



Staff Report

Aspen Heights:

Zone Map Amendment: Single Family to Medium Density

Planning Commission Type IV Hearing, January 10, 2017

(File: 2016-020-ZONE)

PROPOSAL:	The applicant proposes to rezone the 4.3 acre property from low density residential (LDR-7.5) to medium density residential (MDR – 16) and remove the Urban Holding Overlay. If successful; thereafter, the owner will submit an application for subdivision to develop 26 ^{+/-} attached single family dwellings which will be subject to a Type III public hearing at a later date.
LOCATION:	19 The site is located west of NE North Fork Avenue and south of NE 348 th Street. The parcel is identified as Assessor Parcel No. 258901000 and Lot 27, SW ¼ of SEC 34 T5N R1E WM.
HEARING:	The La Center Planning Commission will conduct a public hearing beginning at 7:00 PM on January 10, 2017 at La Center City Hall, 214 East 4 th Street, La Center, Washington.
APPLICABLE STANDARDS	La Center Municipal Code 18.30, Procedures; 18.110, Zoning Districts; 18.120, Plan Amendments and Zone Changes; 18.140, Medium Density Residential; 18.310, Environmental Policy; La Center Comprehensive Plan and Capital Facilities Plans.
RECOMMENDATION:	

I. CONTACT LIST

OWNER/APPLICANT

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La Center, Washington 98629; 503.807.2139,
winm@hi-schoolpharmacy.com

APPLICANT'S REPRESENTATIVE

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LA CENTER STAFF

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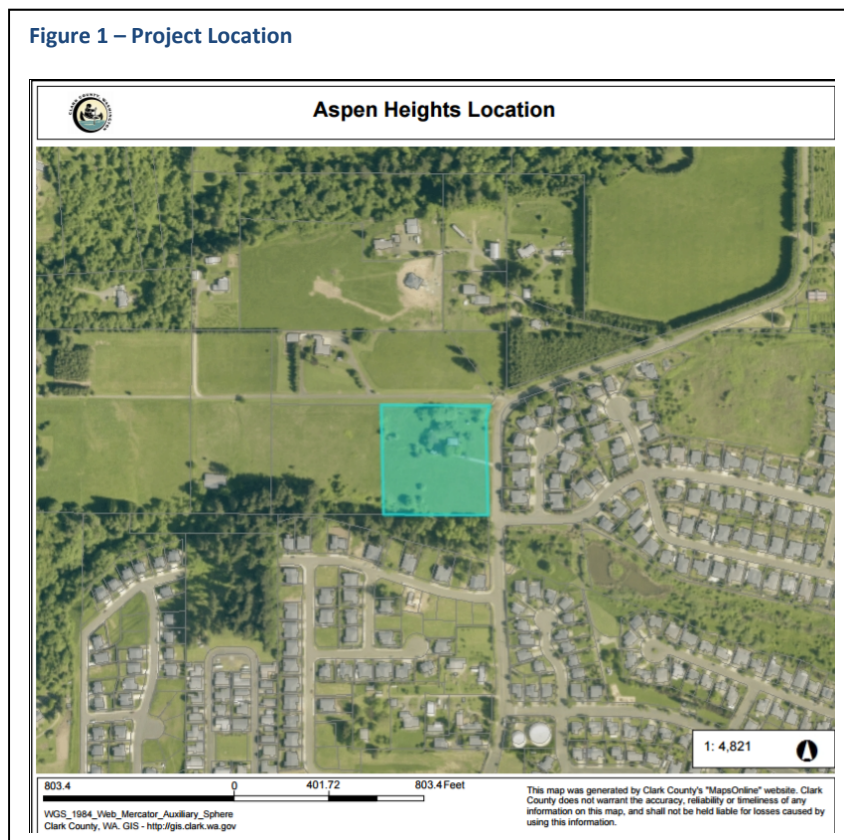
II. OVERVIEW

