



DOUGLAS COUNTY TRANSPORTATION & LAND SERVICES

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STAFF REPORT SARGENT JOINT USE DOCK, BOATLIFT, PIER/ABUTMENT AND ACCESS TRAIL

TO: Douglas County Hearing Examiner
FROM: Douglas County Land Services Staff
RE: SP-2021-04
DATE: December 16, 2021

I. GENERAL INFORMATION

Requested Action: An application for a shoreline substantial development permit to construct a permanent joint-use dock, boatlift, and access trail.

Location: The applicant's proposed joint-use dock, boatlift, and access trail are located within an existing major subdivision; River's Edge Plat P#07-04 which encompasses Lots 1-6. The properties are located at 6, 15, & 19 Ruby Lane and 6 Tieton Plsvr, Orondo, WA 98843 within the Rural Recreation 5 (RR-5) zoning district under Douglas County Code. The properties are within the shoreline designation of Rural Conservancy. The project is further described as being located within Sections 28, 29, Township 25N, Range 21E, W.M. The Assessor's Parcel Numbers are: 82900000300, 82900000400, & 82900000500; only the overwater portion of the joint-use dock and boatlift will be located on Parcel Number 82900000600 (Lot 6).

II. SITE INFORMATION

Site Characteristics: The subject properties were historically used as an orchard, because of this use, the majority of the properties have been disturbed and consists of ornamental grass that is mowed/maintained. The existing, natural vegetation and current habitat conditions on the properties are divided into two distinct areas based on slopes and historic use of the properties.

The first area is the portion of shoreline located below the top of the bank. The vegetation on the steeply sloped portion of the properties are a mix of native vegetation, invasive/non-native species, upland grasses, and weedy species. The portion of the property below the top of the bank is providing a moderate level of habitat functions and values as a result of the steep slope of the shoreline and lack of vegetation.

The proposed joint-use dock, boatlift, and access trail would be located within an area which lacks native vegetation; specifically the dock will be installed within a portion of the slope that consists of rock previously installed for bank stabilization.

The second areas are located above the top of the bank which is approximately 50-65 feet landward of the OHWM. The shoreline above the top of the bank consists of mowed/maintained upland grasses and invasive/non-native species. The upland portion of the properties has been historically used as an orchard and is significantly disturbed. Due to this disturbance, the area of the shoreline (riparian) above the top of the bank is providing very minimal habitat.

Uses Adjacent to the subject properties:

North: Columbia River

South: Agricultural processing

East: Open space disturbed; orchards

West: Single family residence

Project Proposal: The applicant proposes to install a permanent joint-use dock, install a ground-based boatlift, develop an access trail with stairs within the riparian area, and install native plantings (mitigation) on the Columbia River in Douglas County.

The proposed project will result in the minor excavation and grading at the top of the bank to remove orchard waste for the installation of native riparian vegetation to mitigate impacts to the aquatic environment of the Columbia River and riparian buffer. The joint-use dock will consist of three sections:

- 4 ft. x 18 ft. fixed –pile pier;
- 4 ft. x 24 ft. aluminum ramp; and
- 8 ft. x 40 ft. float (or two (2) 8 ft. x 20 ft. floats) with a 6 ft. x 3 ft. float under the gangway to allow for gangway travel.

The dock and boatlift will extend approximately 45 ft. waterward of the OHWM, with the landward edge of the float located approximately 33 ft. waterward of the OHWM at a water depth of approximately 13 ft. The float will be oriented perpendicular to shore.

The joint-use dock will serve lots 3 & 4 of the River's Edge Plat (P#07-04). The access trail and dock abutment will be located on Lot 4. The overwater portion of the joint-use dock and boatlift will be located on Lot 6; there is an easement on Lot 6 for recreational use; only lots 3 & 4 will be provided access to the joint-use dock. The joint-use dock, boatlift and access trail mitigation plantings will occur within an easement on Lots 4 & 5.

Please NOTE: The applicant has submitted a request for a plat amendment within River's Edge Plat# 2021-01 (P 2021-01) to: (1) extinguish the existing joint-use dock and access easement on Lots 3 & 4, (2) establish a new joint-use dock easement for Lots 3 and 4, (3) extend an access easement onto Lots 4 and 5, and (6) extend an overwater portion of the proposed easement modification for a future joint-use dock on Lot 6 as allowed per an existing easement. If the plat amendment is approved, the Habitat Management Mitigation Plan (HMMP) submitted with this SDP application materials will satisfy the riparian mitigation requirements associated with the plat amendment request. If the plat amendment is not approved, this SDP request will be denied; this stipulation is within the recommended conditions of approval in this staff report.

The proposed joint-use dock location would not result in any removal of native vegetation and would require little if any excavation or grading. The majority of the access trail will be within a portion of the slope where structures are not needed to maintain a safe trail. The boatlift will be installed on the up and down river edge of the float and will be installed approximately 31 ft. waterward of the OHWM at a water depth of approximately 11 ft. below the OHWM.

The length of the proposed joint-use dock and the location of the boatlift are based on the current USACE, NMFS, and USFWS requirements for water depths of new structures on the Columbia River. Mitigation for the dock and boatlift will entail the installation of native riparian vegetation within the riparian buffer. The proposed design of the dock will comply with all of the current requirements for residential overwater structures to minimize impacts. Access to the joint-use dock will require a series of elevated stairs and landings (concrete abutments or deck abutments) to provide safe access to the dock. Mitigation for the disturbance to the riparian buffer requires installation of native vegetation.

