



CITY OF DUPONT

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OLD FORT LAKE SUBAREA PLAN UPDATE STAFF REPORT TO THE PLANNING COMMISSION

Project: Old Fort Lake Subarea Plan Update, Zoning and Design Standards
File Numbers: PLNG2023-005(Subarea Plan Update, Zoning and Design Standards)
Date of Report: October 31, 2024
From: Lisa Klein, AICP
AHBL, Inc., Planning Consultant to the City
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City of DuPont, Public Services Director
Public Hearing: November 13, 2024, at 6:00 pm
DuPont City Hall / Council Chambers
1700 Civic Drive
Dupont, WA 98327

PROJECT DESCRIPTION: The Old Fort Lake Subarea is currently undeveloped except for the Home Course golf course located in the center of the Subarea. The current Old Fort Lake Subarea Plan was originally adopted in 2018 and establishes the process, findings, options, and a final strategy to develop the Subarea primarily as an employment center with limited residential use. In February 2022, the DuPont City Council adopted a land use moratorium on development in the Subarea until an updated Subarea Plan and design standards could be adopted that provided more housing and less light manufacturing-type uses. The Update focuses on establishing the Subarea as a new residentially focused neighborhood that is amenity-rich and also provides supporting commercial, entertainment and civic uses. The proposal could allow a range of 2,088 – 3,780 housing units consisting of detached single family, middle housing (two to six unit attached dwellings), and multifamily housing types. Approximately 47 acres or 8 percent of the subarea is proposed for a variety of commercial, entertainment and civic uses. Approximately 329 acres or 58 percent is proposed for Parks, Recreation or Open Space uses. The proposal includes new zoning regulations and design standards to implement the vision, community character and development patterns described in the subarea plan.

LOCATION: The proposed *Old Fort Lake Subarea Plan Update and Land Use Code Amendments Project* addresses land use in the entire Old Fort Lake Subarea, which comprises approximately 655-acres in the City of DuPont. The Old Fort Lake Subarea is located in the central portion of the west perimeter of DuPont, southwestern Pierce County, Sections 26 and 27, Township 19, Range 1. The Subarea is bounded on the west by Puget Sound, on the north by Sequalitchew Creek, on the east by

properties outside of the Subarea that front on Center Drive, and on the south by existing largely residential development of the Northwest Landing Planned Community.

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A. FINDINGS OF FACT:

1. History/Background

- (a) The current/existing Old Fort Lake Subarea Plan was adopted in 2018. The plan envisioned a mixed-use village with more emphasis on office, research, light manufacturing and commercial uses and limited housing uses. Housing was limited to a maximum of 100 single-family and 1,000 multifamily units. The plan was developed in recognition that further remediation efforts would relax the use restrictions imposed by the Ecology Restrictive Covenant.
- (b) This is a Council-initiated Subarea Plan Update. In February 2022 the DuPont City Council adopted a land use moratorium on development in the Old Fort Lake Subarea (Ordinance No. 22-1102) until an updated Subarea Plan and development and design standards could be adopted. It was recognized that Old Fort Lake represents the majority of the City's vacant and developable land and there was a desire to provide more housing while reducing the light manufacturing type uses. The intent of the ordinance was to modify the allowed land uses in a manner that met the City's residential needs as required by law and to review and amend design standards that reflect the City's land use policies within the Subarea. The moratorium has been extended as needed during the Subarea planning process.
- (c) The moratorium was adopted just prior to the 2023 enactment of several Washington State laws aimed at increasing the supply and affordability of housing for all (HB 1110 (Middle Housing) and HB 1337 (Accessory Dwelling Units)). These new laws modified the Washington State Growth Management Act and are required to be implemented by the City of DuPont in its upcoming Citywide Comprehensive Plan update. This Subarea plan was seen as a good opportunity for the city to meet the new housing requirements. In 2024 HB 1110 was modified by HB 2321, and updated implementation guidance was issued by Washington Department of Commerce in October 2024.

2. Procedural Requirements

- (a) The resulting Old Fort Lake Zoning and Design Standards implement the goals and policies of the Subarea Plan as well as the state-mandated housing regulations.
- (b) The City SEPA Official made a SEPA Determination of Significance and published a Scoping Notice for the proposed action on June 9, 2023.