Proposal

Applicant's Response

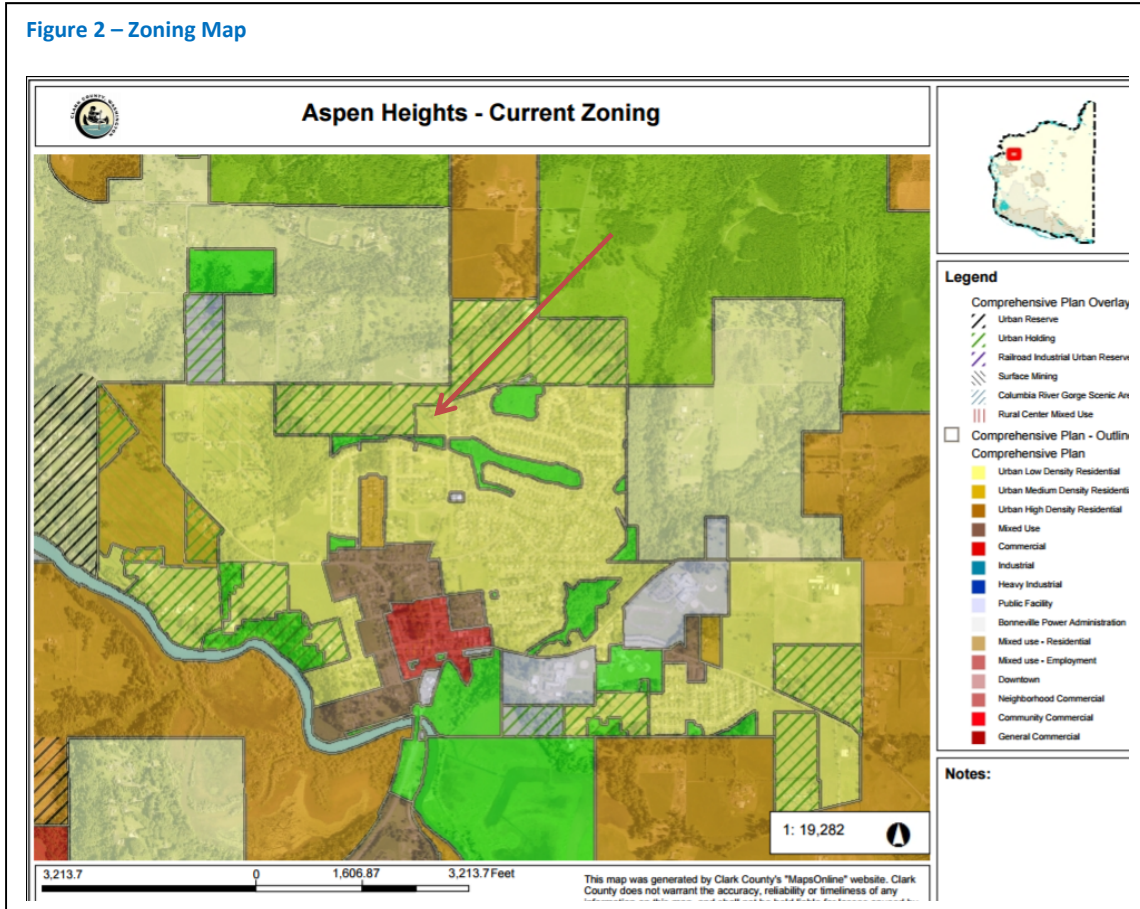
The Aspen Heights Subdivision proposes to subdivide parcel 258901-000, approximately 4.38 acres total, into 26 single-family attached lots. The parcel was annexed into the city limits of La Center in 2006. The net site area for the project is approximately 3.54 acres after public right-of-way dedications are subtracted. There is an existing home along with a detached garage on site which will be removed with the subdivision. The project will not be phased. All future lots will access public local access roads in the project. The parcel is currently zoned LDR-7.5 (low density residential). We are asking for a zone change to MDR-16. Property north and west of the project is under the Clark County jurisdiction. Single-family large lot residential homes zoned R1-6 are located to the West and the North. Single family residential subdivisions zoned LDR-7.5 are to the East and the South. Properties to the south and east of the project are within the city limits of La Center. An open space/park tract owned by La Center which provides a community trail system is located along the southern edge of the project which encompasses Bolen Creek.

Location: The site is located west of NE North Fork Avenue and south of NE 348th Street. The parcel is identified as 34700 NE North Fork Avenue or alternatively as Assessor Parcel No. 258901000, number 27 SW ¼ of Sec 34, T5N, R1E, WM.



Zone Change:

The subject property has an Urban Residential Comprehensive Plan designation and is zoned low density residential (LDR-7.5). The applicant proposes to change the zone from low density to medium density residential. The city will process the zone change as a Type IV legislative application. The city will require at least one Planning Commission public hearing and at least one public hearing before the City Council.



