TO: City Council  
FROM: Ben Shumaker  
DATE: January 15th, 2015  
SUBJECT: Cascade Avenue Shoreline Substantial Development Permit (SHOR2014-01)

Introduction

On October 17th, 2014 the Stevenson Planning Department received an application from the Stevenson Public Works Department for a road, wastewater and public access improvement project on Cascade Avenue according to the attached preliminary improvement plans.

Planning Commission Review and Recommendation

The Planning Commission reviewed this project at a public meeting on January 12th, 2015 and asked to make key decision on three points:

1) Whether Cascade Avenue constituted a permitted use (“Access roads and railroad sidings”) or a conditional use (“Roads and railroads except to cross bodies of water”) in the Shorelines Urban Environment, (Conditional Use)
2) Whether the City Council, City Administrator, or Planning Director should review and approve the required reports, (City Administrator)
3) Whether additional or fewer conditions were necessary to adequately implement the Shorelines Master Program. (No additional or fewer conditions)

The Planning Commission answered these questions through its recommendation of the attached Shorelines Substantial Development and Conditional Use Permit.

Requested Action

The City Council is asked to review and approve the Planning Commission of SHOR2014-01 and revisit the key decision points as it determines necessary.

Possible Motion: “…move to adopt the Shorelines Substantial Development and Conditional Use Permit (SHOR2014-01) as recommended by the Planning Commission based on its satisfactory compliance with the Skamania County Shoreline Management Master Program in general and the conditional use provisions of SMC 18.08.230 in particular”.

Prepared by,

Ben Shumaker  
Planning Director

Attachments:

1- Planning Commission Recommendation  
2- Application Materials
Shoreline Substantial Development & Conditional Use Permit #2014-01

ADMINISTERING AGENCY: City of Stevenson
DATE RECEIVED: October 6th, 2014
ACTION: Substantial Development & Conditional Use Permit Approved with Conditions
ACTION DATE: January 15th, 2015

PURSUANT TO CHAPTER 90.58 RCW, A PERMIT IS HEREBY GRANTED TO:
Stevenson Public Works Department
PO Box 371
Stevenson, WA 98648

TO UNDERTAKE THE FOLLOWING SUBSTANTIAL DEVELOPMENT (Be specific):
PUBLIC ACCESS AREAS, ROUTES AND DEVICES: To 1) replace ~10 feet of existing decorative fencing with ~50 feet of decorative fencing, 2) add wayfinding signage, and 3) add pedestrian-scale lighting.

SEWAGE AND WASTE TREATMENT PLANT: To replace ~150 feet of existing 4 inch wastewater pressure main with a new 8 inch pipe for added capacity.

TO UNDERTAKE THE FOLLOWING CONDITIONAL USE (Be specific):
ROAD OR RAILROAD,...: To 1) overlay ~700 linear feet of existing roadway pavement, 2) add ~1,000 linear feet of sidewalk, 3) add/pave/formalize parking areas for ~70 vehicles, and 4) Add storm drains and storm filter systems to tie in with the existing storm water system.

UPON THE FOLLOWING PROPERTY (List legal description, if possible, or other description to adequately give size and location, including Section to nearest Quarter Section, Township, Range):
Cascade Avenue from ~400 feet west of Russell Avenue to ~1,300 feet east of Russell Avenue at the Port of Skamania County private boat launch on City right-of-way and on TL# 02-75-06-22-0100, owned by Port of Skamania County.

WITHIN THE COLUMBIA RIVER AND/OR ITS ASSOCIATED SHORELANDS.

THE PROJECT WILL BE WITHIN SHORELINES OF STATE-WIDE SIGNIFICANCE (RCW 90.58.030). THE PROJECT WILL BE LOCATED WITHIN AN URBAN DESIGNATION. THE FOLLOWING MASTER PROGRAM PROVISIONS ARE APPLICABLE TO THIS DEVELOPMENT (State the master program section or page number).

