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CLARK COUNTY  
WASHINGTON

COMMUNITY PLANNING

## STAFF REPORT

TO: Clark County Planning Commission

FROM: Jeff Niten, Planner III

DATE: October 22, 2012

SUBJECT: AMENDMENTS TO THE 20-YEAR COMPREHENSIVE GROWTH MANAGEMENT PLAN DOCUMENT REGARDING THE SALMON CREEK SUB-AREA PLAN (CPZ2012-00014)

### Background

The Salmon Creek sub-area is generally The area is bounded by Salmon Creek and Interstate 205 on the south, Interstate 5 to the west, approximately NE 58<sup>th</sup> Avenue to the east, and NE 190<sup>th</sup> Street alignment to the north. The 2007 Comprehensive Plan included the Salmon Creek sub-area within the Three Creeks Special Planning Area.

Staff convened an advisory task force composed of property owners in the area, representatives from Clark Regional Wastewater District, Department of Health, Washington Department of Transportation, City of Vancouver, Washington State University - Vancouver, and Legacy Salmon Creek Medical Center. The task force met the first time on February 24, 2010 and met eight times through June, 2010. Through the process the advisory group developed zoning recommendations grounded by the Board directive to enhance employment opportunities within the sub-area.

The proposed plan is also consistent with the Washington State University – Vancouver vision for future campus development. Staff developed a proposal for a (U) University District that is intended to provide long-term opportunities for educational and related uses within the community.

Staff held a public meeting with the Fairgrounds Neighborhood Association regular meeting held September 10, 2009.

On April 14, 2010 at work session for the Discovery Fairgrounds sub-area plan staff was directed by the Board of Commissioners to cease work on all sub-area planning pending a review of employment zoning categories. The Planning Commission agreed to table the matter until the review of employment zones within the county was completed.

That review is now complete and staff is bringing the matter back to the Planning Commission for consideration.

### Proposed Actions

1. Amend the Comprehensive Plan map and the Zoning map to those designations and zones recommended by the task force.

2. Adopt the proposed (U) University District as developed and recommended by the task force.

## **APPLICABLE CRITERIA, EVALUATION AND FINDINGS**

In order to comply with the Plan Amendment Procedures in the Clark County Unified Development Code (UDC 40.560.010), amendments to the Comprehensive Plan land use map must meet all of the criteria in Section G, Criteria for All Map Changes. Comprehensive Plan Text changes must meet the criteria in UDC 40.560.010(M)(2).

### **CRITERIA FOR ALL MAP CHANGES**

- 1. 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 re-designation of the Discovery/Fairgrounds sub-area are Goals 4, 5, and 10.

- (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.*

Finding: The proposed zoning amendments are consistent with the applicable State GMA Goal. The sub-area will have a variety of densities and housing types including multi-family zoning and opportunities for multi-family housing within the areas designated for Mixed Uses.

- (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 amendments are consistent with Goal 5 Economic Development. The proposed zoning and Comprehensive Plan designations increase business and employment opportunities within the Salmon Creek sub-area plan boundary and are consistent with adopted comprehensive plan policies. The proposal for the Salmon Creek sub-area creates a (U) University District zone which is intended to provide long-term opportunities for educational and related uses within the community. In addition, the (U) University District is intended to create predictability of institutions of higher learning in the planning process.

- (10) Environment Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.*

Finding: The proposed amendments are consistent with this goal. The Salmon Creek sub-area was approved for zoning at urban densities in September 2007. The proposal for Salmon Creek creates a (U) University District zone recognizing the environmental constraints present in the sub-area. The purpose of this section is to allow development to occur in a manner that does not adversely impact the community and provides and protects the natural and physical assets of the community.

### **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:

1.1.0 *Community Framework Plan Policies Urban Growth Area Centers (UGA) have a full range of urban level-of-services and can be divided into three main categories in the following density tiers:*

**Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial, and industrial uses, high capacity transit (HCT) corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 units per net residential acre (6 gross units per acre) as an overall average. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities while other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.

