



**STAFF REPORT**

DATE: July 6, 2018  
TO: Mayor Bill Pugh and City Councilmembers  
FROM: Ryan Windish, Community Development Director  
RE: **Sumner-Pacific Manufacturing/Industrial Center (SPMIC) Subarea Plan**

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**I. BACKGROUND**

This Subarea Plan articulates a vision for the Sumner-Pacific Manufacturing/Industrial Center's (SPMIC) future, as well as goals and policies that provide a roadmap to guide public and private investments. The Subarea Plan reflects city and community aspirations for the center and plans for anticipated growth. It supports business retention and growth, strengthens existing neighborhood assets, expands transportation choices, and improves environmental conditions.

Significant planning work has occurred for the Sumner-Pacific Manufacturing/Industrial Center prior to this Subarea Plan development. A market study was completed in 2008, and Sumner and Pacific have adopted policies and provisions in their comprehensive plans, and infrastructure functional plans (water, sanitary sewer, storm drainage and transportation) that support planned industrial growth and development in the center. The Subarea Plan is aligned with regional plans and policies such as Pierce County Countywide Planning Policies, and Puget Sound Regional Council Vision 2040. Building on the strong foundation provided by these plans and policies, the Subarea Plan refines goals and policies to provide guidance for future growth and continued economic vitality in the center.

Through the Puget Sound Regional Council (PSRC) the region has recognized the unique needs of industrial businesses and the importance of industrial lands through its Regional Manufacturing/Industrial centers (MIC) framework. In April 2016, PSRC approved a provisional designation for the Sumner-Pacific MIC. Designation procedures require the cities of Sumner and Pacific to adopt a center subarea plan within two years. In April 2018, PSRC granted the cities an extension of one year to complete the subarea planning process, to accommodate ongoing stakeholder engagement and the complexities of planning across two jurisdictions.

Staff, working with BERK consulting, has completed a year long process to develop the subarea plan including working with stakeholders, businesses, and the Muckleshoot and Puyallup tribes.

**Planning Commission Recommendation:** On June 7, 2018 the Planning Commission unanimously approved a recommendation to adopt the Sumner-Pacific MIC Subarea Plan.

## **II. SUMMARY OF KEY ASPECTS OF THE SPMIC SUBAREA PLAN**

### **A. Employment Capacity.**

A Market Study was completed in 2017 that concluded that: 1) the SPMIC contains over 10,000 jobs; and 2) there is ample capacity for the required 20,000 jobs.

### **B. Environmental Mitigation/Conservation.**

The provisional approval granted by PSRC included the need to explore how the further buildout and development of the SPMIC would happen while balancing the environmental needs in the area, including salmon recovery efforts and flood protection from the White River. The Subarea Plan has been developed concurrent with ongoing efforts and dialogue with the local tribes and Pierce County to develop an acceptable plan for the area. The environmental approach would provide both salmon habitat for threatened salmon and floodplain side-channels that would offer protection for existing businesses and infrastructure.

### **C. Land Use.**

The advisory groups and other outreach efforts pointed toward some key themes that are incorporated into the Land Use element of the Subarea Plan.

1. Provide opportunities and incentives for small business start-ups and entrepreneurs.
2. Retain areas for industrial development and protect these areas from incompatible land uses such as residential.
3. Improve the screening and landscaping requirements in order to promote high quality industrial development that would attract more of the same.

### **D. Transportation**

The transportation needs in the area center around the need to accommodate truck traffic. The need for improvements in transit service and access also were concerns expressed by both employers and employees in the area. There needs to be a better connection to the Sound Transit Station and options for transit in the area, especially as employment densities increase. Focus on Transportation Demand Management (TDM) and required Commute Trip Reduction (CTR) programs and efforts.

### **E. Natural Environment**

The Subarea Plan, as mentioned above, takes a serious look at environmental impacts and potential mitigation. The cities are collaborating with the Puyallup and Muckleshoot Tribes, Pierce and King Counties on restoration plans along the White River to create water habitats for salmon, and sustainable flood protection for land within the SPMIC. The Subarea Plan

would allow for infrastructure improvements while advancing floodplain management and habitat enhancement and restoration.

