



# STAFF REPORT

## LACAMAS CREEK SANITARY SEWER PUMP STATION IMPROVEMENT PROJECT SHORELINE SUBSTANTIAL DEVELOPMENT, SHORELINE CONDITIONAL USE AND VARIANCE PERMITS, CRITICAL AREA PERMITS, SITE PLAN REVIEW AND DESIGN REVIEW

FILE NO. SHOR19-01 (CONSOLIDATED FILE NOS. DR19-04, SPRV19-02, SEPA19-08)

REPORT DATE: JULY 23, 2019

PUBLIC MEETING DATE: JULY 29, 2019

<b>To:</b>	Shoreline Management Review Committee	<b>Applicant:</b> City of Camas 616 NE 4 <sup>th</sup> Avenue Camas, WA 98607
<b>Proposal:</b>	To remove an existing pump station and associated piping in or near Lacamas Creek and construct two new pump stations, one at Lacamas Creek Trailhead Park and Baz Park, including associated piping in the uplands above the ordinary high water mark of Lacamas Creek. To construct park improvements at the existing Lacamas Creek Trailhead Park including a restroom facility, pedestrian walkway, access road, landscaping, repavement of the existing gravel parking lot and other park amenities.	
<b>Location:</b>	The project is located in Camas, Washington, in tax parcels 089800000, 089871000, 089872000, 089873000, 090910000, 090711000, 090924000, 091029000, and 124486000 within a portion of Section 12, Township 1 North, Range 3 East of the Willamette Meridian. The project site begins at NE 2 <sup>nd</sup> Avenue and Joy Street, continues south to E 1 <sup>st</sup> Avenue up to NE 3 <sup>rd</sup> Avenue (includes the Lacamas Creek Trailhead Park), east of NE 3 <sup>rd</sup> Loop, continues south to Baz Park via NE 3 <sup>rd</sup> Loop and includes a swath of area in the Lacamas Creek trail system.	
<b>Public Notice:</b>	The city mailed notices of application to neighboring properties within 300-feet of the subject site on March 21, 2019. The city issued a SEPA Determination of Non-Significance (file# SEPA 19-08) on April 11, 2019, the comment period ended on April 25, 2019 and the appeal period ended May 9, 2019. SEPA public comments were provided. No appeals were submitted.	

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## APPLICABLE LAW

THE APPLICATION WAS DEEMED COMPLETE ON **FEBRUARY 27, 2019**, AND THE APPLICABLE CODES ARE THOSE CODES THAT WERE IN EFFECT ON THE DATE OF APPLICATION, TO INCLUDE CAMAS MUNICIPAL CODE (CMC) TITLES 16, 17 AND 18; 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) AND CAMAS MUNICIPAL CODE (CMC) CITATIONS ARE IN ITALICS THROUGHOUT THIS REPORT.***

## SMP STANDARDS AND 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.
- **Shoreline Variances.** The applicant must demonstrate that the variance is the minimum necessary to afford relief and that it will not cause adverse effects to the environment. SMP Variances require final approval or disapproval from the Department of Ecology after final local action has been taken.

## BACKGROUND

The project site lies within the regulated shoreline of Lacamas Creek. The Camas Shoreline Master Program (SMP) classifies the shorelines of the project area as “Aquatic”, “Urban Conservancy” and “Medium Intensity” shoreline environments.

A majority of the project improvements are located within the Lacamas Creek Trailhead Park in the “Urban Conservancy” shoreline environment to include a new pump station and associated piping, a restroom facility, pedestrian walkway, paving the existing gravel parking lot area and other park amenities. Existing sewer piping is proposed for removal in the “Urban Conservancy” shoreline environment but outside the Lacamas Creek Trailhead Park. Given the parking is an accessory use to the park, it is considered a Shoreline Conditional Use and the setback from the Ordinary High Water Mark (OHWM) is 150-feet. A Shoreline Variance is required for repaving the existing gravel parking lot as it is currently located within 150-feet of the OHWM. The water related/enjoyment uses (i.e. restroom facility) is an outright permitted use and is located outside the 100-ft. setback from the OHWM.

Project improvements in the “Medium Intensity” shoreline environment entail the installation of new underground piping and the removal of a portion of an existing pump station. In both the “Urban Conservancy” and “Medium Intensity” shoreline environments, the development of underground utilities are considered Shoreline Conditional Uses. The setback from the OHWM for underground utilities is 100-feet in the “Urban Conservancy” shoreline environment and 50-feet in the “Medium Intensity” shoreline environment. A Shoreline Variance to the setback requirement of the “Urban Conservancy” shoreline environment is required for a section of the underground piping to be located within the existing NE 3<sup>rd</sup> Avenue right-of-way, which is closer than the required 100-foot setback.

A portion of the existing pump station is also located within the “Aquatic” shoreline environment along with pipes and pilings that are also proposed for removal. The other new pump station is located within Baz Park outside of shoreline jurisdiction.

