



King County

2016 King County Comprehensive Plan Update

**SUPPLEMENTAL AREA ZONING STUDIES
TO EXECUTIVE'S TRANSMITTAL**

August 24, 2016

List of Studies

Supplemental Area Zoning Study #2 – Fairwood A (Motion 14276)

Supplemental Area Zoning Study #4 – Allison Docket Request

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Area Zoning Study #21 – Vashon #1



King County

**2016 King County Comprehensive Plan Update
Area Zoning Study #2**

FAIRWOOD A

Supplemental to Executive's Recommendation

I. SUMMARY

This item was initiated as part of Motion 14276, which requested the Executive complete an area zoning study to review the “Comprehensive Plan land use designations and implementing zoning in the Fairwood neighborhood on parcels 3423059035, 3423059061, 3423059031 and 3423059034 and the surrounding area, and [complete an] evaluation of whether to redesignate the parcels to a higher density residential land use designation, with higher density implementing zoning, for the purpose of potential development of a continuing care retirement community”. This item was also included in Motion 14351, the scope of work for the 2016 King County Comprehensive Plan (KCCP) update.

The Executive included an area zoning study for these four parcels and included a recommendation in the Executive's transmittal. The Executive's recommendation was to redesignate the land use and reclassify the zoning for the northernmost parcel, 3423059035, to a land use designation of “UH” (Urban High; Urban Residential greater than 12 dwelling units per acre), and a zoning of R-18 (residential, 18 dwelling units per acre). The Executive did not recommend modifying the land use or zoning for the remaining three parcels included in the area zoning study.

Since the transmittal of the Executive's recommended 2016 KCCP, additional work has been completed with Executive and Council staff and the property owners of these four parcels, to further review whether a modification of zoning is appropriate. There are two proposals, one from Wesley Homes (parcels 3423059035, 3423059061, and 3423059031) and one from Wayne's Place (3423059034).

II. SUPPLEMENTAL INFORMATION**A. King County Code****Wesley Homes**

The area zoning study included in the Executive's recommended 2016 KCCP outlines the permissions for "senior citizen assisted housing", a land use in the Residential Land Use Table in K.C.C. 21A.06. However, the proposal for a "continuing care facility" is broader than the uses allowed under "senior citizen assisted housing". There are three uses under the County's existing zoning code that would be triggered for a continuing care facility as described by Wesley Homes: apartments, senior citizen assisted housing, and nursing and personal care facilities.

SIC #	SPECIFIC LAND USE	R1-8	R12-48
*	Apartment	P5 C5	P
*	Senior Citizen Assisted Housing	P4	P
805	Nursing and Personal Care Facilities		C

i. Apartment

Apartments are allowed in the R-6 zone. Up to 12 dwelling units per buildable acre are allowed; however, if the density exceeds 6 units per acre, a conditional use permit is required. In the R-18 zone, they are permitted without any development conditions.

ii. Senior Citizen Assisted Housing

Per K.C.C. 21A.08.030, senior citizen assisted housing is permitted in R-6 ONLY if it is within a historic building registered on the National Register or through King County landmarks. Senior citizen assisted housing is permitted in an R-18 zoning without any development conditions.

iii. Nursing and Personal Care Facilities

Per K.C.C. 21A.08.050, nursing and personal care facilities are not permitted in the R-6 zone, but are allowed with a conditional use permit in the R-18 zone.

Wayne's Place

The code provisions for apartment zoning noted above would apply here as well. Potential density bonuses provided through the Density Incentive Program in K.C.C. Chapter 21A.34 could also apply.

B. Current proposals from the property ownersWesley Homes

Parcel	Acres
3423059035	9.99
3423059061	4.80
3423059031	4.80
Total	19.59

The property owner for the northern three parcels, Wesley Homes, has provided further information on the types of uses and development they are currently considering for this site. Their current project proposal would include a continuum of care for a variety of senior housing needs, from independent living to nursing home beds. The proposal includes 155 independent living units, 48 assisted living units, 20 memory care units, and 35 care center/nursing home beds; these units would be within two buildings, with a total square footage of 417,000 square feet and a building height of up to 65 feet.

Wayne's Place

Parcel	Acres
3423059034	3.37

The property owner for the southernmost, fourth parcel, Wayne's Place, has provided further information on the types of uses and development they are currently considering for this site. Their current project proposal would include development of a four-story, 68 unit apartment building with a total square footage of 76,624 square feet and a building height of 50 feet; this would be within two wings of one building, with an adjacent parking lot and an underground parking garage. This is proposed to be achieved through rezoning from R-6 to R-18 with an associated land use designation change to "UH" (allowing up to 56 dwelling units under the base zoning) combined with the use of bonus units through the Density Incentive Program (proposed to be achieved through the open space and energy conservation incentives, providing for an additional 12 units).

C. Area Land Use and Zoning Information

The site is within the Fairwood urban unincorporated area, within the City of Renton's Potential Annexation Area. The site is southwest of the intersection of SE Petrovitsky Road and 140th Avenue SE; at this intersection is a commercial area, bordered by a mix of residential zoning of varying densities. The intersection mainly has Community Business zoning, with some Office zoning on the northwest corner. As the land uses move away from this commercial center, there is residential zoning of R-48, R-24, R-18

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Fairwood A

immediately adjacent to the commercial areas, and then moving further away, zoning of predominantly R-6.

These varying zones allow the following residential densities:

Zone	Base Density	Maximum Density
Residential, 6 dwelling units per acre (R-6)	6 dwelling units/acre	9 or 12 dwelling units/acre
Residential, 18 dwelling units per acre (R-18)	18 dwelling units/acre	27 or 36 dwelling units/acre
Residential, 24 dwelling units per acre (R-24)	24 dwelling units/acre	36 or 48 dwelling units/acre
Residential, 48 dwelling units per acre (R-48)	48 dwelling units/acre	72 or 96 dwelling units/acre
Office	48 dwelling units/acre	72 or 96 dwelling units/acre
Community Business	48 dwelling units/acre	72 or 96 dwelling units/acre

The parcels immediately adjacent to this site are zoned a combination of Community Business, R-24 and R-18, except to the south where the zoning is R-6. This area is a transition between the more intense uses associated with the commercial development at the intersection, and the single-family residential neighborhoods to the south.

