

PLANNING COMMISSION RECOMMENDATION

TO: County Councilors

FROM: Steve Morasch, Planning Commission Chair

PREPARED BY: Sharon Lumbantobing

DATE: August 24, 2017

SUBJECT: CPZ2017-00009 WELLNER

PLANNING COMMISSION RECOMMENDATION:

On August 17, 2017, the Planning Commission voted unanimously to approve the staff recommendation to amend the comprehensive plan and zoning maps on one parcel (181207000) from an Urban Low Density Residential (UL) comprehensive plan designation with R1-10 zoning to an Urban Medium Density Residential (UM) comprehensive plan designation with R-12 zoning.

PROPOSED ACTION

To amend the comprehensive plan and zoning maps on one parcel (181207000) from an Urban Low Density Residential (UL) comprehensive plan designation with R1-10 zoning to an Urban Medium Density Residential (UM) comprehensive plan designation with R-12 zoning. The site has an Urban Holding (UH-10) overlay that will remain.

BACKGROUND

The property is 10 acres and is located south of NE 189th Street, north of NE 184th Street, and west of NE 17th Avenue in the Fairgrounds neighborhood. The property is currently vacant and is owned by Terrence A. Wellner. Mr. Wellner owns two other properties in this area that are adjacent to parcel 181207000 and he requested that they all be zoned the same. Staff reviewed the request and determined that the Wellner property (Parcel 181207000) which is zoned R1-10 and is sandwiched between an MX zone and an R-12 zone (a Wellner property) would better implement the comp plan by changing the zoning to R-12. The MX zone requires a minimum of 12 dwelling units per acre and a maximum density of 43 dwelling units per acre. R-12 provides for medium density residential development of 12 units per acre. It makes sense to change the zoning of Parcel 181207000 to R-12 rather than maintain the R1-10 zoning, which only allows one dwelling unit per 10,000 square feet.

The property has the Urban Holding-10 overlay. The urban holding will not be removed as part of this proposal.

CPZ2017-00009 Page 1 Wellner

GENERAL INFORMATION:

Parcel Number(s): 181207000

Location: The site is located in the Southwest guarter of Section 11, Township 3

North, Range 1 East, Clark County, Washington.

Area: 10 acres

Owner(s): Terence A. Wellner

Existing land use: vacant timbered land

North: zoned R-10, manufactured home

South: OR-22, vacant timbered land

East: zoned R-12, vacant timbered land

West: zoned MX, vacant land

SUMMARY OF COMMENTS RECEIVED

No comments received.

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 Goals 1 and 4.

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (4) Housing: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential

densities and housing types, and encourage preservation of existing housing stock.

<u>Finding:</u> 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 a variety of housing (12 units per acre) and would not encourage sprawling, low-density development. Therefore, the proposed amendment is consistent with the applicable 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.

Community Framework Plan Policies applicable to this proposal include the following:

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

Finding: The proposal could potentially allow the development of up to 87 home sites.

Countywide Planning Policies applicable to this proposal include the following:

- 1.1.2 Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in Clark County for the succeeding 20-year period.
- 1.1.3 Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.
- 2.1.3 Link transportation and housing strategies to assure reasonable access to multi-model transportation systems and to encourage housing opportunities in locations that will support the development of public transportation.
- 2.1.4 Link housing strategies with the locations of work sites and jobs.

2.1.5 Link housing strategies with the availability of public facilities and public services.

<u>Finding:</u> The subject site is within the UGA boundaries and located in an area of residentially zoned but undeveloped land. The proposal is consistent with the County's density goals.

Clark County 20 Year Comprehensive Plan

Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate conversion of land to sprawling, low-density development.

1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.

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

- 2.2.2 Encourage a variety of housing types and densities, including mixed use centers, services and amenities.
 - 2.2.6 Encourage a variety of housing types and densities in residential neighborhoods.

<u>Finding</u>: The proposed re-designation of this land for more residential uses is consistent with the type and intensity of uses expected in the Urban Growth Area. Clark Public Utilities provides water service, Clark Regional Wastewater provides sewer service, and Clark County Fire District serves this area. C-Tran does not serve this area at this time.

Conclusion: Criterion A has been met.

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

Urban Medium Density Residential (UM) comprehensive plan designation with R-12 zoning

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

Purpose.

