



**STAFF REPORT**  
**Parklands at Camas Meadows**  
**Development Agreement and Mixed-Use Planned Development Master Plan**  
 (File DA15-03)

Staff Report Date: March 1, 2016

<b>PROPOSAL:</b>	Development Agreement and Master Plan implementing a Mixed-Use Planned Development Overlay Zone.	
<b>TO:</b>	Mayor Higgins, City Council	<b>HEARING DATE:</b> March 7, 2016
<b>LOCATION:</b>	The site is located approximately 2/10ths of a mile east of the Camas Meadows Golf Course Clubhouse and northeast of the intersection of NW Payne Road and NW Camas Meadows Drive intersection. The property is further located just north of the NW Larkspur Road dead end. SE and SW ¼ of Section 28, Township 2 North, Range 3 East of the Willamette Meridian. Clark County Parcel ID 175948-000 & 986031-650 and adjacent right of way.	
<b>APPLICANT:</b>	Parklands at Camas Meadows, LLC. 20705 SE Evergreen Highway Camas, WA 98607	
<b>Application Submitted:</b>	Aug. 28, 2015	<b>Application Complete:</b> August 31, 2015 Revised application materials submitted February 26, 2016.

**APPLICABLE LAW**

The application was originally submitted on August 28, 2015, and the applicable Camas Municipal Codes (CMC) are those codes that were in effect at the date of application\*. Camas Municipal Code (CMC) Title 18, specifically (but not limited to): Chapter 18.22 Mixed Use Planned Development Overlay (MXPD) and Chapter 18.55 Administrative Procedures.

**SEPA Determination:** The City issued a Determination of Nonsignificance (DNS) on January 12, 2016, as file #SEPA15-14.

**Notice of Application and Public Hearing:** Mailed to property owners within 300 feet of the site on March 1, 2016, and published in the *Post Record* on March 1, 2016. Legal publication # 555025.

**Exhibits:**  
See attached Exhibit List

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\* Application was submitted prior to the effective date of Ordinance #15-012.

## I. BACKGROUND

The subject property is located with a broader 688 acre area planned for under the North Dwyer Creek Sub-Area Plan over 15 years ago. At the request of City Council in 2012, re-examination of this area was commenced and through a collaborative planning effort resulting in amendments to the Comprehensive Plan and zoning of the area in 2013.

A portion of the larger North Dwyer Creek planning area includes a site known as the “Chinook Archery Property” (Clark County tax parcels #986031-650, #175948-000, and #175951-000) that was included in 2013 amendments to the Comprehensive Plan and Zoning Map. The specific action occurring in 2013 on the Chinook Archery Site included the dedication of right-of-way necessary to connect NW Camas Meadows Drive to NW Larkspur Road, the amendment of the Comprehensive Plan away from a Light Industrial/Business Park and the rezoning (R-15, BP, MF-18) to allow for the establishment of a mix of single-family, business park, and multi-family uses.

The applicant is proposing to further refine, through a master plan and development agreement, the uses allowed and development standards that would be applicable within a portion of the area (Clark County tax parcels #986031-650 and #175948-000). In order to move forward with a Master Plan and Development Agreement as proposed, a Mixed-Use Planned Development Overlay zone is requested over approximately 15.5 acres (Parcel #175948-000) that is currently zoned Business Park.

The Planning Commission held a Public Hearing to consider a Mixed-Use Planned Development Overlay zone for the property on January 27, 2016 through a Special Hearing Date and has forward on a unanimous recommendation for approval to City Council which will be considered on the same night as this hearing and decided separately.

Development under the Mixed-Use Planned Development Overlay Zone is subject to a Development Agreement (DA) and Master Plan approval by City Council. This Staff Report address the Development Agreement and Master Plan as required under Camas Municipal Code (CMC) 18.22.

### **Project Description:**

The proposed Parklands at Camas Meadows combines a 20.9-acre site parcel zoned single-family 15,000 square foot lots (R-15) with a 15.5-acre parcel zoned Business Park (BP). A feasible, high quality development can be achieved by joining the two properties into a single master plan community. Leaving the two parcels to develop separately would result in a lower quality residential neighborhood with very little market interest in the business park, as the infrastructure costs would make commercial development prohibitive.

