



STAFF REPORT

LACAMAS HEIGHTS ELEMENTARY SCHOOL

FILE NO. CUP16-02 (ASSOCIATED FILES: DR16-09, SPRV16-05, VAR16-01, CA16-09)

**TO:** Hearings Examiner **HEARING DATE:** April 13, 2017

**BY:** Sarah Fox, Senior Planner **REPORT DATE:** April 6, 2017  
Wes Heigh, Engineering Project Manager  
Steve Wall, Public Works Director

**PROPOSAL:** To build a new two-story school, which will be 73,500 square feet to include a gymnasium, commons, administration offices, classrooms, and play fields for approximately 700 students. The project also include two future portable classrooms.

**LOCATION:** 1111 NE 232nd Avenue (Tax Parcel #175724-000)

**APPLICANT:** Camas School District  
841 NE 2<sup>nd</sup> Ave.  
Camas, WA 98607

**PUBLIC NOTICE:** Notice was published in the Post Record on March 30, 2017, Legal Publication No. 580010. The notice was posted at Camas City Hall, Camas Library, and city web site. Originally mailed to property owners within 300-feet on March 16, 2017 and was revised and re-issued on March 30, 2017.

**APPLICABLE LAW:** The application was submitted on November 7, 2016, and the applicable codes are those vested and in effect through Ordinance # 16-015 (09/06/16). Camas Municipal Code Chapters (CMC): Title 16 Environment, Title 17 Land Development; and Title 18 Zoning; Specifically (not limited to): Chapter 16.51 General Provisions; Chapter 16.53 Wetlands; Chapter 16.61 Fish & Wildlife Habitat; Chapter 17.19 Design & Improvement Standards; Chapter 18.07 Use Authorization, Chapter 18.11 Parking; Chapter 18.13 Landscaping; Chapter 18.43 Conditional Use Permits; and Chapter 18.55 Administrative Provisions. **[Note:** Citations from Camas Municipal Code (CMC) are generally indicated with *italicized or blue type*.]

REPORT CONTENTS

I. SUMMARY .....	2
II. CONDITIONAL USE PERMIT (CRITERIA OF APPROVAL CMC§18.43.050 "A" THROUGH "F") .....	2
III. SITE PLAN REVIEW (FILE #SPRV16-05) .....	4
IV. VARIANCE (FILE #VAR16-01) .....	8
V. CRITICAL AREA REVIEW (FILE # CA16-09) .....	9
VI. DESIGN REVIEW COMMITTEE RECOMMENDATION (FILE #DR16-09) .....	11
VII. ARCHAEOLOGICAL REVIEW .....	12
VIII. CONCLUSIONS OF LAW .....	12
IX. RECOMMENDATIONS .....	12

## I. SUMMARY

The 40 acre project site had two single family residences, a barn and several outbuildings, which were demolished. The bulk of the site to the east is open and was used historically for livestock grazing and haying. The property slopes from northeast to southwest. There are groves of trees at the northern and western edges of the property, three streams, and a BPA easement with towers. The developable areas of the site are also constrained by six wetlands (3.25 acres) and an area of archaeological significance that will be set aside. A State Environmental Policy Act (SEPA) Determination was issued by the school district prior to submittal of the consolidated land use application to the city on October 7, 2016. The appeal period ended on October 21, 2016.

The project requires permits and approvals from the city, which include: a conditional use permit (school use and electronic sign), variance for building height, design review, critical areas permits, archaeological review, engineering site construction approvals and building permits.

## II. CONDITIONAL USE PERMIT (CRITERIA OF APPROVAL CMC§18.43.050 “A” THROUGH “F”)

**A. The proposed use will not be materially detrimental to the public welfare, or injurious to the property or improvements in the vicinity of the proposed use, or in the district in which the subject property is situated;**

**Discussion:** The proposed use as an elementary school is allowed as a conditional use in the single family residential zone per CMC§18.07.040 Table 2. The use is not prohibited in the zone, and therefore the city’s decision makers have considered that the use will not be at face value detrimental.

The development will also be a benefit to the north side of Lacamas Lake that will need additional educational facilities as this area of town grows. Uses such as a schools are the type of significant growth that triggers utility extensions in areas that lack adequate public utilities. Those improvements will benefit the vicinity.

**Findings: The proposed development is allowed with approval of a conditional use permit per CMC Chapter 18.07 Use Authorization and will not be detrimental.**

**B. THE PROPOSED USE SHALL MEET OR EXCEED THE DEVELOPMENT STANDARDS THAT ARE REQUIRED IN THE ZONING DISTRICT IN WHICH THE SUBJECT PROPERTY IS SITUATED;**

**Discussion:** Development standards for schools are compiled from several sources to include: CMC Chapter 18.09.040 Table 2 Density and Dimensions for Single Family Zones; CMC Chapter 17.19 Design and Improvement Standards; and CMC Chapter 18.13 Landscaping. The proposed school will provide a new arterial half width street improvement. At the completion of the improvements there will also be public water and sewer utilities serving the school and available to a rural part of the city.

**ZONING DIMENSIONS:** At page 10 of the applicant’s narrative, they incorrectly noted the setback standards as those of the underlying zone of R-7.5. The setbacks at Subsection C of Table 2, CMC§18.09.040, states, “*Setbacks based on average lot sizes (not zone specific).*” For this reason, the 40 acre site exceeds the average lot sizes of any zone, particularly the R-7.5 lot sizes, and thus the maximum standard of the table would apply (R-15 column). The minimum setback from the public rights of way is 30-feet. The minimum side and rear setbacks are 15 and 35 feet respectively.

The proposed use meets the development standards for the main school building. Also the portable classroom to the west of the main building meets the setback requirements. However, the eastern portable classroom appears to be 7-feet from the side property line, which is closer than the minimum of 15-feet. A condition to ensure that the structure is setback at least 15-feet will be recommended.

The applicant has proposed to exceed the maximum height standard of the zone of 35-feet for the portion of the building that will be used as a gymnasium. The height standard is discussed within the Variance (Section IV) of the staff report.