- 1. The residential (R-12, R-18, R-22, R-30 and R-43) districts are intended to provide for medium and higher density residential development based upon consistency with the comprehensive plan and compatibility with surrounding land uses. The following factors will be considered in the application of one (1) of these districts to a particular site:
- a. Properties designated urban medium density residential on the comprehensive plan should not exceed a density of R-22. Urban high density residential areas are appropriate for densities in the R-30 and R-43 districts.
- b. Proximity to major streets and the available capacity of these streets, adequacy of public water and sewer, vehicular and pedestrian traffic circulation in the area, proximity to commercial services and proximity to public open space and recreation opportunities. Development within these districts will be reviewed to ensure compatibility with adjacent uses including such considerations as privacy, noise, lighting and design.

<u>Finding</u>: The 10 acre site is adjacent to land already zoned Urban Medium Residential (R-12). The land will not be developed until the Urban Holding overlay is removed, which is contingent upon the localized critical links and intersection improvements being reasonably funded.

Conclusion: Criteria B has been 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)).

<u>Finding:</u> The proposed map amendment is suitable for the proposed designation. The map amendment would allow for a better transition to mixed use than the current designation.

Overall, low density single family zoned property makes up 90% of the land zoned residential in the unincorporated UGA.

<u>Conclusion:</u> The site is suitable for the requested Urban Medium Residential (UL) designation and R12 zoning as it is adjacent to similar residential zoning and will bring a diversity of housing.

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).)

<u>Finding</u>: The proposed comprehensive plan and zoning designation would better implement the comprehensive plan policies than the current designation as it would create a better transition between a mixed use development and urban medium density than having quarter acre lots between mixed used and urban medium density.

Conclusion: 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).)

<u>Finding:</u> The full range of urban public facilities and services must be available to serve residential uses at the site before the urban holding overlay is removed. The site will be served by public water, public transportation, a transportation arterial network and sewer and is served by Fire District 6. The proposed map amendment and zone change will increase traffic demand on the streets adjacent to this proposal but it will be distributed throughout the road network. The increase of 521 trips per day will also be accommodated in the final design for the improvements at the NE 179th Street interchange (See Transportation Impact Analysis).

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.

RECOMMENDATION SUMMARY

The following table lists the applicable criteria and summarizes the findings of the staff report and the Planning Commission for Annual Review Case CPZ2017-00009.

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

Annual Review Case: CPZ2017-00009 Wellner

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 number 181207000 from an Urban Low Density Residential (UL) comprehensive plan designation with R1-10 zoning to an Urban Medium Density Residential (UM) comprehensive plan designation with R-12 zoning. The subject site is 10 acres and is located south of NE 189th Street, north of NE 184th Street, and west of NE 17th Avenue. The parcels are in the Fairgrounds neighborhood. Parcel 181207000 is currently vacant. The parcel does not have a public or private road accessing the parcel. Terrance Wellner owns the subject parcel.

Existing Conditions

The subject parcel has the Urban Holding-10 overlay placed on the property. Urban Holding is a contingent tool used to phase development, allowing the County to plan for urban services before the demand for those services are present. The urban holding overlay in the Fairgrounds Neighborhood is in existence due to the lack of adequate vehicle capacity at the NE 179th Street / I-5 interchange. The County and the Washington State Department of Transportation have been analyzing strategies for improving the interchange since the area was brought into the Urban Growth Area. The Washington State Legislature approved funding for the NE 179th Street / I-5 interchange project in the Connecting Washington Transportation Bill. The project is scheduled to begin the design phase of the improvement beginning in 2023. The final design of the interchange will determine if the improvement can be funded with the appropriated funding.

Ordinance 2008-12-15 approved Docket CPZ2008-00015 to apply the Salmon Creek/Fairgrounds Sub-Area Circulation Plan. The circulation plan contains the proposal to extend NE 189th Street along the north property line of the subject parcel. The proposed street will be required to be built when development on the parcel occurs. The proposed classification of the NE 189th Street extension is a 2-lane Collector with a center turn lane and bike lanes (C-2cb). This street classification is designed to accommodate 16,000 vehicles per day. The NE 189th Street is located one-half mile north of NE 179th Street (Principal Arterial) and one-half mile south of NE 199th Street (Minor Arterial).

CPZ2017-00009 Page 8

Summary of Transportation Impact Findings

The transportation analysis demonstrates that the transportation impacts from this proposed land use change will not negatively degrade the transportation system when the urban holding overlay is removed. Staff finds that the proposed comprehensive plan amendment and rezone of the subject parcel **meets compliance** with the Clark County Transportation Policy.

