

Technical Memorandum

Date: 31 March 2017

Subject: Camas Dog Park Feasibility

From: Juanita Rogers & Don Hardy

To: Jerry Acheson, Parks and Recreation Manager, City of Camas

INTRODUCTION

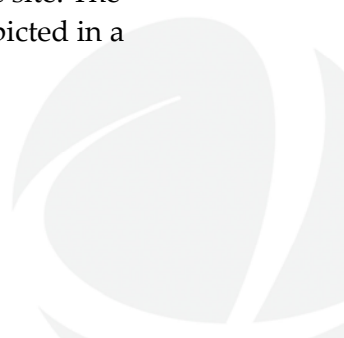
The Dog Owners Group for Park Access in Washington (DOGPAW) is seeking to initiate a joint development with the City of Camas (the City) for an off-leash dog park on the property located at site address 3010 NE Third Avenue, Camas, Washington, known as the Washougal River Greenway Boat Launch.

The proposed site improvements include installation of fencing around the perimeter of approximately 4.40 acres for an off-leash area as identified on the site plan provided by DOGPAW. In addition, site development would include a double-gated entrance to the dog park, improvements to the existing path through the park, installation of a shared informational kiosk, rules sign, and waste receptacles. In addition, DOGPAW proposes to use the existing parking spaces for the boat launch to the east of the proposed dog park location.

The subject property contains a boat ramp for water access to the Washougal River, picnic area, trails, and parking for approximately 30 vehicles. The current improvements on the site were funded by a Washington State Recreation and Conservation Office (RCO) Boat Facility Program (BFP) grant in 1993; any additional improvements to the site that are not related to recreational boating will need to be submitted to the RCO for consideration as an allowable use. The City has asked BergerABAM to provide a site feasibility assessment, which will define whether the site can accommodate an off-leash dog park without impacting the park's existing boating facilities.

EXECUTIVE SUMMARY

This feasibility memorandum is a high-level assessment of the relevant policies and standards contained in the City code and identifies the potential constraints associated with the site. The identified environmental constraints and City development standards have been depicted in a site constraints graphic, which is attached to this memorandum.



The following is a summary of the necessary requirements needed for development based on the land use and environmental conditions

- Review of the Camas Municipal Code (CMC) that applies to the development at the site indicate no land use conflicts other than availability of parking on the site.
- Review of the archeological conditions of the site confirmed that additional archaeological exploration will be required for the site before any site disturbing activities can occur. It is highly unlikely that a dog park of the configuration and size as shown on the site plan would fit on the site without disturbing archaeological sites and therefore would require a Washington State Department of Architectural and Historic Preservations (DAHP) site excavation permit for construction.
- The Clark County GIS and wetland survey conducted in 1993 indicated a wetland located centrally on the site. Without current wetland information for the site, a wetland delineation would be required. Development would most likely require a critical areas report, mitigation plan, and a wetland permit.
- The Washougal River has a riparian habitat conservation area with a 150-foot buffer measured from the ordinary high water mark (OHWM). Per the plan it appears that the buffer would come into conflict with the proposed development area. It is anticipated that impacts to fish and wildlife habitat conservation areas would occur. In the event that non-exempt project elements are determined to impact fish and wildlife habitat conservation areas, may require a critical areas report, mitigation plan, and critical areas permit.
- According to the City, dog parks are considered water-enjoyment uses and would require a shoreline substantial development permit (SSDP) if the value of the proposed improvements exceeds \$6,416.00. Water-enjoyment recreational uses are permitted in the Urban Conservancy shoreline designation, subject to a 100-foot setback from the OHWM.
- It is likely that a SEPA determination will be required for the project as proposed, as impacts occur to environmentally sensitive lands.
- A City of Camas site plan review is required before any clearing, grading, or building permit can be issued for construction.

In addition to land-use and environmental considerations, development of the existing park was funded by the RCO BFP grant program in 1993 (RCO#93-157D), which comes with a long-term obligation to maintain the project area as originally funded in perpetuity. The BFP grant funds given for development of this site included a boat ramp, trails, parking, and picnic area. The long-term obligations for RCO stipulates that any additional improvements to the site that are not related to recreational boating will need to be submitted to the RCO for consideration as an allowable use. To be approved as an allowable use by the RCO, the proposed improvements cannot change, either in part or in whole, or convert existing uses other than those for which the funds originally were approved.