APPLICABLE TO SUBSTANTIAL DEVELOPMENTS:
Urban Environment Regulations: Uses (Page 31 & 32) and Restoration (Page 33) (Condition 1, below).
Use Regulations: Construction and Operations Regulations (Page 41) (Condition 1.c and 2, below).

APPLICABLE TO CONDITIONAL USES:

Shoreline Policy Statements for the Use Activities: 2) Archeological Areas and Historic Sites (Page 11) (Condition 3), 17) Road and Railroad Design and Construction (Page 27) (Conditions 2.b, 2.d, and 4), 20) Utilities (Pages 29-30) (Condition 1.a and 5), and 21) Wildlife (Page 30) (Condition 2.d)

Master Program Elements: 1) Economic Development Element (Page 3) (Condition 4), 3) Circulation Element (Page 5) (Conditions 2.d, 4 and 6), 5) Shoreline Use Element (Page 7) (Conditions 4 and 6), 6) Conservation Element (Page 8) (Condition 2.d and 5), and 7) Historical/Cultural Element (Page 9) (Condition 3)

Goals for Shorelines of State-wide Significance (Page 2) (Conditions 1, 2, 3, 4, 5, and 6)

ALL OTHER SHORELINE GOALS, POLICY STATEMENTS AND SHORELINE ENVIRONMENT INTENTS HAVE BEEN REVIEWED AND FOUND INAPPLICABLE TO THIS DEVELOPMENT AND CONDITIONAL USE:

DEVELOPMENT PURSUANT TO THIS PERMIT SHALL BE UNDERTAKEN PURSUANT TO THE FOLLOWING TERMS AND CONDITIONS:

1. Restoration Conditions:
   a. Applicant shall landscape all disturbed shoreline areas that will not be paved by this project. Prior to construction, a landscaping plan shall be submitted for approval by the City Administrator according to the following guidelines:
      i. Landscaping may consist of trees, shrubbery and grass.
      ii. All landscape development should be designed particularly to enhance the building scale and form and be compatible with other nearby landscaping.
      iii. New plantings shall be of such size and density that they are initially effective.
   b. After construction the plantings shall be so maintained that they will blend into the urban area in the shortest possible time.
   c. After construction the applicant shall maintain the Cascade Avenue shoreline area in a neat and orderly manner and not dispose of litter, junk or abandoned machinery within the shoreline area.

2. Construction and Operations Conditions:
   a. During construction no construction equipment shall enter the Columbia River.
   b. During and after construction, Erosion and sedimentation control measures shall be installed prior to any clearing, grading, or construction and maintained throughout to prevent soil, nutrients, chemicals, and other pollutants from being washed by stormwater into local water bodies.
   c. During construction all releases of oils, hydraulic fluids, fuels, other petroleum products, paints solvents, and other deleterious materials shall be contained and removed in a manner that will prevent their discharge to waters and soils of the state. The cleanup of spills should take precedence over other work on the site.
   d. Any stormwater that is concentrated or generated as a result of this project shall not be allowed to have quantity or quality impacts to the critical areas, including the Columbia River, associated wetlands and anadromous fish habitat. Stormwater treatment devices may include grass-lined swales, percolation into subsurface soils and detention/retention ponds. Prior to construction, the applicant shall supply the City Administrator with adequate documentation from a Washington State licensed professional engineer showing compliance with this condition.
3. Historic/Cultural Conditions
   a. In the event any archaeological or historic materials are encountered during project activity, work in the immediate area (initially allowing for a 100’ buffer, this number may vary by circumstance) must stop and the following actions taken:
      i. Notify City of discovery; and
      ii. Implement reasonable measures to protect the discovery site, including any appropriate stabilization or covering; and
      iii. Take reasonable steps to ensure the confidentiality of the discovery site; and
      iv. Take reasonable steps to restrict access to the site of discovery.

The City will notify the concerned Tribes and all appropriate county, state, and federal agencies, including the Department of Archaeology and Historic Preservation. The City will ask the agencies and Tribe(s) to discuss possible measures to remove or avoid cultural material and reach an agreement with the City regarding actions to be taken and disposition of material.