The following analysis shows that:

- Under the current R1-10 zoning, the subject parcels would generate approximately 305 trips per day for the 10 acre site. For the proposed R-12 zoning, 87 home sites could be constructed and potentially generate 826 trips per day.
- The proposal would result in an increase in trip generation on the future NE 189th Street, compared to the existing zoning and land use designation.
- NE 189th Street will be built to the classification standard as a 2-lane Collector with a center turn lane and bike lanes (C-2cb) as development occurs
- The future NE 189th Street will be located one-half mile from arterials to the north and south of the street's proposed location; consistent with Clark County's existing transportation network.
- The subject parcels will continue to have the Urban Holding Overlay applied following this proposed land use amendment.

Compliance with Clark County Transportation Policy

The transportation analysis demonstrates that application CPZ2017-00009 is consistent with all applicable Clark County transportation policies.

The following Framework Plan transportation policies are relevant to this application:

5.1.3 When county Road Projects are designed or transportation improvements are proposed through the development review process, the design of those transportation facilities should be consistent with the current adopted Arterial Atlas, Concurrency Management System and Metropolitan Transportation Plan.

<u>Finding:</u> The proposal is to change the comprehensive plan designation and zoning to potentially allow the development of 87 home sites. The current trip generation from this site is 305 trips per day. Staff believes the potential trip generation under the proposed single family residential designation of 826 trips per day will be able to be accommodated as NE 180th Street when the

trips per day will be able to be accommodated on NE 189th Street when the streets are improved to the required standards.

Analysis of Trip Generation

Under the current R1-10 zoning, the subject parcel would generate approximately 305 trips per day for the 10 acre site. For the proposed R-12 zoning, 87 homesites could be constructed and potentially generate 826 trips per day. This represents an increase of 521 trips per day.

Site Specific Impacts

NE 189th Street does not currently exist. When the land is developed, the applicant will be required to build the street with curb, gutter and sidewalks; while dedicating the necessary right-of-way based on the classification of the streets. These improvements are not required for this proposed comprehensive plan and zoning amendments.

System Impacts

The proposed comprehensive plan amendment and zone change will increase traffic demand on the streets adjacent to this proposal. NE 189th Street is located one-half miles for arterials to the north and south. The spacing of collectors and arterials is consistent with Clark County's plan for distributing urban-level traffic. The increased transportation demand from this proposal will be distributed throughout the road network. The increase of 521 trips will be accommodated in the final design for the improvements at the NE 179th Street interchange.

The subject parcels will continue to have the urban holding overlay applied; should the Board of County Councilors approve this proposal. Clark County and WSDOT have extensively analyzed the trip generation, using the proposed land uses, to plan for needed improvements and classify the streets. The urban holding will be removed, and urban scale subdivisions will be allowed, when the localized critical links and intersections improvements are reasonably funded as shown on the county 6-Year Transportation Improvement Plan or through a development agreement.

Report Prepared By: Matt Hermen, Clark County

Date: June 19, 2017

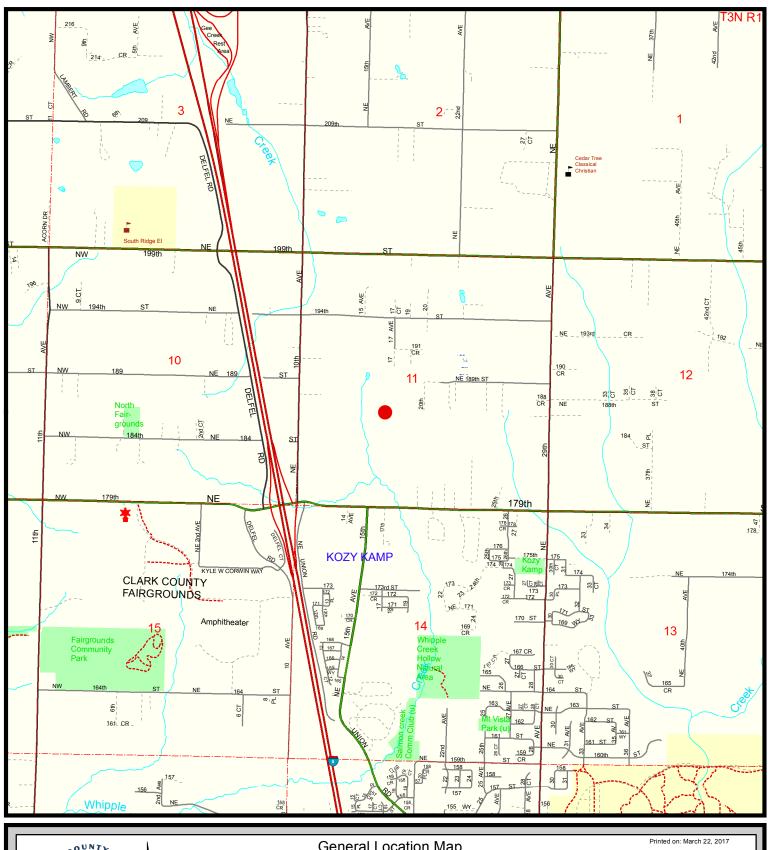
Disclaimer: The trip generation and system analysis in this report provides a gross estimate of the likely impacts that will result from the action of approving this Annual Review request. The assessment of transportation impacts from subsequent development of the site occurs with a specific development proposal and the testing of that proposal under the County's Transportation Concurrency Management ordinance. Approval of this Annual Review request does not ensure that the transportation system will be concurrent at the time a specific development application is submitted.