The city may not act upon a subdivision application until the zone change process concludes. The burden of proof for the zone change rests entirely on the applicant. A successful zone change depends upon a finding that the proposed zone change fully satisfies all of the approval criteria listed below and that the proposal is in the public interest.

III. REVIEW

III. A Jurisdiction

The subject property is within La Center City limits and is zoned LDR-7.5, 7,500 sq. ft. lots. The City of La Center provides sanitary sewer service and public streets. Clark Public Utilities provides potable water service. The project is within the La Center School District and the Clark County Fire and rescue service areas.

III.B Applicable regulations

The relevant La Center regulations include:

- Procedures, LCMC 18.30

- Plan Amendment and Zone Changes, LCMC 18.120
- Medium Density Residential, LDR-7.5, LCMC 18.130
- La Center Comprehensive Plan
- La Center Engineering Standards.

III.C Public Notice

The Battle Ground Reflector published legal notice of the land use application, SEPA DNS, and public hearing on December 21, 2016. As of the date of this report the city received one written comment, from Laura Lanka and Robert (Peter) Loeb.

III.D Proposal

The applicant proposes to rezone the 4.3 acre property from low density residential (LDR-7.5) to medium density residential (MDR – 16) and remove the Urban Holding Overlay.

III.E Land Use Analysis

Plan Amendment and Zone Changes, LCMC 18.120

18.120.010 Purpose.

The city recognizes the occasional necessity to amend the comprehensive plan, capital facilities plan, and municipal code in order to protect the public health, safety and welfare. The comprehensive plan and its various components shall be subject to continuing evaluation and review by the city. Any amendment to the comprehensive plan or its components shall be consistent with the Growth Management Act, Chapter 36.70A RCW et seq., and any change to the capital facilities plan, municipal code or city engineering standards shall be consistent with the comprehensive plan.

This chapter provides the method and criteria by which the comprehensive plan, capital facilities plan, zoning map, and development regulations may be amended. [Ord. 2007-09 § 3, 2007.]

Staff Comment

The La Center Comprehensive Plan applies an Urban Residential plan designation to both low density residential and medium density residential zones. Consequently, rezoning low density residential land to medium density zoning does not require an amendment to the Comprehensive Plan.

18.120.020 Applicability.

The provisions of this chapter shall apply to all private or city-initiated requests to amend the text, policies or maps that comprise the comprehensive plan, capital facilities plan, zoning map, and development regulations. [Ord. 2007-09 § 3, 2007.]

Staff Comment

A successful application to rezone residential land must be found to be consistent with the submittal requirements and approval criteria in this chapter. The applicant provided the required submittal materials.

18.120.030 Procedures.

(1) The city shall consider amendments to the comprehensive plan and capital facilities plan no more frequently than once every year. All proposals shall be considered by the city council concurrently so the cumulative effect of various proposals can be ascertained.

Staff Comment

The city received one application for zone change in the fall of 2016. The city also conducted a pre-application conference for a zone change in December and if the applicant submits the formal application in January of 2017, the City will process that application as soon as possible, thereafter.

(2) Development code text, plan text, policy or map changes shall be considered as Type IV actions, subject to the following:

(a) Proposed comprehensive plan and map amendments shall be considered collectively, once annually, consistent with the following schedule:

(i) In September of each year, the city planner shall publish notice that applications for plan amendments will be accepted.

(ii) In October of each year, the city planner shall accept applications for preapplication conferences on plan amendments.

(iii) In November of each year, the city planner shall conduct preapplication conferences.

(iv) In December of each year, the city planner shall accept formal applications.

(v) Between January and March, the amendment requests shall be heard by the planning commission as provided for in LCMC 18.30.110.

(vi) Between March and April, the planning commission decision on plan amendments shall be forwarded to city council for final consideration.

(3) The above time line is advisory only and does not bind the city. However, the city planner shall make every effort to adhere to these time lines.

Staff Comment

The city conducted the pre-application conference for the Aspen Heights Subdivision in April 2016. The city, thereafter, instructed the applicant to apply for the zone change separately from the subdivision request. The applicant submitted the zone change request in October 2016. The Planning Commission will conduct the necessary public hearing in January 2017 and will forward a recommendation to the City Council for review and action in February or March, depending on the Council's schedule.