The development is subject to review and approval of the following permits: Shoreline Substantial Development Permit (SDP), Shoreline Conditional Use Permit, Shoreline Variance, Critical Area Permits; Site Plan Review and Design Review permits. This report includes the criteria for review for all of these permit types. It also includes a recommendation of approval of the development conditions.

## MASTER PROGRAM GOALS AND POLICIES (CHAPTER 3)

At page 3-1 of the SMP, the general goals of the program are 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 an ordered and diversified physical environment that integrates water and shoreline uses while achieving a net gain of ecological function. Primarily, the sewer pump station project supports the following shoreline goals:

SMP, Section 3.2 Shorelines of Statewide Significance, *“Development should be focused in already pre-developed shoreline areas to reduce adverse environmental impacts and to preserve undeveloped shorelines.”*

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 the waters of the state, and to view the water and the shoreline from adjacent locations.”*

SMP, Section 3.11 Transportation, Utilities, and Essential Public Facilities *“The goal for transportation, utilities, and essential public facilities is to provide for these facilities in shoreline areas without adverse effects on existing shoreline use and development or shoreline ecological functions and/or processes.”*

SMP, Section 3.13 Water Quality and Quantity *“The goal for water quality and quantity is to protect and enhance the quality and quantity of the region’s water resources to ensure there is a safe, clean water for the public’s needs and enjoyment; and protect wildlife habitat.”*

**FINDING:** Staff finds that the project is consistent with the general policies of Chapter 3, given that the trailhead park improvements promotes public access and recreation to the shorelines and waters of the state; the proposed location of the new underground utilities are primarily within areas that are already developed; and the sewer pump station project provides an ecological benefit to the shoreline through water quality protection and is designed to not adversely impact shoreline ecological functions.

#### **AQUATIC SHORELINE DESIGNATION (CHAPTER 4)**

The management policies of the Aquatic Shoreline Designation at SMP Section 4.3.1.4 are as follows:

- 1) *New over-water structures should be allowed only for water-dependent uses or ecological restoration.*

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

- 2) *Shoreline uses and modifications should be designed and managed to prevent degradation of water quality and natural hydrographic conditions.*

**FINDING:** No new structures are proposed within the OHWM of Lacamas Creek. However, the project improvements proposed below the OHWM include the removal of an old pump station, pilings and under/above ground piping. Best Management Practices (BMPs) will be in place to prevent debris from entering the creek.

- 3) *In water uses should be allowed where impacts can be mitigated to ensure no net loss of ecological functions. Permitted in-water uses must be managed to avoid impacts to shoreline functions. Unavoidable impacts must be minimized and mitigated.*

**FINDING:** Impacts cannot be avoided to demolish/remove the existing pump station and associated piping and pilings. However, to minimize project impacts the applicant proposes the demolition/removal equipment to utilize an existing road/trail situated above the creek bank, the concrete structure to be broken inwards towards the pump station to contain impacts within the existing footprint and the old piping to be flushed and cleaned to remove potential contaminants first and then lifted out with an excavator along with the pilings. The temporarily and permanently impacted areas will be reseeded with native seed and mix to ensure no net loss of ecological functions.

- 4) *On navigable waters or their beds, all uses and development should be located and designed to: (a) minimize the 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:** The removal of the existing pump station and associated piping and pilings will be self-mitigating as the removal of these structures will restore the project area to its natural

conditions and thereby eliminating these impediments for potential species migration, any surface navigation, and public viewing of the water.

- 5) *Multiple or shared use of over-water and water access facilities should be encouraged to reduce the impacts of shoreline development and increase effective use of water resources.*

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

- 6) *Structures and activities permitted should be related in size, form, design and intensity of use to those permitted in the immediately adjacent upland area. The size of new over-water structures should be limited to the minimum necessary to support the structure's intended use.*

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

- 7) *Natural light should be allowed to penetrate to the extent necessary to discourage salmonid predation and to support nearshore habitat unless other illumination is required by state and federal agencies.*

**FINDING: The removal of the existing structures will help in the restoration of natural light to support habitat.**

- 8) *Aquaculture practices should be encouraged in those waters and beds most suitable for such use. Aquaculture should be discouraged where it would adversely affect the strength or viability of native stocks or unreasonably interfere with navigation.*

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

- 9) *Given that the aquatic designation is waterward of the OHWM, then when the proposed use, development, activity or modification requires use of adjacent upland property, then it must be allowed within the upland shoreline designation.*

**FINDING: The demolition/removal equipment will temporarily utilize the existing roads/trails landward of the OHWM. Removal of existing supported pipeline in Lacamas Creek will require vehicular equipment below the OHWM during WDFW "fish window" when migration fish are not present.**

#### **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 protects ecological functions through a design that avoids and minimizes impacts to critical areas and vegetation while protecting water quality. The location of the proposed Lacamas Creek Trailhead pump station is constrained by the eastern and western slopes, NE 3<sup>rd</sup> Avenue on its southern side and the existing park improvements to the north. A portion of the park**

improvements will impact the Lacamas Creek buffer and compensated through enhancement and restoration to achieve a no net loss of ecological function.

