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# 2035 COMPREHENSIVE PLAN

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File #CPA16-01  
Edition 1.0

Attachments

Staff Report to Planning Commission

Table 1 - Residential and Employment Capacity

Table 2 - Proposed Map Amendments – Acreage by Zone

Draft Comprehensive Plan Map

Draft Camas Zoning Map

MARCH 8, 2016



## 2035 COMPREHENSIVE PLAN

### STAFF REPORT – EDITION 1.0

TO: Bryan Beel, Chair  
Planning Commission

BY: Sarah Fox, Senior Planner

DATE: March 8, 2016

HEARING DATE: March 15, 2016

**Public Notice:** Notice of a public hearing to consider proposed map amendments was published in the Camas Post Record on March 8, 2016 (Legal publication #555492)

#### I. SUMMARY

This Staff Report (Edition 1.0) is the first in a series of reports on the final draft of the Camas 2035 Comprehensive Plan update. Given the scope of this update, public hearings will be held on parts of the project, with a final hearing that will be held to render a consolidated decision on the update by June 2016.

As a community, we have been preparing a cover-to cover update of the Camas Comprehensive Plan, which is required by the Revised Code of Washington (RCW) Chapter 36.70A, the Growth Management Act (GMA). The last cover-to-cover update was in 2004. Counties and cities must be in compliance with the requirements of GMA to be eligible for grants and loans from certain state infrastructure programs.

The update project has spanned two years. Beginning in 2014, the city conducted extensive outreach to include several public forums, surveys, and a Steering Committee to craft a new community vision, which was adopted as Resolution 15-002 in February 2015. Following adoption of the vision, staff worked with a Technical Advisory Committee (TAC) to review every required element of the comprehensive plan document. Each element is a chapter that is guided by the Vision Statement and establishes goals and policies to ensure the community vision is upheld. Surveys of the draft goals and policies were conducted along with smaller focus groups on specific elements. Public work sessions with legislative bodies were held to review the draft goals and policies of each element, prior to the final document being compiled. On January 14, 2016, an open house was held at Lacamas Lake Lodge to present the first full draft of the Camas 2035 Comprehensive Plan document and draft maps.

## II. ANALYSIS

As described in the summary of this report, the City began a two-year, cover-to-cover update of the Comprehensive Plan in accordance with the requirements of the Growth Management Act, RCW Chapter 36.70A (“GMA”). The Department of Commerce set June 2016 as the deadline for completion of the update. The plan in effect was enacted with Ordinance 2361 in 2004, and portions have been amended annually.

The Board of Clark County Commissioners adopted the Office of Financial Management (OFM) medium population increase projection of 1.12% for the twenty year period ending in 2035, for a total county population of 562,207 (Res. 2014-01-09). The county allocated a portion of the population growth and job creation to each city and town. Camas was allocated a total population of 34,098, and 11,182 new jobs by 2035. Although, not yet adopted, the City has been working closely with the County during this update process. In brief, the city can demonstrate that there is adequate land area to accommodate the minimum residential and employment growth. The table below (Table 1) indicates that there is an excess of acreage available for both housing and employment.

**Table 1- Residential and Employment Capacity**

	2035 Projection	Residential Unit Increase	Assumed Units or Jobs/Acre	Acres Needed	Capacity <sup>1</sup> Acres
Population	34,098	3,868 <sup>2</sup>	6 units/acre	645	876
Employment	11,182 (increase)	N/A	IND: 9 jobs/acre COM: 20 jobs/acre	IND: 493 COM: 337	IND: 660 COM: 464
<p>Source: Clark County Buildable Lands Report, unless otherwise noted. See Appendix B.  <sup>1</sup>Capacity calculated as net developable acreage using the County Vacant Buildable Lands Model and further refined based on GIS analysis conducted by the City.  <sup>2</sup>Based on 2013 American Community Survey data, consistent with Clark County Buildable Lands Report.</p>					

In order to ensure the City’s land use goals are achieved as projected, land use designations are used to assign a variety of development uses and building densities to land throughout the City. The draft Camas Comprehensive Plan Map and Camas Zoning Map identify areas for residential, commercial, and industrial development as well as community gateways and areas appropriate for a mix of uses. The maps also identify areas for parks and open space to support recreation and enhance natural areas. The proposed amendments to the acreages of the land use designations are intended to maintain that balance.

In response to the extensive community involvement throughout the Camas 2035 update, the draft maps include several amendments that are intended to be consistent with the Camas 2035 goals and policies. The following section includes a description of some of the proposed map amendments.

### Everett Street Amendments

The proposed amendments are generally focused in the area of the city that is along NE Everett Street, between the intersection of Lake Road and the northern city limits. The purpose of amending the land use designations in this area was to be consistent with the proposed gateway and corridor areas, which are proposed as a new overlay on the city’s zoning map. Also, the intersection of the future north-south arterial road will be located just north of the intersection with SE Leadbetter Road.