(c) The Public Process to date has included the following events and meetings. A summary of the initial public engagement and survey can be found in the Engagement Summary prepared by MAKERS dated July 10, 2023

- i. Public Workshop #1 – conducted in April 2023. Approximately 25 attendees were in person and 9-11 attended virtually.
- ii. Public Workshop #2 – conducted in May 2023. This was a mapping exercise held at City Hall to obtain input in the types of uses and how they would be ideally laid out in the Subarea. Approximately 28 people attended the mapping workshop in person and 8 – 10 attended virtually.
- iii. EIS Scoping Meetings – conducted two scoping meetings in June 2023. A virtual meeting for public agencies and tribes was held on June 29, 2023. A public meeting was held at City Hall on June 20, 2023 during the EIS scoping comment period to provide information about the Plan Update and obtain environmental-related comments useful for preparation of the EIS.
- iv. In person Survey – April 2023. The survey was conducted to obtain citizen feedback on aesthetics and visual preferences related to community character and design standards. Approximately 15 people participated in the online survey at the first public workshop meeting.
- v. Online Survey – April – June 2023. The survey was conducted to obtain citizen feedback on aesthetics and visual preferences related to community character and design standards. Approximately 19 people participated in the online survey.
- vi. Stakeholder Interviews – conducted between June 2023 and December 2024.
- vii. Stakeholder Workshop Meeting – conducted in January 2024. This in-person workshop was attended by approximately 30 representatives of the Nisqually Tribe, Steilacoom Historic School District, South Sound Military Communities Partnership, Home Course Golf Course, City Departments and others. The meeting was held to obtain feedback on the proposed Subarea Plan Update.
- viii. Planning Commission Meetings – conducted from July 2023 – present. The City of DuPont Planning Commission was engaged through multiple work sessions to provide guidance throughout the planning process. A series of regular and special meetings were completed over the course of one year to engage in an ongoing dialogue with the Planning Commission and develop the desired zoning, design standards and goals and policies provided in the plan.

(d) In order to adopt the Updated Old Fort Lake Subarea Plan and proposed codes, the following next steps are required:

- i. Planning Commission issues a Recommendation to City Council
- ii. Washington State Department of Commerce completes their required 60-day review

- iii. City Council may hold another public hearing
- iv. Publication of the Final EIS
- v. City Council votes to adopt the Plan Update and code amendments.

B. DRAFT SUBAREA PLAN UPDATE

The proposed Subarea Plan Update is summarized as follows:

(1) Chapter 1, Introduction

Intent – The intent of the Subarea Plan Update is to address City Council directives, GMA requirements and recent housing-related legislation.

Vision – The following vision statement was developed at the onset of the project: “*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 – Plan development followed a systematic approach that included public engagement, an existing conditions analysis, concept planning, development of goals and policies, development of new zoning and design standards. Throughout the process workshops were held with the Planning Commission to build and refine the proposed plan Update. Next steps in the process include a Planning Commission-led public meeting, development of a Planning Commission recommendation to City Council, workshops and public hearing with City Council followed by adoption. A Draft Planned Action Environmental Impact Statement (EIS) has been drafted and will be finalized prior to adoption.

Historical and Cultural Resources – The Subarea Plan was built upon an understanding of the area’s history and cultural significant and a desire by the community to respect, protect, and commemorate that history in the new goals and policies.

Site Remediation History and Considerations – The Subarea has known contamination caused by previous uses of the property. There are a number of environmental documents associated with the contamination that restrict uses to either Industrial-type or Open Space uses. The City and the landowner are currently working on cleanup to higher standards so that the land can be used as contemplated in the Plan.

(2) Chapter 2, Community Character – The Subarea Plan strives to 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. The desired character is expressed in the goals and policies provided in this chapter as well as the new Old Fort Lake Design Standards (DMC 25.71). The process of developing the desired community character began with understanding the community’s desires and identifying and refining design preferences through a series of planning commission meetings. Desired community character is summarized as follows:

- (a) **Buildings** – Provide buildings with an architectural character that is based on human-scaled design details, high-quality materials, and responsive to the site’s unique context. Windows,