D. Communication

Wesley Homes

The Department of Permitting and Environmental Review (DPER) reviewed the proposal from Wesley Homes and conducted a conceptual permit feasibility. This review notes that the site has a number of constraints that create challenges to development, including compliance with critical area and transportation concurrency requirements. DPER also notes that “a senior housing project may have the potential to be developed in compliance with King County Codes and regulations. However, it may have a different look and smaller scale that what has been proposed in the limited discussions conducted to date.” DPER’s analysis is included as Attachment 1 to this report.

Wayne’s Place

The representative for the owners of Wayne’s Place has been in communication with Council staff. DPER has not completed any permit feasibility analysis of the proposal.

III. ANALYSIS

A. Site Constraints

Both sites are currently undeveloped. There are issued permits for the southern parcel, to be developed into a condominium project, known as Wayne's Place Condominiums. This project includes construction of a 28-unit condominium project in two buildings, plus five detached garages; the project includes the use of transfer of development rights to obtain a higher density allowed under R-6 zoning. While permits have been issued, the property owner has placed construction on hold until this land use and zoning proposal is decided.

Both sites are also constrained by Molasses Creek and its associated buffers, which flows to the northwest through the properties. There are also slopes of approximately 40 percent associated with the stream. These sensitive areas would reduce the development potential of the properties, to a lesser number of dwelling units physically able to be constructed on the site.

As noted by DPER's permit feasibility analysis for the Wesley Homes proposal, a major constraint on development would be the impacts on transportation concurrency on the 140th Avenue SE and SE Petrovitsky Road intersection to the north; while this analysis was originally identified for the Wesley Home's site, this issue would likely also apply to the Wayne's Place site. While the transportation concurrency issue would likely be true even for development under the current zoning density, the Council may wish to take this into consideration when looking at the policy question of whether to modify the zoning to allow additional uses or an increase in zoning on either site.

B. Policy Consistency

A potential land use and zoning change to increase density on either site, in order to increase the amount of housing available within the urban area, would be consistent with policies U-121 and U-125.

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Fairwood A

Policy options for the Council to consider include:

1. Approve a change to the land use designation and zoning to UH and R-18 for all four parcels, either:
 - a. without any P-suffix conditions, or
 - b. with P-suffix conditions (such as: with a condition on the Wesley Homes site that restricts the use to a continuing care facility; requiring coordinated transportation planning on all four parcels; and/or specific conditions for the Wayne's Place parcel).
2. Approve a change to the land use designation and zoning to UH and R-18 only for the northern three Wesley Homes parcels, either:
 - a. without any P-suffix conditions, or
 - b. with a P-suffix condition that restricts the use to a continuing care facility.
3. Approve a change to the land use designation and zoning to UH and R-18 only for the southernmost Wayne's Place parcel, either
 - a. without any P-suffix conditions, or
 - b. with P-suffix conditions.
4. Do not approve any change to the land use designation and zoning to any of the parcels.

Attachments:

1. Department of Permitting and Environmental Review, Wesley Homes – Senior Housing Permit Feasibility Conceptual Review, dated May 31, 2016



King County

Department of Permitting and Environmental Review

35030 SE Souglas St., Suite 210
Snoqualmie WA 98065-9266

206-296-6600

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May 31, 2016

Wesley Homes – Senior Housing

King County Comprehensive Plan Proposal – Fairwood (A) – re-designate to a higher residential land use category

Parcels 342305-9031, -9034, 9035, -9061 (approx. 22.95 acres total)

Wesley Homes is a not-for-profit provider of care and services for older adults in the region. Wesley Homes facilities offer a continuum of care that allow residents to remain in place even as their care needs change.

At the request of the County Council, the Department of Permitting and Environmental Review was asked to conduct a very preliminary conceptual review (since detailed studies and plans are not provided) of Wesley Homes' site plan. Permitting also reviewed earlier proposals (single family detached and multi-family) to develop these parcels that did not move forward.

Wesley Homes shared conceptual drawings and information regarding the type of facility they would like to develop on the site.¹ The scale of the facilities would require an upzone to two additional parcels beyond what was included² in the Executive Recommended 2016 Comprehensive Plan, Area Zoning Study #2 – Fairwood A (Motion 14726).

Of note, the site has a number of constraints that creates challenges to development, even were an upzone granted. These include the presence of a stream and wetlands (and the required setback buffers), significant elevation changes (with a potential erosion hazard zone) on the site. Additionally, the site is in a transportation concurrency travelshed that is very close to failing, meaning off-site improvements may be required for transportation access and reduction of impacts to the network.

Based on this preliminary review, it appears that a senior housing project may have the potential to be developed in compliance with King County Codes and regulations. However, it may have a different look and smaller scale than what has been proposed in the limited discussions conducted to date. In discussions with Wesley Homes, they noted that there could be flexibility in how the site is developed, but that the density of units needed to be sufficient for the project to be feasible.

¹ The Area Zoning Study #2 looked at four parcels. Parcels 3423059031, 3423059035 and 3423059061 are owned by Wesley Homes. Parcel 3423059034 is owned by a different entity. This memorandum addresses only the three parcels owned by Wesley Homes.

² Area Zoning Study #2 recommended an upzone to parcel 3423059034 to R-18, and retention of the R-6 zoning on the other parcels to buffer the more intensive use from the R-6 parcels to the south.

Noted below are some of the elements of the preliminary review and challenges associated with the site which may limit or change the scale and design of the proposal.

- Petrovitsky & 140th Ave SE intersection - This intersection currently operates at Level of Service E, however, it is extremely close to Level of Service (LOS) F. In the event the level of service falls to an “F” or “fails”, Wesley Homes would be required to provide mitigation/improvements to the intersection to return LOS to “E”. This may or may not be feasible (may involve purchase of additional right-of-way, construction of infrastructure, etc.) and potentially be cost prohibitive. The proposal necessitates need for a traffic study and further evaluation. A traffic study would include, at a minimum, further evaluation of level of service at this intersection and other off-site intersections, traffic distribution, neighborhood circulation, potential cut-through traffic, limited access to 140th Ave impacts, mitigation, etc.
- Critical areas – Critical areas exist on the site (Molasses Creek, wetlands & steep slopes) – It’s anticipated that the buffers may increase from previously approved projects (Ridge at Molasses Creek preliminary plat) as a result of updates to King County Code (i.e. Critical Areas). Updated studies necessary.
- 2016 Surface Water Design Manual revisions that may require larger drainage facilities and associated drainage improvements than previous iterations of the Manual
- Zoning – project required to demonstrate compliance with zoning regulations – density, dimensions, setbacks (note, increase in setbacks when base height exceeded), parking, landscaping, recreation, illumination, storage, etc.
- Building review – updated/new International Building Code – July 1, 2016 effective date



King County

**2016 King County Comprehensive Plan Update
Area Zoning Study #4**

ALLISON SDO REMOVAL REQUEST

Supplemental to Executive's Recommendation

I. SUMMARY

This item was initiated as part of a 2014 docket request, to remove the Special District Overlay (SO-230) from tax parcel 3224079134 (Allison Property). It was also included in Motion 14351, the scope of work for the 2016 King County Comprehensive Plan (KCCP) update.