Findings in this feasibility memorandum identify that the DOGPAW request for the off-leash dog park would disturb sensitive lands, convert over half of the site picnic areas for a fenced-in dog area, and use all of the boat launch parking; these impacts would not be compatible with the long-term obligations established by the RCO. Therefore, in BergerABAM's professional opinion, the proposed dog park is not consistent with the RCO's allowable use and will negatively impact the existing park that was funded under the grant program.

LAND USE AND ENVIRONMENTAL ISSUES

The potential project site would be located on tax lot 89930-000 (owner: City of Camas), and would use an existing parking area located on tax lot 89917-000 (owner: City of Camas). The potential site lies adjacent to NE Third Avenue and would be accessed via the NE Third Avenue and N Shepherd Road intersection. The total area of the parcel is 8.14 acres; however, based on DOGPAW's provided site plan, the actual proposed development area for the off-leash dog park would be approximately 4.40 acres.

The following sections describe in detail the land use and environmental issues and regulations that could affect the potential development at the site.

Camas Municipal Code

This section addresses the chapters of the Camas Municipal Code (CMC) that apply to potential development at the site. The site is located in the Open Space/Green Space (OS) zone and is subject to the land use standards and regulations in the following CMC chapters:

- Park Rules and Regulations (CMC 12.32)
- Archaeological Resource Preservation (CMC 16.31)
- Wetlands – applicability depends on site design – (CMC 16.53)
- Critical Aquifer Recharge Areas – applicability depends on site design – (CMC 16.55)
- Frequently Flooded Areas (CMC 16.57)
- Fish and Wildlife Habitat Conservation Areas (CMC 16.61)
- Use Authorization (CMC 18.07)
- Parking – applicability depends on site design – (CMC 18.11)
- Landscaping (CMC 18.13)
- Supplemental Development Standards (CMC 18.17)
- Site Plan Review (CMC 18.18)
- Sensitive Areas and Open Space (CMC 18.31)
- Park and Open Space Zoning (CMC 18.32)
- Administration and Procedures (CMC 18.55)

Zoning and Permitted Uses

According to the City's 2016 zoning map, the project site is zoned OS, with a "Gateway Corridor" overlay. Development standards unique to the OS zone are regulated by Camas Municipal Code (CMC) Chapter 18.32.

CMC 18.07.050 establishes uses that are allowed in the OS zone. The CMC does not expressly permit dog parks in the OS zone; however, "Other uses identified through the Park, Recreation and Open Space Comprehensive Plan" are permitted in the OS zone. The City's Park, Recreation and Open Space Comprehensive Plan identifies dog parks as a park type requested by City residents (section 3.5 of the plan); therefore, using an interpretation of the CMC, dog parks are permitted uses in the OS zone. When structures are proposed on lands zoned park or open space, design review is required per CMC 18.32.040. Design review of the proposed project would be conducted by the Parks and Recreation Commission.

Development Standards

Setbacks

Per CMC 18.32.030(B), there is a minimum setback of 20 feet for all property lines, in the OS zone.

Building Height

The CMC does not establish a maximum building height for development in the OS zone.

Building Lot Coverage

According to CMC 18.32.030(C) the maximum permissible amount of building lot coverage on a site is 35 percent.

Landscaping

CMC 18.32.030(D) states that all property line setbacks shall be landscaped, storage areas visible from the right-of-way shall be screened, and parking lot landscaping shall be consistent with the standards set forth in CMC Chapter 18.13. According to the CMC's landscaping standards, there are no specific landscaping requirements for the OS zone, except that required property line setbacks shall be landscaped; however, the City does not specify to what standard the required property line setbacks shall be landscaped to.

Parking

The existing parking area located to the east of the potential dog park site would need to be used to serve the proposed development. Because of the existing built and natural conditions surrounding this parking area, constructing additional parking spaces on the City-owned land would likely be infeasible; in addition, on-street parking at this location is infeasible because of the presence of sidewalks and lack of dedicated spaces on NE Third Avenue. To use the existing parking area, the applicant would need to address the joint-use parking provisions enumerated in CMC 18.11.070, or the applicant could potentially pursue an easement with the adjacent

property owner (owner of the former bowling alley site) to gain development rights and construct additional parking spaces.

