



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

STAFF REPORT

Date: October 31, 2017

To: Gary R. Christensen, AICP
Planning Director

From: Olivia Sontag
Planner

File Number: PLN 50734 SPRA

Project: Bloedel Reserve Facility Improvements – Site Plan and Design Review Adjustment

Applicant: Arbor Fund

Location: 7571 NE Dolphin Drive

Tax Parcels: 332602-1-001-2002, 332602-1-011-2000, 332602-1-013-2008

Summary of Proposal

The approval for the Bloedel Reserve Site Plan and Design Review (SPR) was issued on February 28, 2017 (PLN 50734 SPR). The approval formalized an existing parking area which was previously approved as overflow parking. This project and others proposed are items on the Bloedel Reserve's Master Plan.

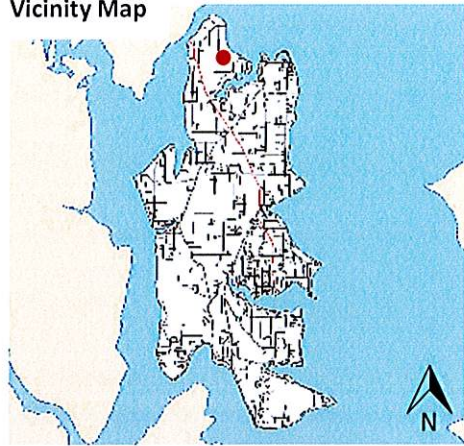
The applicants have requested a minor adjustment to the existing SPR for an addition to and remodel of the gatehouse, construction of a compost shed, and construction of a floral workshop to provide a designated workspace for volunteers to make floral arrangements for the Bloedel Reserve. These are all accessory uses to the site's permitted use as a park and related facilities. The new structures are site improvements to accommodate activities that currently occur at the Bloedel Reserve, are outside of the public areas, are adjacent to the existing flower cutting garden, and near the maintenance and horticulture area.

There are no critical areas within the vicinity of the proposed structures. The structures are located to minimize the removal of trees. A total of 6 non-significant trees will be removed for the siting of the compost shed. Tree retention requirements apply, however, the existing vegetation on site far exceeds these requirements.

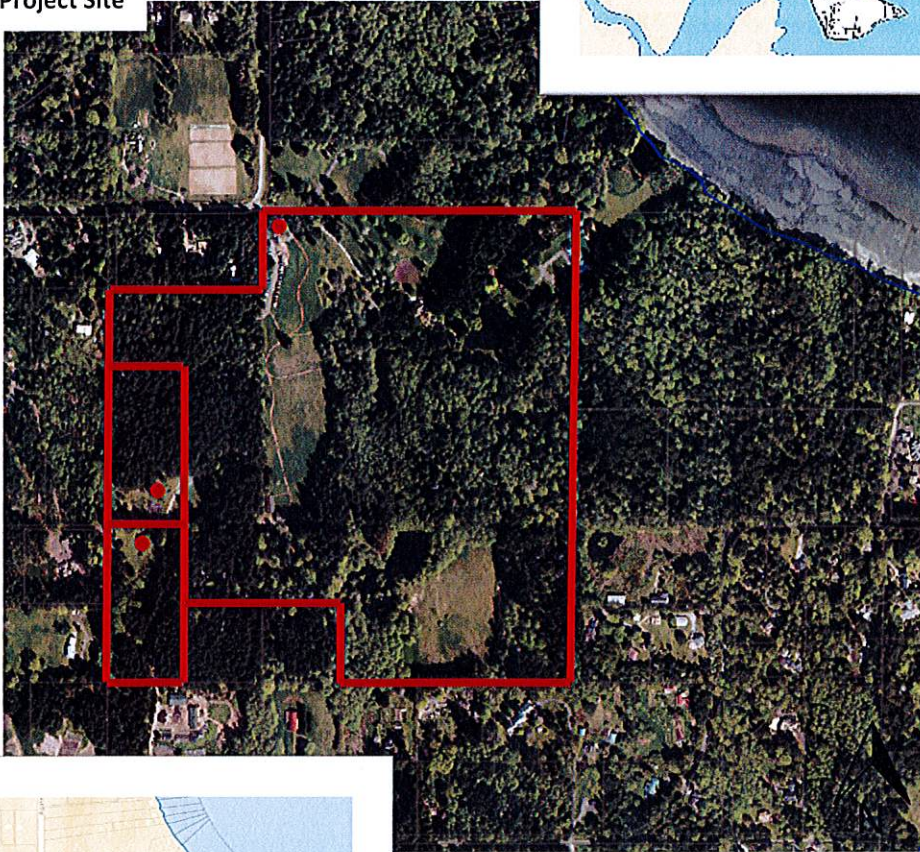
The original application included a Conditional Use Permit Amendment (CUPA) which proposed a one-way entrance and exit circulation system, adding a second access point to serve as an exit onto Agate Point Road. In response to concerns and comments from neighboring property owners, the applicant requested to withdraw the CUPA, eliminating the new exit from the proposal.