The Executive completed an area zoning study for this area and included a recommendation in the Executive's transmittal of the KCCP. The Executive's recommendation was to remove this condition from the Allison property and the application of this SDO to the other three RA-5 (SO) zoned properties south of I-90.

The property has been sold since transmittal of the Executive's recommended 2016 KCCP and the new property owner (B. King) has requested that the zoning on Parcel 3224079134 be revised to remove the split zoning, in addition to removing the SDO. Instead of split RA-5 / RA-10 zoning, the property owner has requested RA-5 zoning for the entire parcel.

II. SUPPLEMENTAL INFORMATION

A. Adopted Policies and Code

The following KCCP policies are relevant to this proposal.

R-306 A residential density of one home per 10 acres shall be applied in the Rural Area where:

- a. The lands are adjacent to or within one-quarter mile of designated Agricultural Production Districts, the Forest Production District or legally approved long-term mineral resource extraction sites; or

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Allison SDO Removal Request

- b. The lands contain significant environmentally constrained areas as defined by county ordinance, policy or federal or state law, or regionally significant resource areas or substantial critical habitat as determined by legislatively approved basin plans or Watershed Resource Inventory Area Plans; and
- c. The predominant lot size is greater than or equal to 10 acres in size.

R-308 A residential density of one home per 5 acres shall be applied in the Rural Area where:

- a. The land is physically suitable for development with minimal environmentally sensitive features or critical habitat as determined by legislatively adopted watershed based plans;
- b. Development can be supported by rural services;
- c. The land does not meet the criteria in this plan for lower density designations; and
- d. The predominant lot size is less than 10 acres.

Similar criteria for these zones is also outlined in King County Code 21A.04.060.

Under the current Zoning Code (Title 21A), if the SDO is removed, the split RA-5 / RA-10 zoning could potentially allow for the property to be subdivided into 3 parcels. If the SDO is removed and the property were rezoned to RA-5, the property could potentially be subdivided into 4 parcels.

B. Area Land Use and Zoning Information

Adjacent Parcel	Acres
3224079134	19.96
3224079003	2.31
3224079085	23.71
3224079136	5.0
3224079020	5.0
3224079138	5.0
3224079108	5.64
3224079111	5.49
3224079112	5.04
3224079021	5.32
3224079140	0.15

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All of the properties that abut the Allison/King property on the west, south and a portion of the eastern sides are five acre tracts that were created in the late 1970's. Even though the properties are zoned one dwelling unit per 10 acres, the effective zoning is one dwelling unit per five acres given their lot size. The large property east of Allison/King property is a twenty-plus acre parcel that is the site of a mobile home park with what appears to be 40 hook-ups or roughly two dwelling units per acre.

Note that there is an adjacent parcel (3224079136, owned by Randy Hart) that has the same RA-5 / RA-10 split zoning, and it is five acres large. The Council may wish to consider outreach to this property owner and consider changing the zoning on this parcel as well. It would have no impact from a development perspective, but would harmonize the zoning with the size of the already-developed parcel.

C. Communication

The property owner first submitted the rezone request to Council staff on June 17, 2016 and then provided public testimony in support of the request at the June 21, 2016 Transportation, Economy and Environment Committee meeting. Council staff has been in communication with the property owner since then regarding the process and timing for Councilmember consideration of the request.

III. ANALYSIS

A. Site Constraints

The site is currently undeveloped. There are no pending or issued permits for the site. A feasibility pre-application meeting request (File No. PREA16-0096) was filed by the property owner in May in order establish what would be required for a four lot short plat, if the zoning change was approved. That meeting request has been rescheduled several times and is presently scheduled for the end of August.

As noted in the Executive's area zoning study, this property does not appear to be in an identified floodplain and there is no County documentation showing it to be of any specific concern for downstream flooding. There are no known traffic or related issues that would be worsened if the zoning were changed. Based on past building permit reviews, there is a Class III stream on parcel 3224079136 that may slightly affect the Allison/King property. There may be a small area of steep slope in the southern portion of the property. These would need to be verified through a critical area designation before applications could be approved for any type of development or short plat.

B. Policy Consistency

Both the Allison/King and Hart properties meet the criteria for RA-5 zoning in KCCP policy R-308 and the Zoning Code, as they are generally environmentally

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unconstrained, can be supported by rural services, and the predominant lot size in the area is less than 10 acres.

Policy options for the Council to consider include:

1. Concur with the Executive's transmitted KCCP that removes the SDO, but do not change the zoning for the Allison/King property. No land use designation changes would be necessary.
2. Concur with the Executive's transmitted KCCP that removes the SDO, and modify the zoning for Parcel 3224079134 (Allison/King) to RA-5. No land use designation changes would be necessary.
3. Concur with the Executive's transmitted KCCP that removes the SDO, and modify the zoning for Parcel 3224079134 (Allison/King) and 3224079136 (Hart) to RA-5. No land use designation changes would be necessary.
4. Do not concur with the Executive's transmitted KCCP that removes the SDO, and make no zoning changes.



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Area Zoning Study #12

CARNATION UGA AMENDMENT

Supplemental to Executive's Recommendation

I. SUMMARY

This item was initiated as part of Motion 14351, the scope of work for the 2016 King County Comprehensive Plan (KCCP) update. This item requested the Executive complete an area zoning study to “review land use designations and implementing zoning on parcels 1525079049, 1525079005, and 1525079010 and the surrounding area, and consider whether to convert the parcels from rural to urban. The proposal should be evaluated in conjunction with dedication of lands as open space and/or farmland preservation that is four times the acreage of the land added to the Urban Growth Area.”