This mixed-use master plan development proposes to subdivide the business park into five commercial buildings totaling at least 90,000 square feet of business space, 24 living units integrated into one of the commercial buildings, and 18 single-family residential lots. The R-15 property will provide another 24 single-family lots, while preserving 11 acres of natural open space and buffers. A natural surface walking trail may be constructed within the wetland buffer to provide a nature trail system for the project and the community. All single-family lots will be integrated into a single gated neighborhood providing high-end executive living. The single-family lots will have a minimum size of 15,000 square feet.

The commercial buildings will house a diversity of business operations that are anticipated to create at least 300 jobs. Building 1 has approximately 3,000 square foot floor plate with the potential for a second or

third floor and a drive-thru. Building 2 is a minimum 19,000 square feet per floor, with two floors of commercial space, 24 residential living units above the commercial space. Building 3 is approximately 20,000 square feet with tuck under parking on the north side. Building 4 (areas A & B) is approximately 31,000 square feet per floor, if constructed as a single building, with the opportunity of loading bays for potential distribution center users. The applicants envision an artisan market that would occur on weekends during late Spring through early Fall.

Several new private internal roads will be constructed to serve the newly created lots. A half-width road of NW Camas Meadows Drive will be extended from the existing cul-de-sac to the eastern property line of the PP&L easement along the southern site boundary.

All lots will be connected to municipal water and sewer systems. Storm water runoff from the new impervious surface will be collected and routed to a regional storm water facility where it will be treated and released or infiltrated where possible in accordance with City standards.

The subdivision will be developed in multiple independent phases as noted on the Phasing Plan (page 18 of the Master Plan)

## II. ANALYSIS AND FINDINGS OF FACT.

### **CMC 18.22.010 - Purpose.**

The city recognizes that opportunities for employment may be increased through the development of master-planned, mixed-use areas. Consistent with this, the city has created the mixed-use planned development zone (MXPDP) to provide for a mix of compatible light industrial, service, office, retail, and residential uses. Standards for development in the mixed-use planned development zone are intended to achieve a pedestrian friendly, active, and interconnected environment with a diversity of uses.

### **CMC 18.22.020 - Applicability.**

The provisions of this chapter shall apply to parcels designated with MXPDP zoning.

**Analysis/Findings under 18.22.010 and 18.22.020:** The applicant has applied concurrently for a Zone Change to apply the MXPDP. The Planning Commission held a Public Hearing on the Zone change request to apply the MXPDP to the applicable portion of the property zoned BP. An affirmative decision on the Zone Change should precede a decision on the DA/Master Plan, consistent with 18.22.020. The Master Plan together with the development standards incorporated into the Development Agreement provides for a transition and blending of uses residential, mixed-use, commercial (service, office, retail), and light industrial use integrated around open spaces together with a trail system, as demonstrated through the submitted master plan and throughout this report consistent with the purpose of CMC 18.22.020.

### **CMC 18.22.030 - Definitions.**

In addition to those definitions listed in CMC Chapter 18.03, the following definitions shall also apply to this chapter:

"Development agreement" means a binding agreement between the city and a developer relative to a specific project and piece of property. The agreement may specify and further delineate, and may include, but is not limited to, development standards; vesting; development timelines; uses and use restrictions; integration within or outside of the subject development; construction of transportation, sewer and water facilities; and allocation of capacity for transportation, sewer and water facilities. The agreement shall clearly indicate the mix of uses and shall provide a general phasing schedule, as reviewed and approved by city council, so as to ensure that the commencement of construction of the commercial, industrial, and/or office uses occur within a reasonable time frame of the construction of the overall project.

Amendments to an approved development agreement may only occur with the approval of the city council and the developer or its successor(s).

"Master plan" as used in this chapter a master plan means a proposal for development that describes and illustrates the proposed project's physical layout; its uses; the conceptual location, size and capacity of the urban service infrastructure necessary to serve it; its provision for open spaces, landscaping, trails or other public or common amenities; its proposed building orientation; its internal transportation and pedestrian circulation plan; and the integration of utility, transportation, and pedestrian aspects of the project with surrounding properties.

"Site plan" means a detailed drawing to scale, accurately depicting all proposed buildings, parking, landscaping, streets, sidewalks, utility easement, stormwater facilities, wetlands or streams and their buffers, and open space areas.

