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CLARK COUNTY  
WASHINGTON

## COMMUNITY PLANNING

### Planning Commission Recommendation

TO: County Council  
FROM: Ron Barca, Planning Commission Vice-Chair  
PREPARED BY: Jose Alvarez, Planner III  
DATE: May 23, 2017  
SUBJECT: CPZ2017-00019 WIARD

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#### **PLANNING COMMISSION RECOMMENDATION**

The Planning Commission heard this matter on June 15, 2017 and voted 6 to 0 to recommend the comprehensive plan and zoning map be amended from Mixed Use (MU) with Mixed Use (MX) zoning to Industrial with Light Industrial zoning on two thirds of tax parcel 200105000 that is approximately 3 acres.

#### **PROPOSED ACTION**

The applicant requests the comprehensive plan and zoning map be amended from Mixed Use (MU) with Mixed Use (MX) zoning to Industrial with Light Industrial zoning on two thirds of tax parcel 200105000 that is approximately 3 acres.

#### **BACKGROUND**

The 1994 Comprehensive Plan had a provision for some properties designated MU which allowed development using the underlying zoning, Light Industrial, unless a rezone was requested. The only implementing zone option was for MX. The former property owners of the abutting property to the south successfully requested a rezone in 2006 to MX, in conjunction with a conditional use permit for the Living Hope Church campus.

The applicant purchased approximately two acres of property designated MU with MX zoning in September of 2016 from the abutting property to the south and did a boundary line adjustment to combine them into one lot thereby creating the split zoning. The site is currently being used to operate an excavating business. If the proposed amendment is approved the applicant will be required to complete a site plan review for the entire site to come into compliance with all applicable code requirements.

#### **GENERAL INFORMATION:**

Parcel Numbers: 200105000

Location: 11000 NE 117<sup>th</sup> Ave

Area: 3.01 acres

Owner(s): Matthew T. Wiard

Existing land use:

Site: Single Family Resident used for commercial  
North: Parking and access drive for abutting waste transfer station  
South: Church and other buildings  
East: Industrial property with residential uses  
West: Waste and recycling facility

### **SUMMARY OF COMMENTS RECEIVED**

Washington State Department of Transportation (WSDOT)  
WSDOT reviewed the Traffic Impact Study submitted by the applicant –WSDOT is requiring all developments along the SR-503 corridor in the vicinity of this project to install center median curb. The purpose of the curb is to restrict left turns along the corridor to improve safety. WSDOT notes the median center curb is not reflected in the applicants’ transportation analysis.

WSDOT may require the applicant to address other issues or requirements as development proceeds and their comments should not be considered a final approval.

Columbia River Economic Development Council (CREDC)  
CREDC submitted a letter in support of policies that promote an adequate supply of employment land and limits the conversion from industrial to commercial or residential without sufficient replacements.

### **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, Clark County 20-Year Comprehensive Plan, and other related plans.***

#### **Growth Management Act (GMA) Goals**

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA goals that apply to the proposed action are Goal 1 and Goal 5.

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
  
- (5) Economic Development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and disadvantaged persons and encourage growth in areas experiencing insufficient*

*economic growth, all within the capacities of the state's natural resources, public services and public facilities.*

**Finding:** The proposed amendment is within the urban areas and would be served by public facilities and services and developed at urban densities. The proposal would allow for employment opportunities and potential expansion of existing business. Therefore, the proposed amendment is consistent with the applicable State GMA Goals.

**Community Framework Plan and Countywide Planning Policies.** The Community 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.

Policies applicable to this proposal include the following:

*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.*

*9.1.1 Encourage industrial uses in major urban centers, small towns and community centers.*

*9.1.3 Encourage businesses which pay a family wage to locate in Clark County.*

*10.1.3 Establish development standards to encourage mixed use developments in urban and rural centers, while providing buffering for each use from the adverse effects of the other.*

County-wide Planning Policy

*9.1.2 The county and cities will demonstrate their commitment to the retention of those enterprises, which have created the economic base of the county and promote their continued growth in a predictable environment, which encourages investment and job growth.*

*9.1.3 The county and cities will encourage long-term growth of businesses of all sizes, because economic diversification and stratification are important factors in overall job growth for the county and its cities.*

**Finding:** The proposed plan amendment and rezoning does encourage a balance of jobs and housing opportunities. The plan amendment would eliminate a potential conflict between industrial and mixed use zoning and would allow for a better buffering between uses. The plan amendment will allow for an expansion of an existing small business.

### **Clark County 20 Year Comprehensive Plan**

The Clark County Comprehensive 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:

**Goal:** *Adopt Urban Growth Area (UGA) boundaries to efficiently accommodate residential and employment increases projected within the boundaries over the next 20 years.*

1.2.2 *The UGA's shall be consistent with the following more specific criteria:*

- *Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.*

Finding: The County updated its 20 year comprehensive plan in June of 2016. The existing plan designates sufficient land for residential and employment growth through 2035. The MU designation is treated in the Vacant Buildable Land model as evenly split between residential and employment land. The proposed amendment would have an acre plus or minus effect on the inventory of land to accommodate future population and employment growth.

Goal: *Provide commercial and industrial employment opportunities to meet the needs of Clark County citizens.*

*9.2.1 Encourage long-term business investments that generate net fiscal benefits to the region, protect environmental quality and are consistent with the objective of higher wage jobs for Clark County residents.*

*9.2.3 Promote a diverse economic base, providing economic opportunity for all residents.*

*9.2.4 Provide priority assistance to employers who pay a family wage.*

Goal: *Assure an adequate supply of industrial sites to meet market demands for industrial development over the planning horizon to create an environment conducive to the startup, growth and expansion of industries.*

*9.3.2 Designate sites for Industrial uses at locations that will be accessible from roadways of arterial classification or higher, potentially served with utilities and a developable area with minimal environmental constraints such as unsuitable soils, floodplains, archaeological sites and wetlands.*

*9.3.3 Maintain an adequate inventory of properties designated for industrial use and that are suitable for a mix of business and industrial park, light and heavy industrial uses; include properties developed by both private and public entities; and provide access to multi-modal transportation services including motor freight, rail and marine facilities.*

Finding: The proposed amendment would encourage business investment and the potential expansion of an existing small business. As mentioned above the effect on the inventory of land would be negligible. The location along SR-503 and its shared access with the industrial properties to the west would be an efficient use of the road network.

Conclusion: Criteria A has been met.

***B. The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the Clark County Comprehensive Plan and the purpose statement of the zoning district. (See 40.560.010G(2) and 40.560.020H(2).)***

*Industrial (I)*

Areas within this designation are implemented with Light Industrial (IL), Business Park (BP), and Industrial Railroad (IR) base zones and are intended to provide the community with employment opportunities such as compatible office and attractive new non-polluting industries. Areas designated Industrial also provides for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries.

Light Industrial (IL) base zones are intended to provide for light manufacturing, warehousing, transportation and other land intensive uses. Services and uses which support industrial uses are allowed in these areas but limited in size and location to serve workers within the industrial area.

*40.230.085 Employment Districts (IL, IH, IR, BP, IL-RILB)*

- A. *Purpose. The purpose of this section is to provide for a wide range of noncommercial economic development and employment opportunities that limit residential, institutional, commercial, office and other non-industrial uses to those necessary for the convenience and support of such development and opportunities.*
- B. *(1)(a) Light Industrial District (IL). The light industrial district is intended to provide for those less-intensive industrial uses which produce little noise, odor and pollution. It also provides for resource-based uses and service uses that are deemed compatible with light industrial uses.*

Finding: The proposed comp plan amendment and rezoning is in conformance with both the locational criteria in the comp plan and the purpose of the proposed zoning districts.

Conclusion: Criteria 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. (See 40.560.010G(3).)***

Finding: The proposed map amendment is suitable for the proposed designation. The applicant submitted a market analysis indicating the need for more industrial land generally. As mentioned above and in the market analysis the proposed change will have a very small impact on the inventory of land to provide for planned growth.

Conclusion: The site is suitable for the requested Industrial (I) designation and Light Industrial zoning. Criteria 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. (See 40.560.010G(4)and 40.560.020H(3).)***

Finding: The applicant addresses this requirement in their narrative by stating that the proposed land use amendment (b) better implements applicable comprehensive plan policies than the current map designation. The applicant states that the current map designation is isolated and surrounded by Industrial development on three sides. Given the location, access, existing waste transfer facility to the west and the history of industrial zoning on the property, staff concurs that

the proposed designation and zoning would better implement the comprehensive plan policies than the current map designation.

**Conclusion:** The proposed change does better implement the applicable comprehensive plan policies than the current map designation. Criteria 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. (See 40.560.010G(5) and 40.560.020H(4).)**

**Finding:** The site is in the Vancouver Urban Growth area. It is expected that a full range of urban public facilities and services will be available to serve industrial uses at the site. The site is currently served by public water, public transportation, transportation arterial network (See the Transportation Impact Analysis) and sewer is available in SR-503 and is served by Fire District 6.

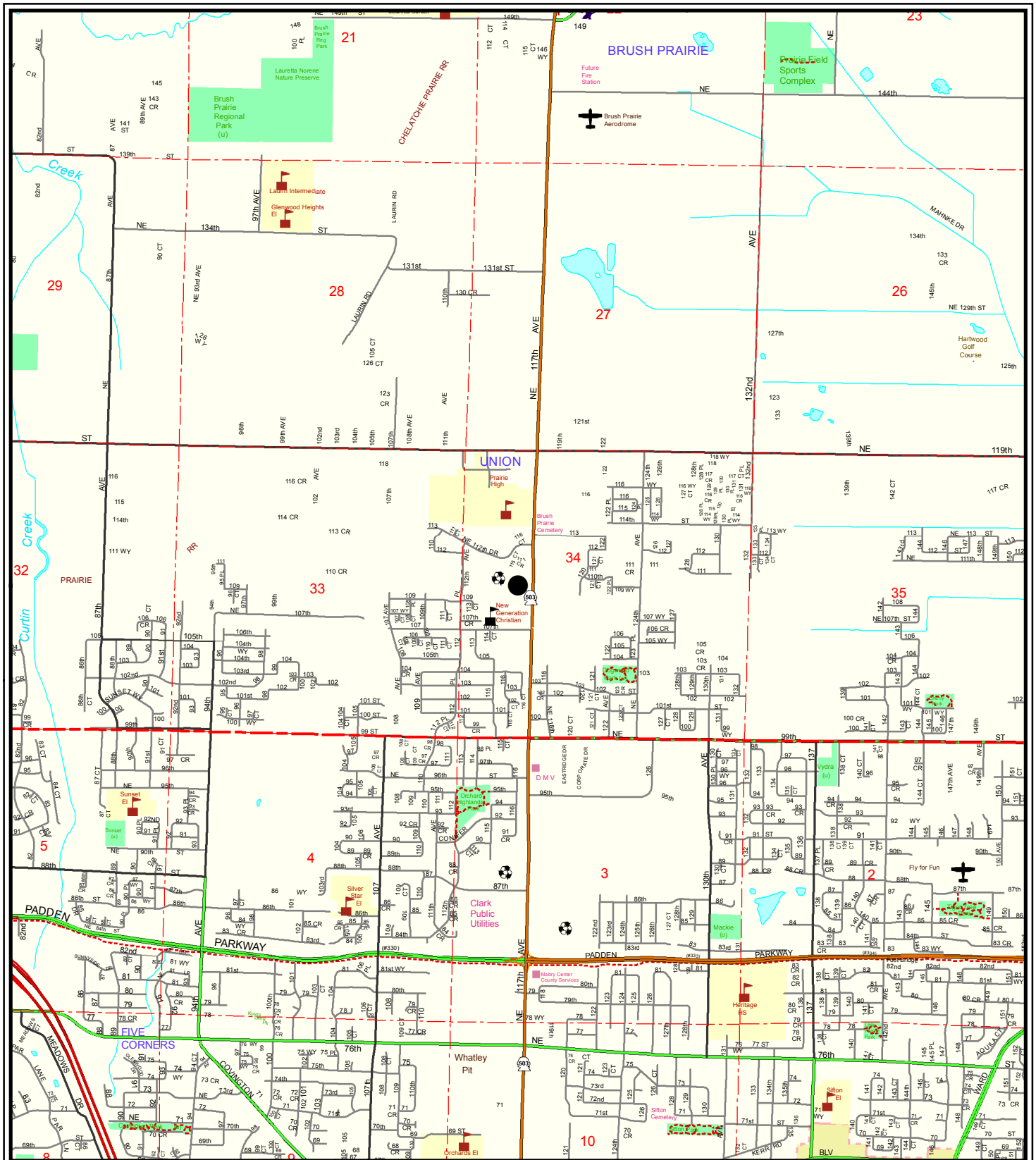
**Conclusion:** Criteria E has been met.

