

Memorandum

Date: 26 February 2019

Subject: Summary Memorandum
(Georgia Pacific Mill Site Planning Study and Project Job No. A19.0112.00)

From: David Sacamano, BergerABAM

To: Jerry Acheson, Parks Director, City of Camas

INTRODUCTION

The City of Camas (City) commissioned BergerABAM to evaluate the potential acquisition of an approximately 26.5-acre site that is currently owned by Georgia Pacific that is located at 349 Northwest Seventh Avenue, in Camas, Washington (Figure 1). The City is considering a range of public uses and other opportunities that could be provided with the purchase of the site.



Figure 1 – Project Study Area

PLANNING METHODOLOGY

BergerABAM began work by conducting a site visit to document visible site features and existing site conditions. Next, a brief survey of regulatory and environmental opportunities and constraints was completed to establish a framework for future concept planning work. The City and BergerABAM reviewed the site analysis findings and then prepared a project program and list of potential site uses. Based on the project program, conceptual site plan diagrams were prepared. The study findings have been summarized in this memorandum.

EXISTING CONDITIONS

BergerABAM and Georgia Pacific staff conducted a site visit on 19 November 2018. The site visit included a tour of the outdoor areas around the existing building and a pedestrian survey of yards, service and parking areas, and open space around the site. A sample of existing condition photographs are including on the following figures.



Figure 2. Existing Buildings at Northwest Seventh Avenue Looking West



Figure 3. Whisky Creek along Northwest Sixth Avenue Looking East



Figure 4. Blue Creek Ravine



Figure 5. Existing Reservoir



Figure 6. Existing Clarifier Tank



Figure 7. Existing Buildings and Facilities



Figure 8. Existing Buildings and Facilities



Figure 9. Existing Open Storage Area



Figure 10. View to the Columbia River and Downtown

REGULATORY CONTEXT

BergerABAM conducted a brief regulatory review to summarize the land use and environmental considerations that could affect redevelopment of the site.

Planning Considerations

- Comprehensive Plan designation is Industrial.
- Zoning is Heavy Industrial, which provides for a wide range of industrial and manufacturing uses. No residential uses are allowed within the Heavy Industrial zone.
- Adjacent zones are Downtown Commercial (to the east), Residential R-7.5 (to the north and northeast), Open Space (to the northwest), Multifamily Residential MF-18 and Regional Commercial RC (to the west).
- The project site is in the Gateway Corridor overlay areas. Design review per Camas Municipal Code (CMC) Chapter 18.19 is required in this overlay area and development/redevelopment must adhere to the gateway and corridor policies in the comprehensive plan and the principles and guidelines in the design review manual.
- Design standards for the gateway area include detached sidewalks, consistent streetscape lighting, bike lanes, standardized wayfinding, historic or interpretive signage, street trees, and historic markers/information kiosks to promote the historic heritage of the district. Gateway area design standards include, but are not limited to, the following.
 - The buildings should be placed as close to the street as allowed by the zoning code and oriented to the street with no parking between buildings and the street.
 - Roundabouts should be considered at key intersections.
 - Streets should use low impact development stormwater treatment where feasible.
 - Transit stops and amenities need to be incorporated into the streetscape design.
 - Minimum tree density per CMC 18.13.051 is required with redevelopment of the site.

Environmental Considerations

- The site includes a mapped floodplain (Flood Zone A) for the decommissioned clarifier and stream traversing the northeast corner of the site. The floodplain designation likely does not apply due to current site conditions.
- The Washington Department of Fish and Wildlife Priority Habitat and Species (PHS) program maps identify a “Riverine” Aquatic Habitat in areas of the site near the stream.
- The PHS maps indicates the potential for coho and winter steelhead in the stream and riparian habitat area along the stream corridor.
- Based on preliminary environmental site analysis conducted by the City, the site would most likely have a restrictive covenant on groundwater use.

An existing conditions map (Figure 11) was prepared that illustrates stream corridors, steep slopes, and other existing conditions.