- 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 project proposes public access and recreation improvements through the construction of a pedestrian walkway, a restroom facility, a picnic area and repaving the existing gravel parking lot area. The majority of park improvements are located in the existing impervious footprints to minimize impacts and the bare areas resulting from grading for park improvements will be reseeded with native seed mix. Mitigation is proposed through stream buffer enhancement and restoration to achieve no net loss of ecological function for a portion of unavoidable park impacts to the Lacamas Creek riparian buffer.

- 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:** Impacts to native vegetation were avoided where feasible, however the location of the pump station is restricted by the western and eastern slopes of the park and relocation of the pump station to this area would require increased vegetation removal. The current location for the pump station not only preserves a large portion of the existing trailhead for public recreation and use but limits the amount of vegetation removal that will be mitigated through invasive species removal and native tree and shrub plantings. Any existing structures to be removed will be reseeded with native plant mix to restore the area to its pre-disturbance conditions.

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

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

## **MEDIUM INTENSITY SHORELINE DESIGNATION (CHAPTER 4)**

The management policies of the Medium Intensity Shoreline Designation at SMP Section 4.3.4.4 are as follows:

- 1) *The scale and density of new uses and development should be compatible with sustaining shoreline ecological functions and processes, and the existing residential character of the area.*

**FINDING:** Removal of the old pump station and piping will achieve a net gain of ecological function by restoring the area to a more natural state and improving ecological functions in the area. The installation of the new piping within this area will be followed with reseeded lawn grasses where the proposed sewer line intersects with residential yards to be compatible with surrounding land uses and vegetation and reseeded with native seed mix elsewhere.

- 2) *Public access and joint use (rather than individual) of recreational facilities should be promoted.*

**FINDING: Visual public access to the shoreline will increase with the removal of the existing pump station and associated piping that currently obstructs public views. Recreational facilities are not proposed within this shoreline designation.**

- 3) *Access, utilities, and public services to serve proposed development within shorelines should be constructed outside shorelines to the extent feasible, and be the minimum necessary to adequately serve existing needs and planned future development.*

**FINDING: The existing old Lacamas Creek pump station is nearing its design capacity. To better serve the homes and businesses within the area, a new pump station is proposed at the Lacamas Creek Trailhead Park within the Urban Conservancy shoreline designation and another new pump station at Baz Park outside of shoreline jurisdiction.**

- 4) *Public or private outdoor recreation facilities should be provided with proposals for subdivision development and encouraged with all shoreline development if compatible with the character of the area. Priority should be given first to water-dependent and then to water-enjoyment recreation facilities.*

**FINDING: This criteria is not applicable to the Medium Intensity shoreline environment.**

- 5) *Commercial development should be limited to water oriented uses. Non-water oriented commercial uses should only be allowed as part of mixed-use developments where the primary use is residential and where there is a substantial public benefit with respect to the goals and policies of this Program such as providing public access or restoring degraded shorelines.*

**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 and will not interfere with other water-dependent uses.**

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 or require remedial action. Best Management Practices (i.e. erosion control, etc.) will be implemented throughout project construction.**

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 compliance with the applicable regulations from CMC Title 17 Land Development and CMC Title 18 Zoning.**

*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: The removal of the existing pump station and associated piping and pilings is the only proposed activity below the OHWM, which will restore the project area to its natural conditions, and thereby eliminating these impediments for potential species migration, any surface navigation, and public viewing of the water.**

*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 existing sewer pipes will be flushed and cleaned for potential contaminants prior to removal and disposed at a permitted location. The shoreline will also be protected by employing BMPs to prevent sediments and other contaminants from discharging into Lamas Creek.**

*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: In-water work will take place according to the permitted timing according to WDFW and the Army Corps of Engineers.**

*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 a Restoration and Buffer Mitigation Plan for a category II wetland and a wildlife and habitat conservation area (i.e. Lacamas Creek). The applicant's narrative includes a discussion of avoidance and minimization efforts. Further discussion is provided in Section 5.3 below.

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 criterion is not applicable as no in-stream structures are proposed as part of this project.

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 application included an archaeological survey report with recommendations that was sent to the Department of Archaeology and Historic Preservation and Tribal Representatives for review and comment. The application includes a Monitoring and Inadvertent Discovery Plan. Any conditions of permit approval from the State Department of Archaeology and Historic Preservation (DAHP) will need to be complied with.

**FINDING:** Any archaeological conditions of the DAHP permit must be complied with prior to 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; a Critical Aquifer Recharge Area (CARA); Frequently Flooded Areas; and Fish and Wildlife Habitat Conservation Areas. Critical area regulations are located within the SMP, Appendix C.

### Wetlands- SMP Appendix C, Chapter 15.63

Clark County GIS mapping identified wetlands within the project site. As such, the applicant submitted a Wetland Delineation report dated August 2018 and a Restoration and Buffer Mitigation Plan dated January 2019 prepared by Ecological Land Services (ELS) that identified a Category II riverine wetland and its associated buffer at the existing pump station site south of NE 3<sup>rd</sup> Avenue. A portion of the 220-foot wetland buffer is functionally isolated to the north by NE 3<sup>rd</sup> Avenue and vertical separations. Temporary impacts to the wetland include the removal of a section of piping and disturbance from construction equipment. Temporary impacts to the wetland buffer include the removal of two manholes. Mitigation for temporary project impacts should be focused on restoring the vegetation to pre-project conditions along with implementing BMP's during construction.