This proposal is considered a Minor Site Plan and Design Review pursuant to BIMC 2.16.040. C. Approval of this site plan and design review is required prior to the issuance of building permits.

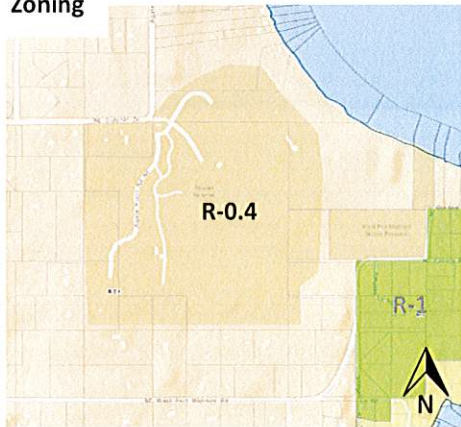
Vicinity Map



Project Site



Zoning



Background

1. On September 8, 1986, the Kitsap County Board of Commissioners approved an Unclassified Use Permit to expand the existing Bloedel Reserve and facilities to the public (KC CUP 1935).
2. In May 2014, the Bloedel Reserve created a Master Plan looking ahead to the next 25 years and creating a phased roadmap for the future restoration and enhancement of the Bloedel Reserve.
3. On January 10, 2017, an application for the Bloedel Reserve Site Plan and Design Review was submitted (PLN 50734 SPR).
4. On January 31, 2017, Planning and Community Development staff met with staff from the Bloedel Reserve to discuss items on the Master Plan and identify possible phasing.
5. On February 14, 2017, a site visit by Planning and Community Development staff was conducted to view the sites proposed for development.
6. On February 28, 2017, the Bloedel Reserve Site Plan and Design Review was issued (PLN 50734 SPR). (Reference C)
7. On June 1, 2017, the applicant applied for a Site Plan and Design Review Adjustment (PLN 50734 SPRA) and a Conditional Use Permit Amendment (PLN 50734 CUPA).
8. On June 29, 2017, the application for Site Plan and Design Review Adjustment (SPRA) and a Conditional Use Permit Amendment (CUPA) was deemed complete.
9. On July 21, 2017, Notice of Application was made with a 14-day public comment period. Twenty (20) comments were received. (Reference D)
10. On August 21, 2017, the applicant submitted a request to withdraw the Conditional Use Permit Amendment (CUPA) in response to comments received from neighboring property owners regarding the proposed second exit. (Reference E)
11. On August 29, 2017, commenters were notified of the applicant's request to withdraw the Conditional Use Permit Amendment (CUPA) application for the proposed second exit. The communication explained that the applicant would still be pursuing the remaining items under the Site Plan Review Adjustment (SPRA) including the floral workshop, compost shed, and gatehouse renovation. No further comments were received. (Reference F)
12. On August 30, 2017, the City approved the request to withdraw the Conditional Use Permit Amendment (CUPA).
13. On October 24, 2017, the applicant submitted revised site plans for the gatehouse, adding a staffroom addition along the west side. (Reference B)

Environmental Review

The project is subject to the State Environmental Policy Act (SEPA) review as provided in Washington Administrative Code (WAC 197-11-800(1)(b)(iv)). A SEPA threshold determination will be made concurrently with the decision on the underlying application.

Public/Agency Comment

1. Public Comment

None of the public comments received addressed the floral workshop, compost shed, and gatehouse renovation. Additionally, no comments were received after commenters were notified of the applicant's request to withdraw the Conditional Use Permit Amendment (CUPA) application for the proposed second exit. (Reference D, E, & F)

2. Building Official

Conditions of approval from the Building Official were provided. (Condition 3-5)

3. Development Engineer

Comments and conditions are provided in the conditions of approval. (Condition 7 & 8)

4. Fire Department

Conditions of approval from the Fire Marshal were provided. (Condition 6)

5. Kitsap Public Health District

The Kitsap Public Health District reviewed the proposal and had no comments.