**RECOMMENDATION AND CONCLUSIONS**

Based upon the information and the findings presented in this report and in the supporting documents, the Planning Commission forwards a recommendation of **APPROVAL** to the Board of County Councilors.

The following table lists the applicable criteria and summarizes the findings of the staff report and Planning Commission Findings for Annual Review Case CPZ2017-00019.

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



File # CPZ2017-00019, SN 200105000  
 T3N R2E Sec 34  
 Preliminary Land Division

Owner: WIARD MATTHEW T

● Subject Property Location








Information shown on this map was collected from several sources. Clark County accepts no responsibility for any inaccuracies that may be present.





File # CPZ2017-00019, SN 200105000  
 T3N R2E Sec 34  
 Preliminary Land Division

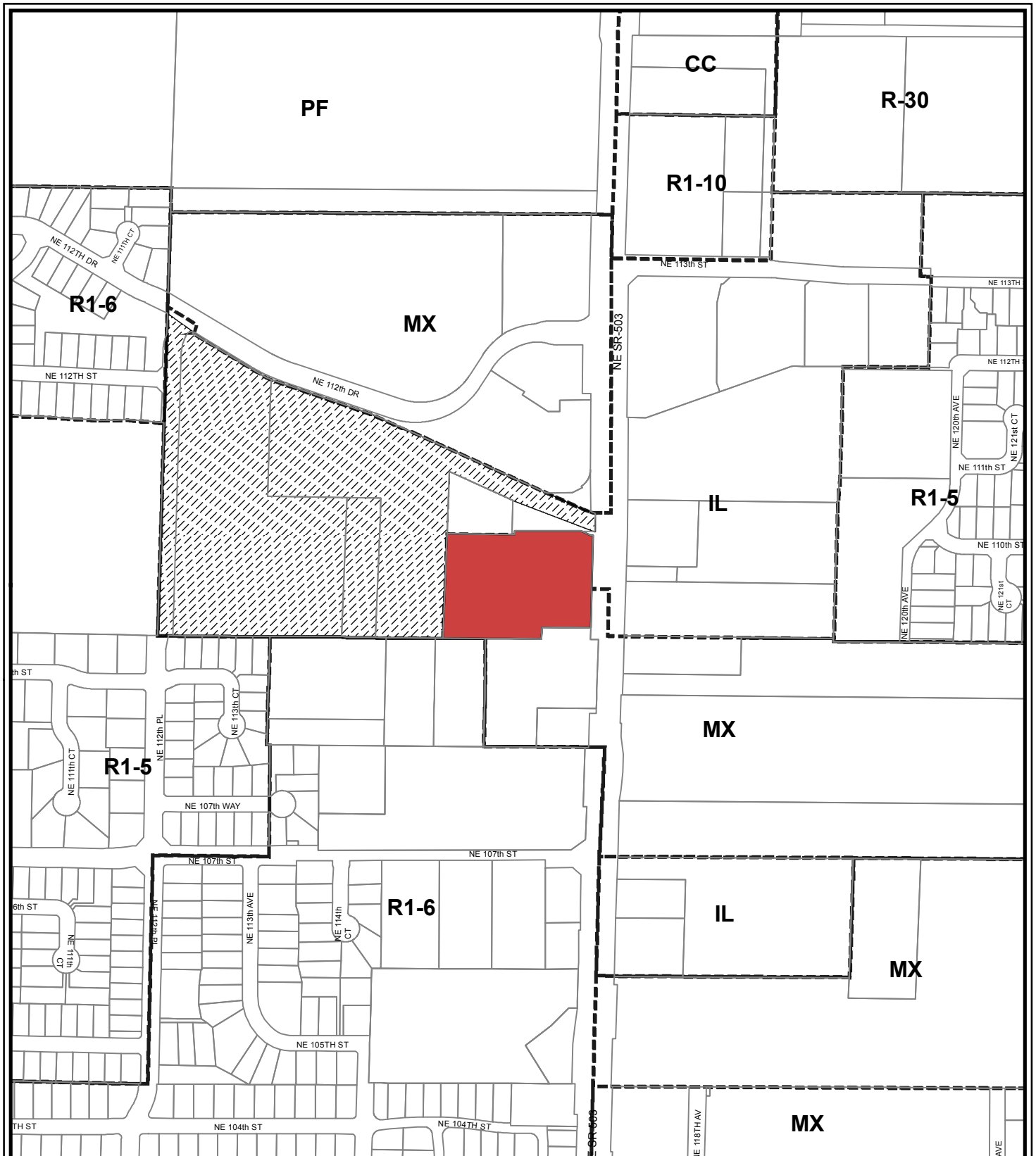
Owner: WIARD MATTHEW T

-  Subject Property Location
-  Comp Plan Boundary
-  Mining
-  Industrial Reserve
-  Columbia River Gorge N.S.A.









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File # CPZ2017-00019, SN 200105000  
 T3N R2E Sec 34  
 Preliminary Land Division

Owner: WIARD MATTHEW T

-  Subject Property
-  Zoning Boundary
-  Mining Combining District
-  Contingent Zoning
-  Urban Holding-10
-  Urban Holding-20



Geographic Information System  
 Printed on: May 24, 2017  
 Project: c:\usr\_proj\xxOrdID178349\_511612\AnnRev1.mxd ()

Information shown on this map was collected from several sources. Clark County accepts no responsibility for any inaccuracies that may be present.

## **Transportation Impact Analysis**

### **Annual Review Case: CPZ 2017-00019 Wiard**

#### **Introduction**

This report provides a transportation analysis of the proposed comprehensive plan amendment and zone change. The report identifies the likely localized and general transportation impacts and shows how applicable adopted transportation policies have or have not been met by the applicant's proposal. Subsequent development will need to comply with applicable county development regulations, including standards governing the design of access and those that ensure transportation system concurrency.

#### **Requested Amendment**

The applicant is requesting to amend the Comprehensive Plan designation and zoning for parcel #200105-000. The change would be from a split designation of Industrial and Mixed-Use comprehensive plan designations with respective IL and MX zoning, to one Industrial comprehensive plan designation with IL zoning over the entire site. The subject site is 3 acres and is located on the west side of SR-503, north of NE 99<sup>th</sup> Street and south of NE 119<sup>th</sup> Street.

#### **Summary of Transportation Impact Findings**

The transportation analysis demonstrates that the proposed land use change would not negatively, significantly impact the transportation system. Staff recommends approval of the proposed comprehensive plan amendment and rezone of the subject parcel.

The applicant submitted a traffic impact analysis which concluded the site could generate 228 net new daily trips when rezoned to IL zoning. The current IL and MX zoning, when this site is fully developed, could generate 1,255 net new daily trips. Therefore, approval of the rezone to IL zoning would generate 1,027 fewer daily trips than the current IL and MX zoning. .

All of the study area intersections are projected to operate at acceptable levels of service in the 2035 "Existing Zoning Build-Out" and 2035 "Proposed Zoning Build-Out".

#### **Public Comment**

The subject parcel is located adjacent to SR-503, which is a Washington Department of Transportation Facility. The applicant would need to consult with WSDOT regarding access issues during the development review phase of the project. Staff emailed a copy of the traffic study to WSDOT for their comments. WSDOT submitted a letter regarding this docket item and it can be found in Exhibit A of this report. The primary comment is that the applicant will only have right-in, right-out access to SR-503. This issue will be addressed during the development review phase of the application. Second, WSDOT said that the traffic study said the traffic study should not have shown left-turns onto SR-503. The proposed use has lower trip generation than the existing use. Secondly, taking left-turns from SR-503 onto the subject site will increase the capacity on SR-503.

#### **Chapter 5: Transportation**

## Countywide Planning Policies

5.0.8 The state, county, MPO/RTPO and local municipalities shall work together to establish a regional transportation system which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.

Findings: The proposed amendment is consistent with the applicable Countywide Planning Policies. The proposed land use will be a less intensive land use than the existing land use and therefore will have less of an impact on surrounding transportation facilities than the existing comprehensive plan designation.

## County 20-Year Plan Policies

**Goal: Develop a regionally-coordinated transportation system that supports and is consistent with the adopted land use plan.**

5.1.3 Performance standards for the regional arterial system and transit routes shall direct growth to urban centers.

Findings: As previously mentioned, the proposed amendment is consistent with the applicable Countywide Planning Policies. The location of the proposed plan amendment is in the urban area.

**Goal: Optimize and preserve the investment in the transportation system.**

5.3.1 Development projects shall adhere to minimum driveway access spacing standards along arterial and collector streets to preserve the capacity of the transportation system. The county shall also work with Washington State Department of Transportation to ensure that minimum access spacing standards for state highways.

Findings: The subject parcel accesses SR-503, which is a state facility. The Washington Department of Transportation (WSDOT) has been contacted regarding this application for their comments. WSDOT commented on this application and this letter can be found in Exhibit A of this report. During the development review stage, the applicant will need to obtain an access permit from WSDOT and per the attached letter, the applicant will only have right-in, right-out access onto SR-503, and will be required to install a median onto SR-503 to control access into and out of the subject parcel.

5.3.5 The local street system shall be interconnected to eliminate the need to use collector or arterial street for internal local traffic.

Findings: As previously mentioned, the proposed amendment is consistent with the applicable Countywide Planning Policies. During the development review stage, the applicant will need to address applicable development code regarding street circulation.



**Washington State  
Department of Transportation**

**Southwest Region**  
11018 Northeast 51st Circle  
Vancouver, WA 98668-1709

360-905-2000  
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[www.wsdot.wa.gov](http://www.wsdot.wa.gov)

March 22, 2017.

Jose Alvarez, Planner III  
Clark County Community Planning  
1300 Franklin Street PO Box 9810  
Vancouver, WA 98666

Re: PAC2016-00152 Wiard  
Comprehensive Plan Amendment and Zone Change  
SR 503, MP 2.36

Dear Mr. Alvarez:

The Washington State Department of Transportation (WSDOT) has reviewed the material submitted for this application. It is our understanding that the applicant is requesting a Comprehensive Plan amendment to change the existing Industrial (I) and Mixed Use (MU) designation to I for the entire parcel, and the zone from a split zone of Light Industrial (IL) and Mixed Use (MX) to IL for the entire parcel. Because no development plans have been submitted, WSDOT has no specific comments at this time. However, WSDOT would like to make the following general comments:

This site fronts SR 503 (NE 117<sup>th</sup> Ave.), which is under the jurisdiction of WSDOT. The applicant should be aware that they will only be permitted one access to this facility. This access will be right-in, right-out only, enforced by a median barrier.

These comments are based on a review of this application for a Comprehensive Plan Amendment to Industrial and zone change to Light Industrial. When a proposed development is brought forward for review, there may be need for additional information by this department for further review. There may be other issues and requirements by this department that are not stated here. Other issues or requirements may include, but are not limited to drainage, illumination, access, signing, and channelization. This review does not constitute final approval of any development of this property by WSDOT.

Thank you for the opportunity to comment on this application. If you have need of additional information, please contact Mr. Ken Burgstahler, Southwest Region Planning Office, at (360) 905-2052.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Michael Williams', with a long horizontal line extending to the right.

Michael Williams  
Southwest Region Planning Manager

MAW: kb

June 1, 2017

Oliver Orjiako, Director  
Clark County Community Planning  
PO Box 9810  
Vancouver, WA 98666

RE: CPZ2017-00019 Wiard Comprehensive Plan Amendment and Zone Change

Dear Mr. Orjiako:

The Columbia River Economic Development Council (CREDC) supports the zone change from Mixed Use zoning to Light Industrial zoning located approximately 600 feet south of the intersection of NE 117<sup>th</sup> Avenue and NE 112<sup>th</sup> Drive.

Serving as the Associate Development Organization for Clark County, the CREDC is a public-private partnership of over 150 investors and strategic partners working together to advance the economic vitality of the community through business growth and innovation. In support of this mission, two of our strategic initiatives that shape our annual work plan are fostering business growth with existing companies and recruiting high quality domestic and international companies to the region.


Part of this work includes monitoring and advocating for employment sites throughout Clark County. Our recent 2016 Employment Land Study determined the supply and readiness of employment sites to meet both short-term and long-term market demand for employment growth. The study identified 56 employment sites that are 20 acres and larger. The sites within the inventory are tiered based market considerations, land use, and physical characteristics to assess site readiness.

Competition for locating regionally significant traded sector companies is growing. Clark County is no longer competing just with other U.S. regions to attract these high-paying jobs but is increasingly vying with metro areas around the world. The larger the county's supply of development ready large industrial sites, the more likely it is that Clark County will be successful in attracting these highly desirable firms.

The CREDC supports policies that promote an adequate supply of employment land and limits the conversion from industrial or office to commercial or residential without sufficient replacements. We also support policies that provide for long-term preservation of key industrial sites.

We encourage Clark County to amend the comprehensive plan and zoning on 3.01 acres from a Mixed Use designation with Mixed Use zoning to an Industrial designation with Light Industrial zoning.

