Before Hearing Examiner Gary N. McLean

BEFORE THE HEARING EXAMINER FOR SAN JUAN COUNTY

In the Matter of Shoreline Substantial Development Permit Application filed by) the San Juan County

S.J.C. DEPARTMENT OF NOV 22 2017

COMMUNITY DEVELOPMENT

PUBLIC WORKS DEPARTMENT, Applicant,

File No. PSJ000-17-00012

for the

FINDINGS OF FACT, CONCLUSIONS OF LAW AND DECISION APPROVING SHORELINE SUBSTANTIAL DEVELOPMENT PERMIT

ORCAS FERRY LANDING PUBLIC VIEWING AREA IMPROVEMENT PROJECT

[Project: to construct pedestrian access to a public viewing area west of the Orcas Ferry Terminal, including a retaining wall, pavers on the viewing deck, planters, and interpretive signs]

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I. SUMMARY OF DECISION.

The Shoreline Substantial Development Permit application submitted on behalf of the San Juan County Public Works Department is approved.

The proposed project is subject to compliance with all applicable development. design, building code, engineering and other regulations, including without limitation those requiring verification of performance, inspections, and maintenance associated with conditions or mitigation measures that might be imposed consistent with this Decision or any subsequent approval issued by any state or federal agency or county department with

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 jurisdiction over a particular aspect of the Project as the development review and possible construction processes unfold.

II. PROJECT DESCRIPTION.

The San Juan County Public Works Department submitted the pending shoreline application to make improvements to the existing, underutilized public viewing area located directly west of the Orcas Ferry Terminal in San Juan County. Currently, access to the viewing area is poor, and the existing decking is old and worn. The permit would be one of several approvals needed to commence with construction of pedestrian access to the viewing area, removal of worn decking materials and replacement with new pavers on the viewing deck itself, installation of a relatively small retaining wall, planters, and interpretive signs. Following public notices posted and published in accord with applicable law, there was no opposition to the project.

III. RELEVANT CODE PROVISIONS.

The San Juan County Code includes a specific, unambiguous, and clearly-captioned code section addressing "Shoreline Permit and Exemption Procedures," found at SJCC 18.80.110. Relevant portions read as follows:

18.80.110 Shoreline permit and exemption procedures.

A. Purpose and Applicability.

- 1. This section includes the procedures necessary to ensure that the provisions of the Shoreline Master Program (Element 3 of the Comprehensive Plan and Chapter 18.50 SJCC) are implemented and enforced, and to ensure that all persons affected by the master program are treated in a fair and equitable manner.
- 2. This section applies to all lands and waters within the jurisdiction of the master program and to all persons and agencies as described in Chapter 18.50 SJCC.
- 3. The following are referred to as "shoreline permits" and are subject to this review process:
- a. Shoreline substantial development permits.

[...]

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E. Decisionmaking Authority. The hearing examiner has authority to take the following actions:

1. Based upon the criteria in subsection (H) of this section, hear and issue or deny shoreline permits following receipt of the recommendations of the administrator, and to impose conditions of approval on such permits[.]

[...]

- H. Criteria for Approval of Substantial Development Permits. A shoreline substantial development permit shall be granted by the County only when the applicant meets his burden of proving that the proposal is:
- 1. Consistent with the policies of the Shoreline Management Act and its implementing regulations, Chapter 90.58 RCW and Chapter 173-27 WAC, as amended;
- 2. Consistent with the policies and regulations of the Shoreline Master Program in Chapter 18.50 SJCC;
- 3. Consistent with this chapter;
- 4. Consistent with the applicable sections of this code (e.g., Chapter 18.60 SJCC);
- 5. Consistent with the goals and policies of the Comprehensive Plan; and
- 6. All conditions specified by the hearing examiner to make the proposal consistent with the master program and to mitigate or avoid adverse impacts are attached to the permit.

[...]