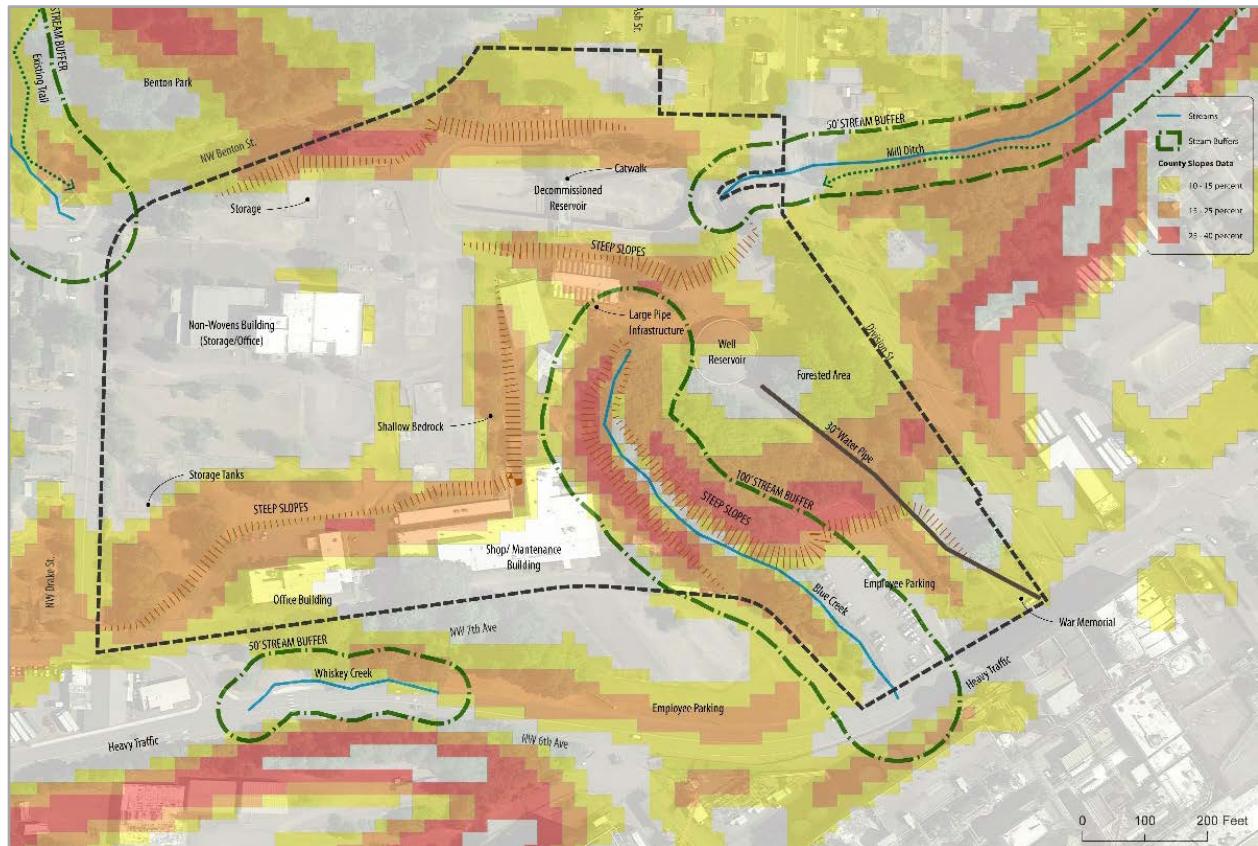


Figure 11- Existing Conditions Map

Following the site visit and regulatory review, existing conditions assumptions were established to guide the planning process.

- Important natural features exist on site, including streams, topography, and views. Retain trees to the greatest extent possible.
- While existing Heavy Industrial zoning is flexible, it does not match the intent envisioned for redevelopment of the site (e.g., mixed-use or civic), and the site may need to be rezoned.
- Consider retaining important existing built features, including reservoir, pedestrian underpass at Northwest Sixth Avenue, and existing parking areas.
- Consider temporary reuse of existing buildings for other public or commercial use.
- Site is on a bus line and provides good regional and local connectivity.
- Many utilities are linked with the mill south of Northwest Sixth Avenue. Heating for the existing buildings is supplied from the mill.

- Consider opportunities for Seventh Avenue and whether it needs to be retained in the redevelopment of the site.
- The mill is still active and a productive part of the community.

SITE PROGRAM CONSIDERATIONS

During the first meeting with City staff on 27 November 2018, BergerABAM presented the site analysis findings and then led a roundtable discussion to establish the following key redevelopment program considerations.

