



TO: Clark County Council
FROM: Karl Johnson, Chair
PREPARED BY: Sharon Lumbantobing, Planner II
DATE: September 17, 2019
SUBJECT: **CPZ2019-00006 25th AVE SUBDIVISION ANNUAL REVIEW FOR COMPREHENSIVE GROWTH MANAGEMENT PLAN AND MAP AMENDMENT**

PLANNING COMMISSION RECOMMENDATION

On August 15, 2019, the Planning Commission voted 4 to 0 to approve the staff recommendation to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with single family residential (R 1-6) zoning and Highway 99 Single Family Residential Overlay to Urban Medium Density Residential (UM) with Residential (R-18) zoning and Highway 99 Mixed Residential Overlay on one parcel (145032000) that is 1.99 acres.

PROPOSED ACTION

The applicant is requesting to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with single family residential (R 1-6) zoning and Highway 99 Single Family Residential Overlay to Urban Medium Density Residential (UM) with Residential (R-18) zoning and Highway 99 Mixed Residential Overlay on one parcel (145032000) that is 1.99 acres.

BACKGROUND

The applicant owns one parcel (145032000) that is designated Urban Low Density Residential (UL) with R 1-6 zoning and is located at 8106 NE 25th Ave., Vancouver, WA. The site is located within the Vancouver Urban Growth boundary and the Single Family Residential Overlay of the Highway 99 Sub-Area Plan. When the Highway 99 overlay was approved, it was agreed that there would be no changes made to the underlying zoning at that time, but that consideration for zone changes could be made at a later date to allow sufficient time for consideration.

The subject parcel is currently zoned Urban Low Density Residential (UL) with single family residential (R 1-6) zoning, as are surrounding parcels to the west, east, and north. The applicant is requesting to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with single family residential (R1-6) zoning and Highway 99 Single Family Residential Overlay to Urban Medium Density Residential (UM) with Residential (R-18) zoning and Highway 99 Mixed Residential Overlay on one parcel (145032000) that is 1.99 acres.

The subject parcel is adjacent to a parcel to the south (144956000) that is split zoned with Urban Medium Density Residential (UM) with Residential (R-18) zoning and Urban Low Density



Residential (UL) with single family residential (R 1-6). The portion of the parcel zoned R1-6 is a narrow strip running along the northern border of the property and is currently being used as parking for the multi-family residential development on the property. As a condition of site plan review, three parcels were combined to form the parcel, which had the two zones. The property owner did not reply when contacted by the applicant and county staff to include this section of their parcel in this proposed amendment.

GENERAL INFORMATION:

Parcel Numbers: 145032000

Location: The parcel is located at 8106 NE 25th Ave., Vancouver, WA.

Area: 1.99 acres

Owner(s): Asghar Sadri

Existing land use:

Site: R 1-6 and Highway 99 Single Family Residential Overlay, developed with a single family dwelling and a general purpose building
North: R 1-6 and Highway 99 Single Family Residential Overlay, developed
South: R-18 and Highway 99 Mixed Residential Overlay, developed as apartments and R 1-6 and Highway 99 Single Family Residential Overlay, parking lot
West: R 1-6 and Highway 99 Single Family Residential Overlay, undeveloped
East: R 1-6 and Highway 99 Single Family Residential Overlay, developed

SUMMARY OF PUBLIC INVOLVEMENT PROCESS

Sixty-day notification was sent to the Department of Commerce on Feb. 15, 2019 under RCW 36.70A.106. A Notice of Determination of Non-Significance and SEPA Environmental Checklist was published in the Columbian newspaper on July 31, 2019. A legal notice was published for the Planning Commission hearing on July 31, 2019. A notice of application and Planning Commission hearing was posted on the property on July 31, 2019.

All public comments are included in the Planning Commission Hearing binder.

APPLICABLE CRITERIA, EVALUATION, AND FINDINGS

CRITERIA FOR ALL MAP CHANGES

- A. The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act (GMA) and requirements, the countywide planning policies, the Community Framework Plan, Comprehensive Plan, City Comprehensive Plans, Applicable Capital Facilities Plans, and official population growth forecasts. [CCC 40.560.010(G)(1)].**

Growth Management Act (GMA)

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA lists thirteen overall goals in RCW 36.70A.020 plus the shoreline goal added in RCW 36.70A.480(1). The goals are not listed in order of priority. The GMA goals that apply to the proposed action are Goals 1, 2, and 4.

