



NOTICE OF DECISION
CAMAS SCHOOL DISTRICT PROJECT BASED LEARNING
(PBL) HIGH SCHOOL
SITE PLAN REVIEW (FILE NO. SPRV17-01)

Related files numbers: (DR17-01 and SEPA17-03)

Decision Issued: May 16, 2017

Applicant & Property Owner: Camas School District (CSD)
841 NE 22nd Avenue
Camas, WA 98607

CSD Contact: Chuck Stiller
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City Staff: Robert Maul, Planning Manager
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Camas, WA 98607

Phone: (360) 817-1568
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Location: The site is located at 5780 NW
Pacific Rim Boulevard, Camas,
98607.

Zoning: Business Park

Parcels: Tax ID numbers 125661-000 and 986033-962

THIS IS TO SERVE AS NOTICE that a decision of **APPROVAL** has been rendered for the Site Plan Review application for the Camas School District PBL High School (City file #SPRV17-01). The approval will allow the applicant to construct a new 89,000 square foot high school, and associated parking and outdoor recreational amenities at the project location.

The decision for Site Plan Review (SPRV17-01) includes conditions of approval which are included at the end of the attached Final Order of the city's hearings examiner. Unless otherwise waived or modified in the decision, the development must comply with the minimum requirements of Camas Municipal Code (CMC).

Reconsideration by the Hearings Examiner (Refer to CMC 18.55.235)

Any party of record believing that a decision of the hearings examiner is based on erroneous procedures, errors of law or fact, or the discovery of new evidence which could not be reasonably available at the public hearing, may make a written request to the examiner, filed with the city clerk, to be accompanied by an appeal fee, for reconsideration by the examiner.

A. Time Frame. The request for reconsideration shall be filed within fourteen calendar days of the date the decision was rendered.

B. Content. The request for reconsideration shall contain the following:

1. The case number designated by the city and the name of the applicant;
2. The name and signature of each petitioner;

3. The specific aspect(s) of the decision being appealed, the reasons why each aspect is in error as a matter of fact or law, and the evidence relied on to prove the error. If the petitioner wants to introduce new evidence in support of the appeal, the written appeal must explain why such evidence should be considered.

C. The hearings examiner may, after review of the materials submitted in conjunction with the reconsideration request, and review of the open record hearing transcript, take further action as he or she deems proper; including, but not limited to, denying the request, modifying the decision, or affirming the decision.

D. The hearings examiner shall issue a decision on a request for reconsideration within forty-five (45) days of the filing of the request for reconsideration. When a request for reconsideration has been timely filed, **any appeal to Clark County Superior Court under the Land Use Petition Act shall be filed within twenty-one (21) days after a hearings examiner issues its decision on the request for reconsideration.**

Judicial Appeals (Refer to CMC 18.55.240)

The city's final decision on an application may be appealed by a party of record with standing to file a land use petition in Clark County Superior Court. Such petition must be filed within twenty-one days after issuance of the decision, as provided in Chapter 36.70C RCW.

**BEFORE THE LAND USE HEARINGS EXAMINER
FOR THE CITY OF CAMAS, WASHINGTON**

Regarding an application by the Camas School District for) **FINAL ORDER**
site plan and other approvals to construct and operate an)
89,000 sq. ft. high school on a 40-acre parcel located at 5780) **SPRV17-01¹**
NW Pacific Rim Boulevard, in the City of Camas, Washington) **(PBL High School)**

A. SUMMARY

1. The applicant, the Camas School District, requests Site Plan, SEPA, and Design Review approval to build an approximately 89,000 square foot two-story “Project Based Learning” (“PBL”) High School on a 40-acre parcel located at 5780 NW Pacific Rim Boulevard; also known as tax account nos. 125661-000 and 986033-000 (the “site”).

a. The School District recently purchased the site from Sharp Laboratories of America (“Sharp”). The proposed high school will be located behind the new Project Based Learning middle school currently operating in an existing building on the site.

b. The site and abutting properties to the east, west and north are zoned BP (Business Park). Properties to the south, across Sharp Drive and SE Payne Road/SE 40th Street/NW 18th Avenue (“SE Payne Road/NW 18th Avenue”), are zoned R-15 (Single-Family Low, 15,000 square foot minimum lot size). Schools are an outright permitted use in the BP zone. However, pursuant to CMC 18.55.020, this development is being reviewed through a public hearing before the Hearing Examiner at the School District’s request and with City support.

c. The applicant will utilize Sharp Drive, an existing private road on the site, to access the school. The applicant will close the existing Sharp Drive/Pacific Rim Boulevard intersection and create a new Sharp Drive intersection with SE Payne Road opposite the existing Lacy Way intersection. The applicant² will provide new northbound and southbound turn lane pockets and a northbound right turn/deceleration lane at this intersection. The applicant will also install a westbound left turn pocket on NW 18th Avenue at NW Deerfern Street. The applicant will improve the existing pedestrian path on the north side of Sharp Drive to create a continuous eight-foot wide path along the site’s frontage. The applicant will install two new pedestrian crossings on NW 18th Avenue, one at NW Deerfern Street and a second mid-block crossing on NW 18th Avenue near the westerly boundary of the site frontage. The pedestrian crossings will include push button controlled flashing lights to alert drivers to pedestrians in the crosswalks. The applicant will install streetlights along the length of the applicant’s property on SE Payne Road/NW 18th Avenue, compliant with the City design standards. The applicant will also install traffic signals at the NW Pacific Rim Boulevard/Payne

¹ This Final Order also addresses SEPA17-03 and DR17-01.