If human remains are uncovered, appropriate law enforcement agencies shall be notified first, and the above steps followed. If the remains are determined to be Native consultation with the affected Tribes will take place in order to mitigate the final disposition of said remains.

See Revised Code of Washington Chapter 27.53, “Archaeological Sites and Resources”, for applicable state laws and statutes. See also Washington State Executive Order 05-05, “Archaeological and Cultural Resources”. Additional state and federal law(s) may also apply.

Contacts:
   • Skamania County Sheriff: (509) 427-9490
   • Yakama Nation: (509) 865-5121
   • Cowlitz Indian Tribe: (360) 577-6962
   • Department of Archaeology & Historic Preservation: (360) 586-3065

b. Development which might destroy an archeological or historic site may be delayed until the appropriate agency or organization can be given the opportunity to purchase the site or obtain the desired data. Such delay will not be prolonged if little or no interest is shown, or if the group wanting protection is dilatory.

4. Road Design & Construction Conditions
   a. Prior to Construction, the roadway width, thickness, and speed shall be evaluated and designed to accommodate the industrial, commercial, recreational, and residential uses present and planned for the Shoreline area served by Cascade Avenue.
   b. Prior to construction, the project should be designed to avoid conflicts between the industrial, commercial, recreational, and residential users of Cascade Avenue to the greatest extent feasible.

5. Utility Conditions
   a. Prior to construction, all utilities with overhead facilities impacted by this project shall be contacted regarding the placement of such facilities underground or whether they may be designed to have minimal damage to the aesthetic qualities of the shoreline area. A report shall be submitted to the City Administrator detailing:
      i. The contact information for the utilities being relocated,
      ii. The utility’s capacity compared to anticipated future growth demands (20-30 years),
iii. Whether and why their facilities can or cannot feasibly be placed underground, and
iv. Whether and why alternative measures can or cannot feasibly be taken to minimize damage to the aesthetic qualities of the shoreline area.

b. **During construction**, all feasible measures to place utilities underground or otherwise minimize damage to the aesthetic qualities of the shoreline area shall be taken.

6. Circulation Element Conditions

a. Through satisfaction of Condition 4 the applicant shall demonstrate the proposed use is of such a nature as to require a location within the shoreline.

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**THIS PERMIT IS GRANTED PURSUANT TO THE SHORELINE MANAGEMENT ACT OF 1971 AND NOTHING IN THIS PERMIT SHALL EXCUSE THE APPLICANT FROM COMPLIANCE WITH ANY OTHER FEDERAL, STATE OR LOCAL STATUTES, ORDINANCES OR REGULATIONS APPLICABLE TO THIS PROJECT, BUT NOT INCONSISTENT WITH THE SHORELINE MANAGEMENT ACT (CHAPTER 90.58 RCW).**

**THIS PERMIT SHALL BE VALID FOR TWO YEARS FROM THE DATE OF APPROVAL BY THE COUNCIL UNLESS AN EXTENSION IS GRANTED PURSUANT TO SMC 18.08.220(B).**

**THIS PERMIT MAY BE RESCINDED PURSUANT TO RCW 90.58.140(8) AND SMC 18.08.210(C) IN THE EVENT THE PERMITTEE FAILS TO COMPLY WITH THE TERMS OR CONDITIONS HEREOF.**

**CONSTRUCTION PURSUANT TO THIS PERMIT WILL NOT BEGIN OR IS NOT AUTHORIZED UNTIL 45 DAYS FROM THE DATE OF FILING AS DEFINED IN RCW 90.58.140(6) AND WAC 173-14-090, OR UNTIL ALL REVIEW PROCEEDINGS INITIATED WITHIN 45 DAYS FROM THE DATE OF SUCH FILING HAVE TERMINATED, EXCEPT AS PROVIDED IN RCW 90.58.140(5)(A)(B)(C).**

______________________________
Frank Cox, Mayor
Date
SHORELINES PERMIT APPLICATION
Substantial Development, Timber Cutting, Conditional Uses, Variances

PO Box 371  Stevenson, Washington  98648
Phone: (509)427-5970  Fax: (509)427-8202

