

AMENDMENT 2006-T-5 – LAND USE ELEMENT UPDATE, RESIDENTIAL POLICIES

DESCRIPTION:

Policy text amendments are proposed to provide a density exception and mapping policy for existing manufactured home parks in the City's lowest density residential designation, Residential Low Density (RLD). This is a citywide amendment but the change in policy would apply primarily in the Potential Annexation Area (PAA) specifically in the Maplewood Addition Annexation. Policy direction is already established for the manufactured home parks within the existing city limits.

ISSUE SUMMARY:

1. Should the City support preservation of the manufactured home parks in the Maple Valley Highway Corridor?
2. Should the City evaluate land use in the entire corridor as part of this process?

RECOMMENDATION SUMMARY:

Approve a text amendment to the Low Density Residential designation to allow Residential Manufactured Home Park zoning to be applied to the two existing manufactured home parks in the Maplewood Annexation immediately. Also, consider a larger land use analysis and Comprehensive Plan Amendment in the 2007 work program for the remaining land uses in the Maple Valley Corridor focusing on consideration of Residential Medium Density.

ANALYSIS:

In June, the State Boundary Review Board expanded the Maplewood Addition annexation to 340 acres along the SR 169 valley floor. At that time, future Renton residents at the Wonderland Mobile Home Park (113 units), requested that the City Council support retention of the affordable housing at this location. A second manufactured home park, Condo Mobile Home Park (95 units), is located farther to the east within the annexation area. The Valley View Mobile Home Park (50 units) was not included within the annexation boundary, but remains within the PAA.

The Wonderland Mobile Home Park is an older facility with a mix of singlewide and doublewide units. Most of those units are not movable and many do not meet current certification and code requirements (percentage not known at this time). It is developed on an internal private access loop road with private yards and lot areas. Residents have the opportunity to maintain small yards and have off street parking with either one or two (tandem) spaces available in the side yard. There is approximately a ten percent vacancy rate including both empty units and empty lots. The park includes a community room and outdoor community lawn area. Tenants are interested in purchasing the park. The park is currently

affordable housing and is restricted to occupants age 55 and older. The park currently has King County R-12 zoning and is developed at 10.2 dwelling units per gross acre (du/gross acre).

The Condo Mobile Home Park (name not confirmed) is new and has a lower density of approximately 4.1 du/gross acre, although it also has King County R-12 zoning. In this park, residents have the opportunity to purchase a condominium ownership. The park is developed on a similar private internal road system with private lots.

Amendment 2006-T-5 would change the Comprehensive Plan text to allow Residential Manufactured Home Park (RMH) zoning to be an implementing zone within the Low Density Residential Comprehensive Plan designation. This amendment would allow the City Council to consider Manufactured Home Park zoning as an implementing zone within the Low Density Residential designation for existing affordable mobile home parks.

An expanded analysis of land use in this corridor still needs to be done to determine the best fit between City and County land use designations. Analysis of future capacity and visioning for eventual build-out along this corridor needs to occur once annexation is realized. The proposed text amendment started as a response to residents' request to address the future of the manufactured home park within this annexation area. However, as staff began to review land use in the corridor in greater detail, the larger issue of other land use in this corridor and the consistency between Renton and King County comprehensive planning and zoning emerged as significant. The issue of potential commercial use at the former Aqua Barn site is already being reviewed as part of another 2006 Comprehensive Plan amendment (2006-M-07). The City participated in rezoning discussions of that site in 1998 when King County reviewed the rezoning application and is on record as supporting a commercial designation at a portion of that site. However, land use in the remainder of the corridor is largely unstudied. To do a thorough analysis and involve property owners and residents, staff will need more time than available now to research and review the issues in this corridor.

Manufactured Home Park Issue

Retention of the manufactured housing in this corridor could be accomplished in three optional ways:

- A map amendment to Single Family Residential:
The Single Family designation would allow the RMH zoning. The density of the existing park is now at 10.2 du/gross acre under County regulations. The park would be 10.8 dwelling units per net acre (du/net acre) under City regulations. The park would be non-conforming for density.
- A map amendment to Residential Medium Density:
The Residential Medium Density designation allows up to 14 du/net acre with a bonus to 18 du/net acre in a wide range of housing types including attached and detached units. Implementing zones include R-14, R-10, and RMH.

- A text amendment to the RLD designation allowing the RMH zoning:
The proposed amendment would add language allowing additional density for existing manufactured home parks, and specifying that Residential Manufactured Home Park is an implementing zone in this designation.

Land Use in the Remainder of the Corridor

The development patterns in this corridor approved under the County land use system do not translate readily into the Renton land use classifications. Significant differences include the following items:

- The King County Plan allows a wider range of uses and more density than the Renton Plan.
- The County zoning system uses gross density rather than net density. While in the Renton system critical areas and roads are deducted from the net developable area and no density credit is allowed for these areas, the County system does allow density credit and clustered development patterns up to 18 du/net acre on the developable portion of a site.
- The Renton system specifies use types and differentiates between single-family and multi-family use, whereas the County system allows all residential use types in one zone and only differentiates by density.

While the gross density of lands in the corridor is close to the density called for in the Low Density Single Family designation, the net density of development, and the use types are quite different.

- Condominium structures and apartments would be non-conforming.
- Overall density would be non-conforming.

The Renton designation that is the most consistent with existing development is Residential Medium Density. The Medium Density designation would allow all of the existing use types along the corridor as conforming uses. The Low Density Residential designation would only allow the single-family detached uses and the manufactured home park uses (with the proposed amendments). The recent development within this corridor including condominium, apartment, park, and higher single-family uses would be non-conforming under the Low Density Residential designation.