The applicant has proposed several signs to be installed on the site, which include a monument sign at the entrance, a wall-mounted sign with the school name, and an electronic message board in the parking lot. The city requires conditional use approval for electronic message boards within residential zones, per CMC§18.15.050 Signs Controlled by District. The location and compatibility of the sign was discussed with the Design Review Committee. The applicant had not finalized the design of the signs, however, the location and general dimensions were reviewed. The Committee recommended approval of the signs as long as they were screened from view of the adjoining residential properties to the south. It was understood that the monument sign would not be lit and the electronic reader board would not be visible outside of the parking lot. Conditions of approval concerning the location and design are included with this report.

**Findings: The primary school structure is setback beyond the minimum standards. The easterly portable classroom may need adjustments to setbacks.**

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#### C. THE PROPOSED USE SHALL BE COMPATIBLE WITH THE SURROUNDING LAND USES IN TERMS OF TRAFFIC AND PEDESTRIAN CIRCULATION, DENSITY, BUILDING, AND SITE DESIGN;

**Discussion:** The facility will be buffered from surrounding properties as it will be located near the central portion of site, and is only developing approximately 20 acres of the 40 acre parcel. The nearest residential homes are over 500-feet from the new facility. Potentially, a (future) business park development to the east could be within 50-feet of the building. The traffic and pedestrian circulation are discussed within this Staff Report at Section III (Site Plan Review) as these differ from a typical residential development. The project will include roadway improvements and a public trail. There will also be extensive areas of natural open spaces for wetland and habitat mitigation. Conditions of approval have been recommended to alleviate potential incompatibilities with adjacent residential and business park properties.

**Findings: Staff has proposed conditions that will allow the development to be compatible with current and future land uses of the area.**

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#### D. APPROPRIATE MEASURES HAVE BEEN TAKEN TO MINIMIZE THE POSSIBLE ADVERSE IMPACTS THAT THE PROPOSED USE MAY HAVE ON THE AREA IN WHICH IT IS LOCATED;

**Discussion:** The applicant has completed environmental and archaeological studies and investigations. The subject property is impacted with archaeological areas that must be protected, wetland areas and buffers that need to be avoided, on site streams and steep slopes.

**Findings: Staff has proposed conditions of approval to minimize potential adverse impacts to critical areas with permanent fencing, signs, and to require conservation covenants over these areas.**

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#### E. THE PROPOSED USE IS CONSISTENT WITH THE GOALS AND POLICIES EXPRESSED IN THE COMPREHENSIVE PLAN;

**Discussion:** The city's comprehensive plan, Camas 2035, adopted the school district comprehensive plans along with specific land use goals that include schools. Policy LU-1.6, "*Ensure adequate public facilities (including roads, emergency services, utilities, and schools) exist to serve new development, and mitigate potential impacts to current residents.*" The proposal is consistent with this goal, given that the project will extend utilities, construct public roadways, and provide educational services for new development to the north of the city. Policy LU-1.3 requires that new developments be compatible with the surrounding built and natural environments. The project has generous setbacks from the property lines due to the environmental constraints on the site. The design of the development includes native landscape plantings to blend in with the natural areas that will be set aside.

**Findings: The development is consistent with the intent and purposes of the comprehensive plan by accommodating for the future educational needs and necessary infrastructure for new residents north of the lake.**

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F. ANY SPECIAL CONDITIONS AND CRITERIA ESTABLISHED FOR THE PROPOSED USE HAVE BEEN SATISFIED. IN GRANTING A CONDITIONAL USE PERMIT THE HEARINGS EXAMINER MAY STIPULATE ADDITIONAL REQUIREMENTS TO CARRY OUT THE INTENT OF THE CAMAS MUNICIPAL CODE AND COMPREHENSIVE PLAN.

**Findings:** After conducting a public hearing and deliberating over the evidence, the Hearings Examiner may include any additional conditions or criteria necessary to carry out the intent of the CMC and Camas 2035.

### III. SITE PLAN REVIEW (FILE #SPRV16-05)

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#### 18.18.060 - CRITERIA FOR APPROVAL FOR SITE PLAN REVIEW

##### A. *COMPATIBILITY WITH THE CITY'S COMPREHENSIVE PLAN;*

**Findings:** The proposed development is consistent with citywide land use policies LU-1.6 and LU-1.3 as discussed at Section II of this report.

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##### B. *COMPLIANCE WITH ALL APPLICABLE DESIGN AND DEVELOPMENT STANDARDS CONTAINED IN THIS TITLE AND OTHER APPLICABLE REGULATIONS;*

**Discussion:** The proposed development was reviewed at a public meeting before the Design Review Committee and their recommendations are included at Section VI of this report. Also, refer to the previous section of this report at Criterion B for findings in regard to zoning dimensional standards.

**LANDSCAPING:** The standards for landscaping are based upon the additional requirements of conditional uses. CMC 18.13.050 - Landscaping standards (A through S) includes requirements for screening, varied plantings, and irrigation. The development of a parking lot also triggers certain standards to include trees and other perimeter screening.

**Findings:** A landscape plan was included with 23 sheets (Drawings L-001 to L-530). The plans include a mix of ground covers, evergreens and trees as required. The bulk of the planting areas are intended to achieve mitigation goals of the critical area impacts. The landscape plan exceeds the 10% of site area that is minimally required. Also, the landscape drawings referred to an irrigation plan that was not submitted. Staff included a condition in regard to the need for installation of a watering system and submittal of a plan for approval.

**PARKING AREAS:** The standards for landscaping within parking areas is found at CMC§18.13.060. This section of CMC requires a minimum of 5-foot deep curbed planting areas, wheel stops and tree wells throughout the parking lot for interior shading. There is a ratio of trees required per parking stall at one tree per six double-loaded stalls or one tree per three single loaded stalls. There must also be a landscape divider every 15-feet.

**Findings:** The parking lot includes landscape dividers at no more than seven stalls, which exceeds the minimum standard. The tree ratio to parking stalls appears to meet standards as illustrated on Sheets L-510 and L-511. Wheel stops are proposed and indicated on the drawings in accordance with the requirements.

