



DuPont Old Fort Lake Subarea Plan

Planning Commission Staff Report Presentation- Nov. 13, 2024



Presentation Agenda

1. Overview of Staff Report
2. Briefing of October 2024 Model Ordinance Updates:

<https://deptofcommerce.app.box.com/s/hx0itq9b0a3nwefm9lm9wcxqtz9dzsf3>

3. Next Steps

Public Hearing

Project Description

In response to City Council Moratorium, update the existing Old Fort Lake Subarea Plan, which is primarily planned for employment center with limited residential use, to a new residentially-focused neighborhood that is amenity-rich and also provides supporting commercial, entertainment and civic uses. The Draft Updated Plan:

- Addresses planning for development on 655 acres in the central-western portion of the city
- Allows for a range of 2,088 – 3,780 housing units
- Allows for a range of housing types, including single-family detached, middle housing and multifamily
- Provides approx. 47 acres of commercial, entertainment and civic uses
- Provides 329 acres of Parks, Recreation and Open Space
- Prepares updated zoning regulations and design standards that implement the Subarea Plan

History and Background

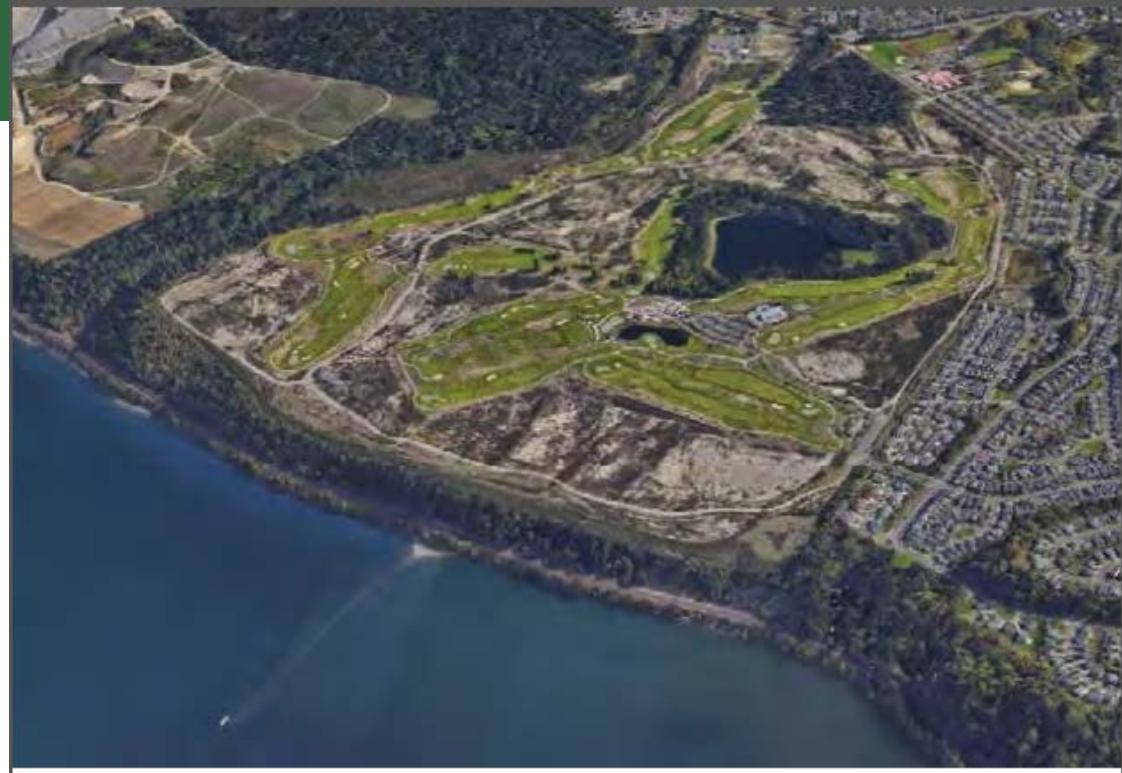
- Current Subarea Plan and zoning codes/design standards adopted in 2018. Envisioned an employment center with a maximum of 100 single-family and 1,000 multifamily units. Remediation of contaminated soils assumed would be required for anything other than Industrial-type uses.
- Council adopted a moratorium on development in the Subarea in February 2022 until the Subarea Plan and codes could be updated. The intent was to modify the allowed land uses in a manner that met the City's residential needs as required by law. The moratorium has been extended as needed.
- Washington State enacted several laws aimed at increasing the supply and affordability of housing in 2023 and 2024. These are:
 - HB 1110 (Middle Housing) – requires Tier 3 cities to require a minimum of two units/lot, identify the types of allowed middle housing, not make regulations and design standards for middle housing more onerous than those required of single-family housing, and others.
 - HB 1337 (Accessory Dwelling Units) – outright permit up to two ADUs per lot
 - HB 2321 (updating HB 1110) – provide clarification on HB 1110