#### **F. Climate Change**

Climate change is a result of air pollution, so much of the policies related to addressing climate change have to do with the need to reduce air pollution emitted by trucks and industry in the SPMIC. In addition, reducing the number of cars commuting to work from other areas would also reduce the emissions. The subarea plan proposes there be incentives to encourage low impact development (LID) to further reduce environmental impacts.

#### **G. Economic Development.**

The need to recruit and retain businesses is critical if the SPMIC is to be financially sustainable and provide the economic benefits to the region that are envisioned. To that end, the following are key themes related to economic development in the SPMIC:

1. Raise the SEPA categorical exemption thresholds for industrial buildings and associated parking and land clearing provided there are sufficient building, grading, and critical area protections in place.
2. Encourage small businesses development and entrepreneurialism in the SPMIC by partnering with the Ports of Seattle and Tacoma to develop a local incubator for a range of industrial production uses.
3. Provide incentives for the development of a creation or innovation district in Sumner.
4. Lower the threshold for small businesses and operations to not have to obtain a conditional use permit. For example, food processing operations fewer than 5,000 square feet could be exempt from a conditional use permit.

#### **H. Utilities and Infrastructure.**

Having adequate infrastructure and capacity is essential to the operation and development of new businesses within the SPMIC. To that end, utilities and infrastructure planning and development kept pace with development over the last 10 years and will continue to keep in front of ongoing manufacturing and industrial growth. New technology and reliance on data and data transmission will continue to make high-tech infrastructure more critical to business operations in the future and the City will have to make sure these investments are being made.

### **III. COMPREHENSIVE PLAN**

Per SMC 18.56.147(N) the following criteria shall be evaluated when considering plan amendments. Only those amendments which are found to be in substantial compliance with all criteria shall be approved.

1. An amendment is necessary to resolve inconsistencies between the Sumner comprehensive plan and other city plans or ordinances; or, to resolve inconsistencies between the Sumner comprehensive plan and other jurisdictions' plans or ordinances.

*The adoption of the Subarea Plan is necessary to be consistent with the Puget Sound Regional Council regional land use plan, VISION 2040, which sets forth goals and policies related to protecting and concentrating manufacturing and industrial jobs and activities within the Puget Sound area close to the workforce and access to transportation facilities. The SPMIC is consistent with the criteria and goals of VISION 2040 and justifies focused transportation funding and improvements to this area.*

2. Conditions have so changed since the adoption of the Sumner comprehensive plan that the existing goals, policies, objectives, and/or map classifications are inappropriate.

*Since 2007 the cities of Sumner and Pacific have taken steps to pursue a Regional MIC designation including: 1) amending respective city comprehensive plans to designate a local MIC and amend supporting plans (e.g. Transportation) to support this goal; 2) obtaining amendments to the County-wide Planning Policies to be designated as a “county-wide” MIC; 3) receiving a “provisional” Regional MIC designation from PSRC with conditions to develop a subarea plan with an emphasis on studying transportation needs and balancing environmental protection with economic development which has required new approaches and new policies and goals.*

3. The proposed amendment is consistent with the overall intent of the goals of the Sumner comprehensive plan.

*The Sumner Comprehensive Plan contains goals related to the MIC with the most pertinent as follows:*

*1.11 Pursue a regional designation of the Sumner-Pacific MIC by the Puget Sound Regional Council and amend the boundary of the MIC as necessary to meet industrial growth and demand. [Land Use Element]*

*1.14 In cooperation with the City of Pacific, promote the creation of 20,000 jobs in the Sumner-Pacific Manufacturing/Industrial Center by 2040. [Land Use Element]*

*The adoption of the SMPIC Subarea Plan implements these goals and policies.*

4. The proposed amendment is consistent with chapter 36.70A RCW, the county-wide planning policies for Pierce County, and the applicable multicounty planning policies.