The City does not provide a minimum parking requirement for a dog park use, nor does the City establish a minimum parking requirement for a use that is similar to a dog park; therefore, per CMC 18.11.060, the project would be subject to a conditional use process, which would allow the City to determine the minimum number of parking spaces required for the project. Although the City has established a conditional use process to determine the minimum parking requirements for uses that are not expressly defined in the CMC, BergerABAM analyzed the minimum parking requirements established by other jurisdictions to help provide a general idea of the anticipated minimum amount of parking that will be required. Analyzing the available parking for existing dog parks in the region is difficult as dog parks are typically constructed adjacent to larger facilities that contain parking for multiple uses; therefore, many resources were referenced to generate an idea of what the minimum parking requirements will likely be.

The minimum required parking for dog parks range anywhere from 3 parking stalls for dog parks less than an acre (City of Tigard) to 35 parking stalls for a dog park ranging from 2 to 10 acres (Salt Lake County). Using the minimum parking standards established by other jurisdictions and the built conditions of local parks, it is anticipated that the minimum parking requirements established by the City will fall within the ratios provided below.

Dog Park/Jurisdiction	Approximate Size of the Dog Park	Existing or Required Number of Parking Spaces	Parking Ratio (per Acre of Dog Park)
City of Tigard, Oregon	1 acre	3 parking stalls	3 parking stalls
Salt Lake County, Utah	2-10 acres	35 parking stalls	4-18 parking stalls
Clear Lake City, Texas	1 acre	10 parking stalls	10 parking stalls
Lucky Dog Park, Brush Prairie, Washington	6 acres	25 formal parking stalls	4 parking stalls
French Lake Dog Park, Federal Way, Washington	5.50 acres	40 parks stalls	7 parking stalls
Cavalero Hill Park, Lake Stevens, Washington	2.35 acres	14 parking stalls	6 parking stalls

Using the table above, the average parking stalls per acre for a dog park is approximately 6; therefore, a general estimate of the required minimum parking needed for this 4.4 acre off-leash dog park would be approximately 26 parking stalls. Consequently, the existing parking spaces for the site will not adequately serve the existing park and the proposed dog park. In addition, expanding the park's parking area is not feasible because of the existing conditions of the city property.

Critical Areas

Archaeological

An archaeological investigation was conducted on the site in 1992 by Archeological Investigations Northwest, Inc. (AINW). The investigation concluded that due to the widespread distribution and relatively high frequency of artifacts on the site, the potential project site is believed to be a large and well-populated prehistoric site. AINW recommended that the archaeological site be preserved from further damage by restricting new trails to routes of existing roads, frequent monitoring of the site should occur to prevent further degradation of the artifacts, and all future ground disturbing activities proposed in the area should not be allowed without further archaeological subsurface explorations which are closely coordination with the DAHP.

Per the recommendations in the 1992 archaeological survey conducted by AINW, new or improved trails on the site should be confined to areas with preexisting disturbance, and should be constructed without using any ground disturbing techniques. In addition, prior to the initiation of any ground disturbing activities on the site, further archaeological subsurface explorations should take place. If ground disturbing activities are conducted on the site, they should be closely coordinated with DAHP.

Impacts for the proposed site improvements for the dog park would require digging to 18-inch depth for installation of 45 fence posts, 4 posts for 16-foot gate, and 6 posts holes for signage; regrading the path and widening it to 5 feet for accessibility; digging to 12-inch depth for one hundred "T" posts; and relocating walking trail outside fenced area.

AINW confirmed that additional archaeological exploration will be required for the site before any site disturbing activities can occur. In addition, if other artifacts are uncovered during exploration, then a DAHP site excavation permit would be required. Discussions indicated that it was highly unlikely that a dog park of the configuration and size as shown on DOGPAW's site plan would fit on the site without disturbing archaeological sites.