Finding: The sub-area plan recommendations meet the intent of this policy. The advisory group has recommended zones for areas along major arterials and Interstate 5 for employment and major commercial uses, and higher density residential uses. There is also a recommendation for Business Park zoning adjacent to Washington State University to the east across NE 50<sup>th</sup> Avenue accompanied by both Mixed Use and multi-family residential uses.

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. Housing options available in the county include single family neighborhoods and mixed use neighborhoods (e.g., housing above commercial storefronts, traditional grid single family neighborhoods, townhouses, multi-family developments, accessory units, boarding homes, cooperative housing, and congregate housing).*

Finding: The sub-area plan recommendations meet the intent of this policy. There are a wide variety of zoning types available within the sub-area boundaries enabling citizens from a wide range of economic levels and age groups to live within its boundaries.

2.1.2 *Provide housing opportunities close to places of employment.*

Finding: A substantial part of the sub-area is zoned for Mixed Uses and higher density residential uses allowing a choice for citizens who desire to live close to potential employers.

4.1.0 *New developments are to protect and enhance sensitive areas and respect natural constraints.*

Finding: During the process of developing recommendations for zoning within the Salmon Creek sub-area the areas with the greatest environmental constraints were considered.

5.1.3 *To reduce vehicle trips, encourage mixed land use and locate as many other activities as possible to be located within easy walking and bicycling distances from public transit stops.*

Finding: The task force recommended a substantial amount of Mixed Use and multi-family zoning within the sub-area. Additionally, the (U) University District was developed with the intent to allow development to occur in a manner that does not adversely impact the community and protects the natural and physical assets of the community.

### **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: Land use patterns and individual developments should be locationally and functionally integrated to reduce sprawl, promote pedestrian and transit use and limit the need for automobile trips and to foster neighborhood and community identity.***

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

- *Frequently used commercial activities and 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 used within individual structures, or within adjacent structures or developments.*

Finding: The recommended zoning in the sub-area has a substantial amount of acres designated Mixed Use. Additionally, commercial uses are recommended for areas near residential uses.

Conclusion: Criterion 1 has been met.

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

Finding: The proposed zoning pattern is consistent with the adopted Comprehensive Plan designations.

Conclusion: Criterion 2 has been met.

***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.***

Finding: The proposed zoning designations reflect task force and community input, and are appropriate for the sub-area.

Conclusion: Criterion 3 has been met.

- 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.**

Finding: The proposed amendments better implement the applicable comprehensive plan policies than the current zoning map designations. Creation of a (U) University District will create predictability for educational institutions in the planning process.

Conclusion: Criterion 4 has been met.

- 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.**

Finding: The determination was made that the full range of public facilities and services could be made available in 2007 when this area was brought into the urban growth boundary.

Conclusion: The applicable criteria for approval of the comprehensive plan map amendments have been met.

## **RECOMMENDATION AND CONCLUSIONS**

Based upon the information and the findings presented in this report and in the supporting documents, staff recommends that the Planning Commission forward a recommendation of **APPROVAL** to amend the Comprehensive Plan Map and Zoning Map and to adopt the recommendations of the task force for the Salmon Creek sub-area.

## 40.230.050 University District (U)

### A. Purpose.

The University (U) district is intended to provide long-term opportunities for educational and related uses within the community. Such educational facilities enhance the identity and image of the community as a desirable place for human growth and development and provide opportunities and facilities for various activities and needs of a diverse and dynamic population. The purpose of this section is to allow such development to occur in a manner that does not adversely impact the community and provides and protects the natural and physical assets of the community. In addition, the purpose is to provide a timely but adequate review of such development and to create predictability for institutions of higher education in the planning process.

### B. Uses.

The uses set out in Table 40.230.050-1 are examples of uses allowable in this zone district. The appropriate review authority is mandatory.

- “P” – Uses allowed subject to approval of applicable permits.
- “R/A” – Uses permitted upon review and approval as set forth in Section [40.520.020](#).
- “C” – Conditional uses which may be permitted subject to the approval of a conditional use permit as set forth in Section [40.520.030](#).
- “X” – Uses specifically prohibited.

Where there are special use standards or restrictions for a listed use, the applicable code section(s) in Chapter 40.260, Special Uses and Standards, or other applicable chapter is noted in the “Special Standards” column.

