



2018 COMPREHENSIVE PLAN AMENDMENTS

STAFF REPORT

TO: Bryan Beel, Chair
Planning Commission

FROM: Sarah Fox, Senior Planner

REPORT DATE: October 11, 2018

HEARING DATE: **October 23, 2018**

Public Notices: Notice of a public hearing to consider proposed comprehensive plan amendments was published in the Camas Post Record on October 11, 2018 (Legal publication #48070). Notice of intent to adopt amendments (60-day) was received by the Department of Commerce on October 2, 2018 (Material ID #25351).

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This Staff Report will:

- Analyze the City's Comprehensive Plan policies and goals
- Analyze the issues set forth in CMC 18.51
- Provide a recommendation

I. COMPREHENSIVE PLAN AMENDMENT PROCESS:

Each year in the months leading up to January, the City announces that proposed amendments to the Comprehensive Plan will be received for 30 days. The 2018 announcement was published in the Camas Post Record and ran weekly the entire month of November 2017.

The City received one application during this open review cycle. The amendments are proposed by Torvale who represents properties owned by Daley, JR Merit Enterprises, LLC, and NRP LLC. The properties are currently designated as "Industrial" and are located in the western portion of the city known as "Grass Valley". Torvale proposes to amend the following parcels to a comprehensive plan designation of "Commercial" and a zone of "**Regional Commercial**": 125623-000; 125193-000; 125185-000; 125627-000; 125207-000; 125198-000; for a total of 50.73 acres.

The recommended decision of the Commission will be forwarded to City Council for a final decision.

II. BACKGROUND/ANALYSIS:

In 2016, the city adopted a cover to cover update to its comprehensive plan and map, titled Camas 2035 (Ord. 16-010). The city's comprehensive plan guides land use development and public facility investment decisions, consistent with the state's Growth Management Act (GMA) and Clark County's Community Framework Plan.

The plan includes six elements that work together to achieve the community's vision and long-term economic vitality. Those elements include policies and goals as follows: Land Use; Housing; Natural Environment; Transportation and Street Plans; Public Facilities, Utilities, and Services; and Economic Development.

The plan anticipated that the city would have a total population of 34,098 in 2035 and would add 11,182 new jobs. The city's current population according to the Office of Finance and Budget (OFM) is 23,770.

The City must evaluate proposed comprehensive plan changes in order to provide a balance of residential and employment lands. The City must also carefully evaluate the amount of developable land for each use, after deducting for critical areas or other challenges. The following report will discuss the city's compliance with the population and employment allocations to date and provide an analysis of the proposed amendments.

EMPLOYMENT LANDS

The city's vision for economic development (Camas 2035, Section 6.1) in part reads, "In 2035, the economy has grown to attract a variety of businesses that offer stable employment opportunities and family wage jobs in the medical and high tech fields."

Per the Camas 2035 Plan, the City has approximately 3,419 acres designated for employment (combined commercial and industrial lands), or 33% of the overall acreage. Based on Clark County's Vacant Buildable Lands Model, it is estimated that there is 1,124 net acres of vacant and underutilized employment land in Camas. The model estimates that the city needs 337 net acres of Commercial land and 493 acres of Industrial land (total of 830 net acres) to create 11,182 additional jobs by 2035. According to the calculations, there is excess capacity of 294 net acres of employment land.

The Industrial comprehensive plan designation is comprised of the following zones: Light Industrial (LI); Light Industrial Business Park (LI/BP); Business Park (BP); and Heavy Industrial (HI). Aside from the school district properties, the city's industrial lands include the top employers and provide family-wage jobs. Commercially designated properties include the following zones: Regional Commercial (RC); Downtown Commercial (DC); Mixed Use (MX); Neighborhood Commercial (NC); and Community Commercial (CC). The most recent commercial development has occurred in the city's downtown and along NW 38th Avenue.