² Certain improvements, including the new Sharp Drive/Payne Road intersection and Payne Road/Pacific Rim Boulevard traffic signal, will be constructed by Sharp as part of a three-way interlocal agreement dated June 29, 2016 between Sharp, the applicant, and the City of Camas.

Road and Brady Road/16th Street intersections. (See p. 8 of Exhibit 53).

d. Additional basic facts about the site and surrounding land and applicable approval standards are provided in the Staff Report to the Hearing Examiner dated April 13, 2017 (the "Staff Report").

2. City staff recommended the examiner approve the application subject to conditions in the Staff Report. The applicant accepted those findings and conditions, without exceptions. Thirteen persons testified orally in opposition and/or with questions and concerns about the application. Contested issues in the case include the following:

a. Whether the School District's original proposal to locate the PBL High School at the existing Camas High School campus is relevant to the approval criteria for this application;

b. Whether the applicant can be required to consider alternative designs for the proposed school, including requiring access to NW Pacific Rim Boulevard;

c. Whether traffic generated by the proposed use will exceed the capacity of area streets or otherwise create a hazard;

d. Whether the proposed development will generate excessive amounts of cut-through traffic on neighborhood streets south of the site;

e. Whether adequate parking is available to serve the proposed use;

f. Whether the applicant can be required to improve streets and sidewalks in the area;

g. Whether the applicant can be required to relocate the proposed pedestrian crossing on Payne Road at the western edge of the site;

h. Whether street lights are warranted at the proposed pedestrian crossings and the Lacy Way/Payne Road/Sharp Drive intersection; and

i. Whether conditions of approval regulating construction traffic and street closures are warranted for this development

3. Based on the findings provided or incorporated herein, the examiner approves the applications subject to the conditions at the conclusion of this final order.

B. HEARING AND RECORD HIGHLIGHTS

1. The examiner received testimony at a public hearing about this application on April 20, 2017. All exhibits and records of testimony are filed at the City of Camas. At the beginning of the hearing, the examiner described how the hearing would be conducted and how interested persons could participate. The examiner disclaimed any *ex parte*

contacts, bias or conflicts of interest. The following is a summary by the examiner of selected testimony and evidence offered at the public hearing.

2. City planning manager Robert Maul summarized the Staff Report.

a. He noted that the proposed school is a permitted use in the BP zone and therefore subject to Type II review. However, the applicant requested the City review the application through the Type III process to provide a public hearing. This development is subject to the same criteria and review procedures as any other development in the City.

b. The applicant proposed to construct an 89,000 square foot high school on the 40-acre site. The site is currently developed with a 55,000 square foot building, which the applicant recently began using as a middle school. The portion of the site where development is proposed is relatively flat and there are no critical areas on the site.

c. The proposed development is unlikely to generate additional parking demand on neighborhood streets in the area. The applicant proposed to provide substantially more parking than the Camas Municipal Code requires: the Code requires 150 parking spaces for the proposed use and the applicant proposed to provide 318 parking spaces. The applicant designated portions of the site for additional parking if needed in the future. All vehicle queuing will occur on the site, on Sharp Drive, an existing private street located parallel to SE Payne Road/NW 18th Avenue, the public street south of the site.

i. This project is significantly different than the existing Camas High School. This project will accommodate a maximum 600 students, compared to the 2,200 students attending the existing High School.³

d. The applicant will close the existing intersection of Sharp Drive and NW Pacific Rim Boulevard.⁴ This intersection is considered unsafe, because it is located too close to the Pacific Rim Boulevard/Payne Road intersection. The applicant will modify Sharp Drive to create a new intersection with SE Payne Road opposite SE Lacy Way. The Sharp Drive and Lacy Way legs of the intersection will be controlled by stop signs. Northbound and southbound left-turn pockets will be installed on SE Payne Road at this intersection. A temporary construction entrance will be provided from NW 18th Avenue at the southeast corner of the site. This entrance will be gated for use as an emergency access after construction is completed.

i. The applicant cannot install a traffic signal at the Sharp Drive/Pacific Rim Boulevard intersection, because this intersection is too close to the existing Payne Road/Pacific Rim Boulevard intersection.

³ Mr. Maul testified that the existing high school accommodates 3,000 students. Mr. Stiller noted that it actually serves 2,200 students.

⁴ NW Pacific Rim Boulevard changes to SE 34th Street at the Payne Road intersection.

e. The City has a number of capital improvement projects planned for roads in the area, including: full-width pavement improvements to Brady Road north of NW 16th Avenue, a traffic signal at the NW 16th Avenue/NW Brady Road intersection, street lights on NW Pacific Rim Boulevard, and a traffic signal at the SE Payne Road/NW Pacific Rim Boulevard intersection. The City only recently annexed the section of Brady Road south 16th Avenue. Therefore, improvements to that section of street were not included in the City's current plans. The City will review that street section in future planning processes.

f. The applicant cannot provide access to the site from NW Pacific Rim Boulevard because the applicant does not own property with frontage on NW Pacific Rim Boulevard and Sharp is unwilling to provide land for such an access. In addition, steep slopes north of the site, abutting NW Pacific Rim Boulevard, would make it difficult to provide a street connection in that location. The cost of such a street connection would likely exceed the roughly proportional impacts of this development.