N. Rescission of Shoreline Permits. Any shoreline permit may be rescinded by the hearing examiner pursuant to RCW 90.58.140(8) upon the finding that the permittee has failed to comply with the terms and conditions thereof. In the event that the permittee is denied a required sewage disposal, building, or other permit necessary for the project in question, the shoreline permit may be rescinded by the hearing examiner. In the event a shoreline permit is rescinded by the hearing examiner, the permittee shall be notified by certified mail. Copies of the examiner's final action shall be filed with the Washington Department of Ecology.

Drawn from the previously provided portions of the San Juan County Shoreline Master Program code provisions, and other applicable provisions of the County's Unified Development Code found in Title 18 SJCC, of which the SMP is a portion, the following topics are worth highlighting in this Decision.

Jurisdiction: As shown above, under SJCC 18.80.110(E), the Hearing Examiner is given the authority to hold public hearings and issue or deny shoreline permits, based upon

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the criteria in SJCC 18.80.110(H).

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Burden of Proof: Under SJCC 18.80.010(A), "Shoreline Permits" are specifically listed as "Project Permits" covered by the provisions of SJCC Chapter 18.80 re: application, notice, review and appeal requirements for the County's Unified Development Code, which is found in Title 18 of the SJCC and includes Chapter 18.50, the County's Shoreline Master Program. SJCC 18.80.040(B) reads as follows:

"[t]he burden of proof is on the project permit applicant. The project permit application must be supported by evidence that it is consistent with the applicable state law, County development regulations, the Comprehensive Plan, and the applicant meets his burden of proving that any significant adverse environmental impacts have been adequately analyzed and addressed."

Standard of Review: SJCC 2.22.210(H) explains that: "for an application to be approved, a preponderance of the evidence presented at the hearing must support the conclusion that the application meets the legal decision criteria that apply."

Shoreline Regulations: The County's Shoreline Master Plan/Program (SMP) and its code provisions effectuating the SMP were recently amended, following review and approval by the San Juan County Council. Review and approval by the Department of Ecology, as required by applicable state law, was not yet complete at the time this application was filed. For purposes of permit processing, this project vested and was reviewed under the County's "old" shoreline regulations.

SJCC 18.50.010(A), reads as follows:

"This chapter [18.50] of the Unified Development Code, together with Element 3 of the Comprehensive Plan and SJCC 18.80.110(1)(3), 18.80.110(J)(4) and 18.80.120(D), is the Shoreline Master Program for San Juan County, Washington.'

So, for purposes of reviewing this application, the County's SMP provisions are codified in SJCC Chapter 18.50, together with Element 3 of the Comprehensive Plan collectively known as the "SJC Shoreline Master Program" or "SMP."

Review Criteria for a Shoreline Substantial Development Permit: "Substantial Development" is defined in RCW 90.58.030(3)(e) and SJCC 18.20.190. There is no dispute that the pending project meets the definition for a 'substantial development'. Substantial

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See SICC 18.50.010(B), which reads: "The short title of this chapter (18.50) and Element 3 of the

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developments proposed in shoreline areas of San Juan County require a Substantial Development Permit. SJCC 18.80.110(H). The approval criteria for a Shoreline Substantial Development Permit application is set forth in SJCC 18.80.110(H), which reads as follows:

18.80.110(H). Criteria for Approval of Substantial Development Permits. A shoreline substantial development permit shall be granted by the County only when the applicant meets his burden of proving that the proposal is:

- 1. Consistent with the policies of the Shoreline Management Act and its implementing regulations, Chapter 90.58 RCW and Chapter 173-27 WAC, as amended;
- 2. Consistent with the policies and regulations of the Shoreline Master Program in Chapter 18.50 SJCC;
- Consistent with this chapter;
- 4. Consistent with the applicable sections of this code (e.g., Chapter 18.60 SJCC);
- 5. Consistent with the goals and policies of the Comprehensive Plan; and
- 6. All conditions specified by the hearing examiner to make the proposal consistent with the master program and to mitigate or avoid adverse impacts are attached to the permit.