### Critical Aquifer Recharge Areas (CARA)- SMP Appendix C, Chapter 16.55

Clark County GIS mapping identified the proposed Baz Park pump station within a CARA zone and an additional source, the 2016 City of Camas Hydrogeology Summary and Wellhead Protection Assessment Report prepared by the Pacific Groundwater Group, indicated both pump stations are located within wellhead-protection zones. As such, the applicant submitted a Level One Hydrogeological Assessment

prepared by GRI dated April 1, 2019. The proposed pump-station improvements at both locations will include backup generators and above storage tanks for diesel fuel. The tanks will be designed consistent with CMC 15.55.070 with primary and secondary containment systems. The GRI report concluded, “the proposed project improvements will not have a significant adverse effect on site or vicinity groundwater quality, and the findings indicate no degradation to groundwater is anticipated from the construction and operation of the proposed pump-station improvements.”

Frequently Flooded Areas- SMP Appendix C, Chapter 16.57

Clark County GIS mapping identifies frequently flooded areas (i.e. 500-Year Flood Area and Floodway Fringe) within the project area. The proposed improvements within the frequently flooded areas involve the removal of the existing pump station and associated above-ground piping and pilings and the installation of segments of new piping to be constructed underground within existing right-of-way. Removal of structures in the frequently flooded areas will not increase the water surface elevation of the base flood elevation nor increase the flood hazard to others. The new sewer piping will be constructed with flood resistant materials and designed to eliminate discharges from the system into floodwaters including the infiltration of floodwaters into the system.

Fish and Wildlife Conservation Areas- SMP Appendix C, Chapter 16.61

Clark County GIS mapping identifies a stream (i.e. Lacamas Creek) within the project site. As such, the applicant submitted a Wetland Delineation report dated August 2018 and a Restoration and Buffer Mitigation Plan dated January 2019 prepared by Ecological Land Services (ELS) that identified Lacamas Creek, a Type S stream, located east of the Lacamas Creek sewer pump station and associated park improvements at the north side NE 3<sup>rd</sup> Avenue and adjacent to the existing pump station at the south side of NE 3<sup>rd</sup> Avenue.

The applicant’s narrative addresses efforts to avoid and minimize unavoidable impacts at page 10 of the Restoration and Buffer Mitigation Plan report. Temporary impacts to Lacamas Creek below the OHWM include the demolition of the existing pump station and adjacent buried pipe, disturbance from construction equipment, and the removal of suspended piping and steel piles. Temporary impacts to the Lacamas Creek buffer include demolition of the existing pump station, a section of buried pipe and two manholes. Permanent and temporary impacts to the Lacamas Creek buffer north of NE 3<sup>rd</sup> Avenue include the construction of the Lacamas Creek pump station, associated road, and park improvements. A stream buffer enhancement and restoration plan is proposed for mitigation due to the permanent impacts to include installation of native trees and shrubs and removal of invasive species. All temporarily disturbed areas due to project work or equipment will be reseeded with native seed mix to restore to pre-disturbance conditions.

**FINDING: Permanent and temporary impacts to critical areas and associated buffers will be mitigated with flood resistant materials, Best Management Practices for erosion control during construction and native re-vegetation measures where feasible to ensure no net loss of ecological functions to the shoreline area. A final wetland mitigation plan will be required per Appendix C, Section 16.53.030(E)(3).**

## **SITE PLANNING AND DEVELOPMENT (SECTION 5.10)**

The regulations concerning Site Planning and Development at SMP Section 5.7.10, include a single policy regarding utilities, which states, “Utilities shall be located within roadway and driveway corridors and rights of way wherever feasible.”

**FINDING:** The development is consistent with this policy given that the sewer lines will be generally located within the existing roadway.

## **SPECIFIC SHORELINE USE REGULATIONS (CHAPTER 6)**

### SMP Section 6.3.10 Parking

The specific use regulations for parking begins at page 6-8 of the SMP. The applicant addresses the criteria of this section at page 18 of the narrative.

*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 Lacamas Creek Trailhead Park.

*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 Lacamas Creek Trailhead Park and trail including the existing gravel 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 majority of the proposed paved parking area will be located in the existing gravel parking lot footprint. A minor amount of impervious parking will be located outside of the existing lot area within shoreline and the Lacamas Creek buffer, which will be mitigated to ensure no net loss of ecological function and increase public access enjoyment.

*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:** Native vegetative landscaping 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.

### SMP Section 6.3.11 Recreational Development

The specific use regulation for recreation begins at page 6-19 of the SMP. The applicant addresses the criteria of this section at page 19 of the narrative.