g. SE Payne Road/SE 40th Avenue/NW 18th Avenue is on the City's priority list for street improvements as funds become available.

h. There is a continuous pedestrian path on the west/south side of SE Payne Road between NW Pacific Rim Boulevard and the Prune Hill Elementary School. The path is not improved between NW Beech and Tideland Streets, but there is a well-worn gravel path on the shoulder of the road in this area.

i. This project is unlikely to generate significant cut-through traffic. NW Deerfield and NW Whitman Streets eventually connect to NW Brady Road, which connects to SE 192nd Avenue. When the property located at the junction of NW 18th Avenue and SE Payne Road is developed, it will provide an additional connection to Brady Road via NW Goodwin Street. However, these streets provide a very circuitous connection that is unlikely to provide a faster route to the site than Brady Road to NW 18th Avenue/Payne Road.

j. Area residents expressed concerns that construction of this project at the same times as construction of Clark County's "Quarry" project at 192nd Avenue and Brady Road will create significant traffic delays. The applicant will coordinate with the County to limit construction impacts to the extent feasible.

k. The School District will determine bus routes based on the location of student's attending this school.

l. Neighbors expressed concerns with drivers cutting corners as they travel through the area. However, the streets in this area are developed with standard width travel lanes.

m. The Code does not require noise walls.

n. There is no need for a third-party review of the applicant's traffic analysis. The analysis was prepared by a professional engineer and reviewed by City engineering staff.

3. City engineer James Carothers testified that the applicant will install a traffic signal at the intersection of 16th Avenue and Brady Road. This is required by condition 9 in the Staff Report.

a. The applicant's traffic analysis considered traffic impacts from full-buildout of the existing middle school and the proposed high school on the site as well as traffic generated by "in process" developments in the city, developments that have been submitted and/or approved, but are not fully occupied.

b. The applicant or Sharp will construct northbound and southbound left-turn pockets and a northbound right-turn at the Lacy Way/Payne Road/Sharp Drive intersection. Construction of turn lanes will require widening of the existing pavement to accommodate separate turn and through lanes.

c. The School District cannot be required to remedy existing speeding issues on streets in the area. The applicant can only be required to remedy problems that are caused by or made worse by the proposed development. The City can review speeding issues and install traffic calming if warranted, based on available funding.

d. The applicant cannot continue to utilize the existing Sharp Drive/Pacific Rim Boulevard intersection because it does not comply with the City's intersection spacing requirements. This intersection is substantially less than 600 feet from the Payne Road/Pacific Rim Boulevard intersection. The lack of adequate intersection spacing will create a hazard. The applicant cannot install a traffic signal at this intersection for the same reason; two closely spaced signalized intersections would likely create conflicting vehicle queues.

e. The City did not require the applicant to include a background growth rate in the traffic study. The traffic analysis considered all existing and in-process traffic in the City.

4. Camas School District project manager Chuck Stiller, professional transportation engineer Frank Charbonneau, and professional engineer Alan Hendy testified on behalf of the applicant, the Camas School District.

a. Mr. Stiller summarized the proposed school.

i. He noted that the funding bond approved in February 2016 proposed to locate the PBL High School at the existing Camas High School. However, the School Board voted to move it to this site, after a public process.

ii. The proposed Project Based Learning High School is not a standard high school that serves all students in the surrounding area. It is a specialized

STEM (Science, Technology, Engineering, and Mechanical) school that will attract interested students from throughout the School District. The High School will accommodate 600 students in grades 9-12. The existing PBL Middle School on the site will accommodate 500 students in grades 6-8. No sports teams are planned for the school and the applicant will not provide competitive sports fields on the site.

iii. The applicant will reduce the school's traffic impact on public streets in the area by using Sharp Drive to provide access to the school. All vehicle queuing from parent pickup, buses, and staff and student vehicles will occur on Sharp Drive, rather than on SE Payne Road/NW 18th Avenue. The applicant will provide 150 student parking spaces on the site, enough parking for 50-percent of students who are eligible to drive. The applicant will utilize the bus and parent drop-off lanes to provide additional parking for events at the site.

iv. The applicant is working to have the section of SE Payne Road/NW 18th Avenue abutting the site designated a School Zone with a 20 mph speed limit during school hours.

v. NW 18th Avenue will be widened as necessary to provide a left-turn pocket at NW Deerfern Street.

vi. Construction traffic is unlikely to have a significant impact on streets in the area. The proposed building will be setback from the street and the applicant can use the existing parking lot on the site accommodate the majority of construction vehicles on site. The School District will endeavor to work with the City of Vancouver to limit impacts from simultaneous construction projects. The District will route construction traffic through the existing Sharp Drive/Pacific Rim Boulevard intersection to the extent feasible. The applicant is required to close that intersection prior to final occupancy of the site. The applicant's contractors will repair roads damaged by construction activities.

vii. The School District will determine bus routes based on the location of students attending the school. Buses generally travel on main roads. However, individual buses must travel on neighborhood streets to pick up students living in those neighborhoods. The District will not route buses on NW Deerfern Street and other neighborhood streets south of the site unless it is necessary to pick up students living on those streets.

