

CITY OF STEVENSON
SMC 18.08 – Shoreline Management

Regarding a request by the FDM Development to construct)
Phase 1 of a mixed-use hospitality development offering condo-)
and studio-sized units and commercial venue space. Phase 1)
involves up to 16 condo-style units, operated by a single)
ownership group, similar to a hotel, associated parking, utilities,)
and other sitework. Project is located in the Urban Shoreline)
Environment Designation adjacent to Rock Cove in Section 1 of)
Township 2, Range 7, E.W.M, City of Stevenson, Skamania County,)
Washington, 98648.)

SHORELINE
SUBSTANTIAL
DEVELOPMENT PERMIT
DENIAL
June 18th, 2020

PROPOSAL: The applicant proposes to construct a mixed-use hospitality development adjacent to Rock Creek Cove on the former Hegewald Lumber Mill Site in Stevenson, WA. The project seeks to complement the existing tourism industry in Stevenson by offering condo- and studio-sized units available for nightly and weekly rental, totaling 48 available bedrooms. A 15,000 square-foot commercial venue space will anchor the development and provide wide views of Rock Creek Cove and the Columbia River Gorge. The conceptual space planning of the commercial building consists of 5,000 open venue space, supported by 10,000 square feet of service, food preparation, and guest lounging area. The development seeks to attract both local and regional visitors, with venue space available for weddings, company parties, family reunions, and corporate retreats. The Applicant proposes a three-phased development, beginning with the condo-style units, operated by a single ownership group, similar to a hotel. Phase 2 will add the commercial venue space and restore waterside portions of the property for enhanced, publicly-accessible observation and enjoyment. Phase 3 completes the development with the studio-sized units, operated under the same ownership group as the remainder of the property. The request for a Shoreline Substantial Development Permit relates to Phase 1 only.

LOCATION: The site address has not yet been assigned for this location adjacent to SW Rock Creek Drive containing shorelands associated with Rock Cove (Stevenson Lake) a designated shoreline of the city. The site includes 3 legal lots assigned Tax Lot Numbers 02-07-01-0-1302, -1303, and -1304 by the County Assessor.

ELEMENTS: Shoreline Use

USES: Commercial/Industrial Development (Hotels, Motels, Condominiums).

KEY ISSUES: Shoreline Use

APPLICANT: FDM Development
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Vancouver, WA 98662

Owner: Erwin L & K, LLC & OPH DBD, LLC &
Rawlings Family Investments, LLC
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CITY STAFF: Ben Shumaker Leana Kinley Scott Anderson
Shoreline Administrator City Administrator Mayor

BACKGROUND: The proposal occurs on 3 tax lots associated with 3 legal lots within the City of Stevenson. Prior to about 1975, the site had been developed as a veneer mill. The site has been vacant since the millwork was halted and the buildings removed. Prior to about 2019 the site had been owned by Skamania County. While under county ownership, the site served as an overflow parking area, an informal compost site, and an informal public non-motorized boat launch to the waters of Rock Cove. This proposal is the first reviewed by the City since the county transferred ownership. The proposal is subject to this review pursuant to the Shoreline Management Act of 1971 and other City development regulations (e.g., Critical Areas, Zoning, SEPA, etc.).

STANDARDS, FINDINGS AND CONCLUSIONS

SMC 18 – ENVIRONMENTAL PROTECTION

Title 18 of the Stevenson Municipal Code is separated into three chapters. Chapter 18.04 considers the City's procedures under the State Environmental Policy Act (SEPA). This Chapter is referenced based on previous, administrative reviews. Chapter 18.08 addresses Shoreline Management and, together with the adopted Shoreline Management Master Program, is the focus of this review. Chapter 18.13 focuses on Critical Areas and Natural Resources Lands and involves administrative review related to this project's location along a riparian habitat area. This chapter is referenced several times, but no findings or conclusions are incorporated herein.

SMC CH. 18.04 ENVIRONMENTAL POLICY

This chapter considers whether projects are likely to have a probable significant adverse impact on the environment, requiring agencies to evaluate actions before they are taken. The chapter is separated into 11 articles covering various permitting and project review actions.

CRITERION §18.04 ARTICLE III CATEGORICAL EXEMPTIONS AND THRESHOLD DETERMINATIONS This article adopts

Washington Administrative Code (WAC) sections related to the applicability and review process for projects under SEPA.

[Detailed findings and conclusions related to this chapter are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

SMC CH. 18.08 SHORELINE MANAGEMENT

This chapter details the procedures for review according to the Shoreline Management Act. The chapter is separated into 25 sections detailing program administration and project review.

[Detailed findings and conclusions related to this chapter are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

SKAMANIA COUNTY SHORELINE MANAGEMENT MASTER PROGRAM

The Skamania County Shoreline Management Master Program (SMP) contains the policies applicable to proposals undertaken in shoreline areas. Key provisions related to this proposal include the Overall Goals of Shoreline Master Program, Master Program Elements, Use Activities, Environment Regulations, and Use Regulations. Findings and conclusions are detailed below based on the portions of the program that apply to this proposal.

CRITERION SMP OVERALL GOALS OF SHORELINE MASTER PROGRAM This section of the SMP contains 11 goals intended to reflect the aspirations of the citizens of Skamania County.