The Executive completed an area zoning study for these three parcels and included a recommendation in the Executive's transmittal of the KCCP. The Executive's recommendation was not to expand the Urban Growth Area (UGA) boundary at this time, but indicated they would consider a Four-to-One proposal, should the property owner apply, consistent with the interests of: protecting the adjacent Agricultural Production District (APD) from development pressure through a permanent buffer, protecting views from the valley floor from incompatible hillside development, preferring that the dedicated open space be in a contiguous parcel, allowing access to the new urban development in a manner that does not compromise the adjacent agricultural district's access on the eastern edge, and ensuring that the new urban development uses the land efficiently.

Since the transmittal of the Executive's recommended 2016 KCCP, additional work has been completed with Executive and Council staff and the property owners of these three parcels, to further review whether a UGA expansion is appropriate, subject to the

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criteria of the County's Four-to-One program. King County received a Docket Request from the property owner for the Docket period that closed on June 30, 2016.

II. SUPPLEMENTAL INFORMATION

A. Adopted Policies and Code

The Executive's area zoning study included the applicable 2012 Countywide Planning Policies and the KCCP policies related to expansion of the Urban Growth Area Four-to-One Program.¹ King County Code 20.18.170 and 20.18.180 also outline additional requirements of the Four-to-One Program.

20.18.170 The four to one program – process for amending the urban growth area to achieve open space.

A. The total area added to the urban growth area as a result of this program shall not exceed four thousand acres. The department shall keep a cumulative total for all parcels added under this section. The total shall be updated annually through the plan amendment process.

B. Proposals shall be processed as land use amendments to the Comprehensive Plan and may be considered in either the annual or four-year cycle. Site suitability and development conditions for both the urban and rural portions of the proposal shall be established through the preliminary formal plat approval process.

C. A term conservation easement shall be placed on the open space at the time the four to one proposal is approved by the council. Upon final plat approval, the open space shall be permanently dedicated in fee simple to King County.

D. Proposals adjacent to incorporated area or potential annexation areas shall be referred to the affected city and special purpose districts for recommendations. (Ord. 17485 § 9, 2012; Ord. 16263 § 5, 2008; Ord. 14047 § 9, 2001).

20.18.180 The four to one program – criteria for amending the urban growth area to achieve open space. Rural area land may be added to the urban growth area in accordance with the following criteria:

A. A proposal to add land to the urban growth area under this program shall meet the following criteria:

1. A permanent dedication to the King County open space system of four acres of open space is required for every one acre of land added to the urban growth area;

2. The land shall not be zoned agriculture (A);

3. The land added to the urban growth area shall:

a. be physically contiguous to urban growth area as adopted in 1994, unless the director determines that the land directly adjacent to the urban growth area contains critical areas that would be substantially

¹ CCPs: DP-16 and DP-17; and KCCP policies: U-186, U-187, U-188, U-189, U-190.

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harmed by development directly adjacent to the urban growth area and that all other criteria can be met; and

b. not be in an area where a contiguous band of public open space, parks or watersheds already exists along the urban growth area boundary;

4. The land added to the urban growth area shall be able to be served by sewers and other urban services;

5. A road serving the land added to the urban area shall not be counted as part of the required open space;

6. All urban facilities shall be provided directly from the urban area and shall not cross the open space or rural area and be located in the urban area except as permitted in subsection E of this section;

7. Open space areas shall retain a rural designation;

8. The minimum depth of the open space buffer shall be one half of the property width, unless the director determines that a smaller buffer of no less than two hundred feet is warranted due to the topography and critical areas on the site, shall generally parallel the urban growth area boundary and shall be configured in such a way as to connect with open space on adjacent properties;

9. The minimum size of the property to be considered is twenty acres. Smaller parcels may be combined to meet the twenty-acre minimum;

10. Urban development under this section shall be limited to residential development and shall be at a minimum density of four dwelling units per acre; and

11. The land to be retained in open space is not needed for any facilities necessary to support the urban development; and

B. A proposal that adds two hundred acres or more to the urban growth area shall also meet the following criteria:

1. The proposal shall include a mix of housing types including thirty percent below-market-rate units affordable to low, moderate and median income households;

2. In a proposal in which the thirty-percent requirement in subsection B.1 of this section is exceeded, the required open space dedication shall be reduced to three and one-half acres of open space for every one acre added to the urban growth area;

C. A proposal that adds less than two hundred acres to the urban growth area and that meets the affordable housing criteria in subsection B.1. of this section shall be subject to a reduced open space dedication requirement of three and one-half acres of open space for every one acre added to the urban growth area;

D. Requests for redesignation shall be evaluated to determine those that are the highest quality, including, but not limited to, consideration of the following:

1. Preservation of fish and wildlife habitat, including wildlife habitat networks, and habitat for endangered and threatened species;

2. Provision of regional open space connections;

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3. Protection of wetlands, stream corridors, ground water and water bodies;

4. Preservation of unique natural, biological, cultural, historical or archeological resources;

5. The size of open space dedication and connection to other open space dedications along the urban growth area boundary; and

6. The ability to provide extensions of urban services to the redesignated urban areas; and

E. The open space acquired through this program shall be preserved primarily as natural areas, passive recreation sites or resource lands for farming and forestry. The following additional uses may be allowed only if located on a small portion of the open space and provided that these uses are found to be compatible with the site's natural open space values and functions:

1. Trails;

2. Compensatory mitigation of wetland losses on the urban designated portion of the project, consistent with the King County Comprehensive Plan and K.C.C. chapter 21A.24; and

3. Active recreation uses not to exceed five percent of the total open space area. The support services and facilities for the active recreation uses may locate within the active recreation area only, and shall not exceed five percent of the total acreage of the active recreation area. The entire open space area, including any active recreation site, is a regional resource. It shall not be used to satisfy the on-site active recreation space requirements in K.C.C. 21A.14.180 for the urban portion of the four to one property. (Ord. 17485 § 10, 2012; Ord. 16263 § 6, 2008; Ord. 15606 § 1, 2006; Ord. 14047 § 10, 2001).

B. Proposal from G. Remlinger

The property owner of parcels 1525079049, 1525079005 and 1525079010, currently zoned RA-10, has submitted a project proposal that would provide for permanent open space and as well as urban lands for residential development. As part of the 2016 Docket Request that was submitted, a conceptual map was provided with a delineation of the new urban and new open space portions of the parcels. The proponent indicated the map is intended to comply with the interests defined in the Executive's area zoning study and expressed willingness to revise the delineation based on County feedback.