Draft OFL Subarea Plan Update

Seven Chapters

1. Introduction
2. Community Character
3. Land Use
4. Open Space and Recreation
5. Historic and Cultural Resources
6. Transportation
7. Capital Facilities and Utilities

Each chapter contains a summary of “What we Heard” and Goals and Policies



Old Fort Lake Subarea Plan

Draft: October 22, 2024



Chapter 1 – Introduction

Vision Statement –

“The Vision for the Old Fort Lake Subarea is to plan for a range of residential, employment, and recreational opportunities that are sustainable and embody DuPont’s high quality of life, character, and its rich history while preserving natural resources and emphasizing the surrounding beauty of the area.”

Project Scope – The process included public engagement, existing conditions analysis, concept planning, development of goals and policies and development of new zoning and design standards. Regular and special Planning Commission meetings were held. A Draft EIS has been prepared and was issued for public comment on November 8, 2024. End of public comment is Dec. 9, 2024.

Soil Remediation – Cleanup of soils is required so the land can be used as contemplated.

Chapter 2 – Community Character

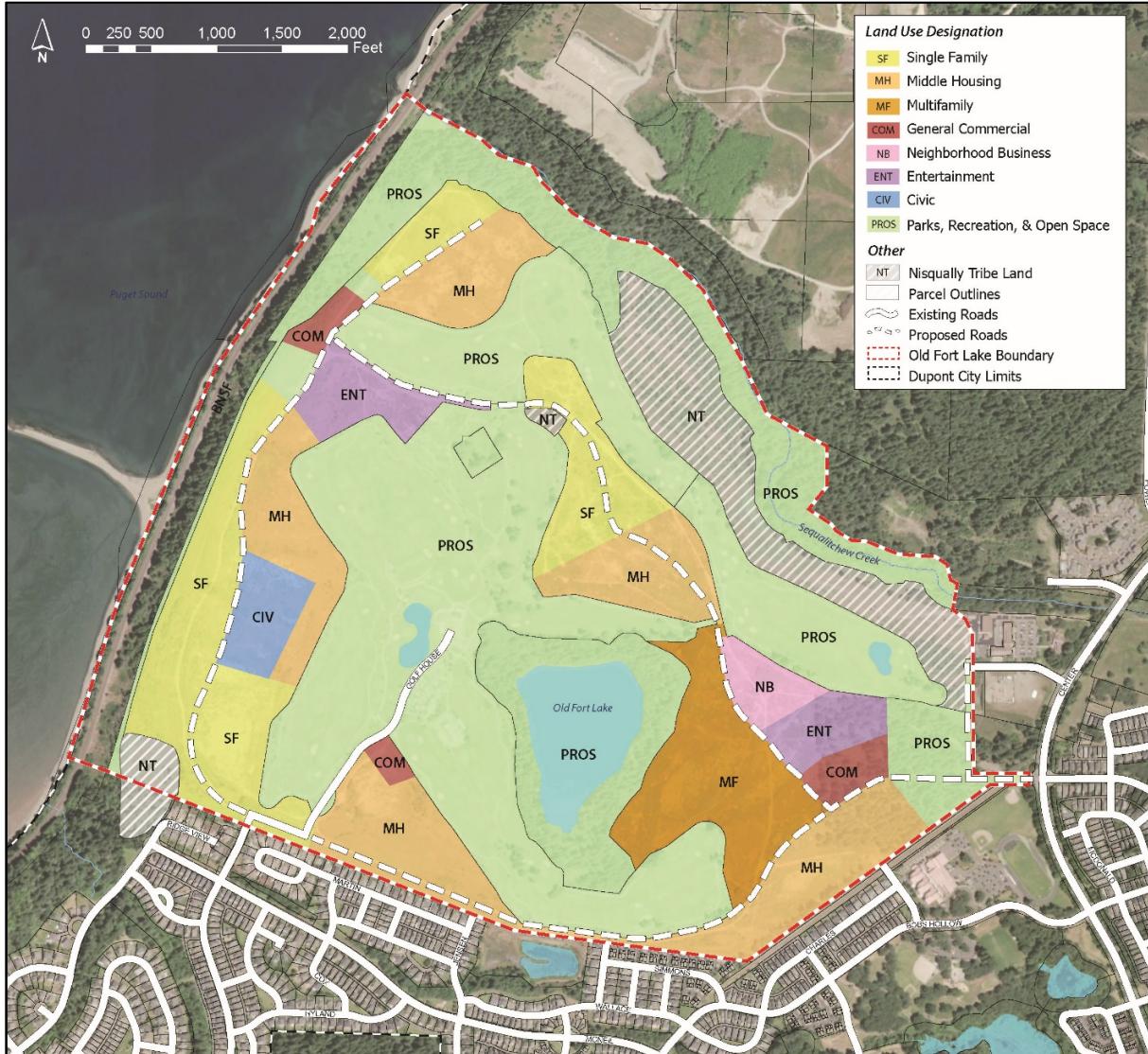
Evolve the Subarea into a place that both complements and builds on the existing character of DuPont but establishes a unique sense of place in keeping with its setting around the golf course and adjacent to the Puget Sound bluff and the established Vision.

