



TO: Clark County Council  
FROM: Karl Johnson, Chair  
PREPARED BY: Sharon Lumbantobing, Planner II  
DATE: September 17, 2019  
SUBJECT: **CPZ2019-00007 NEIGHBORHOOD PET CLINIC**

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### **PLANNING COMMISSION RECOMMENDATION**

On August 15, 2019, the Planning Commission voted 4 to 0 to approve the staff recommendation to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with Single Family Residential (R 1-10) zoning to Commercial (C) comprehensive plan designation with Community Commercial (CC) zoning on 0.29 acres (118138224).

### **PROPOSED ACTION**

The applicant is requesting to amend the comprehensive plan designation from Urban Low Density Residential (UL) with Single Family Residential (R 1-10) zoning to Commercial (C) comprehensive plan designation with Community Commercial (CC) zoning on 0.29 acres (118138224).

### **BACKGROUND**

This area was brought into the Vancouver Urban Growth Area in 1994. There has been significant residential development in the Felida area in the last 20 plus years. The subject parcel is currently zoned Urban Low Density Residential (UL) with Single Family Residential (R 1-10) zoning, as are surrounding parcels to the west, south, and north. The subject parcel is immediately adjacent to a commercially zoned area along NW 36<sup>th</sup> Ave. that has a variety of commercial uses, such as a pet clinic, gas station, convenience store, restaurant/ coffee shop, studio, and offices.

The applicant of the subject parcel also owns an adjacent parcel to the east that is zoned Community Commercial (CC) zoning, which is occupied by the Neighborhood Pet Clinic. The applicant is requesting an amendment to change from Single Family Residential (R 1-10) to Community Commercial (CC) on the subject parcel to extend the pet clinic on the adjacent parcel. Community Commercial zoning is "intended to provide for the regular shopping and service needs for several adjacent neighborhoods." [CCC 40.230.010].

The applicant's narrative states that significant development of the area has occurred since the comprehensive plan and zoning designations were established in 1994 and there is a lack of commercially zoned property in the area for business expansion. In addition, the cluster of commercial development along NW 36<sup>th</sup> Ave. lacks sufficient off-street parking.

### **GENERAL INFORMATION**



**Parcel Number(s):** 118138224  
**Location:** 3613 NW 127<sup>th</sup> St., Vancouver, WA 98685  
**Area:** 0.29 acres  
**Owner(s):** Darren and Jacquanette Rinta

**Existing Land Use:**

**Site:** Urban Low Density Residential (R 1-10)  
**North:** Urban Low Density Residential (R 1-10)  
**South:** Commercial (CC)  
**East:** Urban Low Density Residential (R 1-10)  
**West:** Urban Low Density Residential (R 1-10)

**SUMMARY OF PUBLIC INVOLVEMENT PROCESS**

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

**APPLICABLE CRITERIA, EVALUATION AND FINDINGS**

**CRITERIA FOR ALL MAP CHANGES**

- A. The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act (GMA) and requirements, the countywide planning policies, the Community Framework Plan, Comprehensive Plan, City Comprehensive Plans, Applicable Capital Facilities Plans, and official population growth forecasts. [CCC40.560.010(G)(1)].**

**Growth Management Act (GMA)**

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA lists thirteen overall goals in RCW 36.70A.020 plus the shoreline goal added in RCW 36.70A.480(1). The goals are not listed in order of priority. The GMA goals that apply to the proposed action are Goals 1, 4, and 5.

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

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

Goal 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 for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities. [RCW 36.70A.020(5) and WAC 365-196-435].

**Finding:** The proposed amendment is consistent with GMA Goals 1 and 5. The re-designation of this land for commercial use is consistent with the type and intensity of uses expected in the Urban Growth Area (Goal 1). The site is within the Vancouver Urban Growth area and is served by public facilities and services to support the proposed amendment at urban densities. While there is an abundance of residentially zoned land in the area (R 1-6, R-10, R-12), there is demonstrated demand for commercial development and lack of available sites zoned Commercial in the Felida neighborhood. The applicant’s market analysis shows that existing retail within a 1 mile radius of the site only services 9.5% of retail potential, meaning that residents have to travel outside the one mile area for their commercial needs. There is some limited Neighborhood Commercial zoning within one mile of the subject parcel, but the closest Community Commercial zoning is 2.26 miles away along the I-5 corridor. The change to Commercial (CC) will permit additional commercial services in this predominantly residential area and provide employment opportunities (Goal 5). The proposed amendment is consistent with the applicable GMA Goals 1 and 5 and WAC 365-196-435.

### **Community Framework Plan**

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

### **Economic Development**

- 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.
- 9.1.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community. [Framework Plan, page 21].

### **Transportation**

- 5.1.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, and public transit) [Framework Plan, page 17].