1. *Water-oriented recreational uses and developments are preferred.*

**FINDING: The proposed Lacamas Creek Trailhead Park improvements include a parking lot for the existing trail, restroom facilities, and a picnic area, which are water-enjoyment uses, not water-oriented uses.**

2. *Trails shall be designed and constructed in substantial compliance with the standards if the Camas Park, Recreation and Open Space Comprehensive Plan, Design & Development Guidelines (2007, Appendix A), with the constructed width varying by trail type and critical area protection.*

**FINDING: A concrete walkway is proposed at the Lacamas Creek Trailhead Park entrance to the existing trailhead access. However, the proposal does not include the installation of trails and therefore this criterion does not apply.**

3. *Recreation areas or facilities on the shoreline shall provide physical or visual public access in accordance with Section 5.5.*

**FINDING: Physical and visual access to the shoreline is provided through the construction of the Lacamas Creek Trailhead Park improvements and the removal of an old sewer pump station and associated above ground sewer piping.**

4. *Parking areas that are accessory to recreational uses shall be located upland a minimum of 150 feet away from the immediate shoreline, with pedestrian trails or walkways providing access to the water.*

**FINDING: Although the existing parking lot area to be paved is currently located within 150 feet of the shoreline it is upland of Lacamas Creek. The proposed concrete walkway provides access to the trailhead which leads to the water.**

5. *All permanent, substantial, recreational structures and facilities shall be located outside officially mapped floodways. The Administrator may grant exceptions for non-intensive minor accessory uses (including but not limited to, picnic tables or playground equipment).*

**FINDING: This criterion is not applicable as the proposed recreational improvements are not proposed within mapped floodways.**

6. *Parks and trailheads shall be provided with restrooms with hand washing facilities in accordance with public health standards and without adversely altering the natural features attractive for recreational uses.*

**FINDING: The proposed park improvements include restrooms with hand washing facilities consistent with public health standards without adversely altering the natural features attractive for recreational uses.**

7. *Recreational facilities shall make adequate provisions, such as densely vegetated buffer strips, screening, fences, and signs, to protect the value and enjoyment of adjacent or nearby private properties and natural areas from trespass, overflow and other possible adverse impacts.*

**FINDING: A vegetative buffer with native shrubs and trees are 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 and thereby protecting the value and enjoyment of the surrounding area.**

8. *Provisions shall be made for the protection of water areas from drainage and surface runoff in all recreational developments requiring the use of fertilizers and pesticides in areas adjacent to shorelines, such as in play fields and golf courses.*

**FINDING: This criterion is not applicable as fertilizers and pesticides are not used for the proposed recreational improvements.**

SMP Section 6.3.15 Utilities

The specific use regulations for utilities begins at page 6-22 of the SMP. The applicant addresses the criteria of this section at page 20 of the narrative.

1. *Whenever feasible, all utility facilities shall be located outside shoreline jurisdiction. Where distribution and transmission lines (except electrical transmission lines) must be located in the shoreline jurisdiction they shall be located underground.*

**FINDING: The majority of the sewer pipes will be located outside of shoreline jurisdiction, including the pump station at Baz Park. The sewer pipes located within shoreline jurisdiction are located within existing right-of-way or easements. Although the Lacamas Creek Trailhead pump station is located within shoreline jurisdiction, it is placed in the park with the least amount of non-native vegetation removal and will not replace any park improvements. All new utilities will be placed underground.**

2. *Where overhead electrical transmission lines must parallel the shoreline, they shall be no closer than one hundred (100) feet from OHWM unless topography or safety factors would make it unfeasible, then a shoreline conditional use permit shall be required.*

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

3. *Utilities shall be designed, located and installed in such a way as to preserve the natural landscape, minimize impacts to scenic views, and minimize conflicts with present and planned land and shoreline uses.*

**FINDING: Utilities will be placed underground. The temporary soil disturbance due to construction will be replanted with native vegetation. Enhancement and restoration of the Lacamas Creek buffer will compensate for these vegetation impacts.**

4. *Transmission, distribution, and conveyance facilities shall be located in existing rights of way and corridors or shall cross shoreline jurisdictional areas by the shortest, most direct route feasible, unless such route would cause significant environmental damage.*

**FINDING: Consistent with this criterion as the majority of the sewer piping will be installed in existing rights-of-way and other existing disturbed areas. If located outside of existing disturbed areas for connection to structures, the piping will be located along the shortest feasible route.**

5. *Utility production and processing facilities, such as power plants and wastewater treatment facilities, or parts of those facilities that are nonwater-oriented shall not be allowed in the shoreline jurisdiction unless it can be demonstrated that no other feasible option is available, and will be subject to a shoreline conditional use permit.*

**FINDING: Stormwater Management including bioretention and infiltration is proposed for managing run-off at the Lacamas Creek Trailhead. These facilities have been designed in accordance with the Camas Stormwater Manual.**

6. *Stormwater control facilities, limited to detention, retention, treatment ponds, media filtration facilities, and lagoons or infiltration basins, within the shoreline jurisdiction shall only be permitted when the following provisions are met...(excerpt)*