- a) Buildings - architectural details, high quality materials, articulation and modulation.
- b) Site Design – Block size maximums, locate amenities and parking appropriately, and connect areas with roads and pedestrian paths.
- c) Landscaping – Tree-lined streets, landscaped buffers for screening, and landscaped amenity spaces.
- d) Streetscapes – Different multi-modal street types depending on location to serve vehicular and variety of non-motorized uses. Streetscape elements to include landscaping, lighting, signage, and sidewalks.
- e) Open Space and Recreation – Variety of public and private spaces recreation areas to be dispersed throughout the subarea. Protect the golf course user experience. A varied trail network form the backbone of the Subarea.



OFL Subarea Plan Overview

Chapter 3 – Land Use



The Land Use Chapter guides future development types and densities.

- Pierce County Buildable Lands Report allocated housing and employment growth to the City.
- HB 1110 requires allowances and code requirements for middle housing.
- Proposed Use Types:
 - Single Family (SF),
 - Middle Housing (MH),
 - Multifamily (MF),
 - General Commercial (COMM),
 - Neighborhood Business (NB),
 - Entertainment (ENT),
 - Civic (CIV), and
 - Parks, Recreation and Open Space (PROS).
 - The land owned by the Nisqually Tribe is not designated for a future land use.

Chapter 4 – Open Space and Recreation

The Open Space and Recreation Chapter describes existing natural resource features in the Subarea that will be retained as open space, such as Old Fort Lake, Sequalitchew Creek, a wetland in the northwest corner, steep slopes along the bluff and forested areas. Planned Parks and Trails for the Subarea include:

- a) Wilkes Observatory Park – a formal trailhead and connections are planned around the existing marker (City project built as funding allows).
- b) Old Fort Lake Loop Trail – a soft-surface trail is envisioned about the Lake (City project built as funding allows).
- c) South Sequalitchew Creek Trail – connecting to Civic Center, Wilkes Observatory and the shoreline.
- d) Private Parks and Recreation spaces – to be provided in the residential areas of the Subarea.
- e) Golf Course Trail – a trail around at least 50% of the golf course perimeter is planned.
- f) Puget Sound bluff trail - a 12-foot-wide paved trail for pedestrian use with wayfinding and interpretive signage.
- g) Multi-use Paths – A 12-foot-wide to 16-foot-wide path will be provided along the Subarea roadways.
- h) Signage –For wayfinding and interpretive/educational purposes.

