



**City of Puyallup**  
**Development and Permitting Services**  
**Planning Division**  
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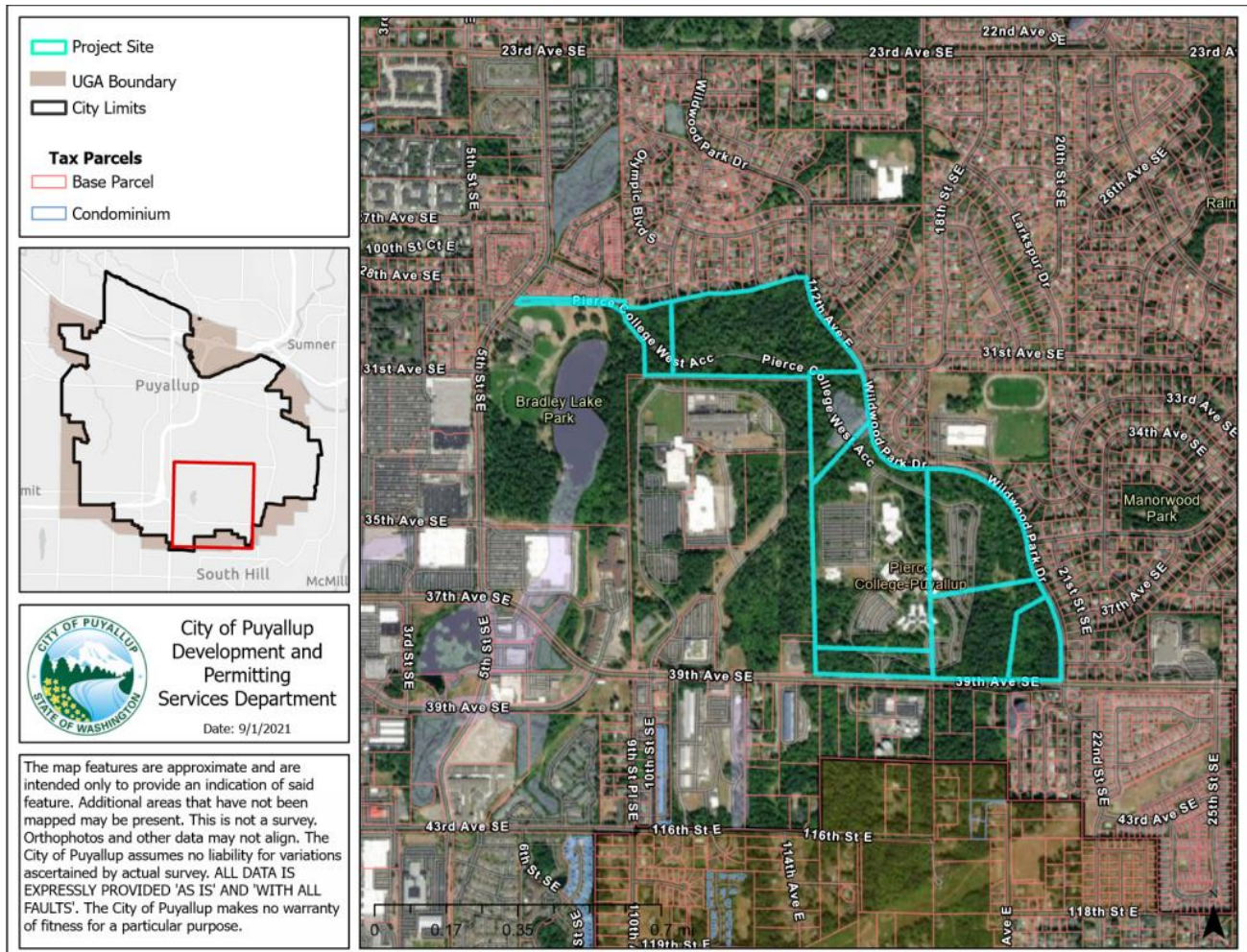
## STAFF REPORT TO PLANNING COMMISSION

To: Planning Commission  
From: Chris Beale, AICP, Senior Planner  
Subject: Case # P-21-0049 – Pierce College Master Plan update

Date of staff report: 5/18/2022

Date of public hearing: 5/25/2022

### VICINITY MAP



## **BACKGROUND**

Pierce College Puyallup is proposing an update to their campus master plan document for consideration and adoption by the City Council. The previous master plan was last adopted in 2008 and expired in 2018.