### **CMC 18.22.040 - Allowed uses.**

- A. The mix of uses may include residential, commercial, retail, office, light industrial, public facilities, open space, wetland banks, parks, and schools, in stand alone or in multi-use buildings.
- B. Residential uses are allowed either:
  - 1. In buildings with ground floor retail shops or offices below the residential units; or
  - 2. As single-family attached units, as provided for in Section 18.22.070(A) of this chapter.
- C. Commercial and retail uses are permitted, but not required, on the ground floor of multi-use buildings throughout this district.
- D. Uses as authorized under CMC Section 18.07.030 Table 1 for Community Commercial.

**Analysis/Findings:** The BP portion of the Master Plan subject to the MXPDP Overlay is planned to include:

- 1) Building #2 is a mixed use building with commercial and retail uses permitted on the first two levels together with up to 24 living units integrated above (consistent with 18.22.040 A-D);
- 2) Buildings #1, 3, 4A and 4B are commercial buildings the use of which can range from general commercial to light manufacturing as further and specifically provided for under the proposed development agreement. (Consistent with 18.22.040 A, C, and D).
- 3) Up to 18 single-family residential lots with individual stand-alone dwellings and with the ability to include accessory dwelling units (consistent with 18.22.040 A).

Staff finds the proposed Master Plan as implemented through the proposed Development Agreement satisfies the allowed uses under 18.22.040.

**CMC 18.22.050 - Required mix of uses.**

The master plan must provide a mix of uses. No single use shall comprise less than twenty-five percent of the development area (i.e., residential, commercial, industrial), and no more than fifty percent of the net acreage of the master plan shall be residential that is not otherwise contained within a mixed-use building. The remaining master plan may be a mix of employment uses as allowed in Section 18.22.040 of this chapter. The minimum use percentage shall not apply to public facilities, schools, parks, wetland banks, or open space.

**Analysis/Findings:** The required mix of uses is intended to provide flexibility in land development uses with the intent of limiting the conversion of employment lands to residential uses. The code accomplishes this by limiting ground floor net residential acreage to no more than fifty percent of the MXPDP master plan area. The proposed net acreage of the MXPDP Master Plan devoted to the 18 single-family residential lots is approximately 17.01 acres, or approximately 47.8 % of the net acreage and thus satisfies CMC 18.22.050 .

The area of land subject to the MXPDP includes approximately 15.72 acres (Clark County Parcel 175948-000). The net acreage of the MXPDP (less internal road rights of way and open spaces) is less than 14.65 acres. The employment or BP Lots provide for a variety of retail, office and light industrial opportunities in multiple buildings, includes approximately 7.64 net acres, or greater than 52.2% of the net acreage. No ground floor residential will occur within the BP lots.

Gross MXPDP Acreage: 15.72 acres 684,783 sq. ft.

Internal Road right of way within BP: Approximately 1.07 acres or 46,920 sq. ft.

Net MXP Acreage: 14.65 acres 637,863 sq. ft.

BP Employment:

BP Lot #1: 24,700 sq. ft.

BP Lot #2: 117,646

BP Lot #3: 62,710

BP Lot#4: 127,653

Total: 332,709 sq. ft. (7.638 acres)

**CMC 18.22.070 - Criteria for master plan approval.**

The following criteria shall be utilized in reviewing a proposed master plan:

- A. Residential Densities and Employment Targets. Unless otherwise provided for in a transition area to mitigate impacts of increasing density, the minimum average density of eight dwelling units per net acre of residentially developed area is required. The maximum average density shall be twenty-four dwelling units per net acre. For employment generating uses, the master plan shall provide an analysis of how many jobs will be produced, the timing of those jobs, and the phasing of the employment and non-employment portions of the proposal. For estimate purposes, the target employment figures shall generally be consistent to the number of jobs produced that would otherwise occur in commercial and industrial zoning districts. The minimum number of jobs should be no less than six jobs per developable acre for the nonresidential portion of the project. The city may authorize a development with less than six jobs per developable acre based upon a finding that appropriate measures have been taken to achieve six jobs per developable

acre to the extent practicable. "Appropriate measures" may be demonstrated based upon the following:

1. The six jobs per developable acre cannot be achieved due to special circumstances relating to the size, shape, topography, location, or surroundings of the subject property;
2. The likely resultant jobs per developed acres ratio would not adversely affect the implementation of the comprehensive plan;
3. The proposed development would not commit or clearly trend the zoning district away from job creation.