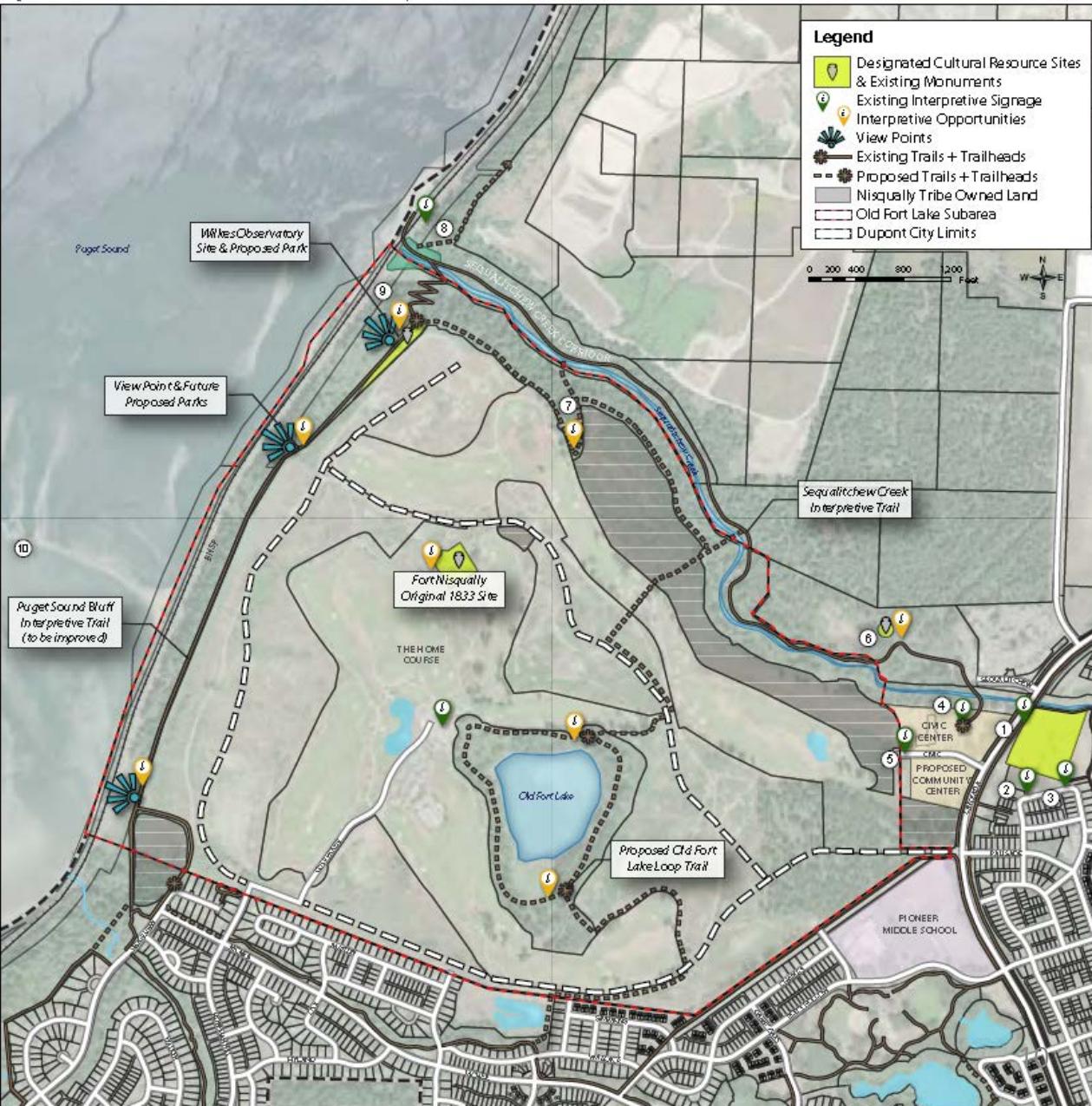
Chapter 5 – Historic and Cultural Resources

The honoring and protecting of Old Fort Lake Subarea's rich historical and cultural heritage, which is of primary importance.

The chapter includes proposed improvements:

- Incorporation of historic and cultural storytelling along the future Puget Sound bluff trail.
- Inclusion of an interpretive center on city-owned property (depending on city funding).
- Expansion of the Wilkes Observatory and 1833 Fort Nisqually sites to include accessible parking and access (depending on city funding).
- Modify DMC to include further and ongoing protection of historic and cultural resource sites.

Figure 5-3. Cultural and Historic Resources Map



Chapter 6 – Transportation

A new multi-modal network of roads and paths is planned in the Subarea. The roadway types include Gateway Arterials, Commercial and Non-commercial arterials, and local access roads.

Access to the subarea is being considered at the following locations:

- Palisade Boulevard at Center Drive (Gateway Street)
- Civic Drive at Center Drive (Gateway Street)
- Hoffman Hill Boulevard at McNeil Street (Local Access Street)
- Wren Road northwest of Bob's Hollow Lane (Local Access Street)
- Jensen Avenue east of Martin Street (Local Access Street)
- Ogden Avenue west of Simmons Street (Local Access Street)

The Interior Loop Road would be Commercial and Non-commercial arterials.

See the Draft EIS for Transportation Impacts and Mitigation

Figure 6-5. Old Fort Lake Future Proposed Roadways



Chapter 7 – Capital Facilities and Utilities

- Minimal utility infrastructure exists in the subarea.
- Future development will be required to construct utility infrastructure that is sized, developed and managed to serve the future users.
- With minor operational adjustments or additional storage capacity, the City water system can support full development of the Subarea.
- The County has indicated they have capacity to provide sewer for the project, however infrastructure upgrades may be required such as new pump stations.
- Stormwater will be designed and managed by the developer in accordance with the City's adopted Stormwater Manual.

