

# **Port of Cascade Locks Marine Park Master Plan**

*A Ten-Year Improvement Action Plan*

# **ADOPTED – Revisions for 2020 Planning session**

## **Port of Cascade Locks**

### **Marine Park Master Plan and Guidelines**

#### **A Ten-Year Improvement Action Plan**

2017

##### **Introduction:**

The Port of Cascade Locks acquired the area it calls Marine Park from the Army Corps of Engineers in May 1954. The Corps sold the land to the Port at 50% value with the condition that the Port uses the property for a municipal park and dock.

In 1974, the park was listed on the National Register of Historic Places as a National Historic Site. [1] As a result of the designation, any improvements and replacements, to exclude maintenance activities, such as painting, cleaning and repairing, may be subject to ORS 358.653 – Protection of Publicly Owned Historic Properties.

The Locks were the first navigational locking system on the Columbia River, put in in 1896, to bypass the Great Rapids, which could not be navigated safely by vessels. The park features three original Locktender homes. House 1, 2, and 3. Recently, House 3 was remodeled and restored internally. The park hosts many PCT hikers, who find refuge in the only incorporated city on the 2663.5mi trail.

Many improvements to site have been done to protect and enhance the navigational system and the park. The Port intends to continue to improve and enhance the park to maximize its historic and recreational value to residents and visitors.

**Purpose:** To establish a flexible long-range plan to guide future enhancements to the function and appearance of Marine Park and the buildings for the enjoyment of the community and visitors. The Master Plan is to serve as a living document, reviewed and updated by the Marine Park Subcommittee annually. A recommendation is made by the sub-committee to the Commission to adopt the

plan.

**Implementation:** It is the intent of this Master Plan to be fully implemented over the next ten years- 2017-2027.

Emergency Response Plan –

The following procedure applies to each project in the Marine Park:

1. Repair/restoration/improvement project is identified.
2. Plans and estimates for the projects are prepared and submitted to commission or relevant sub-committee for input/comment. Commission facilitates appropriate level of public involvement for each project.
3. SHPO review is completed.
4. Commission approves project and designates the fiscal year for its completion.
5. Commission approves budget for the project. This is done either within the budgeting process or (if unanticipated and urgent), at a regular commission meeting, authorizing contingency, or reserved spending.
6. Project is carried out and completed.

Funding: The goal is to supplement Port funds with grants, gifts, rentals and bequeaths to complete the Master Plan over the approved timeline. The subcommittee will identify appropriate funding source(s) and recommend to the commission.

### **Master Plan Priorities:**

1. To significantly improve both the function and appearance of the Park.
2. To facilitate higher levels of use and revenue generation.
3. To retain and preserve as much green open space as is practicable.
4. To focus initial enhancements on the infrastructure necessary to foster continuation of a beautiful Park regionally identified as the "Jewel of the Gorge".
5. To enhance community use and pride.
6. To focus Park development on the history of the Marine Park and community marine aspects of the community and the important history of Cascade Locks as it relates to Lewis and Clark, the Pony, the historic locks, Lock Tender Homes and amenities along with Thunder Island.
7. To retain the historic character of all buildings and facilities preserving this bit of history for future generations, providing a safe and positive park experience for all users.

8. To be flexible in implementation and seek avenues for community involvement and engagement.

**The main segments of Marine Park:** The community process and work groups identified the following main elements of Marine Park.

1. Marina/sail park/Sternwheeler Center.
2. Pavilion center.
3. Community Park/Playground center.
4. Museum/Visitor Center.
5. Administrative offices and Maintenance facility.
6. Thunder Island, historic locks and boat ramps and parking.
7. House 3 and related activity and event area.

**Activity Zones Identified:** Following consultation with the Port Commission, the following zones are established within Marine Park.

1. Marine Zone including Thunder Island, historic locks
2. Commercial Zone
3. Activity/Special Use Zone
4. Historic Zone
5. Campground Zone
6. Parking and Storage zone.