Goal 1 Urban Growth. “Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner”. [RCW 36.70A.020(1) and WAC 365-196-310(2)(i)].

Goal 2 Reduce Sprawl. “Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.” [RCW 36.70A.020(2)].

Goal 4 Housing. “Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.” [RCW 36.70A.020(4) and WAC 365-196-410(2)(iii)(C)].

WAC 365-196-410 Housing Element section provides recommendations for meeting the element requirements. Under WAC 365-196-410 (2)(a)(iii)(B), “The housing element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods...

(iii) Housing goals and policies should address at least the following:

(A) Affordable housing;

(B) Preservation of neighborhood character; and

(C) Provision of a variety of housing types along with a variety of densities.” [WAC 365-196-401(2)(a)(iii)(B) and (C)].

Finding: The proposed amendment to re-designate this land to Urban Medium Density Residential (UM) and Highway 99 Mixed Residential Overlay is consistent with the type and intensity of uses expected in the Urban Growth Area (Goal 1). The re-designation to UM will better utilize the 2-acre site by allowing development at an intensity that meets the GMA goal of reducing sprawling low-density development (Goal 2). The proposed change to UM will increase the existing housing stock in the county by permitting between 10 to 22 dwelling units per acre (Goal 4). Allowing this site to develop at a higher density will aid in providing a variety of housing types, affordable to different income levels in this area. The site is within the Vancouver Urban Growth Area and is served by public facilities and services to support the proposed amendment at urban densities. The proposed amendment is consistent with the State GMA Goals 1, 2, and 4, and with WAC 365-196-410 (2)(a)(iii)(B) Housing Goals and Policies.

Community Framework Plan

Community Framework Plan (Framework Plan) provides guidance to local jurisdictions on regional land use and service issues. The Framework Plan encourages growth in centers, urban and rural, with each center separate and distinct from the others. The centers are oriented and developed around neighborhoods to allow residents to easily move through and to feel comfortable within areas that create a distinct sense of place and community. Community Framework Plan policies applicable to this proposal include the following:

Goal 2.0 Housing

The goal of the Housing Element is to “identify sufficient land for housing to accommodate a range of housing types and prices.” The following housing policies apply to the proposed action:

- 2.1.0 Communities, urban and rural, should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries and to ensure an adequate supply of affordable and attainable housing. [Framework Plan, page 13].
- 2.1.2 Provide housing opportunities close to places of employment. [Framework Plan, page 13].
- 2.1.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services. [Framework Plan, page 14].

Goal 9.0 Economic Development

The goal of the Economic Development Element is to “ensure that the type of economic development which occurs contributes to maintaining and improving the overall quality of life in the county.” [Framework Plan, page 21]. The following Economic Development policies apply to the proposed action:

- 9.1.0 Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the community should provide a range of job types for the community’s residents. [Framework Plan, page 21].

Goal 10.0 Community Design

- 10.1.4 Establish development standards for higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle and public transit usage. [Framework Plan, page 22].

Finding: The subject parcel is within the urban growth area and is located in an area of existing urban development surrounded by residentially zoned and developed land. The area to the north of the subject parcel is zoned Low Density Residential (R 1-6), while the parcels to the south are zoned Medium-Density Residential (R-18), which allows 10 to 22 dwelling units per acre. The Community Framework Plan addresses the need for an adequate supply of housing at a range of prices. Allowing this site to develop at a higher density will aid in providing a variety of housing types, affordable to different income levels in this area. A primary goal of the Community Framework Plan is to provide housing that is in close proximity to jobs resulting in shorter vehicle trips and allow densities along public transit corridors that support high capacity transit. The proposed amendment will provide multi-family housing near Commercial, Light Industrial, and Business Park properties. The proposed amendment would provide a mix of housing types and price points consistent with the housing policies in the Community Framework Plan.

Countywide Planning Policies (CWPP)

The GMA, under RCW 36.70A.210, requires counties and cities to collaboratively develop Countywide Planning Policies (CWPP) to govern the development of comprehensive plans. The

WAC 365-196-305(1) defines “the primary purpose of CWPP is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties.”