New Definitions to add to DMC 25.10 per HB 1110 (Middle Housing):

- “Lot, parent” means a lot which is subdivided into unit lots through the unit lot subdivision process.
- “Lot, unit” means a subdivided lot, that allows up to one dwelling unit, created from a parent lot and approved through the unit lot subdivision process.
- “Middle Housing” means buildings that are compatible in scale, form, and character with single-family houses and contain two or more attached, stacked, or clustered homes including duplexes, triplexes, fourplexes, fiveplexes, sixplexes, townhouses, stacked flats, and cottage housing.
- “Unit lot subdivision” means the division of a parent lot into two or more unit lots within a development and approved through the unit lot subdivision process.

New DMC 25.58 Old Fort Lake District (Zoning)

This is a new Chapter of the Zoning Code that replaces the previous Zoning for Old Fort Lake provided in DMC 25.41.

- All uses and development activities within the Subarea must comply with DMC 25.58, with the exception of the Nisqually Tribe-owned land that has not been allocated a future land use or zoning designation and will require a Subarea Plan amendment, including a public process, when the Tribe is able to determine how they intend the land is to be used.
- The zoning map is provided that is consistent with the Future Land Use Map.
- A Use Table is provided that details the allowed, conditional and prohibited uses in each zoning district.
- Dimensional requirements are provided for setbacks and building height for each zoning district.

New DMC 25.71- Design Standards

DMC 25.71 are the new Design Standards for the Old Fort Lake Subarea that are intended to implement the goals and policies of the Community Character chapter of the Subarea Plan. DMC 25.71 and DMC 25.58 replace the existing DMC 25.41 Mixed Use Village.

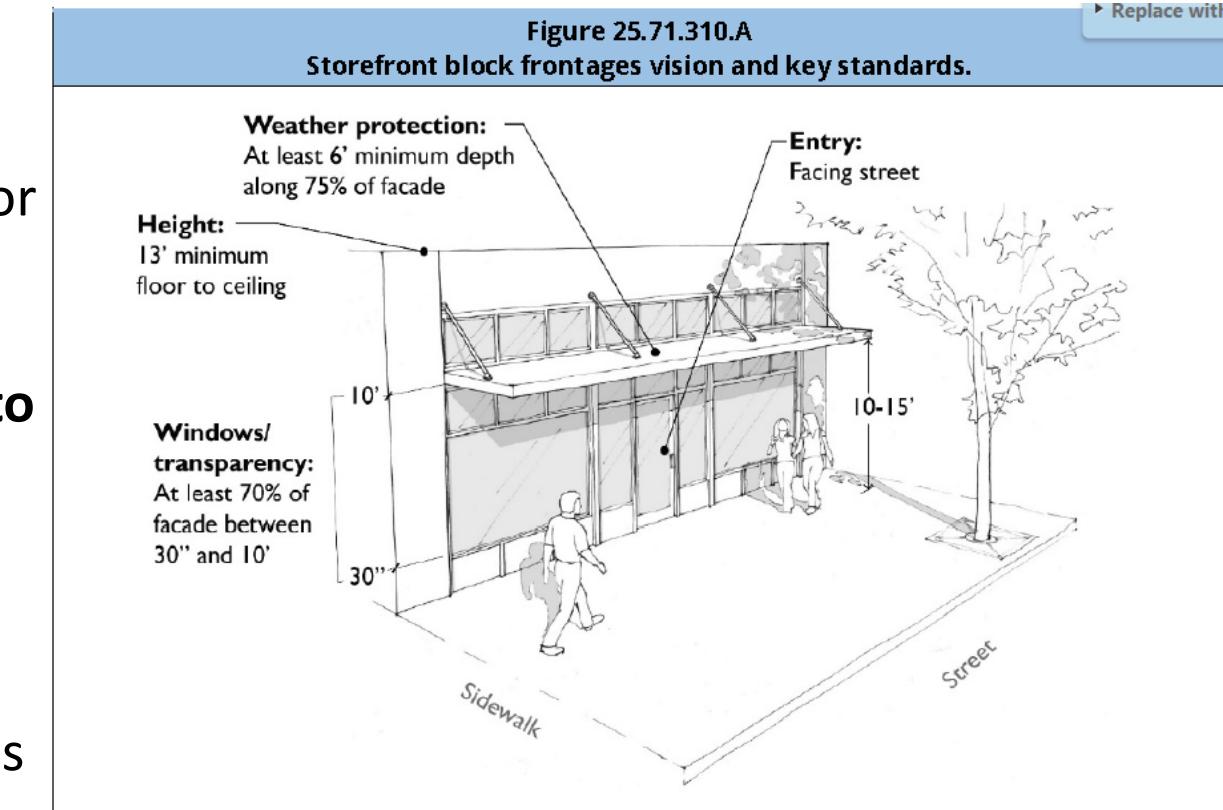
DMC 25.71.200 - 280 Community Design Regulations

These regulations pertain to the layout details of the subarea such as **streets, block size, through-block connections, parking, parks, and trails**. Street cross sections are provided and vary depending upon location, anticipated traffic volumes and type of adjacent uses. The streets are to be built by developers as development occurs and, upon completion, dedicated to the city. The street sections are multi-modal and include landscaping and a 12 – 16-foot-wide shared use path for bicyclists and pedestrians.