<b>Table 40.230.050-1. Uses</b>		
	<b>U</b>	<b>Special Standards</b>
1. Services – Educational.		
a. Universities and colleges, including public, parochial and private.	P	
b. Teaching facilities, including but not limited to classrooms, lecture halls, seminar rooms, teaching laboratories, and related support facilities.	P	
c. Offices for administration, faculty, staff, graduate students, student government, and clerical purposes with related support facilities.	P	
d. University information services, including but not	P	

<p>limited to libraries, instructional media production, news and information centers, radio and television broadcasting facilities, bookstores, publication and printing services, and related information services.</p>		
<p>e. Research facilities, including but not limited to agricultural experiment stations, scientific research laboratories, joint public-private research facilities, medical research institutes, and related research activities. Research facilities may also include agricultural uses, normally associated with land grant universities, such as crop research plots, hay and pasture land, facilities for the care of wildlife and/or domestic livestock, and veterinary silence facilities.</p>	P	
<p>f. Services for the campus population including but not limited to medical clinics, child care centers, student union buildings, bookstores, counseling services, copy centers, career planning and placement centers, and related services. These services may include, but are not limited to services for the convenience of the campus population such as postal services, <a href="#">fitness centers</a>, barber and beauty shops, food service, banking facilities, travel agencies, and similar establishments normally associated with a campus community.</p>	P	
<p>g. Facilities for spectator, cultural and sporting events including but not limited to performing arts centers, museums, <a href="#">stadiums</a>, and outdoor amphitheaters.</p>	P	
<p>h. Recreational facilities for the campus population including but not limited to tennis courts, softball fields, athletic playfields, swimming pools and other indoor and outdoor sports facilities.</p>	P	
<p>i. Physical plant facilities for the operations and maintenance of the university.</p>	P	
<p><a href="#">j. Fraternity, sorority, dormitory, and medium density residential uses.</a></p>	<u>C</u>	
<p><a href="#">k.</a> Other supportive nonresidential uses which are determined by the responsible official to be customarily associated with, and appropriate, and incidental to the principal permitted uses and which are consistent with the mission of the institution.</p>	P	
<p>2. Other.</p>		

a. Any other uses included in an approved MDP.	P	
b. Buildings that exceed the height regulations in Table 40.230.050-3	C	
c. Utilities, other than wireless communications facilities	P	40.260.240
d. Wireless communications facilities	P/C <sup>1</sup>	40.260.250
e. Solid waste handling and disposal sites	C	40.260.200
f. Temporary uses	P	40.260.220

<sup>1</sup> See Table 40.260.250-1.

C. Development Standards.

1. New lots and structures and additions to structures subject to this chapter shall comply with the applicable standards for lots, building height, setbacks and building separation in Tables 40.230.050-2 and 40.230.050-3, subject to the provisions of Chapter 40.200 and Section [40.550.020](#). Site plan review is required for all new development and modifications to existing permitted development unless expressly exempted by this title (see Section 40.520.040).

Table 40.230.050-2. Lot Requirements			
Zoning District	Minimum Lot Area (sq. ft.)	Minimum Lot Width (feet)	Minimum Lot Depth (feet)
University	None	None	None

Table 40.230.050-3. Setbacks, Lot Coverage and Building Height					
Zoning District	Minimum Setbacks			Maximum Lot Coverage	Maximum Building Height (feet)
	Front (feet)	Side (feet)	Rear (feet)		
University	20	10, 20 <sup>1</sup>	10, 20 <sup>1</sup>	50%	72 <sup>2</sup>

<sup>1</sup> Setback shall be ten (10) feet unless the site is adjoins a residential district in which case the minimum setback shall be twenty (20) feet.

<sup>2</sup> No building or structure shall be hereafter erected, enlarged, or structurally altered to exceed seventy-two (72) feet in height unless a conditional use permit is granted. Uninhabitable portions of a building, such as a spire, dome, lantern, clock tower, shall be allowed to exceed the height limit as provided for in Section [40.200.060](#).

