

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## SUMNER-PACIFIC MANUFACTURING/INDUSTRIAL CENTER

### SUBAREA PLAN

November 20, 2018



#### BACKGROUND

A major emphasis of the Washington State Growth Management Act (GMA) is the need to coordinate local, regional, and state planning efforts. Within the central Puget Sound region, local governments and the Puget Sound Regional Council (PSRC) have worked together to develop an overall process for reviewing local, countywide, regional, and transit agency policies and plans for compatibility and consistency. VISION 2040, the Regional Transportation Plan, and the Adopted Policy and Plan Review Process call for PSRC to review and certify subarea planning efforts of jurisdictions with designated regional centers.<sup>1</sup> This process also provides an opportunity to coordinate and share information related to local and regional planning.

VISION 2040 includes an action (DP-Action-17 and p. 98) for jurisdictions with regional growth centers and/or manufacturing/industrial centers to develop subarea plans for those centers. This expectation has been in place since the PSRC Executive Board adopted its Plan Review Process in 2003 and is required for designation of new regional centers under the Designation Procedures for New Centers and the Regional Centers Framework. The following report addresses planning requirements and expectations for manufacturing/industrial centers.

#### DISCUSSION

The cities of Sumner and Pacific adopted a Regional Manufacturing/Industrial Center (MIC) Subarea Plan in August 2018. The MIC consists of 2,160 acres and is comprised mostly of manufacturing, warehousing, and transportation and utilities jobs. The MIC was provisionally designated as a regional center by the Executive Board in March 2016, with the expectation that a subarea plan would be completed by March 2018. The Growth Management Policy Board provided a one-year extension to allow time for the subarea plan to be completed by March 2019. The city completed the subarea plan to address PSRC regional manufacturing/industrial center requirements and submitted the plan to PSRC in September 2018. PSRC staff worked with city staff in preparation of this report. Once the subarea plan is certified by the Executive Board, the provisional status is removed from the regional manufacturing/industrial center.

#### CERTIFICATION RECOMMENDATION

Based on the review of the Sumner-Pacific Manufacturing/Industrial Center Subarea Plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

**The Puget Sound Regional Council certifies that the Sumner-Pacific Manufacturing/Industrial Center Subarea Plan addresses planning expectations for regional manufacturing/industrial centers. This action removes the provisional status, finalizing the designation of the Sumner-Pacific Manufacturing/Industrial Center.**

<sup>1</sup> The specific requirements for center planning are provided in [PSRC's Plan Review Manual](#), and the process is also described in [VISION 2040, Part IV: Implementation](#). Certification of the jurisdiction's comprehensive plan for consistency with the regional transportation plan, regionally established guidelines and policies, and Growth Management Act requirements for transportation planning is completed through a separate board action.

The remainder of this report contains a summary of the PSRC review of the Sumner-Pacific center subarea plan. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Regional Center Plans Checklist, is listed in high-level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city may more fully address VISION 2040, the Regional Transportation Plan, and center planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment. The recently adopted update of the Regional Centers Framework calls for review of centers and center planning in 2025, and PSRC may provide additional guidance or review in the future, consistent with the updated Framework.

## Review of Regional Manufacturing/Industrial Center Planning

### BACKGROUND

The success of regional centers lies at the heart of VISION 2040 and the Regional Growth Strategy, and jurisdictions with regionally designated centers are expected to conduct subarea planning for these areas. Subarea planning efforts are reviewed for consistency with the Regional Manufacturing/Industrial Center Plans Checklist. The review contained in this section follows the format and content established in this checklist, covering the six major categories (center plan concept, environment, land use, economy, public services, and transportation).

## Center Concept

### SCOPE OF REVIEW

The Regional Manufacturing/Industrial Center Plans Checklist calls for subarea plans to address the following center concepts:

**Vision for the center**, including a commitment to preservation of an urban industrial land base.

**Identification of the area** designated as a regional center and relationship to other plans.

A **market analysis** of the center's development potential.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Sumner-Pacific Manufacturing/Industrial Center Subarea Plan effectively addresses the center concept provisions of the Plan Checklist. Highlights include:

- The plan envisions a modern complex that accommodates job growth and redevelopment while also integrating environmental sustainability.
- The plan clearly describes the center, its relationship to citywide planning, and broader county context for the center and its development market.
- The plan provides significant detail about growth opportunities and market potential for development in the center.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional centers expectations on center concept.

# Environment

## SCOPE OF REVIEW

The Regional Manufacturing/Industrial Center Plans Checklist calls for subarea plans to address the following environmental policy topics:

- Critical/environmentally sensitive areas**, including inventories and relevant policies and programs.
- Innovative stormwater management** policies and programs.
- Air pollution and greenhouse gas emission reduction** policies and programs.

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Sumner-Pacific Regional Manufacturing/Industrial Center Subarea Plan effectively addresses the environment provisions of the Plan Checklist. Highlights include:

- The plan acknowledges that one-third of the center is in the White River 100-year floodplain and includes several policies that facilitate restoration of the river and encourage environmentally sensitive development and redevelopment, including green infrastructure requirements and low impact design.
- The plan highlights a partnership that has formed consisting of the two cities, Puyallup Tribe, Muckleshoot Tribe, and Pierce County to identify and carry out long-term floodplain restoration projects.
- The plan supports the restoration of the former Sumner Meadow golf course into repaired floodplain habitat and riparian forest, addressing the environmental concerns identified by PSRC boards during the provisional designation in 2016. The majority of the former golf course will be repaired, and approximately 74 acres outside of the 100-year floodplain that borders Stewart Road and 8<sup>th</sup> Street will be developed.

## DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional centers expectations on environment.

# Land Use

## SCOPE OF REVIEW

The Regional Manufacturing/Industrial Center Plans Checklist calls for center plans to address the following land use topics:

- Defined boundaries and shape for the center** that fully encompass the manufacturing/industrial base.
- Employment growth targets** that accommodate a significant share of the jurisdiction's manufacturing/industrial employment growth and demonstrate capacity to accommodate the levels of growth.
- Existing and future land uses** support manufacturing/industrial uses and are described and mapped. Incompatible uses are discouraged.
- Design standards** that help mitigate aesthetic and other impacts of manufacturing and industrial activities, both within the center and on adjacent areas.

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Sumner-Pacific Regional Manufacturing/Industrial Center Subarea Plan effectively addresses the land use provisions of the Plan Checklist. Highlights include:

- The plan notes that the subarea is already wholly zoned for light or heavy industrial uses, and policies focus on the types of industrial uses desired in the different areas of the center. Policies offer an opportunity for innovative land uses that integrate live/work developments for small industrial operations

to encourage entrepreneurship. The plan also recommends that the cities develop incentives to attract incubator businesses.

- ☑ The plan includes policies that restrict incompatible land uses and encourage land assembly for industrial sites. Policies support design standards that minimize the impact of the MIC on adjacent uses and neighborhoods, with the plan proposing that adjacent properties just outside of the subarea boundary should be rezoned to allow commercial development to serve as a transition from the industrial area to adjacent residential neighborhoods.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with regional centers expectations on land use.

## **Economy**

### **SCOPE OF REVIEW**

The Regional Manufacturing/Industrial Center Plans Checklist calls for subarea plans to address the following economy policy topics:

**Support or maintain** manufacturing industrial industries through innovative strategies.

**Key sectors and industry clusters** in the center.

### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The Sumner-Pacific Regional Manufacturing/Industrial Center Subarea Plan effectively addresses many of the economic provisions of the Plan Checklist. Highlights include:

- ☑ The plan includes an updated market study that demonstrates the industrial employment growth that has been occurring in the center will sustain and grow, supporting the employment growth targets.
- ☑ The plan promotes partnerships with local business owners, workforce development agencies, ports, and others to support all aspects of business, from recruitment and retention to expansion.
- ☑ The plan includes strategies for improving local permitting processes, including exempting minor expansions from undergoing additional permitting and streamlining the process for large expansions or new businesses.

#### **DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with regional centers expectations on economic development.

## **Public Services**

### **SCOPE OF REVIEW**

The Regional Manufacturing/Industrial Center Subarea Plan Checklist calls for center plans to address the following public services topics:

**Local capital plans for infrastructure**, such as sewer, water, gas, electric and telecommunications, including financing and strategies to ensure facilities are provided consistent with planned growth.

### **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The Sumner-Pacific Regional Manufacturing/Industrial Center Subarea Plan effectively addresses many of the public service provisions of the Plan Checklist. Highlights include:

- ☑ The plan describes existing services and planning provisions for water, sanitary sewer/wastewater, power/electricity, communications, and other community facilities.
- ☑ The plan includes a guiding principle to work with utility and public service providers as partners to proactively serve growth and redevelopment in the subarea.

## DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with center planning expectations on public services.

## Transportation

### SCOPE OF REVIEW

The Regional Manufacturing/Industrial Center Plans Checklist calls for subarea plans to address the following transportation policy topics:

**Integrated transportation network** described, with deficiencies identified and addressed.

**Freight movement** strategies such as rail, trucking facilities, waterways, etc., including local and regional distribution.

**Employee commuting**, including demand management strategies and multimodal options.

**Transit options** should be described, with transit agency coordination encouraged.

**Mode-split goals.**

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Sumner-Pacific Regional Manufacturing/Industrial Center Subarea Plan effectively addresses many of the transportation provisions of the Plan Checklist. Highlights include:

- ☑ The plan provides clear references to planned improvements in the center as described in the cities' comprehensive plans.
- ☑ The plan describes existing transit service and goals to continue working with transit providers to serve growth in the center. Policies encourage an integrated public transportation network with demand management strategies to decrease the number of single-occupant vehicles moving through the center.
- ☑ The plan acknowledges a need to further study the existing transportation network and identify gaps and deficiencies to ensure large trucks can be accommodated into the future, as the center grows.

## DISCUSSION: AREAS FOR FURTHER WORK

The cities should address the following comments through future amendments or implementation steps for the Regional Manufacturing/Industrial Center Subarea Plan:

- As called for in VISION 2040 (DP-Action-18), the subarea plan should include an action to adopt mode split goals. This is an important step and will be a key approach to implement and monitor the plan's objectives for transit, bicycle, and pedestrian use in the center. PSRC has produced [additional guidance](#) about setting mode split goals that the city may find helpful in this work.

## Conclusion

PSRC staff thanks the cities for working through the plan review and certification process for the center subarea plan. PSRC is available to provide assistance for future plan updates. The adopted Regional Centers Framework calls for review of centers and center planning again in 2025, and PSRC may provide additional comments or guidance for center planning as part of that work. Additional planning resources can also be found at <https://www.psrc.org/our-work/plan-review>. If the cities have questions or need additional information, please contact Andrea Harris-Long at 206-464-6179 or [AHarris-Long@psrc.org](mailto:AHarris-Long@psrc.org).