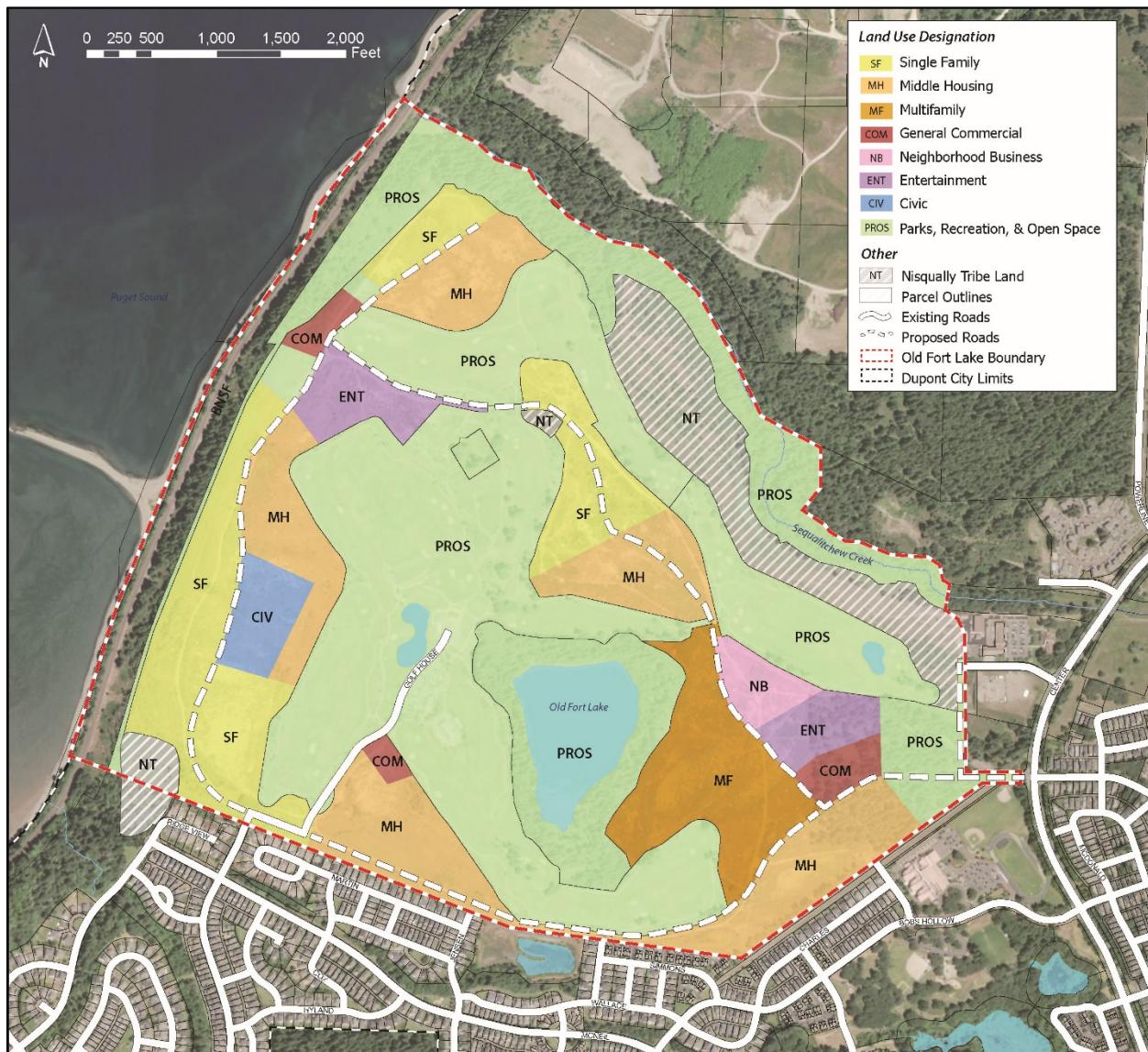
balconies, and entries are to create a complementary pattern or rhythm, dividing large buildings into smaller identifiable pieces. Substantial articulation and modulation shall be provided to break up larger buildings and add visual interest. Generic, corporate architectural design is to be avoided.

- (b) Site Design – Site design is intended to ensure that block sizes are appropriately scaled, that the size, scale and location of buildings, amenities and parking areas are appropriately located and all areas are connected through roadways and pedestrian connections.
- (c) Landscaping – Landscaping is intended to be one of the character-defining features of the Subarea, building off of the green fairways of the golf course. Streets will be tree-lined, landscape buffers will be used to provide transitions between uses and buildings and softening features. Amenity spaces are to be landscaped with paths, lawns, and recreational amenities.
- (d) Streetscapes – A robust multi-modal transportation network is envisioned that serves a variety of motorized and nonmotorized users, complements desired future land uses and provides the needed connections between uses and site amenities. Streetscape elements shall include landscaping, street lights, signage, sidewalks, and electric vehicle infrastructure. Gateway areas are intended to provide special treatments signifying the entry, such as a roundabout.
- (e) Open Space and Recreation – A variety of public and private, active and passive recreation areas are to be dispersed throughout the Subarea that provide a balance between the built environment and green spaces. Existing city-owned open space areas will be retained, historic/cultural elements of the Subarea will be connected and, where possible, public access enhanced. Protection of the golf course is intended to improve the player's experience through landscaping buffers and inviting amenities. New residential development shall provide common amenity space for its residents and commercial areas shall integrate plazas and other pedestrian-oriented spaces into the design. A varied trail network shall form the backbone of the Subarea.