(4) Site-specific rezone requests shall be processed as Type IV land use actions, subject to the application requirements of LCMC [18.120.040](#) and the approval criteria of LCMC 18.120.050.

Staff Comment

The Aspen Heights zone change request will be heard by the Planning Commission and City Council consistent with Type IV regulations.

(5) Out-of-Cycle Amendments. Revisions to the comprehensive plan may be considered more frequently than once per year under the following circumstances:

Staff Comment

This rezone request is not an out of cycle amendment to the Comprehensive Plan and is not applicable.

18.120.040 Application contents.

(1) An applicant for a Type IV amendment shall submit 10 copies of the applicable information required by LCMC 18.30.050(2) except as otherwise provided therein.

(2) A technically complete application under this chapter shall contain:

(a) A map of the proposed amendment, if applicable;

(b) The complete proposed text amendment, if applicable;

(c) A narrative describing the potential effects the proposal will have on public services, including streets, schools, parks and utilities, to the extent applicable;

(d) An analysis of the potential cumulative effects of the proposal;

(e) Materials required under LCMC 18.30.050; and

(f) Other materials the city planner deems necessary. [Ord. 2007-09 § 3, 2007.]

Staff Comment

The applicant submitted the initial zone change request on October 10, 2016. The city reviewed the application materials and found them to be technically incomplete on October 27, 2016. Thereafter, the applicant amended and supplemented the application packet on November 09, 2016 and the city determined the application to be technically complete on November 28, 2016. All application materials are part of the review record for the zone change.

18.120.050 Approval criteria.

The burden of proving consistency with the approval criteria herein shall be upon the proponent. All proposed amendments:

(1) Shall be consistent with all relevant statutory requirements under federal and state law;

Applicant's Response

This zone change is consistent with all relevant statutory requirements under federal and state law. LDR-7.5 and MDR-16 are both residential districts under the jurisdiction of City of La Center. A change from LDR-7.5 to MDR-16 is allowed under the City of La Center Municipal Code. The state growth management act promotes the development of properties with public services and available utilities to urban densities.

Staff Comments

State and federal law applicable to this zone change request include the Washington State Growth Management Act, 36.70.A RCW, (GMA) and the Washington State Environmental Policy Act, 43.21C RCW (SEPA). The La Center Comprehensive Plan and development regulations are consistent with the GMA. The city will process the zone change request consistent with the approved GMA city policies and regulations. The applicant submitted a SEPA checklist and the city provided notice of that action. There are no known federal laws directly applicable to this application.

For these reasons, staff concludes that the application is consistent with applicable state and federal law.

(2) Shall be consistent with all applicable goals and policies of the comprehensive plan or that a significant change in circumstances requires an amendment to the plan, text or map;

Applicant's Response

The requested zone change is consistent with all applicable goals and policies of the comprehensive plan. We believe that the change in zoning will be a better fit with the surrounding developments in the immediate area and will give more options to potential home buyers wanting to live in La Center. It will also fill a much needed void of smaller and less expensive lots within the limits of the City of La Center.

This narrative would also like to address specific portions of the City of La Center’s Comprehensive Plan in detail to comply with the City of La Center’s rezone requirements.

1.1.1 Construct commercial, industrial, residential and other developments in a manner which generally fosters community identity and continuity, through the use of materials, architectural design, or other means consistent with La Center’s heritage and character.

We have provided conceptual building elevations and photos of similar townhomes constructed in Clark County. These products are unique Craftsman/Urban NW designs utilizing tradition earth tones to blend in with the natural scenery. It is anticipated that these will be a valuable addition to the community and a desirable place to reside.

Staff Comments

The applicant proved illustrations of potential housing styles that could be built on the site. These styles, representational of the Arts and Crafts and Northwest styles are found in La Center. The form of the houses proposed, attached townhouses, is not common in La Center but is allowed in the MDR-16 zone.

1.1.3 Plan for development within the city limits of La Center to occur in a logical manner which allows for orderly and efficient provisions of roads, sewer and water, and other services.

This project will extend frontage improvements along Aspen Avenue to the north which will provide safer pedestrian and vehicular travel within the community. It will also utilize and extend existing sewer and water to the north to provide for future development.

Existing sewer and water are adequate to serve the site.