Finding: The proposal is to change the site from Urban Low Single Family Residential (R 1-10) to Commercial (CC) designation which is intended to provide services for several neighborhoods in urban areas. The proposal supports the Community Framework policies to provide additional commercial services to the surrounding residential neighborhood. The subject site is located within the Vancouver UGA in an area of existing urban development. The Community Framework Plan encourages retention of employment land for commercial development and employment purposes. Having retail/commercial uses at this location provides additional opportunities for nearby residents to walk and/or bike to shop. The proposed change is consistent with the Economic Development policies in the Framework Plan.

The comprehensive plan states that Community Commercial zone should generally be located at minor and major arterial crossroads and serve a primary trade area between 2 to 4 miles. The subject parcel is located near the intersection of NW 36th Ave. and NW 127th St. NW 36<sup>th</sup> Ave. is a two-lane minor arterial with center turn lane and bike lanes and NW 127<sup>th</sup> St. is a two-lane local access street. There is some limited Neighborhood Commercial zoning within one mile of the subject parcel, but the closest Community Commercial zoning is 2.26 miles away along the I-5 corridor. The proposed re-designation of the subject site would allow commercial development that supports the surrounding community, consistent with this policy.

### **Countywide Planning Policies (CWPP)**

The GMA, under RCW 36.70A.210, requires counties and cities to collaboratively develop Countywide Planning Policies (CWPP) to govern the development of comprehensive plans. The WAC 365-196-305(1) defines “the primary purpose of CWPP is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties.”

### **Land Use**

- 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... [2016 Plan, pages 41].

### **Economic Development**

- 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.
- 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. [2016 Plan, pages 226-227].

Finding: The proposed plan amendment and rezoning is consistent with the policies in the Countywide Planning Policies and does encourage a balance of jobs and housing opportunities. The plan amendment would provide the opportunity for family wage jobs. The subject parcel is within the Vancouver UGA boundary in an area of existing urban development surrounded by residentially zoned and developed land, and adjacent to a commercial zoned area. The

residential developments to the north and west are likely to act as a buffer to future commercial development. The proposed site has adequate public facilities.

### **Comprehensive Growth Management Plan 2015-2035 (2016 Plan)**

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

#### **Land Use**

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

- 1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing 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. [2016 Plan, page 46].

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

- 1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each other.
- 1.4.2 Encourage mixed-use developments, which provide opportunities to combine residential, commercial uses within individual structures, or within adjacent structures or developments.
- 1.4.4 Encourage compact commercial development with an appropriate mix of uses. [2016 Plan, pages 46-47].

#### **Economic Development**

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

- 9.4.1 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.
- 9.4.2 Locate convenience-oriented retail and service developments adjacent to residential neighborhoods; encourage small-scale neighborhood commercial uses directly within residential areas. [2016 Plan, page 229].

Finding: The re-designation of this land from Urban Low Density Residential to Commercial supports multiple goals and policies in the comprehensive plan and is consistent with the type and intensity of uses expected in the Vancouver Urban Growth Area. The change would provide additional commercial services to this area. While there is an abundance of residentially zoned land in the area (R 1-6, R-10, R-12), there is demonstrated demand for commercial

development and lack of available sites zoned Commercial in the Felida neighborhood. The applicant's market analysis shows that existing retail within a 1 mile radius of the site only services 9.5% of retail potential, meaning that residents have to travel outside the one mile area for their commercial needs. There is some limited Neighborhood Commercial zoning within one mile of the subject parcel, but the closest Community Commercial zoning is 2.26 miles away along the I-5 corridor. The proposed amendment is consistent with policies in the 2016 Plan.

**Conclusion: Criterion A has been met.**

- B. The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the plan and the purpose statement of the zoning district. [CCC 40.560.010(G)(2) and CCC 40.560.020(G)].**

#### Urban Low Density Residential (UL)

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

A. Purpose.

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

#### Community Commercial (CC)

A commercial center area provides services to several neighborhoods in urban areas of Clark County and is implemented with the Community Commercial zone. New community commercial areas should generally be between five and 20 acres in size, spaced two to four miles from similar zones, serve a population of 10,000 to 20,000, locate at minor and major arterial crossroads, and serve a primary trade area between 2 to 4 miles. [2016 Plan, page 34].

A. Purpose.

Community Commercial (CC) District. These commercial areas are intended to provide for the regular shopping and service needs for several adjacent neighborhoods. This district is only permitted in areas designated as

community commercial or mixed use on the comprehensive plan. [CCC 40.230.010(A)].