(3) **Chapter 3, Land Use** – This chapter guides the future development types and densities within the Subarea. GMA-related information was used in to guide land use in the Subarea, including County and State directives. Pierce County, in their 2021 Buildable Lands Report, allocated growth targets to the city, which were further refined in a March 2023 DuPont Housing Needs Analysis (HNA). The HNA found that an additional 1,579 units of housing would need to be created in the Subarea for the city to reach its citywide housing growth target. In 2022 and 2023 the Washington State Legislature passed several bills aimed at increasing the supply of attainable/affordable housing through implementation of middle housing and accessory dwelling unit provisions. The new requirements are to be addressed in the 2024 Citywide comprehensive plan update and accompanying zoning and design standards; however, it is recognized that the Old Fort Lake Subarea must also address at least some of the requirements in its plan update and area-specific zoning and design standards.

The future land use designations are depicted in Figure 3-4 in the Subarea Plan (see also Figure 1, below) and include 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). Access and circulation is depicted. The land owned by the Nisqually Tribe is not designated for a future land use.

Figure 1 – Future Land Use Designation Map



(4) Chapter 4, Open Space and Recreation – The Subarea has several natural resource features including streams, wetlands, and steep topography that will be retained as open space. They include Old Fort Lake, Sequaltchew Creek, a wetland in the northwest corner, steep slopes along the bluff and forested areas. There is an existing trail network, some of which is informal but used regularly such as the unpaved Puget Sound bluff trail. Planned Parks and Trails for the Subarea include:

Wilkes Observatory Park – around the marker a formal trailhead and connection is envisioned to the proposed Bluff Trail, Sequaltchew Creek Trail, and Puget Sound shoreline.

Old Fort Lake Loop Trail – is envisioned to extend from Garry Oaks Park to the south of the Subarea and loop around Old Fort Lake in a soft surface trail.

Golf Course Trail - is proposed to meander along the perimeter of the golf course and connect to the Puget Sound Bluff Trail.

Puget Sound bluff trail – the trail will be paved, widened to 12-feet, add pedestrian amenities, wayfinding and interpretive signage.

South Sequalitchew Creek Corridor Trail – will provide connections between Civic Center, the existing Sequalitchew Creek Trail, Wilkes Observatory, Puget Sound shoreline and the Bluff trail.

Multi-use Paths – will be provided along both sides of the future Subarea roads. They will be 12-feet wide and separated from traffic by a landscape buffer. They are to be designed to support pedestrians, cyclists, and users of all ages and abilities.

Signage – Signage will be simple and guide users to points of interest. Interpretive signage will provide opportunities to express the rich natural and cultural history of the area.

Parks and Recreation – residential areas will be required to provide common amenity space for the residents,

Chapter 5, Historic and Cultural Resources – Conveying, honoring and protecting Old Fort Lake's rich historical and cultural heritage is of primary importance to the DuPont community and a guiding priority of the Subarea Plan. Figure 5-3 provides and illustration of the historic and cultural resources sites and how they can be connected through the trail system. They include the Wilkes Observatory and the Fort Nisqually 1833 site. Proposed improvements include:

- Incorporation of historic and cultural storytelling along the future Puget Sound bluff trail.
- Inclusion of an interpretive center on city-owned property.
- Expansion of the Wilkes Observatory and 1833 Fort Nisqually sites to include accessible parking and access.

Chapter 6, Transportation – A new multi-modal network of roads and paths that serve all modes and users accessing the Subarea is planned. 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. No transit is proposed to serve the Subarea at this time or in the near future. No changes are proposed to the city's existing freight

route. The analysis of the impacts of the proposal on the City's street system is provided in the Planned Action Environmental Impact Statement (EIS).

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. The Subarea is services by DuPont Water. With minor operational adjustments, the City water system has the capacity to support full development of the Subarea. Sewer is provided by Pierce County Public Works and Utilities through an interlocal agreement with the City. The County has indicated they have capacity to serve 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.

C. REVISED/UPDATED DMC 25.10 DEFINITIONS

The existing DMC 25.10 provides definitions applicable to DMC Chapter 25 Zoning. New definitions provided by the State related to new housing legislation were added related to accessory dwelling units, middle housing and unit density. Other revisions were made to further clarify terms, update terminology to be consistent with RCWs, add new terms that emerged through the process such as “adaptive mobility aids”, as well as overall formatting cleanup.

D. NEW DMC CHAPTER 25.58 OLD FORT LAKE DISTRICTS

This is a new Chapter of the Zoning Code that replaces the previous Zoning for Old Fort Lake provided in DMC 25.41. These regulations implement the goals and policies of the land use chapter. 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 bee 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.