Additionally, under 18.140.015, Location. (The city council, with the recommendation of the planning commission, generally, shall assign MDR-16 zoning districts in close proximity to collector or arterial roadways, current or proposed transit routes, near employment centers, and with good access to local public schools.) **This rezone meet these requirements. Aspen Avenue is a Rural Major Collector bordering the eastern boundary of the site which leads directly to downtown La Center. Employment districts are within acceptable walking distances for this project. Students will be bused from this location to local schools.**

Staff Comments

The applicant has provided evidence that the site can be served by water, sanitary sewer and transportation in an orderly and efficient manner, as envisioned in La Center capital facilities plans.

The site is not located near existing schools. If a new school is built at the Bolen Road site, the transportation link will be approximately 1.75 miles long. However, the La Center School District buses students to classrooms.

The Comprehensive Plan requires that developments “occur in a logical manner”. As shown above in Figure 2, Zoning Map, the site is completely surrounded by developed and undeveloped low density residential zoning. Applying a unique zone to one property within an area entirely mapped for a different zone creates an island, or spot zone. In this case there are no medium density lands nearby. Leap-frogging over intervening low density

lands to create an island of medium density zoning does not encourage development to “occur in a logical manner”.

1.1.5 Consider standards or guidelines to foster greater compatibility in cases where adjacent uses differ. Standards might include beveling lot size, building scale, landscape buffers, or public trails or parks, and other effective means to create separation between uses.

Per 18.140.030(2) Beveling has been achieved for this project by creation of open space and trail tracts to isolate the project from the north, south and western parcels. Aspen Avenue provides a buffer from the neighboring parcels to the east. Open space and trails have been provided to create separation from existing residences and enhance livability within the City of La Center.

Staff Comments

The city has adopted beveling standards for the medium density zoning district. (See LCMC 18.140.030(2). All development in the city is required to protect and buffer known critical areas. Medium density development must, by city regulation, provide park and open space opportunities for their residents. The City will apply these policies and standards at time of application for preliminary plat or site plan review, not at this time.

1.1.13 Zone changes within a Comprehensive Plan district, for example changing from low density to a higher density zone within an Urban Residential Plan District, shall be reviewed by the Planning Commission and City Council.

This application for a zone change will be reviewed by the Planning Commission and the City Council.

Staff Comments

The Planning Commission and the City Council will review this application for a zone change.

1.2.7 Provide a variety of housing products citywide and ensure that no single type of housing product, for example single family detached dwellings, comprises more than 75% of all housing stock overall. The city may accomplish this by allowing detached and attached housing and manufactured homes.

This project proposes 26 townhomes which will be a unique housing addition to the City of La Center. 97% of the housing in La Center is low density detached units. The goal of the Comprehensive Plan is to reduce this percentage to no more than 75%. By approving this zone change, this project will construct attached townhomes which are an alternative housing type to detached units.

Staff Comments

Staff agrees that the construction of 26 new townhomes will help the city meet its obligation to diversify housing stock.

3.1.1 Work to ensure that medium density housing accounts for 25% of new residential construction overall during the life of this Plan.

In 2015, approximately 97% of the housing units in La Center were low density detached units. This zone change will increase the number of medium density units and decrease the percentage of low density units to encourage a balanced housing inventory.

Staff Comments

Staff concurs that the proposal will help the city better balance its future housing stock.

3.1.2

Encourage flexible land use regulations that allow for the creation of creative housing types which will meet the needs of an economically diverse population.

The estimated median La Center house value in 2015 was \$339,800, higher than the Washington median house value of \$268,400. This is due to a low number of higher density units available for purchase within city limits. In nearby Ridgefield, townhomes are typically selling for \$230,000 to \$250,000. This rezone will provide much needed medium density units at a lower cost than traditional single- family detached units.

Staff Comments

This policy directs the city to adopt flexible land use regulations and does not address zoning. However, staff concurs that the proposal may help the city meet the housing needs of an economically diverse population.

3.1.12 Encourage the blending of new and existing neighborhoods.

The design and architecture of the proposed townhomes will blend in with the existing surrounding neighborhoods and future development within the City of La Center. Open space, trails, and City owned property separate this development from adjacent parcels. This development is consistent with the underlying intent of the Comprehensive Plan to provide single-family residences.

Staff Comments

Architecturally, the housing style the applicant suggests will blend with existing residential architectural style in La Center. The city beveling standards in LCMC 18.140.030(2) will help smaller medium density lot sizes blend with requirements for 7,500 square feet low density lots. However, the 'island' effect of a medium density zone surrounded by a sea low density zoning does not encourage the blending of new and existing development.