Request:  [ ] Substantial Development  [ ] Timber Cutting  [ ] Conditional Use  [ ] Variance

Applicant/Contact:  City of Stevenson/Eric Hansen
Mailing Address:  PO Box 371 Stevenson, WA 98648
Phone: 509-427-5970  Fax: 509-427-8202
E-Mail Address (Optional):  eric@ci.stevenson.wa.us

Property Owner:  City of Stevenson
Mailing Address:  PO Box 371 Stevenson, WA 98648
Phone: 509-7427-5970  Fax: 509-427-8202

If there are additional property owners, please attach additional pages and signatures as necessary

Subject Property Address (Or Nearest Intersection):  Cascade Avenue from Port Office to Boat Launch
Tax Parcel Number:  N/A
Name of Affected Waterbody:  Columbia River
Zoning:  M1 & C1
Current Use:  Street
Shoreline Designation:  Proposed Use:  Street

Brief Project Summary:  Overlay existing pavement with addition of sidewalks and paved parking surface. Addition of storm drains to tie in with existing storm water system, addition of storm filter system (design unknown at this time). Rebuild/upgrade waste water pressure main and wastewater lift station. Remodel of Port commercial dock entry way.

Water Supply Source:  N/A  Sewage Disposal Method:  N/A

As the property owners of the real property described in this proposal, our signatures indicate our approval of this proposal, with the understanding that the proposal is subject to review, approval, and/or denial under SMC 18.04.

I/we hereby provide written authorization for the City to reasonably access to the subject property to examine the proposal and carry out the administrative duties of the Stevenson Municipal Code.

I/we hereby certify my/our awareness that application fees are non-refundable, there is no guarantee that a permit will be issued

Incomplete applications will not be accepted. Please ensure that all submittals are included

Signature of Applicant:  [Signature]
Date:  12-9-14

Signature of Property Owner:  [Signature]
Date:  12-9-14

For Official Use Only:
Date Application Received  Date Application Complete
Shorelines Permit
Submittal Requirements

The following information is required for all Shoreline Permit Applications. Applications without the required information will not be accepted. Site plans are to be submitted on 8 1/2"x11" or 11"x17" paper, and drawn to a standard engineering scale (e.g. 1"=10', 1"=20', \(\frac{3}{8}"=1'\), etc.).

- Application Fee (Amount: __________ Date: __________ Receipt #: __________)
- Completed and Signed Shorelines Permit Application
- Any Associated Land Use and Building Permit Applications
- Two (2) Complete Site Plan Proposals—Drawn to scale, showing the proposal site and all adjoining areas within 100 feet, and including the following:
  - A Vicinity Map
  - A North Arrow
  - All property boundary lines and dimensions
  - The location and width of all public and private roads
  - The location and size of all existing structures, utility lines, easements, septic tanks and drainfields, wells, and other improvements
  - The location and extent of all proposed structures and/or uses
  - The location, species, and diameter of all significant trees
  - The location and description of all critical areas and buffers

The following information is required for Timber Cutting Permits. Timber cutting permits are related to selective commercial timber cutting where no more than thirty (30) percent of the merchantable timber is harvested, or clear cutting necessary for the preparation of land for another use.

- Timber Cutting Permits
  - A Report Prepared by a Professional Forester Documenting the Full Amount of Merchantable Timber Existing at the Time of Application, and the Amount of Timber Proposed for Cutting
  - A Description of Any Topography, Soil Conditions, or Silviculture Practices Necessary for Regeneration that May Make Selective Logging Ecologically Detrimental

The following information is required for Shoreline Conditional Use Permits. Conditional uses are those uses which either do not need a shoreline location or are considered unsuitable for siting within a particular shoreline environment. Such uses must:
- Cause no unreasonable adverse effects on the environment or other uses within the area;
- Not interfere with the public use of public shorelines;
- Have a design that is compatible with the shorelines environment in which it will be located; and
- Not be contrary to the goals, policy statements or general intent of the shoreline environments.

