

# Memorandum

**DATE:** September 5, 2023

**TO:** Chair Ledell and Planning Commission members

**FROM:** Bryan Snodgrass, Principal Planner, Community Development Department

**RE:** September 12 workshop review of fall 2023 Comprehensive Plan and zoning code map and text changes

The September 12 workshop review of the 2023 map and text changes follows an introductory workshop on July 25. A Commission public hearing is scheduled for October 10. Under state law Comprehensive Plan changes, map or text, must be reviewed generally concurrently to evaluate cumulative impacts, but zoning map or text changes can be considered at any time. This year’s items consist of three Comprehensive Plan and associated zoning map changes submitted by property owners, one standalone rezone map designation change submitted by a property owner, two Comprehensive Plan text changes developed by staff, and 14 zoning code text changes also developed by staff. <sup>1</sup> New items introduced since July are highlighted in yellow. The map changes all propose higher allowed densities on properties already zoned for residential use, and are being evaluated by staff with consideration of the pending citywide Comprehensive Plan update required to be adopted in June 2025. The text changes are relatively limited in policy impact.

The GMA requirement to review annual Comprehensive Plan changes concurrently is intended to allow for review of cumulative impacts. As indicated in below table, the five Comprehensive Plan changes proposed this year apply in different areas and are very small relative to citywide land supplies, and do not have significant impacts on each other.

Comprehensive Plan amendments (map or text) for cumulative assessment

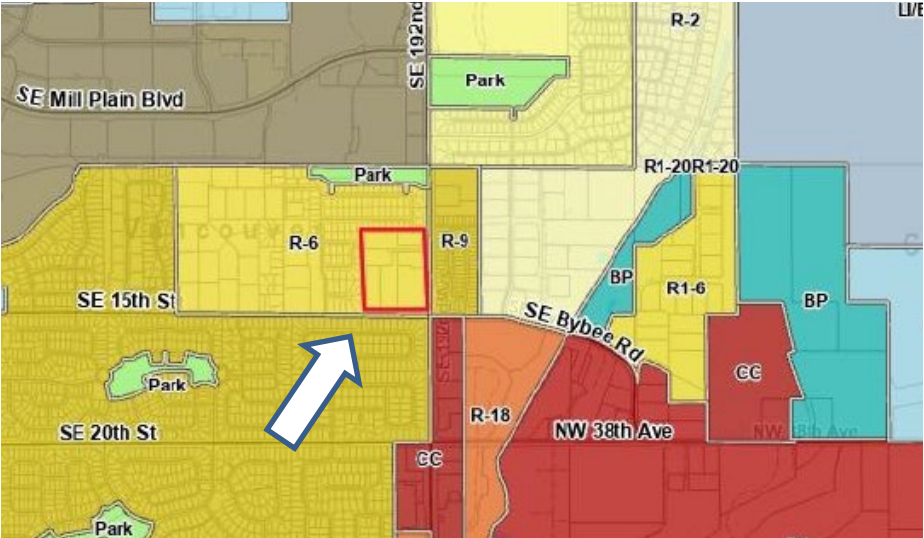
Comprehensive Plan Change Proposal	Applicable Area
192 <sup>nd</sup> Avenue map change - UL/R-6 to UH/R-30	9.8 acres on in east Vancouver
Wood Duck Springs map change - UL/R-9 to UH/R-18	13 acres in northern Vancouver
(new) Miller map change - UL/R-9 to UH/R-30	4 acres in northern Vancouver

<sup>1</sup> As noted previously an additional proposed Comprehensive Plan and zoning change has not been included because of a dispute over its eligibility. A change from GC to R-30 is proposed on the west side of 143<sup>rd</sup> Avenue south of Fourth Plain Blvd. The property is subject to an existing development agreement which City legal staff believes precludes the City from changing to residential zoning without approval of area property owners who are also formal parties to the agreement. The applicant believes the City can do so, and has appealed the City staff determination that the rezone application is incomplete without a revised development agreement to the Hearings Examiner. If the Examiner rules in favor of the applicant, the proposal may be brought for Commission review.