**FINDING: This criterion is not applicable as no new stormwater control facilities are proposed.**

7. *New and modifications to existing outfalls shall be designed and constructed to avoid impacts to existing native aquatic vegetation attached to or rooted in substrate. Diffusers or discharge points must be located offshore at a distance beyond the nearshore area to avoid impacts to those habitats.*

**FINDING: This criterion is not applicable as no new outfalls or modifications to existing outfalls are proposed.**

8. *Water reclamation discharge facilities (e.g. injection wells) are prohibited in the shoreline jurisdiction, unless the discharge water meets State Department of Ecology Class A reclaimed water standards...(excerpt)*

**FINDING: This criterion is not applicable as no water reclamation facilities are proposed.**

9. *Where allowed under this program, construction of underwater utilities or those within the wetland perimeter shall be scheduled to avoid major fish migratory runs or use construction methods that do not cause disturbance to the habitat or migration.*

**FINDING: The proposal includes the removal of existing utilities located within the wetland and its associated buffer. This criterion is not applicable as the construction of underwater utilities or those within the wetland perimeter are not proposed.**

10. *All underwater pipelines transporting liquids intrinsically harmful to aquatic life or potentially detrimental to water quality shall provide automatic shut off valves.*

**FINDING: This criterion is not applicable as no underwater pipelines are proposed.**

11. *Upon completion of utility installation/maintenance projects on shorelines, banks shall, at a minimum, be restored to pre-project configuration, replanted and provided with maintenance care until the newly planted vegetation is fully established. Plantings at installation shall be at least 2" minimum caliper at breast height if trees, five-gallon size if shrubs, and ground cover shall be planted from flats at 12" spacing, unless other mitigation planting is recommended by a qualified biologist and approved by the Administrator.*

**FINDING: The removal of the existing pump station and above ground piping will be reseeded with native seed mix to restore the area to natural conditions.**

## SHORELINE VARIANCE

The proposed development includes setbacks for parking and a section of underground utilities, which are not consistent with the SMP. The location for a section of the undergrounding piping on NE 3<sup>rd</sup> Avenue, although closer than the required setback from the OHWM, is consistent with the SMP general policy as noted above, at SMP Section 5.17.10 *Site Planning*. Although the location of the existing parking lot that is proposed for repaving is also closer than the required setback from the OHWM, it is consistent with SMP Section 3.2 *Shorelines of Statewide Significance* as noted above.

*A request for a variance to a development may be authorized when the applicant can demonstrate all of the following:*

1. *That if the applicant complies with the provisions of the Program then they cannot make any reasonable use of the property. The fact that there is the possibility that the property might make a greater profit by using the property in a manner contrary to the intent of the Program is not a sufficient reason for a variance.*

**FINDING: The proposed location for installation of underground piping within NE 3<sup>rd</sup> Avenue and repaving the existing parking area are to minimize removal of native vegetation.**

2. *That the hardship is specifically related to unique conditions of the property (e.g. irregular lot shape, size or natural features) and not, for example, from deed restrictions or the applicant's own actions;*

**FINDING: The variance is necessary due to the existing location of NE 3<sup>rd</sup> Avenue right-of-way and parking area.**

3. *The variance requested is the minimum necessary to afford relief;*

**FINDING: The location is determined by the existing man holes and sewer lines within NE 3<sup>rd</sup> Avenue right-of-way and parking area.**

4. *That the variance will not constitute a grant of special privilege not enjoyed by other properties in the area;*

**FINDING: The underground utilities will provide the necessary services to the future developments in the area. The repaving of an existing public parking area for a public trailhead is not a special privilege.**

5. *That the design of the project will be in harmony with the other authorized uses in the area, and the intent of the Program; and*

**FINDING: The utilities will be located underground and project impacts will be mitigated to pre-project conditions. The repaved parking lot is an allowed accessory use to the Lacamas Creek Trailhead Park.**

6. *That the public welfare and interest will be preserved; if more harm will be done to the area by granting the variance than would be done to the applicant by denying it, the variance will be denied.*

**FINDING: Granting the variance will allow the native landscape to be preserved and not generate new impervious surface areas.**

7. *If proposed waterward of the OHWM, then the public right of navigation and use will not be adversely affected.*

**FINDING: No work is proposed in the water.**

## SHORELINE CONDITIONAL USES

As discussed throughout this report, the proposed activity includes a parking area in the "Urban Conservancy" shoreline environment and underground utilities in the "Urban Conservancy" and "Medium Intensity" shoreline environments, which are allowed as conditional uses 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 as the removal of the pump station and associated piping will make the shoreline more aesthetically pleasing, the new pump stations will be located further from the shoreline, and the park improvements will improve public access to the shoreline.

*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 pump station project is designed to avoid ecological impact and provide a net benefit through the removal of an old pump station and above ground piping and locate project improvements within existing developed areas. Further, the project will not interfere with other shoreline uses and will improve public access to the shoreline. The project is in conformance with the general intent of the SMP.

