



# City of Stevenson

## Planning Department

(509)427-5970

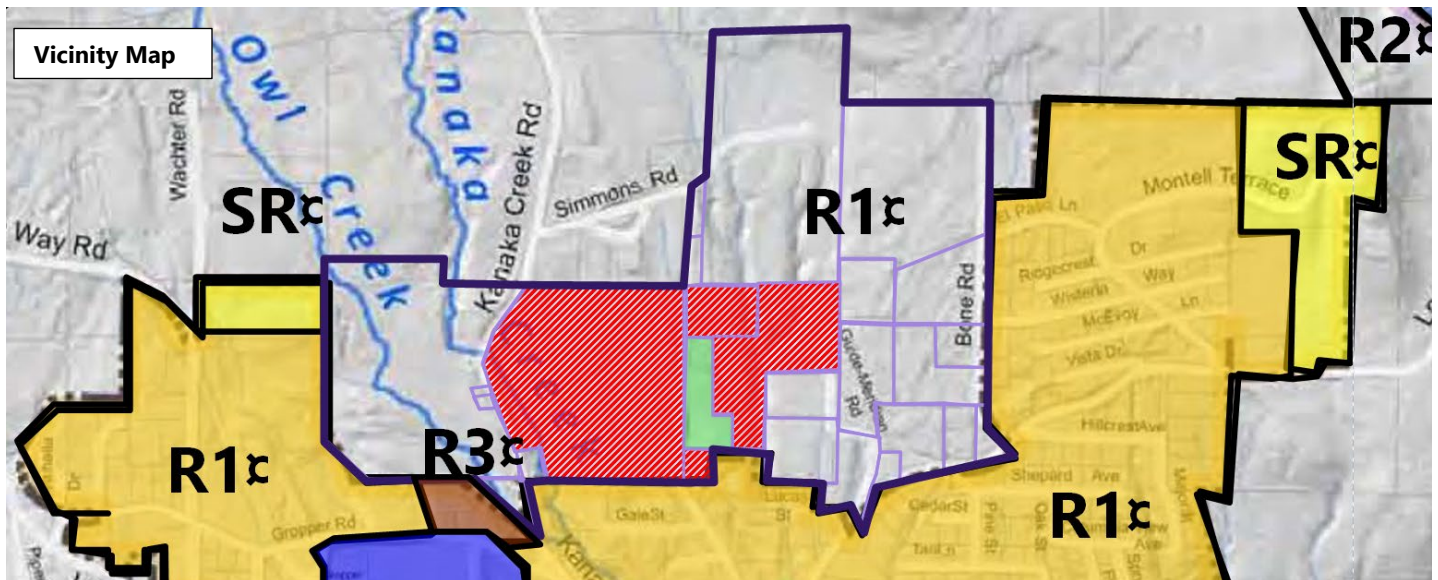
7121 E Loop Road, PO Box 371  
Stevenson, Washington 98648

**TO:** City Council  
**FROM:** Ben Shumaker  
**DATE:** September 15<sup>th</sup>, 2022  
**SUBJECT:** Goodman Annexation Request (ANX2022-01) – Land Use Analysis

### Introduction

This memo provides baseline data for consideration of a Notice of Intent to Annex submitted by John F. and Julie B. Goodman. The notice of intent relates to a single parcel fronting on Frank Johns Road. To more fully understand the context of the proposal as it relates to the vicinity, this memo analyzes all properties containing, or located downhill (south) of, the Williams gas pipeline, and 2 additional properties fronting Frank Johns Road.

Again, only one parcel was included in the notice of intent. Submittal requirements of the notice require communication with adjacent properties regarding their desire to annex. In this case, each of the 4 adjacent properties within County jurisdiction suggest they are uninterested in annexation. To date, none of the other parcels analyzed herein have been involved in this annexation proposal.



Property Characteristics	Requesting Property	Adjacent Properties	Additional Properties	TOTAL
Number of Tax Parcels	1 (03-07-36-1-0-1000-00)	4	21	26
Acreage	2.17 acres	28.79 acres	81.96 Acres	112.92 acres
Number of Legal Lots	1	4	22 (Suspected)	27
Lots per Acre	.46	.33	.47	.44
Number Lots Developed	0	4	16	20
Number of Dwellings	0	6 (Suspected)	11 (Suspected)	17
Lots per Acre	0	.50	.24	.28
Estimated Population	0	12	29	41
Population Density	0	1.00	.62	.67
Assessed Value	\$ 100,000	\$2,054,300	\$4,337,400	\$6,491,700
Annexation Interest	Requesting (Green)	Uninterested (Red Hash)	Unknown (No Shading)	

**Zoning Analysis**

All properties evaluated carry Skamania County’s Residential 1 zoning designation. The County abbreviates this as R1. Adjacent territory in the City carries the SR Suburban Residential, R1 Single-Family Residential, and R3 Multi-Family Residential zoning designations. Despite the similar abbreviation, the County’s R1 is different than the City’s R1 Single-Family Residential zoning. An important difference is in the County’s allowance of up to 4 dwellings on a lot, where the City only allows 2 dwellings—if one of those is occupied by the property owner.