Due to the parcels combined acreage of 25.97, the new urban area through the Four-to-One Program would total 5.2 acres of urban area and the new open space would total 20.77 acres. Given its proximity to the APD, the open space portion might continue with agricultural uses, consistent with the Four-to-One Program allowances.

The property owner did not identify a preferred density for the proposed new urban portion of the properties. However, land added to the UGA under the Four-to-One Program is required to have a minimum density of R-4, which would result in the

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potential for development of at least 20 dwelling units on the urban portion of the parcels.

C. Communication

Council and Executive staff have been in ongoing communication with the property owner's representative regarding the Four-to-One proposal and the 2016 KCCP process and timeline. In coordination with the property owner and Council staff, Executive staff is in the process of completing a site suitability analysis.

On June 7, the City of Carnation adopted Resolution No. 405 which expressed support for the proposed UGA expansion under the Four-to-One program for these parcels and urged the King County Council to approve the proposal.

On July 14, Council staff and Executive staff discussed with the King County Agriculture Commission the property owner's docket submittal and conceptual map. The Commission has not yet taken a formal position on the proposal, but the Commission indicated that they may do so following completion of the Executive's site suitability analysis.

III. ANALYSIS

A. Site Constraints

As noted in the Executive's area zoning study, currently there are no residential or agricultural structures on the properties. A portion of the site is currently in agricultural use. A western adjacent property lies within the Snoqualmie Valley APD and has a zoning of A-35. King County purchased the development rights on this adjacent property resulting in protection as agricultural land in perpetuity. The subject site shows no access to municipal or community sewer or water service. However, a new adjacent subdivision in the City of Carnation has extended city water, sewer, and a public stub street to the south boundary of the farthest parcel, 1525079049. The eastern half of the three properties contains areas with slopes of approximately 35 percent in the steepest portions. This area is in both the proposed urban and rural portions of the parcel. Each parcel contains an Erosion and Seismic Hazard overlay. A small, Class III stream runs along the west boundary of the farthest north parcel 1525079005, in the rural portion of the properties.

B. Policy Consistency

The Four-to-One proposal meets the requirements in the CPPs, KCCP, and King County Code, including: the properties have a combined lot size over twenty acres and are adjacent to the original 1994 UGA; the proposed open space is at least four times the acreage of the new proposed urban area, would preserve valuable resource land, and would connect to current open space system; and the proposal would permanently prevent future expansion of the UGA along this portion of the City's boundary. It is worth

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noting that the Four-to-One Program is discretionary. Therefore, even if a proposal meets the Program requirements, it is ultimately a policy decision for the Council on whether or approve the zoning change.

As noted in the Executive's area zoning study, KCCP policy R-306 applies specifically to lands adjacent to agricultural production districts and states RA-10 shall be applied to Rural Areas adjacent to, or within one quarter mile of, designated APDs. The Department of Permitting and Environmental Review notes that this site is within one quarter mile of the Snoqualmie River APD. Also applicable is policy R-652, which commits King County to preserving APD parcels in or near the UGA because of their high production capabilities, proximity to markets, and value as open space. The Executive also noted the public benefit of a Four-to-One, which would result in the permanent conservation of these rural and/or agricultural lands that would serve as a buffer to other agricultural properties recently acquired by King County.

Policy options for the Council to consider include:

1. Approve the Four-to-One proposal in the 2016 KCCP. This could include development conditions, such as requiring annexation (see 2014 Rainier Ridge 4:1 approval in Ordinance 17842).
2. Do not approve the Four-to-One proposal.
3. Continue working with the property owners and stakeholders on rezone, development, and conservation options for either:
 - a. the 2016 KCCP or,
 - b. a future KCCP update.



King County

**2016 King County Comprehensive Plan Update
Area Zoning Study #21**

VASHON #1

I. SUMMARY

This item was identified as a potential land use map and zoning map amendment at the March 15, 2016 Transportation, Economy and Environment Committee meeting. The proposal would review the land use designations and implementing zoning on parcel 2923039148 and the surrounding area, to facilitate development of affordable housing, and would consider removal or modification of the site development conditions.

II. REGULATORY CONTEXT

Parcel 2923039148 is 7.26 acres in size, and is located within the Vashon Rural Town boundaries, in the Rural Area. This parcel has a land use designation of Rural Town (RT) and a zoning designation of residential, four dwelling units per acre (R-4). The property has two property specific development conditions, or p-suffix conditions. VS-P01 limits the maximum density to 12 dwelling units per acre and VS-P24 restricts development to mobile homes, manufactured housing units and accessory support structures.¹

A. Comprehensive Plan

The following King County Comprehensive Plan (KCCP) polices are relevant to this proposal.²

R-506 Rural Towns may contain higher-density housing than permitted in the surrounding Rural Area, and should provide affordable and resource-worker housing if utilities and other

¹ These were both adopted as part of the 1996 KCCP with Ordinance 12824.

² These are 2012 KCCP polices. In the transmitted 2016 KCCP, policies U-203, U-303, U-304, U-330 and U-335 are proposed to be moved from Chapter 2, Urban Communities to the new Chapter 4, Housing and Human Services, and to be modified largely to reflect changes made at the regional level with the Countywide Planning Policies, to address housing needs in the region.

services permit. Development density in Rural Towns may approach that achieved in cities in the rural area.

U-302 Through subarea and regional planning with cities, incentive programs and funding initiatives, King County shall plan for housing to meet the needs of all economic segments of the population throughout the Urban Growth Area and within Rural Towns. King County shall plan for construction, rehabilitation, or preservation of housing units affordable to households as follows:

- a. 13% of housing stock should be affordable to households below 30% of the King County median income, including homeless individuals and families who may face significant barriers to finding permanent housing;
- b. 11% of housing stock should be affordable to households between 30% and 50% of the King County median income;
- c. 16% of housing stock should be affordable to households between 50% and 80% of the King County median income;
- d. 20% of housing stock should be affordable to households between 80% and 120% of the King County median income; and
- e. 40% of housing stock should be affordable to households above 120% of the King County median income.

