



MEMORANDUM
Clallam County Department
of Community Development

Date: October 28, 2016
To: Clallam County Planning Commission
From: Kevin LoPiccolo, Principal Planner
Re: Proposed draft updates to the Carlsborg UGA – Work Session #1

The Planning Commission is reviewing the proposed draft updates to the Clallam County Comprehensive Plan, Title 31 CCC, and Zoning Code, Title 33 CCC that address:

- a. Proposed amendments to the Comprehensive Plan Land Use Map and Zoning Map for the 560-acre, Carlsborg Urban Growth Area (UGA) (Exhibit 1- two maps, existing and proposed).
- b. Proposed amendments to the Carlsborg Urban Growth Area Zoning Chapter 33.20 (Exhibit 2).
- c. Proposed comprehensive plan amendments to Section 31.03.350, Carlsborg UGA, of the Sequim-Dungeness Regional Plan, related to vision, goals, policies, land use designations, and other provisions (Exhibit 3).
- d. Proposed added new definitions to Zoning Code Chapter 33.03, Definitions, and Chapter 33.50 Scope of Land Uses (Exhibit 4).

At the October 19, 2016 public hearing, the Planning Commission listened to Staff's presentation, received public testimony and deliberated on the proposed draft amendments to the Carlsborg UGA. No action was taken. The following topics were discussed during the hearing and are addressed below.

Water supply

The Clallam Public Utility District Water System Plan, adopted in 2010, is a document that summarizes the status of the PUD's water utilities through a detailed inventory and assessment of resources, equipment, and public water needs. For 6 and 20-year planning periods, this plan projects needs and presents a capital improvement program to address that future need. Operations and finances are also reviewed to assure that the PUD is planning for and can accommodate the changes necessary to meet the growth needs.

The PUD water service area of Carlsborg includes areas inside and outside of the Carlsborg UGA. Current zoning within the existing service area consists primarily of industrial and commercial along U.S. Highway 101 and adjacent to the Carlsborg Industrial Park, and residential, mostly between Highway 101 and the Carlsborg Industrial Park (Exhibit 5).

Based on the Carlsborg Wastewater Facilities Plan and the PUD Water System Plan, water demand is projected for both the existing service area and for the full UGA. Population projection for the full UGA shows the projected population served to be 1,288 people in 2030.

Based on the PUD Water System Plan, existing sources can satisfy the demands associated with 669 Equivalent Residential Units (ERUs). Addition of 200- gpm of source capacity would be required if the District were to serve the full UGA and would satisfy projected maximum day demand through 2030. Development of a new source to use the full permitted water rights would need to be implemented if the full UGA is served.

The Carlsborg Water System currently serves a total of 379 ERUs.

The 2014 Carlsborg Wastewater Facilities Plan projects by the year 2030, a total of 570 ERU's, and by 2050, a total projection of 2,324 ERU's for the Carlsborg UGA.

A summary of the demand forecast for the existing PUD water service area boundary and the full UGA is attached as Exhibit 6.

The PUD Water System Plan can be found at <https://www.clallampud.net/water-system-plan/> See Chapter 8 Carlsborg Water System for additional information.

Interlocal Agreement & Water Supply and Mitigation Facilities Project Agreement

Clallam County has been working with the PUD and the City of Sequim to formulate an agreement that will assist properties that are not currently being provided water service by the PUD the ability to be serviced. The "Agreement" is in the final stages, but still needs to be reviewed by the Prosecutors Office and approved by the Board of County Commissioners. This "Agreement" will support land owners to have access to water for limited development until the PUD obtains an additional water right with the Department of Ecology.

All new development under both the current and proposed zoning would result in a new water use must comply with the Dungeness In-stream Flow Rule. New development connecting to the PUD water system or other public water systems with sufficient water rights would comply. Expanding or adding to the PUD water rights would need to also comply with the Dungeness Water Rule (WAC 173-518).