Master Plans are outlined in Puyallup Municipal Code (PMC) 20.88:

### ***20.88.000 Scope and purpose (Master Plans)***

*This chapter is intended to detail the procedures and responsibilities of the city planning commission and city council in the processing, consideration and action on proposed master plans. Master plan approval is required for specified uses and activities within certain zone districts. These uses, due to their large site areas, scale of buildings and structures, high trip generation rates, incremental growth over time, unique characteristics and potential impacts to the community, require a special degree of review and opportunity for public comment. It is expected that approval of a master plan will guide development within the affected area for a period of at least 10 years. Master plan approval is also intended to allow quicker review and processing of individual, phased construction projects with greater certainty than would be possible if a master plan did not exist.*

## **APPLICATION MATERIALS:**

The project proposal application and master plan can be found at:

<https://permits.puyallupwa.gov/Portal/Planning/Status?planningId=1284>



QR code link to project web page

## **APPLICANT**

- Gus Lim, Pierce College Facilities Director
- Andy Hartung, McGranahan Architects

## **LOCATION**

- Address: 1601 39th Ave SE, Puyallup, WA 98374
- Site size: 129.4a
- Comp Plan: PF (Public Facilities)
- Zoning: PF (Public Facilities)

## **NOTIFICATIONS AND COMMENTS**

- Initial permit submittal received by city on **05/12/2021**
  - Initial application deemed incomplete by city on **05/20/21**
- Updated permit submittal received by city on **8/10/2021**
- Initial submittal deemed complete by Department on **8/31/2021**
- Notice of complete land use permit application mailed to all owners of property within 1,320' (1/4 mile) of the site as indicated by the Pierce County Assessor Treasurer's records on **9/7/2021**. This official agency notice included the optional DNS process consistent with WAC 197-11-355.
- Notice of Public Hearing mailed to all owners of property within 1,320' (1/4 mile) of the site as indicated by the Pierce County Assessor Treasurer's records on **5/3/2022** (22 days in advance of public hearing – 21 days minimum required by PMC 20.12.010 (2)).
- Notice of Public Hearing was posted at the project site by the applicant on **5/10/2022** (verification provided by applicant via email photo - 15 days in advance of public hearing; 21 days minimum required by PMC 20.12.010 (3)).
- Notice of Public Hearing published in the Tacoma News Tribune on **5/3/2022** (30 days in advance of hearing – 21 days minimum required by PMC 19.08.110)

### **Public Comments:**

The city received comments from the following parties in response to notices sent by the city. Comments are available on file at the city and are included as exhibits in the public hearing packet.

- Squaxin Tribe comment letter received September 7, 2021
- Nisqually Tribe comment letter received September 7, 2021
- Puyallup Tribe comment letter received September 13, 2021
- Maureen Walsh comment letter received October 7, 2021.
- Nestor Portocarrero comment letter received September 12, 2021
- Puyallup School District comment letter received October 14, 2021
- Department of Ecology comment letter received October 7, 2021

### **History of current Master Plan review:**

The following is a brief timeline associated with the Master Plan:

- July, 2020 – Pierce College and city staff held a pre-application meeting
- August, 2021 – Pierce College conducted a neighborhood meeting over Zoom with community to introduce project and receive feedback
- August, 2021 – Pierce College submits complete application to DPS staff
- September, 2021 – DPS staff send out notice of application to neighborhood, public agencies, tribal governments and Planning Commission
- October, 2021 – DPS staff issues first Development Review Team (DRT) review letter
- November, 2021 – Planning Commission holds 1<sup>st</sup> work session on Master Plan
- January, 2022 – Pierce College master plan team resubmits application to DPS staff for further consideration
- March, 2022 – Planning Commission meeting
- April, 2022 - DPS staff issues second Development Review Team (DRT) review letter

- May, 2022 – Pierce College re-submits revised master plan documents and traffic safety report

## **PROJECT AND SITE CONDITION DETAILS**

### **SURROUNDING AREA**

The project site is located on the east side of the South Hill neighborhood planning area, bound on the east by Wildwood Park Drive, the west by a large wooded area on the Benaroya business park campus, to the north by residential development and to the south by 39<sup>th</sup> Ave SE. Other prominent facilities in the vicinity include Ferrucci junior high school, Bradley Lake Park, the city's Public Works maintenance yard (corporate yards) and Manorwood Park.

