



## STAFF REPORT

### SHORELINE SUBSTANTIAL DEVELOPMENT AND SHORELINE CONDITIONAL USE PERMIT

#### HERITAGE TRAIL PARKING LOT EXPANSION PROJECT

FILE NO. SHOR17-01

PUBLIC MEETING DATE: NOVEMBER 28<sup>TH</sup>, 2017

<b>To:</b>	Shoreline Management Review Committee	<b>Applicant:</b> City of Camas
<b>From:</b>	Lauren Hollenbeck, Senior Planner on behalf of the Camas Shoreline Management Review Committee (SMRC)	
<b>Proposal:</b>	To construct an additional parking lot for the Heritage Trailhead	
<b>Location:</b>	The project site is located near Lacamas Creek at NW Alexandria Lane. Parcel #'s 986030097 & 172965000.	
<b>Public Notice:</b>	The city mailed notices of application to neighboring properties within 300-feet of the subject site on October 27, 2017.	

#### APPLICABLE LAW

THE APPLICATION WAS DEEMED COMPLETE ON **AUGUST 23, 2017**, AND THE APPLICABLE CODES ARE THOSE CODES THAT WERE IN EFFECT ON THE DATE OF APPLICATION, TO INCLUDE CAMAS MUNICIPAL CODE (CMC) TITLE 17 LAND DEVELOPMENT AND TITLE 18 ZONING; THE CAMAS SHORELINE MASTER PROGRAM (ORD. 15-007) CONSOLIDATED WITH CRITICAL AREA REVIEW WITHIN APPENDIX C (SMP); AND THE SHORELINE MANAGEMENT ACT (RCW90-58)(WAC 173-27). **NOTE: CAMAS SHORELINE MASTER PROGRAM (SMP) CITATIONS ARE IN ITALICS THROUGHOUT THIS REPORT.**

#### STANDARDS FOR EVALUATION

- **Shoreline Substantial Development Permits** must be consistent with approved Shoreline Master Program (SMP) element goals, objectives and general policies of the designated environment; policy statements for shoreline use activities; and with use activity regulations.
- **Shoreline Conditional Use Permits.** These provisions shall apply only when it can be shown that extraordinary circumstances exist and that the public interest would suffer no substantial detrimental effect. **SMP Conditional Use Permits require final approval or disapproval from the Department of Ecology after final local action has been taken.**

#### BACKGROUND

The applicant proposes to expand the existing parking at the Heritage Trailhead by adding an additional parking lot for 17 spaces. The new parking lot area will be located approximately 150-feet east of the existing parking lot with vehicular access from NW Alexandria Lane, and will be more than 200 feet landward of the ordinary high water mark (OHWM). NE Goodwin Road lies between Lacamas Creek and the project site.

The project site lies within the regulated shoreline of Lacamas Creek. The Camas Shoreline Master Program (SMP) classifies the shoreline landward of the project as “Urban Conservancy Shoreline Environment”. The development of a parking lot is an accessory use to the trailhead and as such considered to be a Shoreline Conditional Use. The required setback from the OHWM for parking lots is 150-feet in the Urban Conservancy area.

The project requires approval of the following: Shoreline Substantial Development Permit and a Shoreline Conditional Use Permit. Subsequent to environmental permit approvals, the project also requires other land use permits under Camas Municipal Code (CMC) Title 17 Land Development and Title 18 Zoning. Site Plan Review is required for the parking lot.

### MASTER PROGRAM GOALS AND POLICIES (CHAPTER 3)

At page 3-1 of the SMP, the general goals of the program is to use the full potential of the shorelines in accordance with the surrounding areas, the natural resource values, and the unique aesthetic qualities; and develop a ordered and diversified physical environment that integrates water and shoreline uses while achieving a net gain of ecological function. Primarily, the trailhead parking lot expansion supports the public access and recreation goal including the shoreline use and development goal below.