Impacts of this difference were felt as a result of the 2007 DeGroote annexation, which brought 5 parcels into the City with the R1 Single Family Residential designation. Three of the properties were used for single family uses, 2 were used for multi-family uses. A fire in one of the multi-family uses compelled conformity with the City’s single-family use requirements. A request to rezone followed and was granted subject to the extension of City water and sewer services to the area. With this section of the report, the Planning Department seeks to empower more informed decision making by the City Council.

Comprehensive Plan Future Land Use Map

The entire area analyzed carries the UR- High Density Residential designation. The UR, Urban Reserve designation contemplates extension of municipal services and discouraging further development until such services are provided. The High Density Residential designation envisions a range of residential densities from apartment-style densities to single-family housing on lots smaller than 15,000 square feet. The following table provides the range of possible minimum lot sizes in the Zoning Code. Shaded cells indicate a lack of alignment with the Comprehensive Plan for this area.

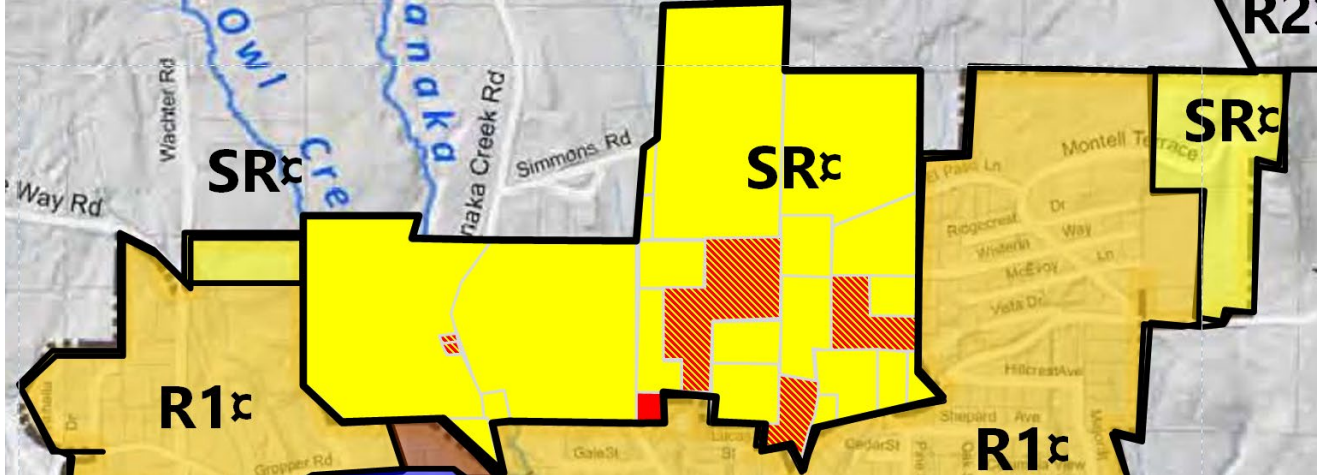
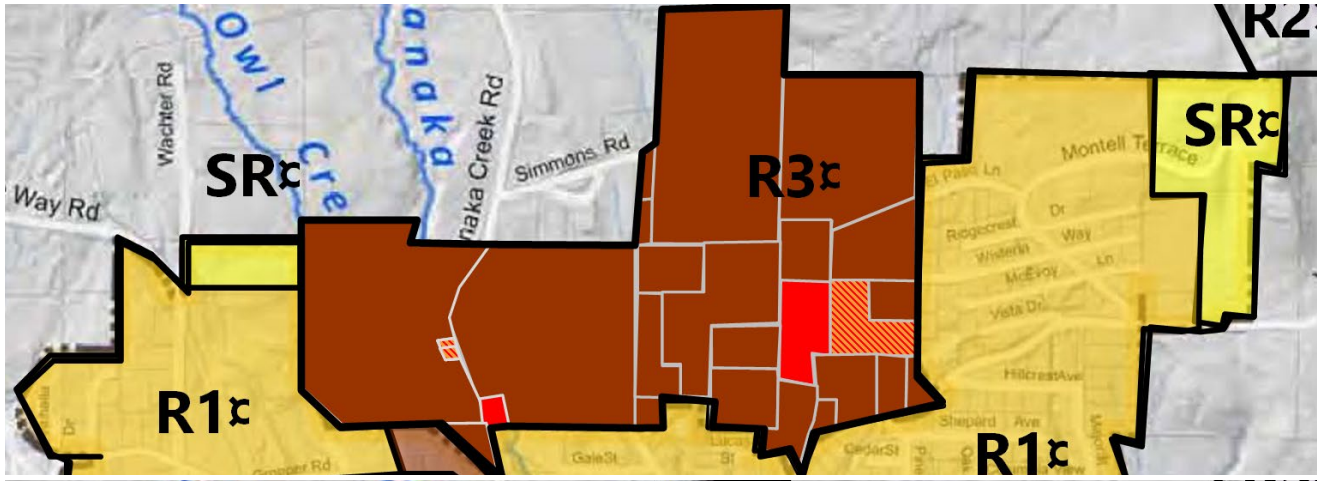
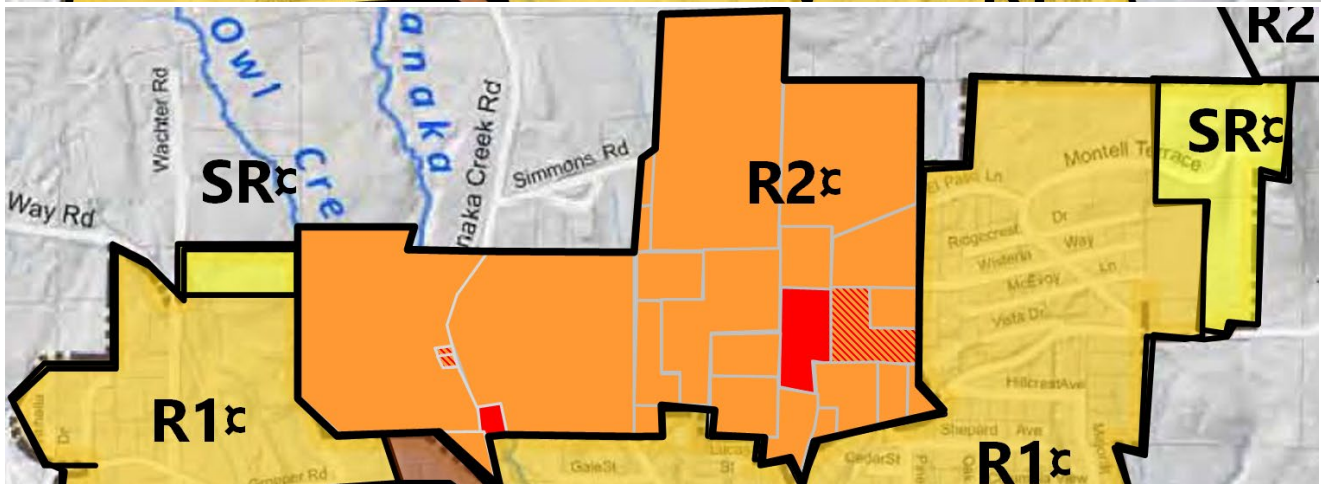
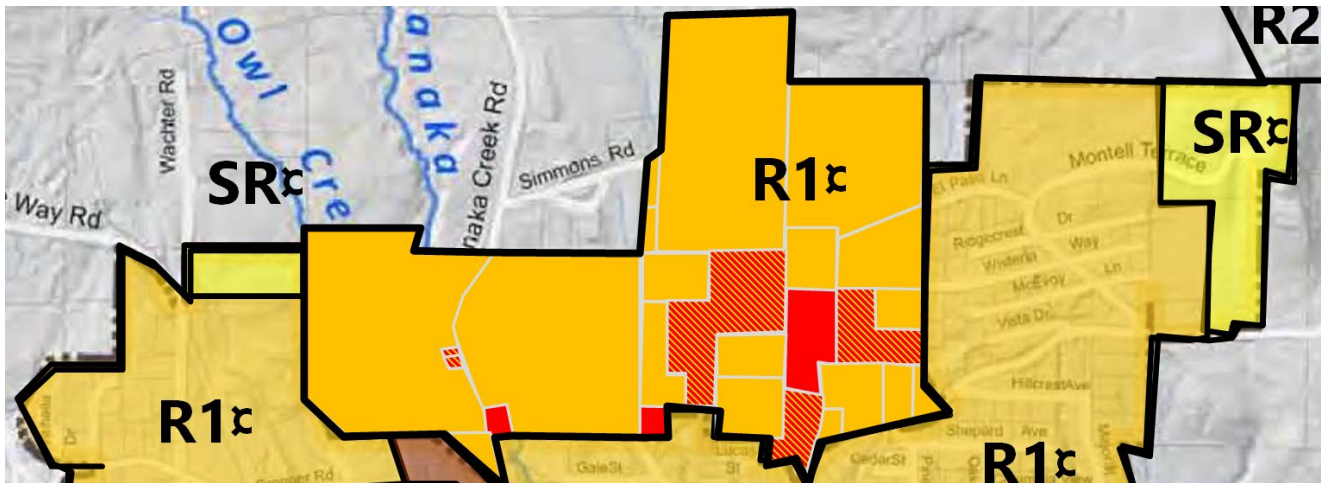
<b>Zone</b>	<b>Services Present</b>	<b>Minimum Lot Area</b>
<b>R1</b>	Water, Sewer	6,000 sf
	Water, Septic	15,000 sf
	Well, Septic	1 acre
<b>R2</b>	Water, Sewer	5,000sf + 2,000 sf per unit over 1
	Water, Septic	15,000 sf
<b>R3</b>	Water, Sewer	2,000 sf per unit
<b>MHR</b>	Water, Sewer	5 ac + 5,000 sf per unit over 40
	Water, Septic	5 ac + 2 acres per unit over 2
	Well, Sewer	5 ac + 2 acres per unit over 2
	Well, Septic	5 ac + 2 acres per unit over 2
<b>SR</b>	Water, Septic	15,000 sf
	Water, Septic	20,000 sf
	Well, Septic	1 acre
*aligned only if actual use involves 2 dwellings		