*The Growth Management Act (GMA), RCW 36.70A.130(2)(a) allows for amendments to be considered more than once per year for the initial adoption of a subarea plan. The SPMIC Subarea Plan is consistent with the overarching goals of GMA pertaining to land use, transportation, economic development and the environment. Similarly, the SPMIC is consistent with the land use and economic development elements of the*

*County-wide Planning Policies; and, as mentioned above, is consistent with the Regional MIC criteria in VISION 2040 and multi-county planning policies.*

5. Where an amendment to the comprehensive plan map is proposed, the proposed designation is adjacent to property having a similar and compatible designation, or the subject property is of sufficient size, or other conditions are present.  
*The SPMIC Subarea Plan does not contain any changes to the underlying comprehensive plan land use map or the zoning map and designations.*
6. Environmental impacts have been disclosed, and measures have been included to reduce possible adverse impacts.

*An expanded environmental checklist pursuant to WAC 197-11 (SEPA) was completed and a Determination of Non-significance was issued on June 1, 2018. The environmental checklist references numerous previous programmatic environmental impact statements (EISs) prepared in relation to the amendments and the initial adoption of the SPMIC for the City of Sumner and most recently a supplemental EIS related to additional lands being included in the MIC in 2014 and related to the rezone of the Sumner Meadows Golf Course to Light Manufacturing.*

7. Potential ramifications of the proposed amendment to other comprehensive plan elements and supporting plans have been considered and satisfactorily addressed

*Potential ramifications and impacts to other elements of the comprehensive plan and other plans have been addressed in the Subarea Plan and in the environmental checklist. The supporting plans such as Transportation, Water, Sewer, and Stormwater assume the buildout of the MIC and are consistent with the goal of the area being designated as a Regional MIC. In addition, there are new policies in the Subarea Plan that contemplate rezoning portions of property between existing residential uses and industrial uses to find an appropriate transitional zone and land uses to minimize impacts.*

#### **IV. PUBLIC COMMENTS**

There have been numerous opportunities for public comment and outreach throughout the planning process including public workshops, surveys, and advisory groups.

Public comments were received on the Determination of Non-significance issued as part of the State Environmental Policy Act (SEPA) review. These comments are attached in Exhibit B along with responses in Exhibit C.

#### **V. ANALYSIS**

The proposed amendments would implement the goals and policies in the comprehensive plan and are consistent with the goals and policies centering on the vision and desire to have a Regional MIC in the City of Sumner. The Subarea Plan also contains provisions for small businesses and start-ups and contains and emphasis on the need for reducing incompatibility

between land uses in the area. Most pronounced is the need to balance the impacts to residential from industrial and manufacturing uses, but also balancing the need for limited retail and commercial uses within the area. The previous goals and policies have been reviewed and where appropriate will be incorporated into the SPMIC Subarea Element within the Comprehensive Plan. The plan will meet or exceed the PSRC provisional conditions and criteria for a final designation as a Regional MIC.

## **VI. CONCLUSION**

The adoption of a Subarea Plan is consistent with the goals and policies of the Comprehensive Plan and overall vision for this area and for economic growth and environmental protection. The subarea plan contemplates the development, land use, and community character within the City's comprehensive plan.

## **VII. RECOMMENDATION**

On June 7, 2018 the Planning Commission unanimously approved a recommendation to adopt *Sumner-Pacific Manufacturing/Industrial Center Subarea Plan* as presented in Exhibit A and subsequent amendments to the Comprehensive Plan.

## **VIII. NEXT STEPS**

City Council will consider adoption of these amendments in August 2018.

## **IX. EXHIBIT**

- Exhibit A: Sumner-Pacific Manufacturing/Industrial Center Subarea Plan
- Exhibit B: Public Comments and Responses Memo
- Exhibit C: Ordinance No. XXXX Adopting Sumner-Pacific MIC Subarea Plan and Amending the Comprehensive Plan