U-303 King County should promote the preservation, rehabilitation, and development of affordable rental housing opportunities for households earning up to 80% of the King County median income by providing a range of incentives to private sector developers, as well as incentives and subsidies to non-profit developers.

U-304 King County should promote the preservation, rehabilitation, and development of affordable ownership housing opportunities for households earning up to 120% of the King County median income by providing a range of incentives to private sector developers, as well as incentives and subsidies to non-profit developers.

U-330 King County shall encourage new housing models by supporting projects such as owner-built housing, land trusts for rental and ownership housing, and other innovative developments.

U-335 King County should initiate and actively participate in regional solutions to critical affordable housing needs. Cities, community and housing representatives should be invited to identify and implement solutions.

B. Vashon Town Plan

The Vashon Town Plan was adopted in 1996, by Ordinance 12395. In 2014, Ordinance 17842 adopted amendments to the Plan to address recreational marijuana uses; other than these amendments, no other amendments to the Plan are known.

The P-suffix development condition applied to this property is identified in the Plan, but no policy basis is given for assigning this restriction to this property. Under the discussion of "possible threats," there is a map that identifies the area that includes this site as a potential area for high density residential development.

i. Town Plan Policies

Under Section IV., Policy Recommendations, included in the list of principles from the previously completed Vashon Community Plan is encouragement of affordable housing. In addition, the lead-in text for the Land Use policies L-1 and L-2 include a reference to affordable housing as a goal of the Plan.

L-1 Development in the Rural Town should maintain the rural nature and service orientation of the commercial areas of Vashon and Center, with compact, pedestrian-friendly commercial development mixed with moderate density residential development.

L-2 The Rural Town should support diverse commercial activities, employment opportunities, cultural and educational facilities, parks and open space, and varied housing types arranged in neighborhoods.

The only policies that directly address affordable housing are policies L-7 and R-3.

L-7 Multifamily rezones for housing projects for senior or disabled citizens, or for low income citizens, for up to twelve dwelling units per acre, should be allowed in areas zoned R-8 provided they meet other applicable Town Plan, Community Plan and Comprehensive Plan policies.

R-3 New development or major redevelopment is encouraged of rural character and to use one of the following development schemes as illustrated and described on Figure 10 a-d:

- small lot subdivisions to provide affordable housing in a traditional grid configuration;
- cluster housing to protect natural features as networks of open space;

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- commons housing to encourage a traditional neighborhood in combination with clustering;
- farmstead to preserve existing housing and achieve infill; or
- in commercial zones, mixed use with residential above or attached to the commercial building.

ii. P-suffix conditions

Two development conditions were placed on this property as part of the Vashon Town Plan adoption. Modifying or removing these conditions would require an amendment to the Town Plan.

VS-P01: W29-23-3: R-12-P (Ord. 12824)

“A P-suffix was added to the zoning in order to limit the maximum density to 12 dwelling units per acre. This density is considered to be more appropriate for rural areas and more consistent with the existing level of development at the Town of Vashon.”

VS-P24: Vashon Town Plan - Use Limits (Ord. 12824)

“Development restricted to mobile homes, manufactured housing units and accessory support structures.”

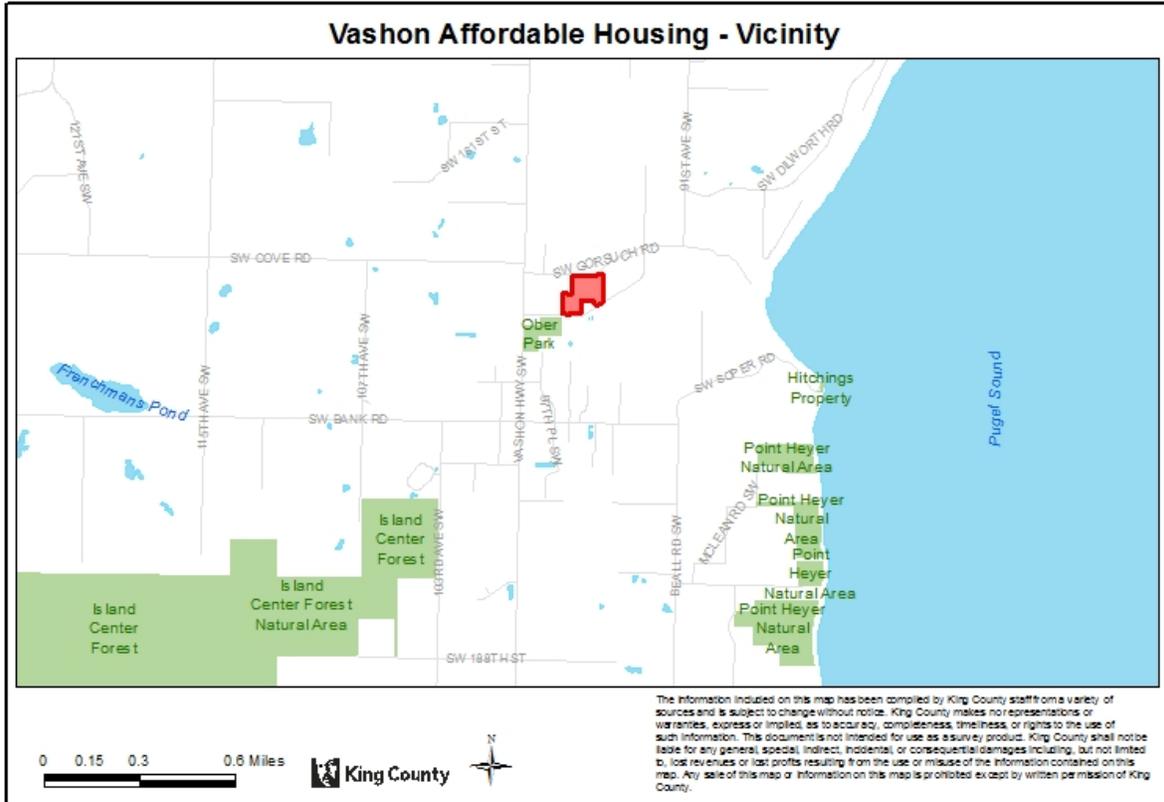
C. King County Code

Under the current Zoning Code (Title 21A), the underlying zoning of R-4 would allow a base density of 4 dwelling units per acre (du/ac), and maximum density of 6 du/ac with the use of general density incentives or of 8 du/acre with the use of density incentives specifically for affordable housing projects or cottage housing projects. Townhouses and Apartments are both allowed in the R-4 zone, either outright or with a conditional use permit (CUP).