Currently there is a mix of land use designations along this corridor, which from the south includes low-intensity commercial and single-family high (R-6). Heading northward the properties on both sides of the road are designated as single-family medium, and terminates at the north end with a westerly parcel that is designated as Light-Industrial Business Park. The city sent a letter to 267 property owners along both sides of Everett Street on December 4, 2015 to explain the potential land use designation changes, and to

increase awareness and participation in the Camas 2035 project. After receiving public comments, and conducting further analysis, the new commercial areas have changed slightly. Staff sent a letter with the current proposed configuration to all of the potentially affected property owners (17 properties) on March 2, 2016, with the same goal of raising awareness and requesting input.

**Potential Impacts:** At present, there are 13 commercially-zoned properties on Everett Street, and only three of them have active commercial uses. The community felt as if this commercial area had a lot of potential to revitalize given the outdoor amenities of the nearby trail network and the lake. The proposed amendment would rezone the commercial area and adjacent R-6 properties to Mixed Use (MX). It is anticipated that this amendment would encourage more development at a pedestrian-scale, which would serve the current residents, along with potentially providing an economic incentive for new development.

The new commercial node that is proposed at the northern end of Everett Street is intended to compliment the (future) intersection area of the north-south arterial. This area would be zoned Community Commercial (CC) and would cater to a higher volume of traffic, given that the intersection will primarily manage traffic from the new business park areas north of the lake, and from schools to the east.

### Downtown Amendments

The proposed amendments are limited to the properties that are generally north of 6<sup>th</sup> Avenue, between Adams Street and Garfield Street, and are currently designated as Multi-family (MF-24) and Regional Commercial (RC). There are 42 lots that are zoned MF-24 in this area. The majority of the area has existing multi-family developments. There is also a church, a convalescent home, and 15 single family lots. There are 26 lots that are zoned RC, with ten of the lots being vacant and four parking lots. There is one single family lot and four duplex lots that are zoned RC.

One of the reasons for this proposed amendment is that in 2014, the city adopted a Multi-housing Tax Exemption program, which identified this area as one of the applicable target areas [Refer to CMC Section 3.86.030(C)(1)]. Another reason is that the design and development standards of the downtown commercial zone are more distinctive than other commercial and multi-family districts, such as requiring awnings, and color pallets. The area of downtown that is south of the Mill Ditch and north of the railroad tracks is essentially the walkable downtown core, and this amendment would make the zoning the same throughout.

**Potential Impacts:** On December 4, 2015, the city sent a letter to 97 property owners within this area to increase awareness of the potential zoning amendments, and to request feedback. Several property owners and residents provided comments during the Planning Commission's regular meeting in December. Most property owners are in support. Reasons for support included an interest in adding a live/work unit to their properties, or selling their properties to promote redevelopment.

### Light Industrial /Business Park Amendments (LI/BP)

The proposed amendments would apply to all properties that are currently designated as Light Industrial/Business Park (LI/BP) with zoning of the same name---LI/BP. With minor exceptions, most of the LI/BP designated lands are located in the northwest area of the city, also known as Grass Valley. All but, ten acres would be amended to the comprehensive plan designation of "Industrial". LI/BP would join the other zones within the Industrial designation, which include Heavy Industrial (HI), Light Industrial (LI), and Business Park (BP). The following is an excerpt from the draft comprehensive plan, "*Grass Valley is home to several national and international technology and manufacturing firms. Land uses in Grass Valley include large technology and manufacturing campuses, surrounded by retail and commercial services and*

*residential development. The City has invested in significant infrastructure improvements in Grass Valley in support of high-tech industrial development, which is still the focus for this area."*

Through the Camas 2035 update, Grass Valley was identified as an area which would benefit from a subarea plan. A subarea plan must be consistent with the elements of the comprehensive plan. However, a sub-area planning process will allow for more specific planning based on the individual needs of an area. A subarea plan can include goals, objectives, actions, address design standards, and target densities on a smaller scale than the original comprehensive plan. In the draft Camas 2035 plan, the Grass Valley Economic Development Goal states, *"Promote a cooperative industrial business park in which businesses and the City share resources efficiently to achieve sustainable development, with the intention of increasing economic gains and improving environmental quality."*

**Potential Impacts:** Over the past several years, the city has reviewed piecemeal requests from property owners for comprehensive plan changes from LI/BP to another commercial or industrial designation. The findings for support of these amendments have generally been due to the development standards of the LI/BP zone being too restrictive, to include in excess of 100-foot building setbacks from property lines. Rather than continue to approve comprehensive plan amendment proposals from individuals, the city would prefer to retool the development standards of the zone, as part of a subarea planning process.

### Multi-family (MF-24) Amendments

The proposed amendments would apply to 132 acres that are zoned Multi-family 24 (MF-24). All but 12 acres of MF-24 land would be amended to MF-18 zoning (18 units per acre), as the other 12 acres are within the downtown area that is proposed to be amended to DC. The areas highlighted with "X" in the map section below, provides the general location of MF-24 zoned properties throughout the city. The current MF-24 zoned properties are either currently developed, or have an active land use application that is vested in the MF-24 standards.