The applicant is requesting the joint-use dock and boatlift provide moorage for three recreational boats or up to six personal watercraft; however only 2 recreational boats and 4 personal watercrafts are allowed. Typical boats are less than 24 ft. and there is space for two boats on either side of the dock. Personal watercraft are up to 8 ft. long, which will allow for the moorage of up to four watercraft on either side. The moorage of watercraft is expected to be temporary and removed after use. Boats will be moored at the dock over longer periods; the proposed joint-dock will be used primarily between the middle of June through the middle of September. Use will be limited during the other portions of the year based on air and water temperatures. Minimal use will occur during the period between middle of September and middle of June. The use during the summer months will primarily be fishing, water skiing and pleasure boating. The use during the fall and spring will primarily be for fishing. The use of the dock will be used for swimming during the summer months. The majority of the use of the dock will occur during the current work window for ESA listed species (July 16-August 31). Boating will occur primarily in waters deeper than 25 ft. as there are shallow areas within the river that are hazards to navigation.

The 4 ft. x 18 ft. pier will be constructed of either dimensional lumber or aluminum. The entire surface of the pier will be grated with ambient light grid with greater than 60% open area. The fixed pier will be constructed on-site, if constructed of dimensional lumber, or constructed offsite (aluminum). The landward end of the pier will be anchored to a concrete abutment located on the bank approximately 6 ft. landward of the OHWM. The concrete abutment for the project will be 4 ft. x 4 ft. x 4 ft. and will be cast-in-place. An area sufficient for the concrete abutment will be excavated to allow the forms to be placed. The bottom of the pier would be installed at least 4 ft. above the OHWM. A total to two (2) 8-inch diameter steel pipe piles (8.625-inch outer diameter; may use stainless steel, epoxy coated white piles or encased piles in white PVC) will be installed to support the pier. Handrails may be installed on the fixed pier for safety.

The 4ft. x 24 ft. gangway would be aluminum with 100% ambient light grid, greater than 60% open area. The gangway will be attached to the waterward end of the fixed pier and to the float using galvanized transition plates. The gangway will be constructed off-site; the floats will be constructed off-site and transported to the launch ramp nearest to the site. The decking will be 100% fully ambient light with greater than 60% open area, and floatation will be achieved using black or white ACE tubs or bright aluminum tubs. The framing plan for the float will provide 50% functional grating and the floats will be anchored to steel pipe piles.

The proposed boatlift will be installed as soon as the permits are received and within the current work window for the Columbia River (July 16 – February 28). The boatlift will be installed approximately 31 ft. waterward of the OHWM, and in water depth of approximately 11 ft. below the OHWM. The ground-based boatlift will have a maximum footprint of approximately 10 ft. x 12.5 ft., although the boatlift consist of open steel framing. The bars that lift the boat are 2-3 inches x 5 inches. The legs are approximately 3 inch x 3 inch. The main support bars are approximately 3 inch x 7 inch. The new boatlift will result in an increase in 125 sq. ft. of in-water coverage.

The Corps require that impacts of the joint-use dock located in high quality riparian zone must be mitigated at a 2.5:1 ratio (using out-of-kind mitigation – riparian planting and the Corps requires that impacts of a ground based boatlift located in a high-quality riparian zone must be mitigated at a 2.44:1. Construction access will be provided by an existing gravel access trail; no additional impacts will occur above the OHWM.

To compensate for the increase in overwater, in-water, and riparian habitat impacts, the following mitigation (sq. ft.) is proposed (Table 1):

Table 1. Mitigation ratios proposed to mitigate project impacts.

Activity	Impact (sq. ft.)	Required Ratio	Total Mitigation Required (sq. ft.)
Joint-Use Dock	450	2.50:1	1,125
Boat Lift	125	2.44:1	305
Pier/Abutment/Trail	530	1:1	530
TOTAL	1,105	TOTAL	1,960

The project (per required mitigation ratios) includes installing a minimum of 1,960 sq. ft. of riparian vegetation to mitigate habitat impacts. The mitigation planting area will be located as close to the OHWM as possible (Lot 5) to provide the highest level of riparian habitat functions and values.

Zoning and Development Standards: The subject properties are located within the Rural Resource 5 (RR-5) zoning district under Douglas County Code. The purpose of the RR-5 district is to provide an area for a variety of rural lifestyles, hobby farms, densities, and open space, while protecting the rural and resource characteristics in the vicinity. This district provides an opportunity for compatible rural land uses, and is sensitive to the site’s physical characteristics.

III. COMPREHENSIVE PLAN:

The Douglas County Countywide Comprehensive Plan designates this property as Rural Resource 5 (RR-5). The following goals and policies set forth in the comprehensive plan are relevant to this development:

RURAL DEVELOPMENT:

POLICY RD-3: Development and recreational opportunities in rural shoreline and other rural areas shall minimize potential adverse impacts to water quality, slope stability, vegetation, wildlife and aquatic life.

CRITICAL AREAS – FISH AND WILDLIFE HABITAT CONSERVATION AREAS

GOAL 1: Protect fish and wildlife habitat areas as an important natural resource for Douglas County, particularly in regard to their economic, aesthetic and quality of life values.

POLICY CA-14: Impacts of new development on the quality of land, wildlife and vegetative resources will be considered as part of the environmental review process and require any appropriate mitigating measures. Such mitigation may involve the retention and/or enhancement of habitats.

POLICY CA-15: The maximum amount of vegetation should be maintained in its natural state and be disturbed only as minimally necessary for the development. Disturbed areas should be re-vegetated with native vegetation as soon as possible. Re-vegetation will be maintained in good growing conditions, as well as being kept free of noxious weeds.

POLICY CA 16: If a development proposal is located in or near a habitat conservation area shown on the reference maps, a consultation and subsequent mitigation measures, if needed, should be encouraged from the WDFW or other appropriate agency.