SMP, Section 3.7 Public Access and Recreation *“The goal of public access and recreation is to increase the ability of the general public to enjoy the water’s edge, travel on waters of the state, and to view the water and the shoreline from adjacent locations.”*

SMP, Section 3.10 Shoreline Use *“The goal for shoreline use and development is to balance the preservation and development of shorelines in a manner that allows for mutually compatible uses. Resulting land use patterns will be compatible with shoreline designations and sensitive to and compatible with ecological systems and other shoreline resources. To help with this balance, shoreline and water areas with unique attributes for specific long term uses such as commercial, residential, industrial, water, wildlife, fisheries, recreational and open space shall be identified and reserved.*

**FINDING:** Staff finds that the project is consistent with the general policies of Chapter 3, given that the trailhead parking lot promotes public access to the shorelines and waters of the state; and provides for increased recreational opportunities; and designed to not adversely impact shoreline ecological functions.

### URBAN CONSERVANCY SHORELINE DESIGNATION (CHAPTER 4)

The management policies of the Urban Conservancy Shoreline Designation at SMP Section 4.3.3.4 are as follows:

- 1) *Uses that preserve the natural character of the area or promote preservation of open space or critical areas either directly or over the long term should be the primary allowed uses. Uses that result in restoration of ecological functions should be allowed if the use is otherwise compatible with the purpose of the Urban Conservancy shoreline designation and the setting.*

**FINDING:** The project is consistent with the SMP designation of Urban Conservancy because it is designed to protect ecological functions where they occur near or on the project site, while allowing for compatible uses including recreational enjoyment of the shoreline.

- 2) *Single family residential development shall ensure no net loss of shoreline ecological functions and preserve the existing character of the shoreline consistent with the purpose of this designation.*

**FINDING:** This criteria is not applicable.

- 3) *Low-intensity public access and public recreation objectives should be implemented whenever feasible and when significant ecological impacts can be mitigated (e.g. trails).*

**FINDING:** The existing parking lot at the Heritage Trailhead is inadequate to serve the numerous recreational users of the shoreline. As such, the proposed additional parking spaces will help serve this need.

- 4) *Thinning or removal of vegetation should be limited to (1) remove noxious vegetation and invasive species; (2) provide physical or visual access to the shoreline; or (3) maintain or enhance an existing use consistent with critical areas protection and maintenance or enhancement or shoreline ecological functions.*

**FINDING:** The removal of vegetation will be limited to the new additional parking for the trailhead.

- 5) *Low intensity water-oriented commercial uses may be permitted if compatible with surrounding uses.*

**FINDING:** This criteria is not applicable.

## GENERAL SHORELINE USE AND DEVELOPMENT REGULATIONS (CHAPTER 5)

The following general regulations of Chapter 5 Section 5.1 (beginning on page 5-1) are as follows:

1. *Shoreline uses and developments that are water-dependent shall be given priority.*

**FINDING:** The development is not water-dependent, as it is separated from Lacamas Creek by NE Goodwin Road.

2. *Shoreline uses and developments shall not cause impacts that require remedial action or loss of shoreline functions on other properties.*

**FINDING:** The proposed work will not affect shoreline functions on other properties as dense vegetation will be planted surrounding the parking lot to discourage trail users from entering abutting property and the parking lot stormwater will be collected and treated properly.

3. *Shoreline uses and developments shall be located and designed in a manner such that shoreline stabilization is not necessary at the time of development and will not be necessary in the future for the subject property or other nearby shoreline properties unless it can be demonstrated that stabilization is the only alternative to protecting public safety and existing primary structures.*

**FINDING:** The proposed development will not require shoreline stabilization at the time of the development or in the future.

4. *Land shall not be cleared, graded, filled, excavated or otherwise altered prior to issuance of the necessary permits and approvals for a proposed shoreline use or development to determine if environmental impacts have been avoided, minimized and mitigated to result in no net loss of ecological functions.*

**FINDING:** The applicant has applied for proper permits, and has not requested to begin work prior to receiving approvals.