(3) Shall not result in a decrease in the level-of-service for capital facilities and services identified in the La Center Urban Area Capital Facilities Plan;

Applicant's Response

This zone change does not result in a decrease in the level of service for capital facilities and services identified in the La Center Urban Area Capital Facilities Plan. Water, sewer, and other public facilities are adequate to serve this site. The addition of these lots will provide revenue to enhance existing public facilities for the benefit of the surrounding community. See the attached utility information which discusses available capacity.

Staff Comments

The city has adopted capital facilities plans relating to sanitary sewer and transportation and has also adopted the facilities plans prepared for local water and school districts. The applicant provided substantial evidence that the rezoned site can be adequately served by sanitary sewer, potable water and transportation. However, the applicant also provided a letter from Mr. Dave Holmes, Superintendent of the La Center School District, stating that all three La Center schools “are over capacity”. The proposed zone change has the potential to double the number of units allowed on the site under low density zoning. Increase number of units will also generate additional students.

Staff concludes that the proposal will not result in a decrease in the level-of-service for transportation, sanitary sewer or potable water capital facilities. However, the proposal will result in a decrease in level of service for local schools.

(4) Shall be consistent with the population projections provided by the Washington State Office of Financial Management as allocated by Clark County;

Applicant’s Response

This zone change is consistent with the population projected provided by the Washington State Office of Financial Management as allocated by City of La Center. According to the Washington State Office of Financial Management estimates, from 2010 to 2016 the City of La Center population has increased by 340. This small change is due to a lack of developable land and higher density zoning able to accommodate future growth within city limits.

Currently, because of the recession, there is a lack of affordable and readily available housing. This development, along with others, will help stabilize housing costs and provide affordable housing in the future. The Cowlitz Indian Tribe is currently constructing a major casino adjacent to city limits. This and other future developments will drive the need for close affordable housing.

Staff Comments

The La Center Comprehensive Plan projects the city’s population in 2036 will be approximately 7,642 persons.¹ The population projection was provided by the Washington State Office of Financial Management as allocated by Clark County. Staff concurs that the proposal is consistent with the city’s population projection.

(5) Shall be in the public interest;

Applicant’s Response

This zone change is in the public interest to create more home ownership opportunities and provide a tax base for the City of La Center to provide necessary public facilities to serve the surrounding community. Taxes

¹ City of La Center 2016 Comprehensive Plan, Table 1 – Population & Employment Projection, page 12.

generated by additional housing units will provide much needed revenue to enhance public services and provide a higher standard of living in La Center. This development will provide some much needed diversity of housing types which is a need stated by the community.

Staff Comments

Neither the La Center Comprehensive Plan nor Municipal Code defines the term “public interest”. In the broadest sense, as the applicant correctly argues, it is in the public interest to encourage new and diverse housing opportunities to serve a broader community, and it is in the public interest for the city to increase its tax base. In addition, implementing the city’s Comprehensive Plan goals and policies is also in the public interest.

The Planning Commission will consider public testimony and, as a result, is able to define other broad public interests and weigh the proposed zoned change against those public interests.

(6) Shall meet any locational criteria for the proposed district as set forth in the comprehensive plan and municipal code;

Applicant’s Response

This zone change will meet locational criteria for the proposed district that is set forth in the comp plan and the municipal code. The intent of the comprehensive plan is to provide for responsible growth management of the surrounding area by providing housing, jobs, natural resources and public facilities to serve the general population. This zone change will provide much needed lower cost housing while providing a rich atmosphere for individuals to engage in local commerce and community activities. With future schools slated for Bolen Road to the west additional housing on the north end of town is necessary. Access to the existing trail system along Bolen Creek provides recreational opportunities and pedestrian circulation. The existing sidewalk and roads provide pedestrian and bicycle circulation south into town. Shopping, entertainment, public transit and employment opportunities are all within walking distance to the south. With the historic development of the city center there are no locations closer to town where this same development could occur.

Staff Comments

The La Center Comprehensive Plan provides the following guidance for locating medium density zones:

The Medium Density Residential zone provides land for attached housing, patio homes, garden apartments, cottages, and other medium density developments ranging from 8 to 16 dwelling units per gross acre. Areas planned for medium density residential use may be located near commercial uses and transportation facilities in order to efficiently provide these services.....²

The La Center Municipal Code provides the follow guidance for locating medium density residential uses.