POLICY CA-19: Proper riparian management that maintains existing riparian habitat and is consistent with best agricultural management practices should be encouraged.

POLICY CA-20: Ensure that land uses adjacent to naturally occurring wetlands and other fish and wildlife habitat areas will not negatively impact the habitat areas. If a change in land use occurs, adequate buffers will be provided to the habitat areas.

POLICY CA-21: Activities allowed in fish and wildlife habitat conservation areas and open space will be consistent with the species located there, including all applicable state and federal regulations and/or best management practices for the activity regarding that species.

IV. SHORELINE MASTER PROGRAM

The Douglas County Regional Shoreline Master Program classifies this reach of the Columbia River shoreline as rural conservancy. The purpose of the rural conservancy environment is to protect ecological functions, conserve existing natural resources and valuable historic and cultural areas in order to provide for sustained resource use, achieve natural flood plain processes, and provide recreational opportunities.

A listing of the applicable policies and regulations are found in the analysis section of this staff report.

WASHINGTON ADMINISTRATIVE CODE (WAC)

WAC 173-27 provides updated rules for administering the Shoreline Management Act (RCW 90.58) and the local master program. WAC 173-27-150 establishes minimum review criteria for substantial development permits. The criteria states that a substantial development permit shall be granted only when the proposed development is consistent with:

- The policies and procedures of the Act;
- The provisions of these regulations; and
- The applicable master program adopted or approved for the area.

V. ENVIRONMENTAL REVIEW

Douglas County issued a Determination of Non-significance on November 24, 2021 in accordance with WAC 197-11-355 (Optional DNS).

VI. AGENCY AND PUBLIC COMMENTS:

Applicable agencies have been given the opportunity to review this proposal. The following agencies have been sent copies of the proposal and have commented as indicated below:

Agency Notified	Response Received	Agency Notified	Response Received
WA Department of Ecology	N/R	WA Dept. of Fish & Wildlife	10/06/2021
WA Department of Ecology - Shorelines	N/R	Army Corps of Engineers	N/R
Chelan County PUD	08/19/21	Yakama Nation	N/R
Dept. of Natural Resources – Rivers Dist.	N/R	WA Department of Archaeology and Historic Preservation	09/22/2021
Colville Tribe	09/09/2021		

* N/R = No Reply

Agency comments have been included as Attachment A.

No public comments were received at the writing of this staff report.

VII. PROJECT ANALYSIS

Upon review of the application materials, site plans, agency comments, the Douglas County Countywide Comprehensive Plan, the Douglas County Regional Shoreline Master Program and other applicable codes and requirements, planning staff offers the following analysis and recommendations for the subject application:

Comprehensive Plan consistency:

Residential development and recreational opportunities in shoreline areas of the RR-5 land use designation can be considered when potential adverse impacts to water quality, slope stability, vegetation, wildlife and aquatic life have been sufficiently addressed. Critical area policies place preference on the protection of and preservation of wetlands over the alteration and mitigation of impacts to wetlands.

Analysis:

The proposal is consistent with the goals and policies of the Douglas County Countywide Comprehensive Plan.

As conditioned, the proposal is consistent with the Comprehensive Plan for Douglas County.

Consistency with the Douglas County Shoreline Master Program

Analysis: Joint-use docks and watercraft lifts (boatlifts), are permitted uses in the rural conservancy shoreline designation. Water dependent uses (access trail) is permitted in the rural conservancy shoreline designation (Pursuant to SMP 3.10 Table 1. Use matrix)

As conditioned, the proposal is consistent with the Douglas County Shoreline Master Program.

3.4 RURAL CONSERVANCY ENVIRONMENT

POLICY 2: Uses in the rural conservancy environment should be limited to those that sustain the shoreline physical and biological resources and uses of a temporary nature that do not substantially degrade ecological functions or the rural or natural character of the shoreline area.

POLICY 4: Water-dependent and water-enjoyment recreation facilities that do not deplete the resource over time, such as boating facilities, angling, hunting, wildlife viewing trails, and swimming beaches, are preferred uses, provide significant adverse impacts to the shoreline are mitigated.

Analysis: The project has been designed to minimize damage and to fully mitigate per the standards set forth by the United States Army Corp of Engineers (Corps) adopted mitigation ratios, Washington Department of Fish & Wildlife and County adopted mitigation ratios. Design criteria includes limiting over-water, joint-use dock coverage (60% open area) and 100% ambient light grid; this discourages predatory fish from hiding as a method to predate on salmonids and other fish. Refer to the Habitat Management and Mitigation Plan (HMMP) submitted by Grette Associates, LCC for specific details regarding the joint-use dock, pier, and float designs, including methodologies and best management practices to avoid and/or minimize impacts to the shoreline.

3.9 AQUATIC ENVIRONMENT

POLICY 1: Allow new over-water structures only for water-dependent uses, public access, or ecological restoration.

POLICY 6: Shoreline uses and modifications should be designed and managed to prevent degradation of water quality and alteration of natural hydrographic conditions.

Analysis: The project has been designed to minimize damage and to fully mitigate per the standards set forth by the United States Army Corp of Engineers (Corps) adopted mitigation ratios, Washington Department of Fish & Wildlife and County adopted mitigation ratios. The project will be mitigated by the installation of native, riparian habitat which includes 5 years of subsequent monitoring reports to ensure compliance with success ratios (80% by year 5). Additionally, trail excavation and stair installation will be minimal. Refer to the HMMP submitted by Grette Associates, LCC for specific details regarding mitigation ratios, planting areas, methodologies, and best management practices to protect the aquatic environment.