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##### C. *AVAILABILITY AND ACCESSIBILITY OF ADEQUATE PUBLIC SERVICES SUCH AS ROADS, SANITARY AND STORM SEWER, AND WATER TO SERVE THE SITE AT THE TIME DEVELOPMENT IS TO OCCUR, UNLESS OTHERWISE PROVIDED FOR BY THE APPLICABLE REGULATIONS;*

**Roads:** NE 9th Street is a dead end "local" roadway with no posted speed limit, serving 4 existing residences, located in a 30 foot wide public Right of Way (ROW), with a 14 to 16 foot paved width. This rural roadway lacks sidewalks, street lighting, bike lanes, utilities and other urban improvements. Although this roadway is designated as an arterial street in the 2012 Traffic Impact Fee (TIF) Update, Staff finds that the existing profile

grades (13% and 11% short grade segments) of this roadway far exceed the design maximum 6% profile centerline street grade that is required for arterial streets in accordance with the provisions of CMC 17.19.040 (B, 12). The City's 2012 TIF Update also shows a new arterial through the "North Shore" area that replaces and parallels Leadbetter Road between the southeast corner of the proposed site (east end of NE 9th Street) and Everett Road. Additionally, the City's 2014 Parks, Recreation and Open Space Plan identifies the existing alignment of Leadbetter Road becoming a future Trail and no longer being used for vehicular traffic. As such the City has worked with the applicant on an acceptable arterial alignment through the site that would avoid adverse grades to the maximum extent feasible, avoid the need for a round-a-bout at the intersection of SE 232nd Avenue and NE 9th Street, allow for future construction and connection to the North Shore arterial, and allow for future conversion of Leadbetter Road to a trail.

NE 232nd Avenue is a rural roadway designated as an arterial street located in an existing 60 foot wide ROW with a 22 foot wide paved travel lane. This rural roadway also lacks urban improvements such as street lighting, sidewalks, utilities and other urban improvements and has a posted speed limit of 45 MPH.

The applicant is proposing to construct a new road on a new alignment with a radius connecting NE 232nd Avenue to NE 9th Street. The applicant proposes to construct slightly more than a half width improvement. The proposed improvements will consist of 26 feet of pavement with curb and gutter on the north side with planter strips, street lighting, stormwater control and a detached 10 foot wide trail through the site (proposed to be a section of the City's T-27 Regional Trail) that will be constructed in place of sidewalk within the right-of-way. There will be a short segment, approximately 240 feet in length, where the cut slope will be steepened to 2:1 slope rather than the standard 4:1 slope in an effort to preserve an additional 17 large fir trees. The applicant is proposing to extend the half width arterial street improvement to the easterly property boundary and to the southerly boundary of the future development tract located in the Northwest corner of the site adjacent to and east of NE 232nd Avenue. The applicant is also proposing to construct a short 28 foot paved width connector roadway that will tie the new arterial half width street improvement through the site to the existing NE 232nd Avenue north of NE 9th Street.

The applicant has submitted an exception request in accordance with the provisions of CMC 17.23 for a centerline profile grade in excess of the maximum 6 percent grade allowed for an arterial street in accordance with CMC 17.19.040 (B, 12b). The applicant is proposing a centerline profile grade of 6.75% from approximately 150 feet east of the connector road intersection and the new arterial alignment to approximately 100 feet west of the proposed school access road from the new arterial alignment. Allowing this slightly steeper grade will better align the new arterial street vertically with the existing elevations of the proposed site access location and easterly terminus at the easterly property line. Staff finds the applicant's exception request for a steeper grade is acceptable as it allows for reasonable use of the applicant's land as well as future neighboring development. This exception insures that adjacent property owners will be able to connect to this roadway while not being detrimental to the public welfare or injurious to other property in the vicinity.

Staff finds the applicant's proposed street improvements meet or exceed the City's codes and standards and therefore supports the applicant's proposal. Additionally, the new alignment and proposed level of roadway and frontage improvements shown in the application materials will accomplish the following:

- Provide a safer route and transition from the right angle turn and round-about proposed for the intersection of NE 9th Street and NE 232nd Avenue per the 2012 TIF Update;
- Allow for future connection to the North Shore Arterial shown in the 2012 TIF Update (Project H);
- Meet the intent of constructing half-width improvements of Project E and Project F as shown in the 2012 TIF Update;
- Allow for conversion of the existing Leadbetter Road to a future trail; and
- The property south and west of the proposed arterial alignment will provide adequate room for future half width improvements that would allow for completion of the roadway by adjacent developers or the City.

Staff finds that some of the right of way adjacent the applicant's property on 232nd Avenue is currently in Clark County jurisdiction. Camas staff is working toward some form of agreement with Clark County or an annexation of the right of way in order to absolve the applicant's responsibility to meet the Clark County road standards in

the current Clark County right of way. Staff finds that a condition is warranted to ensure that, prior to commencing construction of improvements in the current Clark County right of way, the applicant waits for the verification of Clark County's consent to assigning the City of Camas with jurisdictional authority over the road standards; or until such time as said right of way is annexed by the City of Camas. Otherwise, the applicant will be required to follow the road standards codified and administered by Clark County.

**FINDINGS: Staff finds that conditions of approval are warranted to ensure the proposed road improvements satisfy the City's Codes and Standards.**

**Sanitary Sewage Disposal:** Currently this area of Camas, north of Lacamas Lake, is not served with public sewer. The City has been working since 2014 on the planning, design, permitting and preparation of construction for sewer utilities (identified as the "North Shore Sewer Transmission System Project") that will serve this area of Camas consistent with intent of the City's 2010 General Sewer Plan Amendment. The Project is currently out to bid and construction of this sewer infrastructure is scheduled to begin in May 2017 with completion anticipated by June 2018. The City's Project will install a sewer transmission system that will provide a connection point for the applicant at the intersection of NE 232nd Avenue and NE 9th Street. This connection point will also be used for future connections and extensions to other properties to the east of NE 232nd Avenue. The applicant is proposing to connect to the City's project at the intersection by constructing approximately 700 feet of gravity sanitary sewer adjacent to their site in the existing alignment of NE 232nd Avenue as shown on the overall utility plan on sheet C-300. As such, the sewer flows from the school will ultimately gravity flow westerly out to NE 232nd Avenue, then southerly into the new North Shore Sewer Transmission System.