Review Criteria for the Department of Ecology: Finally, if the Examiner approves or denies the Shoreline Permit, such decision must be forwarded to the Department of Ecology and the Attorney General, for state review and any appeals of the Shoreline Permit, in accord with Washington Shoreline Management regulations found in WAC 173-27-130. This Decision is subject to review and approval, approval with conditions, or denial by the Washington Department of Ecology within thirty days of submittal by the County. WAC 173-27-130, and -200. Ecology's review criteria for Shoreline Substantial Development Permits is found at WAC 173-27-150². The San Juan County review criteria for the

Review criteria for substantial development permits.

- (1) A substantial development permit shall be granted only when the development proposed is consistent with:
- (a) The policies and procedures of the act;(b) The provisions of this regulation; and
- (c) The applicable master program adopted or approved for the area. Provided, that where no master program has been approved for an area, the development shall be reviewed for consistency with the provisions of chapter 173-26 WAC, and to the extent feasible, any draft or approved master program which can be reasonably ascertained as representing the policy of the local government.

(2) Local government may attach conditions to the approval of permits as necessary to assure consistency of the project with the act and the local master program.

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² WAC 173-27-150

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requested shoreline permit is consistent with and substantially similar to those that will be used by the Department of Ecology.

IV. RECORD AND EXHIBITS.

Exhibits entered into evidence as part of the record, and an audio recording of the public hearing, are maintained by the San Juan County Department of Community Development, in accord with applicable law.

Hearing Testimony: The following individuals presented testimony under oath at the duly noticed open record public hearing held on October 25, 2017:

- Julie Thompson, Project Planner for San Juan County, who prepared the Staff Report for the pending application; and
- 2. Stephanie Conner, Engineering Tech in the San Juan County Public Works Department, who represented the Project Applicant, at the public hearing.

No one appeared at the public hearing to oppose or question the application or submitted any written comments into the Record indicating their opposition to the pending application. No one commented upon or appealed the SEPA DNS issued for the project.

Exhibits: The following exhibits were accepted into the record as numbered, identified and described below:

Staff Report, dated October 12, 2017, prepared by County Planner, Julie Thompson;

- 1. "Request for Review", distributed twice, on August 30, 2017, and again on October 10, 2017, with a written comment deadline of October 24, 2017;
- SEPA Determination of Non-Significance (DNS) issued for the project on October 10, 2017;
- 3. Environmental Checklist, submitted by the applicant, prepared by Stephanie Conner, Engineering Tech in the San Juan County Public Works Department, signed by Ms. Conner and received by the Community Development Department on August 4, 2017;

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- 4. Application materials, reflecting receipt by the Community Development Department on August 4, 2017. Includes a project site plan and photos marked to show aspects of the proposal;
- 5. Legal ad published on August 30, 2017, providing public notice of the pending application and public hearing for the matter;
- Public notification materials, including confirmation that proper notices were mailed and posted as required by County codes;
- Comprehensive Plan Section 3.2.C re: Public Access

V. FINDINGS OF FACT.

Based on the record, the Examiner issues the following findings of fact:

- 1. Any statements contained in a previous or following sections of this Decision that are deemed to be Findings of Fact are hereby adopted as such and incorporated by reference.
- 2. In this matter, the San Juan County Public Works Department is seeking approval of a shoreline permit required under the County's Shoreline Master Program (SMP) to construct pedestrian access to a public viewing area west of the Orcas Ferry Terminal, including a retaining wall, pavers on the viewing deck, planters, and interpretive signs. The full scope and proposed design for the County's project is provided in *Exhibit 4*.
- 3. The Staff Report and witness testimony confirmed that there is an existing public viewing area at the Orcas Ferry Terminal, but access to the site is very poor, especially for those with disabilities, and the decking is old and worn.
- 4. The improved viewing site will provide the public with a point from which they can enjoy scenery in the area, including views of Harney Channel, ferry traffic, recreational boat traffic, and occasional "sea critters" out frolicking in the water.
- 5. The Examiner concurs with the project proponent's stated need for the project, and expressly finds that the upgrades made to the Orcas Ferry Terminal public viewing area will greatly improve access thereto and increase the numbers of people able to enjoy the surrounding scenery.