**Finding:** The subject parcel is located west of the intersection of NW 127<sup>th</sup> St. and NW 36<sup>th</sup> Ave., which is classified as a minor arterial. The site is immediately adjacent to a commercially zoned area along NW 36<sup>th</sup> Ave. that has a variety of commercial uses, such as a pet clinic, gas station, convenience store, restaurant/ coffee shop, studio, and offices. The re-designation of the subject parcel to Community Commercial will serve the Felida and Salmon Creek neighborhoods. While there is an abundance of residentially zoned land in the area (R 1-6, R-10, R-12), there is demonstrated demand for commercial development and lack of available sites zoned Commercial in the Felida neighborhood. There is some limited Neighborhood Commercial zoning within one mile of the subject parcel, but the closest Community Commercial zoning is 2.26 miles away along the I-5 corridor. The proposed re-designation is in conformance with both the locational criteria in the comprehensive plan and the intended purpose of the proposed zoning districts.

**Conclusion:** Criterion B is met.

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

**Finding:** Community Commercial is intended to provide for the service needs of several adjacent neighborhoods. The site is immediately adjacent to an existing area classified as Community Commercial. There are no available parcels for commercial development in the vicinity. The VBLM shows that there are only three vacant parcels zoned commercial in Felida. One parcel (187909000) is a flag lot, served by a narrow driveway, with effectively no street frontage, making it not suitable for commercial development. The other two parcels (188724000 and 188693000) are both under active development for commercial use and are not available. There are no other properties zoned Community Commercial within a 2 mile radius of the site. The subject parcel is adjacent to a strip of properties zoned Community Commercial. Re-designation of this parcel to Community Commercial would better serve the community. The site is suitable for the requested Community Commercial comprehensive plan designation.

**Conclusion:** Criterion C is met.

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

**Finding:** The proposed land use amendment (b) better implements applicable comprehensive plan policies than the current land use designation of single-family residential. A community commercial designation at this site would complement the adjacent commercial designation. Since the original comprehensive plan designation and zoning were established for the area, single family residential growth has occurred. The residents in this area could benefit from additional commercial opportunities that are close by. The applicant submitted a land use and market analysis that shows a lack of commercial property in the area. There are only three vacant parcels zoned commercial in Felida. One parcel (187909000) is a flag lot, served by a narrow driveway, with effectively no street frontage. The other two parcels (188724000 and

188693000) are both under active development for commercial use and are not available. There are no other properties zoned Community Commercial within a 2 mile radius of the site. Re-designation of this parcel to Community Commercial would better serve the community by providing retail/service that is in close proximity to the surrounding residents.

**Conclusion: Criterion D is met.**

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

**Finding:** The full range of urban public facilities and services are available to serve commercial uses at the site. Clark Public Utilities provides water service, Clark Regional Wastewater provides sewer service, Fire District 6 and Clark County Sheriff's office serve this area, and it is in the Vancouver school district. The site is within C-Tran's service area and is currently served by a transportation arterial network. The Transportation Impact Analysis shows that the proposed comp plan and rezone change will only minimally increase trips, and is not anticipated to cause any significant impacts to the transportation system within the site vicinity. No significant traffic delays or congestion is expected to result due to the zone change. Please refer to the attached Transportation Impact Analysis for further information regarding transportation for this proposal.

**Conclusion: Criterion E is met.**

**F. Additional Criteria for Commercial Map Changes**

**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;**
- 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.**

**Finding:** The applicant submitted a market analysis using the weighted block group centroid retrieval method that shows a lack of commercial property in the area. There are only three vacant parcels zoned commercial in Felida. One parcel (187909000) is a flag lot, served by a narrow driveway, with effectively no street frontage. The other two parcels (188724000 and 188693000) are both under active development for commercial use and are not available. There are no other developable commercial properties available in the area. The applicant's market analysis shows that existing retail within a 1 mile radius of the site only serves 9.5% of retail potential. The subject parcel is adjacent to a strip of properties zoned Community Commercial. Re-designation of this parcel to Community Commercial would better serve the community.

**Conclusion: Criterion F is met.**

**RECOMMENDATION AND CONCLUSIONS**

Based on the information and the findings presented in this report, the Planning Commission forwards a recommend of **APPROVAL** to Clark County Councilors to amend the comprehensive plan designation and zoning from Urban Low Density Residential (UL) with Single Family Residential (R 1-10) zoning to Commercial (C) comprehensive plan designation with Community Commercial (CC) zoning on 0.29 acres (118138224).

The following table lists the applicable criterion and summarizes the findings of the staff report and Planning Commission report for CPZ2019-00007.

<b>COMPLIANCE WITH APPLICABLE CRITERIA</b>		
<b>Criteria for Policy/Text Amendments</b>	<b>Criteria Met?</b>	
	<b>Staff Report</b>	<b>Planning Commission Findings</b>
A. Consistency with GMA & Countywide Policies	Yes	Yes
B. Conformance with Locational 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
F. Additional Criteria for Commercial Map Changes	Yes	Yes
<b>Recommendation:</b>	<b>APPROVE</b>	<b>APPROVE</b>