**Development Concepts in Phases:** The following list identifies the development and enhancement projects listed in multiyear phases. It is understood that required plans and engineering work along with estimated costs shall be completed for all projects before activation.

**PHASE ONE: Years 1-3.** This phase focuses on developing the plans to significantly enhance the appearance of the Park, improve the infrastructure necessary for the long term and develops enhancements keyed to user safety, operational efficiency and revenue generation.

- A. PEDESTRIAN WALKWAY - Construct a pedestrian walkway the entire length of the Park and around Thunder Island to facilitate park user safety. Phase One to be gravel or other suitable and frequently used material. (crushed granite} asphalt} bark mulch} and other products are frequently used in other park trail systems)
- B. Annually maintain the Park's appearance utilizing more flowers} shrubs and decorative trees. Focus on key beautification areas (Park entry} main intersection and around the houses) Sternwheeler and cafe zone and wedding sites.
- C. Develop a planned paint color scheme and theme for the parks' buildings for implementation over time.
- D. Continue to utilize incubator space.
- E. Complete negotiations with the UPRR for additional land for parking at the Park entry/east and south of the railroad tracks. Plan for a pedestrian undercrossing at the east end of this space and location of Port maintenance services and equipment yard.
- F. Develop plans for adequate drainage and automatic irrigation within the Park and on Thunder Island. Evaluate the pumps and upsize them to supply an adequate volume of water and pressure for an enlarged irrigation system. Confirm water rights for the entire park and take necessary steps to secure water rights for the future.
- G. Enhance the two wedding sites on Thunder Island including renovation of the current chair storage building} new chairs and including two small house/cabin facilities to serve the needs of bridal parties as well as rental year-round.
- H. Plan and implement improved and attractive entry pathway, electricity and signage to enhance the wedding sites.
- I. Renovate and widen or replace the Thunder Island Bridge to allow full sized pickups and maintenance vehicles plus emergency vehicles to access the island. Provide for more secure access gate.
- J. Complete the task force work regarding the location of the new Pony.
- K. Building/Visitor Center based on the work of the new committee to be established in the fall of 2017. (Plan Note: During 2016-17, a special Task Force was convened and made a recommendation regarding a new Pony building. The preferred location was adjacent to House 3 and recommends linking Museum expansion to the incubator space and ultimately the entire Maintenance Building. A new committee composed of Port, Museum and Tourism Committee representatives will be tasked with coming up with a final set of recommendation as well as fund raising plans. (Estimated time for implementation is 10 years.)
- L. Conduct a topography survey of the entire Park to be used in planning and

engineering design and for all future project planning.

- M. Create a beautifully illustrated master plan drawing showing the vision of the 2017 master plan to be used to gain public support and fundraising. Use this illustration to share the vision of Marine Park with the community and region-selling the vision.

## **PHASE TWO: 3-7 years**

- A. PEDESTRIAN WALKWAY - Phase Two to be asphalt or other permanent material.
- B. Transition most of the CGRA racing events to the Business Park.
- C. Replace the two "cook shacks" with two family oriented covered picnic shelters with fireplaces. Would like to move this to Phase 2, to be completed with CP restroom, as cost of roofs can be shared.
- D. Continue the long-range plan to convert the Pavilion into a wedding reception and special events center with gazebo. (See Pavilion Plan adopted 3/31/17)
- E. Install irrigation system in phases prioritizing the large multi-use lawn areas and ornamental planting beds as the first phase. Install a new loop main line.
- F. Begin a systematic renovation, improvement, and painting of each of the buildings in the Park based on the approved phasing and color plan.
- G. Complete reconstruction or sealing of all Park Roads and repave the parking lot at the Cafe.
- H. Construct a new signage system for the Park. (See plan attached) F. Begin Phase One of the building (Lock Tender Homes, cafe and maintenance building) renovation and improvement program.
- I. Expand the children's play area to better serve local families and visitors.
- J. Begin implementation of the recommended Pony/Visitor Center plans regarding permanent location of new Pony building in relationship to the Museum and Visitor Center. Rely on report from the new committee regarding these options. Final report to be filed with the Commission in 2018.
- K. Construct new outdoor activity area adjacent to House 3.
- L. Construct overflow camping area west and north of House 2.
- M. Complete new drainage and automatic irrigation system.
- N. Construct new pedestrian and bicycle overcrossing in the west end of

Marine Park. Link the downtown area with the Park for pedestrians, bicyclists and others.