## SITE PLAN REVIEW (SPRV19-02)

## CMC CHAPTER 18.18

The city shall consider approval of the site plans with specific attention to the following per Camas Municipal Code (CMC) Chapter 18.18.060 (A-F):

*A. Compatibility with the city’s comprehensive plan;*

**FINDING:** The city’s comprehensive plan supports the expansion of services and utilities to better serve the citizens of the city, per Section 5.11.5, Policy SS-1, including upgrading existing parks to preserve and enhance the quality of life in Camas per Section 5.7.2. Further, the propose development is located, designed and implemented to preserve, maintain and restore the City’s critical areas to protect their function and values per Section 3.4.2, Goal NE-2, and protect Camas’ native landscape and tree cover per Section 3.4.4, Goal NE-3. Numerous goals and policies are supported by this development beyond what is listed here.

*B. Compliance with all applicable design and development standards contained in this title and other applicable regulations;*

**FINDING:** The proposed project is an allowed use within the Open Space zone designation such as parking areas/lots to serve a park use, other buildings and structures to support park use including bathrooms, and a pump station.

There is no minimum number of parking spaces for trailhead park developments or pump stations. The parking lot improvements is generally within the same area with a similar parking capacity.

Planting areas are focused immediately adjacent to both pump stations sites including the parking lot area at the Lacamas Creek Trailhead Park. A final landscape plan consistent with the landscaping standards in CMC Chapter 18.13 should be submitted to the City for review and approval prior to engineering plan approval. Plants utilized will need to be per the approved City’s Tree list and the Camas Design Standards Manual planting specifications and landscape notes. Irrigation and landscaping should be installed for prior to final acceptance.

A minimum of 20 tree units (TU) is required per acre. The project boundaries have approximately 53 trees with a TU value of 447. Based on the 6.64 net developable acreage, 133 TUs is required. 292 TUs will remain following tree removal, which exceeds the minimum TU

per net acre requirement. The proposed landscaping will also further increase the TU value. Any trees identified for removal or preservation should comply with the Tree Plan and Assessment (See Exhibit 20).

*C. Availability and accessibility of adequate public services such as roads, sanitary and storm sewer, and water to serve the site at the time development is to occur, unless otherwise provided for by the applicable regulations;*

**FINDING:** The access road to the Lacamas Creek Trailhead Park will be improved to create a safer public access than the existing road. The project enhances public sanitary sewer service within the city limits. The proposed pump stations are designed for maximum efficiency, with the ability to increase capacity in the future to accommodate growth. Stormwater will be collected and infiltrated through stormwater facilities within the project site, including rain gardens. Stormwater runoff will be managed in accordance with the Camas Design Standards Manual and the latest edition of the Washington State Department of Ecology's Stormwater Management Manual for Western Washington, which will enhance the water quality at Lacamas Creek.

As such, all public services including roads, sanitary and storm sewer, and water are available and accessible for the proposed development.

*D. Adequate provisions are made for other public and private services and utilities, parks and trails (e.g., provide copies of private covenant documents);*

**FINDING:** The pump station sites are located on designated park lands and the installation of the new underground utilities are within existing roadways. Public trails already exist at or near these sites. Lacamas Creek station is located within city right-of-way next to Lacamas Creek trailhead. Phase 2 amenities will enhance facilities for hikers, etc.

*E. Adequate provisions are made for maintenance of public utilities; and*

**FINDING:** The City maintains all public utilities located within the right-of-way; including the streets, storm sewer, sanitary sewer, and water system. Maintenance staff will access the pump stations directly from the access driveways off of NE 3<sup>rd</sup> Avenue for the Lacamas Creek Trailhead Park and off of NE 3<sup>rd</sup> Loop for Baz Park. Monitoring and maintenance for the mitigation site and other landscaping areas will be required.

*F. All relevant statutory codes, regulations, ordinances and compliance with the same. The review and decision of the city shall be in accordance with the provisions of CMC Chapter 18.55 Administration and Procedures.*

**FINDING:** As discussed throughout this staff report, and as conditioned, this proposal can or will meet all relevant codes, regulations, ordinances and other requirements as identified herein.

## DESIGN REVIEW (DR19-04)

## CMC CHAPTER 18.19

Design Review is required per Camas Municipal Code (CMC) 18.19.020 and therefore the proposed project is subject to the applicable Design Review Standard Principles & Guidelines including the Specific Principles & Guidelines for Gateways & Corridors in the Camas Design Review Manual (DRM). As required per CMC 18.32.040, the Parks and Recreation Commission conducted the design review at their meeting on May 22, 2019 for compliance with the DRM.

Standard Principles:

*Landscaping and screening, integration or natural features of the property, building design, and integration of historic elements-*

[Lacamas Creek Trailhead Park]:

Native landscaping is provided along the perimeter of the park improvements and pump station to provide a visual screen and buffer with the future uses and NE 3<sup>rd</sup> Avenue. The pump station equipment shelter consists of a masonry wall and a steel roof canopy with earth-toned colors. The restroom building and picnic area will be of colors and materials that will complement the pump station shelter. A gabion rock retaining wall abuts two sides of the pump station with heights up to 11-feet and visible from the parking area. Any landscape, parking lot or building lighting should be directed away from surrounding properties.