COMPREHENSIVE PLAN COMPLIANCE:

The proposed text amendment would resolve the issue of how to preserve the manufactured home park on a short term basis, without changing the existing Low Density Residential comprehensive plan designation. The Comprehensive Plan text amendment meets required finding #1 Title IV 4-9-020 “*the request supports the vision embodied in the Comprehensive*

Plan” by supporting the vision of a transition between rural and urban uses, and by supporting affordable housing.

The existing manufactured home parks in Renton’s PAA are located at the edge of the city in portions of the PAA with lower land costs. These areas abut the Rural Designation and in all cases where the City has designated Low Density Residential land use, the areas provide a transition to the rural area. This condition is present along the Maple Valley Highway where the Rural Designation is adjacent to the roadway, and it is also at the “Henderson” property now developed with a manufactured home park along the Sunset Highway adjacent to 148th St. The Residential Low Density policies provide for a transition of uses and densities to the rural area. Manufactured home parks are generally denser than other uses in the Low Density Residential because they are very small living units occurring in a private park configuration. However, they are also a smaller, non-suburban land use that does provide a type of transition to the rural area. Although they have density like multi-family uses, they really are not comparable to multi-family living environments. The units are typical of the older affordable single-family housing often found in these areas. Individual manufactured homes located on acreage are also frequently located in rural areas. These parks do comply with the Objective LU-DD of the Residential Low Density policies in that they provide for a range of lifestyles adjacent to both urban and rural development in areas providing a transition to the rural designations.

The lifestyle in this case is a compact community providing affordable housing to individuals who want a small single family detached type of unit in a location adjacent to open space and rural forms of development.

Objective LU-DD: *Provide for a range of lifestyles and appropriate uses adjacent to and compatible with urban development in areas of the City and Potential Annexation Area constrained by extensive natural features, providing urban separators, and/or providing a transition to rural Designations within King County.*

The proposed amendment to the purpose statement of the Residential Low Density would acknowledge the role these existing parks have in making a transition to the rural area.

“Lands developed with existing manufactured home parks that provide a transition to adjacent Rural Areas and/or are adjacent to critical areas but were established uses in King County prior to annexation may be considered for Residential Manufactured Home Park zoning.”

The proposed policy amendment to LU-134 is intended to exempt these parks from the low-density limit.

Policy LU-134a A density exception to the 4 dwelling unit per acre maximum is allowed for pre-existing manufactured home parks within the Residential Low Density designation. Upon cessation of the manufactured home park use, these properties should be considered for Residential 4 zoning.

The Housing Element also provides policy guidance for low-income housing and for manufactured home parks (the underlined text shown below highlights relevant sections of these policies). The existing parks within the PAA are viable low-income housing for existing residents. If protected through zoning, these units can be maintained and as a result, long term housing opportunities will be expanded (Objective H-E). The parks provide a form of ownership (H-29), and a form of single-family housing. Due to limitations on expansion or redevelopment of parks protected by zoning, preservation of these parks will implement preservation and long-term affordability goals (H-28, H-29, H-33). The location of these parks adjacent to the rural area meets policies for dispersion (H-29).

Low Income Housing Policies

Objective H-E: Increase housing opportunities for low and very low-income Renton residents and provide a fair share of low-income housing in the future.

Policy H-28. *Establish the following sub-targets for affordability to households earning 50 percent or less of county median income, to be counted toward the 20 percent target:*

1. *Ten percent of new housing units constructed in the City.*
2. *A number equal to five percent of new housing units, to be met by existing units that are given long-term affordability.*
3. *A number equal to five percent of new housing units, to be met by existing units that are purchased by low-income households through home-buyer assistance programs.*

Policy H-29. *Support proposals for low-income housing for households earning less than 60 percent of area median income based on the following criteria:*

1. *Dispersion of low-income housing throughout the City.*
2. *Convenient access to transit for low-income households.*
3. *A range of unit types including family housing.*
4. *Ownership housing when possible.*
5. *Long-term affordability.*

Policy H-33. *Encourage preservation, maintenance, and improvements to existing subsidized housing and to market-rate housing that is affordable to low and moderate-income households*

Objective H-H: Continue to allow manufactured home parks and manufactured home subdivisions on land that is specifically zoned for these uses.

Policy H-45. Maintain existing manufactured housing developments that meet the following criteria:

1. The development provides market rate housing alternatives for moderate and low-income households.
2. The housing is maintained and certified as built to the International Building Code and Federal Department of Housing and Urban Development standards.
3. Site planning includes pedestrian amenities, landscaping, and a community facility.

ZONING CONCURRENCY:

Consideration of Residential Mobile Home Park zoning within the Low Density Residential Designation will occur as a separate zoning action upon annexation, or as a separate rezoning. However, as this proposed amendment is a new policy, none of the sites to be considered will have been considered for this form of zoning prior to an area-wide land use analysis. This situation will facilitate the required finding for rezoning under Title IV 4-9-190.

CAPACITY ANALYSIS:

This amendment does not change land use capacity.

CONCLUSION:

Amending the Comprehensive Plan text to expand the City's ability to protect existing manufactured home parks within the Residential Low Density designation supports a number of adopted policies and objectives of the City. The larger issue of land use in the Maple Valley corridor needs further review and discussion and should be deferred to the 2007 Comprehensive Plan annual review cycle. At that time, the longer term vision for this newly annexed portion of the city can be considered. In the short term, the proposed policy change will allow the City to consider zoning for the existing parks that will allow their continued maintenance and operation.