4.1 ECOLOGICAL PROTECTION AND CRITICAL AREAS

POLICY 1: Shoreline use and development should occur in a manner that assures no net loss of existing ecological functions and processes and protects critical areas. Uses should be designed and conducted to avoid, minimize, or to fully mitigate in so far as practical, any damage to the ecology and environment.

Analysis: The project cannot avoid damage to the aquatic environment, and the applicant states the project will not affect water quality, water supply, recreation or aesthetics of the Columbia River. The project has been designed to minimize damage and to fully mitigate per the standards set forth by the United States Army Corp of Engineers (Corps) adopted mitigation ratios, Washington Department of Fish & Wildlife and County adopted mitigation ratios. Refer to the HMMP submitted by Grette Associates, LCC for specific details regarding mitigation ratios, planting area, methodologies, and best management practices to protect critical areas.

REGULATION 1: Mitigation sequencing – applicants shall demonstrate all reasonable efforts have been taken to mitigate potential adverse impacts in the following prioritized order:

- a. Avoiding the impact altogether by not taking a certain action or parts of an action;

Analysis: The project is located in the aquatic environment and therefore cannot avoid impacts. The impacts will be mitigated per the Corps adopted mitigation ratios which exceed the County adopted mitigation ratios. A total of 1,960 sq. ft. of riparian vegetation will be installed as habitat mitigation per ratio requirements (see Table 1 for details).

- b. Minimizing impacts by limiting the degree or magnitude of the action and its implementation, by using appropriate technology, or by taking affirmative steps, such as project redesign, relocation, or timing, to avoid or reduce impacts;

Analysis: Potential impacts to fish and aquatic life will be sufficiently minimized by the conformance with the Corp, Department of Fish and Wildlife and Douglas County's conservation measures. Native riparian vegetation will be installed to mitigate for the impacts associated with the increase in in-water structure and the disturbance to the riparian buffer; mitigation requirements are expected to improve the riparian habitat at the property. See HMMP submitted by Grette Associates in the application materials (date stamped July 28, 2021) for more information

*The proposed mitigation will increase the number of trees and shrubs within the riparian buffer and will increase the diversity of plant species within the riparian buffer. Species to be installed consist of water birch (*Betula occidentalis*), red osier dogwood (*Cornus sericea*), coyote willow (*Salix exigua*), nootka rose (*Rosa nutkana*), snowberry (*Symphoricarpos albus*), oregon grape (*Nootka woodsii*), and currant (*Ribes sp.*). For every 100 sq. ft., the planting areas would include 8 shrubs and 1 tree. These plantings would achieve the required Corps mitigation ratios and would exceed the 1:1 ratio of mitigation required by Douglas County Code, and Washington Department of Fish and Wildlife requirements.*

To ensure the mitigation plantings achieve habitat benefits, the applicants will attach to the property deed a copy of the mitigation planting plan approved by the County, WDFW, Corps and the National Marine Fisheries Service (NMFS). The applicants will provide proof to the County, WDFW, Corps, and NMFS that the mitigation information has been recorded on the property deed prior to construction/installation.

- c. Rectifying the impact by repairing, rehabilitating, or restoring the affected environment to the conditions existing at the time of the initiation of the project;

Analysis: Rectifying the impact is not possible without appropriate mitigation. The new joint-use dock, boatlift, and access trail have been designed to comply with mitigation sequencing.

- d. Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action;

Analysis: The project includes new structures to be placed in the aquatic environment, therefore reducing or eliminating the impact over time via this permit is not possible. The new joint-use dock, boatlift, and access trail have been designed to comply with mitigation sequencing.

To ensure the success of the planting areas, a five-year monitoring plan is required to determine percent survival of the installed mitigation. During

the first two years after planting 100 percent survival will be required within each planting area. A Riparian Restoration Monitoring Report will be completed and submitted to the permitting agencies annually following completion of the riparian plantings. The applicant will be responsible for ensuring that the Riparian Restoration Monitoring Reports are submitted on the schedule and that success measures are met. Upon completion of the mitigation plantings, an as-built mitigation report would be sent to Douglas County, WDFW, Corps, and NMFS.

- e. Compensating for the impact by replacing, enhancing, or providing substitute resources or environments; and

Analysis: The proposed joint-use dock, boatlift, pier/abutment and access trail has been designed to comply with the mitigation sequence set forth by the Corps, WDFW, and Douglas County. Specifically, a project must first avoid and minimize impacts to habitat and species to the extent practicable prior to proposing compensatory mitigation for impacts. The dock has been designed to minimize adverse impacts of the Project to the extent practicable while still providing safe moorage and foot access. The proposed dock has been designed to meet current Corps and NMFS requirements for the maintenance, modification and construction of residential overwater structures in the upper Columbia River. In addition, the proposed project would result in the installation of a joint-use dock rather than three single-use docks.

The proposed joint-use dock will consist of a fixed pier, gangway, and float. Adhering to prescribed dimensional specifications greatly minimizes the width and intensity of the shadow cast by the dock, and thus reduces any potential risk of impediment to migrating juvenile salmonids. Additionally, the small dimensions of the dock limit the effects of the dock on productivity and potential predation effects on salmonids and other native fish. Observations under docks constructed using the current regulations have indicated that shading is very minimal based on the fact that aquatic vegetation is not affected by the shadow, and juvenile fish (salmonids and non-salmonids) readily pass under these docks (Grette Associates, LLC unpublished data). Finally, the proposed joint-use dock would be constructed with materials that do not contribute contaminants to the water. No treated piles would be used, any paint, stain or preservative would be applied and would be completely dried prior to putting the dock in the water, and the float tubs would be completely enclosed to prevent break-up.