Maximum block lengths and through-block connections are intended to facilitate good pedestrian and vehicular circulation. **Parks and trail requirements** are detailed for both publicly provided and private developer-provided facilities that provide multiple opportunities for parks, recreation and open space, including a new bluff park and an enhanced bluff trail. **Parking requirements** align with the City's existing parking regulations but also are updated to reflect new state legislation for middle housing and accessory dwelling units.

DMC 25.71.300 – 320 Site Design Standards

- These regulations provide detailed standards for the treatment of buildings and site features based on **block frontage types and uses**.
- Details include **building setbacks, orientation to the street, landscaping and building transparency (windows)**.
- Multifamily and non-residential **amenity space** requirements and details are provided.
- **Vehicular circulation and parking** design details are intended to provide a safe and efficient network for circulation but also enhance the visual character of interior access roads.
- Other design details in this section are related to **screening of mechanical units, site lighting, and landscaping**.



DMC 25.71.400 – 470 Building Design

These regulations are intended to promote buildings with an architectural character based on human-scaled design details.

- **Building massing and articulation** details are provided for street-facing facades and facades facing the golf course or recreation areas or lower intensity zoning districts.
- Other building detail requirements include:
 - **Window and/or entry treatments,**
 - Use of decorative and quality **building materials,**
 - **Window design** standards, such as trim
 - Treatments to **avoid blank walls.**



DMC 25.71.500 – 590 Single-Family and Middle Housing

- These regulations are intended to **implement new housing legislation** directives by providing land use, development, design, and other standards for single-family and middle housing, and ensure that middle housing standards are not more restrictive than those required for single-family.
- Some of the regulations in this section are **mandatory** and some are **flexible** to be specific to the Old Fort Lake Subarea.
- This section provides that the number of **principal dwelling units on a lot** is two (called Unit Density) for single-family and six units per lot for middle housing. This is subject to change based on newer legislation (HB 2321)
- DMC 25.71.760 establishes the **types of middle housing** allowed
- DMC 25.71.770 provides the **dimensional standards** including setbacks, building height (35 feet) and maximum lot coverage (40 percent).
- Design standards are intended to **de-emphasize garages and driveways**, enhance the character of the street and neighborhood and provide **usable open space** for residents.

OFL Subarea Plan – SEPA Process

- **Planned Action EIS**

- Scoping comment period: June – July 2023
- Draft EIS Public Comment Period: Nov. 8 – Dec. 9, 2024
- Final EIS issuance anticipated: January 28, 2025

OFL Subarea Plan – DECISIONAL CRITERIA

1. The proposed plan amendment will further and be consistent with the goals, objectives and policies of the comprehensive plan, except for the policy being amended; County-Wide Planning Policies for Pierce County; and Vision 2020 (now Vision 2050); and

Table 2 – DuPont Comprehensive Plan

Goals and Policies

Goal LU-1	Strategically plan for anticipated growth so that as the City develops it maintains its small town character by protecting and enhancing development patterns as seen in the Historic Village and Palisade Village.
LU 1.1	Ensure neighborhoods or “villages” are sized according to a pedestrian / walking scale of distance and are defined by natural features, parks, open spaces, and streets.
LU-4.1	Guarantee design guidelines are included in development regulations that promote a pedestrian scale and character. Such design standards should include elements such as pitched roofs, roof overhangs, awnings, surface modulation, textured surface treatment, variety of surface materials and should discourage long expanses of blank walls at the street level.