² City of La Center 2016 Comprehensive Plan, page 14.

The city council, with the recommendation of the planning commission, generally, shall assign MDR-16 zoning districts in close proximity to collector or arterial roadways, current or proposed transit routes, near employment centers, and with good access to local public schools. LCMC 18.140.015.

As the applicant stated above, Aspen Avenue, abutting the site, is a Rural Major Collector which leads directly to downtown La Center, the closest commercial center to the site. There are no current or planned transit stops in this area. Outside of downtown, the closest employment center is the undeveloped MX zone at Timmen Road, and the undeveloped Light Industrial and Commercial - 2 zones at the La Center Junction. The Ilani Casino and Resort may be a local employer in 2017.

While it is true that students living in Aspen Heights would be bused to school, La Center schools are not in close proximity to the site. The elementary school complex is slightly less than one mile away and the high school complex is not quite a mile and a half away by main road. If the La Center School District builds a new school at Bolen Road, it will be approximately 1.75 miles away by main road. There are no walking trails in place which connect the current and planned schools to this general area.

Staff concludes that the site is located along a significant transportation routes but is not in close proximity to employment centers or public schools.

(7) Shall demonstrate that conditions have substantially changed since the current zoning was applied to the property, if appropriate; and

[Applicant's Response](#)

[This zone change demonstrates that conditions have substantially changed since the current zoning was applied to the property. Increased commercial development at the City of La Center junction with I-5 will be generating hundreds of jobs and will create a need for affordable housing in La Center and its surrounding areas. Currently, there are few parcels that are zoned MDR-16 that can or will develop to provide this much needed affordable housing. Future annexations of property to the west of Aspen Heights could also provide some additional MDR-16 zoned property.](#)

Staff Comments

Substantial changes, such as the construction of the Ilani Casino and Resort and realignment of I-5 Exit 16, have occurred at the La Center I-5 interchange since the city applied low density zoning to the subject property in 2004. And, the city is engaged in a substantial planning project for the La Center Junction. The city's population has more than doubled since adoption of the 2004 Comprehensive Plan. After the end of the most recent economic recession, residential development is activity is increasing. Although the city has only approved one

preliminary plat application during the recovery (Sunrise Terrace) additional development is in discussion, including a 300-400 unit medium density development in the west end of the city.

Staff concurs that circumstances have change since the property was zoned low density.

(8) The proposed zoning district is allowed by the plan to zone matrix adopted by the city council. [Ord. 2007-09 § 3, 2007.

Applicant's Response

The proposed zoning district is allowed by the plan to zone matrix adopted by the city council. The change from LDR-7.5 to MDR-16 is allowed with a zone change under City of La Center code and the comprehensive plan. While both zones are residential in nature, MDR-16 will provide much needed housing at a lower cost to consumers.

Staff Comments

The comprehensive plan designation for the property is Urban Residential (UR). Low density and medium density residential zones implement the UR plan designation. Staff concludes that the proposal to rezone the subject property from low density to medium density residential is consistent with the adopted plan to zone matrix.³

Applicant's Conclusion

There are adequate public facilities and services in the area to serve this requested zone change. Public sewer and water are currently located on-site or adjacent to the site. Existing roads and public services have the ability to serve the entire site and all adjacent parcels. The future road, West 19th Street, will provide cross circulation through this development and to future developments adjacent to the site. A traffic study completed by Kelly Engineering dated July 22, 2016 confirms that the current road system can adequately accommodate traffic from this development with 26 attached single-family homes. No additional off-site traffic control devices or roadway improvements were identified or to accommodate the development. Sight distance can be met on Aspen Avenue at the proposed West 19th Circle intersection. The traffic study by Kelly Engineering has been submitted with this zone change application for your review and reference.

IV. CONCLUSIONS & RECOMMENDATION

The consulting planner concludes the application does not fully sustained the burden of proving the application complies with the applicable provisions of the La Center Municipal Code and Comprehensive Plan.

V. CITY COUNCIL ACTION

³ City of La Center 2016 Comprehensive Plan, Table 2 – Comprehensive Plan Designation to Zoning District, page 13.