Carlsborg Sewer System

The following sewer system connection requirements shall apply to properties in the Carlsborg UGA (Exhibit 7):

- (1) Once the Carlsborg sewer system is installed and operational, properties with existing septic systems that are within 200 feet of a sewer main or sub-main (as measured along the usual or most feasible route of access as determined by the Director) shall be required to connect to the Carlsborg sewer system within one year of the date of change in ownership.
- (2) For those properties with existing septic systems that apply for connection prior to the completion of roadway restoration, and that are within 200 feet of a sewer main or sub-main (as measured along the usual or most feasible route of access as determined by the Director), the County shall install the sewer lateral needed from the sewer main or sub-main to the property line, at no expense to the property owner.

(3) Properties farther than 200 feet from the nearest sewer main or sub-main (as measured along the usual or most feasible route of access as determined by the Director) shall be allowed to continue use of an existing properly functioning septic system until such time as a sewer main or sub-main is available within 200 feet of the property, at which time the provisions of subsection (1) of this section shall apply. Nothing herein prohibits any property in the Carlsborg UGA from connecting to the Carlsborg sewer system at any time; however, all properties connecting after the initial sewer system construction is complete are responsible for the installation of any sewer main or sub-main extensions and sewer laterals necessary for such connection. All such sewer mains, sub-mains, and laterals shall meet standards for sewer facilities established by the County, and upon inspection and approval by the County shall be dedicated to the County.

(4) All new development on parcels within the Carlsborg UGA must provide sewer service by connection to the Carlsborg sewer system, unless a waiver from connection is provided pursuant to subsection (5) of this section.

(5) The Director may grant a waiver from the requirement of subsection (4) of this section if s/he finds the three following conditions have been met:

(a) The parcel is more than 200 feet from the nearest sewer main or sub-main (as measured along the usual or most feasible route of access as determined by the Director); and

(b) The cost of connection to the Carlsborg sewer system (including the connection fee listed in CCC 13.12.080) is more than 150 percent of the cost of installation of a private septic system meeting the requirements of the Clallam County Environmental Health Division; and

(c) The property owner files with the County Auditor an agreement provided by the County not to protest or vote against any proposed future LID for a sewer system expansion for a period of 10 years.

When or if a Carlsborg sewer system main or sub-main is extended to within 200 feet (as measured along the usual or most feasible route of access as determined by the Director) of a property granted a waiver under this subsection, the property shall then be subject to the requirement of subsection (1) of this section.

Sewer connections are also required for all new subdivisions and when an existing septic system fails to provide the level of effluent treatment necessary to protect basic public health and safety.

Residential Zoning

The recommended zoning map proposes a density change to the current Carlsborg Residential (CR) zone that currently allows 2 dwelling units per acre to:

CR-I – allows a minimum of 4 dwellings per acre up to a maximum of 6 dwelling units per acre.

CR-II – allows a minimum of 4 dwelling per acre up to a maximum of 8 dwelling units per acre.

CR-III – allows a minimum of 4 dwellings per acre up to a maximum of 10 dwelling units per acre.

The reasons for the proposed increase of residential density are that Carlsborg is an Urban Growth Area and with the construction of the sewer system, the CCAC and the Community Development Department focused on density to allow a more urbanized development. Also, one of the main objectives of the Growth Management Act is to encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner; and reduce the inappropriate conversion of undeveloped land into sprawling, low-density development. To achieve these and other objectives, the Act requires local jurisdictions to designate UGA's where urban level development is to occur, and outside of which development can only occur if it is not urban in nature.

The CCAC recommended an increase of residential density in the proposed three residential zones for the following reasons:

- Compliance with the GMA.
- Recognizing that Carlsborg is an urban growth area and that development should occur in a UGA.
- Provide an opportunity to create an urban setting with an urban density that can provide alternative housing options.
- Carlsborg Sewer system allows for greater density options.

Commercial Zoning

Change Carlsborg Village Residential (CV) to Carlsborg Village Center (CN) on the west side of Carlsborg Road, north of Spath Road.

Rezone approximately 12 acres on the south side of Highway 101 from Carlsborg Residential (CR) to Carlsborg Commercial (CC) between Parkwood Manufactured Home Community and Taylor-Cutoff road.