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- 6. The Examiner is familiar with the proposed viewing site, and has personally visited the ferry terminal area where the public viewing area improvements will occur. The surrounding area includes various hospitality/food service providers, retailers, and activities associated with Washington State Ferry operations.
- 7. The Staff Report, and testimony by County witnesses, provided substantial and credible evidence demonstrating the project can be accomplished so as to minimize or prevent any adverse environmental impacts, through construction and thereafter.
- 8. No one submitted credible comments or evidence that would support denial of the proposed shoreline permit. No one offered testimony or written comments that would refute the analysis and findings regarding the project's compliance and consistency with relevant Shoreline Codes, plans and policies, Comprehensive Plan Polices, or County development regulations, as set forth in the Staff Report issued for this project. Substantial evidence in the record, including the Examiner's observations while on previous site visits to the proposed project area, fully support the analysis, findings, and recommended conditions contained in the Staff Report.
- 9. Public notice regarding the permit application was provided in accord with law. (Staff Report; Exhibits 5 and 6). The public hearing provided an opportunity for interested parties to share their thoughts, support, questions, and concerns about the proposed project. No one appeared to oppose or question any aspect of, including the need for, the project.
- 10. Staff formally requested review and written comments from several agencies by September 27, 2017, including the Washington Department of Ecology (2 individual recipients), the Dept. of Natural Resources NW Region, the Department of Transportation Ferries Robert Price, and the UW-Friday Harbor Labs, Director. (Ex. 1, page 1). The County issued a second request for review to the Department of Ecology, seeking comments by October 24th. (Ex. 1, page 2).

Environmental review.

11. The SEPA Determination of Non-significance for the project was issued after the County considered the SEPA checklist and supporting project documentation. Although the initial DNS was issued on August 30, 2017, the ad published on the same day failed to post the DNS to the proper register. Upon discovery, a new DNS was prepared and transmitted to the Department of Ecology on October 10, 2017. In any event, the County never received any comments regarding either the underlying application or the DNS issued for this project.

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 12. Because no agency or person submitted comments regarding the DNS, no party had standing to appeal such SEPA threshold determination. In any event, no one submitted an appeal of the DNS issued for the public viewing facility project.

13. By operation of WAC 197-11-545 (re: Effect of no comment), if a consulted agency does not respond with written comments within the time periods for commenting on environmental documents, the lead agency may assume that the consulted agency has no information relating to the potential impact of the proposal as it relates to the consulted agency's jurisdiction or special expertise; further, lack of comment by other agencies or members of the public on environmental documents within the applicable time period shall be construed as lack of objection to the county's environmental analysis. Again, the record establishes that the DNS was not appealed – SJCC 18.80.140(A) provides that a SEPA threshold determination like the DNS issued for this project may be appealed within 21 days of issuance.

Compliance with applicable codes and shoreline policies.

- 14. The Analysis provided in the Staff Report credibly explains how the project, with its proposed viewing area upgrades, has been designed and can be constructed in compliance with applicable county development regulations, including those found in SJCC 18.35.075, .080, and .130, and 18.50.100 and 18.80.110. Staff Report, pages 2 5.
- 15. The Record includes credible, unrebutted and substantial evidence that the application meets requirements to approve the Substantial Development Permit. Staff Report, pages 4 and 5, analysis of compliance with Criteria for Approval of SDP found in SJCC 18.80.110.H(1-6).
- 16. The project promotes and is consistent with the state shoreline policies set forth in the Shoreline Management Act at RCW 90.58.020(1-6). For example, the project provides and protects the statewide interest in providing public access over local interests that may want such venues more limited; by providing better accessibility, the project should serve as a means to preserve surrounding shoreline areas from people seeking a viewpoint; the improved accessibility will provide a long term over a short term benefit, especially for those with mobility-related disabilities; the project design and purpose are intended to protect the resources and ecology of the surrounding shoreline; the project clearly increases public access to the publicly owned viewing area along the Orcas Ferry Terminal shoreline area; and the project increases recreational opportunities, i.e. scenic viewing, photography, nature-watching, for the general public who find themselves at the Orcas Ferry Terminal area.