Sincerely,



Mike Bomar  
President, CREDC



BARCA: It's been motioned and seconded. All those in favor?

EVERYBODY: AYE

**C. Communications from the Public**

BARCA: Okay. Now, this is the time in the agenda for communication from the public not related to any of our agenda items this evening. If anybody would like to come forward and bring some item to the Planning Commission unrelated to tonight's agenda, this is your opportunity. And seeing none, we're going to go ahead and go forward then. Let's start with CPZ2017-00019.

**PUBLIC HEARING ITEMS & PLANNING COMMISSION ACTION:**

**A. CPZ2017-00019 Wiard:** A proposal to amend the comprehensive plan and zoning map from a designation of Mixed Use (MX) to Industrial (IL) on the following parcel: 200105000.

ALVAREZ: Thank you, Councilor Barca. My name is Jose Alvarez, Community Planning for the record.

The first item as you mentioned is CPZ2017-00019, Wiard. The proposal is a comprehensive plan and zoning amendment from mixed use with a mixed use zoning to industrial with light industrial zoning. It's approximately three acres, one acre's already industrial, so it would be for two acres. I'm just going to give you a brief overview of the proposal looking at the --

BARCA: Excuse me, Jose. We have no screen in front of us.

ALVAREZ: Oh. Let me look into that.

BARCA: So we don't get the screen, is that what you're saying? I understand. That's so old school. There we go. Something happened, look at that. Well, they can see it. We can work off the papers. Is it on the screen up here?

ALVAREZ: Yeah.

BARCA: We can proceed with our paper then.

ALVAREZ: So sorry for the technical difficulties. So these maps are under Tab 3 and they're just before you get to the first blue tab. Go in reverse order. So this is kind of the general vicinity. It's 503 running north/south. It's along 117th Avenue between 99th Street to the

south and 119th Street to the north. I'd like to give you the zoning map.

So this property when the mixed use designation was created in 1994, we did something kind of unique where the mixed use comp plan designation kept the industrial zoning designation. So the property owners had the ability to either keep the existing industrial zoning; if they wanted to go to mixed use, they could apply for a zone change. The only zone change they could go to was mixed use. That's what happened with the property to the south, and this was a conditional use application that was approved for a church and two acres that were bought by the property owner to the north were part of that development. So subsequently, the property owners to the south sold two acres. The property owner to the north then did a boundary line adjustment and it's all one parcel now, but it is split zoned.

And so we are recommending approval of this proposal and it meets all of the criteria that are required and laid out in the staff report. The environmental analysis, SEPA, comment period closed on the 13th. We haven't received any comments related to SEPA issues.

If you have any questions, I'd be glad to take those now.

BARCA: Any questions for staff? Okay. Seeing no questions for staff, we're going to go ahead and open it up for public testimony.

We have Stacy and Kurt Olson. Are you both coming forward?

STONEX: Probably not, just me.

BARCA: And are you Kurt?

### **PUBLIC TESTIMONY**

STONEX: I'm Kurt Stonex with Olson Engineering representing the property owner and the applicant. I really don't have a lot to add. I think the staff report and application tell the story.

So it's sort of a logical map amendment that he -- you know, like Jose had mentioned, we've got a split zoned property that's surrounded by a transfer station and this would clean up the split zoning and allow him to proceed with the light industrial development, and I'm just here to answer questions if you have any.

BARCA: You're representing the applicant?

STONEX: Yes.

BARCA: Are there any questions for the applicant?

WRIGHT: Is the transfer station to the south of this parcel?

STONEX: No, it's north and west.

BARCA: Bill, you got to get closer. Okay. Thank you so much.

STONEX: Thank you.

BARCA: Is there anybody from the audience that did not sign up on the sign-up sheet that wishes to testify on this particular application?

Okay. Seeing none, we're going to bring it back to the Commission for deliberation.

### **RETURN TO PLANNING COMMISSION**

JOHNSON: Seems straightforward to me.

SWINDELL: Yeah, straightforward. It makes sense to me.

BARCA: Okay. If we have no deliberation, open to a motion.

JOHNSON: I make a **MOTION** to accept staff recommendations for CPZ2017-00019, Wiard.

SWINDELL: I'll **second** it.

BARCA: Motion has been moved and seconded. Any more discussion? Roll call, please.

### **ROLL CALL VOTE**

WRIGHT: AYE

BARCA: AYE

SWINDELL: AYE

JOHNSON: AYE

GRIMWADE: AYE

BENDER: AYE

BARCA: Okay. It's been approved and we can move on. We are moving to CPZ2017-00020, Mill Plain Commercial.

ALVAREZ: Thank you, Mr. Barca.



# Pre-Application Conference Final Report

<b>Project Name:</b>	Wiard
<b>Case Number:</b>	PAC2016-00152
<b>Location:</b>	3617 NW 117 <sup>th</sup> Ave
<b>Parcel Number(s):</b>	200105000
<b>Site Size:</b>	3.01 acres
<b>Request:</b>	A request to amend the Comprehensive Plan and Zoning Maps from MU (MX) to Industrial (IL)
<b>Applicant:</b>	Matt Wiard P.O. Box 821624 Vancouver, WA 98682 (360)772-0088 Fax:(360) 514-9259 <a href="mailto:matt@earthworksexcavatingservices.com">matt@earthworksexcavatingservices.com</a>
<b>Contact Person:</b>	Olson Engineering Attn: Jocelyn Cross 222 E Evergreen Blvd. Vancouver, WA 98660 (360) 695-1385 Fax: (360) 695-8117 <a href="mailto:jocelyn@olsonengr.com">jocelyn@olsonengr.com</a>
<b>Property Owner:</b>	Same as Applicant

**DATE OF CONFERENCE:** December 14, 2016

**STAFF CONTACT:** Jose Alvarez, Clark County Annual Review Coordinator  
(360) 397-2280 – ext. 4898 [annual.review@clark.wa.gov](mailto:annual.review@clark.wa.gov)

**PRESENT AT CONFERENCE:**

<b>Name</b>	<b>Contact Information</b>
Jose Alvarez	Clark County Community Development (see above)
Laurie Lebowsky	Clark County Community Planning (Transportation) (360) 397-2375 – ext. 4544

**Disclaimer:** The following is a brief summary of issues and requirements that were identified at the pre-application conference based on the information provided by the applicant. This summary may contain supplemental information which was not discussed in the conference and is intended to aid the applicant in preparing a complete Annual Review application and/or to provide the applicant with additional information regarding the subject site. Staff responses and information contained in this pre-application report are preliminary in nature, and do not constitute an approval or denial. The determinations contained in this report were based upon information submitted by the applicant, and may be subject to change upon further examination or in light of new or revised information contained in the formal application.

## APPLICATIONS REQUIRED

The requested Comprehensive Plan map and concurrent zone map amendments require an Annual Review/Zone Change Application to be completed. The application will be processed through the Type IV Review process. A SEPA checklist is required to be completed as a part of the Annual Review application.

### Estimated fees:\*

Combined Annual Review/Rezone.....	\$8,113.00
Issuance Fee.....	\$94.00
Environmental Checklist Review (SEPA).....	\$1,987.00
Issuance Fee.....	\$53.00

**\*Fees cited are estimated and based upon the fee schedule in effect at the time of pre-application conference and are subject to change.**

## APPLICABLE POLICIES, CODES and CRITERIA

The following list is not exhaustive of all county, state or federal regulations that may govern development of the site, but is inclusive of those addressed by the county in this comprehensive plan/zone amendment review process.

- Clark County 20 Year Comprehensive Growth Management Plan Policies
  - Chapter 1 – Land Use Element
  - Chapter 9 – Economic Development
  - Chapter 11 – Community Design Element
- Clark County Unified Development Code
  - Title 40:
    - Section 40.230 (Commercial Districts)
    - Section 40.500.010 (Procedures)
    - Section 40.560.010 (Plan Amendment Procedures)
    - Section 40.570 (SEPA)

Clark County Criteria for Map Changes (found within the text of this report)

- Section 40.560.010G (Criteria for all Map Changes)
- Section 40.560.020 (Changes to Districts, Amendments, and Alterations)
- Section 40.560.020G (Approval Criteria)



## **Comprehensive Plan Designation Map Change Criteria**

Comprehensive plan designation changes may only be approved if **all** the following criteria are met (40.560.010G) AND (40.560.010H):

1. *The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act and requirements, the Countywide Planning Policies, the Community Framework Plan, the Comprehensive Growth Management Plan, applicable city comprehensive Plans, and including applicable capital facilities plans and official population growth forecasts; and*
2. *The proponent shall demonstrate that the designation is in conformance with the appropriate location criteria identified in the plan; and*
3. *The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity; and*
4. *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; and*
5. *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.*

## **Zone Change Criteria**

The concurrent zone change may only be approved if **all** the following criteria are met (40.560.020G):

1. *Requested zone change is consistent with the comprehensive plan map designation.*
2. *The requested zone change is consistent with the plan policies and location criteria and the purpose statement of the zoning district.*
3. *The zone change 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.*
4. *There are adequate public facilities and services to serve the requested zone change.*

## **SUBMITTED MATERIALS REVIEWED**

The following materials were provided by the applicant and were reviewed by Clark County staff in advance of the pre-application conference:

- Application forms
- Narrative
- GIS Packet

## **BACKGROUND**

The applicant proposes to amend the comprehensive plan and rezone approximately 3.01 acres from Mixed Use comp plan designation and zone to an Industrial zone and a light industrial zone.

## **SUMMARY**

The following comments and issues were discussed or identified during the pre-application meeting held on December 14, 2016.

### **Land Use**

#### ***Comments provided by Clark County Long Range Planning, Jose Alvarez:***

Staff provided an overview of how the pre-application conference would be conducted and a summary of what information would be covered. Staff also provided Information regarding Clark County's obligation to plan under the State's Growth Management Act and the long-range, comprehensive planning exercise that concluded in 1994 with the adoption of the 20-Year Comprehensive Growth Management Plan and corresponding zone map. In 2004, 2007 and 2016 the County adopted an updated 20-Year Comprehensive Plan and zone map.

Specific to this application, staff stated that the assumption is that the current comprehensive plan and zone designation (Mixed Use, MX) was still applicable to this area and that the applicant will need to demonstrate that a change to an industrial zone is appropriate and consistent with the County's Growth Management Plan and Unified Development Code. Staff said that the proposal to change the designation will need to be consistent with the Growth Management Act and the county-wide planning policies, specifically the commercial policies in the comprehensive plan (Growth Management Plan). Staff proceeded to discuss with the applicant the Comprehensive Plan Designation Map Change Criteria that the applicant will need to address in an application.

Staff noted that the portion of the property that is currently zoned MX with an MU comp plan designation was changed to MX as part of a rezone with the property to the south.

### **Transportation**

#### ***Comments provided by Clark County Long Range Planning, Laurie Lebowsky:***

The approval criteria require that the applicant demonstrate that adequate transportation facilities can be provided to serve the proposed designation. This can be accomplished by submitting a traffic analysis which compares a reasonable build-out scenario under the existing and proposed designations. It is recommended that the study horizon be 2037 or an equivalent year representing build out of the adopted urban area. Network improvements should include all those projects that are in the financially constrained Regional Transportation System Plan.

Prior to conducting the traffic analysis, it would be advisable for the applicant to submit a comparison of the potential trip generation from the site under the existing and proposed designations. With that information, staff can better define the intersections likely to be affected.

Access to NE 117th Avenue (SR 503) is under Washington State Department of Transportation (WSDOT) jurisdiction. Staff recommends that the applicant coordinate with WSDOT staff regarding this annual review application. Although access is generally a development review issue, the applicant should consider that WSDOT is limiting access to SR-503.

The applicant will need to provide documentation regarding any easements and also information showing how the applicant's property can be accessed.

## NEIGHBORHOOD ASSOCIATION CONTACT

While not required of a complete application for a comprehensive plan amendment, staff recommended that the applicant talk to the neighborhood association chair for their area. The Sunnyside Neighborhood Association president is Judy Bumbarger-Enright at (360) 699-2050 or email at: [sunnysidenava@yahoo.com](mailto:sunnysidenava@yahoo.com) Staff also encouraged the applicant to discuss the proposed land use designation change with neighbors.

## TIME FRAMES

January 1 through January 31 - Submit Final Annual Review Application

February 1 through to April 1 – Clark County staff will review and prepare a recommendation to the Planning Commission (**this period may be extended depending on staff work load**)

Fourth Quarter or sooner - Planning Commission will approve or deny request. If the Planning Commission approves the Board of Commissioners will review and make a final determination. If the Planning Commission denies the request, the applicant needs to appeal the denial. In practice staff forwards all recommendations to the Board of Commissioners for final resolution of the requests.