**Analysis/Findings:**

The MXPDP Master Plan includes up to 18 single-family residential lots with minimum lot sizes of 15,000 square feet on approximately 7.01 net acres. The size and location of these lots are intended to emulate the size and character of the existing Lacamas Shores Subdivision lot sizes to the east, the existing residential lots to the south and another 24 residential lots proposed to the north on the R-15 zoned portion of larger Master Plan area. While the code requires the residential portion of the MXPDP have densities between 8-24 units per acre it also provides an exception where there is the need for transition areas to mitigate increased densities.

The master plan proposes five commercial buildings that will house a diversity of business operations. Building 1 has approximately 3,000 square foot floor plate with the potential for a second or third floor and a drive-thru. Building 2 is a minimum 19,000 square feet per floor, with two floors of commercial space, 24 residential living units above the commercial space. Building two also has tuck under parking. Building 3 is approximately 20,000 square feet with tuck under parking on the north side. Building 4 (areas A & B) is approximately 31,000 square feet per floor, if constructed as a single building, with the opportunity of loading bays for potential distribution center users. In total, the master plan will create at least 90,000 square feet of business space.

As per CMC 18.22.070(a), the master plan needs to show that it can create as many jobs under the base zone as it would within the proposed development. The BP parcel is 15.5 acres. At 6 jobs per acre (the minimum required under code), the proposed master plan has to create at least 93 jobs (15.5 acres x 6 jobs/acre). The majority of businesses will be office oriented, similar to other employers along Camas Meadows Drive. Office uses typically produce one (1) job per 300 square feet. This means that the proposed development will produce at least 300 jobs (90,000 square feet / 300 square per job), three times as many jobs as the underlying base zone. Therefore, Parklands at Camas Meadows will satisfy the job creation portion of CMC 18.22.070(a).

- B. **Setback and Height Requirements.** Building setbacks shall be established as part of the master planning process. Setbacks in all future site plans shall be consistent with those established in the master plan. Landscape and setback standards for areas adjacent to residentially zoned property shall meet or exceed those provided for in Table 18.22.080A. The applicant may propose standards that will control development of the future uses that are in addition to or substitute for the requirements of this chapter. These may be such things as height limits, setbacks, landscaping requirements, parking requirements, or signage.

**Analysis/Findings:** The setback, height and landscape standards that are proposed to be applicable to the Master Plan are found in Exhibit "B" to the Development Agreement. The criteria is satisfied.

- C. Off-Street Parking and Loading. Off-street parking and loading shall be provided in accordance with CMC Chapter 18.11 Parking, Table 18.11-1, Table 18.11-2 and Table 18.11-3 of this Code.
- D. Utilities. Utilities and other public services sufficient to serve the needs of the proposed development shall be made available, including open spaces, drainage ways, streets, alleys, other public ways, potable water, transit facilities, sanitary sewers, parks, playgrounds, sidewalks and other improvements that assure safe walking conditions for students who walk to and from school.

**Analysis/Findings CMC 18.22.070 C & D:** The master plan includes anticipates parking and loading in accordance with CMC18.11 and the Development Agreement will vest the project in the parking and loading standards of CMC 18.11. With each new building and use within the BP Lots, the standards for parking and loading will be further evaluated under the code for compliance.

Adequate City water and sewer to serve the site are available in the area. The Master Plan anticipates and plans for the preservation of opens, evaluates topography and drainage, will provide for streets, sidewalks, trails, and a bicycle route. The sidewalk along NW Camas Drive will be 10 feet in width consistent with the extension of an existing City Trail network.

- E. Environmental Impacts. The probable adverse environmental impacts of the proposed development, together with any practical means of mitigating adverse impacts, have been considered such that the proposal shall not have a probable significant adverse environmental impact upon the quality of the environment, in accordance with CMC Title 16 Environment and RCW Chapter 43.21C.

**Analysis/Findings:** The City issued a Determination of Nonsignificance (DNS) on January 12, 2016, as file #SEPA15-14. No appeal of the SEPA determination was timely filed. Further evaluation of environmental impacts will be reviewed under applicable Camas Municipal Codes through subsequent processes including preliminary subdivision plat, site plan review and grading permits.