### **PROJECT SITE PROPOSAL**

#### Existing conditions:

The proposed project site existing conditions and proposed structures map is shown on figure 3.3 in the master plan document; a full existing conditions description is in chapter 2 of the master plan. The project site area includes the main administration building, Arts and Allied Health building, College Center, Heath Ed Center, Library Sciences, Child Development center, a 911 emergency services building and various other structures and parking/landscaping and storm water improvements. The site is accessed from city right of way on 39<sup>th</sup> Ave SE and the 5<sup>th</sup>/7<sup>th</sup> Street connector near Bradley Lake Park.



Proposal:

The overall site master plan can be found on figure 3.3, page 26 of the draft master plan. The

Figure 3.3 Short-Term Development Plan



primary improvements proposed include a Science, Technology, Engineering and Math (STEM) building, new off street parking lots, a proposed parking structure, new softball and soccer fields, and new storage and maintenance buildings.

**Table 3.1: Anticipated Project Phasing Development Cycles**

Science, Technology, Engineering, and Mathematics (STEM) Building	2019 - 2025
Surface Parking Expansion	2021 - 2023
Gaspard Administration Building Re-model	2023 - 2025
Storage Facility	2023 - 2025
Maintenance Shop Expansion	2023 - 2025
Vertical Parking Structure	2027 - 2032
Transit Loop Reconfiguration	2027 - 2029
Athletic Field Development	2027 - 2032

**COMPREHENSIVE PLAN POLICIES**

Staff directed the project applicant and master plan team to integrate Comprehensive Plan policies into the body of the Master Plan document. Those policies are centrally located in section 2.4 of the master plan document.

**Review criteria – Master Plans:**

The Planning Commission will review the master plan proposal, hold a public hearing with the community and make a recommendation to the City Council. The following content requirements for a master plan and the approval criteria governing master plans:

***20.88.020 Contents of master plan***

*(1) A master plan must contain:*

*(a) A conceptual site plan depicting the approximate location and size of all known and potential future development.*

*(b) A proposed phasing plan for development, describing which of the proposed improvements will be included within each phase.*

*(c) Proposed development standards, including:*

*(i) Maximum building heights for various uses;*

*(ii) Minimum building setbacks;*

*(iii) Areas of landscaping buffers;*

*(iv) Estimated building square footage;*

- (v) *Overall maximum lot coverage;*
  - (vi) *Open/green spaces, location and proposed activities;*
  - (vii) *Vehicular and pedestrian access points and throughways;*
  - (viii) *Parking – number of stalls, type (surface or garage), location;*
  - (ix) *Lighting standards to limit impact to off-site areas;*
  - (x) *An overall signage plan and design standards to be applied within the master plan area. Signs shall be of a consistent design and sized and located to minimize potentially adverse aesthetic and lighting impacts on adjacent areas.*
- (d) *A transportation management program in which a performance standard is designated and features to attain this standard are established. Program features may include special site design features; annual promotion events; contracted parking enforcement; shuttle services for employees, etc.*

(2) *A master plan application must include necessary environmental analysis to allow for a determination of its potential environmental impacts and mitigation measures.*

**20.88.030 Approval criteria (Master Plans).**

- (1) *The city council may approve or approve with modifications a master plan if:*
- (a) *The proposed plan is consistent with the goals and policies of the comprehensive plan; and*
  - (b) *The proposed development (including signage) is appropriate in design, character and appearance with the existing or intended character and quality of development in the immediate vicinity and with the physical characteristics of the subject property; and*
  - (c) *The location, configuration, design and detailing of major structures and landscaping convey an image of its semi-public use and will serve as prominent landmarks in the city; and*
  - (d) *The structures and site development, including landscaping, vehicular and pedestrian circulation, public plazas and sitting areas, functionally relate with the site and connect to adjacent areas; and*
  - (e) *The primary vehicular and pedestrian entrances are located and designed to delineate the complex as a major institution; and*
  - (f) *The plan provides for adequate parking and circulation as to not adversely impact adjacent areas.*

*(2) The city council may impose conditions on the master plan to ensure the standards and intent of this code and the comprehensive plan are met and to mitigate potential adverse impacts*