b. Mr. Charbonneau summarized his traffic analysis. He noted that the City requires a minimum Level of Service ("LOS") D at signalized intersections and LOS E at unsignalized intersections. LOS D represents an average vehicle delay of 35 seconds or less. LOS E represents an average vehicle delay of 50 seconds or less. All but two intersections impacted by traffic from this development will operate at LOS C or better. The intersection of Parker Street at Pacific Rim Boulevard will operate at LOS D during the a.m. peak hour and the intersection of Lake Road at Sierra Street will operate at LOS E during the a.m. peak hour and D during the afternoon peak hour. (See Table 2 of the March 31, 2017 traffic analysis, Exhibit 23). The traffic study considered all vehicle trips

generated by the proposed school, including students, staff, parent drop off, buses, deliveries, etc.

i. The proposed two-way stop controlled Sharp Drive/Lacy Way/Payne Road intersection will operate at LOS C during the a.m. and mid-afternoon peak hours and LOS B during the p.m. peak hour with full buildout of the proposed high school.

ii. The proposed traffic signal at the Payne Road/Pacific Rim Boulevard intersection will improve traffic flow and reduce traffic congestion. This intersection currently operates at LOS C during the a.m. peak hour and LOS F during the p.m. peak hour. With the proposed signal the intersection will operate at LOS B during the a.m. peak hour and LOS A during the p.m. peak hour.

iii. The 200-foot long southbound left turn pocket at the Lacy Way/Payne Road/Sharp Drive intersection can accommodate three buses plus a couple of passenger vehicles. Left-turn traffic queues are unlikely to exceed storage capacity of the proposed left turn pocket.

iv. As discussed in the traffic analysis, the applicant will remove existing vegetation on the site and within the Payne Road right-of-way to provide adequate sight distance at the proposed Payne Road/Sharp Drive intersection. The applicant will provide a minimum 390 feet of sight distance, based on the posted 35 mph speed limit.

v. The proposed development is unlikely to generate a significant amount of cut-through traffic on roads south of the site, based on the trip distribution analysis used in the traffic study. This school will draw students from throughout the school district, not just the surrounding area. The site is located near the southwest corner of the school district. Therefore, the majority of school related traffic, 95-percent will arrive from the north and east of the site. There is little or no residential development south and west of the site that would generate cut-through traffic on Deerfern Street. The trip distribution assignment for the school is included in Figure 4 of the traffic study.

vi. The traffic impacts of this school will be significantly different than the existing Camas High School. The existing high school was developed 15 years ago and has added several portable classrooms since it was originally constructed. The existing high school has capacity for 2,200 students. This high school will accommodate 500 students.

vii. He performed travel-time studies on streets in the area between the 192nd Avenue/Brady Road intersection and the site. Using Brady Road and 18th Avenue the trip took 2.5 minutes. Using Brady Road to Grandridge Drive to Fernwood Drive to Deerfern Street took 4 minutes, 16-percent longer. He performed the travel-time studies during off-peak hours. However, the cut-through route is longer, on narrower neighborhood streets, with lower speed limits, more turns and stop signs. It will not provide a faster route for most drivers.

c. Mr. Hendy testified that the left-turn lane at NW Deerfern Street will be 12 feet wide and 125 long. The applicant proposed to locate the western pedestrian crossing near Mr. Woodward's property because it is the safest location and it lines up with the proposed on-site improvements. Moving the crossing further west would locate the crossing on a hill, where drivers tend to travel at higher speeds. The applicant will install enhanced pedestrian crossings on SE Payne Road/NW 18th Avenue, with push-button activated flashing signs. The section of SE Payne Road/NW 18th Avenue between Beech Street and 201st Avenue will be posted as a School Zone with a 20 mph speed limit.

5. Seppo Saarinen testified on behalf of the Knights Point Homeowner's Association. He questioned whether the applicant or the City will widen and otherwise improve SE Payne Road/NW 18th Avenue to accommodate additional traffic from this development. He argued that the proposed Sharp Drive/Lacy Way/Payne Road intersection should be signalized.

6. Jin Xu expressed concerns with increased traffic from the proposed school. If Payne Road is not improved, drivers are likely to cut-through neighborhoods south of the site to reach the school. She urged the applicant to adjust the schedules for the middle and high schools to avoid overlapping traffic and reduce congestion on area roads.

7. Dale Erickson testified that many drivers exceed the 35 mph posted speed limit on SE Payne Road/NW 18th Avenue, especially as drivers are traveling down the hill towards NW Pacific Rim Boulevard. This will create a hazard at the proposed Sharp Drive/Lacy Way/Payne Road intersection. The applicant should be required to install speed bumps or some other form of traffic calming to slow vehicles on this section of road.

a. The intersection of SE Payne Road and NW Pacific Rim Boulevard is congested under existing conditions. The proposed traffic signal will make congestion worse, creating vehicle queues on Payne Road extending past Lacy Way, blocking access to the school.

b. The applicant, the County and the City should work together to avoid simultaneous road construction. The Quarry project, the traffic circle at Brady Road, and this development occurring simultaneously may create significant traffic delays in the area. There are many doctors living in the surrounding neighborhoods who are on call and need to get to the hospital within 20 minutes. Construction delays and congestion from school related traffic could impact patient care.

8. Mahsa Eshghi argued that traffic from this development will cause additional congestion on roads in the area, which will encourage drivers to seek alternate routes through the neighborhoods south of the site. There is inadequate sight distance on SE Payne Road/SE 18th Avenue due to curves in the road and speeding traffic. Many drivers cut the corners. The City needs to improve NW Brady Road south of 16th Avenue as well. The City should install traffic calming measures to slow traffic on NW Brady Road. SE

Payne Road/NW 18th Avenue is in poor condition and does not provide a safe walking route to Prune Hill Middle School. She questioned the background growth rate utilized in the applicant's traffic study.