The construction methods have been selected to avoid and minimize impacts to the extent possible. Specifically, the number of piles proposed on the dock has been minimized, which also minimizes the duration of pile driving and associated underwater noise levels. All work would occur

within the approved in-water work window for the protection of migrating juvenile salmonids (currently October 1 through February 28 for pile driving and July 16 through February 28 for non-pile driving activities).

*Species to be installed consist of water birch (*Betula occidentalis*), red osier dogwood (*Cornus sericea*), coyote willow (*Salix exigua*), nootka rose (*Rosa nutkana*), snowberry (*Symphoricarpos albus*), oregon grape (*Nootka woodsii*), and currant (*Ribes sp.*). For every 100 sq. ft., the planting areas would include 8 shrubs and 1 tree. These plantings would achieve the required Corps mitigation ratios and would exceed a 1:1 ratio of mitigation to dock area required by Douglas County Code, and Washington Department of Fish and Wildlife (WDFW) requirements. See the HMMP submitted by Grette Associates in the application materials, including the JARPA (date stamped July 28, 2021).*

Suggested conditions of approval require installation of mitigation per the approved plan and adherence to structural dimensions provided in submittal documents from Grette Associates, LLC.

- f. Monitoring the impact and the compensation projects and taking appropriate corrective measures.

Analysis: To ensure the success of the planting areas, a five-year monitoring plan will be conducted to determine percent survival of the installed mitigation. During the first two years after planting 100 percent survival will be required within each planting area. During years three through five after planting 80 percent survival will be required, within each planting area. The plantings must be allowed to remain as long as the dock is present. Individual plants that do not survive must be replaced with an individual of the same species, or a similar species with approval from Douglas County. A Riparian Restoration Monitoring Report will be completed and submitted to the permitting agencies annually following completion of the riparian plantings. The applicant will be responsible for ensuring that the Riparian Restoration Monitoring Reports are submitted on the schedule and that success measures are met.

Upon completion of the mitigation plantings, an as-built mitigation report would be sent to Douglas County, the Corps, and NMFS, which would include as-built drawings and photographs, the location and size of the mitigation planting area, and the species and quantity of the mitigation plantings. The report would be submitted by the first January 31 following permit issuance.

To ensure the mitigation plantings provide habitat benefits for as long as the dock remains, the applicants will attach to the property deed a copy of the mitigation planting plan approved by the County, Corps and NMFS.

The applicants will provide proof to the County, Corps, and NMFS that the mitigation information has been recorded on the property deed prior to construction/installation.

Suggested conditions of approval require that the mitigation measures be monitored for 5 years after installation to determine survivability and corrective measures be taken if survivability is not achieved.

4.2 WATER QUALITY

REGULATION 5: All building materials that may come in contact with water shall be constructed of untreated wood, cured concrete or steel. Materials used for decking or other structural components shall be approved by applicable state agencies for contact with water to avoid discharge of pollutants. Wood treated with creosote, arsenate compounds, copper chromium arsenic or pentachlorophenol is prohibited in shoreline water bodies.

***Analysis:** The dock, boatlifts, pier/abutment, access trail and any structural component materials shall be of a type approved by state agencies to avoid discharge of pollutants.*

4.3 VEGETATION CONSERVATION

REGULATION 2: Where impacts to buffers are permitted under Section 4.1, Ecological Protection and Critical Areas, new developments shall be required to develop and implement a management and mitigation plan. When required, management and mitigation plans shall be prepared by a qualified biologist and shall be consistent with the requirements of Appendix H within the Shoreline Master Program. Management and mitigation plans shall describe actions that will ensure no net loss of ecological functions. Vegetation shall be maintained over the life of the use and/or development by means of a conservation easement or similar legal instrument recorded with the County Auditor.

***Analysis:** A HMMP prepared by Grette Associates, LLC was submitted in the application materials as required describing how to mitigate impacts (date stamped July 28, 2021).*

REGULATION 4: Native vegetation clearing shall be limited to the minimum necessary to accommodate approved shoreline development.

***Analysis:** Mitigation requirements for the entire project are detailed within the HMMP prepared by Grette Associates, LLC, JARPA, and SEPA checklist (date stamped July 28, 2021).*

4.7 RESTORATION

POLICY 2: Mitigation associated with shoreline development projects shall be designed to achieve no net loss of ecological function.

Analysis: A HMMP prepared by Grette Associates, LLC was submitted in the application materials. The plan identifies that the project will result in no net loss of ecological function through proper mitigation via 1,960 sq. ft. of riparian plantings.

5.10 MOORAGE: DOCKS, PIERS, WATERCRAFT LIFTS, MOORING BUOYS, FLOATS

POLICY 4: Moorage should be spaced and oriented in a manner that minimizes hazards and obstructions to navigation and other water-oriented activities such as fishing, swimming and pleasure boating, as well as property rights of adjacent land owners.

Analysis: The joint-use dock and boatlift are designed to minimize the impacts associated with location/elevation. The HMMP prepared by Grette Associates, LLC provides specific designs, including waterward/depth measurements.

POLICY 5: Moorage should be restricted to the minimum size necessary to meet the needs of the proposed water-dependent use. The length, width and height of piers and docks should be no greater than necessary for safety and functional use.

Analysis: The moorage is the minimum sizes necessary for safety and requirements established by the Corps.

REGULATION 1: Shared moorage to serve new residential development shall be limited to the amount of moorage needed to serve lots within the development.

Analysis: The joint-use dock size is designed to serve two (2) lots.

REGULATION 6: New and substantially expanded piers and docks shall be constructed of materials that are approved by applicable federal and state agencies for use in water to avoid adverse effects on water quality or aquatic plants and animals in the long-term for both submerged portions of the dock and decking and other components. Wood treated with creosote, pentachlorophenol or other similarly toxic materials is prohibited.