2. Signs. Signs shall be permitted according to the provisions of Chapter 40.310.
3. Off-Street Parking and Loading.

- a. Off-street parking shall be provided as required in Chapter 40.340. No off-street parking or loading area shall be allowed within twenty-five (25) feet of a property line, unless the responsible official finds that a buffer will exist that effectively screens the parking from an adjoining residential zone, in which case no off-street parking or loading area shall be allowed within ten (10) feet of an adjoining residential zone or public right-of-way or access easement.
  - b. All motor vehicle parking, maneuvering, and loading areas shall be paved. Other surfaces may be used for fire lanes as approved by the fire marshal and responsible official; provided, the alternative surface will accommodate emergency vehicle loads.
  - c. Bicycle and pedestrian paths shall be provided in accordance with the approved master plan. Such paths are allowed within the required setback areas.
4. Site Plan Approval. New development shall be subject to Section [40.520.040](#), Site Plan Approval, prior to issuance of a building permit. In addition to the requirements of Section [40.520.040](#), the following requirements shall apply to properties located within the U district:
- a. Buildings and structures shall be sited to minimize to the extent possible the interruption of views from adjacent residential areas to any identified significant geographic feature, such as the Cascade Range.
  - b. Landscaping shall be provided that, at maturity, will adequately screen parking lots and vehicle loading and maneuvering areas from surrounding residences while not significantly obscuring views of identified significant geographic features, such as the Cascade Range.
  - c. Landscaping shall be of a type that has growth characteristics given conditions on the site to be effective at screening from the intended view shed within two (2) years of planting, although complete effectiveness may not occur for additional years. Minimum size for shrubs shall be six (6) feet within two (2) years of installation; minimum size for trees shall be twelve (12) feet within two (2) years of installation.
  - d. All required landscaping shall be installed prior to issuance of a certificate of occupancy, unless otherwise approved by the responsible official pursuant to Section [40.320.010](#)(G). Landscaping shall be designated in phases in a reasonable manner to coincide with the phasing of the overall construction which may occur.
  - e. Areas which are to be maintained in their natural setting shall be so designated on a landscape plan, and subject to the review and approval of the responsible official.
  - f. Any mature trees which are lost as a result of new building construction shall be replaced with new plantings of equivalent long-term quality, and value based on the International Society of Arboriculture guidelines.

- g. All mechanical heating and ventilating equipment shall be visually screened as required in Section [40.320.010\(D\)\(2\)](#), as approved in the site plan review process.
  - h. Exterior lighting shall be installed to avoid disruption to abutting properties and to avoid traffic safety hazards as required in Section [40.570.080\(C\)\(3\)\(i\)](#), as approved in the site plan review process.
5. Performance Standards. No land or structure shall be used or occupied within the U district unless there is compliance with the following minimum performance standards:
- a. Noise. The maximum permissible noise levels shall be as determined by Chapter 173-60 WAC, as amended.
  - b. Vibration. Vibration which is discernible without instruments at the property line of the use concerned is prohibited.
  - c. Smoke and Particulate Matter. Air emissions must be approved by the Southwest Clean Air Agency.
  - d. Odors. The emission of noxious gases or matter in such quantities as to be readily detectable at any point beyond the property line of the use creating such odors is prohibited.
  - e. Lighting. Exterior lighting shall be directed so as to not shine onto or significantly interfere with uses of abutting properties and to avoid traffic safety hazards.
  - f. Heat and Glare. Except for exterior lighting, operations producing heat and glare shall be conducted entirely within an enclosed building.
  - g. Storage, Handling, and Use of Hazardous Materials. The storage, handling and use of hazardous materials shall be in compliance with all applicable local, state and federal regulations. Changes in the use of hazardous materials shall be reported to the county fire marshal for review and approval.
  - h. Rooftop and Ground-Level Exterior Equipment. The provisions of Section [40.320.010](#) shall apply. The screening shall be incorporated into the design of the building.
  - i. Solid Waste. All uses within the U district shall establish and implement a recycling program to reduce the amount of material disposed of at landfills.