5. *Single family residential development shall be allowed on all shorelines except the Aquatic and Natural shoreline designation, and shall be located, designed and used in accordance with applicable policies and regulations of this Program.*

**FINDING:** This criteria is not applicable.

6. *Unless otherwise stated, no development shall be constructed, located, extended, modified, converted, or altered or land divided without full compliance with CMC Title 17 Land Development and CMC Title 18 Zoning.*

**FINDING: The proposed development requires Site Plan Review with applicable regulations from CMC Title 17 Land Development and CMC Title 18 Zoning and therefore will need to comply with those code chapters.**

7. *On navigable waters or their beds, all uses and developments should be located and designed to: (a) minimize interference with surface navigation; (b) consider impacts to public views; and (c) allow for the safe, unobstructed passage of fish and wildlife, particularly species dependent on migration.*

**FINDING: This criteria is not applicable as the proposed project is not on navigable waters or their beds.**

8. *Hazardous materials shall be disposed of and other steps be taken to protect the ecological integrity of the shoreline area in accordance with the other policies and regulations of this Program as amended and all other applicable federal, state, and local statutes, codes, and ordinances.*

**FINDING: The application does not propose the use of hazardous materials.**

9. *In-water work shall be scheduled to protect biological productivity (including but not limited to fish runs, spawning, and benthic productivity). In-water work shall not occur in areas used for commercial fishing during a fishing season unless specifically addressed and mitigated for in the permit.*

**FINDING: This criteria is not applicable as in-water work is not proposed.**

10. *The applicant shall demonstrate all reasonable efforts have been taken to avoid, and where unavoidable, minimize and mitigate impacts such that no net loss of critical area and shoreline function is achieved. Applicants must comply with the provisions of Appendix C with a particular focus on mitigation sequencing per Appendix C, Section 16.51.160 Mitigation Sequencing. Mitigation Plans must comply with the requirements of Appendix C, Section 16.51.170 Mitigation Plan Requirements, to achieve no net loss of ecological functions.*

**FINDING: The application includes a critical area report and mitigation plan.**

11. *The effect of proposed in-stream structures on bank margin habitat, channel migration, and floodplain processes should be evaluated during permit review.*

**FINDING: This criteria is not applicable as no in-stream work is proposed.**

12. *Within urban growth areas, Ecology may grant relief from use and development regulations in accordance with RCW 90.58.580, and requested with a shoreline permit application.*

**FINDING: The activity is in city limits and therefore this criterion is not applicable.**

## **ARCHAEOLOGICAL, CULTURAL AND HISTORIC RESOURCES (SECTION 5.2)**

The project is an area of the city that requires an archaeological survey prior to ground disturbing activities. The application includes a Cultural Resources Report and permit approval with conditions from the State Department of Archaeology and Historic Preservation (DAHP).

**FINDING:** The archaeological conditions of the DAHP permit must be complied with prior to any site improvement activities. If an item of possible archaeological interest is discovered on site, work will immediately cease and notification of the find will be sent to the appropriate parties.

### CRITICAL AREAS PROTECTION (SECTION 5.3)

The subject parcel includes the following critical areas as regulated by the SMP: Wetlands; Category 2 Critical Aquifer Recharge Area; Frequently Flooded Areas; and Fish and Wildlife Habitat Conservation Areas. The identified Category IV wetland and its associated 50-foot buffer and the stand of Oregon White Oaks, a Habitat of Local Importance located at the northwest corner of the site, will not be impacted by the proposed development as the parking area has been designed and located to avoid these critical areas. However, a vegetation mitigation plan has been provided to address the permanent impact of vegetation removal within the parking lot footprint to ensure no net loss of functions and maintain habitat connectivity.

Stormwater from the proposed parking lot would be collected and treated on site, then conveyed to an outfall in the ditch along NE Goodwin Road. The project would be constructed using materials and methods that are flood resistance and/or minimize flood damage. NE Goodwin Road is located between the project site and Lacamas Creek thereby not inhibiting possible channel migration.

**FINDING:** The project avoids direct impacts to the Category IV wetland and its 50-foot buffer including the Oregon White Oak stand while ensuring no net loss of ecological functions to the shoreline area.

### SPECIFIC SHORELINE USE REGULATIONS (CHAPTER 6)

The specific use regulations for parking begins at page 6-18 of the SMP. The applicant addresses the criteria of this section at page 25 of the narrative.

#### SMP Section 6.3.10 Parking

*1. Parking as a primary use is prohibited.*

**FINDING:** The proposed parking is an accessory use because the parking lot would provide parking for recreational users at a trailhead for the Heritage Trail.

*2. Parking as an accessory use may serve uses that are not physically within shoreline jurisdiction, but are located on the same parcel.*

**FINDING:** The subject property is located within shoreline jurisdiction including the Heritage Trail (the existing primary use) and the existing parking lot.