Analysis: The construction materials proposed will be approved by the applicable federal and state agencies for use in water. No treated piles would be used, any paint, stain or preservative would be applied and would be completely dried prior

to putting the dock in the water, and the float tubs would be completely enclosed to prevent break-up

REGULATION 7: Moorage facilities shall be the minimum size necessary to meet the needs of the proposed water-dependent use and shall observe the following criteria:

- a. If allowed, only one private dock with one accessory float, and two watercraft lifts (the combination of one boat and one jet ski or other watercraft together) shall be permitted on a shoreline lot owned for residential or private recreational use.

Analysis: The proposed project is for a joint-use dock and includes the installation of one new boatlift to serve two lots.

- b. Docks with or without a float shall be the minimum required to provide for moorage. Commercial docks shall be the minimum length necessary to serve the type of vessel served. Exceptions to these length standards are addressed below.

Analysis: The proposed project is the minimum required to provide for moorage for four (4) estimated 24 ft. boats and up to six personal watercrafts. However, per the SMP only two (2) boats and four (4) personal watercrafts are allowed.

- c. Docks on the Columbia River that exceed 100 feet in length or docks which exceed 50 feet in length on a lake or sites with unique characteristics that may create navigational safety hazards shall prepare a navigational safety study.

Analysis: The dock will extend approximately 45 ft. waterward of the OHWM, with the landward edge of the float located approximately 33 ft. waterward of the OHWM at a water depth of ~13 ft. Navigational requirements and studies will be conducted by the applicant at time of federal permits.

- d. Moorage shall be designed to avoid the need for maintenance dredging. The moorage of a boat larger than provided for in the original moorage design shall not be grounds for approval of dredging.

Analysis: The location does not indicate the need for maintenance dredging.

REGULATION 9: In order to minimize impacts on near-shore areas and avoid reduction in ambient light level:

- a. Pier and ramp construction must meet the following standards:
 - 1) The width of piers and ramps shall not exceed 4 feet for single or joint-use docks. Greater widths may be permitted for community,

- public or commercial docks where use patterns can justify the increase;
- 2) The bottom of the pier or bottom of the landward edge of a ramp, must be elevated at least two (2) feet above the plane of OHWM;
 - 3) Pier and/or ramp surfaces are to consist of either grating or clear translucent material; and
 - 4) Pier and ramp construction shall meet or exceed the standards and/or requirements of the Washington State Departments of Ecology, Fish and Wildlife, and Natural Resources and the United States Army Corps of Engineers.
- b. Float construction must meet the following standards:
- 1) Any float materials that are in contact with the water must be white or translucent;
 - 2) Flotation materials must be permanently encased to prevent breakup and release of small flotation pieces;
 - 3) Decking or surface area of the float must consist of either grating or clear translucent material;
 - 4) Floats cannot be located where they could impede fish passage; and
 - 5) Float construction shall meet or exceed the standards and/or requirements of the Washington State Departments of Ecology, Fish and Wildlife, the Department of Natural Resources, and the Corps.

Analysis: The proposed design (and as conditioned) meets the above listed construction standards.

REGULATION 10: Private docks shall not encroach into the required side yard setbacks for residential development (both onshore and offshore); provided that, a shared Moorage may be located adjacent to or upon a side property line of the affected properties upon filing of an easement agreement or other legal instrument by the affected property owners.

Analysis: The proposed dock is shared moorage between two lots with the same owner.

REGULATION 11: Piers and docks shall use pile supports unless engineering studies demonstrate that pile supports are insufficient to ensure public safety. Rip-rapped or bulk-headed fills may be approved only as a conditional use and only when demonstrated that no feasible alternative is available. Mitigation shall be provided to ensure no net loss of shoreline ecological functions and processes.

Analysis: The project proposes to utilize pile supports.

REGULATION 15: Moorage facilities shall be marked with reflectors, or shall be otherwise identified to prevent unnecessarily hazardous conditions for water

surface users during day or night. Exterior finish shall be generally non-reflective.

Analysis: Suggested conditions of approval require that the dock and boatlifts be marked with reflectors or otherwise identified.

REGULATION 16: Moorage facilities shall be constructed and maintained so that no part of a facility creates hazardous conditions nor damages other shore property or natural features during predictable flood conditions. Floats shall be securely anchored.

Analysis: The dock and boatlifts are designed and secured so that they will not damage shoreline property or natural features.

REGULATION 21: All moorage facilities must permanently mark all of the components with name, address, telephone number and date of installation.

Analysis: Suggested conditions of approval require that the dock and boatlifts be permanently marked for identification.

REGULATION 23: Moorage facilities shall avoid locations that will adversely impact shoreline ecological functions or processes.

Analysis: The project will consist of open, aluminum and steel grating and will be installed to minimize shadows cast over shallow waters and the boatlifts will be placed adjacent to the dock at a depth required by the Corps.

As conditioned, the proposal is consistent with the Regional Shoreline Master Program for Douglas County.

Consistency with WAC 173-27 and RCW 90.58:

As conditioned below, the project appears consistent with the requirements and criteria of the Shoreline Management and Enforcement Procedures, and the Shoreline Management Act.

