

CPA #2009-M-01 WEST HILL LAND USE DESIGNATIONS

Initiated by: City of Renton

Applicant: City of Renton

General Description

This map amendment involves establishing appropriate land use designations for the West Hill potential annexation area, which is approximately 1,842 acres in size. Currently, the area has seven land use designations: Residential Single Family (RSF), Residential Medium Density (RMD), Residential Multi-Family (RMF), Commercial Neighborhood (CN), Center Village (CV), Commercial Corridor (CC), and Employment Area Industrial (EA-I). Analysis indicates that there is a need to re-designate some areas as Residential Single Family (RSF), Residential Medium-Density (RMD), Residential Multi-Family (RMF), Commercial Neighborhood (CN), Commercial Corridor (CC) and Commercial/Office/Residential (COR). The West Hill area has a variety of existing land uses, including commercial, single-family residential, residential manufactured home parks, multi-family residential, and industrial. The area does contain extensive critical areas including wetlands, streams, critical slopes, and moderate and high landslide areas.

Impact Analysis

Effect on rate of growth, development, and conversion of land as envisioned in the Plan

At this time, the City is not rezoning this area. This Comprehensive Plan Amendment is simply applying the most compatible Renton land use designation to resolve differences between the King County Comprehensive Plan Map and the City's Comprehensive Plan Map, match existing land uses and/or land use patterns, and acknowledge certain areas with redevelopment potential. There are several changes that are appropriate, including amending:

The Residential Single Family designation to:

- a) Residential Multi-Family

The Residential Medium Density designation to:

- a) Residential Single Family; and
- b) Residential Multi-Family; and
- c) Commercial Corridor; and
- d) Commercial/Office/Residential

The Residential Multi-Family designation to:

- a) Residential Single Family; and
- b) Commercial Neighborhood; and
- c) Commercial Corridor; and
- d) Commercial/Office/Residential

The Commercial Neighborhood designation to:

- b) Residential Medium Density

The Center Village designation to:

- a) Residential Single Family; and

- b) Residential Medium Density; and
- c) Residential Multi-Family; and
- d) Commercial Corridor

The Employment Area Industrial designation to:

- a) Commercial Corridor

Many of the proposed changes would have no effect on the rate of growth, development and conversion of land as the amendment would simply provide consistency with existing land uses and their corresponding land use designations and/or uniformity with development capacity allowed by current King County land use designations. For those changes that are taking redevelopment potential into consideration, effects on development and conversion of land are anticipated. However, the effects can best be assessed at the rezoning stage.

Effect on the City's capacity to provide adequate public facilities

City Departments will be given the opportunity to comment on the proposed changes. However, the City is not and would not provide public facilities until such time the area is annexed into the City. Therefore, proposed changes to the Comprehensive Plan designations for the West Hill potential annexation area would have no effect on the capacity to provide adequate facilities.

Effect on the rate of population and employment growth

Many of the proposed changes to the Comprehensive Plan designations for the West Hill potential annexation area would have no effect on the rate of population and employment growth. However, for those changes that are taking redevelopment potential into consideration, effects on the rate of population and employment growth are anticipated. The effects can best be assessed at the rezoning stage. There will most likely be a net increase in jobs and housing.

Whether Plan objectives are being met as specified or remain valid and desirable

There are portions of the West Hill area that the RSF, RMD, RMF, CN, CV or CC designations are not appropriate for. More appropriate designations are Residential Single-Family, Residential Medium Density, Residential Multi-Family, Commercial Corridor and perhaps Commercial Office Residential. Within each of these designations there are two to three zoning alternatives. At this time, the City is not rezoning this area. This Comprehensive Plan Amendment is simply applying the most comparable Renton land use designation to the existing uses and/or current King County zoning. There are several changes that are appropriate and comply with the Renton Comprehensive Plan.

Residential Single Family - The RSF land use designation is applied to land that contains *"quality detached residential development organized into neighborhoods at urban densities. It is intended that larger subdivision, infill development, and rehabilitation of existing housing be carefully designed to enhance and improve the quality of single-family living environments."* The RSF designation is implemented by the following zones: Residential Eight Dwelling Units per Acre (R-8) and Residential Manufactured Home Park (RMH).