Since 2016, the city gained four new commercial businesses and has three additional projects approved but not constructed yet (Refer to Table 2 of this report). One of those projects was born from a development agreement for 35.44 acres of commercial designated land that fronts NW 38th Avenue, called the "Grass Valley Master Plan". The development will include approximately half of the site for commercial and office uses to include three office buildings, and a market/commercial building. The development is expected to add 1,500 jobs to the area. The other half of the site (approx. 14 acres) will include 12 apartment buildings each with 24 units for a total of 288 units.

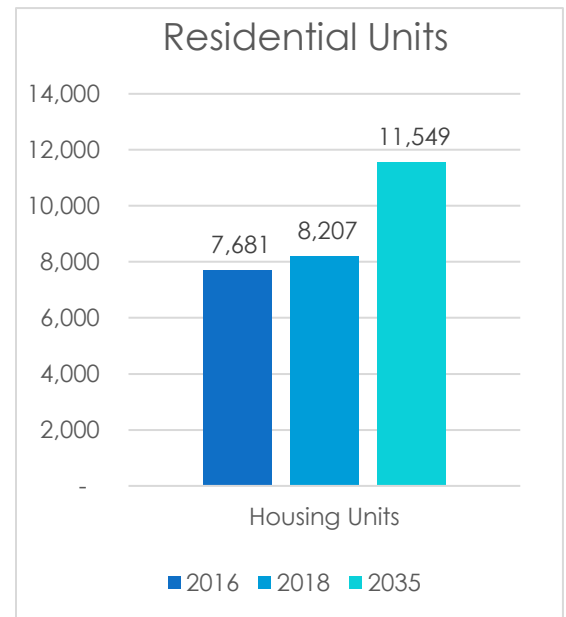
In summary, the city has gained new businesses, seven new commercial facilities and is gaining on the employment goals established for 2035.

RESIDENTIAL LANDS

The majority of land in Camas is designated for residential uses as it comprises approximately 53% of total acreage. **Camas 2035** states that the city must add 3,868 new residential units within these designated areas by 2035 to meet the growth rate of 1.26 percent population growth per year. Since adoption in 2016, there has been an increase in 526 residential units for a current total of 8,207 (3,342 more units needed).

Since 2016, preliminary plat¹ approval has been granted to 10 developments for a total of 252 lots. Also, in that timeframe, the city has approved four multi-family developments, with a combined multi-family unit total of 486 units.

In sum, there were 526 units added since 2016, and another 738 units that will be built over the next few years. With the new units built and others approved (not yet built), the city has approximately 2,078 units remaining to reach its residential goals to support the future population.



III. DISCUSSION AND FINDINGS

The applicant, Torvale, proposes to amend 50.73 acres of industrially designated lands to commercial, with an associated zone of Regional Commercial (RC). The combined site currently includes 27.73 acres zoned Business Park (BP) and 23 acres zoned Light Industrial/Business Park (LI/BP).

The application also included conceptual site plans for Daley and Merit properties. The primary reason for the proposed amendment is the applicant's concern that the development standards of both the LI/BP and the BP zones are too restrictive and would prevent full development of the properties. In sum, the development standards of the RC zone are considered necessary as this zone does not have any setback standards, or limitations to lot size or structure height.

The subject properties are vacant with the exception of Sigma Design (Parcel 125198-000), and are located on sites with elevation changes. The application states that some of the properties are additionally constrained with wetlands. The surrounding properties are developed to the east and south with residential subdivisions. To the west is an electrical substation and to the southwest is the Sharp facility, along with the new middle and high schools. To the north are the industrially developed properties that house Bodycote and Karcher North America as well as Analog Devices Incorporated (Linear Technology Corporation).

Development Standards: The development standards for LI/BP differ greatly from BP. The 100-foot front and rear setbacks as required in the LI/BP zone are not practical on smaller parcels located away from arterials and collectors and parcels that are additionally constrained with critical areas (e.g. wetland, steep slopes), as are the subject parcels of the application. The development standards for LI/BP are primarily intended to provide "campus style" landscaping along the roadways and to discourage conversion to commercial uses (Refer to Section 18.21.010 Purpose Statement).

¹ Refer to Table 2 of this report.