OFL Subarea Plan – DECISIONAL CRITERIA

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Table 3 – Pierce County Countywide Planning Policies

2.1	Jurisdictions should consider adopting reasonable measures and innovative techniques (e.g., moderate density housing, clustering, accessory dwelling units, cottage housing, small lots, planned urban developments, and mixed use) to stimulate new higher-density affordable and moderate-income housing stock on residentially zoned vacant and underutilized parcels.
CU-1 1.1 - 1.5	Incorporate community and urban design principles consistent with VISION 2050 to create communities that impart a sense of place; Preserve local character; Provide for mixed uses and choices in housing types; Encourage walking, bicycling, and transit use; and for access to healthy food purveyors such as grocery stores, farmers markets, and community food gardens in proximity to residential areas and centers.
HAC-4	Encourage public education programs regarding historic, archaeological, and cultural lands, sites, and structures as a means of raising public awareness of the value of maintaining those resources

OFL Subarea Plan – DECISIONAL CRITERIA

1. The proposed plan amendment will further and be consistent with the goals, objectives and policies of the comprehensive plan, except for the policy being amended; County-Wide Planning Policies for Pierce County; and Vision 2020 (now Vision 2050); and

Table 4 – PSRC’s Vision 2050 Planning Policies

MPP-RGS-4	Accommodate the region’s growth first and foremost in the urban growth area. Ensure that development in rural areas is consistent with the regional vision and the goals of the Regional Open Space Conservation Plan.
MPP-DP-1	Develop high-quality, compact urban communities throughout the region’s urban growth area that impart a sense of place, preserve local character, provide for mixed uses and choices in housing types, and encourage walking, bicycling, and transit use.
MPP-DP-4	Support the transformation of key underutilized lands, such as surplus public lands or environmentally contaminated lands, to higher density, mixed-use areas to complement the development of centers and the enhancement of existing neighborhoods.
MPP-H-9	Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the region.

OFL Subarea Plan – DECISIONAL CRITERIA

1. The proposed plan amendment is consistent with the city's plans, policies and regulations for providing community facilities, including but not limited to utilities, transportation, parks, or schools, concurrent with development; and

Staff Response: The proposed Subarea Plan includes provisions for utilities, transportation, parks, and schools. New DMC 25.71.220(a) states that the “required streets, through-block connections, and parks shall be built by developers as development occurs in accordance with DMC 25.71.200 – 280.” New DMC 25.71.220(3) requires the applicant of a development proposal to dedicate property for the required streets and trail right-of-way and the Bluff park described in DMC 25.71.260(c).” The plan has been reviewed for consistency with the City’s 2024 Parks, Recreation and Open Space Plan (under development).

OFL Subarea Plan – DECISIONAL CRITERIA

1. If the request is to change the land use designation of a specific property on the interim zoning map, the applicant must also demonstrate either of the following:
 - (a) The existing land use designation was clearly made in error due to an oversight; or
 - (b) There has been a change in circumstances and the proposal would better achieve the comprehensive plan goals and policies than the existing comprehensive plan section.

Staff Response: The existing Old Fort Lake Subarea Plan and Zoning was not made in error or due to an oversight, but there has been a change in circumstances. The change in circumstances is related largely to a recognized need, and statutory requirements, that DuPont provide more housing. There is a significant shortage in the supply of housing in the region, which has impacted housing affordability. In 2023, the Washington State legislature responded to the housing affordability crisis through the enactment of several pieces of legislation that are aimed at increasing the supply and affordability of housing in the state. The legislation amends the Growth Management Act, which the City's Comprehensive Plan is based on, and mandates changes to the Comprehensive Plan. The Old Fort Lake is only a portion of the city; therefore, other citywide changes will be addressed within the citywide comprehensive plan in coming months.

In 2022, the DuPont City Council adopted a moratorium on development within the subarea until the Subarea Plan could be amended in a manner that has more emphasis on creating housing and less emphasis on jobs and light manufacturing type uses.

OFL Subarea Plan – CONCLUSION

The Draft Old Fort Lake Subarea Plan Update and Zoning Amendments **are consistent** with the City's Comprehensive Plan, Pierce County's Countywide Planning Policies and the Puget Sound Regional Council's Vision 2050. Needed infrastructure and community facilities will be provided **concurrent with development**. The proposed Plan Update is in response to the **change in the region's need for more housing** and the City Council's directives in the **Moratorium**.

Therefore, the proposal **complies** with the decisional criteria in DMC 25.170.090.

OFL Subarea Plan – Tier 3 Cities Model Ordinance Changes

- ✓ HB Commerce Issued Modifications to the Model Ordinance in October 2024
- ✓ 2321 PASSED IN 2024 – Modifies HB 1110 (Middle Housing)

Most significant changes:

1. Tier 3 cities are required to allow a unit density of two units per lot. Note: RCW 26.70A.635 uses the phrase “at least” when describing the unit per lot standards. Cities can allow higher unit per lot densities.
2. Modified the requirement for Tier 3 cities to permit “six of the nine types” of middle housing. Only four of the nine types of middle housing can reasonably be built in a two unit-per-lot configuration. Commerce recommends allowing duplexes, stacked flats, courtyard apartments, and cottage housing on all lots zoned predominantly for residential use (if limiting unit density to two/lot).
3. And other minor changes.