## ADDITIONAL MATERIALS

A complete list of required documents is contained in the Annual Review application packet. A Completed SEPA checklist is required for the final application. NOTE: Submit a copy of this summary with your final application.

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## ATTACHMENTS/REFERENCES

- Annual Review/Zone Change Application Form
- State Environmental Policy Act (SEPA) Review Handout
- SEPA Rules, Chapter 197-11 WAC  
<http://www.clark.wa.gov/longrangeplan/review/documents/sepa-wac.pdf>
- Clark County Growth Management Plan –  
[www.co.clark.wa.us/longrangeplan/review/adopted-plan-text.html](http://www.co.clark.wa.us/longrangeplan/review/adopted-plan-text.html)
- Clark County Code Title 40 –  
[www.clark.wa.gov/commdev/development/developcode.html](http://www.clark.wa.gov/commdev/development/developcode.html)
- Growth Management Act and Related Laws – 2004 Update – (RCW 66.70A.020 Planning goals.)  
<http://www.co.clark.wa.us/longrangeplan/review/documents/gma-related%20laws-pub.pdf>

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**ANNUAL REVIEW**  
**Application Written Narrative**  
**Wiard (PAC2016-00152)**

Property Location

The subject property is located at 11000 NE 117<sup>th</sup> Avenue, Vancouver, Washington. The property is described as Lot 131, tax assessor's serial number 200105-000, and Lot 49, located in the northwest ¼ of Section 34, T3N, R2E, W.M.

Property Characteristics

The property is partially vacant and unused. In the northern corner of the property there is an existing building. The property is in the Vancouver Urban Growth Area. Water, sewer and other public services are available. Refer to the Developer's GIS Packet for more information. According to Clark County GIS, there are no environmental factors affecting the property. However, it is located within a Critical Aquifer Recharge Area (CARA) Category 2 and has a moderate-high archaeological probability.

The property has a split designation in the Comprehensive Plan, with a portion being designated Industrial (I) and a portion being designated Mixed Use (MU). The zoning is also split between MX and IL. Surrounding properties to the north, west and east (across NE 117<sup>th</sup> Avenue) are zoned Light Industrial (IL). To the south, properties are zoned R1-6 and MX.

Proposed Request

The Applicant proposes a Comprehensive Plan Amendment to change the existing split Comprehensive Plan from MU and I to the entire parcel as I, and the zone from a split zone of Light Industrial (IL) and Mixed Use (MX) to IL, thus keeping the parcel in the same zones as the surrounding parcels to the north, east, and west.

Criteria

The proposed request is consistent with all of the applicable policies and criteria in the comprehensive plan and UDC 40.560.010 and 40.560.020. This is a request for a comprehensive map and zoning map amendment that is processed through a Type IV procedure pursuant to UDC 40.560.020.A.2.

The criteria for comprehensive plan map changes are set forth in UDC 40.560.010.G., as follows:

1. *The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act and requirements, the countywide planning policies, the community framework plan, comprehensive plan, city comprehensive plans, applicable capital facilities plans and official population growth forecasts; and*

Growth Management Act (GMA)

The proposal furthers several of the goals of the Growth Management Act, including:

- Goal One "Urban Growth"
- Goal Two "Reduce Sprawl"
- Goal Three "Transportation"
- Goal Five "Economic Development"

The Urban Growth Element of the GMA (Goal One) encourages development within existing urban areas where adequate public facilities and services exist, or can be provided in an efficient manner. The subject property is located within Vancouver's Urban Growth Boundary. Water and sewer services are currently provided to this area. The property is already served with urban levels of other public services, such as police and fire protection. There are existing fire hydrants in close proximity to the property.

Goal Two encourages the reduction in the inappropriate conversion of undeveloped land into sprawling, low density development. As noted, the property is already within the City of Vancouver's Urban Growth Boundary.

Goal Three encourages efficient, multi-modal transportation systems based on regional priorities and coordinated with county and city comprehensive plans. This property is served efficiently by the transportation network. C-Tran services are available nearby at NE 117th Avenue & 107th Street. Changing the zoning on this property to Light Industrial will not decrease the opportunities for multi-modal transportation.

Goal Five encourages economic development throughout the State that is consistent with adopted comprehensive plans in the area. With the proposed designation, economic opportunities will be created via job creation for the community that will exceed those currently available under the mixed use zoning. The creation of better and more jobs on the property will allow even more residents to live/work near their home instead of having to cross the river to work in Oregon.

Goal six seeks to protect private property rights. In most cases, a property owner does not have a right to a particular zoning designation. However, allowing a property owner, consistent with the goals and policies of the Comprehensive Plan, to change the property's zoning in a manner that the property owner believes will create a more beneficial use, certainly furthers this goal.

This application presents no implications or effects upon Permit Processing (goal seven), Resource Lands (goal eight), Open Space and Recreation (goal nine), the Environment (goal ten) or any of the remaining goals of the GMA.

#### Clark County Comprehensive Plan

### **Community Framework Plan Policies**

#### *9.0 Economic Development*

*Although an Economic Development Element is not required in the Comprehensive Growth Management Plan, Clark County will include this element in order to ensure that there is a balance of economic and population growth in the county and that the type of economic development which occurs contributes to maintaining and improving the overall quality of life in the county.*

#### *9.1 Framework Plan Policies*



*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.*

*9.1.1 Encourage industrial uses in major urban centers, small towns and community centers.*

*9.1.2 Revise commercial and industrial development standards to allow for mixed use developments and ensure compatibility with nearby residential and public land uses.*

*9.1.3 Encourage businesses which pay a family wage to locate in Clark County.*

*9.1.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.*

#### *10.0 Community Design*

*Implementation of the Community Framework Plan will require attention to the details of design if it is to succeed in encouraging a sense of community and getting people to use alternative means of transportation. The following policies are intended to focus the design policies of each jurisdiction on certain key issues which must be coordinated in order to be effective.*

#### *10.1 Framework Plan Policies*

*10.1.3 Establish development standards to encourage mixed use developments in urban and rural centers, while providing buffering for each use from the adverse effects of the other.*

Approval of the proposed plan amendment to change the existing split Comprehensive plan from MU and I to the entire parcel as I, and the zone from a split zone of Light Industrial (IL) and Mixed Use (MX) to IL supports these Community Framework Plan Policies for a number of reasons. Policy 10.1.3 encourages buffering mixed uses from industrial uses to prevent adverse effects of each use from impacting the other. This policy is met by straightening the boundary between the mixed use and industrial areas and eliminating the peninsula of mixed use surrounded by industrial in three sides. This also supports policy 9.1.2 by allowing for both industrial and mixed uses while ensuring compatibility between them. Compatibility between uses will be much easier to achieve by straightening the boundary between them and eliminating the peninsula of mixed use within the larger industrial area.

The subject property is more suitable for an Industrial Comprehensive Plan designation because it is located in an area where there is greater need for industrial land and is more suitable for light industrial land than mixed use, given the existing surrounding zoning (which is industrial on three sides) and surrounding uses, including an auto repair business immediately to the east across NE 117th Avenue and the County Transfer and Recycling Center and Columbia Resource Co. immediately adjacent to the west and north. Given the proximity of industrial and industrial service type uses on three sides of the property, compatibility among uses (policies 10.1.3 and 9.1.2) are better met with the proposed designation than the existing one.

Other policies, such as providing a balance of jobs and housing and sufficient land for business (Policy 9.1.0), family wage jobs (9.1.3) and appropriate commercial development in neighborhoods that support the surrounding community (9.1.4) are also better supported by an industrial designation that is more likely to support family wage jobs than a mixed use designation and by eliminating the peninsula of mixed use to promote a more appropriate mix of compatible uses that support the surrounding community without introducing unnecessary conflicts by introducing residential uses in areas that are surrounded on three sides by existing and planned industrial uses.

### **County 20-Year Planning Policies**

*Goal: Integrate land uses to reduce sprawl, promote physical activity through active transportation and foster neighborhood and community identity.*

#### *1.4 Policies*

*1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:*

- Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.*
- Schools or other frequently used public facilities and the residential areas they serve should be allowed and encouraged to locate near to one another.*
- Commercial, industrial or other employers and the residential areas they serve should be allowed and encouraged to locate near to one another, as long as negative impacts from non-residential uses on the residential areas are mitigated.*

*1.4.2 Encourage mixed-use developments, which provide opportunities to combine residential, commercial or other uses within individual structures, or within adjacent structures or developments.*

*Goal: Optimize and preserve the investment in the transportation system.*

#### *5.3 System Preservation Policies*

*5.3.1 Development projects shall adhere to minimum driveway access spacing standards along arterial and collector streets to preserve the capacity of the transportation system. The county shall also work with Washington State Department of Transportation to ensure that minimum access spacing standards for state highways are maintained.*

*5.3.5 The local street system shall be interconnected to eliminate the need to use collector or arterial streets for internal local traffic.*

*Goal: Develop specific concurrency management standards for incorporation into the development review process, to determine the precise requirements for the timing, funding and circumstances for the provision of concurrent services and facilities.*

#### *6.9 Policies*

*6.9.1 Develop direct concurrency requirements for the provision of transportation, water, sewer and stormwater facilities and services into the normal development process.*

*6.10.10 Changes to the 20-Year Plan shall not be approved which impose inordinate additional net costs on mobile, centralized services such as police, fire, emergency services, school busing or solid waste services.*

#### *Unincorporated County*

*The following goals and policies are not countywide and apply only to the unincorporated areas.*

*Goal: Provide commercial and industrial employment opportunities to meet the needs of Clark County citizens.*

#### *9.2 Policies*

*9.2.1 Encourage long-term business investments that generate net fiscal benefits to the region, protect environmental quality and are consistent with the objective of higher wage jobs for Clark County residents.*

*9.2.3 Promote a diverse economic base, providing economic opportunity for all residents.*

*9.2.4 Provide priority assistance to employers who pay a family wage.*

*Goal: Assure an adequate supply of industrial sites to meet market demands for industrial development over the planning horizon to create an environment conducive to the startup, growth and expansion of industries.*

#### *9.3 Policies*

*9.3.1 In cooperation with local jurisdictions, maintain a minimum 10-year supply of industrial land based on average absorption rates over the last five years.*

9.3.2 *Designate sites for industrial use at locations that will be accessible from roadways of arterial classification or higher, potentially served with utilities and a developable area with minimal environmental constraints such as unsuitable soils, floodplains, archaeological sites and wetlands.*

9.3.3 *Maintain an adequate inventory of properties designated for industrial use and that are suitable for a mix of business and industrial park, light and heavy industrial uses; include properties developed by both private and public entities; and provide access to multimodal transportation services including motor freight, rail and marine facilities.*

*Goal: Provide contextually-appropriate commercial sites adequate to meet a diversity of needs for retail, service and institutional development in Clark County.*

#### *9.4 Policies*

9.4.1 *In cooperation with local jurisdictions, maintain an adequate supply of commercial lands within designated urban growth areas, based on average absorption rates of the last five years plus an appropriate market factor.*

- *Designate sufficient commercial land for the 20-year planning period, located within designated urban growth areas;*
- *Discourage removal of commercial land from the inventory that results in a less than 10-year supply of commercial sites;*
- *Update inventories of commercial lands at least every ten years; and,*
- *Encourage infill and redevelopment of underutilized commercial sites.*

9.4.2 *Locate convenience-oriented retail and service developments adjacent to residential neighborhoods; encourage small-scale neighborhood commercial uses directly within residential areas.*

9.4.3 *Encourage commercial and mixed-use developments located on current or planned transit corridors; encourage transit-oriented site planning and design.*

9.4.4 *Maintain design guidelines to ensure that commercial projects are developed with minimal impact on surrounding land uses, are consistent with related community appearance/design guidelines and assure pedestrian as well as vehicular access.*

*Goal: Development in urban areas and rural centers should incorporate diverse uses designed in a manner that provides for a sense of community, supports the human scale and allows for multi-modal transportation options.*

#### *11.2 Policies*

11.2.1 *Encourage the development of multi-story, mixed uses and other commercial uses that utilize regional architectural styles and are at a human scale.*

11.2.2 *Encourage infill and conversion of existing single uses to mixed use centers in the urban centers and transit corridors.*

Approval of the proposed plan amendment to change the existing split Comprehensive plan from MU and I to the entire parcel as I, and the zone from a split zone of Light Industrial (IL) and Mixed Use (MX) to IL supports these County 20-Year Planning Plan Policies for a number of reasons, as discussed below. Policy 1.4.1 encourages interrelated uses to locate in close proximity of each other as long as impacts of non-residential uses on residential uses can be mitigated. Given the surrounding industrial zoning and existing industrial uses, including a transfer center, an auto repair and an RV storage lot, it is questionable whether a peninsula of mixed use would adequately protect residential use from existing and planned surrounding industrial uses. Drawing a straight line between the industrial area and the mixed use and residential areas to the south will allow employment uses to locate near residential uses without unduly intruding on residential uses in satisfaction of Policies 1.4.1 and 1.4.2.