With the construction of the North Shore Sewer Transmission System Project and extension of the gravity sewer within NE 232nd Avenue by the applicant, Staff finds that adequate provisions for sewer service to the site can be provided. However, Staff also finds that if the North Shore Sewer Transmission System Project is delayed or is somehow not completed in time to meet the applicant's proposed schedule, the applicant will be responsible for finding other approved means to provide sewer service or wait for the City's project to be completed. A condition to this effect is warranted.

**Storm Drainage:** The applicant has submitted a preliminary stormwater Technical Information Report (TIR) in accordance with the provisions of the 2014 Stormwater Management Manual for Western Washington (SMMWW) and the Camas Stormwater Design Standards Manual (CSDSM).

The applicant is proposing to provide onsite stormwater detention and treatment using a large wet pond for basic treatment and phosphorus removal. In addition to the large wet pond the landscaping areas of the car and bus parking lot and drive areas will include amended soils to provide basic treatment as well as additional phosphorus removal in accordance with the provisions and requirements of the 2014 SMMWW and Section 5.04 of the CSDSM. The proposed on-site stormwater detention facility and bio-retention areas will be the responsibility of the CSD to operate and maintain.

A separate underground off-site stormwater treatment and detention facility will also be constructed on the southerly side of the proposed arterial street improvement through the site. This underground detention facility is solely for the stormwater runoff and treatment from the new public arterial roadway improvements. This separate facility is proposed to be dedicated to the city along with the new arterial roadway improvements and remainder of the southwest corner of the property (5.13 acres in total).

The property south and west of said arterial alignment will provide adequate room for future half width improvements and expansion of the underground stormwater vault system that would complete the construction of this arterial roadway.

**Water:** There are no existing water system facilities in the immediate area of the proposed site. The nearest water system is located in NE Everett Street (SR-500) located at the southerly end of Leadbetter Road.

The applicant is proposing to extend water infrastructure consistent with the requirements of the 2010 Water System Plan Update. The water system improvements proposed include installation of a new 12-inch diameter waterline located within NE 232<sup>nd</sup> Avenue and Leadbetter Road from the northerly extent of the applicant's proposed project in 232<sup>nd</sup> Avenue south in Leadbetter Road to Everett Street and then extending east on NE 43<sup>rd</sup>

Avenue to NE Garfield Street (approximately 12,000 lineal feet in total). These improvements are identified as Project N-4 in the City's 2010 Water System Plan Update.

The applicant will then connect to this new water main and extend a private domestic water main and a private dedicated fire line to serve the new school.

The City and the applicant are partnering on design and installation of the proposed 12-inch waterline. The water system improvements will be included in the North Shore Sewer Transmission System Project discussed above. Additionally, a water tee and valving will be provided at the intersection of NE 232<sup>nd</sup> Avenue and NE 9<sup>th</sup> Street to allow for future extension to the east. As such, Staff finds that adequate provisions for water service to the site and future extensions can be provided. However, Staff also finds that if the North Shore Sewer Transmission System Project is delayed or is somehow not completed in time to meet the applicant's proposed schedule, the applicant will be responsible for finding other approved means to provide water service or wait for the Project to be completed. A condition to this effect is warranted.

Per the City's 2010 Water System Plan Update and the City's current Water System Development Charge (SDC) Calculation, Project N-4 is identified as being 75% developer funded and 25% funded via system development charges. As such, 25% of the N-4 improvements will be considered eligible for SDC credits or contribution of SDC revenues.

The applicant is proposing to install appropriate isolation valves and metering at the right-of-way by installing a double detector check valve and water meter for billing purposes. The domestic and fire lines beyond the meter will be privately owned and maintained by the applicant.

The onsite private fire hydrants must be painted red in accordance with requirements of the Camas-Washougal Fire Department. Additionally, a separate permit from the Fire Marshal's Office will be required for the installation of the dedicated fire line. A condition of approval to this effect is warranted.

**Findings: The city and applicant are partnering on proposed water and sewer improvements. The applicant is either participating in the cost of or constructing a portion of the public utility infrastructure needed to serve the site. Also, as discussed in this section, twenty-five percent of the N-4 improvements will be considered eligible for SDC credits or contribution of SDC revenues.**

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*D. ADEQUATE PROVISIONS ARE MADE FOR OTHER PUBLIC AND PRIVATE SERVICES AND UTILITIES, PARKS AND TRAILS (E.G., PROVIDE COPIES OF PRIVATE COVENANT DOCUMENTS);*

**Parks:** The 2014 Parks, Recreation and Open Space (PROS) Plan identify the T-27 trail crossing the subject property. Per Chapter 4 and Table 4.2 of the PROS plan, the T-27 trail is a regional trail that is to be acquired and maintained by the City of Camas and as such is Park Impact Fee (PIF) creditable.

In accordance with Appendix B, Design and Development Guidelines, regional trails are recommended to be a minimum of 12 feet in width and constructed with a hard surface of asphalt or concrete. However, the PROS plan states "...these standards are intentionally flexible to allow for site conditions such as right-of-way or easement width, steep slopes, setbacks and environmentally sensitive areas." The PROS plan also requires the PIF creditable trails to be located within an acceptable easement granted to the City of Camas for the future access and maintenance of City maintained trails.

The applicant is proposing to construct a 10 foot wide paved path that will be detached from the new arterial roadway; this trail is proposed in lieu of a sidewalk located adjacent to the new arterial half width improvement. This path is proposed to be located north of the new roadway and will extend from the easterly boundary of the site, on the northerly side of the proposed half-width street, and run westerly and northerly terminating at the northerly terminus of the proposed roadway improvements in NE 232<sup>nd</sup> Avenue. The proposed path will traverse across the sloped hillside and avoid large diameter trees.