- O . Pave parking spaces located east of House 3 and on the north side of Portage Road. This should be done in coordination with the construction of the overcrossing and required road re-alignment.
- P . Complete fund raising for construction of new Pony Building and Visitor Center.

**General Master Plan Guidelines:**

- A. This is replaced by public hearing for each of the projects and we can include one during the Renewals of our Strategic Business Plan.
- B. This is replaced by the project procedure.
- C. Also replaced by the procedure. All projects will show estimated costs and be outlined on Form PDS. Each plan element will be reviewed and approved by the Port Commission before implementation.

**Plan Attachments:** The following documents are attached to this Master Plan.

1. The original Corps of Engineers deed for Marine Park.
2. Pavilion Budget Plan.
3. Park Signage Plan.
4. Engineers preliminary cost estimates dated December 29,2016.
5. The Marine Park Master Plan diagram with development notations.
6. A copy of City Code Chapter 8-6.92 Public Zone is attached.

**This Plan has been approved by the Port Commission and is intended to be used in a flexible manner.**

FILED

BOOK 52 PAGE 551  
MAY 24 3 29 PM 1954

## QUITCLAIM DEED

*D. E. Imbler*  
COUNTY CLERK*B. C. Callisatt*  
DEPUTY

KNOW ALL MEN BY THESE PRESENTS, That:

WHEREAS, by act of Congress, approved 28 May 1940, Public Law 533, 76th Congress (54 Stat. 225), entitled, "An Act authorizing the Secretary of War to convey to the Port of Cascade Locks, Oregon, certain lands for municipal purposes," the Secretary of War is authorized and directed to convey, by quitclaim deed, upon the payment to the United States of not less than 50 per centum of the current appraised value thereof to the Port of Cascade Locks, Oregon, all right, title and interest of the United States in and to the hereinafter described lands; and

WHEREAS, the Secretary of War is further authorized and directed in section 2 of said act of Congress to convey to the Port of Cascade Locks, Oregon, in addition to the lands described in the first section of said act, all right, title and interest of the United States in and to the following: All buildings, and permanent fixtures, and any material, supplies, and sundry equipment abandoned by the War Department on such lands, together with the water systems, water mains, distribution lines, and water rights located on or connected with such lands; and

WHEREAS, section 3 of said act further provides that the lands and other property authorized to be conveyed by said act shall be used by the grantee for a municipal park and dock and the deed executed by the Secretary shall contain the express condition that if the grantee shall cease to use such land for such purposes, or shall alienate or attempt to alienate such lands, title thereto shall revert to the United States; and

WHEREAS, the right, title and interest of the United States of America was acquired in and to said lands, and property, hereinafter described by the following documents and proceedings, to wit:

Judgment entered in the Circuit Court of the United States for the District of Oregon on 5 October 1878, in Cause No. 396, The United States vs. The Oregon Steam Navigation Company; Judgment entered in the Circuit Court of the United States for the District of Oregon on 24 August 1884, in Cause No. 883, The United States vs. The Oregon Railway and Navigation Company and The Farmer's Loan and Trust Company; Quitclaim Deed from the Oregon-Washington Railroad and Navigation Company dated 29 July 1927 and recorded in Volume 21, page 17, Hood River County, Oregon Deed Records; and

WHEREAS, said lands, buildings, fixtures, material, supplies, equipment, water systems, water mains, distribution lines and water rights have been currently appraised at the sum of TWENTY SIX THOUSAND FIVE HUNDRED AND NO/100 DOLLARS (\$26,500.00).