Critical Area Aquifer Recharge Areas

The Clark County GIS Online Mapping tool has designated the entire site as a Category 1 Critical Area Aquifer Recharge Area (CARA), as well as a public wellhead protection area. Per CMC 16.55.040(B), park improvements resulting in less than 5 percent of total site impervious surface area that do not increase the use of a hazardous substance are allowed within a CARA without submission of a critical areas report. The ultimate site design will dictate the amount of proposed impervious surface area; however, the project is not anticipated to require a critical areas report addressing CARA requirements.

Geologically Hazardous Areas

According to the Clark County GIS MapsOnline mapping tool, the southern half of the project site is located within an area rated as having a moderate to high liquefaction potential. Per CMC 16.59.020(C), seismic hazard areas are areas subject to severe risk of damage as a result of earthquake-induced soil liquefaction, ground shaking amplification, slope failure, settlement, or surface faulting. While the CMC doesn't provide a specific liquefaction value that constitutes a seismic hazard, Clark County MapsOnline's designation of a moderate to high liquefaction potential typically qualifies as a seismic hazard. Although the site likely contains a seismic hazard, CMC 16.59.050 exempts the construction of new buildings with less than 2,500 square feet of floor or roof area and the installation of fences from the geologically hazardous areas critical areas report requirements.

Wetlands

According to Clark County MapsOnline, there are wetlands associated with the Washougal River along the southern property boundary, and a wetland likely exists on the north end of the existing loop trail. This is further validated by a previous wetland survey conducted for the site in 1993, which indicated that there is a wetland located centrally on the site. Without current wetland information for the site, a wetland delineation would be required. Wetland buffer width will be determined based on assessment of the wetland type, function, and intensity of the proposed use. As almost the entire project site is within shoreline jurisdiction of the Washougal River, the proposed dog park will be subject to the no net loss of shoreline ecological functions provisions of the City's Shoreline Management Program (SMP), which prevents the loss of ecological functions on the site. It is likely that dogs/users of the dog park would degrade the ecological functions of the potential wetland and wetland buffer located centrally on the site if the wetland is within the boundary of the off-leash area of the dog park; therefore, the wetland and its associated buffer should be separated from dog activity areas, which will further limit the available development area on the site. In the event that wetland or wetland buffer impacts occur, the following will likely be required per CMC Chapter 16.53:

- Critical areas report addressing additional requirements for wetlands
- Mitigation plan
- Wetland permit

Fish and Wildlife Habitat Conservation Areas

The potential project site contains a non-riparian habitat conservation area associated with a habitat of local importance for Oregon white oak, and a riparian habitat conservation area associated with the Washougal River. According to the CMC, there are no buffers that apply to non-riparian habitat conservation areas unless otherwise stipulated by the director; however, the riparian habitat conservation area will have a 150-foot buffer measured from the ordinary high water mark (OHWM) of the Washougal River, as the Washougal River is a Type S water based upon the Washington Department of Natural Resources Water Typing System. According to the site plan provided by DOGPAW, it appears that the 150-foot riparian buffer

would come into conflict with the proposed development area. In addition, based on the site plan, the non-riparian habitat conservation areas associated with the Oregon white oak on the site would likely be impacted by the proposed development. Therefore, it is anticipated that impacts to fish and wildlife habitat conservation areas would occur. In the event that non-exempt project elements are determined to impact fish and wildlife habitat conservation areas, the following may be required per CMC Chapter 16.61:

- Critical areas report addressing additional requirements for habitat conservation areas
- Mitigation plan
- Critical areas permit

Frequently Flooded Areas

Per Federal Emergency Management Agency Flood Insurance Rate Map Panel 53011C0534D, the southern portion of the project site is located within the Washougal River's regulatory floodway. In addition, almost the entire site is located in the 100-year floodplain, with the exception of a small portion of land in the northeast corner of the site. Per CMC 16.57.010(A), 100-year floodplains and floodways are considered as frequently flooded areas. The CMC restricts new development in a floodway unless certified by an engineer that the development would not increase flood levels during the occurrence of a base flood discharge. Any new development on the site located within either the 100-year floodplain or the floodway will need to address the performance standards enumerated in CMC 16.57.050, and will require a submission of a critical areas report addressing the additional requirements for frequently flooded areas.