Future industrial development of the property can meet the transportation and other infrastructure requirements in Policies 5.3 and 6.9 as well as their sub-policies, and therefore these policies and sub-policies are met. See the report prepared by H. Lee and Associates.

The economic policies of Policies 9.2, 9.3 and 9.4 and their sub-policies are met by designating the property for industrial uses. An industrial designation will better serve the policy of providing a diverse economic base supporting family wage jobs (Policy 9.2). The property has good access to NE 117<sup>th</sup> Ave/SR 503, an arterial or higher classification (Policy 9.3). Removal of commercial/mixed lands is discouraged to prevent the loss of needed jobs producing land, but this land is being proposed for industrial designation, which will produce more jobs than commercial or mixed use, so the overall goal of providing an adequate supply of industrial and commercial lands for jobs is met (policies 9.3 and 9.4).

A sense of community and human scale (Policy 11.2) can be better provided with an industrial designation because a peninsula mixed use land protruding into a surrounding area of existing and planned industrial uses would cause conflicts between the residential component of any proposed mixed use development and surrounding industrial uses. Straightening the boundary between the industrial area and the residential/mixed use area to the south thus better serves the purpose of these policies than the existing designation.

## **Countywide Planning Policies**

### *2.1 Countywide Planning Policies*

*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.*

*2.1.2 Link economic development and housing strategies to achieve parity between job development and housing affordability.*

### *9.1 Countywide Planning Policies*

*The following policies are countywide and apply to both incorporated and unincorporated areas.*

*9.1.1 The county and cities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all residents, including unemployed and disadvantaged persons. Growth which helps to measurably raise the average annual wage rate of community residents and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County residents.*

*9.1.3 The county and cities will encourage long-term growth of businesses of all sizes, because economic diversification and stratification are important factors in overall job growth for the county and cities.*

*9.1.8 The county and cities will provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development.*

*9.1.9 The county and cities will encourage the recruitment of new business employers to absorb the increasing labor force and to supply long-term employment opportunities for county's residents who are currently employed outside of the State.*

Approval of the proposed plan amendment to change the existing split Comprehensive plan from MU and I to the entire parcel as I, and the zone from a split zone of Light Industrial (IL) and Mixed Use (MX) to IL supports these Countywide Planning Plan Policies for a number of reasons. Although housing would be allowed in the mixed use zone, given the existing and planned industrial uses surrounding the subject property on three sides, the property is

not suitable for housing due to conflicts with surrounding uses, so conversion to industrial uses would further Policies 2.1.1 and 2.1.2 by providing a better jobs to housing balance without impacting the supply of land that is suitable for housing.

The proposed industrial designation will better meet the economic policies of Countywide Planning Policies 9.1.1, 9.1.3, 9.1.8 and 9.1.9 by providing better opportunities for industrial development, jobs growth for all residents, opportunities for business of all sizes and local employment opportunities, since the industrial designation will be better suited to family wage jobs producing uses than the mixed use designation at a more appropriate location given the existing and planned industrial uses surrounding the subject property on three sides.

## **20-Year Plan Map Amendment**

Finally, the Comprehensive Plan requires an applicant to demonstrate “that the supply of available land in the requested plan designation may be insufficient to accommodate anticipated growth.” See Comprehensive Plan, Chapter 14, Amendments to the 20-Year Plan; 20-Year Plan Map Amendment, page 266. To meet this criterion (and criterion 1 on page 266 that requires the applicant to address official population growth forecasts), the applicant is submitting a report prepared by the Responsible Growth Forum and Building Industry Association of Clark County entitled “Clark County, WA./How Many People Are We Going To Plan For?” to demonstrate that the supply of available light industrial land may be insufficient to accommodate anticipated growth.

Additionally, the applicant is submitting an economic report and market analysis prepared by Cascade Planning Group to show a need for light industrial land at this location.

Criterion 4 on page 266 of the Comprehensive Plan requires an applicant to demonstrate “*The requested change will not impact the character of the area to the extent that further plan map amendments will be warranted in future annual reviews unless the scope of the amendment is expanded. The county may expand the scope of any annual review.*” This criterion is met because straightening the boundary between the mixed use area and the light industrial area will not adversely impact the character of the area, but will in fact improve the character of the area. Straightening the boundary between these two zones will not create a situation where “further plan map amendments will be warranted in future annual reviews.” This criterion is met.

The remaining criteria on page 266 of the Comprehensive Plan are nearly identical to the five criteria of UDC40.560.010.G, and the findings above under UDC40.560.010.G (1) through (5) are incorporated herein by this reference. There are no applicable city comprehensive plan provisions relevant to this application. This request is accompanied by a parallel rezone application in compliance with criterion 5 and it will be reviewed by the Planning Commission and Clark County Board of Councilors as required by criterion 6.

2. *The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the plan; and*

The applicable locational criteria in the Comprehensive Plan include:

### *Mixed Use (MU)*

*The Mixed Use designation intends to allow mixed use developments to provide the community with a mix of mutually supporting retail, service, office and residential uses. Areas within this designation are implemented with the list of uses allowed in the Mixed Use (MX) zone. Areas within this designation are implemented with the list of*



uses allowed in the Mixed Use (MX) zone and are intended to achieve the goals and objectives of the Community Framework Plan and the comprehensive plan:

- enhance livability, environmental quality and economic vitality;
- accommodate and respect surrounding land uses by providing a gradual transition into lower density neighborhoods that may encircle a potential mixed-use site;
- maximize efficient use of public facilities and services; provide a variety of housing types and densities;
- reduce the number of automobile trips and encourage alternative modes of transportation;
- and create a safe, attractive and convenient environment for living, working, recreating and traveling; and,
- shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping and parking as contained in the Mixed Use Design Standards.

#### *Industrial (I)*

Areas within this designation are implemented with Light Industrial (IL), Business Park (BP) and Industrial Railroad (IR) base zones and are intended to provide the community with employment opportunities such as compatible office and attractive new non-polluting industries. Areas designated Industrial also provides for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries.

- Light Industrial (IL) base zones are intended to provide for light manufacturing, warehousing, transportation and other land intensive uses. Services and uses which support industrial uses are allowed in these areas but limited in size and location to serve workers within the industrial area.

The economic report prepared by Cascade Planning Associates supports the proposed change under these locational criteria. As discussed above, surrounding uses on three sides are more industrial in nature than mixed use, and the surrounding zoning is industrial. The subject property constitutes a peninsula of mixed use protruding into an area that is designated for industrial uses with a surface mining overlay, which makes the subject property unsuitable for livable, safe and attractive residential uses. The lack of suitability for residential uses makes a mixed use zoning inappropriate.

The proposal meets the locational criteria for industrial uses since the property is well suited for light industrial uses similar to those that currently exist on three sides. The proposal would straighten the boundary between the industrial area to the north and the mixed use and residential areas to the south, providing for a logical and gradual transition of uses and satisfy a need for more light industrial land in this area.

3. *The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity; and*

The subject property is more suitable for an Industrial Comprehensive Plan designation under this criteria because it is located in an area where there is greater need for industrial land and is more suitable for light industrial land, given the existing surrounding zoning (which is industrial on three sides) and surrounding uses, including an auto repair business immediately to the east across NE 117<sup>th</sup> Avenue and the County Transfer and Recycling Center and Columbia Resource Co. immediately adjacent to the west and north. Given the proximity of industrial and industrial service type uses on three sides of the property, it is much more suited to an industrial zoning designation than a mixed use designation. See the report prepared by Cascade Planning Associates.

4. *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; and*

For the reasons discussed above under Criteria 1 and 2 with respect to the applicable plan policies and more specifically the locational policies, all of which is incorporated herein by this reference, the proposed plan amendment better implements applicable plan policies than the current map designation.

5. *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.*

The property is located within the existing UGA and can easily be served with public facilities and services in an efficient manner. Services such as water, sewage, storm drainage, transportation, fire protection and schools are adequate and there are existing fire hydrants in close proximity to the property. Transportation issues are addressed in the report prepared by H. Lee and Associates. Other services are demonstrated by the Developers GIS packet.

The provisions of 40.560.010.H impose “additional criteria for commercial map changes” as follows:

*Amendments to the plan map for designation of additional commercial land or for changing the zoning from one commercial district to another shall meet the following additional requirements:*

1. *A market analysis using the weighted block group centroid retrieval method shall be submitted which verifies the need for the new commercial area or center; and*
2. *A land use analysis of available commercially designated and zoned land in the market area of the proposed site shall be submitted which demonstrates that the existing commercial land is inadequate. The most recent vacant lands model must be used for the land use analysis.*

This criterion applies to requests for additional commercial land, and is therefore inapplicable to this request for designation of additional industrial land. Although a market analysis is not required to satisfy 40.560.010.H because this proposal is to designate additional industrial land rather than additional commercial land, a market analysis has been prepared by Cascade Planning Group and submitted with this application.

The criteria for a zoning map changes are set forth in 40.560.020.G., as follows:

1. *Requested zone change is consistent with the comprehensive plan map designation.*

The requested zone change from Mixed Use (MX) to Light Industrial (IL) will be consistent with the comprehensive plan map change requested above from MU to I.

2. *The requested zone change is consistent with the plan policies and locational criteria and the purpose statement of the zoning district.*

The requested zone change is consistent with the plan policies and locational criteria for the reasons discussed above under the criteria for a comprehensive plan map change, which is incorporated herein by reference. The purpose of the Light Industrial district is “intended to provide for those less-intensive industrial uses which produce little noise, odor and pollution. It also provides for resource-based uses and service uses that are deemed compatible with light industrial uses.” See UDC 40.230.085.B.1.a. The requested zone change is consistent with this purpose statement because the elimination of the split zone and rezoning of the property to be consistent with the surrounding zoning on properties to the north, east and west will provide greater opportunities for less intensive industrial uses consistent with the Light Industrial district while minimizing conflicts with uses allowed in the Mixed Use district.

3. *The zone change 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.*

This criterion is met because the proposal better implements applicable plan policies than the current zoning map designation for the reasons discussed above under the discussion of the comprehensive plan map amendment criteria, which is incorporated herein by this reference.

4. *There are adequate public facilities and services to serve the requested zone change.*

The applicant has included a traffic study concluding that there are adequate transportation facilities for the requested change. The public facilities for other types of utilities and services are adequate for either the current zone or the proposed zone. The property is within the existing Vancouver Urban Growth Area. Services such as water, sewage, storm drainage, transportation, fire protection and schools are adequate and there are existing fire hydrants in close proximity to the property.

## CONCLUSION

As demonstrated throughout this document, the requested amendment to the Comprehensive Plan and zoning designations for the property further the goals and policies of the County's Comprehensive Plan, comply with the applicable zoning ordinance locational criteria and purpose statements, capital facility elements and population forecasts, as well as the Growth Management Act.

# **REPORT**

## **Wiard Annual Review Traffic Impact Study**

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January 30, 2017

**H. Lee & Associates, PLLC**

**WIARD ANNUAL REVIEW  
TRAFFIC IMPACT STUDY**



Prepared for:

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January 30, 2017

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## SECTION I STUDY SUMMARY

### INTRODUCTION

This traffic impact analysis has been prepared to assess transportation impacts related to the proposed rezone of the tax lot 200105-000 in Clark County, Washington. The existing zoning of the project site is MX and the proposed rezone is IL (Industrial). The project site is located at 11000 NE 117<sup>th</sup> Avenue, Vancouver, WA. Figure 1 shows the project vicinity.

#### Project Description

The proposed project site is 131,116 square feet. The existing MX zoning requires a minimum of 20 percent commercial and 20 percent residential use. The two extremes of the requirement is 20 percent commercial and 80 percent residential or 80 percent commercial and 20 percent residential. To estimate the build out of the commercial use, a floor area ratio of 0.25 was utilized. To estimate the build out of the residential use, a density of 24 units per acre was utilized. The 20 percent commercial and 80 percent residential use assumed 6,556 square feet of specialty retail use and 58 units of apartment use. The 80 percent commercial and 20 percent residential use assumed 26,223 square feet of specialty retail use and 14 units of apartment use. The higher trip generation of the two conditions will determine the maximum traffic impact of the existing MX zoning.

The build out of the proposed IL zoning was based on a floor area ratio (FAR) of 0.25. Applying this FAR to the size of the project site yields a build out of 32,779 square feet of industrial space. For trip estimating purposes, it was assumed that the industrial space would be light industrial.