Specific relevant policies include:

Policy LU-160. Designate land for Residential Single-Family land use where there is an existing pattern of single-family development in the range of four to eight units per net acre and where critical areas are limited.

Staff Comment: For the purpose of re-designating to the RSF land use designation, sizes of parcels have been considered that contain existing single family residences or where single family residences are the predominant use in the area. Many fully developed subdivisions have parcels that are smaller than 8,000 square feet, but larger than 4,500 square feet which are the maximum and minimum lot sizes required by the R-8 zoning classification. Therefore, the RSF land use designation would be the most appropriate in this case.

For those areas within West Hill that contain parcels smaller than 4,500 square feet or larger than 8,000 square feet, where the subdivision pattern is indicative of R-8 zoning standards, single family residences are the prevailing use and access is served by non-arterial roads. RSF would be the most appropriate land use designation with the exception of recent small lot subdivisions. Three recent plats in the northwest portion of the annexation area have RMD as an appropriate land use designation. Brooks Village is a 48 lot plat with an average lot size of approximately 3,200 square feet, Cho Subdivision is a 23 lot plat with an average lot size of approximately 3,300 square feet, and Sky Meadows is a 22 lot plat with an average lot size of approximately 2,800 square feet. For the larger parcels many are constrained by critical areas and have subdivisions that are already developed with appropriate stream and wetland buffers. Properties that contain environmental constraints that have not been developed, would need to comply with all regulations and policies for those critical areas when developing.

The RLD designation would not be appropriate in the West Hill area as the prevailing lot size is less than 8,000 square feet and application of the critical area policies would not create a situation where the minimum density could not be accommodated on the remaining net developable area without modifications or variances to other standards for larger parcels.

In addition, the northeastern triangular parcel of Skyway Park is currently designated Center Village while the remainder of the park is designated RSF. The parcel would most be appropriately designated RSF.

Residential Medium Density - The RMD land use designation is applied to land “*where access, topography and adjacent land uses create conditions appropriate for a variety of unit types designed to incorporate features from both single-family and multi-family developments, and to support cost-efficient housing, infill development, transit service, and the efficient use of urban services and infrastructure*”. The RMD designation is implemented by the following zones: Residential 10 dwelling units per net acre (R-10), Residential 14 dwelling units per net acre (R 14), and Residential Manufactured Home Park (RMH).

Specific relevant policies include:

Objective LU-KK: Designate land for Residential Medium Density (RMD) where access, topography and adjacent land uses create conditions appropriate for a variety of unit types designed to incorporate features from both single-family and multi-family

developments, and to support cost-efficient housing, infill development, transit service, and the efficient use of urban services and infrastructure.

Policy LU-165. Development densities in the Residential Medium Density designation area should range from seven (7) to eighteen (18) dwelling units per net acre, as specified by implementing zoning.

Objective LU-LL: Residential Medium Density designations should be areas where creative approaches to housing density can be implemented.

Staff Comment: The portion of the annexation area north of S 116th Place and west of 72nd Ave S is currently characterized by single family residences and vacant parcels and is currently designated CV in Renton. Center Villages typically are developed within an “*existing suburban land use pattern where opportunities exist to modify the development pattern to accommodate more growth within the existing urban areas by providing for compact urban development, transit orientation, pedestrian circulation, and a community focal point organized around an urban village concept.*” A CV land use designation may be appropriate in the future if the West Hill community characterizes this area as a community focal point through a community planning effort. The area is zoned R-24 in King County. The closest zoning possibility that can be applied to this parcel in Renton is RM-F. However, policies cannot be met to re-designate this area to RMF due to the lack of access onto an arterial or collector. Therefore, the closest zoning possibility that can be applied to this area and meet the policies of the designation, is the R-14. The RMD would allow up to 18 dwelling units per acre with the use of a density bonus. Access and adjacent land uses create conditions for a variety of unit types. This area would be most appropriately designated RMD.