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17. The project is consistent with the goals and policies in the County's Comprehensive Plan, Shoreline Master Program policies set forth in Section 3.2.C, captioned "Public Access", including without limitation the following:

3.2.C Public Access

Goal: To assure safe, convenient and diversified access for the public along public shorelines, and to assure that the intrusions created by public access will not endanger the quality of life or property of island residents, or have adverse effects on fragile natural features of the shorelines.

Policies (3.2.C.1, 2, 6, 8, and 9):

- 1. Provide, protect and enhance opportunities for the public to enjoy the shoreline. This should be accomplished by consideration of the provision of public access by acquisition through purchase, donation, or other agreement, or by requiring the provision of public physical or visual access from uplands to the water. (Finding: The project's consistency with this policy is self-evident).
- 2. Public agencies should acquire or otherwise assure appropriate public access to public shorelines (FINDING: this project is specifically intended to improve and assure appropriate public access to a viewing site located in a shoreline area, especially for people with mobility-related disabilities).
- Public access to public shorelines should be appropriately marked (FINDING: signage will be installed as part of this project).
- 8. Preserve, maintain, and enhance public access afforded by shoreline county road ends, public utilities and rights-of-way where feasible (FINDING: Ferry Terminal area is substantially similar to other public properties referenced in this policy).
- 9. Develop guidelines for the preservation and/or enhancement of scenic views and vistas (FINDING: this project fully implements measures that are intended to preserve and enhance scenic views and vistas).
- 18. Except as modified herein, all statements of fact and findings included in the Staff Report are adopted herein as findings of fact supporting this Decision.

VI. CONCLUSIONS OF LAW.

1. Based on the record, particularly the County's recommendation of approval with conditions, and the applicant's input as reflected in the Staff Report and supporting

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- The principal purpose of SEPA is to provide decisionmakers and the public with information about potential adverse impacts of a proposed action. Save our Environment v. Snohomish County, 99 Wash.2d 363, 373 (1983). "SEPA is primarily a procedural statute that requires the disclosure of environmental information. SEPA does not demand a particular substantive result in government decision making; rather it ensures that environmental values are given appropriate consideration." Glasser v. City of Seattle, 139 Wn. App. 728, 742 (2007). The SEPA review process "assists agencies and the public to focus on issues that are ready for decision and exclude from consideration issues already decided or not yet ready. Broader environmental documents may be followed by narrower documents, for example, that incorporate prior general discussion by reference and concentrate solely on the issues specific to that phase of the proposal." WAC 197-11-060(5)(b); Glasser, 139 Wash. App. 728, 736-37. In this matter, the Record includes far more than a preponderance of evidence to support issuance of the DNS. The prior environmental reviews for the project were thorough, substantial, and unchallenged. The County's DNS is fully supported by the prior environmental documentation prepared for the project. No one commented on the County's DNS, and no one indicated an intent to appeal.
- 3. The state's Shoreline Management Act ("SMA") and the regulatory policies established thereunder, including those adopted by the County and approved by the Department of Ecology, does/do not prohibit all development in the shoreline. Rather, its purpose is to allow careful development of shorelines by balancing public access, preservation of shoreline habitat and private property rights through coordinated planning. Overlake Fund v. Shoreline Hearings Bd. (State Report Title: Overlake Fund v. Shorelines Hearings Bd.), 90 Wash. App. 746, 761, 954 P.2d 304, 312 (1998).
- 4. In this matter, the applicable Shoreline Master Program code provisions and policies expressly encourage public access to existing shoreline venues. The project will enhance accessibility to an underused, mostly unknown and undiscovered, viewpoint at the Orcas Ferry Terminal.
- 5. When it approved the County's Shoreline Master Program, the Department of Ecology approved San Juan County's decision to permit enhancements and accessibility improvements for public viewpoints located in the shoreline area. In so doing, both the County and DOE recognized that the area in which this proposal is located is an already-developed area at the Ferry Terminal, which is suitable for necessary transportation infrastructure projects, and publicly accessible amenities such as this. "In an ideal world,