NOW THEREFORE, the UNITED STATES OF AMERICA, acting by and through its Secretary of the Army, formerly known and designated as the Secretary of War, under and pursuant to the powers and authority contained in the provisions of said Public Law 533, 76th Congress (54 Stat. 225), approved 28 May 1940, for and in consideration of the sum of THIRTEEN THOUSAND TWO HUNDRED FIFTY AND NO/100 DOLLARS (\$13,250.00), to it duly paid by the Port of Cascade Locks, Oregon, the receipt of which is hereby acknowledged,

*Sub #1*

does hereby remise, release and forever quitclaim unto the said Port of Cascade Locks, Oregon, all right, title and interest of the United States in and to the following described lands, situate in the County of Hood River, State of Oregon, to wit:

Commencing at a point, not monumented, on left bank of Columbia River, one thousand two hundred and six and three-tenths feet (more or less) north from center of Section 12, Township 2 North, Range 7 East, of the Willamette Meridian in Hood River County in the State of Oregon, this point being on the southerly boundary line of the R. G. Atwell, D.L.C.; thence from said initial point by metes and bounds east one hundred and twenty-five feet to a point; south two hundred and three and five-tenths feet to an eight-inch by eight-inch stone with iron plug marked "U. S."; south forty-one degrees fifteen minutes west five hundred and seventy-eight and six-tenths feet; south twenty-nine degrees thirty minutes east sixty feet; south twenty-nine degrees forty-five minutes west seventy-five feet; south twenty-nine degrees thirteen minutes west fifty-eight and fifty-one one-hundredths feet; south forty degrees no minutes west one hundred and thirty-five and five-tenths feet; south thirty-seven degrees thirty minutes west one hundred feet; south thirty-six degrees twenty minutes west one hundred feet; south thirty-four degrees fifteen minutes west one hundred and one feet; south thirty-one degrees fifty minutes west one hundred feet; south thirty degrees twenty minutes west one hundred feet; south thirty degrees ten minutes west one thousand five hundred and ninety and one-tenth feet; north fifty-nine degrees fifty minutes west two hundred feet; north forty-seven degrees fifteen minutes west nine hundred and fifty feet; north twenty-eight degrees no minutes east two hundred and eighty-six and forty-four one-hundredths feet; north eleven degrees no minutes west three hundred and forty-three and two-tenths feet; north forty-six degrees no minutes east one thousand one hundred and seventy-one and five-tenths feet; north eighty-eight degrees no minutes east seven hundred and twenty-six feet; north forty-nine degrees no minutes east nine hundred and seven and sixteen one-hundredths feet, (more or less to a point on the north-south center line of said Section 12); south fifty-five and four-tenths feet (more or less) to the point of beginning, which is on the southerly boundary of the R. G. Atwell, D.L.C.

Together with all right, title and interest of the United States in and to the following: All buildings and permanent fixtures, and any material, supplies, and sundry equipment abandoned by the War Department on said lands, together with the water systems, water mains, distribution lines and water rights located on or connected with such lands.

All uranium, thorium, and all other materials determined pursuant to section 5 (b) (1) of the Atomic Energy Act of 1946 (60 Stat. 761) to be peculiarly essential to the production of fissionable material, contained, in whatever concentration, in deposits in the lands covered by this instrument are hereby reserved for the use of the United States, together with the right of the United States through its authorized agents or representatives at any time to enter upon the land and prospect for, mine, and remove the same, making just compensation for any damage or injury occasioned

thereby. However, such land may be used, and any rights otherwise acquired by this disposition may be exercised, as if no reservation of such materials had been made; except that, when such use results in the extraction of any such material from the land in quantities which may not be transferred or delivered without a license under the Atomic Energy Act of 1946, as it now exists or may hereafter be amended, such material shall be the property of the United States Atomic Energy Commission, and the Commission may require delivery of such material to it by any possessor thereof after such material has been separated as such from the ores in which it was contained. If the Commission requires the delivery of such material to it, it shall pay to the person mining or extracting the same, or to such other person as the Commission determines to be entitled thereto, such sums, including profits, as the Commission deems fair and reasonable for the discovery, mining, development, production, extraction, and other services performed with respect to such material prior to such delivery, but such payment shall not include any amount on account of the value of such material before removal from its place of deposit in nature. If the Commission does not require delivery of such material to it, the reservation hereby made shall be of no further force or effect.