- The site may be suitable for a community center or other civic building use.
- Consider a civic building with commercial on ground floor.
- Consider urban park, active recreation, or community event or gathering space.
- Provide connectivity with City trail system, including the Mill Ditch Trail and Benton Park trails. Site can serve as downtown trailhead for trail system.
- Consider potential land uses, including commercial/mixed-use, light industrial, and office. Land uses need to work with downtown and not detract from existing businesses. The City may want to consider rezoning to Mixed Use (MX) to accommodate a range of potential development scenarios.
- Consider flex or incubator space that may be a good temporary use for existing structures.
- Consider food carts as a temporary use.
- Consider reusing existing mill facilities, including buildings and utilities in short term.
- The project should set the stage for future development of other mill properties (e.g., quality design, respect for history/heritage, connectivity, and urban park amenities).
- Provide visual access to the river and anticipate physical connections in the future as other mill properties redevelop.
- Celebrate history and importance of mill to community. Consider retaining artifacts from past industrial activities and architectural cues from existing industrial buildings and structures.
- Consider daylighting existing creek running through northern section of property. Retain Whiskey Creek near Northwest Sixth Avenue.
- Consider reuse of clarifier structure and creating recreation or community use.
- Consider site for environmental education or mitigation, consider partnership with Camas schools.
- Consider streetscape improvements to Division Street frontage.

- Consider underground parking to take advantage of site topography.
- Retain existing parking lots to address downtown parking concerns.
- Retain war memorial within pocket park.
- Retain reservoir and other mill-related infrastructure needed for ongoing operations.

SITE CONCEPTS

A second meeting was held with City staff on 18 December 2018. During the second meeting, draft concepts were presented based on the site program considerations. Five bubble diagram concepts were presented along with the relevant features of each option. Based on meeting discussion and City preferences, two concepts were selected as preferred options and are summarized below on the following pages.

Community Center/Commercial Concept

This concept features a mix of civic and commercial uses along Northwest Sixth Avenue and uses the northern portion of the site for the community center and active recreation (Figure 12). Additional concept features include the following.

- Create commercial and mixed-use along Northwest Sixth Avenue.
- Vacate Northwest Seventh Avenue to create additional commercial development area.
- Extend Northwest Drake Street directly to Northwest Sixth Avenue to eliminate the S-curve in the current roadway alignment for improved traffic flow.
- Create a new east-west roadway corridor linking Northwest Drake Street to Northwest Division Street to provide cross-circulation and access to the community center.
- Provide dedicated area for a community center (approximately 70,000 square feet) with area for approximately 300 parking spaces.
- Create dedicated areas for active recreation area north of community center.
- Establish a trail network through site and protect open space near the stream corridor.
- Retain parking at Northwest Sixth Avenue and Northwest Division Street.