VIII. RECOMMENDATION

As conditioned below, this application does not appear to be detrimental to the general public health, safety or welfare and meets the basic intent and criteria associated with Title 18 and 19 of the Douglas County Code, the Douglas County Countywide Comprehensive Plan, and the Douglas County Regional Shoreline Master Program. Staff recommends approval of SP-2021-04, subject to the following suggested findings of fact and conditions:

Suggested Findings of Fact:

1. The applicants are: Jerald Sargent, 630 Valley Mall Pkwy #431, East Wenatchee, WA 98802, (509) 668-7437.
2. The owner of Lot 6 is G & C Farms, LLC 50 Griggs Lane, Orondo, WA 98843
3. The applicant's agent is: Larry Lehman, Grette Associates LLC, 151 S. Worthen St. Ste. 101, Wenatchee, WA 98801
4. General Description: An application for a shoreline substantial development permit to install a joint-use dock, a boatlift, and an access trail with stairs.
5. The project will serve two (2) Lots located at 6 Tieton Plane and 5, 15 & 19 Ruby Lane (Lots 3 and 4 River's Edge Plat; Parcels 82900000300 and 82900000400; on the dock easement of parcel 82900000600.
6. The properties are located at 6, 15, & 19 Ruby Lane and 6 Tieton Road, Orondo, WA 98843 within the Rural Recreation 5 (RR-5) zoning district under Douglas County Code and Shoreline designation of Rural Conservancy. The project is further described as being located within Sections 28, 29, Township 25N, Range 21E, W.M. The Assessor's Parcel Numbers are 82900000300, 82900000400, & 82900000500; the overwater portion of the proposed joint-use dock will be located on Parcel Number 82900000600 (Lot 6).
7. The Columbia River Shoreline section of the subject properties is designated as "rural conservancy" by the Douglas County Regional Shoreline Master Program.
8. WAC 173-27-150 establishes minimum review criteria for Shoreline Management Substantial Development Permits. This criteria states that a substantial development permit shall be granted only when the development proposed is consistent with the policies and procedures of the Act; the provisions of this regulation; and the applicable master program adopted or approved for the area.
9. A Fish & Wildlife Habitat Management and Mitigation Plan date stamped July 28, 2021 has been submitted for the project by Grette Associates, LLC.
10. The proposed project includes construction of the joint-use dock, installation of a boatlift, and development of an access trail with stairs.
11. A planting plan is proposed within the Fish & Wildlife Habitat Management and Mitigation Plan.
12. The mitigation proposed in the Fish & Wildlife Habitat Management and Mitigation Plan meets the requirements of the Douglas County Regional Shoreline Master Program.
13. Douglas County issued a Determination of Non-Significance on November 24, 2021 in accordance with WAC 197-11-355 (Optional DNS).
14. Agency comments were received from the Washington State Department of Fish and Wildlife (Attachment A).
15. Agency comments were received from the Washington State Department of Archaeology and Historic Preservation (Attachment A).
16. Agency comments were received from the Colville Tribe (Attachment A).
17. No comments have been received from private citizens.

18. Surrounding property owners were given the opportunity to comment on the proposals, can request a copy of the decision, and can appeal the decision subject to the requirements outlined in DCC Title 14.
19. Proper legal requirements were met and surrounding property owners were given the opportunity to comment on the proposal at a public hearing.
20. WAC 173-27-090 requires that construction must be commenced within 2 years of the effective date of the shoreline permit and that authorization for construction shall terminate 5 years after the effective date of the shoreline permit.
21. As conditioned, the development will not adversely affect the general public, health, safety and general welfare.

Suggested Conclusions:

1. The joint-use dock/boatlift will only serve Lots 3 & 4.
2. The access trail and dock abutment will be located on Lot 4.
3. The overwater portion of the joint-use dock and boatlift will be located on Lot 6; there is an easement on Lot 6 for recreational use; only lots 3 & 4 will be provided access to the joint-use dock.
4. The joint-use dock, boatlift and access trail mitigation plantings will occur within an easement on Lots 4 & 5
5. As conditioned, the development meets the goals, policies and implementation recommendations as set forth in the Douglas County Countywide Comprehensive Plan and the Douglas County Regional Shoreline Master Program.
6. As conditioned, this proposal is consistent with applicable federal, state and local laws and regulations.
7. As conditioned, potential impacts of the project can be mitigated.
8. Public interests will be served by approval of this proposal.
9. As conditioned, the proposal is consistent with Title 18 "Zoning" and Title 19 "Environment" of the Douglas County Code.

Suggested Conditions of Approval:

1. The project shall proceed in substantial conformance with the plans and application materials on file submitted July 28, 2021 except as amended by the conditions herein.
2. The applicant shall comply with all applicable local, state and federal laws and regulations.
3. The applicant shall ensure only Lots 3 & 4 have legal access to the joint-use dock.
4. The applicant shall get permit approval from applicable local, state, and federal agencies prior to conducting any work within the riparian buffer and installation of the joint-use dock, boatlift, and access trail.
5. A copy of this permit and attached conditions shall be kept on-site and be provided to the contractor and all others working within the shoreline area at