Text change to capital facilities plan to add downtown capital projects	Downtown Vancouver
(new) Text change to parks section of Chapter 5	Citywide

**1. Comprehensive Plan and zoning map changes**

- a. 192<sup>nd</sup> Avenue rezone – Urban Low Density/R-6 to Urban High Density/R-30 on 9.8 acres at the intersection 192<sup>nd</sup> Avenue and 15<sup>th</sup> Street



As indicated in the memorandum for the prior workshop, the site is in the Bennington Neighborhood and located in an area of detached single family homes to west and north zoned R-6, across 15<sup>th</sup> Street and 192<sup>nd</sup> Avenue to the south and east zoned R-9. On the diagonally opposite corner of the intersection 15<sup>th</sup> Street and 192<sup>nd</sup> Avenue are medical offices and restaurants zoned CC. Approximately 700 ft. north of the site is the Columbia Tech Center with a range of commercial activities. The application includes a conceptual site plan indicating ultimate development of 296 housing units in three and four-story buildings, and conversion of an existing single-family home on the site. Five percent of the units would be affordable to household earning 80% of Area Median Income (AMI) or lower. Buildings near the north and west property lines abutting adjacent single-family areas would be three stories in height and set back 45 and 50 feet from the property lines, respectively, behind a landscaped buffer. The four-story building is envisioned in the center of the site. The applicant indicates a Development Agreement will be provided shortly to formalize these features. The maximum height in the R-30 zone is 50 feet.



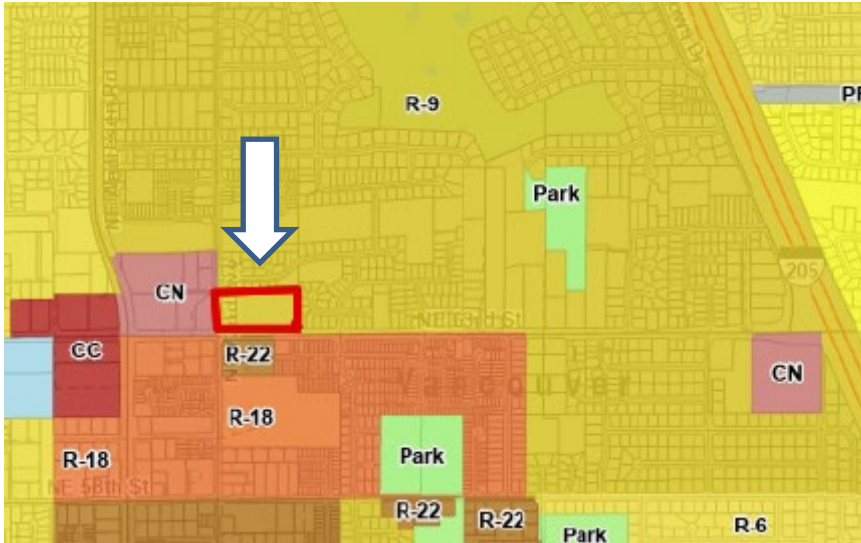
An initial traffic analysis submitted with the application indicates that future development under proposed zoning would likely result in 1,457 more daily vehicular trips than development under the current zoning, and approximately 89 more trips in the evening peak hour. An expanded traffic study indicates the proposal would result in limited overall difference in traffic operations in the nearby area. Some of the intersections will experience an incremental increase in delay

times, but the Level of Service for each intersection will remain the same. Further work will be undertaken at the development review stage.

The C-Tran #37 bus runs north and south along 192<sup>nd</sup> Avenue abutting the site, with service between downtown and the Fisher's Landing Transit Center, at generally 15-minute intervals.

- b. **(New) Miller – Urban Low Density/R-9 to Urban High Density/R-30 on 4.1 acres at 63<sup>rd</sup> Street and 72<sup>nd</sup> Avenue**