#### Scope of Traffic Impact Study

The scope of the traffic impact study was developed from Clark County's Pre-Application Conference Summary and adjusted based on known Clark County traffic study requirements. From this information, the following intersections were determined to require analysis:

- NE 117<sup>th</sup> Avenue (SR 503)/NE 119<sup>th</sup> Street
- NE 117<sup>th</sup> Avenue (SR 503)/NE 99<sup>th</sup> Street
- NE 117<sup>th</sup> Avenue (SR 503)/NE Padden Parkway

The remainder of this report presents the following analysis:

- Existing P.M. peak hour traffic conditions in the project study area.
- The 2035 "Without Project" P.M. peak hour condition was analyzed to establish the future baseline condition for rezone analysis. The 2035 "Without Project" condition traffic



volumes were derived from RTC's regional transportation forecast model. The RTC model link volumes were post processed to turning movement volumes based on the NCHRP 255 methodology and the TurnsW32 software. Since the RTC model included the build out of the project site assuming the existing zoning, these volumes were subtracted from the post-processed turning movement traffic volumes to arrive at the 2035 "Without Project" condition traffic volumes.

- Trip generation estimates for the build out of the existing zoning and the proposed zoning.
- Trip distribution and assignment of trips generated by the build out of the existing zoning and the proposed zoning.
- The 2035 "Existing Zoning Build Out" and 2035 "Proposed Zoning Build Out" conditions were analyzed and compared to each other to determine the traffic impacts of the rezone proposal.

## **SUMMARY OF FINDINGS**

The following are the findings and recommendations from the traffic analysis:

### Findings

- The "Existing Zoning Build Out" is expected to generate 1,255 net new daily trips, 7 net new A.M. peak hour trips (1 in, 6 out), and 80 net new P.M. peak hour trips (37 in, 43 out).

The "Proposed Zoning Build Out" is expected to generate 228 net new daily trips, 30 net new A.M. peak hour trips (26 in, 4 out), and 32 net new P.M. peak hour trips (4 in, 14 out).

The "Proposed Zoning Build Out" is expected to generate 1,027 less daily and 48 less P.M. peak hour (-33 in, -15 out) net new trips. In the A.M. peak hour, the "Proposed Zoning Build Out" is expected to generate 23 more trips (25 in, -2 out). The increase in trips generated by the build out of the proposed rezone is nominal and does not have any significant difference in traffic impacts than the build out based on the existing zoning.

- All of the study area intersections are projected to operate at acceptable levels of service in the 2035 "Existing Zoning Build Out" and 2035 "Proposed Zoning Build Out" conditions.

### Recommendations

- Based on the traffic impact analysis documented in this report, no physical, off-site mitigation would be needed.

- Based on the traffic impact analysis documented in this report, the rezoning of the Wiard property will not result in any significant degradation in traffic conditions nearby the project site.



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## **MEMORANDUM**

To: **Steve C. Morasch, Landerholm**

From: Paul Dennis, AICP, Principal

Subject: Commercial Assessment of a Comprehensive Plan Amendment and Rezone Request for Matt Wiard

Date: January 31, 2017

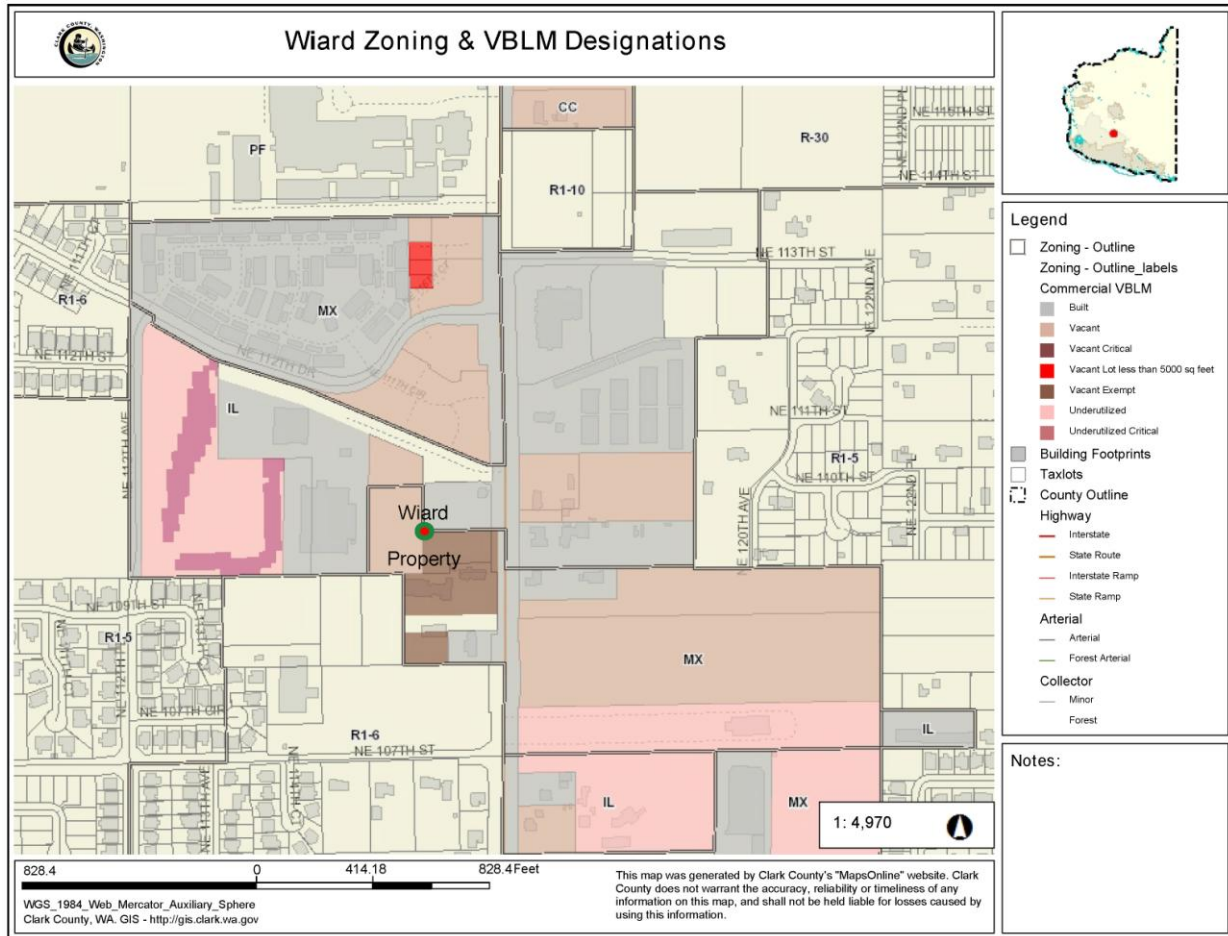
Cascade Planning Group was contracted to provide an assessment of the need for commercial and light industrial development on 3.01 acres located at 11000 NE 117th Ave, Tax Lot # 200105000, Vancouver, WA 98662. The site has split zoning. One acre of the site is currently zoned Light Industrial (IL) and the remaining 2.01 acres is zoned Mixed-Use (MX) – see Figure 1. The applicant is requesting the County to consider a Comprehensive Plan amendment and zone change of the 2.01 acres from MX to IL so the site will have consistent zoning. According to Clark County’s Vacant and Buildable Lands Model (VBLM), the 1.0 acre IL portion located along the north half of the road frontage is considered built, 0.7 acres zoned MX located along the south half of the road frontage is designated vacant exempt, and the remaining 1.31 acres that is zoned MX, located at the rear of the site, is classified as vacant – also see Figure 1. Therefore, less than half the site is currently projected to produce any economic activity or job creation.

This market analysis focuses on the area’s need for commercial services, more specifically the need for the subject site to remain MX, as well as the need for additional light industrial development to serve surrounding areas. The location can serve the area’s growing population base, reduce travel times for local residents, build-off of business activities associated with the surrounding industrial area, and generate additional tax revenue.

Specific methodology and data sources are described in each section of the report. The remainder of this market analysis update memorandum is organized as follows:

Demographic Profile  
Commercial Retail Demand  
Comprehensive Plan Economic Policies  
Summary Observations

**Figure 1. Wiard Zoning & VBLM Designation Map**



Source: Cascade Planning Group using Clark County GIS Online Mapping Software.

## DEMOGRAPHIC PROFILE

**Population Trends.** With 461,000 residents, Clark County has over 20% of the region’s population. Clark County grew faster over the last two decade than the other three counties in the region. Clark County’s growth has kept pace with the region during much of this decade; only Washington County has grown faster this decade.

**Figure 2. Regional Population Trends (1990-2016)**

County	1990	2000	2010	2016	1990-2000	2000-2010	2010-2016
Clark, WA	238,053	345,238	425,363	461,010	3.79%	2.11%	1.35%
Clackamas, OR	278,850	338,391	375,992	404,980	1.95%	1.06%	1.25%
Multnomah, OR	583,887	660,486	735,334	790,670	1.24%	1.08%	1.22%
Washington, OR	311,554	445,342	529,710	583,595	3.64%	1.75%	1.63%
Region	1,412,344	1,789,457	2,066,399	2,240,255	2.39%	1.45%	1.36%

Source: U.S. Census, Oregon Population Research Center and Washington Office of Finance & Management.

Approximately 59,090 residents live within three miles of the subject site, which is the likely market area the site will serve. This equates to almost 13% of the county’s population. During the last five years, population growth was slower than the previous decade, but higher than the countywide average. Population is expected to continue to grow at a higher rate than the countywide average over the next five years.

**Figure 3. Local Population Trends (2000-2022)**

Market Area	2000	2010	2017	2022	2000-2010	2010-2017	2017-2022
3-Mile Area	39,516	52,559	59,090	63,731	2.89%	1.69%	1.52%
4-Mile Area	74,642	94,457	105,826	113,699	2.38%	1.64%	1.45%
5-Mile Area	118,393	151,142	169,495	182,435	2.47%	1.65%	1.48%
Clark, WA	345,238	425,363	461,010	490,058	2.11%	1.35%	1.02%

Source: U.S. Census, Washington Office of Finance & Management, and Claritas.

**Age Characteristics.** School age children and younger account for the largest age group, with over one-fourth of all persons living within three-miles of the subject site. However, annual growth of this group lags significantly behind all other age groups. Persons age 55 and older account for another 24% of all persons and is the fastest growing age group. While young adults (persons age 18-24) are the smallest age group, they are the second fastest growing segment of the population.

**Figure 4. Age Characteristics & Trends Within 3-Miles of Site (2010-2022)**

Age Group	# of Persons			% Distribution			Annual Growth Rate	
	2010	2017	2022	2010	2017	2022	2010-2017	2017-2022
Newborn to Age 17	15,316	15,550	15,797	29.1%	26.3%	24.8%	0.2%	0.3%
Age 18 to 24	4,530	5,695	6,485	8.6%	9.6%	10.2%	3.3%	2.6%
Age 25 to 34	7,280	7,551	7,962	13.9%	12.8%	12.5%	0.5%	1.1%
Age 35 to 44	7,847	8,378	8,431	14.9%	14.2%	13.2%	0.9%	0.1%
Age 45 to 54	7,193	7,948	8,525	13.7%	13.5%	13.4%	1.4%	1.4%
Age 55 & Older	10,393	13,967	16,531	19.8%	23.6%	25.9%	4.3%	3.4%
All Persons	52,559	59,090	63,731	100.0%	100.0%	100.0%	1.7%	1.5%

Source: U.S. Census and Claritas.

**Income Trends.** Household income within the 3-mile area is well represented within each of the income ranges. This is due to the diverse housing choices as well as employment opportunities. While 36% have an income below \$50,000, 43% have an income over \$75,000, which is similar to households within the broader 4-mile and 5-mile areas.

**Figure 5. Household Make-Up By Income Range (2017)**

Income Range	3-Mile	4-Mile	5-Mile
< \$25,000	13.2%	14.3%	15.2%
\$25,000-\$49,999	22.6%	23.7%	23.6%
\$50,000-\$74,999	21.3%	21.1%	20.7%
\$75,000+	42.9%	40.9%	40.5%
All Households	100.0%	100.0%	100.0%

Source: Claritas.

Income potential appears even more favorable when the differential tax structure of Oregon and Washington are taken into account. More of local resident gross income results in effective buying income due to lack of a state income tax on net income versus sales tax on discretionary retail spending.

## COMMERCIAL & INDUSTRIAL DEMAND

The need for commercial services will come from the growth of existing business, location of new companies, and consumer demand for retail goods and services. The analysis in this section evaluates current unmet market for retail and office.

**Employment Trends.** Clark County businesses employ 155,666 workers. Commercial oriented businesses employ 119,691 workers compared to 35,975 at industrial related firms. Over the last six years, Commercial sector has experienced the greatest job growth. In fact, commercial businesses have produced the same amount of job growth as the previous decade. While Industrial employment is less than one-third the size of commercial it also has experienced significant job growth, reversing trends from the prior ten years.