E. NEW DMC 25.71 OLD FORT LAKE 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. Upon adoption it will repeal DMC 25.41 Mixed Use Village, which is a chapter specific to Old Fort Lake inclusive of zoning, allowed uses, performance standards and, in DMC 2.41.060, Design standards. The subsections within the new Design Standards are summarized as follows:

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 a 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. Required 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, and 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 for middle housing. DMC 25.71.760 establishes the types of middle housing allowed and 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.

F. SUMMARY OF WHAT WE HEARD

As described above, the Subarea Plan was developed with input from the public through two workshops and an online survey followed by specific refinements by the Planning Commission. A summary of “what we heard” is provided in Table 1, below.

Table 1 –What We Heard

Community Character	<ul style="list-style-type: none">General preference for designs with pedestrian-orientation (large windows, storefronts, street activation, landscape, etc.).Less support for modern/contemporary architectural styles; more support for the overall look and character of NW Landing.Preferred pitched or varied rooflines.General preference for lower heights and smaller scaled buildings but liked some larger buildings if they included design elements.Interpretive walks and trail signage opportunities were highly supported.Require an emphasis on aesthetics and common design elements.Balance beauty, functionality, and economic impact.Develop a place where history is celebrated. Brings in tourists and visitors.Something classy like a small Point Ruston but on a ridge.
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	<ul style="list-style-type: none"> • Public views and history should be preserved. • Thoughtful development with housing, sufficient roads, ample green space and trails. No visible warehouse near golf course and more space between development. • Appreciation of existing open space, tree coverage, and historic/cultural elements of the site and recognition of opportunities to highlight or improve upon them. • Inclusive access to bluff area and views are important, but also concern for protecting the bluff from erosion, fire, etc. • Support for disbursed parks, recreation and open space with a connective trail network.
Land Use	<ul style="list-style-type: none"> • A mix of housing types and development intensities in the Subarea will be necessary to meet targets. Plan for a housing density in the Subarea that anticipates future density mandates. • Limit maximum residential density in the Subarea to approximately 2,880 units. Provide more middle housing than apartments. Limit apartment height to 4 stories and 200-units per building. Single-family homes should be sited around the golf course perimeter. • Provide for a new school in the Subarea located in coordination with the Steilacoom Historic School District and their locational preferences. Higher density residential should be located in proximity to the new school and safe walking routes provided. • Avoid mixed-use buildings. The ground-floor retail uses in existing mixed-use buildings have struggled to survive. Should have some commercial/retail uses closer to the bluff area. • The northwest corner would be ideal for a hotel and destination recreation/entertainment area where the best views are located. Views should be for all people and existing views from Hoffman Hill toward the Olympic Mountains should be protected. • A buffer between the golf course and adjacent uses should be provided as well as uses that enhance the golfer's activities and experience of the area including optional activities for their partners and families. • Limit the amount of light manufacturing in the Subarea, as it changes the look of the area and there is limited market demand. Warehousing shall not be allowed. • Preserve, protect, and promote the cultural and historic resources of the Subarea. Improve public access and connectivity to these areas. • Courtyard apartments (one of the available nine types of middle housing) are not allowed because they are not a typical type of development in DuPont.
Open Space and Recreation	<ul style="list-style-type: none"> • The existing trails and golf course are something the community loves about the Subarea. • There is a desire to increase types of recreation and emphasize trails. • We have an opportunity to plan for interpretive walks and trail signage. • Parks should be scattered throughout the Subarea. • Need a trail and park along the bluff with benches and viewing areas. • Trails should connect everywhere, including to key places outside of the Subarea. • Sports fields should be strategically located for sharing of facilities, such as with schools. • Need a safe trail to the new school location that can be for bikes and pedestrians. • Trails around the golf course would be nice.