Housing Element

- “2.1.1 The Comprehensive Plan of the county and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing and group homes and foster care facilities. All jurisdictions will cooperate to plan for a “fair share” of the region’s affordable housing needs and housing for special needs population.
- 2.1.3 Link transportation and housing strategies to assure reasonable access to multi-modal transportation systems and to encourage housing opportunities in locations that will support the development of public transportation.
- 2.1.5 Link housing strategies with the availability of public facilities and public services.
- 2.1.6 Encourage infill housing within cities and towns and urban growth areas.
- 2.1.7 Encourage flexible and cost efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population. [CWPP, page 72].

Finding: The proposed plan amendment is consistent with policies in the Countywide Planning Policies. The subject site is within the urban growth area and located in an area of urban development surrounded by residentially zoned and developed land. The proposal would provide more land for medium-density housing and could permit between 10 to 22 dwelling units per acre. Medium-density housing would support multi-modal transportation, reduce the inappropriate conversion of undeveloped land into sprawling low-density development, provide multi-family housing, and is consistent with the county’s density goals.

Comprehensive Growth Management Plan 2015-2035 (2016 Plan)

The 20-Year Comprehensive Growth Management Plan contains many policies that guide urban form and efficient land use patterns. The most relevant goals and policies applicable to this application are as follows:

Land Use

- Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate conversion of land to sprawling, low-density development.
- 1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit

routes and other areas characterized by both existing higher density urban development and existing services.” [2016 Plan, page 46].

Housing

Goal: Provide for diversity in the type, density, location, and affordability of housing throughout the county and its cities. Encourage and support equal access to housing for rental and homeowners and protect public health and safety.

2.2.2 Encourage a variety of housing types and densities, including mixed-use centers, services and amenities.” [2016 Plan, page 72].

Finding: The proposed amendment to change the comprehensive plan zoning from Urban Low Density Residential (R 1-6) to Urban Medium Density Residential (R-18) zoning would allow between 10 to 22 dwelling units per acre. This will reduce sprawling low-density development, while encouraging a variety of housing types, densities, and price points. The site is within the Vancouver Urban Growth Area and is served by public facilities and services to support the proposed amendment at urban densities. Clark Public Utilities provides water service, Clark Regional Wastewater provides sewer service, Fire District 6 serves this area, and C-Tran serves this area.

Conclusion: Criterion A has been met.

B. The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the plan and the purpose statement of the zoning district. [CCC 40.560.010(G)(2)].

Urban Low Density Residential (UL).

This designation provides for predominantly single family residential development with densities of between five and ten units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single family homes through infill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this designation are the R 1-20, R 1-10, R 1-7.5, R 1-6, and R 1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area. [2016 Plan, page 33].

40.220.010 Single-Family Residential Districts (R 1-20, R 1-10, R 1-7.5, R 1-6, and R 1-5)

A. Purpose.

1. The R 1-20, R 1-10, R 1-7.5 districts are intended to:
 - a. Recognize, maintain and protect established low-density residential areas.
 - b. Establish higher densities where a full range of community services and facilities are present or will be present at the time of development.
 - c. Provide for additional related uses such as school, parks and utility uses necessary to serve immediate residential areas.
2. The R 1-6 and R 1-5 districts are intended to provide for higher single and duplex densities where a full range of community services and facilities are present or will be present at the time of development.” [CCC 40.220.010(A)].

Urban Medium Density Residential (UM)

This comprehensive plan designation provides land for single family attached housing, garden apartment, and multi-family developments ranging from 10 to 22 dwelling units per gross acre. Minimum densities assure that areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas planned for urban medium residential use and assisted living facilities shall be located near commercial uses and transportation facilities in order to efficiently provide these services. Public facilities and institutions are allowed under certain conditions. The implementing base zones in this designation are the R-12, R-18, and R-22 zones. Where offices are determined to be appropriate, the Office Residential OR-15, OR-18, and OR-22 zones can be applied in this designation. [2016 Plan, page 33].