Staff finds the general proposal to be in compliance with the 2014 PROS Plan, and therefore eligible for PIF credits for the construction of the T-27 Regional Trail. The applicant shall be conditioned to construct a paved



trail, at a minimum of 10-feet in width, located within an acceptable access and maintenance easement granted to the City of Camas.

**Northwest Corner of the Parcel (delineated):** The applicant is proposing to designate the property at the northwest corner of the parcel for public purposes as provided for under general provisions exemptions in CMC 17.01.030B subsections 3 and 5. The proposed boundary of this property is shown on sheet C300. Staff recommends that the applicant be conditioned to record a covenant that will designate the property for public use. In addition to the covenant, staff recommends the applicant be conditioned to dedicate sufficient right-of-way to achieve a total 37-foot half-width of right of way from the centerline of NE 232nd Avenue.

**Joint Utility Trench Coordination:** The subject parcel is located north of Lacamas Lake at the intersection of NE 232nd Avenue and NE 9th Street. Although this site is located within the city limits it is located in a very rural area that lacks urban improvements including some franchise utilities not provided by the city such as natural gas, fiber optic cable, and possibly other utilities. There are existing overhead lines for power, phone and possibly TV. Staff finds that the applicant shall be conditioned to coordinate the joint utility trench design with the site improvement design and extension of utilities to the site.

**Findings:** Staff finds that the applicant can or will make adequate provisions for public and private facilities. These provisions include designation of the NW corner of the property for public use, dedication of right-of-way to meet a minimum 37-foot width from centerline, and construction of a portion of the T-27 regional trail.

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*E. ADEQUATE PROVISIONS ARE MADE FOR MAINTENANCE OF PUBLIC UTILITIES; AND*

**Discussion:** The city will maintain the public water and sewer utilities contemplated for this development including the arterial half width roadway improvements and associated stormwater detention and treatment facility. The city will also maintain the T-27 Regional Trail constructed through the site.

The applicant will be responsible for the maintenance of the onsite water and fire lines beyond the double detector check valve vault, the onsite stormwater system, including the onsite stormwater wet pond and bio-retention cells in the parking and drive areas on site. The applicant will also be responsible for the maintenance of the access road to the new school and the drive aisles, lanes and parking areas on site.

**Findings:** Staff concurs that the adequate provisions will or can be made for maintenance of public utilities.

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*F. ALL RELEVANT STATUTORY CODES, REGULATIONS, ORDINANCES AND COMPLIANCE WITH THE SAME. THE REVIEW AND DECISION OF THE CITY SHALL BE IN ACCORDANCE WITH THE PROVISIONS OF CMC CHAPTER 18.55 ADMINISTRATION AND PROCEDURES.*

**Findings:** The proposed development has associated permits and approvals. As noted in this report, the project has been reviewed by the city's Design Review Committee and a SEPA decision was issued. As discussed in this Staff Report, the review and processing of the CUP, Site Plan Review and Critical Areas are consistent with the procedures of Chapter 18.55.

#### IV. VARIANCE (FILE #VAR16-01)

**Discussion:** This submittal includes a request for a Minor Variance for building height. The R-7.5 zone allows building heights up to 35 feet. The maximum height proposed on this project is approximately 38 feet at the gymnasium. Because the modified height is within 10% of the standard, a minor variance is needed. Per CMC§18.45.030, approval of a minor variance must demonstrate compliance with the following criteria:



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**A. UNUSUAL CIRCUMSTANCES OR CONDITIONS APPLY TO THE PROPERTY AND/OR THE INTENDED USE THAT DO NOT APPLY GENERALLY TO OTHER PROPERTY IN THE SAME VICINITY OR DISTRICT;**

Findings: The proposed use is not an outright “permitted” land use, and as such, conditions to ensure that the use is more compatible is required per the standards for approval of a Conditional Use Permit (CMC Ch. 18.43). However, a gymnasium is a typical feature for a school. The gymnasium is the only part of the structure that would exceed the height limits of the zone.

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**B. THE VARIANCE REQUESTED IS THE MINIMUM NECESSARY TO RELIEVE THE UNUSUAL CIRCUMSTANCES OR CONDITIONS IDENTIFIED IN SUBSECTION (A) OF THIS SECTION;**

Findings: The applicant is only requesting that the gymnasium exceed the height limit, not the entire structure. The variance is for three feet higher, which is 8% higher than the standard.

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**C. THE GRANTING OF SUCH VARIANCE WILL NOT BE MATERIALLY DETRIMENTAL TO THE PUBLIC WELFARE OR INJURIOUS TO PROPERTY IN THE VICINITY OR DISTRICT IN WHICH PROPERTY IS LOCATED;**

Findings: The variance to height will be located to the rear of the main structure. The buildings are located over 500 feet from the existing residential homes, and for that reason, should not impact them. Future development to the east will be industrial or commercial in nature and there is no height limit in that zone.

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**D. THE PROPOSED VARIANCE DOES NOT EXCEED TEN PERCENT OF THE REQUESTED DIMENSIONAL STANDARD IN WHICH THE VARIANCE IS REQUESTED.**

Findings: The applicant has requested an 8% variance, which does not exceed the 10% allowance.

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**E. THE UNUSUAL CIRCUMSTANCES AND CONDITIONS ASSOCIATED WITH THE VARIANCE ARE NOT A RESULT OF THE ACTIONS OF THE APPLICANT OR PROPERTY OWNER**

Findings: As noted, the circumstances are due to the proposed use of the property for a school not a condition of the property, such as terrain. A gym is a necessary function of the school.

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**V. CRITICAL AREA REVIEW (FILE # CA16-09)**

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**PRELIMINARY WETLAND MITIGATION PLAN**

**Discussion:** CMC§16.53.050(E)(2) Preliminary Mitigation Plan. The purpose of the preliminary plan is to determine the feasibility of the project before extensive resources are devoted to the project. The preliminary mitigation plan consists of two parts: baseline information for the site and a conceptual plan. The subsequent section of code at “3” provides details required for a Final Mitigation Plan. Submittal of a final mitigation plan is a recommended condition.