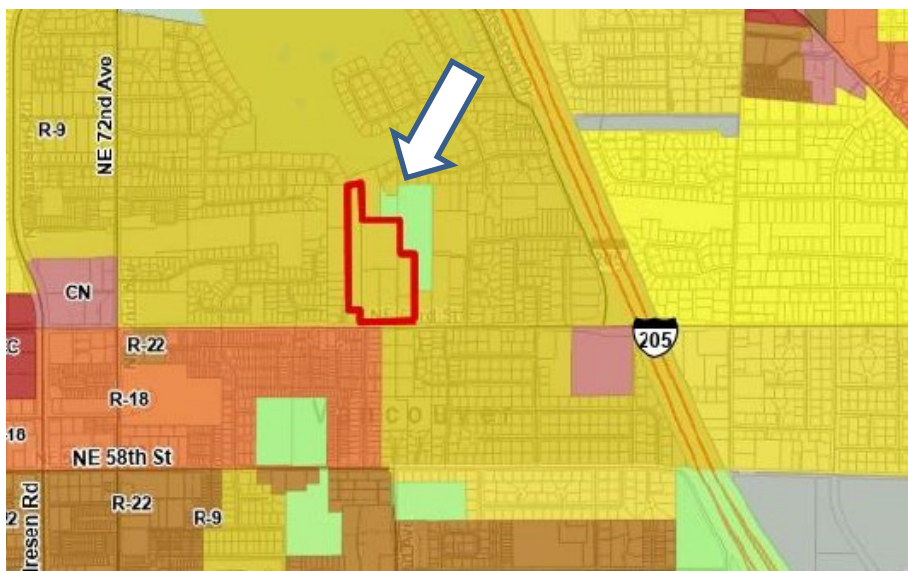
The proposal is located on the northeast corner of the intersection 63<sup>rd</sup> Street and 72<sup>nd</sup> Avenue. The rezone site contains several existing single-family homes, outbuildings, and vacant land. North and east of the rezone site are single family homes zoned R-9. West across 72<sup>nd</sup> Avenue is a City of Vancouver Fire Station and training facility. To the south across 63<sup>rd</sup> Street are newly constructed apartments (not shown in the above aerial) zoned R-22. The Miller rezone site is approximately ¼ mile west of the proposed Wood Duck Springs rezone site also under review in 2023, and approximately 900 feet east of a commercial center at the southwest corner of 63<sup>rd</sup> Street and Andresen.

The application from Sergei Cormanitchi represented by PLS Engineering appears as a new item because it was originally a standalone rezone from R-9 to R-17 not subject to Commission review because it was a change only to the next higher density designation. On advice of City staff it has been changed to a Comprehensive Plan and zone change request from Urban Low/R-9 to Urban High/R-30. The higher density designation allows the site to better address the citywide housing affordability crisis, provide for new housing units required by recent GMA changes, and position new residential growth near a commercial center to the west with nearby transit service. The application envisions market rate apartment development. A conceptual site plan is not included. The maximum allowed height in the R-30 zone is 50 feet.

Land to the south of the Miller rezone site across 63<sup>rd</sup> Street was approved for rezone from R-18 to R-22 in 2021, with the same applicant and representative as the Miller rezone. The original applicant request and Planning Commission recommendation in that case was to R-30, which the City Council reduced to R-22 to better align with single family zoning north of 63<sup>rd</sup> Avenue. The Miller rezone application indicates that market rate apartments similar in style to those on the south side of 63<sup>rd</sup> are envisioned if the rezone is approved. The Miller site contains extensive wetlands, so future development may not be able to utilize all of the property. Additional information on the critical lands implications will be provided at the workshop.

The C-Tran #32 bus runs north and south along Andresen Road approximately 900 feet west of the site, with service between downtown and the Vancouver Mall Transit Center, at generally 30 minute intervals.

c. Wood Duck Springs – Urban Low Density/R-9 to Urban High Density/R-18 on 13 acres at 63<sup>rd</sup> Street and 82<sup>nd</sup> Court



The proposal is located on the north side of 63<sup>rd</sup> Street approximately one mile north of Vancouver Mall. The rezone site contains several existing single-family homes, outbuildings, and vacant land. North and east of the rezone site is Kelly Meadows Park, zoned R-9. East and west along 63<sup>rd</sup> Street are large lot single family homesites also zoned R-9. To the south across 63<sup>rd</sup> Street are smaller single- family homes zoned R-18 and R-9.