Comprehensive Plan Analysis

1. Environmental Element

Environment – GOAL 1: Preserve and enhance Bainbridge Island's natural systems, natural beauty, and environmental quality.

The mission of the Bloedel Reserve is: To enrich people's lives through a premier public garden of natural and designed Pacific Northwest landscapes. Past and present development aims to preserve and enhance critical areas, vegetation, and island character.

2. Land Use Element

Residential Open Space – POLICY OS 1.4: Existing vegetated buffers should be retained to preserve the Island's character and the forested view from the road.

The Bloedel Reserve currently has extensive vegetated buffers. The new compost shed and floral workshop require full-screen perimeter buffers where they abut a residential use. (Condition 2)

Staff Analysis

1. Land Use Review Procedures (BIMC 2.16)

The Bloedel Reserve Facility Improvements was properly submitted as a site plan and design review adjustment application.

Site Plans and Design Review (BIMC 2.16.040)

The director shall base their decision on site plan and design review applications on the following criteria:

- a. The site plan and design is in conformance with applicable code provisions and development standards of the applicable zoning district;

As summarized in this staff report and in the submitted documents, the application, with conditions, is in conformance with the Bainbridge Island Municipal Code.

- b. The locations of the buildings and structures, open spaces, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, efficient and in conformance with the non-motorized transportation plan;

The locations of the proposed addition and new structures, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, and efficient as conditioned. The Non-Motorized Transportation Plan requirements are not proportionate to the level of development proposed and do not apply.

- c. The Kitsap County Health District has determined that the site plan and design meets the following decision criteria:
 - i. The proposal conforms to current standards regarding domestic water supply and sewage disposal; or if the proposal is not to be served by public sewers, then the lot has sufficient area and soil, topographic and drainage characteristics to permit an on-site sewage disposal system.
 - ii. If the Health District recommends approval the application with respect to those items in subsection i., the health district shall so advise the director.
 - iii. If the health district recommends disapproval of the application, it shall provide a written explanation to the director.

The Kitsap Public Health District had no comments.

- d. The city engineer has determined that the site plan and design meets the following decision criteria:
 - i. The site plan and design conforms to regulations concerning drainage in Chapters 15.20 and 15.21 BIMC; and
 - ii. The site plan and design will not cause an undue burden on the drainage basin or water quality and will not unreasonably interfere with the use and enjoyment of properties downstream; and
 - iii. The streets and pedestrian ways as proposed align with and are otherwise coordinated with streets serving adjacent properties; and
 - iv. The streets and pedestrian ways as proposed are adequate to accommodate anticipated traffic; and
 - v. If the site will rely on public water or sewer services, there is capacity in the water or sewer system (as applicable) to serve the site, and the applicable service(s) can be made available at the site; and
 - vi. The site plan and design conforms to the "City of Bainbridge Island Engineering Design and Development Standards Manual," unless the city engineer has approved a variation to the road standards in that document based on his or her determination that the variation meets the purposes of BIMC Title 18.

The Development Engineer has reviewed the proposal and has recommended approval with conditions. (Condition 7 & 8)

- e. The site plan and design is consistent with all applicable design guidelines in BIMC Title 18, unless strict adherence to a guideline has been modified as a housing design demonstration project pursuant to BIMC 2.16.020.Q;

The proposed addition and remodel of the gatehouse is in character with the existing structure and the design guidelines are not applicable. The compost shed and floral workshop are not visible to the public, will serve as back-of-house maintenance facilities, and the design guidelines are not applicable.

- f. No harmful or unhealthful conditions are likely to result from the proposed site plan;

The proposed addition and remodel of the gatehouse and new compost shed and floral workshop are site improvements to accommodate activities that currently occur at the Bloedel Reserve. The use of the property will not change and no harmful or unhealthful conditions are likely to result from the proposed site plan.

- g. The site plan and design is in conformance with the comprehensive plan and other applicable adopted community plans;

The site plan and design is consistent with the Comprehensive Plan goals and policies.

- h. Any property subject to site plan and design review that contains a critical area or buffer, as defined in Chapter 16.20 BIMC, conforms to all requirements of that chapter;

The property is comprised of wetlands, landslide hazards, and erosion hazards. This specific project scope will be located in an area of terrain that is flat and outside of critical areas and their buffers.