- F. Access. The proposed development shall provide at least two access points (where a mixed-use planned development does not have access to a primary or secondary arterial) that distribute the traffic impacts to adjacent streets in an acceptable manner.

**Analysis/Findings:** The Master Plan anticipates and the Development Agreement will require construction and access to Camas Meadows Drive, an arterial roadway. Timing of construction of required improvements includes a requirement to construct a ½ width road improvement connecting NW Camas Meadows Drive to NW Larkspur with the initial phase of site development.

- G. Professional Preparation. All plans and specifications required for the development shall be prepared and designed by engineers and/or architects licensed in the State of Washington.
- H. Engineering Standards. The proposed development satisfies the standards and criteria as set forth in this chapter and all engineering design standards that are not proposed for modification.

**Analysis/Findings CMC 18.22.070 G & H:** The MXPDP Master Plan and specification contained therein were prepared by James Kessi, Kessi Engineering, a licensed Washington State Professional Engineer. The standards for engineering review of development under the Camas Municipal Code are vested through the Development Agreements and specific design details will be reviewed through subsequent approvals. Road dimensions and standards as shown on the Master Plan will be the minimum required through the subdivision and development review process.

- I. Design Review. The proposed development satisfies the standards and criteria as set forth in the Building Design from Camas Design Review Manual: Gateways, Commercial, Mixed Use and Multi-Family Uses, unless otherwise proposed for modification.

**Analysis/Findings:** The Master Plan was reviewed by the Camas Design Review Committee on February 24, 2016 and discussed the applicable standards under the Camas Design Review Manual to include the policies and guidelines related to Commercial and Mixed Uses. The Camas Design Review Committee found in every regard the master plan met or exceeded the requirement therein and unanimously recommended approval of the Parklands at Camas Meadows Master Plan. Additional design review will be administratively conducted with each subsequent commercial building proposed for consistency with the master plan and Design Review Manual.

**CMC 18.22.080 - Landscape requirements and buffering standards.**

- A. Minimum landscaping or open space, as a percent of gross site area, shall be fifteen percent. All landscaping shall comply with the applicable landscape provisions in CMC Chapter 18.13 Landscaping of this code. The entire street frontage will receive street trees/landscaping that will create a unifying effect throughout the area. Tree groupings shall be located for interest and variety. Plantings shall conform to the approved selection list available from the city, if available.
- B. Landscape buffers shall be in compliance with the below referenced table:

**Table 1**

**Landscaping Buffering Standards Zoning of Land Abutting Development Site**

Proposed Mix of Uses on Development Site	Single-Family		Multifamily		Commercial		Office/Campus		Industrial	
	Not Separated by a Street	Separated by a Street	Not Separated by a Street	Separated by a Street	Not Separated by a Street	Separated by a Street	Not Separated by a Street	Separated by a Street	Not Separated by a Street	Separated by a Street
Residential Single-Family	5' L1	5' L1	5' L2	10' L1	10' L3	10' L2	10' L2	10' L2	10' L2 w/F2 Fence	10' L3
Residential Multi-Family	5' L2	5' L1	10' L1	5' L1	10' L3	5' L2	5' L2	10' L2	10' L2 w/F2 Fence	10' L3
Commercial	10' L3	5' L2	10' L3	5' L1	5' L1	5' L2	5' L2	5' L2	10' L3	10' L2
Industrial	10' L2 w/F2 Fence	L2	10' L2 w/F2 Fence	L2	L3	L2	10' L3	L2	5' L2	5' L1

- C. Landscaping and Screening Design Standards.

- 1. L1, General Landscaping.