TO HAVE AND TO HOLD the above-described lands and other property unto the said Port of Cascade Locks, Oregon, forever, on condition that such lands and other property shall be used by the grantee for a municipal park and dock, and if the grantee shall cease to use such land for such purposes, or shall alienate or attempt to alienate such lands, title thereto shall revert to the United States.

IN WITNESS WHEREOF, the United States of America, acting by and through its Secretary of the Army, has caused these presents to be executed this 24<sup>th</sup> day of April 1954.

UNITED STATES OF AMERICA  
Acting by and through its  
Secretary of the Army

*Robert T. Stevens*  
\_\_\_\_\_  
Robert T. Stevens  
Secretary of the Army *H*

COMMONWEALTH OF VIRGINIA }  
COUNTY OF ARLINGTON } ss.

On this 24th day of April, 1954, personally  
appeared Robert T. Stevens, who being duly  
sworn, did say that he is the Secretary of the Army of the United States  
of America, and that the seal affixed to the foregoing instrument is the  
official seal of the Department of the Army and that the said instrument  
was signed and sealed in behalf of the United States of America, and he  
acknowledges said instrument to be its voluntary act and deed. Before  
me:



*A. F. Spada*  
A. F. Spada  
Notary Public  
Arlington County, Virginia  
My Commission Expires

Port of Cascade Locks  
Pavilion Plan  
Revised 3/31/17

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Plan for Pavilion Enhancements - Adopted

Purpose: To identify a multi-year strategy to enhance the Pavilion so as to increase use, revenue and attractiveness.

**Year One: Budget Year 2016-2017** \$17,000

1. Install proposed counters as planned with hand washing sink and plan for under counter refrigeration.
2. Construct pathway from south parking area to Pavilion.
3. Develop full site master plan.

**Year Two: Budget Year 2017-2018** \$50,000

1. Develop architects plans for storage addition to Pavilion.
2. Paint, fill holes and Improve appearance.
3. Replace window coverings.
4. Enhance lighting and sound system (LED bulbs new fixtures)

**Year Three: Budget Year 2018-2019** \$100,000

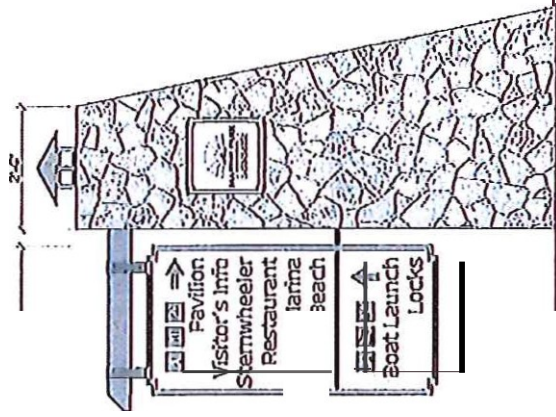
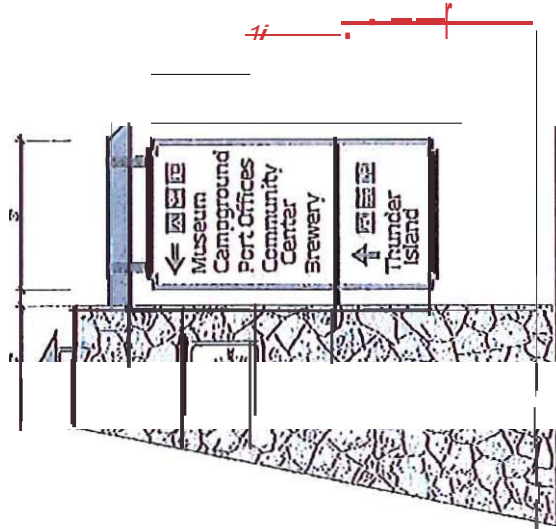
1. Construct storage addition to building.
2. Purchase new tables and chairs (Rounds)
3. Upgrade restrooms to provide for bride changing space
4. Construct service vehicle drive on east side.