III. BACKGROUND INFORMATION

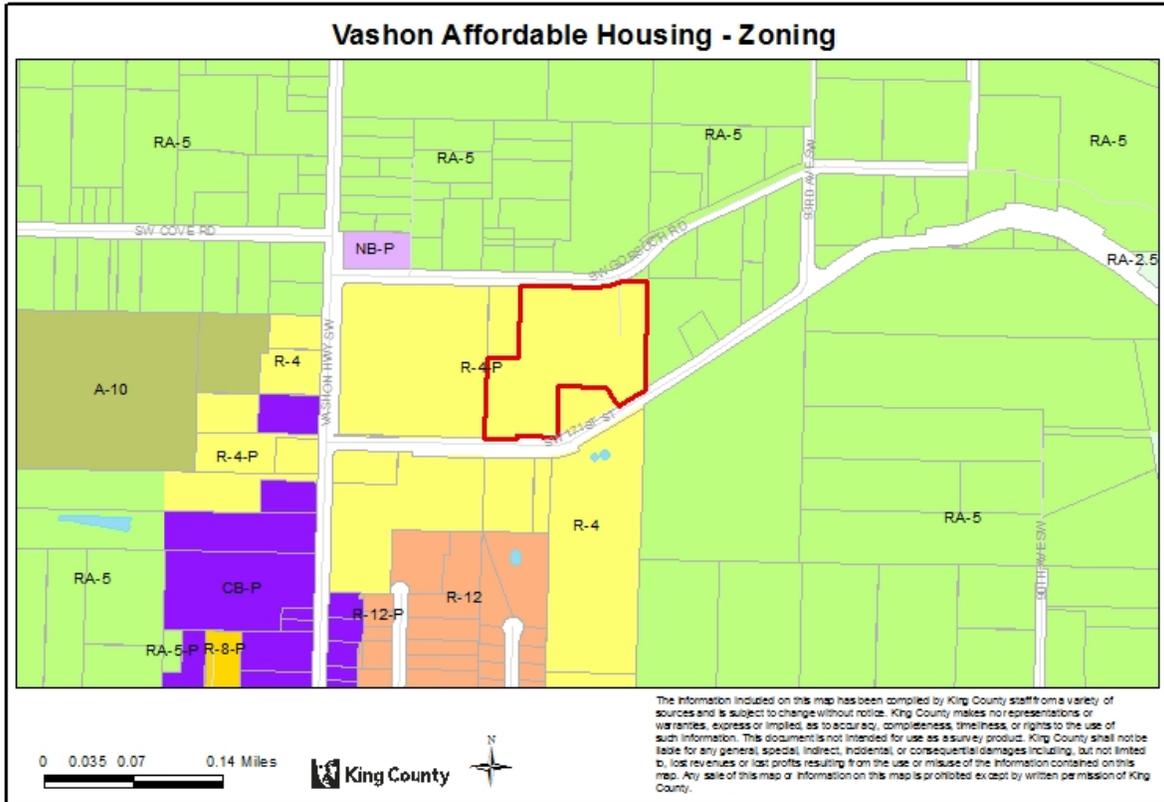
A. Maps

i. Vicinity



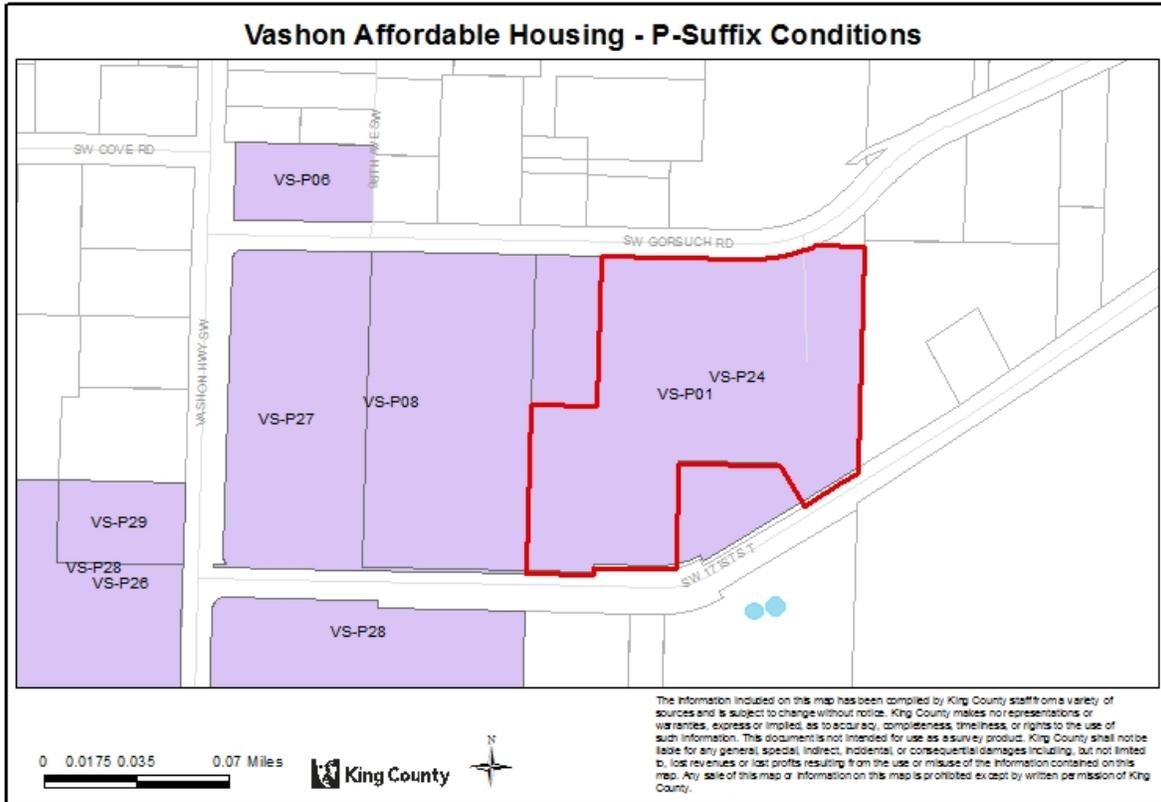
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iii. Zoning



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iv. P-suffix Development Conditions



VS-P01: W29-23-3: R-12-P (Ord. 12824)

“A P-suffix was added to the zoning in order to limit the maximum density to 12 dwelling units per acre. This density is considered to be more appropriate for rural areas and more consistent with the existing level of development at the Town of Vashon.”