With the recommendation to re-designate from CN to RMD, the character of the area was considered along with a pending project in King County, for a parcel located at the intersection of 59th Ave S and Beacon Ave S. The pending King County DDES proposal for 31 townhome units on a 2.32 acre parcel, results in a gross density of 13.4 dwelling units per acre. Based on the proposed use and density of the pending application, RMD would be the most appropriate designation for the property.

Residential Multi-Family - The RMF land use designation is “*intended to encourage a range of multi-family living environments that provide shelter for a wide variety of people in differing living situations, from all income levels, and in all stages of life.*” The RMF designation is implemented by the following zones: Residential Multi-Family (RM-F), Residential Multi-Family Traditional (RMT), and Residential Multi-Family Urban (RM-U).

Specific relevant policies include:

Policy LU-175. Expansion of the Residential Multi-family designation is limited to properties meeting the following criteria:

- 1) Properties under consideration should take access from a principal arterial, minor arterial, or collector. Direct access should not be through a less intense land use designation area;

- 2) Properties under consideration must abut an existing Residential Multi-family land use designation on at least two (2) sides and be on the same side of the principal arterial, minor arterial, or collector serving it; and
- 3) Any such expansion of the Residential Multi-family land use designation should not bisect or truncate another contiguous land use district.

Policy LU-176. Properties that are a part of annexations into the City and have existing multi-family land use, but do not meet the criteria for Residential Multi-Family land use designation, may be designated Residential Multi-Family when properties meet the following criteria:

- 1) There is a pre-existing and long term use of multi-family development; and
- 2) The property is 43,560 square feet or less in size, and
- 3) The designation shall not be used as justification for expanding Residential Multi-Family zone to other properties.

Staff Comment: On the north side of Beacon Coal Mine Rd S, abutting S 129th St, there is an odd shaped parcel currently used as a mobile home park which is designated RMD in the City and zoned R-12 in King County. The parcel abuts RMF on two sides and could take access off of S 129th Street, a collector street. Therefore, RMF would be the most appropriate designation for the R-12 zoned parcel not abutting MLK Jr. Way S (for properties abutting MLK Jr. Way S see below under Commercial Corridor). The RMF designation would allow up to 20 dwelling units per acre.

The portion of the annexation area north of Renton Ave S, south of S 116th Place and west of 72nd Ave S, is characterized by existing single family and multi-family units with the exception of commercial uses abutting Renton Ave S in the center of the block. The area is currently designated CV in Renton. Center Villages typically are developed within an *“existing suburban land use pattern where opportunities exist to modify the development pattern to accommodate more growth within the existing urban areas by providing for compact urban development, transit orientation, pedestrian circulation, and a community focal point organized around an urban village concept.”* A CV land use designation may be appropriate in the future if the West Hill community characterizes this area as a community focal point through a community planning effort. The area is zoned R-48 in King County. The closest zoning possibility that can be applied to this parcel in Renton is RM-T. The RM-T zone would allow up to 35 dwelling units per acre. Due to the multi-family land use pattern, these parcels would most appropriately be designated RMF.

Four parcels located on the north side of S 129th Street at MLK Jr. Way S, with the exception of the two parcels at the intersection designated as CC, contain established multi-family developments. The current designation for these properties is RSF. The parcels are currently zoned R-24 in the County. The closest zoning possibility that can be applied to this parcel in Renton is RM-F. The RM-F zone would allow up to 24 dwelling units per acre. Due to the multi-family land use pattern, this area would be most appropriately designated RMF.

On the west side of Rainier Ave S, just south of S 113th St, there is a collection of three small parcels that contain existing multi-family uses and a stand alone office building. The two parcels

that contain multi-family are zoned R-12 in King County and are designated RMD in the City. Based on the existing multi-family developments of the two parcels, RMF would be the most appropriate designation for the parcels. The parcel developed with the commercial use is zoned Community Business in the County and is designated as RMD in the City. While a change to designation from RMD to RMF would not bring the existing office building into full conformity, the RMF designation allows a greater development intensity thereby making the office building more conforming with a RMF designation. In addition, a re-designation from RMD to RMF would provide a more cohesive application of designations in the area. All parcels would abut RMF on two sides and could take access off of Rainier Ave S, a primary arterial.

