FROM: M. David Bugher, Assistant City Manager/Community Development Director

TO: United Methodist Church at Lakewood & FISH Food Banks of Pierce County

DATE: October 30, 2013

SUBJECT: Zoning Determination/Zoning Certification for Food Bank & Single Family Residence at 6900 Steilacoom Boulevard SW

Proposal: The United Methodist Church is requesting City permits to expand its food bank operations. The Church proposes to demolish an existing, stand-alone 1,345 square foot single family house located on the subject property. It would replace the demolished structure with an expanded food bank facility and residence in one building. The size of the new facility would be similar in size to the existing facility although built in a manner to increase efficiencies, and to expand the number of food bank clients.

Address: 6900 Steilacoom Boulevard SW

Assessors Parcel Number: 2285000010

Zoning: R4 (Single Family Residential 4)

Parcel Size: 85,500 square feet (1.96 acres)

Buildings: One church building, 16,000 square feet, and one single family residence. The church was established in the late 1950s and has been added upon over the years. The single family residence was moved on to the church site also in the last 1950s.

Street Frontage(s): Property fronts on three streets, Steilacoom Boulevard SW, 69th Avenue SW, and Flora Street SW; there are no street frontage improvements (curb, gutter, and sidewalk)

Relevant Codes: The Religious Land Use and Institutionalized Persons Act (RLUIPA) City of Lakewood Comprehensive Plan City of Lakewood Municipal Code, Title 18A (Land use & Development Regulations)
**FINDINGS (FOOD BANK):**

**Background:**

1) The Methodist Church was established in the Lakewood community in the late 1950s. The building has been added upon over the years. Pierce County Assessor's records indicate that the church was built in 1975.

2) The food bank (operated by FISH Food Banks of Pierce County) preceded the construction of the church and has been in existence in the Lakewood area since 1973. It is assumed that the food bank has been in operation at this location since the Methodist Church was constructed.

3) In 2012, the food bank for all of Pierce County served 2,000 families per month, or 9,000 people per month. The total number of clients served in 2012 was 556,298. **Specific to this location,** this food bank serves about 100,000 clients per year. There are six or five food banks in Lakewood; this is the largest.

4) The City has not received any complaints from surrounding property owners as to the operation of the fish bank.

5) The Church fronts on a busy arterial street that moves about 20,000 vehicles per day.

6) In 1996, the City of Lakewood incorporated and at that time the Methodist Church was subject to the City’s development regulations. From 1996 until 2001, the City of Lakewood had in place interim zoning. In 2001, the City of Lakewood adopted a permanent set of land use regulations. The Methodist Church property was designated "Single Family Residential" in the City’s newly adopted Comprehensive Plan and classified as R4 under the City’s adopted zoning code.

**Zoning:**

7) The Residential 4 (R4) zoning district is the City’s primary residential zone, which provide for single-family dwellings in established residential neighborhoods. The R4 designation provides for increased residential density through smaller lot sizes and allowance for residential development comprising two units per lot.

8) Churches are defined as religious assembly under the City’s zoning code. The definition of religious assembly is as follows:

   Religious services involving public assembly such as those that customarily occur in synagogues, temples, and churches. For the purpose of compliance with the federal Religious Land Use and Institutionalized Persons Act of 2000, except where lands are restricted to public facilities,
Religious Assembly use types shall be treated equally with Community and Cultural Services Civic use types. These use types do not include homeless shelters, food banks (emphasis added), or other social services, which shall instead be treated as a Social Services Civic use type; daycares or preschools, which shall instead be treated as a Daycare Facilities Civic use type; schools, which shall instead be treated as an Education Civic use type; or facilities for residence of religious orders, which shall instead be treated as a Co-Housing Residential use type. (18A.20.400 L.)

9) More specifically, current zoning would describe the food bank as a Social Service Level 3 use:

Social Services. Establishments primarily engaged in the provision of services that are strongly associated with meeting basic needs. Examples include clothing banks, food banks, temporary shelters, and counseling services.