9. John MacKay, owner of the Hidden Gardens Nursery, testified that drivers cut through his parking lot to avoid congestion at the entrance to the Prune Hill Middle School. The applicant should be required to provide access to the site from Pacific Rim Boulevard. When Sharp originally developed in this area the City denied access to NW 18th Avenue and required the developer to take access from NW Pacific Rim Boulevard. Roads in the area are not improved to current City standards. There is significant traffic congestion at the entrance to the Prune Hill elementary school under existing conditions. This school is likely to create similar congestion problems at the proposed Lacy Way intersection as well as at Brady Road and 16th Avenue.

10. Rebekah Wong noted that the School District does not provide bus service for Prune Hill elementary school students living within one-mile of the school; these children are required to walk to school or have a parent drive them. The pedestrian path on NW Payne Road ends at Beech Street. There is no path between Beech and Tideland Streets. Hedges, fences, and other improvements force pedestrians into the road in some sections, creating a hazard. Additional traffic from this development will exacerbate this hazard. The proposed new access to the Sharp facility is located on this section of the road. The School District should provide bus service for all Prune Hill elementary school students.

a. She argued that many residents living north and west of the site will travel south to SR-14 then west to 192nd Avenue to reach the site. Those drivers are likely to use Deerfern Road and other neighborhood streets as a cut-through route to avoid congestion on Brady Road and 18th Avenue.

11. Albert Angelo III argued that the School District should have purchased access to NW Pacific Rim Boulevard to avoid traffic impacts on Payne Road. Speeding traffic is a significant problem on SE Payne Road/NW 18th Avenue under existing conditions, due to the hill approaching NW Pacific Rim Boulevard. The pedestrian path on the south side of SE Payne Road/NW 18th Avenue does not provide a safe walking route. The pavement on SE Payne Road/NW 18th Avenue is too narrow to safely accommodate traffic. The recently approved Quarry development southwest of the site will generate cut-through traffic on Grandridge and Fernridge Drives and Deerfern Street. The applicant should be required to provide access to the site from NW Pacific Rim Boulevard to avoid these impacts. He submitted an alternative design for the site with access from W Pacific Rim Boulevard. Exhibit 55.

12. John Woodward objected to the proposed pedestrian crossing in front of his residence and requested the applicant move the crossing to the east or west, away from his property. The lack of streetlights on much of SE Payne Road/NW 18th Avenue, including the Lacy Way/Sharp Drive intersection, will create a hazard. The proposed temporary construction access is not needed until the Sharp Drive/Pacific Rim Boulevard intersection is actually closed. He encouraged the applicant to use that intersection for construction access to limit impacts to the neighborhood.

13. Bill Davidson argued that the volume of traffic on northbound Payne Road will make it difficult to buses to turn left into Sharp Drive, which will cause traffic backups on southbound Payne Road.

14. Susan Manuel suggested the School District or the City install a radar speed controlled speed sign to notify drivers when they exceed the posted speed limit and encourage them to slow down. The posted speed drops to 25 mph on NW 18th Avenue, but many drivers exceed that speed. Residents of surrounding neighborhoods will generate cut-through traffic on streets in the area.

15. Rick Weithas questioned the length and storage capacity of the proposed left-turn lanes at the Lacy Way/Sharp Drive/Payne Road intersection. Traffic frequently exceeds the capacity of the turn lanes at the existing high school, blocking the through traffic lanes and increasing congestion. He argued that the traffic analysis for the existing high school significantly underestimated the traffic impacts, based on the existing congestion levels. The combined traffic from this development, the recently developed middle school and the proposed Sharp development will create significant congestion on SE Payne Road/NW 18th Avenue. It is possible to travel to the existing high school in 12 minutes during off-peak hours, but it takes 45 minutes during peak hours. Future portable classrooms on this site will contribute additional traffic to this site. An independent third party engineer should review the applicant's traffic analysis for this development. It is not safe to walk to Prune Hill elementary school. The applicant should be required to install a signal at the existing Sharp Drive/Pacific Rim Boulevard intersection and retain that existing access or consider other alternatives for providing access to the site, which would limit impacts to SE Payne Road/NW 18th Avenue. He disputed the City's conclusion that the existing Sharp Drive/Pacific Rim Boulevard intersection is hazardous and requested the accident history for that intersection.

16. Holly Jacobs questioned whether buses serving this school will travel on Fernridge or Deerfern Drives. Many drivers use Deerfern Drive as a cut-through route under existing conditions. The applicant or the City should install traffic calming measures on Deerfern Drive to slow traffic and deter cut-through trips.

17. Jill Fuller noted that school staff and parents dropping off and picking up children will also generate traffic to and from the site, which will add to congestion and other traffic problems on area streets. Congestion on streets near the existing high school frequently causes school buses to arrive late, causing students to miss classes. Similar impacts are likely to occur at this site.

18. The examiner closed the record at the end of the hearing and took the application under advisement.

C. DISCUSSION

1. City staff recommended approval of the application, based on the affirmative findings and subject to conditions of approval in the Staff Report. The applicant accepted those findings and conditions, without exceptions.