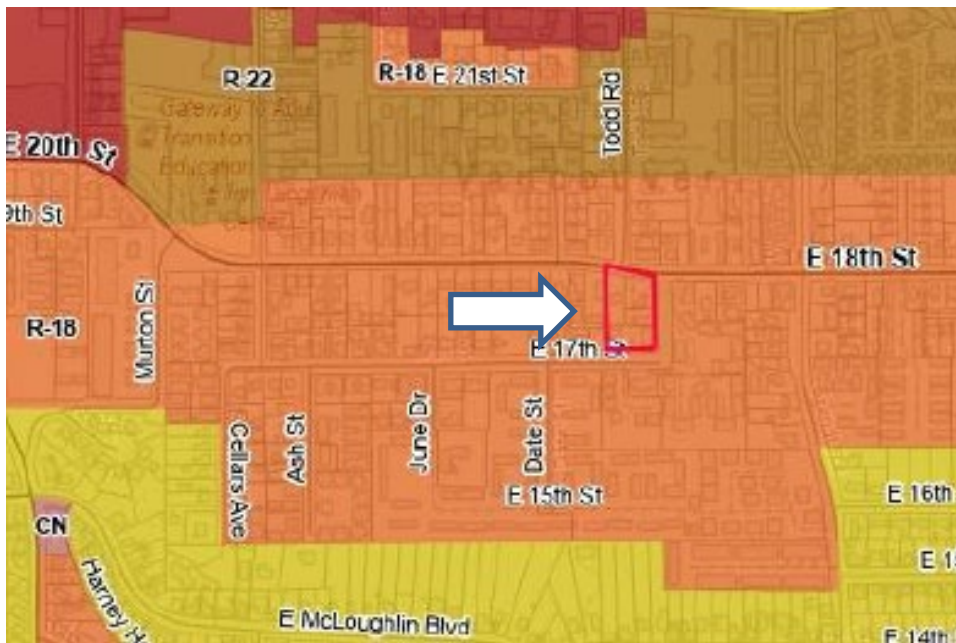
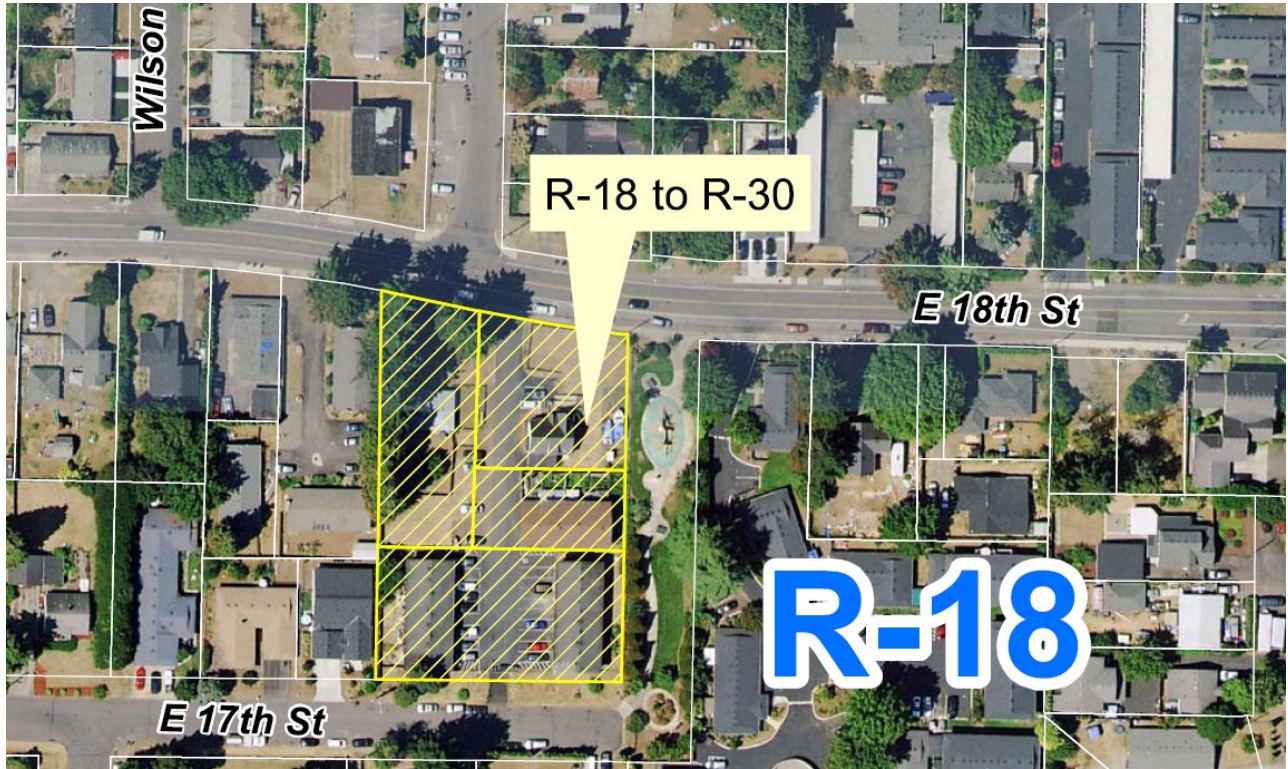
The application from Songbird Homes represented by PLS Engineering indicates that the applicant will likely develop the site with two of the existing homes retained, and the remainder developed with a mix of market rate apartments and townhomes. The application indicates townhomes are envisioned on the western portion of the site. A conceptual site plan has not been submitted. The application estimates a maximum of 224 units could be developed. The application estimates development envisioned if the rezone is approved would result in approximately 35% more daily trips than likely development under the current zoning. The north central portion of the site contains wetland mapping indicators, which may reduce overall site development slightly, to be determined at the time of development review.