Level 1: Establishments which are accessory to a primary Community and Cultural Services, Religious Assembly, or Education Civic use type and do not exceed one thousand (1,000) gross square feet or twenty (20) percent of the structure, whichever is less, and do not contain more than five (5) beds or serve more than fifteen (15) people per day or meal.

Level 2: Establishments which are accessory to a primary Community and Cultural Services, Religious Assembly, or Education Civic use type and do not exceed one thousand, five hundred (1,500) gross square feet or twenty (20) percent of the structures, whichever is less, and does not contain more than ten (10) beds or serve more than twenty-five (25) people per day or meal.

Level 3: Establishments which are a primary or accessory use and serve a city-wide or regional area with an intensity greater than Level 2. (18A.20.400 M.)

DETERMINATION (FOOD BANK):

Based on the current level of operations, the existing food bank is a Level 3 Social Service. Level 3 Social Services are not listed in the R4 zone, and therefore, are not allowed. (18A.2.215) However, the use preceded the establishment of the current zone and has been in existence for many years. Because the food bank provides an important public service, and has not caused or created conflicts with surrounding single family property owners, the food bank is hereby determined to be a primary permitted use PROVIDED that: 1) the size/scale of the food bank operation stays within the general footprint of the building that is to be demolished; and 2) that if the food bank expands its operations, that it does so in such a way that it does not negatively impact the surrounding residential neighborhood. To this end, this determination is predicated on the food bank submitting an expanded operational plan, subject to the review and approval of the community development director.

FINDINGS (RESIDENCE):

Background:
1) The findings for the residential unit are the same as that of the food bank, however, additional remarks have been added below.

2) There is only one residence on the property.

3) According to comments from the local pastor, the residence was moved on to the church property in the late 1950s, and was once used as the church’s pastor’s residence.

4) The residence is located on the southwest corner of the church property.

Zoning:

5) The R4 zone allows the construction of a residential dwelling unit that provides living accommodations for a single individual or family. (18A.20.300 A.)

DETERMINATION (RESIDENCE):

The demolition of an existing single family residence and its replacement with a new single family residence is allowed PROVIDED the structure complies with the R4 development standards. (18A.30.160)

These determinations are deemed administrative interpretations; it shall be considered to constitute an official interpretation of the City’s land use regulations and shall subsequently be applied and used for future administration in reviewing like proposals.

PROJECT CONDITIONS:

1) The proposal is subject to the city’s noise regulations as contained in LMC 8.36.010.

2) Delivery vehicles and clients of the food bank shall not access Flora Street SW.

3) A demolition permit is required to be issued to remove the existing structure in addition to other permit requirements from other agencies having jurisdiction in Lakewood (Pierce County Public Works & Utilities, West Pierce Fire District, and Lakewood Water District)

4) A building permit is required to build a new residence and enlarged food bank facility in addition to other permit requirements from other agencies having jurisdiction in Lakewood (Pierce County Public Works & Utilities, West Pierce Fire District, and Lakewood Water District)

5) The new single family residence shall comply with the R4 development standards.

6) Within 45-days of this approval, submit an operational statement providing the following information:

   The number of commercial vehicles that park or have access to the Church property and which are associated with the food bank;

   Estimated number of vehicular trips to and from the site per day including deliveries and client-related trips.
Appeal:

The Community Development Director's determination shall be processed and subject to the applicable requirements of LMC 18A.02.540 and may be appealed as provided in LMC 18A.02.740.

Interpretation/Certification Issued:

October 30, 2013

M. David Bugher
Assistant City Manager/
Community Development Director

Attachments:
Letter, United Methodist Church at Lakewood, August 26, 2013
August 26, 2013

Mr. M. David Bugher
Assistant City Manager
Development
6000 Main Street SW
Lakewood, WA 98499-5027

Dear Mr. Bugher:

The purpose of this letter is to seek your insight into how the United Methodist Church of Lakewood and the FISH Food Bank of Lakewood can enlarge the building from which they now serve the community. We have previously met with Dan Catron, who provided us with considerable advice and who suggested that we reach out to you.