2. The examiner concludes that the affirmative findings in the Staff Report show that the proposed school does or can comply with the applicable standards for Site Plan Review, Design Review, and SEPA, provided the applicant complies with recommended conditions of approval. The examiner adopts the affirmative findings in the Staff Report as his own, except to the extent they are inconsistent with the following findings.

3. Several persons argued that the School District “pulled a bait and switch;” seeking funding for the PBL High School at the existing Camas High School site, then moving the school to this site. While the examiner understands residents’ feelings on this matter, it is not relevant to the approval criteria for this development. The decision to locate the PBL High School at this site was a political decision by the School Board. The examiner has no authority to reconsider that decision in this proceeding.

4. The examiner has no authority to require the applicant to consider alternative designs for the proposed school, including requiring access to NW Pacific Rim Boulevard. The examiner must review the project as proposed. If the proposed development complies with the applicable approval criteria, or can comply subject to conditions, it must be approved subject to those conditions, regardless of whether a subjectively “better” design or access is available.

a. The applicant cannot utilize the existing Sharp Drive/Pacific Rim intersection because it does not meet intersection spacing standards; it is too close to the Payne Road/Pacific Rim intersection, which creates a potential hazard. In addition, the proposed traffic signal at the Payne Road/Pacific Rim intersection may create vehicle queues that would conflict with vehicle queues at the Sharp Drive/Pacific Rim intersection.

5. The City did not give special treatment to this school project. This development is subject to the same approval criteria and review procedures as any other development in the City of Camas.

6. The proposed development will generate additional traffic on area streets, with associated increases in congestion and other impacts. Those impacts will be perceptible to area residents. However, the additional traffic will not exceed the capacity of those streets nor create a hazard, based on the applicant’s traffic impact study. All intersections impacted by this development will operate at acceptable levels of service with traffic from the proposed development and other in-process developments in the City. There is no substantial evidence to the contrary.

a. Neighbors testified that the traffic from the development will exacerbate existing congestion problems and hazards. Neighbors’ observations of existing traffic are substantial evidence. But their opinions that the future traffic from the proposed school will exceed the capacity of area streets or make the streets unsafe is not supported by

substantial evidence, because they are not experts in such matters. The examiner finds that the expert testimony by the applicant's traffic engineer is more persuasive than neighbors' testimony about the impact of traffic from the proposed school on area streets. A licensed professional engineer prepared the traffic study based on actual traffic volumes. Traffic counts were performed on area streets to determine existing traffic volumes. Future traffic volumes and trip distribution were estimated using accepted methods of calculation based on the type and amount of development proposed. The traffic study considered all traffic generated by the existing and proposed schools on the site including traffic from school staff, students, parent drop off and pickup, school buses, deliveries, etc. with both schools at full capacity. Although neighbors disputed the accuracy and findings of the traffic study and argued that the traffic from the development will exacerbate existing hazards, they failed to provide any substantial evidence to contradict the traffic study. Their unsupported opinions do not have enough probative value to rebut the expert testimony of the applicant's traffic engineer.

i. Neighbors cited to congestion issues at the existing Camas High School as evidence of the types of traffic problems expected to occur on this site. However, the existing high school is significantly different than the proposed school. The proposed PBL High School will accommodate 600 students. Camas High School currently accommodates 2,200 students, more than four times the capacity of the proposed school. In addition, the PBL High School will utilize Sharp Drive to access the site, which will allow all vehicle queuing from buses and parents dropping off and picking up students to occur on the site, rather than on adjacent streets.

b. The applicant will install traffic signals at the intersections of SE Payne Road and NW Pacific Rim Boulevard and at NW Brady Road and NW 16th Avenue, which will reduce congestion and improve traffic flow at these intersections. The Payne Road/Pacific Rim Boulevard intersection currently operates at LOS F during the p.m. peak hour. The proposed signal will improve this intersection to LOS A in 2019, even with increased traffic from this and other in-process developments in the City. See Table 2 of Exhibit 23.

c. The applicant or Sharp will also install north-bound and south-bound left-turn pockets and a northbound right-turn/deceleration lane at the Lacy Way/Payne Road/Sharp Drive intersection and a westbound left-turn pocket at the NW 18th Avenue/NW Deerfern Street intersection. These turn pockets will allow turning vehicles to move out of the through travel lane while waiting to complete their turns. This will allow through traffic to continue to flow uninterrupted, reducing congestion on Payne Road/18th Avenue.

i. The proposed turn pockets are designed to accommodate the volume and type of traffic expected at these intersections. As Mr. Charbonneau testified at the hearing, the southbound left-turn pocket at the Lacy Way/Payne Road/Sharp Drive intersection is designed to simultaneously accommodate three buses and multiple passenger vehicles.

ii. Traffic signals are not warranted at this intersection; this intersection is projected to operate at LOS C during peak hours with traffic from the proposed development and all in process development in the City. The applicant cannot install traffic signals unless signal warrants are met.

d. The examiner finds that the proposed development will not significantly exacerbate existing speeding and reckless driving problems in the area. Reasonably prudent drivers will observe posted speed limits and traffic control signs in the area, not cut corners, and reduce their speed to accommodate sharp curves, narrow pavement and other conditions on area roads. Unfortunately, not all drivers are prudent enough to observe posted speed limits and road conditions. The streets in this area may experience a higher than average number of less experienced and more imprudent drivers due to the proposed High School. However, this does not mean that this development will make area streets unsafe. Some students will drive on streets in this area whether or not this site is developed as a high school. The examiner encourages area residents to contact the City to request additional enforcement if speeding and other traffic problems continue.