Commercial Neighborhood - The CN land use designation is applied to land that provides *“small scale, low-intensity commercial areas located within neighborhoods primarily for the convenience of residents who live nearby. Uses should be those that provide goods and services. In addition, a limited amount of residential opportunities should be provided.”* The CN designation is implemented by the following zone: Commercial Neighborhood (CN).

Specific relevant policies include:

Policy LU-282. Commercial Neighborhood designated areas should be located:

- 1) Within one-quarter mile of existing and planned residential areas;
- 2) To the extent possible, outside of the trade areas of other small-scale commercial offering comparable goods and services; and
- 3) Contiguous to a street no smaller than those classified at the collector level.

Policy LU-283. Commercial Neighborhood designated areas should not increase in scale or size to the point of changing the character of the nearby residential neighborhood.

Policy LU-286. Commercial Neighborhood designated areas should consist primarily of retail and/or service uses.

Staff Comment: Located on the corner of S 133rd Street and MLK Jr. Way S, there is an existing auto body shop within the City’s RMF land use designation. The parcel is also zoned R-24 in the County. The property is surrounded by existing and proposed multi-family dwelling units. The site is contiguous to MLK Jr. Way S, a primary arterial. Based on the character of the area, CN would be the most appropriate designation for the property. While an auto body shop would continue to be a non-conforming use, the re-designation to CN would bring the property closer to conformity while creating redevelopment potential. Auto body shops are allowed with an Administrative Conditional Use permit if the shop’s operations are limited to an enclosed building and sited in conjunction with an existing gas station.

Located on the corner of S 135th Street and MLK Jr. Way S, there is a small existing office building within the City’s RMF land use designation. The parcel is currently zoned R-24 in the County. The site is contiguous to MLK Jr. Way S, a primary arterial, and is surrounded by existing and proposed multi-family dwelling units. The existing use can best be characterized as a small-scale, low intensity commercial use and provides services to residents that live nearby. Based on the existing use and the character of the area, CN would be the most appropriate designation for the property.

Commercial Corridor - The CC land use designation is applied to land that is “*characterized by concentrated, pre-existing commercial activity, primarily in a linear urban form, that provides necessary goods and services for daily living, accessible to near-by neighborhoods, serving a sub-regional market and accommodating large volumes of traffic.*” The CC designation is implemented by the following zones: Commercial Arterial (CA), Commercial Office (CO), and Light Industrial (IL).

Specific relevant policies include:

Objective LU-YY: The Commercial Corridor land use designation should include:

- 1) Established commercial and office areas;
- 2) Developments located on large parcels of land;
- 3) Projects that may be highly visible from principal arterials;
- 4) Uses dependent upon or benefiting from high-volume traffic;
- 5) Uses that provide significant employment; and
- 6) Businesses that provide necessary or desirable goods and services to the larger community.

Policy LU-249. The Commercial Corridor Land Use designation should be mapped in areas with the following characteristics:

- 1) Located on, and having access to, streets classified as principal arterials;
- 2) High traffic volumes; or
- 3) Land use pattern characterized by strip commercial development, shopping centers, or office parks.

Staff Comment: Along Renton Ave S, just west of 72nd Ave S, a small TV repair shop is located on a parcel that has split designations of CC and CV. The parcel extends from Renton Ave S to S 116th Place and is currently split zoned, in King County, with R-48 (for the portion of the parcel abutting S 116th Place) and Community Business (for the portion of the parcel abutting Renton Ave S). The most comparable zoning possibility that can be applied to the entire parcel with regard to density and use, would be the CA zone. The CC designation would allow several different types of commercial uses and up to 60 dwelling units per acre when part of a mixed use development. This parcel would be most appropriately designated CC.

On the north and south sides of MLK Jr. Way S, from the 13300 block to S 128th Street, there is a collection of odd shaped parcels characterized mostly by commercial uses. Other existing uses include a mobile home park and an industrial use (specifically an auto wrecking yard). Currently the land use designations include EAI, RMD, RMF, and CC in Renton. The auto wrecking yard parcels were recently rezoned, from Industrial to R-24 in King County and now the entire area is either zoned R-12 or R-24, allowing up to 24 dwelling units per acre. The closest zoning possibility that can be applied to these parcels is RM-F. For the parcels that abut MLK Jr. Way S, or those that are contiguous under the same ownership (the auto wrecking yard), the most appropriate zoning would be the CA zone, due to the commercial character and high volume traffic along the MLK Jr. Way corridor and its potential for redevelopment. While some of the parcels are already designated CC, several parcels would need to be re-designated including the auto wrecking yard and the mobile home park properties. The CC designation would allow

several different types of commercial uses and up to 60 dwelling units per acre when part of a mixed use development.