- all times. The applicant, contractor, machinery operators and all others working within the shoreline area shall have read this permit and attached conditions and shall follow its conditions at all times.
6. The dock and boatlift shall be marked with reflectors to prevent unnecessarily hazardous conditions for water surface users during day or night. Markers shall be inspected prior to building permit issuance.
 7. The dock and boatlift shall be permanently marked with name, address, telephone number and date of installation. Documentation shall be provided to the County.
 8. The project application shall proceed consistent with the Fish & Wildlife Habitat Management and Mitigation Plan prepared by Grette Associates, LLC date stamped July 28, 2021.
 9. The applicant must obtain a building permit for the joint-use dock.
 10. The dock, boatlift and any structural component materials, shall be of a type approved by state agencies to avoid discharge of pollutants.
 11. The width of piers and ramps shall not exceed 4 feet.
 12. The bottom of the pier or bottom of the landward edge of a ramp, must be elevated at least two (2) feet above the plane of OHWM.
 13. Pier and/or ramp surfaces are to consist of either grating or clear translucent material.
 14. Float materials that are in contact with the water must be white or translucent.
 15. Flotation materials must be permanently encased to prevent breakup and release of small flotation pieces.
 16. Decking or surface area of the float must consist of either grating or clear translucent material.
 17. Floats cannot be located where they could impede fish passage.
 18. Pier, ramp, and float construction shall meet or exceed the standards and/or requirements of the Washington State Departments of Ecology, Fish and Wildlife, and Natural Resources and the Corps.
 19. The trail width shall not exceed 4 feet without additional permitting. If the trail will be temporarily utilized for construction activities, areas disturbed shall be replanted with native vegetation at a 1:1 ratio. After temporary impacts are mitigate, if applicable, staff shall conduct an inspection to determine if additional mitigation is required.
 20. Best Management Practices (BMPs) shall be developed to avoid and/or control erosion such as but not limited to silt curtains, watering exposed areas, and replanting with semi-mature vegetation.
 21. All equipment used for temporary construction and/or replacement of in-water structures are required to have an Ecology approved spill kit on-site.
 22. Where necessary, a permanent means of irrigation shall be installed for the mitigation plantings that is designed by a landscape architect or equivalent professional. Said design shall meet the specific needs of riparian and shrub steppe vegetation.
 23. Mitigation planting as shown on the HMMP planting plans date stamped July 28, 2021 shall be planted upon completion of the project.

24. A five year monitoring period shall commence upon placement of the planting materials and irrigation system.
25. A performance surety agreement in conformance with Title 14 Douglas County Code shall be entered into between the property owner and Douglas County Transportation and Land Services upon approval of the shoreline permit and prior to construction and/or soil / vegetation disturbance. Douglas County must approve quotes for the cost of installation, delivery, plant material, soil amendments, irrigation, seed mix and necessary monitoring visits and reports by the biologist of record and Washington State sales tax.
26. Sequential release of funds associated with the surety agreement shall be reviewed for conformance with the conditions of approval and the management and mitigation plan. Release of funds may occur in increments of 1/3 for substantial conformance with the plan and conditions of approval. If the standards that are not met are only minimally out of compliance and contingency actions are actively being pursued by the property owner to bring the project into compliance, the County may choose to consider a partial release of the scheduled increment. Non-compliance can result in one or more of the following actions: carry-over of the surety amount to the next review period; use of funds to remedy the nonconformance; scheduling a hearing with the Douglas County Hearing Examiner to review conformance with the conditions of approval and to determine what actions may be appropriate.
27. The mitigation site shall be maintained to ensure the management and mitigation plan objectives are successful. Maintenance shall ensure 100% survival for the first year and 80% survival for each of the 4 years following and shall include corrective actions to rectify problems, include rigorous, as-needed elimination of undesirable plants; protection of shrubs and small trees from competition by grasses and herbaceous plants, and repair and replacement of any dead plants.
28. Onsite monitoring and monitoring reports shall be submitted to Douglas County Transportation and Land Services 1 year after mitigation installation; 3 years after mitigation installation; and 5 years after mitigation installation. Monitoring reports shall be submitted by a qualified biologist, as defined by Douglas County Code. The biologist must verify that the conditions of approval and provisions in the Habitat Management and Mitigation Plan submitted by Grette Associates, dated July 2021 have been satisfied. The applicant shall be responsible for ensuring that the Riparian Restoration Monitoring Reports are submitted on the schedule and that success measures are met.
29. Upon completion of the mitigation plantings, as as-built mitigation report would be send to Douglas County, the Corps, and NMFS, which would include as-built drawings and photographs, the location and size of the mitigation planting area, and the species and quantity of the mitigation plantings. The report would be submitted the first January 31 following permit issuance.

30. To ensure mitigation plantings provide habitat benefits for as long as the dock, boat lift, and irrigation intake structure remains, the applicants shall attach to the property deed a copy of the mitigation planting plan approved by the County, Corps, NMFS, and WDFW. The applicant will provide proof to the County, Corps, NMFS, and WDFW that mitigation information has been recorded on the property deed prior to construction/installation.
31. Where a condition imposed herein may be found inconsistent with the requirements of the Washington State Department of Fish and Wildlife, HPA Permit, or permitting issued by the Corps, the Douglas County Land Services Director shall have discretion to allow for project redesign consistent with the approvals granted by said agencies; if the redesign can be found consistent with the Douglas County Code, the Shoreline Master Program, and the Shoreline Management Act.
32. The applicant shall obtain a dock license from the Chelan County PUD prior to construction; and prior to installation of the project, copies of approval from applicable agencies, including the Chelan County PUD, must be submitted to the County.
33. Construction of the project for which this permit has been granted must be commenced within two (2) years of the effective date of this permit. Authorization to conduct development activities granted by the permit shall terminate five (5) years from the filing date of the permit.
34. All work must occur within the approved in-water work window for the protection of migrating juvenile salmonids (currently October 1 through February 28 for pile driving and July 16 through February 28 for non-pile driving activities).
35. Follow the conditions of the WDFW HPA.
36. Prior to site disturbance (commencement of work) the applicant shall call the County to schedule a before and after site inspection to confirm mitigation has been installed.
37. The applicant shall retain a professional archaeologist to inspect the project area prior to ground disturbing activities. A report shall be submitted to Douglas County confirming the inspection has been complete. The archaeologist shall produce a report for submittal to DAHP to meet DAHP's Standards for Cultural Resource Reporting.

Respectfully Submitted, Land Services Department

Associate Planner, Charity Duffy