*(Amended: Ord. 2006-09-13)*

D. Special Requirements.

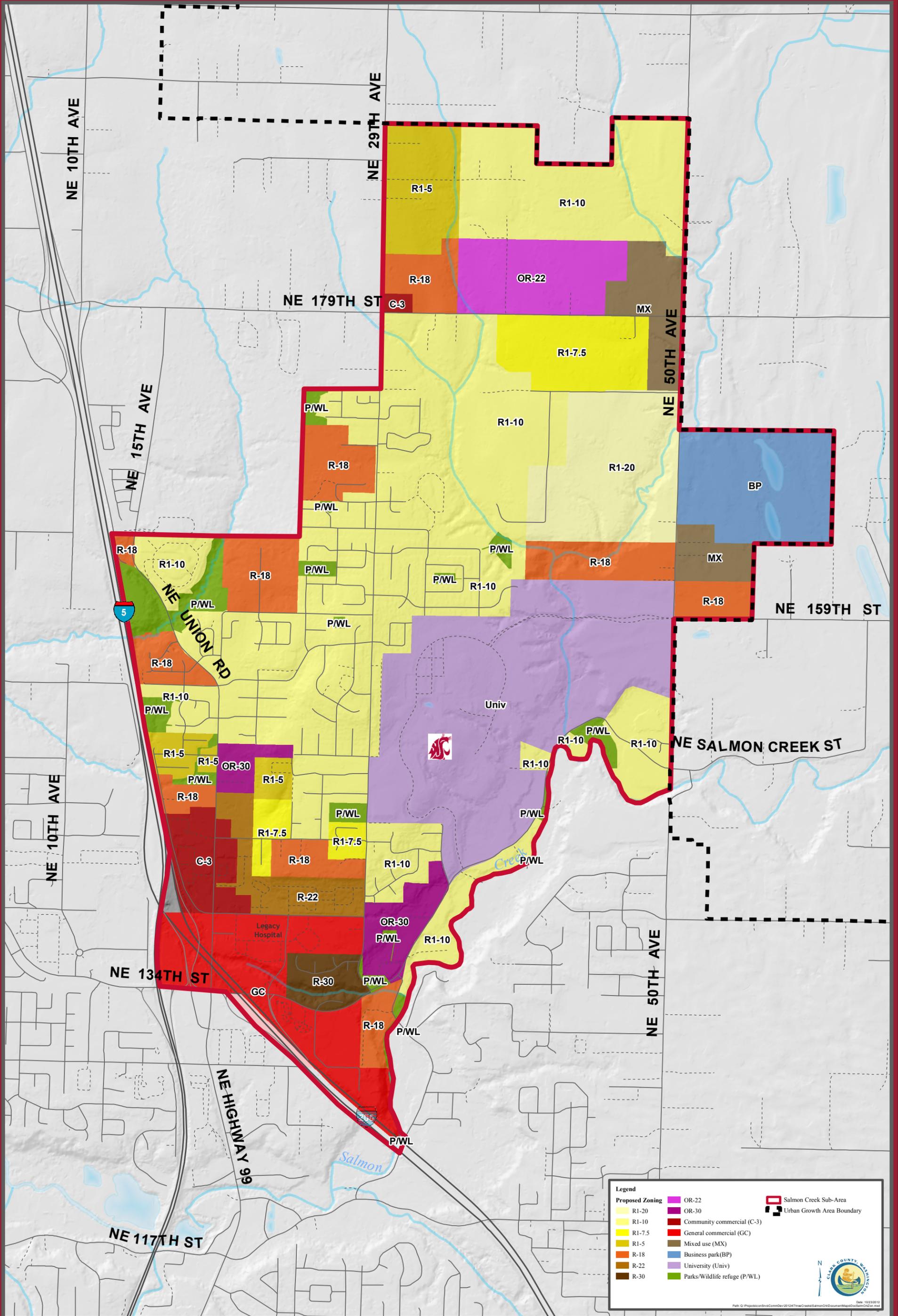
- 1. Development on properties of five (5) acres or more within the U district shall not be undertaken without first obtaining approval of a Master Development Plan (MDP). The hearing examiner shall consider the MDP at a public hearing conducted pursuant to Section [40.510.030](#). The application will be reviewed as a Type III process.
- 2. In the case of a property that is less than five (5) acres or in the case of a reuse of an existing building, no MDP shall be required.
- 3. The MDP application shall include the following:
  - a. Vicinity map;
  - b. Site analysis including key natural features;