*3. Parking facilities shall be designed and landscaped to minimize adverse environmental and aesthetic impacts. Parking shall be located landward of the use it is serving, only if it is not located along the primary street frontage. The city prefers buildings entrances (not a parking lot) to benefit from the city's extensive sidewalk and trail network.*

**FINDING:** The project is designed to avoid impacting the wetland and buffer area including the significant trees located on-site. Although the parking lot expansion is located waterward of the trail (primary use) it is serving, it is located more than 200-feet landward of the ordinary high water mark.

*4. Parking areas shall be landscape along the perimeter. Landscaping shall consist of native vegetation, which is planted prior to final inspection of project, and will provide effective screening within three years of planting.*

**FINDING:** A dense native vegetative screen is proposed along the parking lot perimeter and will act as a barrier to discourage parking lot and trail users from impacting the surrounding natural areas. Prior to final inspection, the parking lot perimeter landscaping should be installed with vegetation that provides effective screening within three years of planting.

*5. Parking facilities shall be designed to prevent surface water runoff from contaminating water bodies. Permit shall include evidence of financial surety for ongoing maintenance program that will assure proper functioning of facilities over time.*

**FINDING:** The applicant proposes a storm drainage system to treat and convey Stormwater from new impervious areas. The public parking lot will be part of the City's ongoing funded maintenance program.

## SHORELINE CONDITIONAL USE

As discussed throughout this report, the proposed activity is a parking lot which is an accessory use to the Heritage trail. The activity is allowed as a conditional use in the Urban Conservancy shoreline environment, per Table 6-1 of the SMP.

Pursuant to SMP, Appendix B, *"Conditional use approval may be granted only if the applicant can demonstrate all of the following:*

*A. The use will not cause significant adverse effects on the environment or other uses;*

**FINDING:** No adverse effects are anticipated. All impacts will be mitigated.

*B. The use will not interfere with public use of public shorelines;*

**FINDING:** No interference with the public use of shorelines will occur.

*C. Design of the development will be compatible with the surroundings and the master program; and*

*D. The proposed use will not be contrary to the general intent of the master program."*

**FINDING:** As discussed throughout this report, the proposed parking lot addition will expand public access to the shoreline and is in conformance with the general intent of the SMP.

## SEPA COMMENTS

**Exhibit 1:** A letter from Department of Archaeology and Historic Preservation (DAHP) dated November 7, 2017 addressing the archaeological permit.

**Exhibit 2:** A letter from the Camas Police Department dated November 7, 2017 concerning the increase of crime in the area and the impact on staff.

**Exhibit 3:** An email from the Department of Natural Resources (DNR) dated November 8, 2017 concerning rare plant communities. Exhibit 3a-d include maps identifying these areas.

**Exhibit 4:** A letter from Ecology dated November 9, 2017 addressing water quality.

## CONCLUSIONS

1. Based upon the submitted plans and reports, SMRC finds that “parking lot expansion” is a conditional use activity within the urban conservancy shoreline designation in accordance with SMP Table 6-1, and may be approved.
2. Based upon the submitted plans and reports, SMRC finds that the project is consistent with the general goals and policies of the SMP pursuant to SMP Chapter 3 Goals and Policies, and Chapter 5 General Use & Development Regulations.
3. As conditioned, the project is consistent with the SMP Chapter 6 Specific Shoreline Use Regulations, at Section 6.3.10 for Parking.

## RECOMMENDATION

Staff recommends **APPROVAL** of the Parking lot expansion Project (File #SHOR17-01) Substantial Development Permit and Shoreline Conditional Use Permit as conditioned.

Proposed Conditions of approval:

1. The parking lot perimeter landscaping shall be installed with vegetation that provides effective screening prior to final inspection.
2. Irrigation or other measures shall be in place to ensure successful establishment of vegetative cover for a period of three years.
3. The archaeological conditions of the DAHP permit must be complied with prior to any site improvement activities.
4. The applicant shall address concerns from DAHP and DNR.
5. The Engineering department shall work with the Police Department concerning safety issues related for the project.

## APPEAL

Appeal information is found within the Camas SMP, Appendix B (page B-7).