i. Concerns were expressed about speeding traffic on area streets. However, this is an existing problem that the applicant cannot be required to remedy. The applicant is only required to remedy problems created by or made worse by the proposed development. The examiner encourages area residents to contact law enforcement to request additional enforcement and/or contact the City to install traffic calming measures such as radar controlled speed warning signs if speeding and other traffic problems continue. The applicant will designate the section of Payne Road abutting the site as a School Zone with a 20 mph speed limit at certain days and times.

ii. Higher traffic volumes create a proportionally higher risk for drivers, pedestrians and bicyclists. In response reasonably prudent people exercise more care personally and with family members. Those risks are consistent with the location of the site in the urban area where higher traffic volumes can be expected.

e. As Mr. Charbonneau testified, the applicant will clear existing vegetation on the site and within the Payne Road right-of-way as necessary to provide adequate sight distance at the Lacy Way/Payne Road/Sharp Drive intersection. A condition of approval is warranted to that effect.

f. There is no need for third party review of the traffic impacts of this development. There is no reason to question the findings and conclusions of the traffic analysis. The analysis was prepared and stamped by a professional traffic engineer and reviewed by City engineering staff. The projections of future traffic were based on published engineering documents and trip assignment assumptions were based on accepted engineering practices.

g. The School District may choose to install portable classrooms on the site in the future, which will cause a proportionate increase in traffic. The applicant will be required to obtain City approval prior to installing portable classrooms, consistent with

applicable Code requirements. However, because schools are a permitted use in BP zone, future portables will not be subject to Type III review with a public hearing.

h. Based on Mr. Stiller's testimony, the existing middle school and proposed high school currently have different starting and ending times, which will reduce the traffic impact of this development.

7. The examiner finds that the proposed will not generate a significant amount of cut-through traffic on neighborhood streets south of the site. As Mr. Charbonneau noted, the site is located near the southwest corner of the School District. Therefore, the vast majority of trips will arrive at the site from the north and east. See Figure 4 of Exhibit 23. Neighbors failed to provide any support for their contention that residents to the west will travel south to SR-14 then use 192nd and Brady Road to access the site. In addition, the arterial and collector street system – 192nd Avenue, 34th Street/Pacific Rim Boulevard, and Brady Road --- provides the most direct route to the site from the majority of destinations in the area. Drivers attempting to utilize cut-through routes must travel on narrower winding routes with reduced speed limits and a longer route. The majority of bus traffic serving the school will not travel through surrounding neighborhoods for the same reasons. However, some buses may need to travel on neighborhood streets in order to serve students attending the school who live in those neighborhoods.

a. The examiner is not relying on the applicant's travel time analysis, because the analysis was conducted during off-peak hours, when congestion has less impact on travel time. However, the examiner is persuaded by Mr. Charbonneau's expert testimony and analysis regarding the expected trip distribution from this development.

8. The examiner finds that adequate parking is available to accommodate the proposed school. The applicant is required to provide 150 parking spaces to serve the proposed 500-student school based on the standards in CMC 18.11.130. The applicant will provide 318 on-site parking spaces, more than double the number of parking spaces the Code requires. In addition, the applicant reserved an area on the site for additional parking if needed in the future. Therefore, this development is unlikely to generate significant demand for off-site parking in surrounding neighborhoods.

9. The applicant will not widen or otherwise improve SE Payne Road/NW 18th Avenue except as necessary to accommodate turn lanes at the Deerfern Street and Lacy Way/Sharp Drive intersections. There is no dispute that SE Payne Road/NW 18th Avenue is not improved to current standards; there are no curbs or paved shoulders and the pavement edges are crumbling in some areas. The existing pedestrian path to the Prune Hill elementary school is not improved between NW Beech and Tideland Streets; pedestrians must walk on the gravel road shoulder. However, as noted above, the applicant cannot be required to improve all existing and perceived deficiencies in the area. The need for sidewalks and other road improvements is one that exists generally along streets in the area, and is a need to which all adjoining properties contribute, not just the development proposed in this case. The City cannot require this applicant to bear the cost of additional improvements, because the costs would exceed the roughly proportional impact of the proposed development. There is no substantial evidence in the

record that additional improvements are necessary to remedy a hazard caused or exacerbated by the proposed development. Sidewalks in the area will connect over time as additional development occurs. The existing travel lane widths are consistent with City standards and adequate to carry the type and volume of traffic that utilizes this road. The proposed development may generate some additional pedestrian traffic in the area. However, because this school will draw students from throughout the school district, the majority of students will arrive by car or bus. Improvements to SE Payne Road/NW 18th Avenue are included on the City's Six Year Street Priority list (see p. 10 of Exhibit 53) and will be constructed by the City as funds are available.

a. The examiner has no authority to require the School District to provide bus service to Prune Hill elementary as a condition of this development.

10. Mr. Woodward objected to the proposed pedestrian crossing in front of his residence and requested the applicant move the crossing to the east or west, away from his property. However, Mr. Woodward failed to identify any basis for relocating the pedestrian crossing, other than aesthetic concerns. The applicant proposed to locate the crossing in this location because it is near the western boundary of the school site and provides a safe crossing location, with adequate sight distance and within the future School Zone with a reduced speed limit.