- c. Site plan showing the proposed locations of buildings and related facilities;
  - d. General layout of streets, utilities, and drainage management measures;
  - e. Maps and/or narrative showing off-site improvements, if any, necessary to serve the proposed development;
  - f. Proposed phasing of development and the overall schedule of phasing;
  - g. Other information as determined by the responsible official.
4. The hearing examiner shall approve the proposed MDP or approve with conditions only if it is found that the plan and schedule satisfy the following:
- a. Provide an overall general plan which is properly related to and preserves the natural features and resources on the site and vicinity;
  - b. Provide for land uses and intensities that are consistent with the comprehensive plan, this chapter, and with the planned capacity of public facilities;
  - c. Assure that the proposed development is considered as a whole and will conform to the comprehensive plan, the zoning standards, and all applicable county plans;
  - d. Assure that phased development is properly coordinated;
  - e. Do not significantly adversely impact the surrounding properties and uses.

Projects for which an MDP or the equivalent have been reviewed as part of any other regulatory process for which a public hearing was required prior to January 1, 1995, shall be exempted from this requirement.

5. The responsible official shall have the authority to review and approve minor modifications to a previously reviewed MDP as a Type II process; provided, that the requirements of this section are satisfied. A minor change is one which does not change the overall land use concept and the project as a whole, does not substantially increase intensity of development, or does not materially affect the relationship of the development to adjacent land uses. Any other changes must be processed as a new application.

# SALMON CREEK SUB-AREA PLAN TAC PROPOSED ZONING



Legend	
<span style="display: inline-block; width: 15px; height: 10px; background-color: #ffffcc; border: 1px solid black;"></span> R1-20	<span style="display: inline-block; width: 15px; height: 10px; background-color: #9900cc; border: 1px solid black;"></span> OR-22
<span style="display: inline-block; width: 15px; height: 10px; background-color: #ffff00; border: 1px solid black;"></span> R1-10	<span style="display: inline-block; width: 15px; height: 10px; background-color: #cc0000; border: 1px solid black;"></span> OR-30
<span style="display: inline-block; width: 15px; height: 10px; background-color: #ccffcc; border: 1px solid black;"></span> R1-7.5	<span style="display: inline-block; width: 15px; height: 10px; background-color: #ff0000; border: 1px solid black;"></span> Community commercial (C-3)
<span style="display: inline-block; width: 15px; height: 10px; background-color: #ccffcc; border: 1px solid black;"></span> R1-5	<span style="display: inline-block; width: 15px; height: 10px; background-color: #ff0000; border: 1px solid black;"></span> General commercial (GC)
<span style="display: inline-block; width: 15px; height: 10px; background-color: #ff9900; border: 1px solid black;"></span> R-18	<span style="display: inline-block; width: 15px; height: 10px; background-color: #cccccc; border: 1px solid black;"></span> Mixed use (MX)
<span style="display: inline-block; width: 15px; height: 10px; background-color: #990000; border: 1px solid black;"></span> R-22	<span style="display: inline-block; width: 15px; height: 10px; background-color: #0000ff; border: 1px solid black;"></span> Business park (BP)
<span style="display: inline-block; width: 15px; height: 10px; background-color: #660000; border: 1px solid black;"></span> R-30	<span style="display: inline-block; width: 15px; height: 10px; background-color: #ccccff; border: 1px solid black;"></span> University (Univ)
	<span style="display: inline-block; width: 15px; height: 10px; background-color: #006600; border: 1px solid black;"></span> Parks/Wildlife refuge (P/WL)
	<span style="display: inline-block; border: 2px dashed red; width: 20px; height: 10px;"></span> Salmon Creek Sub-Area
	<span style="display: inline-block; border: 2px dashed black; width: 20px; height: 10px;"></span> Urban Growth Area Boundary



Date: 10/23/2012  
Path: Q:\Projects\corbis\CommDev\2012\ThreeCreeks\SalmonCreek\Document\Map\Zoning\Zoning.mxd