The C-Tran #32 bus runs north and south along Andresen Road approximately 1/2 mile west of the site, with service between downtown and the Vancouver Mall Transit Center, at generally 30-minute intervals.

As with any larger residential upzone, potential issues that may arise at the site plan review phase include transportation and other service impacts. Because of the relatively large size of the property and its options for development in the interior or east portions of the site with less impacts to abutting neighbors, the absence of higher density or affordable housing components to meet citywide housing needs, and legal requirements may be an issue. A commercial component could also serve the site and surroundings, as the nearest commercial services are approximately 1/2 of a mile to the west, and the nearest undeveloped commercial land over 1/4 mile to the east.

## 2. Zoning map change

- a. Date Park – R-18 to R-30 on 1.2 acres in the Maplewood Neighborhood Association approximately 1000 feet south of Fourth Plain Boulevard

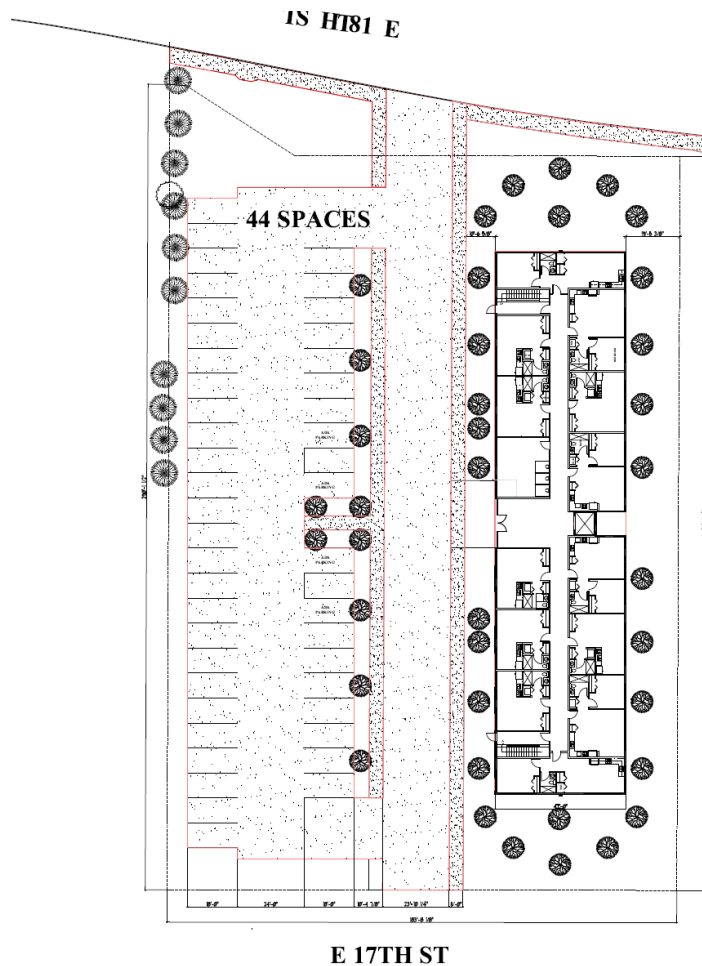




The proposal is located in an older residential area with a mix of housing types zoned R-18. North of the site across E. 18<sup>th</sup> Street at the intersection with Todd Road is a small apartment building and a single-family home. West of the rezone site is a single-family home and a duplex. South across E 17<sup>th</sup> Street is a single-family home and small apartment. East is MyPark, a narrow park owned and operated by the City of Vancouver.