**STAFF ANALYSIS:**

**Approval criteria analysis:**

- 20.88.020. Staff has reviewed the master plan for consistency with the required contents of a master plan document and has found the proposal to be consistent with code requirements. In relation to 20.88.020 (2), staff is completing the SEPA environmental review after final review of required traffic safety impacts, as requested by WSDOT and city staff. SEPA will be completed prior to final City Council action and the required information will be included in chapter 8.
- 20.88.030 (1)(a). Staff has reviewed the project for consistency with the city's Comprehensive Plan goals and policies and has not noted any significant inconsistencies. Areas where the Master Plan could be strengthened to better align with the South Hill neighborhood plan are noted previous staff reviews and are noted in conditions herein.
- 20.88.030 (1)(b). Staff has reviewed the design chapter and proposed architectural styles and signage and supports the proposed master plan as consistent in this area. These sections appear to be consistent with this code criteria for approval of a master plan.
- 20.88.030 (1)(c). The proposed master plan build out of any major structures (such as the STEM Building) and any associated landscaping appears to be consistent with this code criteria for approval of a master plan.
- 20.88.030 (1)(d) and (e). Staff has reviewed the project site planning exhibits for consistency with the criteria herein and the proposal appears to be consistent with this code criteria for approval of a master plan. No major changes are proposed to the overall campus vehicular circulation/pedestrian plazas in ways that would require major analysis for functional relationship internal to the campus. Further review regarding parking lot additions and modifications would occur at the time of permit for those individual actions for consistency with city standards, codes and the master plan.
- 20.88.030 (1)(f). Staff has reviewed the proposed parking phasing plans and parking ratios, and supporting documentation in section 5.2. The proposal appears to propose to provide appropriate parking ratios and total supply to serve the campus and proposed additions consistent with the supporting documentation and campus parking needs analysis. Parking associated with the athletic fields appears to be consistent with ITE parking best practices for those facility types. The proposal appears to be consistent with this code criteria for approval of a master plan.

**Discussion of major themes/issues:**

Key themes from public comments received and reviewed by the Planning Commission include:



- Concerns regarding athletic fields – lighting, parking impacts - access to the fields through neighborhoods to north & Wildwood Park Drive, noise

**Updated discussion:** *Applicant is not proposing any field lighting for the athletic sports field complex. Applicant has provided additional parking analysis to meet and exceeding traffic engineering parking standards for sports fields (78 stalls proposed). A 100' vegetated landscape buffer will remain intact and enhanced, where necessary to separate and screen the fields from adjacent uses.*

- Impacts to residential neighborhoods near Bradley Park – request for additional drive access onto Wildwood Park Drive; general traffic concerns from project build out.

**Updated discussion:** *City Traffic Engineering is reviewing this issue in accordance with the requirements of the concomitant agreement. The applicant supplied a traffic impact analysis report that indicates the two access points are operating at or above city standard level of service (LOS). No additional third full vehicle access point on Wildwood Park Drive is warranted at this time.*

- School district request for walking access improvements on Wildwood and improvements at 31<sup>st</sup> and Wildwood Drive; Consistency with Safe Routes to Schools Plan; Trail connectivity thru campus to Bradley Park; Street improvements – Wildwood Park drive; and access improvements – College Way Drive.

**Updated discussion:** *The applicant provided the following statement on these issues, consistent with staff guidance on these comments: The College will support partnerships with the City of Puyallup and the Puyallup School District to seek grants (for safe walking conditions) that support capital projects and plan for improvements consistent with City planning documents.*

- Puyallup Tribal request for a cultural resource assessment

**Updated discussion:** *The College is coordinating with Tribal Governments regarding cultural resource issues.*

- 10-year/20-year build out site plan

**Updated discussion:** *The College has narrowed the site plan and campus build out to the 10 year planning horizon and modified associated drawings and master plan narrative.*

- Off-street parking analysis for campus

**Updated discussion:** *The applicant has provided a detailed break-down on off-street parking availability, with associated study data.*

- Architectural design standards

**Updated discussion:** *The applicant has resolved questions related to design review.*

- Coordination with Pierce Transit (future Bus Rapid Transit)  
*Updated discussion: College, city and Pierce Transit staff are coordinating on bus turn around access and bus rapid transit access.*

### **Emergency only access – discussion and analysis**

One of the central issues the Planning Commission requested be studied during the review of the master plan in November, 2021 and March, 2022 was access to the campus site, particularly if there is a warrant for a third access point to the site for emergency vehicles only on Wildwood Park Drive. This analysis requirement is contained in the Concomitant Agreement and was studied in the applicant’s traffic study; city staff reviewed that analysis and no warrant was triggered to include a new full access point on Wildwood Park Drive. This finding was based on a level of service (LOS) analysis of the two existing campus access points (5<sup>th</sup>/7<sup>th</sup> and 39<sup>th</sup> Ave). The Planning Commission requested additional outreach and study to service providers.