[Baz Park]:

Native landscaping is provided at the east and west perimeter of the pump station site to provide a visual screen and buffer with the surrounding uses. The pump station equipment shelter is constructed of a metal frame and an asphalt roof with earth-toned colors for compatibility with nearby residential neighborhoods. Although the improvements at Baz Park are only for utilities, the Parks and Recreation Commission requested the applicant remove blackberries adjacent to the project site and install two benches or a picnic table.

Both pump stations are enclosed with a 6-foot tall black vinyl fence with a rolling gate for vehicular maintenance access only.

Specific Principles- Gateways & Corridors:

*Architecture, landscaping & screening and streetscape-*

The Lacamas Creek Trailhead Park is located within a City Gateway & Corridor. Any proposed park signage should create a consistent look in terms of size, color and materials. The Parks and Recreation Commission requested the installation of bike racks at the trailhead or new restroom building.

**FINDING: The Parks and Recreation Commission and staff found the proposed Lacamas Creek Pump Station project generally in compliance with the Design Review Manual as conditioned.**

## SEPA COMMENTS (SEPA 19-08)

SEPA comments were received from the following agencies; Washington Department of Fish and Wildlife (Exhibit 39) concerning the new paving areas, Department of Ecology (Exhibit 38) regarding erosion control measures, Clark County Noxious Weed Board (Exhibit 41) concerning the spread of Garlic Mustard, and Southwest Clean Air Agency (SWCAA) (Exhibit 40) regarding demolition, construction dust and notification of air pollution sources. Nine SEPA comments were received from property owners and addressed by City staff, refer to Exhibits 42 - 48.

## APPEALS

This application includes several development permit types that can be consolidated for a single approval per CMC 18.55.020.B *Optional Consolidated Permit Processing*. However, the appeal periods for each of the permit types required for the approval of this development vary. For example, the 14-day appeal period for a shoreline decision of the SMRC begins on the date of the public meeting when the decision is issued. In contrast, the 14-day appeal period for a Type II Site Plan Review begins on the date the decision is issued, which is the date it is mailed to properties within 300-feet of the property.

For this consolidated decision, staff recommends the 14-day appeal period begin on the date the decision was issued and follow the procedures for a Type II permit. This would allow more time than is afforded for a local shoreline decision, which typically begins at the construction of the public meeting.

## CONCLUSIONS

1. Based upon the submitted plans and reports, staff 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.
2. As proposed, the project is consistent with the SMP Chapter 6 Specific Shoreline Use Regulations, at Section 6.3.15 for Utilities.
3. The development can comply with the critical area regulations of the SMP, Appendix C.
4. As conditioned, the applicant can comply with the provisions of CMC Title 17 Land Development and Title 18 Zoning.

## RECOMMENDATION

Staff recommends **APPROVAL** of the Lacamas Creek Sanitary Sewer Pump Station Improvement project (File #SHOR19-01) as conditioned below. Further, that a consolidated decision be issued consistent with the procedures for a Type II application, and that the appeal timeframe of the decision of the SMRC run concurrently from the date of issuance (mailing) of the consolidated decision.

Proposed Conditions of approval:

1. The applicant shall comply with the SEPA agency comments from Ecology, SWCAA and Clark County.
2. The applicant shall obtain a permit from DAHP under RCW 27.53. The archaeological conditions of the DAHP permit must be complied with prior to any site improvement activities.
3. Prior to Final Engineering Plan approval, a final mitigation plan consistent with the SMP Appendix C, Section 16.53.050(E)(3) shall be submitted to the City for review and approval with each phase of the project improvements.
4. Best Management Practices (i.e. erosion control measures) shall be implemented throughout project construction.
5. Prior to Final Engineering Plan approval, a final landscape plan consistent with the landscaping standards in CMC 18.13.050 shall be submitted to the City for review and approval to include the following but not limited to:
  - a. Plants utilized will need to be per the approved City Tree list and the Camas Design Standards Manual planting specifications and landscape notes.
  - b. Irrigation shall be noted on the final landscape plan.
6. Upon construction completion, areas of temporary disturbance shall be revegetated with native vegetation to pre-disturbance conditions.
7. Irrigation and landscaping shall be installed prior to final acceptance of each phase of the project improvements.

- 8.** Irrigation or other measures shall be in place to ensure successful establishment of vegetative cover for a period of three years.
- 9.** Any trees identified for removal or preservation shall comply with the Tree Plan and Assessment, Plan Sheets T101-T104.
- 10.** Any landscape, parking lot or building lighting shall be directed away from surrounding properties.
- 11.** The Applicant shall install two benches or a picnic table including removing blackberries adjacent to the project site at Baz Park
- 12.** The Applicant shall install bike racks at the trailhead near the new restroom building at Lacamas Creek Trailhead Park.
- 13.** Any proposed park signage shall be consistent in terms of size, colors and materials and shall be installed with improvements to the trailhead facility.