**Year Four: Budget Year 2019-2020** \$75,000

1. Construct Gazebo near River.
2. Enhance site with flowers, roses and seasonal color.

**NOTES:**

- A. All costs except for Year One are rough estimates.
- B. Funding can be enhanced by use of grants where possible.



Preservation Date  
February 20, 2012  
April 10, 2012

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MARINE PARK IMPROVEMENT PLAN  
ESTIMATED COSTS  
December 29, 2016

**FIVE YEAR PRIORITY:**

1. Extend a pathway the entire length of the Marine Park 2600 L.F.	
a. Crushed aggregate pathway 8' wide	\$ 80,000
b. Gravel pathway along roadway at Pavilion	\$ 20,000
2. Improve wedding facilities on Thunder Island	
a. Paved walkway from bridge to Wedding Facility	\$ 20,000
b. Construct Restrooms	\$ 85,000
c. Extend water/sewer/electrical	\$ 45,000
d. Install Sewage Pump Station for Restrooms	\$ 7,000
e. Pavilion construction	\$ 43,000
f. Hard surface Wedding Area (poss. Pavers)	\$ 45,000
g. Gravel pathway for Interpretive Trail, 2,400 L.F.	\$ 60,000
h. Construct Safety Fencing	\$160,000
3. Add parking spaces between House 2 and House 3 (29 spaces) And 2 spaces at Museum	\$ 38,000
4. Remove Community Garden and provide improvements for river overlook	\$ 40,000
5. Add artwork in Community Center	\$ 10,000
6. Improve Pavilion area for weddings and meeting space:	
a. Initial facility upgrade	\$125,000
b. Construct Gazebo near River	\$ 40,000
c. Walkway to Pavilion/lighting	\$ 25,000
d. Replace tents with Picnic Shelters	\$ 50,000
7. Improve Irrigation pumping system	\$100,000
8. Provide better signage throughout Marine Park	\$125,000
<b>Five Year Priority Sub-Total: 2017-2021</b>	<b><u>\$1,118,000</u></b>

FUTURE YEARS PRIORITIES

9. Construct Overlook Park pedestrian RR crossing	\$4,000,000
10. Repave Marine Park Road from Maintenance Building to Sternwheeler parking lot	
a. Repave Marine Park Road	\$ 120,000
b. Repave parking spaces	\$ 25,000
c. Concrete rolled curbs	\$ 205,000
11. Complete river rock extension wall, 180 L.F.	\$ 55,000
12. Repave Sternwheeler parking and turn around	\$ 150,000
13. Construct sidewalks linking Sternwheeler area and elevated walkway	\$ 20,000
14. Construct elevated walkway between Sternwheeler Parking and Sail Park parking, 325 L.F.	\$ 325,000
15. Construct 100 overflow parking spaces south of RR	
a. Gravel Only	\$ 150,000
16. RR undercrossing at Sternwheeler Center	\$1,600,000
17. Reconstruct Bridge to Thunder Island	\$ 200,000
18. Replace Irrigation System (23 Acres)	
a. 6 acres@ \$45,000	\$ 270,000
b. 17 acres @ \$25,000	\$ 450,000
<b>Fifteen Year Priority Sub-Total: 2022-2036</b>	<b><u>\$7,545,000</u></b>