- a. Intent. The L1 standard is intended to be used where distance is the principal means of separating uses or development, and landscaping enhances the area between them. The L1 standard consists principally of groundcover plants; trees and high and low shrubs also are required.
  - b. Required Materials. There are two ways to provide trees and shrubs to comply with an L1 standard. Shrubs and trees may be grouped. Groundcover plants, grass lawn, or approved flowers must fully cover the landscaped area not in shrubs and trees.
2. L2, Low Screen.
- a. The standard is applied where a low level of screening sufficiently reduces the impact of a use or development, or where visibility between areas is more important than a greater visual screen.
  - b. Required Materials. The L2 standard requires enough low shrubs to form a continuous screen three feet high and ninety-five percent opaque year-round. In addition, one tree is required per thirty lineal feet of landscaped area, or as appropriate to provide a tree canopy over the landscaped area. Groundcover plants must fully cover the remainder of the landscaped area. A three-foot high masonry wall or fence at an F2 standard may be substituted for shrubs, but the trees and groundcover plants are still required.
3. L3, High Screen.
- a. The L3 standard provides physical and visual separation between uses or development principally using screening. It is used where such separation is warranted by a proposed development, notwithstanding loss of direct views.
  - b. Required Materials. The L3 standard requires enough high shrubs to form a screen six feet high and ninety-five percent opaque year-round. In addition, one tree is required per thirty lineal feet of landscaped area, or as appropriate to provide a tree canopy over the landscaped area. Groundcover plants must fully cover the remainder of the landscaped area. A six-foot high wall or fence that complies with an F1 or F2 standard may be substituted for shrubs, but the trees and groundcover plants are still required. When applied along street lot lines, the screen or wall is to be placed along the interior side of the landscaped area.
4. Fences.
- a. F1, Partially Sight-Obscuring Fence.
    - i. Intent. The F1 fence standard provides partial visual separation. The standard is applied where a proposed use or development has little impact, or where visibility between areas is more important than a total visual screen.
    - ii. Required Materials. A fence or wall that complies with the F1 standard shall be six feet high, and at least fifty percent sight-obscuring. Fences may be made of wood, metal, bricks, masonry, or other permanent materials.
  - b. F2, Fully Sight-Obscuring Fence.
    - i. Intent. The F2 fence standard provides visual separation where complete screening is needed to protect abutting uses, and landscaping alone cannot provide that separation.
    - ii. Required Materials. A fence or wall that complies with the F2 standard shall be six feet high, and one hundred percent sight obscuring. Fences may be made of wood, metal, bricks, masonry or other permanent materials.

5. The applicant may provide landscaping and screening that exceeds the standards in this chapter provided:
  - a. A fence or wall (or a combination of a berm and fence or wall), may not exceed a height of six feet above the finished grade at the base of the fence or wall (or at the base of a berm, if combined with one), unless the approval authority finds additional height is necessary to mitigate potential adverse effects of the proposed use, or other uses in the vicinity; and landscaping and screening shall not create vision clearance hazards as provided in CMC Chapter 18.13 Landscaping of this code.
  - b. The Community Development Director may approve use of existing vegetation to fulfill landscaping and screening requirements of this chapter, if that existing landscaping provides at least an equivalent level of screening as the standard required for the development in question.
  - c. Landscaped areas required for stormwater management purposes may be used to satisfy the landscaping area requirements of this chapter, even though those areas may be inundated by surface water.
  - d. Required landscaping and screening shall be located on the perimeter of a lot or parcel. Required landscaping and screening shall not be located on a public right-of-way or private street easement.

**Analysis/Findings:** Exhibit “D” to the Parklands at Camas Meadows Development Agreement includes the Master Plan and addresses landscaping and screening designed to satisfy the standards of this section. Through development review the standards of this section will be further reviewed for compliance.

**CMC 18.22.090 - Transition design criteria.**

In addition to the design standards in this chapter, all developments and uses shall comply with the following transitional design standards:

- A. Vehicular accesses should be designed and located so that traffic is not exclusively directed through a nearby neighborhood area;
- B. Loading and refuse collection areas should be located away from bordering protected zones. Loading and refuse collection areas shall not be located within a front yard setback;
- C. Landscape buffers on proposed projects should comply with those identified in Section 18.22.080 of this chapter.

**Analysis/Findings:** All development within the master plan will access from an extension of Camas Meadows Drive. While the project will connect Camas Meadows Drive to NW Larkspur which includes a residential neighborhood, traffic at no time would exclusively be directed to NW Larkspur as the existing Camas Meadows drive provides an alternate access or direction. Future site plan approvals will evaluate the specific location of refuse collection points consistent with this section and no refuse containers are currently planned that would conflict with subsection B of this section.

## II. RECOMENDATION.

Staff recommends City Council conduct a public hearing to accept public testimony on the Parklands at Camas Meadows Development Agreement and Master Plan, deliberate and based up the findings of the Staff Report and the recommendation from the Design Review Committee Attorney to prepare a Resolution for adoption.