The applicant provided the following critical area reports with the application:

- Updated – Preliminary Wetland Mitigation Plan, prepared by the Resource Company (February 28, 2017)
- Updated – Preliminary Wetland Mitigation Plan, prepared by the Resource Company (November 28, 2016)
- Preliminary Riparian Buffer Averaging & Oregon White Oak Habitat Mitigation Plan, prepared by the Resource Company (December 22, 2016)
- Revised – Wetland Delineation and Assessment, prepared by the Resource Company (March 29, 2016)
- Wetland & Fish & Wildlife Habitat Conservation Report, prepared by the Resource Company (July 7, 2014)

The applicant is not proposing direct impacts to wetland areas. The proposal includes a plan to reduce the buffers of four wetlands: A (Roadway); B (parking lot); C (school and parking lot); and F (entrance road) for a

total of 0.92 acres and to mitigate for the impacts on site. The preliminary mitigation calculations are based on a reduced buffer area.

**Buffer Reduction.** The mitigation areas in the preliminary plan may need to be adjusted given that the two options for “Buffer Reduction Incentives” at CMC§16.53.050 (C)(1) are (a) Lower Impact Uses or (b) Restoration, do not appear to be met.

The applicant is proposing to use the buffer reduction options at CMC§16.53.050(C)(1)(a). However, it doesn’t appear that Subsection (1)(a). “Lower Impact Land Uses” is met, as the applicant must meet both criteria “i” and “ii” of this section. It does not appear that the applicant is proposing a corridor as required in subsection (i): “A *relatively undisturbed, vegetated corridor at least one hundred feet wide is protected between the wetland and any other priority habitats that are present as defined by the Washington State Department of Fish and Wildlife.*” It is not clear whether the onsite habitat areas qualify as priority habitat areas or not. It is also not readily clear whether the site could accommodate a vegetated corridor of the width required.

The discussion in the preliminary plans address how the applicant will meet the requirements of the second criterion, “ii”, which is to minimize the land use impacts adjacent to the wetland by directing noise and light away from the area (Refer to Section 4.0 of the Updated Preliminary Mitigation Plan, February 28, 2017). To allow a reduction to the buffer width per Subsection (C)(1)(a) Lower Impact Uses, each corridor criterion would need to be met for each wetland for which a buffer reduction is proposed.

The other option of Restoration is allowed at CMC§16.53.050(C)(1)(b), but states, “*to the extent possible, restoration should provide a vegetated corridor of a minimum one hundred feet wide between the wetland and any other priority habitat areas as defined by the Washington State Department of Fish and Wildlife. The habitat corridor must be protected for the entire distance between the wetland and the priority habitat area by some type of permanent legal protection such as a covenant or easement.*” As discussed above, it is unclear whether this type of corridor can be provided on the site. However, the code contains the phrase “to the extent possible,” which indicates that a corridor could be provided that is not quite 100 feet wide or not completely vegetated, but serves its intended purpose.

**Mitigation for Buffer Impacts.** Impacts to buffers are also proposed, and this is considered separately from whether or not buffer reductions are accepted. The applicant has proposed to mitigate for buffer impacts onsite, which is the city’s first preferred location per CMC§16.53.050(D)(2). The applicant also provided rationale for the unavoidable impacts at Section 3.0 Mitigation Sequencing (Updated Preliminary Mitigation Plan, page 4). Together with the archaeological areas, streams and steep slopes, staff concurs that impacts are unavoidable, and that the applicant has demonstrated best efforts to avoid impacts.

Table 2 of the preliminary wetland mitigation report includes a list of the indirect impact areas, which appear to be based on the reduced areas. This table would need to be revised if the reductions are ineligible.

Staff is unclear whether the impacts to Wetland A are included with the Mitigation Goals (Section 7). At Table 3: Buffer width reductions through shielding & enhancement, indicates that Wetland A will have “no reduction”, however, the southern public road alignment is shown within the 150-foot buffer area. Staff recommends that a revision to the final mitigation report clarify and account for the impacts to the buffer of Wetland A within the mitigation section of the narrative (7.0) and within the illustrative figures that support the plan.

At page 5 of the report, the applicant has proposed to mitigate for the buffer impacts at half the typical ratios that would be used for direct wetland impacts, which is an approach that Ecology commonly approves. As discussed above, the applicant must demonstrate that all the criteria for buffer reduction options will be met, otherwise the standard buffer widths will apply. Impacts to the buffers would need to be calculated based on these standard buffer widths if it is determined that the proposal is not eligible for buffer reductions. A condition to reflect the need for further analysis is warranted.

**Findings: Staff finds that the preliminary wetland demonstrates that the project is feasible. A Final Wetland Mitigation Plan must be submitted and must provide a calculation of impacts to the standard buffer widths unless it is determined that the proposal is eligible for buffer reductions.**

**Discussion:** A decision preliminarily approving a wetland permit must incorporate all of the conditions per CMC§16.53.050(H)(3)(a – d). The mitigation must include maintenance assurances and a conservation covenant, among other requirements.

**Findings:** Staff recommends submittal of a Final Wetland Mitigation Plan, recording of a conservation covenant and posting of maintenance assurance consistent with this section.

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## HABITAT AND STREAM AREAS

**Discussion:** The subject property has Oregon White Oak habitat areas along with riparian habitat areas. The preliminary Priority Habitat Plan (December 22, 2016) addressed the proposed impacts and provided a preliminary mitigation plan for the removal of one oak tree and for habitat buffer averaging.

**Stream Areas.** Habitat Buffer Averaging per CMC§16.61.030(E)(3)(a-f) allows averaging if the applicant demonstrates that the habitat functions will not be reduced, that buffer enhancement is provided, that the buffer is not less than 25-feet, and that the total area before and after the averaging is equal to the standard requirement. Only the stream north of the school would be impacted. It is a Type F stream with a 75-foot buffer. The proposed averaging does not appear to reduce the buffer width to less than 37-1/2 feet as required. Figure 5 of the report indicates that the reduced area of 6,900 square feet will be compensated with 8,250 square feet of mitigation area. The proposed mitigation is consistent with the requirements of CMC.

**Findings:** The proposed averaging meets the requirement to maintain the buffer width of no less than 50% of the standard and is equal to the original buffer area.