Implementation of the Comprehensive Plan, will involve designating property in this area as either R1, R2, R3, MHR, or SR. Barring any changes to zoning standards, new utility extension policies, or specific annexation area requirements, full implementation of the Comprehensive Plan can only be guaranteed if the territory is zoned R3 Multi-Family Residential.

Existing Property Usage

The single property proposed for annexation is undeveloped. In the entire area of analysis, 20 of the 26 parcels are developed in some way. Staff assumptions set these uses as including, multi-family dwellings, single-family detached dwellings, residential outbuildings, and utility & communication facilities. Applying existing City zoning to this development will result in nonconforming uses and/or use violations.

The number of nonconformities/violations depends on the zoning designation applied as shown in this series of maps. The maps are ordered based on the table above. The MHR Mobile Home Residential zone is not presented as a map. Solid red indicates a known nonconformity/violation. Hashing indicates one which is suspected.



The least conflicts would arise in the area of analysis if the R2 or R3 zoning designation were applied (5 each). Six conflicts would arise if the SR zoning designation were applied. Application of the R1 designation would result in the most known or suspected conflicts (8) between existing uses and the Zoning Code.

#### Existing Development Density

The mean parcel size for all 26 parcels analyzed is 4.34 acres. The mean size for parcels developed with residential uses is 5.54 acres. Both are well above the 15,000 sf maximum envisioned by the City.

No parcel is currently served by City sewer. Ten of the parcels are served by City water. These development patterns best align with the City's SR Suburban Residential District. The City's R3 Multi-Family Residential District least aligns with the existing development pattern.

#### Projected Development Patterns

Barring any changes to zoning standards, new utility extension policies, or specific annexation area requirements, staff expects development of the area analyzed to continue in an uncoordinated fashion with very low density (parcels larger than 2 acres) a strong likelihood and pockets of low density (parcels between 15,000 square feet and 2 acres). Staff guesses a 20 year buildout of the area would increase the number of parcels from 26 to 83 (mean size of 1.36 acres). This projection would not achieve the densities envisioned in the Comprehensive Plan.

#### **Zoning Synthesis**

Planning Staff struggles to recommend an appropriate zoning designation for the area analyzed, with R2 and SR being the easiest to rationally justify.

- No existing City zoning designation could be applied which would eliminate known or suspected nonconforming uses or use violations.
- Existing City zoning designations which best align with uses in the analysis area provide the least alignment with the density of existing and projected development in the annexation area.
- The Comprehensive Plan's direction to discourage development of this area until sewer is available.
- The development density envisioned by the City necessitates connection to City sewer.
- The R2 Two-Family designation aligns well with existing uses and Comprehensive Plan densities, but poor alignment with existing densities and the uncontrolled development pattern projected by staff.
- The SR Suburban Residential designation aligns well with existing densities and uncontrolled projects, fairly with existing uses, and poorly with the Comprehensive Plan.

Staff suggests the City Council grapple with what their tolerance for discouraging development, their tolerance for causing neighborhood change, and the ways their preferences would relate to the owners in/adjacent to the annexation area.

A sewer connection requirement may be a way to achieve both ends. This issue is likely better informed by the Public Works Department memo and plan for service in the area.

#### **Annexation Area**

While this analysis was conducted using the most rational boundary possible, the Planning Department staff is not recommending using that area in the petition for annexation. A smaller area is advisable.

Prepared by,

Ben Shumaker