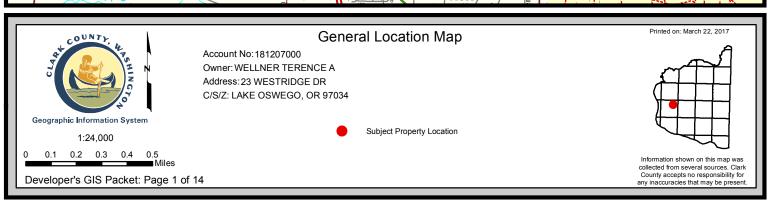
CPZ2017-00009 Page 10

Annual Review CPZ2017-00009 Wellner

Existing Land Use Designation	Parcel Size (Acres)	Parcel Size Minus Infrastructure	Dwelling Units/Acre	Number of Dwelling Units	Building Type	Trip Generation	Daily	PM Peak Hour
Urban Low Density Residential (UL) R1-10 Zoning	10 acres	7.23 acres	4.36	32	Single family dwelling	9.52	305	30

Proposed Land Use Designation	Parcel Size (Acres)	Parcel Size Minus Infrastructure	Dwelling Units/Acre	Number of Dwelling Units	Building Type	Trip Generation	Daily	PM Peak Hour
Urban Medium Density Residential (UM) R-12 Zoning	10 acres	7.23 acres	12	87	Single-family dwelling	9.52	826	83

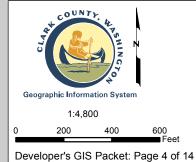












2016 Aerial Photography

Account No:181207000 Owner: WELLNER TERENCE A Address:23 WESTRIDGE DR C/S/Z: LAKE OSWEGO, OR 97034

Proposed Development Area

Printed on: March 22, 2017						
31103	31102	31101				
31110	31111	31112				
31115	31114	31113				

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

Planning Commission Minutes Thursday, August 17, 2017 Page 3

Once we've gotten through all the public testimony, I will close the public testimony portion of the hearing at which point the Planning Commissioners will deliberate and may ask staff to answer any additional questions or make rebuttal. The PC will then take a vote on their decision. Our recommendation will be forwarded to the Board of County Councilors who have final decision-making authority; we only make recommendations.

And when you testify, you must testify in the front at the microphone so the court reporter can hear and record your testimony. Please speak slowly so that she hears everything you say and can get it all entered into the record. State your name and slowly spell your name so that we have it for the minutes. Be relevant and concise and don't repeat yourself or others testifying. If you have any exhibits you want us to consider, such as a copy of your testimony, photographs or other documents, please hand it to staff and then the information will be included in the record for the hearing item and we will consider it as part of our deliberations.

At this point in time, I'd like to ask if anyone on the Planning Commission has any conflicts of interest that they would like to disclose on any of the four matters on the public hearing agenda tonight, Wellner, Powell, Johnson or Felida Village South? If you do, please go ahead and state your conflicts now.

All right. I don't hear anyone with any conflicts, so that concludes my introduction, and I will begin the first hearing on tonight's agenda. Staff, you may begin.

PUBLIC HEARING ITEMS

2017 Annual Plan Amendments amending the 20-Year Growth Management Comprehensive Plan Map and Zone Map:

CPZ2017-00009 Wellner: A proposal to amend the Comprehensive plan and Zoning map from Urban Low Density Residential (R1-10) to Urban Medium Density Residential (R-12) on the following parcel: 181207000. This proposal will not remove the Urban Holding 10 designation on the parcels.

Staff Contact: Sharon.Lumbatobing@clark.wa.gov or (360) 397-2280, Ext. 4909

LUMBANTOBING: Good evening, Planning Commissioners. My name is Sharon Lumbantobing, Planner II with Community Planning for the record. The first docket is the Wellner property located at between NE 189th Street and NE 179th Street in the Fairgrounds neighborhood. This is an amendment to the comp plan and zoning maps on one parcel from urban low density residential to urban medium density. This originated at the property owner's request for all three of his adjacent parcels to have the same zoning.

