank you,

Sincerely,



Gerritt Nyland  
Co-Chair  
Transportation Commission



Dr. Jane Moore  
Co-Chair  
Transportation Commission

CC:  
City Manager  
Public Works Director  
Planning Commission  
Sustainable Tacoma Commission  
Bicycle and Pedestrian Technical Advisory Group  
Transit Oriented Development Advisory Group