	<ul style="list-style-type: none"> • Keep the trail system and wayfinding simple. • Parks should be near golf course tee-off areas for safety. • Don't get too restrictive in the policies, leave it open and flexible. • Provide trails around Old Fort Lake. • Ensure trails are accessible for all users and their mobility aids.
Historic and Cultural Resources	<ul style="list-style-type: none"> • There is a strong interest in preserving and celebrating cultural history at the site and • providing opportunities to convey the history through site design elements. All aspects • of DuPont's history need to be commemorated and preserved. This includes the Homesteaders, Hudson's Bay, Native Americans, etc. All need to be important. • Opportunities suggested included interpretive walks, trail signage, interpretive centers, and • integrating history into artwork and the future development. All sites should connect to a • trail. • Provide a trail network that tells the story of DuPont's history by providing connections to key sites, incorporating interpretive signage, and using Indigenous/Coast Salish language, artwork, and materials representative of the era. • There is concern for erasure of the area's history, or that it is not valued. We need stronger protections of cultural resources/sites, including from encroaching development. Artifacts needs to be preserved better than they have been in the past. There needs to be careful archaeological oversight surrounding the 1833 Fort Nisqually site because people lived all around it. • The DuPont Historical Museum needs to be a donation site for non-Tribal artifacts. • The Nisqually Tribe's interest should be understood and incorporated. The Nisqually Tribe cemetery should have a park or open space around it. • The City should require public art with a historic theme in key locations. • The 1833 Fort Nisqually site should be rebuilt and turned into a tourist draw.
Transportation	<ul style="list-style-type: none"> • Many concerns were raised about the amount of traffic generated by the uses in the Subarea and the potential for congestion on City streets. • Minimization of impacts to McNeil Street is preferred. • The ideal primary access points for the Subarea were discussed, with a preference for a primary access from either or both Palisade Boulevard and Civic Drive. • Concerns were raised related to new traffic generated near the future school and the need for pedestrian and bicycle modes of travel to the school. • Concerns about additional truck traffic in the city were raised, particularly where it will be near homes, families and children. • The future road sections in the Subarea need to think about where on-street parking makes sense. • We need to include bike lanes on new city streets but keep them separate from the sidewalks. • Street design needs to consider labor and maintenance costs. • Arterials should be a boulevard style with street calming measures such as medians. • There is a preference for traffic circles at Gateway intersections.

	<ul style="list-style-type: none"> • All possible street ends along the south boundary of the Subarea should connect to the Subarea to spread out the trips accessing to/from the south. • Streets should be named after cultural and historic figures representing all people and periods of the Subarea's history. • Provide traffic control for entering and exiting of emergency vehicles on Civic Drive.
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G. SUMMARY OF SEPA PROCESS

City Council approval of amendments to the Old Fort Lake Subarea Plan and amendments to the Land Use Code are subject to a State Environmental Policy Act (SEPA) review process. The city has opted to process a Planned Action Environmental Impact Statement (EIS), which is a tool to evaluate the environmental impacts of a project before individual development projects are proposed. The process can expedite the review process for developments that are consistent with adopted plans and can provide predictability and flexibility for applicants.

The EIS process began with a scoping comment period from June 9, 2023 through July 9, 2023; a public scoping meeting which was held at City Hall on June 20, 2023; and an agency meeting held on June 29, 2023. A team of consultants that have technical expertise in the elements of the environment were assembled to prepare the EIS. A Draft EIS was issued for public comment on November 8, 2024. The end of the 30-day comment period is December 9, 2024. Following the conclusion of the comment period, a Final EIS will be issued and a Planned Action Ordinance will be drafted for adoption by City Council with a series of mitigation measures designed to address identified impacts.

Two alternatives were analyzed in the Draft EIS, summarized as follows:

No Action/Existing Subarea Plan and Zoning Alternative (i.e. retention of existing plan and zoning)

– This alternative evaluates future build-out of the Subarea under the provisions of the current adopted Subarea Plan and zoning, which could include a variety of allowed uses:

- Single Family Residential Use: Up to 100 units at a density of 3 units per acre.
- Multifamily Residential Use: Up to 1,000 units at a density of 32 units per acre.
- Non-residential uses including office, research and development, light manufacturing, and limited retail and service uses totaling about 1.4 million square feet.

Proposed Subarea Plan and Zoning Amendments Alternative – This alternative evaluates future build-out of the site under the provisions of the proposed amendments to the Subarea Plan and zoning, which could include a variety of the following allowed uses:

- Single-Family Residential Use: 70 acres with a projected 560 units.
- Middle Housing (up to six-units per lot): 93 acres with a projected 1,860 units.
- Multifamily Residential Use: four acres with a projected 1,360 units.
- Non-residential uses including retail, service, light manufacturing, hotels and other uses totaling about 409,800 square feet.

H. DECISIONAL CRITERIA FOR PLAN AMENDMENT PROPOSALS

DMC 25.170.090 provides that, in consideration that the comprehensive plan was developed and adopted after significant study and public participation, the principles, goals, objectives and policies contained therein shall be granted substantial weight when considering any proposed amendment. Therefore, the burden of proof for justifying a proposed amendment rests with the applicant (i.e. the City), who must demonstrate that the request complies with all of the following 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**

Staff Response: The proposed Subarea Plan Update will be consistent with the following goals and policies of the **DuPont comprehensive plan**:

First, the proposal is consistent with the Vision for DuPont as articulated in the Comprehensive Plan:

“The City of DuPont is a model small city known for its planned setting and hometown sense of community; a place that blends its natural beauty, rich Northwest history, and vibrant economy with a proactive approach to its future.”