**Figure 6. Clark County Employment Trends (2000-2016)**

Employment Sector	# of Workers			Total Growth	
	2000	2010	2016	2000-2010	2010-2016
<b>Commercial Oriented:</b>					
Retail Trade	13,567	14,983	18,117	1,416	3,134
Information	3,633	2,750	3,200	-883	450
Financial Activities	4,800	6,275	8,350	1,475	2,075
Professional and Business Services	12,483	14,483	19,258	2,000	4,775
Education and Health Services	13,842	22,167	25,133	8,325	2,966
Leisure and Hospitality	11,900	12,233	14,958	333	2,725
Other Services	3,650	4,500	5,767	850	1,267
Government	19,192	24,108	24,908	4,916	800
Commercial Sub-Total	83,067	101,499	119,691	18,432	18,192
<b>Industrial Related:</b>					
Mining, Logging, and Construction	9,817	8,342	11,883	-1,475	3,541
Manufacturing	17,283	11,533	13,542	-5,750	2,009
Wholesale Trade	4,317	5,042	6,525	725	1,483
Transportation, Warehousing, and Utilities	3,425	3,900	4,025	475	125
Industrial Sub-Total	34,842	28,817	35,975	-6,025	7,158
All Employment Sectors	117,909	130,316	155,666	12,407	25,350

**Retail Demand.** Consumers in the local market area spend \$975.4 million on retail goods and services. Area businesses supply \$659.8 million worth of goods and services. At first glance it would appear that area businesses are meeting consumer demands. However, examination of detailed store categories shows that sales leakage of \$521.3 million is occurring within 13 of 20 retail store types.

Vehicle sales and parts is the largest category of sales leakage with \$185.5 million being spent outside of the 3-mile market area; this is in large part due to the fact that most auto dealers have clustered elsewhere in the region and will most likely never locate in the subject area. Furthermore, this is not an allowed use under county zoning code. Gasoline stations are another opportunity for the area; however, they also are not a permissible use for the site.

Electronics and Appliances, Building Materials, and Grocery have size restrictions per County Code that limit the opportunity to small specialty stores. While specialty grocery is an opportunity that is

available to prospective businesses within the 3-mile market area, the site has limited access that will detour market interest for this location. Specialty hardware stores appear to be an underserved activity; however, much of the un-served demand is meeting its needs at Home Depot, which is located just outside the 3-mile area. The same is also the case for electronics and appliances.

Lawn & Garden Supplies, Health & Personal Care, Clothing & Accessories, Florists, Novelty, and Dining are all permissible uses that appear to have market opportunity within the 3-mile area. However, lawn & garden, clothing & accessories, and novelty gifts are activities that are being served by existing businesses just outside the 3-mile area coupled with the fact that the site will have limited access. Health & personal care and florists are possible business opportunities. Limited site access may be a deterrent.

Food service is another significant opportunity for the area; however, the site being adjacent to the transfer station will not garner any market interest due to perception as well as other superior locations within the 3-mile market area. Beer, Wine and Liquor appear to be an opportunity, but with the recent voter approved laws allowing sales to be conducted at grocery and general merchandise stores, these type of businesses have closed. Non-Store retail is sales related to internet purchases.

**Figure 7. Commercial Retail Market Opportunities (2017)**

Store Type	Consumer Expenditures	Retail Sales	Market Sales Gap
Motor Vehicle and Parts Dealers	\$210,225,305	\$24,738,723	\$185,486,581
Furniture and Home Furnishings	\$19,122,413	\$51,481,957	-\$32,359,543
Electronics and Appliance	\$16,273,653	\$12,429,756	\$3,843,897
Building Materials	\$93,152,200	\$50,569,629	\$42,582,571
Lawn, Garden Equipment, Supplies	\$8,273,830	\$2,161,577	\$6,112,252
Grocery	\$109,887,663	\$24,926,494	\$84,961,170
Convenience Stores	\$7,634,944	\$10,757,941	-\$3,122,997
Specialty Food Stores	\$4,451,790	\$10,015,219	-\$5,563,428
Beer, Wine and Liquor Stores	\$7,120,351	\$2,245,412	\$4,874,939
Health and Personal Care	\$50,535,955	\$25,128,691	\$25,407,263
Gasoline Stations	\$59,545,894	\$25,190,952	\$34,354,941
Clothing and Clothing Accessories	\$44,313,763	\$16,469,877	\$27,843,886
Sporting Goods & Personal Interest	\$18,821,712	\$33,228,349	-\$14,406,637
General Merchandise	\$107,998,758	\$252,147,168	-\$144,148,411
Florists	\$1,241,290	\$294,631	\$946,659
Office Supplies	\$4,820,768	\$5,351,715	-\$530,947
Gift, Novelty and Souvenir Stores	\$3,876,685	\$1,769,448	\$2,107,237
Used & Other Merchandise Stores	\$15,553,879	\$21,164,963	-\$5,611,084
Non-Store Retailers	\$84,102,558	\$43,201,750	\$40,900,808
Foodservice and Drinking Places	\$108,464,464	\$46,569,767	\$61,894,697

Source: Claritas.

Vacancy rates at retail centers have fallen below 4% region-wide and just under 5% in Clark County. However, for the Orchards area, the subarea where the subject site is located, vacancy rates average 7.4%. This equates to 248,915 square feet. The vacant space occurs within general retail centers (66,569 square feet) and shopping centers (182,346 square feet).



Based upon the analysis above, there is \$237.5+ million of sales leakage in categories that the Orchards area would be most competitive in recapturing at local retail centers. Another \$128.9+ million of retail sales will be generated within categories that the Orchards area would be most competitive in capturing at local retail centers over the next 20 years from population and business growth. This \$366.4 million of potential retail sales for the area equates to approximately 916,100 square feet of retail space that would be absorbed at existing retail centers and future development. Existing retail centers could absorb 248,900 square feet, leaving 667,200 square feet for future retail centers.

**Figure 8. Commercial Retail Real Estate Market Conditions (2016)**

Sub Area	Existing Inventory		Vacancy			Under Construction
	# Bldg.	Total GLA	Total SF	Rate	Absorption	
<b>General Retail:</b>						
Camas/Washougal	100	655,877	17,072	2.6%	1,149	0
Cascade Park	79	519,998	6,388	1.2%	12,904	9,000
CBD/West Vancouver	197	1,102,758	43,414	3.9%	3,331	0
Hazel Dell/Salmon Cr.	134	1,205,994	23,111	1.9%	-9,281	0
<b>Orchards</b>	<b>142</b>	<b>1,156,751</b>	<b>66,569</b>	<b>5.8%</b>	<b>-51,361</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	266	1,686,623	38,764	2.3%	2,050	0
Vancouver Mall	30	432,653	2,000	0.5%	7,976	0
Clark County	948	6,760,654	197,318	2.9%	-33,232	9,000
Portland Region	7,775	55,735,414	1,126,025	2.0%	143,231	223,510
<b>Retail Mall:</b>						
Camas/Washougal	0	0	0	0.0%	0	0
Cascade Park	0	0	0	0.0%	0	0
CBD/West Vancouver	0	0	0	0.0%	0	0
Hazel Dell/Salmon Cr.	0	0	0	0.0%	0	0
<b>Orchards</b>	<b>1</b>	<b>157,673</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	0	0	0	0.0%	0	0
Vancouver Mall	1	1,080,703	0	0.0%	71,000	0
Clark County	2	1,238,376	0	0.0%	71,000	0
Portland Region	10	8,015,092	386,928	4.8%	129,711	0
<b>Power Center:</b>						
Camas/Washougal	0	0	0	0.0%	0	0
Cascade Park	2	990,694	2,326	0.2%	0	0
CBD/West Vancouver	0	0	0	0.0%	0	0
Hazel Dell/Salmon Cr.	1	378,151	40,143	10.6%	32,155	0
<b>Orchards</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	0	0	0	0.0%	0	0
Vancouver Mall	1	580,313	0	0.0%	82,578	0
Clark County	4	1,949,158	42,469	2.2%	114,733	0
Portland Region	17	7,645,066	314,647	4.1%	53,720	10,112
<b>Shopping Center:</b>						
Camas/Washougal	9	605,870	49,015	8.1%	5,748	0
Cascade Park	37	2,172,517	156,071	7.2%	50,086	6,500
CBD/West Vancouver	8	124,231	38,200	30.7%	600	0
Hazel Dell/Salmon Cr.	33	1,498,839	83,077	5.5%	6,475	36,000
<b>Orchards</b>	<b>33</b>	<b>2,067,369</b>	<b>182,346</b>	<b>8.8%</b>	<b>50,943</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	44	1,975,322	145,931	7.4%	35,619	0
Vancouver Mall	2	182,460	1,444	0.8%	4,086	0

Sub Area	Existing Inventory		Vacancy			Under	
	# Bldg.	Total GLA	Total SF	Rate	Absorption	Construction	
Clark County	166	8,626,608	656,084	7.6%	153,557	42,500	
Portland Region	754	36,683,403	2,415,366	6.6%	447,299	197,951	
<b>Specialty Center:</b>							
Camas/Washougal	0	0	0	0.0%	0	0	
Cascade Park	1	191,503	0	0.0%	0	0	
CBD/West Vancouver	0	0	0	0.0%	0	0	
Hazel Dell/Salmon Cr.	0	0	0	0.0%	0	0	
Orchards	0	0	0	0.0%	0	0	
St. Johns/Cntrl. Vancouver	0	0	0	0.0%	0	0	
Vancouver Mall	0	0	0	0.0%	0	0	
Clark County	1	191,503	0	0.0%	0	0	
Portland Region	3	511,806	0	0.0%	0	0	
<b>All Retail:</b>							
Camas/Washougal	109	1,261,747	66,087	5.2%	6,897	0	
Cascade Park	119	3,874,712	164,785	4.3%	62,990	15,500	
CBD/West Vancouver	205	1,226,989	81,614	6.7%	3,931	0	
Hazel Dell/Salmon Cr.	168	3,082,984	146,331	4.7%	29,349	36,000	
Orchards	176	3,381,793	248,915	7.4%	-418	0	
St. Johns/Cntrl. Vancouver	310	3,661,945	184,695	5.0%	37,669	0	
Vancouver Mall	34	2,276,129	3,444	0.2%	165,640	0	
Clark County	1,121	18,766,299	895,871	4.8%	306,058	51,500	
Portland Region	8,559	108,590,781	4,242,966	3.9%	773,961	431,573	

Source: Costar.

**Office Demand.** Clark County has 11.0+ million square feet of office space. Vacancy rates have fallen, but remain higher than other real estate products. Clark County has 827,366 square feet of vacant space. Orchards is the second smallest office market in Clark County. It also has the highest vacancy rate and the only submarket that has experienced net negative absorption. This is due in large part to other submarkets having a more established professional service/corporate office presence such as CBD/West Vancouver, Cascade Park, and St. Johns/Central Vancouver. Orchards is viewed by the wider marketplace as an industrial location due to its low cost land and ease of access to major arterials/highways.

**Figure 9. Commercial Office Real Estate Market Conditions (2016)**

Sub Area	Existing Inventory		Vacancy			Under	
	# of Bldg.	Total GLA	Total SF	Rate	Absorption	Construction	
<b>Class A:</b>							
Camas/Washougal	1	114,000	0	0.0%	0	0	
Cascade Park	15	892,156	90,286	10.1%	229,908	0	
CBD/West Vancouver	8	913,460	82,456	9.0%	50,405	0	
Hazel Dell/Salmon Cr.	3	125,171	20,826	16.6%	3,869	0	
Orchards	1	121,164	0	0.0%	0	0	
St. Johns/Cntrl. Vancouver	1	66,000	0	0.0%	0	0	
Vancouver Mall	5	340,804	2,290	0.7%	3,148	0	
Clark County	34	2,572,755	195,858	7.6%	287,330	0	
Portland Region	201	29,794,863	2,716,572	9.1%	831,876	1,844,447	

**Class B:**

Camas/Washougal	23	418,024	24,382	5.8%	20,295	0
Cascade Park	72	1,930,520	146,544	7.6%	-29,971	0
CBD/West Vancouver	49	985,375	86,097	8.7%	17,575	0
Hazel Dell/Salmon Cr.	39	549,624	12,251	2.2%	31,202	0
<b>Orchards</b>	<b>26</b>	<b>343,165</b>	<b>65,409</b>	<b>19.1%</b>	<b>-25,437</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	45	1,162,919	173,142	14.9%	39,935	0
Vancouver Mall	23	491,536	33,692	6.9%	25,362	0
Clark County	277	5,881,163	541,517	9.2%	78,961	0
Portland Region	1,533	45,721,103	3,711,459	8.1%	403,115	458,747

**Class C:**

Camas/Washougal	29	145,033	0	0.0%	32,000	0
Cascade Park	35	217,542	9,395	4.3%	1,114	0
CBD/West Vancouver	192	1,101,608	43,600	4.0%	23,122	0
Hazel Dell/Salmon Cr.	47	282,868	8,849	3.1%	2,171	0
<b>Orchards</b>	<b>50</b>	<b>236,382</b>	<b>11,249</b>	<b>4.8%</b>	<b>2,198</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	149	570,679	16,898	3.0%	-10,274	0
Vancouver Mall	3	5,996	0	0.0%	0	0
Clark County	505	2,560,108	89,991	3.5%	50,331	0
Portland Region	3,564	24,065,982	1,063,726	4.4%	197,151	0

**Total Office:**

Camas/Washougal	53	677,057	24,382	3.6%	52,295	0
Cascade Park	122	3,040,218	246,225	8.1%	201,051	0
CBD/West Vancouver	249	3,000,443	212,153	7.1%	91,102	0
Hazel Dell/Salmon Cr.	89	957,663	41,926	4.4%	37,242	0
<b>Orchards</b>	<b>77</b>	<b>700,711</b>	<b>76,658</b>	<b>10.9%</b>	<b>-23,239</b>	<b>0</b>
St. Johns/Cntrl. Vancouver	195	1,799,598	190,040	10.6%	29,661	0
Vancouver Mall	31	838,336	35,982	4.3%	28,510	0
Clark County	816	11,014,026	827,366	7.5%	416,622	0
Portland Region	5,298	99,581,948	7,491,757	7.5%	1,432,142	2,303,194

Source: Costar.