The intent of this amendment is to continue to allow for high density housing development within MF-10 and MF-18 zones. Given that Cottage Development overlay standards allow up to 24/units per acre, it is expected that more cottage development may be proposed as a result of this change.

**Potential Impacts:** All current MF-24 zoned properties are developed or will soon be developed under the vested standards. The anticipated effect would be to increase the diversity of housing types and affordability when housing is redeveloped.

### Residential 20,000 (R-20) Amendments

The 126 acres of Residential 20,000 (R-20) properties are located at the west side of NE Ingle Road and south of NW McIntosh Road. All properties within this designation are developed. The Clark County Buildable Lands Report (2015) includes a planning assumption for the city's available residential acreage to be developed at 6 units per acre. The city is meeting (and exceeding) housing targets, however the R-20 zone caps density at 2.1 units per acre, and allows for lots to be a half acre in size. For these reasons the R-20 zone is not consistent with city targets or the GMA. The 126 acres of R-20 are proposed to be amended to R-15 at this time.

**Potential Impacts:** Staff is unaware of any development proposals for properties within R-20 zoning. This means that removing the R-20 development standard would only prohibit new developments from requesting a zone change to R-20.

### Residential 5,000 (R-5) Amendments

There are 41 acres zoned Residential 5,000 (R-5), and all but five acres are developed. The undeveloped property is surrounded by Single-family Medium designated parcels, zoned R-7.5. The properties that are developed in the R-5 zone are located at Lacamas Meadows PRD (next to Grass Valley Elementary), and within an area south of SR-14, between SW Trout and SW Sierra.

The primary reason for amending the R-5 zone to R-6 is that the development standards are more similar to multi-family standards, in terms of density and lot dimensions. The R-5 lot size range is 4,000 to 6,000 square feet with a density maximum of 8.7 units per acre. Unlike multi-family properties, single-family developments are not subject to a Design Review permit with the associated design considerations for neighborhood compatibility. The lot size range for R-6 zoning is 4,800 to 7,000 square feet.

**Potential Impacts:** The city is unaware of any development proposals on the remaining vacant acreage. The R-6 zone is still within the Single-family High comprehensive plan designation, and could be developed at that density in the future. Also the maximum lot size of 7,000 square feet would better match that of the adjacent 7,500 square foot properties.

## III. CRITERIA OF APPROVAL CMC§ 18.51.010 - Comprehensive Plan Amendments

*(CMC citation is in italics.)*

A. *A detailed statement of what is proposed and why;*

**Findings: Staff has brought forward a draft of the city's comprehensive plan and zoning maps in order to be consistent with city's comprehensive plan; county population allocations, and state mandates.**

B. *A statement of the anticipated impacts of the change, including the geographic area affected, and issues presented by the proposed change;*

**Findings: Staff provided a full analysis of the anticipated impacts at Section II of this report. The geographic area includes all lands within the city and the urban growth areas.**

C. *An explanation of why the current comprehensive plan is deficient or should not continue in effect;*

**Findings: The city's current comprehensive plan does not reflect the revised goals and policies of GMA and county population allocations. In 2035, the City of Camas is expected to have a population of 34,098, an 11,255-person increase from the 2015 population of 22,843.**

D. *A statement of how the proposed amendment complies with and promotes the goals and specific requirements of the growth management act;*

**Findings: The proposed comprehensive plan map amendments will maintain the balance of employment and residential land in the City, while addressing specific elements of the (draft) Camas 2035 Plan.**

*E. A statement of what changes, if any, would be required in functional plans (i.e., the city's water, sewer, stormwater or shoreline plans) if the proposed amendment is adopted;*

**Findings: The proposed Camas 2035 Plan will provide a description of the city's current capacity and future needs. It is not anticipated that the proposed map amendments will require a change to the functional plans that are soon to be adopted.**

*F. A statement of what capital improvements, if any, would be needed to support the proposed change which will affect the capital facilities plans of the city;*

**Findings: The proposed Camas 2035 Plan will provide a description of the city's current capacity and future needs. It is not anticipated that the proposed map amendments will require a change to the capital facilities.**

*G. A statement of what other changes, if any, are required in other city or county codes, plans, or regulations to implement the proposed change; and*

**Findings: The proposed amendments to the Camas Zoning Map will require amendments to the city's development regulations in order to implement the new zoning overlays. Public hearings for both the Airport Overlay Zone, and Gateways and Corridors are anticipated to be adopted prior to final adoption of the comprehensive plan update.**

*H. The application shall include an environmental checklist in accordance with the State Environment Policy Act (SEPA).*

**Findings: The SEPA checklist and determination will include the map amendments along with the comprehensive plan document, and will be issued within 60-days of anticipated adoption.**

#### IV. RECOMMENDATIONS

Planning Commission's recommendations on the proposed map amendments may include the following actions which will be forwarded to Council for a final decision, pursuant to CMC§18.51.050 (B) (1-5) in part,

- (1) Approve as recommended;
- (2) Approve with additional conditions;
- (3) Modify, with or without the applicant's concurrence;
- (4) Deny; or
- (5) Remand