Of the six parcels combined with this application, only two parcels front roadways. Sigma Design fronts NW Pacific Rim Blvd., and the other, Parcel 12518-000 (Daley) is vacant and is adjacent to NW Brady Road. The applicant noted that Sigma Design would like to expand and better utilize their site, but are constrained under the LI/BP zoning development standards.

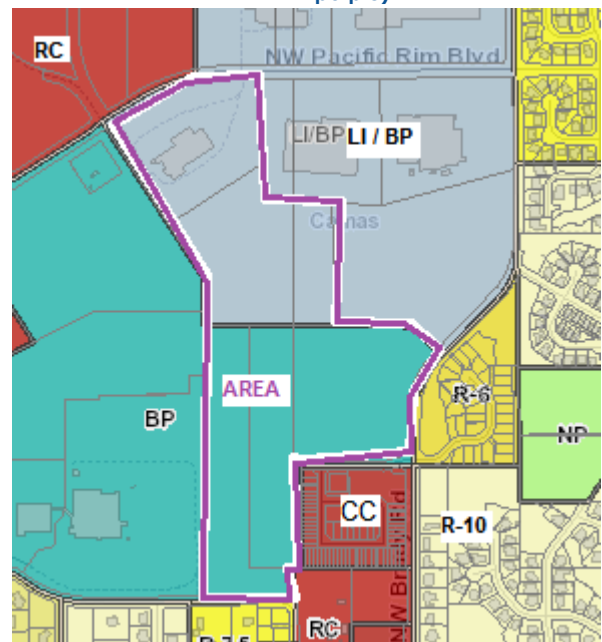
The purpose of the RC zone, as defined at CMC18.05.050-C, "Regional commercial is the largest of the commercial zones and is designed to serve the region or significant portion of the region's population." The majority of the city's RC zoned land is located along major transportation corridors such as NE 3rd Avenue and NW 38th Avenue. The development standard for RC are compatible with many commercial uses that require high roadway visibility. The lack of setbacks in the RC zone is in balance with Design Review guidelines which encourage the placement of buildings next to the street to encourage more visibility, walkability, and discourages parking along those frontages.

In comparison the BP development standards have setbacks of 15 feet from the front and side lot lines and requires 50 feet from the rear lot line. Setbacks are applicable to structures, and do not limit the design of other required features of a site to include parking. Practically speaking, new development in the RC zone—a zone without setbacks—would not be able to construct a building that encompasses 100 percent of the site, as the development would also need to balance the required percentage of landscaping (15% of the site), and off-street parking requirements for the intended use.

The HI zone has the same development standards (or lack thereof) as the RC zone. If the development standards were the primary reason for the amendment, then the applicant could request a Zone change to another industrial zoning designation, or even a Zoning Text change, rather than a comprehensive plan amendment. With that said, the uses allowed in the HI zone can include heavier industrial uses that include heavy equipment, louder noises and visual impacts that would be incompatible with office commercial, high technology, schools and the surrounding environment. Staff would not be supportive of a change to the HI Zone for these reasons.

The BP zone development standards are intended to be compatible with office and high tech development, which is the type of development that was illustrated on the applicant's conceptual drawings, and which staff can support in this area.

1- Map of Current Zoning
(Subject area is outlined in purple)



Development Standards Findings: Staff is supportive of those properties (map at right) that are currently zoned LI/BP to be amended to BP zoning given the frontage setbacks of the LI/BP zone. The BP zone's minimal frontage setbacks along NW Pacific Rim would provide flexibility for landscaping and other infrastructure.

Use Authorization:

The applicant requests that the properties be designated Commercial with an associated zone of RC. The applicant's submittal included a side-by-side comparison of the allowed uses in the RC, BP and LI/BP zones. The uses allowed in both the RC and BP zone are quite similar in all of the major categories with the exception of two---Industrial and Residential.

In the RC zone industrial uses are not allowed except “optical goods” and “packaging of prepared materials”. The city’s industrial areas, specifically the BP and LI/BP zones, do not allow residential uses such as apartments and retirement homes. The RC Zone allows for retirement homes, but other residential uses (e.g. apartments) are only after approval of a development agreement by the Camas City Council and other performance stipulations (Refer to Note #10, CMC18.07.030).