Currently, the food bank occupies a space at the office end of the church.

Adjacent to the church is a church-owned house that is situated on the same piece of property at 6900 Steilacoom Boulevard SW in Zone R-4. The church wishes to either tear down or remodel the house, but much prefers the former option. It then wishes to build a new structure, either as a stand-alone building or as a connection to the existing church building. The new structure would occupy approximately the same footprint as the house.

The intention is to use the new structure 1) to enable the food bank to increase its efficiency, its storage capacity, and the number of Lakewood customers it can serve; and 2) to enable the church to add office and classroom space.

To support these activities, we currently have a total of 97 parking spaces, a fact that Dan asked that we provide.
I have attached some facts about FISH Food Banks of Pierce County below (to include details about our food bank in Lakewood):

**FISH Food Banks – Facts:**

1. Our mission is to provide food and more for individuals in need with compassion, dignity and respect.

2. We are currently the largest provider of food to the Lakewood Community.

3. Our goal is to provide each client with enough nutritious food to make three meals a day for three consecutive days. No one in need is turned away. These meals are provided as groceries each client selects from our selves; quantities depend on family size.

4. We are a 501 (c) (3) non-profit, ecumenical organization of volunteers providing food through seven food bank locations and our mobile food bank. We have been in operation since 1973, or a total of 40 years.

**FISH by the Numbers (2012):**

1. Clients Served: 556,298

2. Increase over 2011: 24%

3. Pounds of food distributed: 6,079,179

4. Average cost of a meal: 23 cents

5. For every $1.00 contributed, FISH distributes $7.00 of food.

**Lakewood Food Bank Facts:**

1. Families per month: 2,000

2. People per month: 9,000

3. Meals per month: 81,000

4. Last year growth: 28%

5. This year growth (YTD): 20%

6. Staff size: 1 paid staff member and 20-30 volunteers

7. Days of distribution: M-W-F-S

8. Hours of operation: M (2:00PM-6:00PM); W-F (1:00PM-5:00PM); S (9:00AM-12:PM)
Expansion Advantages:

1. Increased Number of Clients We Can Serve – We are now struggling to keep up; our growth in client numbers continues at a rapid rate.

2. Increased Storage Capacity – We desperately need more room to store food, especially fresh produce and foods that must be cooled or refrigerated. We need the ability to move food into a level facility without having to maneuver stairs.

3. Increased Food Availability – There is more food available from our many generous donors (to include Albertsons, Wal-Mart, and others) than we can now accept.

4. Increased Storage Efficiency – Currently, because of limited storage space, we are continuously relocating food within the facility - instead of being able to move it directly to shopping shelves. Additionally, we are forced to move food into the food bank through a window because there are too many stairs leading down to the storage areas. We are also forced to frequently move foods to maintain a First In – First Out process; otherwise some food would spoil.

5. Reduced Waiting Times for our Clients and Quicker Shopping – Currently, customers sometimes have to wait up to two hours to complete their shopping.

6. Desire to become ADA compliant – Because of the stairs, some clients are not able to enter the food bank; they must rely on someone else to shop for them. The facility is also more prone to accidents occurring because of frail and elderly individuals needing to access the food bank.

To conclude, we are committed to serving our less fortunate brothers and sisters – those needing food to care for themselves and their families – and we continue to see a growing need in the Lakewood community. We know that the City of Lakewood feels likewise in that they are currently supporting us with a grant of $15,000.

We thank you, in advance, for your consideration of our request to expand and for your advice as to how we can do this within all applicable federal, state, and city regulations. If you have any questions, please call either of the undersigned at the telephone numbers listed.

Regards,

G. O.  

Gary Olson  
Board Member & Lakewood Resident  
FISH Food Banks of Pierce County  
253-341-1526

Matt Gorman  
Pastor  
United Methodist Church at Lakewood  
253-588-2118