The CCAC recommended combining the CV to CN due to similar land uses and the ability to create an opportunity to expand the Carlsborg Village Center. The CCAC found that adding commercial zoning on the south side of Highway 101 was a more appropriate zone than the current Carlsborg Residential (CR) zone because of the Highway, and to increase the commercial base within the UGA.

Land Uses

At the October 19 meeting two requests were brought up during public comment to the Planning Commission for consideration to the proposed Carlsborg UGA amendments:

- (1) Add "Accessory Uses" to the Carlsborg Land Use Table as an allowed use. Accessory Use is currently defined in Clallam County Code, Chapter 33.03, and is allowed in all zones, but is not a listed use in the Table. This suggestion was brought up by the Vice-Chair of the CCAC and is supported by the CCAC. The CCAC feels that by having "Accessory Use" in the Table makes it clearer when one is reviewing the code.
- (2) A request was made to allow "wholesale commercial" in the recommended Carlsborg Village Center (CN) or to change the zone to Carlsborg Commercial (CC) that allows wholesale commercial use. The commercial zones within the UGA are similar, and given that this area does have three parcels that are approximately 5 acres in size, the larger parcels have the ability to accommodate a larger scale commercial business. Other than

Carlsborg Industrial zone, the commercial zones are smaller in size. Since the last Planning Commission meeting, staff emailed the CCAC with this request to allow “wholesale commercial”, but at the time of this report being prepared, Staff has not heard back from the CCAC on this matter. If the Planning Commission feels that it’s appropriate to have “wholesale commercial” in the proposed CN zone, Staff would suggest to add that land use in the Table and not change the zone to CC.

Carlsborg Road

Carlsborg Road has a 60-foot right-of-way (ROW) from Highway 101 to Idea Place. The r-o-w allows for a two lane road interspersed with left only lanes and shoulder along Carlsborg Road. With the recommended density being proposed, the County Engineer feels that the level of service should not diminish or be considered a failing road due to increased traffic volume. Due to the left turn lanes along Carlsborg Road, the traffic has the ability to flow, and as long as the traffic is not impeded due to inadequate intersections, Carlsborg Road should always be at an acceptable level of service. The county r-o-w is not wide enough to accommodate sidewalks, and the County Roads Department is not pursuing additional r-o-w along Carlsborg Road. However, when development occurs, sidewalks can be constructed on private property.

Carlsborg UGA Population

According to the Washington Office of Financial Management (OFM), Carlsborg UGA in 2000 had an estimated population of 780 people. In 2010, the Carlsborg UGA had an estimated population of 842 people (Exhibit 8).

Exhibit 8 displays two areas for estimated population in the Carlsborg area: (1) Carlsborg Census Designated Places (CDP) and (2) Carlsborg Urban Growth Area. To better reflect the population, OFM suggest using the population estimates from the Department of Ecology because the population estimates are based on the UGA boundary.

Both the Carlsborg CDP and Carlsborg UGA population estimates (Exhibit 8) show that Carlsborg is experiencing growth. It is anticipated that growth will continue in the Carlsborg UGA and based on 2014 Wastewater Facilities Plan, population projections are 1,288 people in 2030 and 1,971 people by 2050.

Public Comments

Staff is including three letters, two from Brian Frazier regarding the proposed Carlsborg amendments, and one from Pam Schneider, requesting that “wholesale commercial be considered in the proposed CN zone (Exhibit 9). The Planning Commission at their October 19 meeting received written comments regarding the proposed UGA Amendments.

Next-Step

The Planning Commission held a public hearing on October 19, 2016 and heard staff’s presentation of the proposed Carlsborg draft amendments, took public testimony, deliberated, and requested that staff address certain area of concerns that have been outlined in this Staff Report. If the Planning Commission finds that the concerns have been addressed, Staff requests that the Planning Commission take action and make a recommendation to the Board of County Commissioners. If the Planning Commission would like Staff to prepare an alternative recommendation(s), Staff will work with the Planning Commission on those findings.