The Planning Commission shall consider all application materials and all testimony submitted into the record that is applicable to the submittal and approval criteria for this application. Thereafter, the Planning Commission, by motion, shall make a formal recommendation to the City Council. The Council shall conduct a public hearing on the request and shall provide the applicant and public with notice and an opportunity to be heard in a public forum at a date and time to be determined.

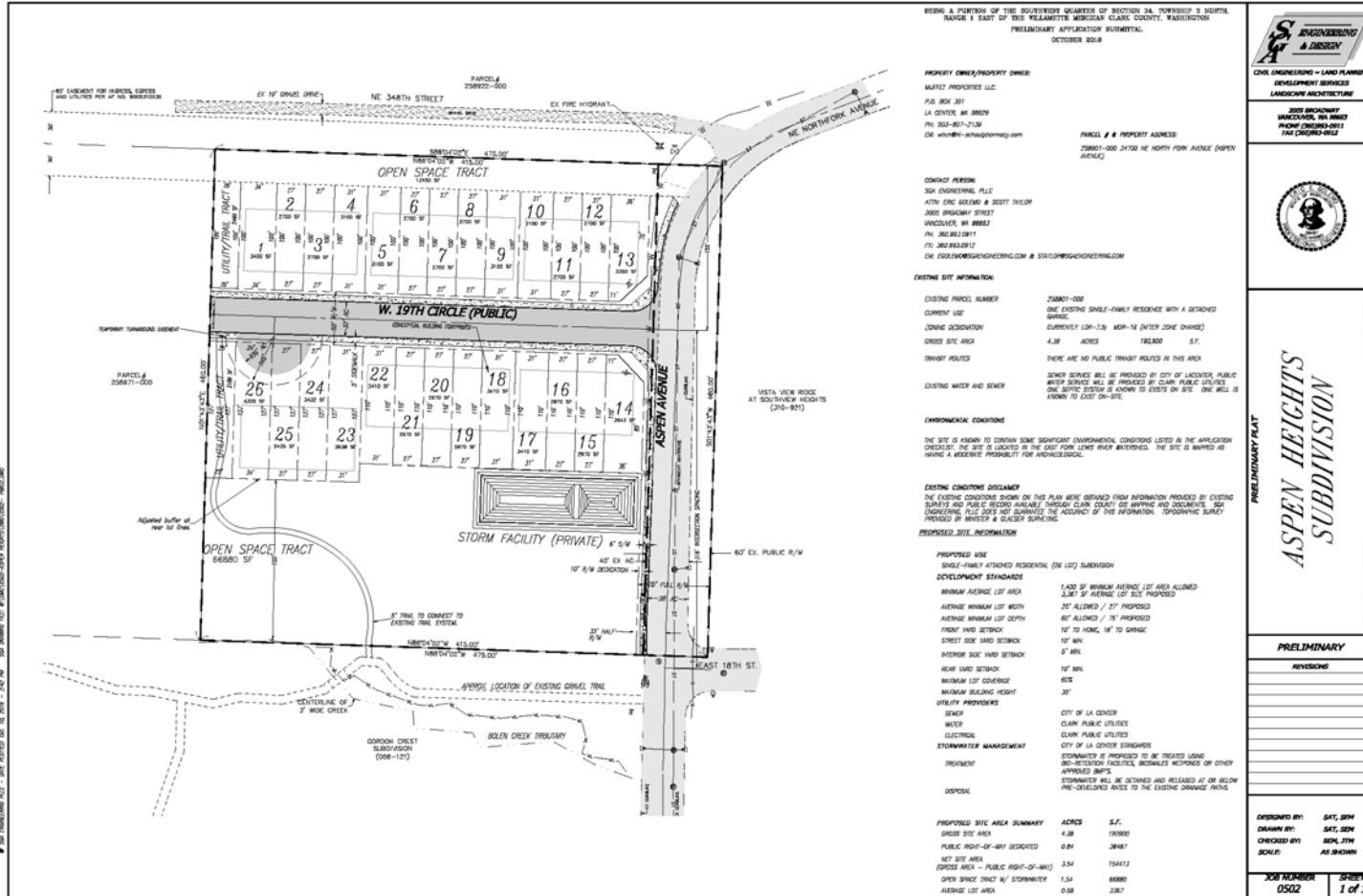
Eric Eisemann
Consulting Planner
City of La Center

Exhibits

Attached

Exhibit A

Conceptual Preliminary Plat



Architectural Representations