11. Concerns were expressed about the lack of street lighting at the pedestrian crossings and the Lacy Way/Payne Road/Sharp Drive intersection.

a. The applicant will install streetlights along the site's entire SE Payne Road/NW 18th Avenue frontage, including at both of the proposed pedestrian crossings. See p. 8 of Exhibit 53.

b. The applicant and the City did not address the need for streetlights at the Lacy Way/Payne Road/Sharp Drive intersection. The examiner finds that this issue is best left to the expert discretion of the City engineer. Therefore, a condition of approval is warranted to require street lighting at the Lacy Way/Payne Road/Sharp Drive intersection if deemed necessary by the City engineer.

12. Construction on this site is likely to cause occasional traffic delays. There is adequate area on the site to accommodate all construction vehicles and equipment used to construct the building and associated on-site improvements. However, construction of the road improvements – turn lanes at the 18th Avenue/Deerfern Street and Lacy Way/Payne Road/Sharp Drive intersections, pedestrian crossings on Payne Road and 18th Avenue, and traffic signals at the Payne Road/Pacific Rim Boulevard and Brady Road/16th Avenue intersections – must occur within the street rights-of-way and will likely impact traffic in the area. Construction of the City of Vancouver's Quarry development southwest of the site will also impact traffic. Such impacts are only one of the many consequences of living in an urban area where development is likely to occur. The examiner finds that, while such impacts may occur, they are relatively short term and not significant enough to require specific limitations on construction other than those imposed by State law and the City Code. The examiner cannot regulate construction to accommodate the travel needs

of specific residents. The applicant agreed to work with the City of Vancouver to coordinate construction and attempt to avoid simultaneous street closures and the examiner encourages the applicant to do so.

D. CONCLUSION

Based on the above findings and discussion provided or incorporated herein, the examiner concludes that SPRV17-01, SEPA17-03 and DR17-01 (PBL High School) should be approved, because it does or can comply with the applicable standards of the Camas Municipal Code, the Revised Code of the State of Washington.

E. DECISION

Based on the findings, discussion, and conclusions provided or incorporated herein and the public record in this case, the examiner hereby approves SPRV17-01, SEPA17-03 and DR17-01 (PBL High School), subject to the following conditions of approval:

CONDITIONS OF APPROVAL

GENERAL CONDITIONS:

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. Any entrance structures or signs proposed or required for this project will be reviewed and approved by the City. All designs will be in accordance with applicable City codes. The maintenance of the entrance structure will be the responsibility of the applicant.

ENGINEERING CONDITIONS:

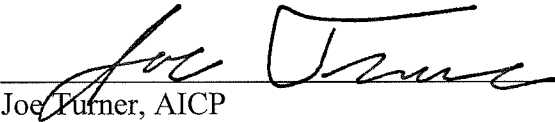
7. The applicant shall not construct improvements in the current Clark County right of way until such time as the City and County agree that jurisdictional authority for road standards is transferred to the City of Camas; otherwise, the applicant will be required to acquire the necessary permits from Clark County and adhere to Clark County's road standards for improvements within Clark County's right of way.
8. Prior to occupancy, the applicant shall construct: street lighting on one side of NW 18th Avenue and SE Payne Road; two pedestrian crossings on NW 18th Avenue; an 8-foot total width multi-use pathway along Sharp Drive; a new intersection with left-turn pockets and a northbound right-turn deceleration lane at SE Lacey Way and SE Payne Road; closure of the existing Sharp Drive at NW Pacific Rim Boulevard; and a west-bound left-turn pocket on NW 18th Avenue at NW Deerfern Street.
 - a. The applicant shall also install street lighting at the Lacy Way/Payne Road/Sharp Drive intersection, if deemed necessary by the City engineer.
9. Prior to occupancy, the applicant shall install traffic signals at the intersection of SE Payne Road and NW Pacific Rim Boulevard as well as at the intersection of NW 16th Avenue and NW Brady Road.
10. Prior to occupancy, the applicant shall demonstrate that adequate sight distance is available at the Sharp Drive entrance to SE Payne Road.
11. The applicant shall verify there is sufficient capacity remaining in the existing 2-inch diameter STEP main located in NW 18th Avenue for the anticipated flows from the school improvements. Should it be determined that there is not sufficient capacity for the anticipated flows the applicant shall be required to either upsize the existing 2-inch diameter STEP main, or direct the STEP sewer flows to the north and into the existing 6-inch diameter STEP main located in NW Pacific Rim Boulevard, providing a capacity analysis determines that there is adequate capacity in this system for the anticipated flows.
12. The applicant shall be responsible for the ongoing maintenance and operation of the proposed on-site stormwater detention facilities and the associated bioretention water quality treatment areas.
13. All on site fire hydrants shall be painted red to indicate their private ownership. The CSD shall be responsible for the operation and maintenance of the onsite private fire hydrants.
14. A separate permit through the Fire Marshal's Office will be required for the installation of the dedicated fire line.

PLANNING:

- 14) The applicant shall install landscaping and irrigation prior to building occupancy permit issuance.
- 15) Site irrigation shall ensure vegetation and tree survival for the first three years after installation. Mitigation areas shall be irrigated for five years after installation.

- 16) The applicant shall comply with all required Fire Marshall Requirements for onsite fire protection and access measures.

DATED this 16th day of May 2017.



Joe Turner, AICP
City of Camas Land Use Hearings Examiner