**White Oak.** The applicant has avoided impacting all but one of the dozen oaks on the project site. The loss of the single oak is due to unavoidable alignments to the public roadway. CMC§16.61.030(A)(1) provides criteria for approval of habitat mitigation plans. The applicant discusses the WDFW preferred compensation methods for the removal of the Oregon White Oak, starting at page 3 of the Priority Habitat Mitigation Report. The 2,045 sq. ft. of oak canopy will be mitigated with a 5:1 ratio of canopy cover for 10,225 sq. ft.

The proposed mitigation area will occur onsite, consistent with the city's preferred mitigation location. The mitigation also includes bare root stock, seedlings and native shrubs, which would address habitat functionality as required per the performance standards of CMC§16.61.030 (A)(1), demonstrate that the activity will, *"substantially maintain the level of habitat functions and values as characterized and documented using best available science."*

**Findings:** The applicant demonstrated that healthy trees will be retained to the extent practical. The proposed mitigation is consistent with WDFW recommendations for compensating for the loss of habitat functions and values.

## VI. DESIGN REVIEW COMMITTEE RECOMMENDATION (FILE #DR16-09)

The city held a Design Review Committee public meeting on February 28, 2017. The Design Review Committee reviewed the proposal for compliance with the City's adopted design principles and provided a recommendation to staff. The staff report included the following conditions:

1. Applicant shall provide vinyl coated chain link fencing.
2. Applicant must incorporate into the site design, information in regard to the historical importance of the site, such as a plaque or other signage.

**Recommended Action:** It was moved by Committee Member Smith, seconded by Committee Member Redmond to forward a recommendation of approval to the Director that the design review application for the Camas School District Lacamas Heights Elementary School (DR16-09) was generally consistent with the principles of Design Review. The motion carried unanimously.

## VII. ARCHAEOLOGICAL REVIEW

**Discussion:** An archaeological report meeting the standards of CMC§16.31.030(D) and CMC§16.31.120 was received by the city, which was provided by Archaeological Investigations Northwest, Inc. (AINW). The survey also followed the standards of the Department of Archaeology and Historic Preservation (DAHP).

A Bonneville Power Administration (BPA) transmission line crosses the northeastern corner of the parcel, and one of the lattice towers is within the parcel. This historic resource, a segment of BPA's Camas-Sifton transmission line, has been determined to be eligible for listing in the National Register of Historic Places (NRHP) as part of a multiple property resource that encompasses much of BPA's system from Bonneville Dam to Vancouver.

The main project site contains several other significant resources, all Native American (pre-contact/prehistoric) archaeological resources. Given the sensitive nature and need to protect these resources, the exact location of the resources is not subject to public disclosure, nor are the reports. However, the areas of the sensitive areas of the site that are likely to contain artifacts will be set aside and not developed. Archaeological excavations are planned to recover deposits from the areas that cannot be avoided. The ongoing archaeological excavations and final reporting will be monitored by DAHP.

**Findings: The applicant provided complete and adequate archaeological resources information in fulfillment of CMC§16.31.140. Monitoring for historically significant artifacts will be required through DAHP.**

## VIII. CONCLUSIONS OF LAW

Based on the above findings and discussion provided in this report, staff concludes that the consolidated application for an elementary school (Consolidated File #CUP16-02) should be approved, because it does or can comply with the applicable standards.

- The application materials are in conformance with CMC Chapter 18.55, Article III Application Requirements.
- As conditioned, the development is consistent with the Camas 2035, the city's comprehensive plan.
- As conditioned, the development can meet the requirements of the Park, Recreation, and Open Space Comprehensive Plan.
- As conditioned, the development can satisfy engineering design standards of 17.19.030 Infrastructure Standards and the city's Design Review Manual.
- As conditioned, the development can comply with the requirements of CMC Chapter 18.18 Site Plan Review.
- As conditioned, the development can satisfy the requirements of CMC Chapter 18.43 Conditional Use Permits.

## IX. RECOMMENDATIONS

Staff recommends APPROVAL of the Lacamas Heights Elementary School (Consolidated File #CUP16-02) with the following conditions. The recommendation is based on the application meeting the minimum requirements of Camas Municipal Codes, and conditioned as follows:

### PROPOSED CONDITIONS

The following conditions are in addition to any conditions required from other permits or approvals issued to this project. Unless otherwise waived or modified in this decision, the development must comply with the minimum requirements of the Camas Municipal Code.

#### ENGINEERING:

1. Stormwater treatment, including phosphorous removal, and detention facilities shall be designed in accordance with the 2014 Stormwater Management Manual for Western Washington and the Camas

Stormwater Design Standards Manual. Final stormwater calculations shall be submitted at the time of final construction plan submittal.