VS-P24: Vashon Town Plan - Use Limits (Ord. 12824)

“Development restricted to mobile homes, manufactured housing units and accessory support structures.”

v. Environmental Features



B. PARCEL INFORMATION

Current Comprehensive Plan Designation: Rural Town (RT)
Current Zoning: Residential, four dwelling units per acre (R-4), with P-suffix development conditions
Acreage: 316,245 square feet (7.26 acres)
Council District: District 8, Joe McDermott
Potential Annexation Area: n/a
School District: Vashon Island #402
Drainage Basin: East Vashon
Watershed: Central Puget Sound
MPS Zones: 133
Concurrency: Pass
Water: King County Water District 19
Metro Transit: Service available on Vashon Highway SW (less than ¼ mile west)

The site is currently partially developed as a mobile home park. Pre-application meetings and other preliminary feasibility was started in 2006 for a 13 unit apartment project. No permits applications were ever filed for such a project.

C. AREA LAND USE AND ZONING INFORMATION

Direction	Current Use	Designation/ Zoning
North	Single-Family Residences	AG, RA / RA-5
East	Single-Family Residences	RA / RA-5
South	Single-Family Residence, Wastewater Facility	RT / R-4
West	Single-Family Residences	RT / R-4-P

The properties to the west have P-suffix development conditions. VS-P08 limits development of the property to not more than 85 dwelling units. VS-P27 requires landscaping on the east side of Vashon Highway.

Gorsuch Creek runs through the southern portion of this property, and the properties to the west, south and east. There are slopes over 30% on the western portion of the site, associated with the stream. Other critical areas (wetlands, geologic hazards) are not known to be onsite.

D. INFRASTRUCTURE**i. Utilities**

The site is within the service area of King County Water District 19, and outside the boundary of any sewer service district or agency.

ii. Schools

The site is within the Vashon Island School District #402. The district has one elementary, one middle, and one high school. All three schools are located between 1.5 and 2 miles to the south of this site.

iii. Roads

The site fronts on two local access streets, SW Gorsuch Road, on the north side of the site, and SW 171st Street on the south side of the site. Vashon Highway SW, a Primary Street, is less than a ¼ mile west of the site.

There are no known transportation issues in this area, nor are there known issues with a potential rezone. Any development on the site would be required to submit a project specific traffic impact analysis that would identify existing

transportation issues and propose mitigation (such as road widening) for adverse traffic impacts that result from the proposed development.

iv. Transit

Two bus routes serve Vashon Highway SW. Route 118 provides service between Tahlequah Ferry Terminal at the south end of Vashon and the Vashon Ferry Terminal at the north end of Vashon.

Route 119 provides service between Maury Island and the Vashon Ferry Terminal.

From the Tahlequah Ferry Terminal, there is ferry service to Tacoma. From the Vashon Ferry Terminal, there is service to Seattle and to Southworth on the Kitsap peninsula.

E. COMMUNICATION

DPER is conducting a community planning effort for the Vashon area. This proposal has been discussed with the citizens advisory group associated with that planning effort. The citizen's advisory group has expressed support for additional affordable housing on the Island, and has expressed support for this rezone proposal.

IV. ANALYSIS

A. Site Constraints

The site is underdeveloped, with five mobile homes located on the far eastern portion of the site. At the base zoning of R-4, up to 29 dwelling units could be constructed on the site. A maximum density of 6 du/ac with the use of general density incentives could allow up to 43 dwelling units to be constructed, or a maximum density of 8 du/acre with the use of density incentives specifically for affordable housing projects or cottage housing projects could allow up to 58 dwelling units to be constructed. This density would be below the density limitations in P-suffix VS-P01 of 12 units per acre, or no more than 87 dwelling units on the site.

The site is constrained by Gorsuch Creek and its associated buffers, which flows west to east along the southern portion of the property, and branches off to the south. There are also slopes of approximately 30 percent associated with the stream. These sensitive areas would likely reduce the development potential of the property, to a lesser number of dwelling units physically able to be constructed on the site, at the current zoning.

B. Policy Consistency

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The 2012 KCCP policies, as well as the proposed changes in the Executive's transmitted 2016 KCCP, support the provision of affordable housing, as well as greater density within Rural Towns. The Vashon Town Plan policies support varied housing types, and descriptive text explicitly encourages affordable housing.

The Vashon Town Plan does not clearly state why VS-P24 was added to this property. This P-suffix condition limits development to mobile homes, manufactured housing units and accessory support structures. VS-P24 is one way to provide for more affordable housing. However, since adoption of the Vashon Town Plan in 1996, additional development to realize the base zoning has not occurred.

The County has an obligation to continually review land use designations, zoning and development regulations, and to make adjustments if they are not implementing the KCCP and other adopted plans, including the Vashon Town Plan. VS-P24 as currently adopted is consistent with the KCCP and Vashon Town Plan policies. A modification to this P-suffix condition that broadens it to allow other types of affordable housing would also be consistent with the County's adopted policies, and could lead to additional affordable housing being developed.

Additionally, VS-P01 does not have any current, on-the-ground effect as the maximum density allowed under either the base zoning or through density incentives would still be below the 12 du/ac limitation in the P-suffix condition. Any development would be subject to the stricter limitation of the two – in this case, the underlying zoning – so, VS-P01 would not be necessary. Removal of this P-suffix condition would not have any practical effect on the development of the property, and the underlying zoning would continue to be consistent with the KCCP and Vashon Town Plan policies.

Policy options for the Council to consider include:

- 1a. Remove the VS-P24 P-suffix condition limiting development to mobile homes, manufactured housing units and accessory support structures. This would modify both the zoning map and the Vashon Town Plan. Without this P-suffix condition, affordable housing would be permitted but not required, as would any other use allowed in the R-4 zone.
- 1b. Modify the VS-P24 P-suffix to require affordable housing on the property. The new P-suffix would need to be clear enough for the Executive to administer.

And/or

2. Remove the VS-P01 P-suffix condition limiting development to no more than 12 du/ac. This would modify both the zoning map and the Vashon Town Plan.