City staff conducted outreach with Central Pierce Fire and Puyallup Police in January, 2022. In conducting the outreach, city Planning Division and Traffic Engineering Division staff created a planning-study level map with a set of possible access points on Wildwood Park Drive for Police and Fire to study and provide feedback. Five (5) different possible access locations were identified (see map included with this memo).

#### *Police and Fire outreach, feedback:*

- Central Pierce supports a third emergency only access point on Wildwood at location #3 (“Ferrucci-east” access). Assistant Fire Chief Guy Overby reports: *“It would be very beneficial for CPFRR to have a 3rd access point at the (Ferrucci) east entrance as depicted on the map - makes the most sense and would be our preference. This would be accessible by fire apparatus only and would be secured via a knox lock.”*
- City Police Department supports a third emergency only access point on Wildwood at location #3 (“Ferrucci-east” access). Deputy Police Chief Dave McDonald reports: *“Many times we have an SRO at Ferrucci JH school across the street from the entry. So in an emergency at the college during school hours, we may benefit from a very quick response time from our SRO. It would be great for an Opticom device and power gate to be installed. This would allow our officers to have increased patrols of the college for enhanced safety and quick access from a new access point during an emergency.”*

#### *International Fire Code review:*

- Based on city Fire Prevention Division (DPS) staff review of the proposed campus layout, proposed structures and occupancies in the 10 year planning window of the master plan and current operations at the existing two (2) campus ingress and egress points, the third access point is not required or warranted by code.

#### *College feedback:*

- State funding would not be available to fund additional access points not tied to code requirements for life safety purposes. A third access is also not warranted for

emergency vehicle response. The design of all new buildings will include sprinklers and other applicable fire suppression construction techniques required under the City of Puyallup's codes.

The Planning Commission reviewed the staff generated analysis at the March 23, 2022 general meeting. At that meeting, the Commission concluded that no additional access location should be required at this time and that further review may occur, in accordance with standard procedures for traffic analysis, at the next campus master plan update.

#### STAFF CONCLUSIONS

Based on the above analysis, staff proposes the following conclusions for the Planning Commission's:

1. The Planning Commission finds that all required components of a master plan, as stipulated by Puyallup Municipal Code (PMC) 20.88.020, are present in the draft master plan document.
2. The Planning Commission finds that no additional access points are required or needed at this time on Wildwood Park Drive for emergency access; this finding is made after reviewing consultation feedback provided by emergency responders and campus facilities staff, study of the conceptual locations of an emergency access point onto Wildwood Park Drive and considering Development and Permitting staff recommendation.
3. The Planning Commission finds that adequate off-street parking is proposed to be provided in association with the campus athletic field complex and that impacts will be minimized through the retention of a 100 foot vegetated buffer. The Planning Commission also notes that impacts related to possible lighting will not occur as the College is not proposing to illuminate the fields.
4. The Planning Commission finds that the proposed Pierce College Master Plan is consistent with the goals and policies of the comprehensive plan.
5. The Planning Commission finds that the proposed development (including signage) is appropriate in design, character and appearance with the existing or intended character and quality of development in the immediate vicinity and with the physical characteristics of the subject property.
6. The Planning Commission finds that the location, configuration, anticipated design and detailing of major structures and landscaping will convey an image of its public use and will serve as prominent landmarks in the city, consistent with the architectural design standards established in the master plan and Puyallup Municipal Code.
7. The Planning Commission finds that all circulation (pedestrian and vehicular) internal to the campus and exterior connections to the community will functionally interrelate to the city's comprehensive plan, and that all parking and traffic impacts have been properly studied, parking standards established and traffic impacts addressed in relation to the 10 year campus build out plan.

**STAFF RECOMMENDATION:**

Staff recommends the Planning Commission recommend approval of the Pierce College Master Plan to the City Council with no additional conditions.