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.
Goal LU-3	Promote a sense of community health by protecting natural features, preserving historical sites, reducing the necessity for driving, making walking an enjoyable alternative and making transit use practical.
LU 3.1	Maintain the visual quality of the City as seen from Puget Sound, the Nisqually National Wildlife Refuge and public roads. Provide scenic viewpoints to reinforce attractive community features and highlight natural and cultural amenities such as Puget Sound and the Nisqually Delta.
LU 3.2	Establish and prioritize multi-modal linkages, provide recreational spaces, and trails for pedestrians and bicycles between villages.
LU 3.4	Provide land use regulations that give opportunities for the community to have fair access to livelihood, education, and resources.
Goal LU-4	Ensure the design of commercial and residential buildings throughout the City enhance the pedestrian environment.

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.
LU-4.2	Orientation of retail, residential, public structures, and commercial buildings (outside the Research Park and Business and Technology Park) should be to the front near the street Right of Way, rather than being separated from the street. Churches and other symbolic structures should be located in a way that promotes their visual prominence
LU-4.3	Design standards should address integration of amenities for the pedestrian within the streetscape such as; street trees, landscaping, benches, lighting, trash receptacles, signage, and bicycle parking.
LU-4.4	Development standards for commercial structures should encourage on street parking and parking at the rear or secondarily on the sides of developments to enhance the pedestrian environment
Goal LU-5	Develop and maintain a street system that is fundamentally based on a traditional town setting that assures direct auto, bike and pedestrian access and is based on a grid system.
LU-5.1	Development within villages should be based on a grid or modified grid system that provides clear orientation, alternate traffic routes, and opportunities for multimodal transportation patterns.
LU-5.2	Development regulations should encourage pedestrian circulation and reduce walking distances whenever possible through a variety of means such as frequent intersections. Cul-de-Sacs should only be used when topographical or other features of the land warrant deviation and should include enhanced pedestrian access through adjacent blocks
LU-5.3	Roadway standards and Right of Way widths should include traffic calming techniques such as traffic circles, diverters, chicanes, etc. to reduce driving speeds and enhance the pedestrian environment. Alleys should be developed to the maximum extent possible, and residential roadways should not exceed three lanes.

The proposed Subarea Plan Update will be consistent with the following **Countywide Planning Policies** for Pierce County:

Table 3 – Pierce County Countywide Planning Policies	
AH-2	Plan to meet their affordable and moderate-income housing needs goal by utilizing a range of strategies that may include a Housing Action Plan and will result in the preservation of existing housing, and the production of new, affordable and moderate income housing that is safe and healthy. Jurisdictions should consider the availability and proximity of public transportation, governmental and commercial services necessary to support residents' needs, and prioritize density and investment in these areas.

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 and underutilized parcels.
3.2	Each jurisdiction may adopt plans and policies for meeting its affordable and moderate-income housing needs in a manner that reflects its unique demographic characteristics, comprehensive plan vision and policies, development and infrastructure capacity, location and proximity to job centers, local workforce, and access to transportation.
6.1	Jurisdictions should utilize the available data and analyses provided by federal, state, and local sources to monitor their progress in meeting housing demand as part of the required Growth Management Act comprehensive plan update process
CU-1	Incorporate community and urban design principles consistent with VISION 2050 to create communities that: 1.1 – 1.5 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.
CU-3	Design transportation projects and other infrastructure to achieve community development objectives and improve the community
EC-3	Plan for sufficient growth and development balancing fiscal/economic costs and benefits derived from different land uses by:
3.1	Ensuring an appropriate mix and balance of land uses;
ED-3	Coordinate with other institutions or governmental entities responsible for providing educational services, in order to ensure the provision of educational facilities along with other Education necessary public facilities and services and along with established and planned growth patterns through: 3.3 School site location decisions
GT-3	Jurisdictions should incorporate adopted growth targets when updating their local comprehensive plans.
HAC-2	Consider the potential impacts of development to culturally significant tribal sites.
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
HAC-5	Utilize urban design strategies and approaches to ensure that changes to the built environment preserve and enhance the region's and the county's unique attributes and each community's distinctive identity in recognition of the economic value of sense of place.
TR-5	Promote and develop policies and comprehensive transportation system options that support health and well-being, such as improving the design of local street patterns to support walking, bicycling, and transit use, placemaking, connectivity, physical activity, health and well-being.