**Industrial Demand.** Clark County has 20.4 million square feet of industrial space. Vacancy rates have fallen to normalized rates of 5%. Clark County has nearly 1.1 million square feet of vacant space. The majority of this available space is within the Cascade Park and St. John/Central Vancouver subareas.

Orchards is the second largest industrial market in Clark County. Only 4% of the industrial space is available to prospective businesses. It has had the second highest absorption and is only one of two subareas that has space actively under construction. Due to its low cost land and ease of access to major arterials/highways, Orchards is viewed by the wider marketplace as an industrial location.

**Figure 10. Industrial Real Estate Market Conditions (2016)**

Sub Area	Existing Inventory		Vacancy			Under
	# of Bldg.	Total GLA	Total SF	Rate	Absorption	Construction
<b>Flex Space:</b>						
Camas/Washougal	7	268,337	0	0.0%	106,743	0
Cascade Park	15	995,214	306,855	30.8%	61,956	0
CBD/West Vancouver	8	95,587	8,490	8.9%	-8,490	0
Hazel Dell/Salmon Cr.	9	123,009	5,400	4.4%	-2,700	0
Orchards	31	431,001	153,049	35.5%	0	0
St. Johns/Cntrl. Vancouver	33	446,540	5,713	1.3%	13,731	0
Vancouver Mall	1	8,116	4,500	55.4%	-4,500	0
Clark County	104	2,367,804	484,007	20.4%	166,740	0
Portland Region	821	21,262,844	1,664,084	7.8%	402,950	0
<b>Warehouse Space:</b>						
Camas/Washougal	65	1,283,561	32,000	2.5%	145,902	0
Cascade Park	5	232,962	64,174	27.5%	0	0
CBD/West Vancouver	105	4,604,949	18,900	0.4%	-6,982	352,874
Hazel Dell/Salmon Cr.	92	1,329,179	51,156	3.8%	-27,257	0
Orchards	157	4,409,486	45,910	1.0%	140,957	39,152
St. Johns/Cntrl. Vancouver	211	6,103,697	359,299	5.9%	21,862	0
Vancouver Mall	3	22,945	9,790	42.7%	-722	0
Clark County	638	17,986,779	581,229	3.2%	273,760	392,026
Portland Region	5,267	182,849,333	6,370,395	3.5%	3,318,759	1,937,538
<b>Total Industrial:</b>						
Camas/Washougal	72	1,551,898	32,000	2.1%	252,645	0
Cascade Park	20	1,228,176	371,029	30.2%	61,956	0
CBD/West Vancouver	113	4,700,536	27,390	0.6%	(15,472)	352,874
Hazel Dell/Salmon Cr.	101	1,452,188	56,556	3.9%	(29,957)	0
Orchards	188	4,840,487	198,959	4.1%	140,957	39,152
St. Johns/Cntrl. Vancouver	244	6,550,237	365,012	5.6%	35,593	0
Vancouver Mall	4	31,061	14,290	46.0%	(5,222)	0
Clark County	742	20,354,583	1,065,236	5.2%	440,500	392,026
Portland Region	6,088	204,112,177	8,034,479	3.9%	3,721,709	1,937,538

Source: Costar.

## **CLARK COUNTY VBLM**

Clark County has developed a vacant and buildable lands model (VBLM) using GIS that indicates whether land is vacant, underutilized, developed, or encumbered (e.g., contains critical lands, easements, etc.). The County's VBLM is utilized in not only developing Comprehensive Land Use Plans for each local jurisdiction but also provides a base level analysis for sub-area plans. It is also helpful in identifying potential areas that could accommodate future commercial and industrial development.

According to the County's VBLM, there are 7,290 gross acres of available industrial land. Only 2,974 acres are lands with no critical areas. The County assumption is 50% of the 4,315 acres of lands with critical areas will develop over the next 20 years. After accounting for infrastructure (deducting 25%), this leaves an estimated 3,849 acres for development. At an employment density of 9 jobs per acre, the county expects 34,640 jobs to be created on these available industrial lands. Given recent industrial trends, all this land will be needed to meet market demands. However, there are two gross assumptions that will result in a shortage of industrial property. First, there is no market factor for net developable land, therefore, as the land supply reaches build out the price of properties will increase making the remaining land too expensive for industrial related businesses causing them to seek alternative locations outside of Clark County resulting in the County not achieving its planned job growth.

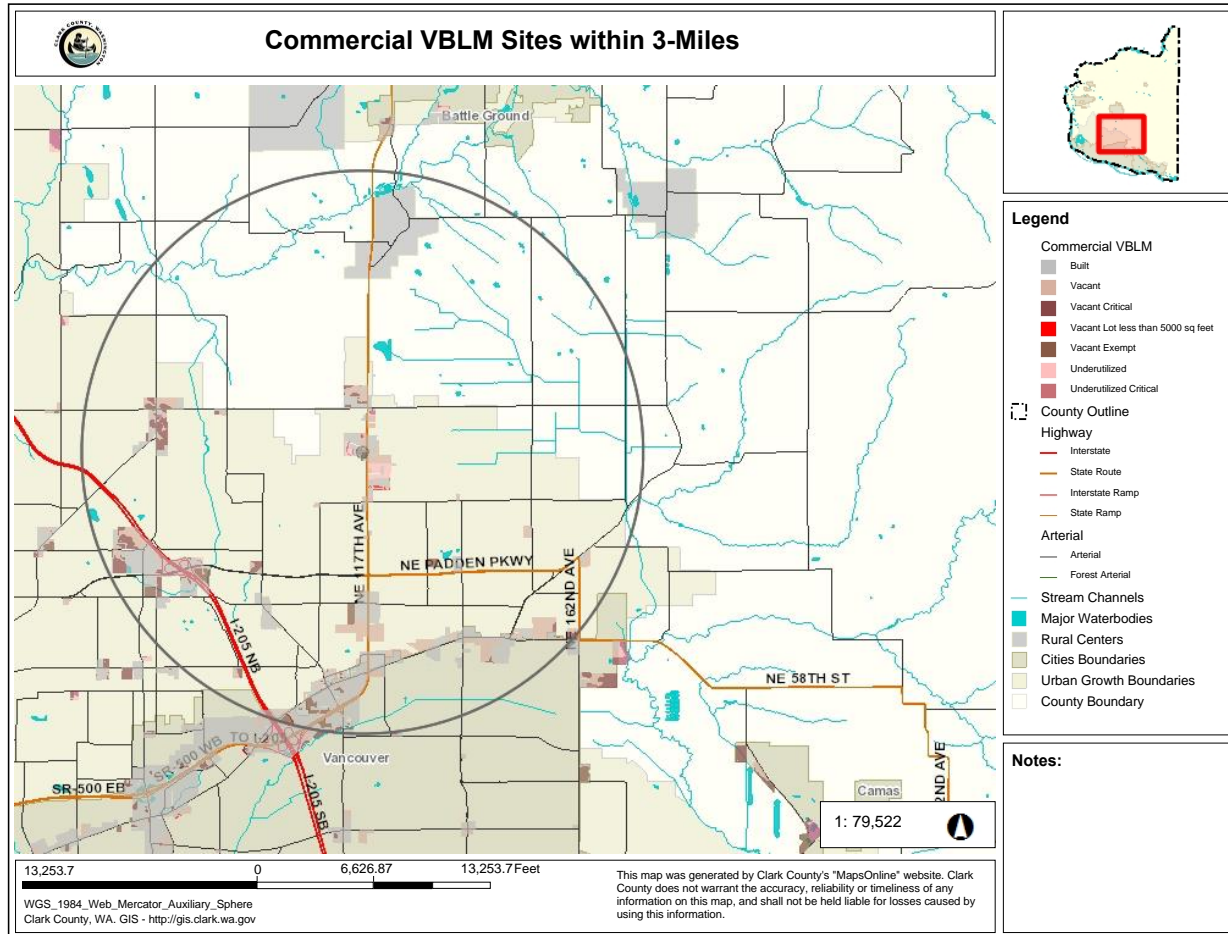
The second issue is the assumption on how much land with critical areas will actually develop. The County assumes 50%. While there is documentation showing this has occurred in the recent past, the remaining lands are more encumbered than those that have developed. In fact, independent studies such as those conducted by Responsible Growth Forum (RGF) and Building Industry Association (BIA) have estimated that only 30% will actually develop. This will also have the effect of limiting supply and therefore driving the price of industrial land above what businesses will be willing to pay and cause them to seek alternative locations outside of Clark County resulting in the County not achieving its job growth targets.

As noted in the introduction on page 1, the site has split zoning. One acre of the site is currently zoned Light Industrial (IL) and the remaining 2.01 acres is zoned Mixed-Use (MX) – see Figure 1. Furthermore, 1.0 acre, the IL portion located along the north half of the road frontage, is considered built, 0.7 acres zoned MX located along the south half of the road frontage is designated vacant exempt, and the remaining 1.31 acres that is zoned MX, located at the rear of the site, is classified as vacant. Therefore, less than half the site is currently projected to produce any economic activity or job creation. However, the county will need more industrial land to ensure that it can achieve its job growth targets. The Orchards area is one of the County's main industrial hubs. While rezoning the site will not make a significant contribution toward increasing the available land supply it will help. It is also the most appropriate use given other onsite development and the adjacency of the sanitation transfer station.

Based upon the demand analysis in the previous section, the three-mile market area is not considered a prime commercial office market. The majority of office demand is accommodated in newer Class B space along fourth Plain, older Class C repurposed buildings along 117<sup>th</sup>, or industrial/business park buildings such as East Ridge Business Park. Therefore, retail demand will be the primary driver for commercial development. As noted in the prior section, approximately 916,100 square feet of retail demand will need to be accommodated over the next 20 years at existing retail centers and future development sites. Existing retail centers have the ability to absorb 79,825 square feet (assuming

existing centers never fall below normalized conditions of 5% vacancy), leaving 836,274 square feet for future retail centers. Using a typical floor area ratio (FAR) of 0.25, that would mean 77 acres ( $836,274 \div 0.25 = 43,560$ ) of commercial land would develop to meet market demand. According to the County's VBLM, there is approximately 55 acres available within close proximity of the subject site, such as the northwest corner of 117<sup>th</sup> & 119<sup>th</sup> (25 acres) and just southeast of the subject site along 117<sup>th</sup> (30 acres). The remaining acreage could be accommodated at other sites along 117<sup>th</sup>, Four Plain, or Andresen north of Padden Parkway.

**Figure 11. Clark County Commercial VBLM Sites within 3-Miles**



## **SUMMARY OBSERVATIONS**

The subject site is only three acres. It is too small to generate significant retail development as well as having limited access. Furthermore, the vacant area is located to the rear of the site. In addition, there are other superior locations within the 3-mile market area that would attract retail development such as 117<sup>th</sup> & 119<sup>th</sup>, just southeast of the subject site along 117<sup>th</sup>, Four Plain, or Andresen north of Padden Parkway.

The subject site would not likely attract Class A or Class B office, as the Orchards submarket is not considered a primary office market as well as other superior commercial sites within the 3-mile market area being more than capable of accommodating the limited market interest that may arise over the next 20 years.

It however, is perfect in size and location to support industrial development that would be compatible with existing onsite buildings and the adjacent sanitary transfer station. This is further supported by the fact that the Orchards subarea is one of the county's major industrial areas, coupled with the fact that it has had the second highest absorption and is only one of two subareas in the county that has space actively under construction.

Finally, the overall supply of available land in the requested plan designation may be insufficient to accommodate anticipated growth and the need for additional industrial land in this area. This site is well suited to meet that need.

**END NOTES**