Mr. Wellner owns the property to the east that's zoned R-12 and the property to the south that is zoned office residential, OR-22. Staff determined that it makes sense to change the zoning of this one parcel to R-12 because it's sandwiched between a mixed use district to the west and

Planning Commission Minutes Thursday, August 17, 2017 Page 4

R-12 to the east. The MX zone requires a minimum of 12 dwelling units per acre. An R-12 provides a minimum density of 12 units per acre; whereas, R1-10 only allows one dwelling unit per 10,000-square feet. Staff is recommending approval and the site will have an urban holding overlay that will remain. Any questions?

MORASCH: All right. Any questions for staff before I open it up to the public testimony?

PUBLIC TESTIMONY

MORASCH: All right. We don't have anyone on the sign-in sheet, but is there anyone in the audience that didn't get a chance to sign the sheet that would like to speak on Wellner? Please come forward and state and spell your name for the record.

WELLNER: Good evening, folks. My name is Terry Wellner and W-e-l-l-n-e-r, and I have three adjoining parcels and when the map came out, it had three different zones, so it's a little inconvenient. So I'm asking that you go ahead and change this zoning from 1 to 10 to R-12 and I think it makes logical sense. It would certainly help with the future development of the site. That's it.

MORASCH: All right. Thank you. Any questions? All right. Well, thank you very much for coming. Is there anyone else in the audience who didn't get a chance to sign up that would like to talk on the Wellner application? All right. Seeing no one, I will then close the public hearing and turn it back over to the Planning Commission for any follow-up questions of staff. No questions? I would then turn it over to the Planning Commission for a motion.

RETURN TO PLANNING COMMISSION

BENDER: I make a motion we accept CPZ2017-00009, Wellner.

JOHNSON: Second that.

MORASCH: It's been moved and seconded to approve the Wellner application. Is there any discussion on the motion? All right. Sonja, we'll do a roll call, please.

ROLL CALL VOTE

BENDER: AYE
GRIMWADE: AYE
JOHNSON: AYE
SWINDELL: AYE
BARCA: AYE
WRIGHT: AYE
MORASCH: AYE

Planning Commission Minutes Thursday, August 17, 2017 Page 5

MORASCH: All right. Well, thank you, Mr. Wellner. It looks like we have recommended unanimously that your application be approved and that will conclude our hearing tonight on the Wellner matter, which brings us to the next matter, which is the Powell matter, CPZ2017-00010. Staff, I will turn it over to you for a staff report.

PUBLIC HEARING ITEMS, continued

CPZ2017-00010 Powell: A proposal to amend the Comprehensive plan and zoning map from an Industrial (I) comprehensive plan designation with Light Industrial (IL) zoning to a Commercial (C) comprehensive plan designation with General Commercial (GC) zoning on the following parcels: 144510000, 144293000, 144519000, and 99620005.

Staff Contact: Sharon.Lumbatobing@clark.wa.gov or (360) 397-2280, Ext. 4909

LUMBANTOBING: Okay. Thank you. This docket is related to four parcels located at the intersection of NE 78th Street and NE St. Johns. This is a proposed amendment to the comp plan and zoning maps from light industrial to general commercial. Three parcels have existing and operating convenient stores with fuel pumps and one parcel has an existing restaurant. The existing commercial businesses do not conform to the current industrial land use designation and light industrial zoning, but the commercial use is a legal nonconforming use as the lots' uses and structures were lawful when established, but nonconforming uses have limits to the modifications that can be made.

The zone change would better match the existing commercial businesses with the conforming commercial land use designation and general commercial zoning. Given the existing uses, location and size of the parcels, it's not likely they would redevelop as industrial. Staff is recommending approval.

MORASCH: All right. Thank you. Any questions for staff before we open up the public hearing? All right. No questions.

PUBLIC TESTIMONY

MORASCH: So I will open the public hearing. Is there anyone who did not get a chance to sign the sign-in sheet that wishes to come and testify on this matter? All right. Seeing that no one is coming down and no one signed our sign-in sheet, I will then close the public hearing and return it to the Planning Commission for any further questions, deliberations and/or a motion.

RETURN TO PLANNING COMMISSION

BARCA: In general, do we have any types of policies where corners of intersections are highly regarded to be commercial over any other type of zoning? Is there any preferences or priorities given to transportation access and the idea of corners like this? I mean, all four corners are industrial, even though they all had commercial property? Yeah. All right. Okay. I get that the shake of the head no. Okay. Thanks.