6.3	Using regulations to ensure that development does not create demands exceeding the capacity of the transportation system, including mitigation that includes supporting transit and other modes if consistent with land use plans and the Regional Growth Strategy.
TC-1	Tribes and jurisdictions should notify each other when making significant land use decisions that may have potential impacts to the other jurisdiction and provide opportunity for consultation
UGA-6	Seek to direct growth as follows: 6.1 First to cities and towns, centers and urbanized areas with existing infrastructure capacity; 6.2 Second to areas that are already urbanized such that infrastructure improvements can be easily extended; and... 6.4 Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.
UGA-7	Adopt policies within their respective comprehensive plans, to ensure that development within the urban growth area uses land efficiently, provides for a wide variety of uses, conserves natural resources, and allows for the connection of communities to an efficient, transit-oriented, multimodal transportation system. Policies shall: 7.1 Provide for more choices in housing types, including missing middle housing like duplexes, triplexes, fourplexes, rowhouses and townhomes, and moderate increases in density to achieve at least an average net density of four units per acre; 7.2 Support infill and compact development; and 7.3 Provide for land uses that encourage travel by foot, bike and transit.
UGA-8	Provide for conveniently located, appropriately scaled commercial development to serve the immediate local needs of the surrounding community by encouraging revitalization of underused commercial areas before establishing new areas
UGA-9	Adopt plans to encourage concentrated development within the urban growth area which will accommodate the twenty-year population and employment growth targets.
UGA-12	Capital facilities plans shall identify existing, planned, and future infrastructure needs within Urban Growth Areas.
UGA-13	Within the delineated urban growth areas, the County, and each municipality in the County, shall adopt measures to ensure that growth and development are timed and phased consistent with the provision of adequate public facilities and services.

The proposed Subarea Plan Update will be consistent with the following planning policies of **Puget Sound Regional Council's Vision 2050**:

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-RGS-6	Encourage efficient use of urban land by optimizing the development potential of existing urban lands and increasing density in the urban growth area in locations consistent with the Regional Growth Strategy.
MPP-En-5	Locate development in a manner that minimizes impacts to natural features. Promote the use of innovative environmentally sensitive development practices, including design, materials, construction, and on-going maintenance
MPP-En-15	Provide parks, trails, and open space within walking distance of urban residents. Prioritize historically underserved communities for open space improvements and investments
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-2	Reduce disparities in access to opportunity for the region's residents through inclusive community planning and targeted public and private investments that meet the needs of current and future residents and businesses.
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-DP-6	Preserve significant regional historic, visual, and cultural resources, including public views, landmarks, archaeological sites, historic and cultural landscapes, and areas of special character
MPP-DP-7	Consider the potential impacts of development to culturally significant sites and tribal treaty fishing, hunting, and gathering grounds
MPP-DP-9	Support urban design, historic preservation, and arts to enhance quality of life, support local culture, improve the natural and human-made environments, promote health and well-being, contribute to a prosperous economy, and increase the region's resiliency in adapting to changes or adverse events.
MPP-DP-11	Identify and create opportunities to develop parks, civic places (including schools) and public spaces, especially in or adjacent to centers.
MPP-DP-15	Design communities to provide safe and welcoming environments for walking and bicycling.
MPP-H-1	Plan for housing supply, forms, and densities to meet the region's current and projected needs consistent with the Regional Growth Strategy and to make significant progress towards jobs/ housing balance.
MPP-H-2	Provide a range of housing types and choices to meet the housing needs of all income levels and demographic groups within the region.
MPP-H-3	Achieve and sustain – through preservation, rehabilitation, and new development – a sufficient supply of housing to meet the needs of low-income, moderate-income, middle-income, and special needs individuals and households that is equitably and rationally distributed throughout the region.
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.
MPP-Ec-18	Develop and provide a range of job opportunities throughout the region to create a much closer balance and match between jobs and housing

MPP-T-16	Improve local street patterns – including their design and how they are used – for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity.
MPP-T-17	Promote and incorporate bicycle and pedestrian travel as important modes of transportation by providing facilities and navigable connections.
MPP-PS-26	Work cooperatively with school districts to plan for school facilities to meet the existing and future community needs consistent with adopted comprehensive plans and growth forecasts, including siting and designing schools to support safe, walkable access and best serve their communities.

(2) **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).

(3) **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.

I. 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.

J. Attachments

The following plans and documents are submitted for review:

1. Moratorium
2. Public Participation Plan
3. Public Engagement Summary/Survey Results
4. Draft Old Fort Lake Subarea Plan
5. Revised / Updated DMC 25.10
6. New DMC 25.58 Old Fort Lake Districts
7. New DMC 25.71 Old Fort Lake Design Standards

cc: File No. PLNG2023-005