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we might well choose to preserve all shorelines in a natural, undisturbed state. But the Shoreline Management Act, DOE and the County understand that, in a practical world, urban pressures exist and permitting a range of uses is necessary to accommodate those pressures. On the sliding scale of values contemplated by the Act and regulations, the natural condition of [a] portion of the site simply does not justify effectively denying a permit for an urban use in an urban area of the shoreline." Overlake, 90 Wash. App. 746, 762-63.

- 6. As noted earlier, a final local government decision approving a Shoreline Substantial Development Permit and a Shoreline Conditional (Special) Use Permit must be filed with and is subject to review and approval, approval with conditions, or denial by the Washington Department of Ecology. WAC 173-27-130, and -200. The record established during the open-record public hearing process provides credible, unrebutted evidence and recommendations that are (and should be) more than sufficient to satisfy the DOE approval criteria for the Shoreline permit addressed herein.
- 7. Any finding or other statement contained in a previous section of this Decision that is deemed to be a Conclusion of Law is hereby adopted as such and incorporated by reference.

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VII. DECISION, CONDITIONS OF APPROVAL.

Based on the record, and for the reasons set forth above, the Shoreline Substantial Development Permit for the Public Viewing Area Access Improvements at the Oreas Ferry Landing is approved, subject to the following condition of approval:

- 1. The project scope and finally-approved construction features shall be in substantial compliance with design details included in the Preliminary Site Plan included in the record as part of *Exhibit 4*;
- 2. A Construction Storm Water Pollution Prevention Plan shall be submitted with the building permit application for review and approval by the County Manager or his designee;
- 3. Immediately after construction is completed, the owner shall request that the Department of Community Development perform an inspection, for purposes of confirming compliance with this permit;
- 4. Construction or substantial progress toward construction must be undertaken within two years of permit approval;
- 5. All development activities authorized by this shoreline permit shall be completed within five years of the approval date; and
- 6. The applicant shall obtain any associated permit, license, or approval required by any state, federal, or other regulatory body with jurisdiction over aspects of the project; any conditions of regulatory agency permits, licenses, approvals or leases shall be considered conditions of approval for this project.

ISSUED this 22nd Day of November, 2017

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Gary N. McLean Hearing Examiner

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Effective Date, Appeals, Valuation Notices

Hearing Examiner decisions become effective when mailed or such later date in accordance with the laws and ordinance requirements governing the matter under consideration. SJCC 2.22.170. Before becoming effective, shoreline permits may be subject to review and approval by the Washington Department of Ecology, pursuant to RCW 90.58.140, WAC 173-27-130 and/or SICC 18.80.110.

Decisions of the Hearing Examiner are final and not subject to administrative appeal to the San Juan County Council, unless the County council has adopted, by ordinance, written procedures for the discretionary review of such decisions. See Section 4.50 of the San Juan County Home Rule Charter and SJCC 2.22.100.

Depending on the subject matter, this decision may be appealable to the San Juan County Superior Court or to the Washington State Shorelines Hearings Board. State law provides short deadlines and strict procedures for appeals and failure to timely comply with filing and service requirements may result in dismissal of any appeal. See RCW 36.70C and RCW 90.58. Persons seeking to file an appeal are encouraged to promptly review appeal deadlines and procedural requirements and confer with advisors of their choosing, possibly including a private attorney,

Affected property owners may request a change in valuation for property tax purposes, notwithstanding any program of revaluation.

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