Shoreline Master Program

The 2015 Camas SMP designates the reach of the Washougal River that abuts the potential site as an Urban Conservancy shoreline environment. The City's SMP, Section 2.1.1, states that shoreline jurisdiction extends a minimum distance of 200 feet landward from the OHWM of a water that is regulated by the SMP. The City has also included optional provisions to extend shoreline jurisdiction to include all critical areas that are intersected by the minimum 200-foot shoreline jurisdiction standard. The potential site includes a 100-year floodplain that extends from the OHWM of the Washougal River almost to the edge of NE Third Avenue. According to the Appendix A (Camas Shoreline Designation Map) of the SMP, the City has included the entire 100-year floodplain on the potential site as within shoreline jurisdiction of the Washougal River. In addition, a small portion of the parking area that the potential dog park would use (located directly east of the proposed dog park location) is located within the Medium Intensity shoreline environment.

According to the City, dog parks are considered water-enjoyment uses and would require a shoreline substantial development permit (SSDP) if the value of the proposed improvements exceeds \$6,416.00. Water-enjoyment recreational uses are permitted in the Urban Conservancy

shoreline designation, subject to a 100-foot setback from the OHWM of the regulated waterbody (Washougal River) and a maximum building height limit of 15 feet.

State Environmental Policy Act

According to CMC 16.07.025, development that would otherwise be exempt from State Environmental Policy Act (SEPA) review, is not exempt when environmentally sensitive areas are impacted. The project is exempt from SEPA review per CMC 16.07.020(A)(3). However, if impacts to fish and wildlife habitat conservation areas or buffers, or wetlands and their associated buffers occur, a SEPA determination will be required. It is likely that a SEPA determination will be required for the project as proposed, as impacts occur to environmentally sensitive lands.

Site Plan Review

According to CMC 18.32.040(A), site plan review is required before any clearing, grading, or building permit can be issued for construction within the OS zone. Any project that requires site plan review approval is subject to a Type II review process per CMC 18.18.030(A); therefore, the project will require site plan review subject to a Type II review process. The City does not specify the review procedure for shoreline permits. The decision for the relevant review type for an SSDP will be decided by the shoreline administrator (Community Development Director). The applicant has an option of consolidated review processing when an application that involves two or more permits is submitted concurrently. If an applicant elects this process upon submittal and in writing, the determination of completeness, notice of application, and notice of decision or final decision will include all project permits reviewed through the consolidated permit process.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE

In addition to land-use and environmental considerations, development of the existing park was funded by the RCO BFP grant program in 1993 (RCO#93-157D). The BFP grant funds given for development of this site included a boat ramp, trails, parking, and picnic area. In addition, the grant comes with a long-term obligation to maintain the project area as originally funded in perpetuity. Failure to comply with the long-term obligations has certain consequences to mitigate for the loss of grant-assisted facilities, including an appraisal of the property and the purchase of similar replacement property or facilities equal to the grant expended.

Any additional improvements to the site that are not related to recreational boating will need to be submitted to the RCO for consideration as an allowable use as described in the RCO's Manual 7 Long-Term Obligations. Approval for an allowable use request would need to document that the proposed use would not change, either in part or in whole, nor convert to uses other than those for which the funds originally were approved. Improvements for an off-leash dog park must meet all of the following criteria to be approved by the RCO funding board:

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- The proposed allowable use must be consistent with the essential purposes of the grant.
- Alternatives to the use must have been considered and rejected on a sound basis.
- The purpose of the proposed allowable use must be achieved with the least possible impact to the habitat, outdoor recreation, or salmon habitat resource.

In order for the site to be considered for RCO approval, evidence must be presented showing that the proposed improvements are consistent with the intent of the BFP for recreational boaters and does not displace these elements. As identified above discussions, the DOGPAW request would disturb sensitive land, convert over half of the site picnic area for the off-leash dog park and use all of the boat launch parking area. Therefore, in BergerABAM's professional opinion, the proposed dog park is not consistent with the RCO's allowable use and will negatively impact the park that was funded under the grant program.