The site contains two existing homes and 13 Second Chance rental units. If the rezone is approved, the application from Datepark Condominiums, Inc, proposes to replace all of the existing structures with four buildings providing 54 affordable housing units consisting of 24 studios and 30 one-bedroom units. The City of Vancouver Community Development Department is co-sponsoring the application, consistent with existing CDD policy in support of rezone applications which staff finds are consistent with rezone criteria, and facilitate housing projects where at least 40% of units will be affordable to households earning 60% or less of Area Median Income.

The applicant has provided a conceptual site plan indicating the buildings are proposed on the east end of the site adjacent to the park, with parking on the west side. Traffic and the interface with abutting residential development to the west are issues that may arise during the hearings process.



### 3. Comprehensive Plan and Zoning Code Text Changes

<b>Comprehensive Plan Section</b>	<b>Issue/Action</b>
1. Comprehensive Plan Capital Facilities Project list (separate document adopted by reference into Comprehensive Pan)	Add two capital parking projects to citywide capital project list, Library Square/Riverwest Parking Structure, and Downtown Parking Extension Project.
2. (New) Comprehensive Plan Chapter 5, Public Facilities and Services, Appendix E, and	<ul style="list-style-type: none"> <li>- Amend Comprehensive Plan text on page 5-33 to clarify parks service areas as being within 1.5 miles of public access points</li> <li>- Amend Comprehensive Plan text on page 5-38, replacing outdated Table 5-15, the 2011-16 Parks Capital Facilities Plan, with new 2023-32 Capital Facilities Plan.</li> <li>- Amend Comprehensive Plan Appendix E, Documents adopted by reference, to include updated parks document references</li> <li>- Amend Vancouver Parks, Recreation &amp; Cultural Services Comprehensive Plan (2022-2031) to update capital facilities plans, service area provisions, and other provisions</li> </ul>
<b>Zoning Code Section</b>	<b>Issue/Action</b>
3. Zoning Code Definitions, Breezeway, VMC 20.450	Require breezeways linking structures (so that a second structure is not separate and accessory) to include a roof
4. Use Classifications. VMC 20.160	<ul style="list-style-type: none"> <li>- Move bus barns from the VMC 20.160.020.D.5 category of Warehouse/Freight Movement to the VMC 20.160.020.B.14 category of Transportation Facilities</li> <li>- Add associated fuel storage to VMC 20.160.020.B.14 category of Transportation Facilities to clarify that fuel storage associated with transportation facilities is an allowed use.</li> <li>- Add description of Temporary Use</li> </ul>
5. Measurements 20.170.070	Clarify width and depth for flag lots
6. Fees, VMC 20.180.060 37.A (2-9 lots)	Delete 'short subdivision' reference which is addressed elsewhere in the fee code
7. (New) VMC 20.210 Provisions for Type II (Administrative) applications	Remove outdated requirement that notices be through "regular" mail only, which eliminates option of notice via email, including to parties that have already commented through email.
8. Conditional Use Permits, VMC 20.245.030	Clean up submittal requirements for electronic submittals
9. Site Plan Review, VMC 20.270.040.C	Include location and dimensions of easements

10. Binding Site Plans, VMC 20.330	Fix broken links, add requirement for binding site plans to show easements with dimensions
11. Lower Density Residential Districts, VMC 20.410.050 Development	-Clarify that single family streetfront standards adopted as part of 2022 Housing Code Updates apply to land divisions submitted after the 7/27/22 ordinance adoption date -Clarify role of Planned Developments, Infill, and Clusters in maximum density calculations
12. (new) Critical Areas Protection, VMC 20.740	In response to new federal Flood Insurance Rate Maps (FIRM) going into effect in November, update local definitions, add reference to new FIRM maps, and modify the variance process for historic structures in the floodplain
13. SEPA Categorical Exemptions, VMC 20.790.200	Pursuant to recent statutory changes, exempt apartments with fewer than 200 units from requiring SEPA review unless critical lands or other factors are present to trigger review
14. Cottage Clusters, VMC 20.950	Clarify definition of density bonus and common area. Address minimum lots sizes and frontages, and allowance for pre-existing homes exceeding cluster requirements.