- Prioritize User Groups:
  1. Local Citizens
  2. Stern Wheeler Customers
  3. Recreational Users
  4. Potential Revenue Generation
  5. Sailing Users/Groups
- Develop Infrastructure Needs
  1. Pathways
  2. Roadways/Parking
  3. Water/Sewer/Electrical Power
  4. Irrigation System Renovation. (23 acres @ \$45,000/acre)
- Develop Thunder Island with pathways with historical interpretation nodes, lighting and expanded facilities for weddings. This has been identified in prior master plans.
- Provide a structural analysis of bridge crossing to Thunder Island. (Replace bridge, \$250,000)
- Provide better signage throughout the Marine Park with consistent signage design standards (\$125,000)
- Make a master landscape plan for the Marine Park to maintain consistency.
- Consider moving the Sail Park and camp group out of the Marine Park within the next ten years.

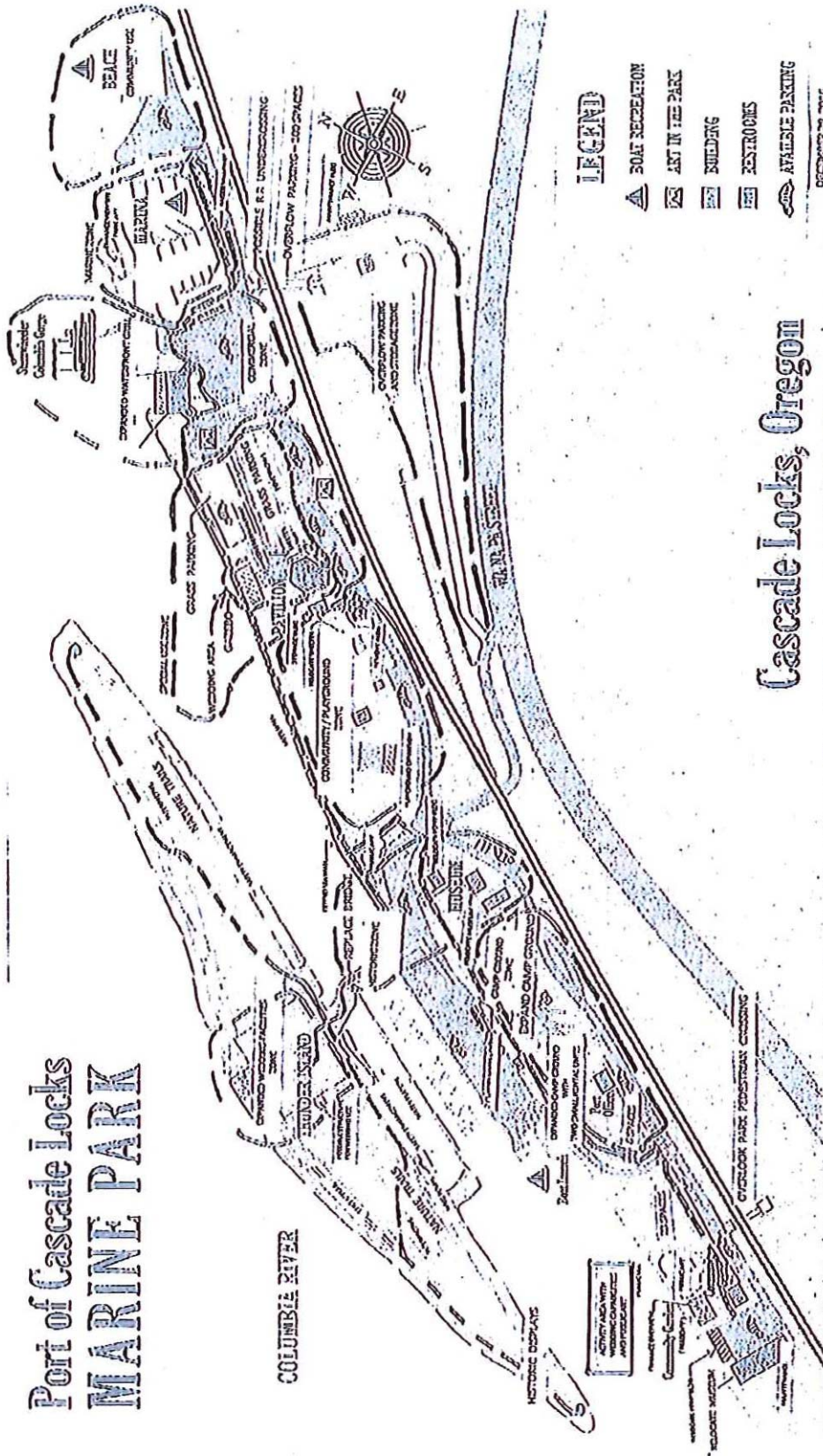
In October 2016, after review of the Master Plan with staff and members of the Commission, the elements within the Marine Park were categorized into nine zones to assist In future review and Implementation.