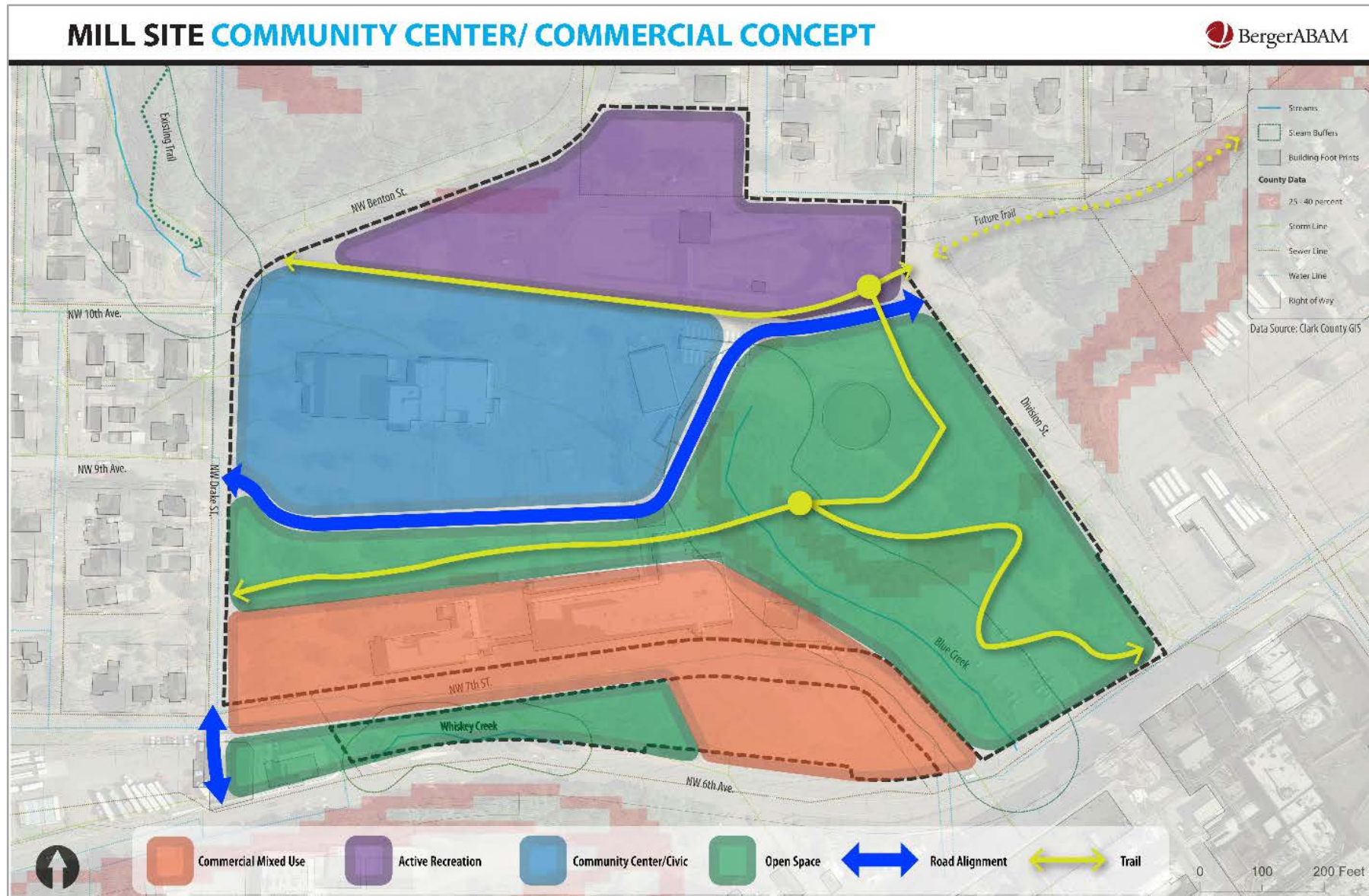


Figure 12 - Community Center/Commercial Concept

Town Center Concept

This concept features commercial uses along Northwest Sixth Avenue and civic uses along Northwest Seventh Avenue (Figure 13). This concept also proposes active recreation and sport fields at the north end of the site. Additional concept features include the following.

- Create commercial and mixed-use along Northwest Sixth Avenue, including commercial uses at the intersection of Northwest Sixth Avenue and Northwest Division Street.
- Retain Northwest Seventh Avenue to provide access to new civic uses and community center.
- Extend Northwest Tenth Avenue through the site from Northwest Drake Street to Northwest Division Street. Create a roadway connection between Northwest Seventh Avenue and Northwest Tenth Avenue.
- Create dedicated areas for active recreation area north of community center and adjacent to Benton Park.
- Establish a trail network through site and protect open space near stream corridor.