2. All construction plans will be prepared in accordance with City Design Standards Manual and City Standards. The plans will be prepared by a licensed civil engineer in Washington State and submitted to the City for review and approval.
3. Underground (natural gas, CATV, power, street light and telephone) utility plans shall be submitted to the City for review and approval prior to approval of the construction plans.
4. The applicant will be required to purchase all permanent traffic control signs, street name signs, street lighting and traffic control markings and barriers for the improved subdivision. The applicant is responsible for installation of all required signage and striping in accordance with requirements of the 2009 Manual on Uniform Traffic Control Devices (MUTCD).
5. A 3% construction plan review and inspection fee shall be required for this development. The fee will be based on an engineer's estimate or construction bid. The specific estimate will be submitted to the City for review and approval. The fee will be paid prior to the construction plans being signed and released to the applicant. Under no circumstances will the applicant be allowed to begin construction prior to approval of the construction plans.
6. The applicant shall remove all temporary erosion prevention and sediment control measures from the site at the end of the two-year warranty period, unless otherwise directed by the Public Works Director.
7. Final as-built construction drawing submittals shall meet the requirements of the CMC 17.11.060, CMC 17.01.050 and the Camas Design Standards Manual for engineering as-built submittals.
8. All on site fire hydrants shall be painted red to indicate their private ownership. The applicant shall be responsible for the operation and maintenance of the onsite private fire hydrants.
9. A separate permit through the Fire Marshal's Office will be required for the installation of the dedicated fire line.
10. The applicant shall construct a minimum 10 foot wide paved trail located within an acceptable easement granted to the City of Camas. Construction of the T-27 Trail, consistent with the PROS Plan, is Park Impact Fee creditable.
11. Prior to occupancy, the applicant shall record a covenant or other document designating the property at the northwest corner of the parcel for public use.
12. Prior to occupancy, the applicant shall dedicate to the City of Camas right-of-way necessary to meet a minimum 37-foot half-width from the centerline of NE 232<sup>nd</sup> Avenue.
13. The applicant shall coordinate the joint utility trench design at the time of the civil site improvement design and extension of utilities serving the site.
14. The applicant shall not construct improvements in the current Clark County right of way until such time as the City and County agree that jurisdictional authority for road standards is transferred to the City of Camas; otherwise, the applicant will be required to acquire the necessary permits from Clark County and adhere to Clark County's road standards for improvements within Clark County's right of way.
15. Prior to engineering plan approval, the applicant shall coordinate closely with the City to specifically design the proposed roadway centerline profile and the east terminus of the proposed roadway to match existing grades.
16. Prior to final approval of infrastructure, dedicate to the City as right-of-way the approximate 5.13 acre area bounded by the northerly side of the proposed arterial and by NE 9th Street and NE 232nd Avenue.
17. Prior to final approval of infrastructure, the applicant shall construct the proposed arterial roadway, including pavement, curb, gutter, street lights, street trees and landscaping.

18. Prior to occupancy, construct the proposed detached T-27 trail that will provide for pedestrian movement through the site and record an easement granted to the City of Camas for the future access and maintenance of the trail.
19. Prior to occupancy, the North Shore Sewer Transmission System Project and extension of gravity sewer to the site by the applicant shall be completed. If the North Shore Sewer Transmission System Project is not completed, the applicant will be responsible for finding other approved means to provide sewer service or shall wait for the City's project to be completed before occupying the building.
20. Prior to occupancy, the North Shore Sewer Transmission System Project, which includes construction of the new 12-inch water system in Leadbetter Road shall be completed. If the North Shore Sewer Transmission System Project and associated waterline is not completed, the applicant will be responsible for finding other approved means to provide water service or shall wait for the Project to be completed before occupying the building.

**PLANNING:**

21. The applicant shall install landscaping and irrigation prior to building occupancy permit issuance.
22. Site irrigation must ensure vegetation and tree survival for the first three years after installation. Mitigation areas must be irrigated for five years after installation.
23. Applicant shall provide vinyl coated chain link fencing. Fencing of mitigation areas may differ.
24. Applicant must incorporate public information in regard to the historical importance of the site, such as a plaque or other signage.
25. The future expansion of the educational use of the site to include two portable classrooms is included with this decision. The school district may install two (2) classroom portables with the following provisions:
  - a. Portable classrooms will need building permits.
  - b. The classrooms must not be placed closer than 15-feet to the eastern property line or 30-feet from any public street. A minor modification to the Site Plan (SPRV16-05) will be required for changes to the location of the structures.
  - c. Landscaping with the intent to screen the structure from adjoining properties must be installed prior to occupancy.
26. The following signs were considered with this decision and permitted as specified:
  - a. A monument sign may be located near the southern entrance to the site. Sign may be up to five feet high and twenty feet in length, and must be attached to the ground with a wide base of solid appearance, per CMC§18.15.040 (B)(12).
  - b. A wall-mounted sign is allowed on the front building face, which will provide the name of the school and is consistent with CMC§18.15.040 (B)(22).
  - c. An electronic message board sign is allowed to be located at the northern end of the parking lot. The sign shall not exceed 100 square feet, and must not be visible to adjacent properties, either by height or landscaping. This may require submittal of a site photo or landscape plan to demonstrate compliance.
  - d. Building permit approval will be required for signs.
27. **Final Mitigation Plan.** The applicant shall provide a final wetland mitigation plan for approval by the Planning Division prior to commencement of grading or other earthwork on the property. The submittal and approval of a final mitigation plan shall be consistent with CMC§16.53.050(E)(3) Final Mitigation Plan, which requires (at a minimum) detailed construction plans. Submittal of the final mitigation plan will also include the following:

- a. The applicant shall provide verification that field markings have been installed as required by CMC§16.53.040(C)(2);
- b. The applicant shall provide verification that temporary construction fencing is in place around conservation areas. This temporary fencing shall be maintained throughout construction, and shall not be removed until installation of permanent signs and permanent fencing.
- c. The conservation areas shall include the wetlands and associated buffers for high intensity use, the Oregon white oak groves, and the streams with associated buffers.
- d. The applicant shall provide a copy of the recorded conservation covenant as required by CMC§16.53.040(C)(3). Reference to the recording number shall be added to final construction site plans as per CMC Section 16.53.040(C)(4);
- e. The applicant shall provide documentation of posting of a performance assurance as required by CMC§16.53.050 (J) Wetland Permit Financial Assurances.
- f. The Final Mitigation Plan will provide a calculation of impacts to the standard buffer widths unless it is determined that the proposal is eligible for buffer reductions, per CMC§16.53.050(C)(1)(a or b).
- g. Final plan will clarify the impacts to the buffer of Wetland A in the narrative of the report, mitigation goals of the overall project, and within the supporting Figures.

**28. Mitigation Installation.** The applicant shall install wetland and Oregon White Oak mitigation consistent with the Final Mitigation Plan prior to being granted a certificate of occupancy. The applicant shall provide the Building Division with a letter from the biologist of record that verifies that the installation is consistent with the approved plan. Along with the installation of the vegetation, other items shall include:

- a. Permanent fencing (42" high) must be installed along the boundary of wetland buffer areas and Oregon White Oak mitigation areas. No fencing along stream buffer is required due to potential to block wildlife movement.
- a. Permanent signage must be installed, which provides information on the type of protected area and is a minimum of twelve inch (12") by eighteen inch (18"). Signs shall be posted on a six foot high green steel post at an interval of every two hundred feet. No signage along stream corridors are required.