Finding: The proposed comprehensive plan amendment and rezoning is consistent with surrounding land uses and is served by public sewer and water, and is in proximity to commercial services and transportation facilities. Public open space and recreation opportunities are available to the south at Hazel Dell Park, to the northeast at Tenny Creek Park and the Luke Jensen Sports Park, and to the east is NE Padden Parkway Trail. The proposed amendment will provide multi-family housing near Commercial, Light Industrial, and Business Park properties, potentially resulting in shorter vehicle trips. The proposed amendment is in conformance with both the locational criteria in the comprehensive plan and the purpose of the proposed zoning district.

Conclusion: Criterion B is met.

C. The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity. [CCC 40.560.010(G)(3)].

Finding: The site is suitable for the requested Urban Medium Density Residential comprehensive plan designation with R-18 zoning. The site is approximately two acres, is located in an area primarily zoned residential, and abuts a property to the south that is zoned R-18 and developed as Urban Medium Residential. Development of medium-density, multi-family housing on the subject parcel would address a need for market rate affordable housing. In addition, the Highway 99 Mixed Residential Overlay provides for no maximum density for garden apartments, townhomes, and cottage housing. The site is located in an area lacking in developable medium density parcels.

Conclusion: Criterion C has been met.

D. The plan map amendment either; (a) responds to a substantial change in conditions applicable to the area within which the subject property lies; (b) better implements applicable comprehensive plan policies than the current map designation; or (c) corrects an obvious mapping error. [CCC 40.560.010(G)(4)].

The proposed land use amendment (b) better implements applicable comprehensive plan policies than the current land use designation. The site is located in an area lacking in developable medium density parcels. The R-18 parcels to the south are already developed as a medium density apartment complex, as well as a subdivision. Rezoning the subject parcel to an R-18 zoning designation will help address the need for more multi-family housing units in Clark County, is compatible with other nearby land uses, and is consistent with the way the area is developing with residential uses.

Conclusion: Criterion D has been met.

E. Where applicable, the proponent shall demonstrate that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner to serve the proposed designation. Such services may include water, sewage, storm drainage, transportation, fire protection and schools. Adequacy of services applies only to the specific change site. [CCC 40.560.010(G)(5)].

Finding: The full range of urban public facilities and services are available to serve residential uses at the site. The site is in the Vancouver Urban Growth area. Clark Public Utilities provides water service, Clark Regional Wastewater provides sewer service, Fire District 6 and C-Tran bus route #78 serve this area. Future development of all lots in the urban area will be required to provide a separate stormwater system at the time of development. It is in the Vancouver School District. Public open space and recreation opportunities are available to the south at Hazel Dell Park, to the northeast at Tenny Creek Park and the Luke Jensen Sports Park, and to the east is NE Padden Parkway Trail. The site can adequately accommodate the trips generated from more intensive residential uses on the site. The proposed amendment to the comprehensive plan map would not significantly impact the transportation system. Please refer to the attached Transportation Impact Analysis for further information regarding transportation for this proposal.

Conclusion: Criterion E has been met.

RECOMMENDATION AND CONCLUSIONS

Based on the information and the findings presented in this report, the Planning Commission forwards a recommend of **APPROVAL** to Clark County Councilors to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with single family residential (R 1-6) zoning and Highway 99 Single Family Residential Overlay to Urban Medium Density Residential (UM) with Residential (R-18) zoning and Highway 99 Mixed Residential Overlay on one parcel (145032000) that is 1.99 acres.

The following table lists the applicable criterion and summarizes the findings of the staff report for CPZ2019-00006. The Planning Commission findings will be added to the table after public deliberation at the Planning Commission hearing scheduled for this application.

COMPLIANCE WITH APPLICABLE CRITERIA		
	Criteria Met?	
	Staff Report	Planning Commission Findings
Criteria for All Map Changes		
A. Consistency with GMA & Countywide Policies	YES	YES
B. Conformance with Location Criteria	YES	YES
C. Site Suitability and Lack of Appropriately Designated Alternative Sites	YES	YES
D. Amendment Responds to Substantial Change in Conditions, Better Implements Policy, or Corrects Mapping Error	YES	YES
E. Adequacy/Timeliness of Public Facilities and Services	YES	YES
Recommendation:	APPROVAL	APPROVAL