- Shoreline Conditional Use Permits
  - A Narrative Explaining How the Proposal Meets the Four Criteria Above
The following information is required for Shoreline Variances. Variances deal with specific requirements of the Shoreline Management Master Program and their objective is to grant relief when there are practical difficulties or unnecessary hardship in the way of carrying out the strict letter of the Shoreline Management Master Program. The property owner must show that if forced to comply with the provisions then no reasonable use of the property can be made. The fact that the property owner might make a greater profit by using the property in a manner contrary to the intent of the Shoreline Management Master Program is not a sufficient reason for variance. A variance will be granted only after the applicant can demonstrate the following:

- The hardship which serves as a basis for granting of variance is specifically related to the property of the applicant;
- The hardship results from the application of the requirements of the Act and the Shoreline Management Master Program and not from for example, deed restrictions or the applicant’s own actions;
- The variance granted will be in harmony with the general purpose and intent of the Shoreline Management Master Program.
- Public welfare and interest will be preserved. If more harm will be done to the area by granting the variance that would be done to the applicant by denying it, the variance will be denied.

Shoreline Variances

☐ A Narrative Explaining How the Proposal Meets the Four Criteria Above
☐ A Financial Analysis Showing that No Reasonable Use of the Property Can be Made
ARCHAEOLOGICAL SURVEY OF THE
CASCADE AVENUE IMPROVEMENTS PROJECT,
STEVENSON, SKAMANIA COUNTY, WASHINGTON

Prepared for
BergerABAM
Portland, Oregon

December 10, 2014

REPORT NO. 3381

Archaeological Investigations Northwest, Inc.
3510 NE 122nd Ave. ● Portland, OR ● 97230
Phone 503 761-6605 ● Fax 503 761-6620
The majority of the items encountered in the shovel tests were modern and nondiagnostic. The few diagnostic items were manufactured between post-1934 to late 1960s, and have likely been redeposited during later development of the area. A few of the items such as the Seven Up bottle fragment could be the result of roadside trash. Some architectural debris was noted, including window glass and wire nails, but was not diagnostic to the earlier buildings that burned. None of the diagnostic items could be associated with a particular building or with the buildings that burned during the 1914 fire. The few items found in native soil from 100 to 140 cm (40 to 56 in) below the surface were nondiagnostic, and were well below the project’s impacts in that portion of the project in shovel test ST-2. The project impacts are expected to be up to 1.8 m (6 ft) deep on the east end of the project area where the force main pipe will be reconstructed. A water quality infiltration pond is proposed for the center of the project area, on the north side of Cascade Avenue across from shovel test ST-5. Project impacts will be up to 90 cm (36 in) in this location; all other areas will be impacted to a depth of up to 122 cm (48 in) below the road surface.

SUMMARY AND RECOMMENDATIONS

AINW has completed an archaeological survey of the Cascade Avenue Improvements project for the City of Stevenson to meet review under EO 05-05. A nondiagnostic white earthenware ceramic fragment and milk glass canning jar lid (manufactured from 1869 to post-1950s), as well as a scatter of nondiagnostic glass were identified on the surface on the west side of the Tichenor Building in the grassy area between the parking lot and Cascade Avenue. Modern, nondiagnostic, and historic-period items were found in five of the six shovel tests excavated. The diagnostic items dated from post-1934 to late 1960s. These items were mixed with modern and nondiagnostic items in fill and redeposited native soil that lacked stratigraphic context. Because of their lack of stratigraphic context, the items were not recorded as an archaeological site. Nearly all soils encountered were either imported fill or were highly disturbed. No archaeological resources were identified within the project area, and no historic-period structures or buildings are located within the project area. AINW recommends no additional archaeological work is necessary.

During construction, if features or unanticipated archaeological resources are encountered, all ground-disturbing activity near the find(s) should be halted and the DAHP promptly notified. In the event that human remains or evidence of burials are encountered, all ground-disturbing activity in the vicinity of the find(s) should be halted immediately. Upon such discovery, the following should be notified: DAHP, Washington State Police, and the appropriate Indian Tribes.

REFERENCES

Berreman, Joel

Boyd, Robert Thomas