As discussed, the majority of the city’s land area is designated as residential land. The city is on track to meet both its employment and residential goals. The uses allowed within the comparison zones of BP and RC are only dissimilar in a very narrow use category. The proposal to develop the sites with office uses is consistent with both industrial and commercial zones. However, approval to convert the land to RC zoning, carries a potential that all other uses within the RC zone be allowed.

Use Authorization Findings: Staff finds that the conceptual development plans can be compatible with BP zoning and RC zoning development standards. Staff finds that the uses between industrial (BP) and commercial (RC) designations are similar with the exception of the potential for residential uses on a portion of the site, if agreed upon by City Council, through a separate public hearing, that included a site specific development plan incorporated into a Development Agreement.

IV. EVALUATION CRITERIA PER CMC§ 18.51.030 (A - D)

A. IMPACT UPON THE CITY OF CAMAS COMPREHENSIVE PLAN AND ZONING CODE;

DISCUSSION: The combined 50.73 acres would increase the city’s commercial lands 5% while decreasing the city’s industrial land by 2%. The subject properties are within an area described as “Grass Valley” in the city’s comprehensive plan. The applicant proposed amending the comprehensive plan map designation of the subject properties from Industrial to Commercial. Both designations are considered to be “employment”.

The application has not proposed modifications to the zoning code, however if the BP zone allowed for nursing homes/retirement homes, and the RC zone allowed for high-tech uses, then differences in use authorization between the zones would be limited to the potential for housing on a portion of the subject parcels under the RC zone through a Development Agreement.

FINDINGS: The application proposes to modify the city’s comprehensive plan map.

B. IMPACT UPON SURROUNDING PROPERTIES, IF APPLICABLE;

Discussion: The proposal to utilize the development standards for the RC zone would have the most effect on those properties across NW Brady Road and to the immediate south of the subject properties at Parker Village, given that Sigma Design is already a developed site. Residential developments generally have building setbacks of 20-feet and side yard setbacks. The commercial property to the south of the subject properties is zoned CC, but developed with a high-density residential development together with a commercial pad along NW Brady Road.

As discussed, the RC zone does not have minimum setbacks, aside from those required to fulfill landscaping and parking standards. The City has adopted specific design standards intended to address impacts to surrounding properties through adopted standards contained in Titles 15, 16, 17 and 18 of the Camas Municipal Code. Development of the site under the RC zone would specifically be required to be subject to a Design Review under CMC 18.19. The purpose of Design Review is intended to produce a meaningful integration of building, landscaping and natural environment and to

protect the general health, safety, and welfare of the community by making efficient use of the land, which is consistent with the visual character and heritage of the community.

Findings: Adequate provisions exist through adopted coded and policies to mitigate impacts upon surrounding properties.

C. ALTERNATIVES TO THE PROPOSED AMENDMENT; AND

FINDINGS: No alternatives were proposed by the applicant. However, staff through this report, has identified the Business Park (BP) zone as a viable alternate to the current LIBP zone and the proposed Regional Commercial (RC) zone. .

D. RELEVANT CODE CITATIONS AND OTHER ADOPTED DOCUMENTS THAT MAY BE AFFECTED BY THE PROPOSED CHANGE.

DISCUSSION: The proposal for amending the city's comprehensive plan must also include, "[An explanation of why the current comprehensive plan is deficient or should not continue in effect](#)" per CMC§ 18.51.010-C.

The following City Policies as expressed in the Camas 2035 plan are applicable in deliberating as to why the comprehensive plan should be changed:

LU-2.1: Attract and encourage a balance of new commercial, light industrial, and knowledge-based business, medical and high-tech uses, and the expansion of existing businesses to provide regional and local employment.

LU-2.3: Encourage shopping local and support for Camas businesses

LU-2.4: Encourage mixed-use developments (residential and commercial) in order to support adjacent uses and reduce car trips, but not at the expense of job creation.

LU-2.5: Ensure industrial development and other employment lands are compatible with adjacent neighborhoods through development and landscape regulations and design review.