[Detailed findings and conclusions related to this SMP section are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: ECONOMIC DEVELOPMENT This is one of 7 Program Elements and states: "For the location and design of industries, transportation facilities, port facilities, tourist facilities, commercial and other developments that are particularly dependent on shoreland locations".

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: PUBLIC ACCESS This is one of 7 Program Elements and states: "Assure safe, convenient and diversified access for the public to public shorelines of Skamania County."

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: CIRCULATION This is one of 7 Program Elements and states: "Develop safe, convenient and diversified circulation systems to assure efficient movement of people during their daily and other activities with minimum disruptions to the shoreline environment and minimum conflict between the different users."

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: RECREATION This is one of 7 Program Elements and states: "Assure diverse, convenient, and adequate recreational opportunities along the shorelines of Skamania County for the local residents and a reasonable number of transient users."

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: SHORELINE USE This is one of 7 Program Elements and states: "Assure appropriate development in suitable locations without diminishing the quality of environment along the shorelines of Skamania County."

- FINDING(S):
- a. The proposal involves land use and no water use. The land use relates to and does not conflict with the existing uses of the water at the specific site.
 - b. A publicly-funded analysis (EPA Vision to Action Program) of appropriate development for the site identified a public desire to see residential uses incorporated into the site program.
 - c. A City-funded Housing Needs Analysis identifies a county-wide need for 1,949 total additional housing units over the next 20-years. The report also identifies the need for ~45% of those units to be affordable to middle-income households.
 - d. The proposed development site is more particularly suited to accommodate the mix of residential development identified than the use proposed (Commercial-Hotel, motel, condominiums).
 - e. The improper proposed uses should be discouraged and the land should be reserved for more the more appropriate use discussed herein.
 - f. The findings above are made in consideration of findings located elsewhere in this document.

CONCLUSIONS OF LAW: This project does not comply with the SMP's Shoreline Use Element.

CRITERION SMP MASTER PROGRAM ELEMENTS: CONSERVATION This is one of 7 Program Elements and states: "Assure preservation of unique, fragile and scenic elements, and of non-renewable natural resources; assure continued utilization of the renewable resources."

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP MASTER PROGRAM ELEMENTS: HISTORICAL/CULTURAL This is one of 7 Program Elements and states: "Protect, preserve and restore sites and areas having historical, cultural, educational and scientific values."

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP SHORELINE POLICY STATEMENTS FOR THE USE ACTIVITIES This section of the SMP details specific policies for 21 types of use activities that serve as "the criteria upon which judgements [sic] will be based in granting shoreline permits".

- FINDING(S):
- a. Of the 21 specific uses identified in this section of the SMP, only 1 requires detailed findings herein: Commercial/Industrial Development.
 - b. Commercial/Industrial Development.
 - 1. The proposed use (hotels, motels, condominiums) is considered water-enjoyment uses and benefits from its proximity to the shoreline; however, the proposal site is on land owned by the Port District where the City seeks to encourage such uses.
 - 2. This project should recognize and prioritize the City's encouragement of such uses on Port District property in developing its Shoreline Use program.
 - c. The findings above are made in consideration of findings located elsewhere in this document.

CONCLUSIONS OF LAW: This project does not comply with the SMP's Shoreline Policy Statements for Use Activities.

CRITERION SMP ENVIRONMENT REGULATIONS This section of the SMP details regulations applicable within specific Shoreline Environment Designations. The proposal is located in the Urban Environment, and the other 3 designation types are not detailed.

[Detailed findings and conclusions related to the SMP Environment Regulations are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

CRITERION SMP SHORELINE USE REGULATIONS This section of the SMP details specific regulations for 6 categories of use and is "intended to govern the manner in which the particular use of [sic] type of development is placed in each environment so that these [sic] are no effects detrimental to achieving the objectives of the particular environment".

[Detailed findings and conclusions related to the Shoreline Use Regulations are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

SMC CH. 18.13 CRITICAL AREAS AND NATURAL RESOURCE LANDS

This chapter considers whether projects are located within or likely to impact Critical Areas (Critical Aquifer Recharge Areas, Fish & Wildlife Habitat Areas, Frequently Flooded Areas, Geologically Hazardous Areas, Wetlands), requiring mitigation if impacts are identified.

[Detailed findings and conclusions related to this SMP element are not included in this review based on review conducted under the SMP's Shoreline Use Element and Commercial/Industrial Development Policies.]

SHORELINE SUBSTANTIAL DEVELOPMENT PERMIT DENIAL

The preceding discussion describes the City Council's review of the relevant information available and evidence presented regarding FDM Development's proposal for the Rock Cove Hospitality Center (City file SHOR2020-01). The findings and conclusions of this document justify denial of a Shoreline Substantial Development Permit under the Skamania County Shoreline Management Master Program. The Shoreline Substantial Development Permit for this proposal is denied based on the findings and conclusions contained herein.

Any person aggrieved this decision of the Council may seek review from the Shorelines Hearings Board, pursuant to RCW 90.58.180.

DATED this ____ day of June, 2020

For the Council,
Scott Anderson, Mayor
City of Stevenson