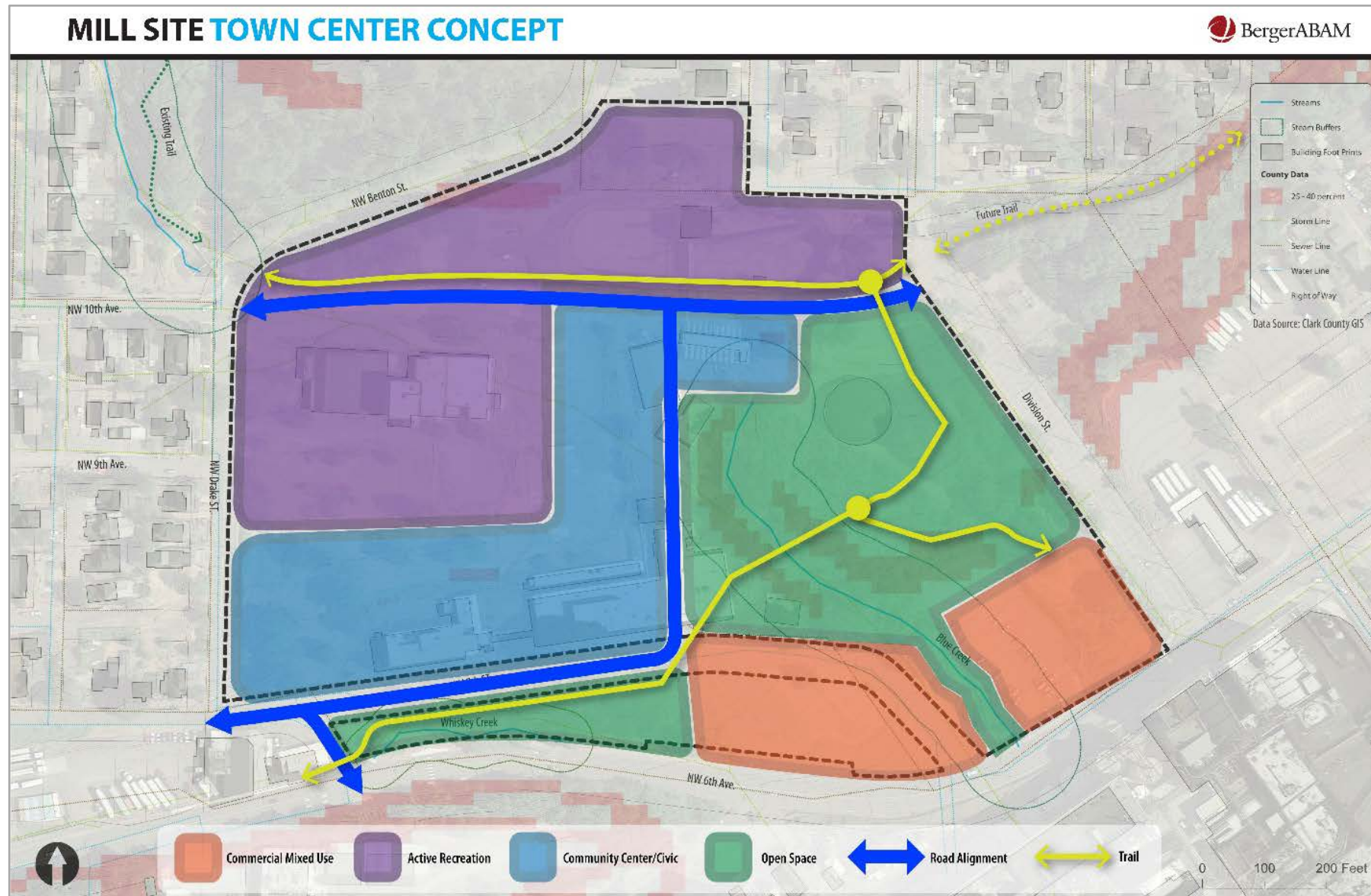


Figure 13 - Town Center Concept

PREFERRED CONCEPT

Based on the bubble diagram site concepts, a 3-D rendering created of the community center/commercial concept to illustrate potential building massing and organization of site features (Figure 14). The illustration depicts commercial/mixed-use development along Northwest Sixth Avenue that creates an urban gateway to the city. The community center building, parking, and recreation features are located on the elevated land at the north end of the site taking advantage of the views to the south and the Columbia River. The stream corridor is preserved and the site is connected to the neighborhood and parks with trails.



Figure 14 - Preferred Concept Rendering

CLARIFIER CONCEPT

The preferred concept also includes a conceptual design for repurposing the existing clarifier structure as a recreation and civil amenity (Figure 15). This concept includes performance spaces and amphitheater for community events and general open space for passive recreation.



Figure 15 - Repurposed Clarifier Structure

NEXT STEPS

The concept study illustrates potential redevelopment scenarios for the Georgia Pacific Mill site. The property represents a unique redevelopment opportunity close to downtown and blends commercial and community uses for Camas residents. We recommend the following next steps.

- Engage the community and stakeholders to gain additional input into potential site uses.
- Prepare a master plan that refines the preliminary project program, considers community input, and develops site master plan.
- Conduct market analysis to refine type and scale of commercial development on site.
- Estimate cost to redevelop site, including site cleanup, building demolition, infrastructure needs, and proposed public facilities.