LU-2.6 Encourage the development of businesses that offer family-wage jobs and support the City's vision for attracting medical and high-tech industries.

LU-2.8 Ensure appropriately zoned lands for development of food retailer (grocery stores and farmer' markets) within a half mile radius of residential areas.

Grass Valley Economic Development Policies

ED-3.1: Promote the development of a subarea plan that will capitalize on the creation and retention of industries that provide family-wage jobs.

ED-3.2: Subarea planning should capitalize on existing facilities and infrastructure and include a mix of uses that are trail and transit oriented and designed with high quality streetscape appeal.

ED-3.3 Protect employment land from conversion to residential uses by requiring an analysis of adequate buildable lands in Grass Valley to meet 2-year employment projections prior to land conversion approval

The goal for Grass Valley at Section 6.4.3 of Camas 2035, states (in part), "Land uses in Grass Valley include large technology and manufacturing campuses, surrounded by retail and commercial services

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

FINDINGS: The Camas 2035 Plan (Comprehensive Plan) was adopted in the summer of 2016 after a lengthy public visioning and plan development process. Staff finds no specific deficiencies have occurred or have been identified over the past two years in the Comprehensive Plan designation of Industrial. The deficiencies Staff and applicant identify are primarily in the development standards (e.g. setbacks) under the LI/BP zoning as applied through the Camas Municipal Code.

V. PUBLIC COMMENT

At the writing of this report, no comments were received on the consolidated amendments.

VI. RECOMMENDATIONS

The applicant requests 50.73 acres of the subject properties be amended to Commercial with associated zoning of Regional Commercial. Staff recommends retaining the Industrial Comprehensive Plan Designation for the subject properties while changing the zoning of the three parcels that are currently zoned LI/BP to BP (23 acres. Staff's recommendation is rooted in providing additional flexibility in lot standards based upon the site constraints discussed through this report and in the applicant's submittals, while continuing to support the continuation, expansion and growth of new uses compatible with surrounding area. Staff would further support further legislative efforts to evaluate the effectiveness of the LI/BP zone in a comprehensive manner.

Planning Commission's recommendations on the proposed amendments may include the following actions pursuant to CMC§18.51.050 (B) (1-5) in part².

- (1) Approve as proposed;
- (2) Approve with conditions;
- (3) Modify, with or without the applicant's concurrence; or
- (4) DENY

The recommendation of Staff would be consistent with (3) Modify, above.

² Council's decision may also include remanding the proposal back to Planning Commission for further proceedings.

MAP: PROPOSED COMPREHENSIVE PLAN AMENDMENTS

(Proposed amendment area is outlined in purple)