Commercial/Office/Residential- The COR land use designation is applied to land that provides *“opportunities for large-scale office, commercial, retail, and multi-family projects developed through a master plan and site plan process incorporation significant site amenities and/or gateway features. COR sites are typically transitions from an industrial use to a more intensive land use. The sites offer redevelopment opportunities on Lake Washington and/or the Cedar River.”* The COR designation is implemented by the following zone: Commercial/Office/Residential (COR).

Specific relevant policies include:

Policy LU-270. Designate Commercial/Office/Residential in locations meeting the following criteria:

- 1) There is the potential for redevelopment, or a sufficient amount of vacant land to encourage significant concentration of development;
- 2) The COR site could function as a gateway to the City;
- 3) COR sites should be located on major transit and transportation routes; and
- 4) The COR location has significant amenity value, such as water access, that can support landmark development.

Policy LU-271. Consistent with the location criteria, Commercial/Office/Residential designations may be placed on property adjacent to or abutting, residential, commercial, industrial designations or publicly owned properties. COR designations next to higher intensity zones such as industrial, or next to public uses, may provide a transition to less intense designations in the vicinity. Site design of COR should consider the long-term retention of adjacent or abutting industrial or public uses.

Staff Comment: The area between Lake Washington and Rainier Ave S, south of S 113th Street, is characterized by several different uses including commercial, multi-family, a retirement residence, and a mobile home park. The area is currently zoned R-48 in King County and has RMF, RMD, and RSF for land use designations in the City which would allow a density of up to 35 dwelling units per acre. The COR designation would be the most appropriate designation for this area due to the unique location of the mobile home park parcels, its potential for redevelopment, and comparable density allowances by the County. The area could function as a gateway to the City and has direct access to Lake Washington. In addition, the properties would have direct access onto Rainier Ave S, a primary arterial. The COR designation would allow several different types of commercial uses and up to 50 dwelling units per acre. Many impacts that would result from a development proposal that maximizes the designations potential would be mitigated by requirements imposed by the state for Shorelines of Statewide Significance.

Effect on general land values or housing costs

The City is not anticipating an effect on general land values or housing costs as a result of the proposed map amendment.

Whether capital improvements or expenditures are being made or completed as expected

The City is not anticipating capital improvements or expenditures as a result of the proposed map amendment.

Consistency with GMA, the Plan, and citywide Planning Policies

See the discussion above under whether Plan objectives are being met as specified or remain valid and desirable.

Effect on critical areas and natural resource lands

The amendment site includes several critical areas and other environmental constraints, as identified in both City and County records. These include: wetlands, streams, critical slopes, moderate and high landslide areas. The proposed amendment would have no affect on these critical areas. Any development that occurs would need to comply with all regulations and policies for these critical areas.

Effect on other considerations

None at this time.

Review Criteria

RMC 4-9-020G states that the proposal shall demonstrate that the requested amendment is timely and meets at least one of the following criteria:

1. The request supports the vision embodied in the Comprehensive Plan, or
2. The request supports the adopted business plan goals established by the City Council, or
3. The request eliminates conflicts with existing elements or policies, or
4. The request amends the Comprehensive Plan to accommodate new policy directives of the City Council.

This amendment meets Criteria #2. The request supports the adopted business plan goals established by the City Council.

Staff Recommendation

Staff recommends approval of the proposed amendment. The amendment would provide consistency with existing land uses and their Comprehensive Plan designations as well as resolving differences between the King County Comprehensive Plan Map and the Renton Comprehensive Plan Map.

Implementation Requirements

The City of Renton Comprehensive Plan Map would need to be updated to reflect changes indicated in the proposed amendment.