Attachments:

Vicinity Map
Site Constraints Graphic

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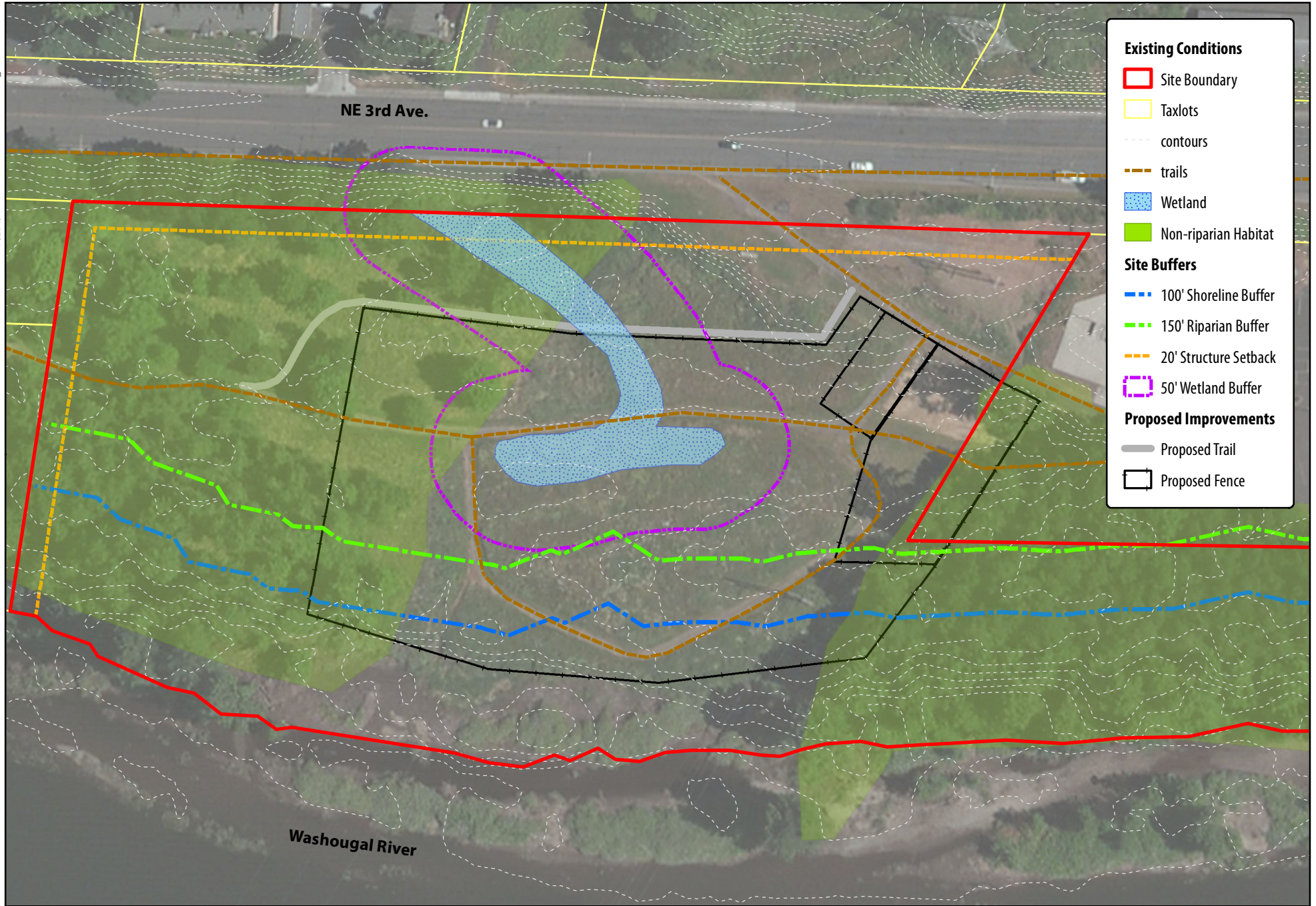


Proposed DOGPAW Off-leash Dog Park

Washougal, WA | Vicinity Map | March 2017

0 0.25 0.5
Miles





Proposed DOGPAW Off-leash Dog Park

Camas, WA | Site Constraints Map | March 2017