Some items require discussion with PC and some items are housekeeping changes.

To be reviewed at Nov. 25 Planning Commission Special Meeting

OFL Subarea Plan – NEXT STEPS

Planning Commission Special Meeting November 25, 2024:

- Discuss HB 2321 and Model Ordinance Changes
- Discuss Public Comment
- Determine Amendments

Planning Commission Meeting December 9, 2024:

- Vote on a Recommendation to Council

Draft EIS Public Comment Period: November 8 – December 9

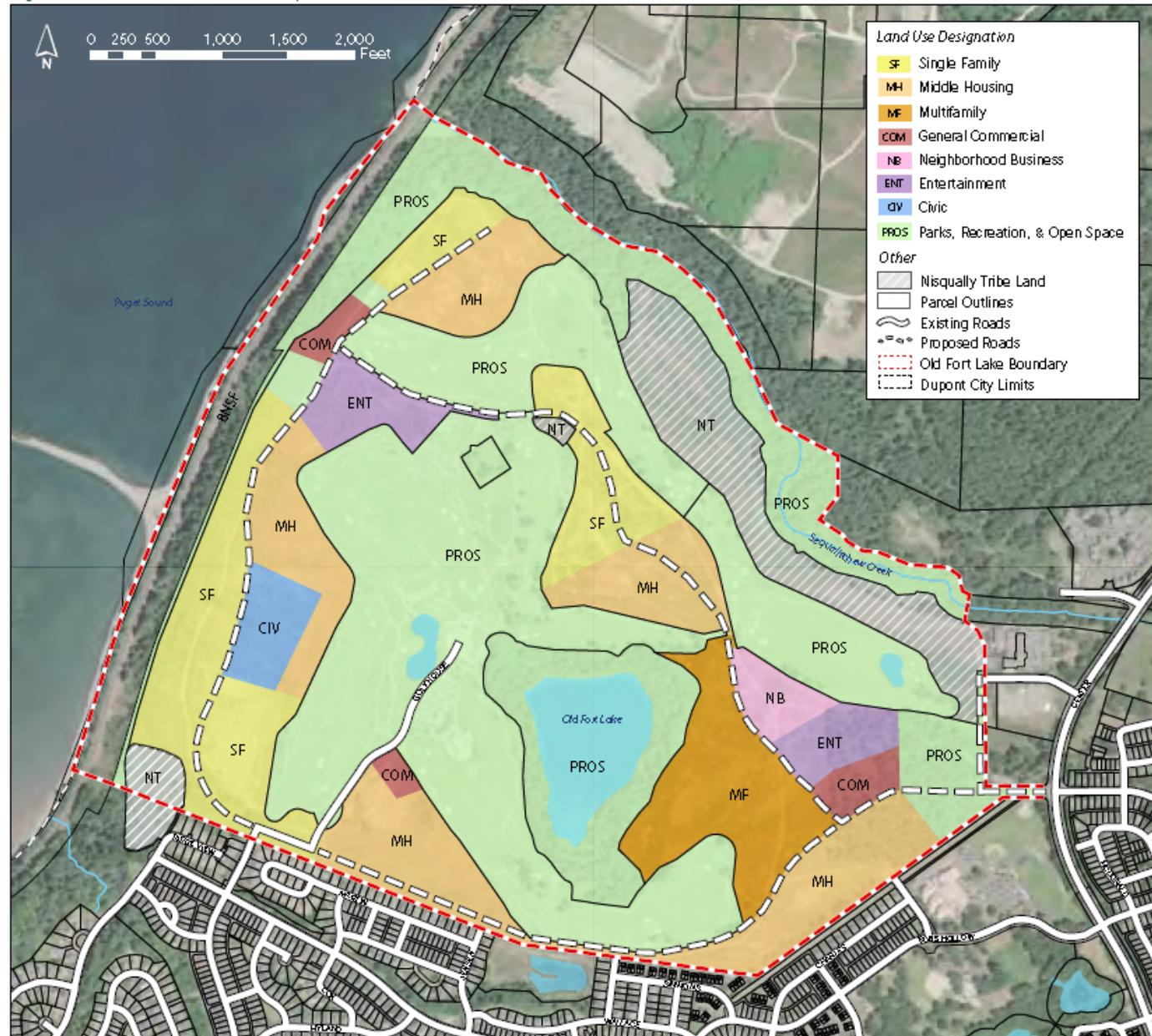
City Council Work Study on PC Recommendation December 10, 2024

Final EIS issued: January 28, 2025

City Council Public Hearing: February 2025

OFL Subarea Plan – Public Hearing

Figure 3-4. Future Land Use Map



Questions?



Thank you!