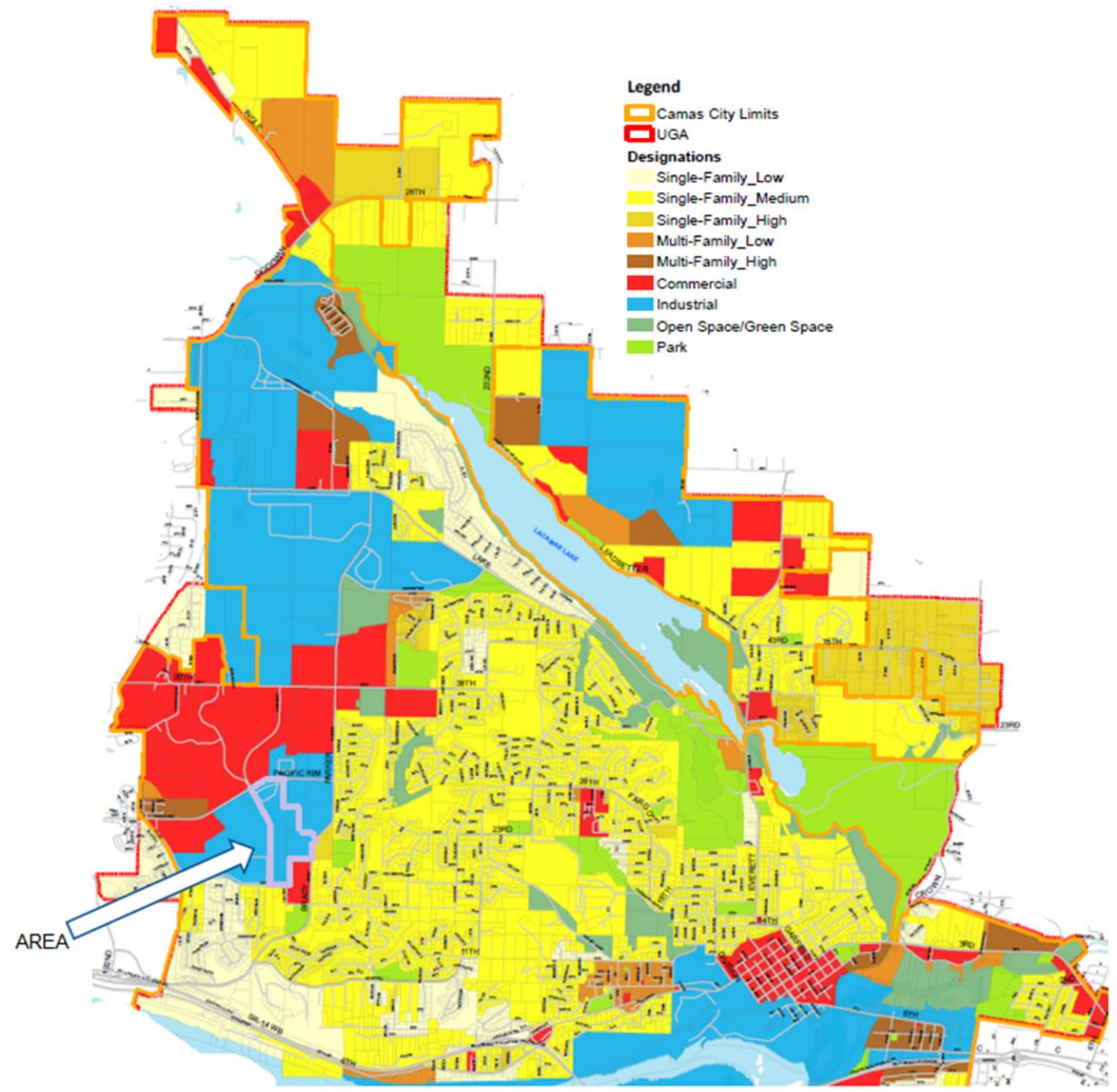


TABLE 1 –2018 COMPREHENSIVE PLAN ACREAGE (APPROX.)

Comprehensive Plan Designations	Current Acres	Proposed Change	Final Acres
Single Family Residential			
· Low Density	871	0	
· Medium Density	3617	0	
· High Density	425	0	
Multi-Family			
· Low Density	279	0	
· High Density	246	0	
Commercial	992	+50.73	1042.73
Industrial	2427	-50.73	2376.27
Park	851	0	
Open Space / Green Space	492	0	
Total acreage:	10,200		

TABLE 2 - DEVELOPMENTS APPROVED **SINCE 2016** TO DATE

The following list includes those developments that have received preliminary approvals, along with those that have been built within this time frame.

Single family preliminary plats :	Lots
Dawson Ridge Subdivision	43
43rd Avenue Subdivision	12
Valley View Subdivision	36
Larkspur Subdivision	10
Kern Short Plat	2
Sundem Short Plat	2
Summit Terrace Subdivision	55
Elm Street Short Plat	4
The Village Phase 2	46
The Parklands Subdivision	42
Total	252

New multi-family developments:	Units
Hetherwood Apartments	150
6th & Birch Mixed Use	30
The Village Phase 1	30
Grass Valley Master Plan - Holland Group	288
Total	498

New Commercial /Industrial developments:
Grains of Wrath - Restaurant
Union Self-Storage
NW 38th Avenue Medical / Dental Building
Lacamas Heights Elementary School
Camas Self-Storage
Discovery High school - Project based school
Grass Valley Master Plan - Holland Group