The Zones are:

- Marina Zone
- Commercial Zone
- Special Use Zone
- Community/Playground Zone
- Historic Zone
- Expanded Wedding Facilities Zone
- Activity Area/Wedding Capability
- Camp Ground Zone
- Overflow Parking and Storage Zona

# MASTER PLAN 2016

## Port of Cascade Locks MARINE PARK



### LEGEND

- BOAT RECREATION
- ART IN THE PARK
- BUILDING
- RESTROOMS
- AVAILABLE PARKING

Cascade Locks, Oregon

Attachment 5

Chapter 8-6.92  
PUBLIC ZONE (P)

Sections

8-6.92.010	Purpose
8-6.92.020	Permitted Uses
8-6.92.030	Conditional Uses
8-6.92.040	Dimensional Requirements

8-6.92.010 Purpose

The purpose of the P zone is to provide land for community and recreation facilities to be used by city residents and visitors. The zone implements the Comprehensive Plan policies and regulations that are intended to create, maintain, and promote these activities.

8-6.92.020 Permitted Uses

A permitted use is a use which is allowed outright but is subject to all applicable provisions of this title. If a use is not listed as a permitted use, it may be held to be a similar unlisted use under the provisions of Chapter 8-6.48, Unlisted Use. Permitted uses in the P zone are:

- A. Community services;
- B. Schools; and
- C. Accessory structures.

8-6.92.030 Conditional Uses

A conditional use is a use which subject to a discretionary decision by the Planning Commission. The approval criteria are set forth in Chapter 8-6.152. If a use is not listed as a conditional use, it may be held to be a similar unlisted use under the provisions of Chapter 8-6.48, Unlisted Use. Conditional uses in the P district are:

- A. Retail sales and service (conducted indoors or outdoors):
  - a. Personal service-oriented, excluding drive-through facilities;
  - b. Entertainment oriented, excluding drive-through facilities;
  - c. Recreational vehicle campgrounds;
- B. Parks and open space;

- C. Marinas;
- D. Utilities; and
- E. Public facilities.

8-6.92.040 Dimensional Requirements

Unless modified as provided in Chapter 8-6.140, Planned Development Overlay Zone or Chapter 8-6.160, Variance, the dimensional requirements in the P district are as follows:

- A. There is no minimum lot size.
- B. There is no minimum lot width or lot depth requirement.
- C. The minimum setback requirements shall be as follows:
  - 1. Front yard setback of 10 feet;
  - 2. No required side yard setback, except when abutting a residential zone, a side yard of 10 feet shall be required; and
  - 3. No required rear yard setback, except when abutting a residential zone, a rear yard setback of 10 feet shall be required.
- D. No building shall exceed a height of 35 feet.
- E. The maximum height and size and minimum setbacks for accessory structures shall comply with the provisions of Chapter 8-6.164, Accessory Structures.
- F. The maximum coverage of buildings and impervious surfaces shall not exceed 85 percent of the total lot area.