- i. Any property subject to site plan and design review that is within shoreline jurisdiction, as defined in Chapter 16.12 BIMC, conforms to all requirements of that chapter;

The proposed improvements are not within shoreline jurisdiction.

- j. If the applicant is providing privately owned open space and is requesting credit against dedications for park and recreation facilities required by BIMC 17.20.020.C, the requirements of BIMC 17.20.020.D have been met;

The requirements of BIMC 17.20.020 are not applicable to this application because the proposed updates do not include a subdivision or new dwelling units that would require park dedication under the above cited code sections.

- k. The site plan and design has been prepared consistent with the purpose of the site design review process and open space goals;

The proposed site plan and design have been prepared consistent with the overall purpose and goals of the site plan process and open space goals.

- l. For applications in the B/I zoning district, the site plan and development proposal include means to integrate and re-use on-site storm water as site amenities.

The subject property is not within the B/I zoning district.

2. Dimensional Standards (BIMC 18.12)

Tables of Dimensional Standards (BIMC 18.12.020)

- a. The allowable lot coverage in the R-0.4 zone is 10%.

Gatehouse Addition and Remodel (Tax Parcel 332602-1-001-2002): The existing lot coverage is less than one-percent. The gatehouse addition adds 438 square feet and results in less than one-percent lot coverage.

Compost Shed (Tax Parcel 332602-1-013-2008): There are no existing structures on this parcel. The 6,000 square foot compost shed will result in approximately 2.8 percent lot coverage.

Floral Workshop (Tax Parcel 332602-1-011-2000): There are no existing structures on this parcel. The 770 square foot floral workshop will result in less than one-percent lot coverage.

- b. The lots proposed for development do not abut a street and all setbacks are considered side yards. The maximum side yard setback requirement for buildings two (2) stories or less is 15 feet on each side.

Gatehouse Addition and Remodel (Tax Parcel 332602-1-001-2002): The gatehouse addition meets the required 15-foot setbacks.

Compost Shed (Tax Parcel 332602-1-013-2008): The compost shed is located well outside of the required 15-foot setbacks.

Floral Workshop (Tax Parcel 332602-1-011-2000): The floral workshop is located well outside of the required 15-foot setbacks.

- c. The maximum building heights is 35 feet.

Gatehouse Addition and Remodel (Tax Parcel 332602-1-001-2002): The gatehouse is approximately 16 feet in height and the proposed addition and remodel does not increase or alter the height.

Compost Shed (Tax Parcel 332602-1-013-2008): The proposed compost shed is approximately 20 feet in height.

Floral Workshop (Tax Parcel 332602-1-011-2000): The proposed floral workshop is approximately 14 feet in height.

3. Development Standards and Guidelines (BIMC 18.15)

Landscaping, Screening, and Tree Retention, Protection and Replacement (BIMC 18.15.010)

All new development, except single-family residential building permits, are subject to the requirements of this section including: significant tree and tree stand retention, total tree unit requirements of 40 tree units per acre, a 25-foot partial screen roadside buffer, a 25-foot full screen perimeter landscape buffer, parking lot landscaping, planting requirements, irrigation, and maintenance.

Gatehouse Addition and Remodel (Tax Parcel 332602-1-001-2002): No trees are proposed for removal. This 69.95-acre parcel requires a total of 2,798 tree units to remain following the proposed development. The existing trees on site far exceed this requirement. This parcel does not abut right-of-way or a residential use and does not require a roadside or perimeter landscape buffer.

Compost Shed (Tax Parcel 332602-1-013-2008): The proposed compost shed is located to minimize the removal of trees. A total of six (6) non-significant trees will be removed for the siting of the compost shed. This 5-acre parcel requires a total of 200 tree units to remain following the proposed development. The existing trees on site far exceed this requirement. This parcel does not abut right-of-way and does not require a roadside buffer. The parcel does abut a residential use and requires a 25-foot full screen perimeter landscape buffer along the western property line. (Condition 2)

Floral Workshop (Tax Parcel 332602-1-011-2000): No trees are proposed for removal. This 5-acre parcel requires a total of 200 tree units to remain following the proposed development. The existing trees on site far exceed this requirement. This parcel does not abut right-of-way and does not require a roadside buffer. The parcel does abut a residential use and requires a 25-foot full screen perimeter landscape buffer along the western property line. (Condition 2)

Parking and Loading (BIMC 18.15.020)

The proposed development does not require additional parking spaces.

Mobility and Access (BIMC 18.15.030)

All multifamily and nonresidential development shall comply with the circulation and walkway standards in BIMC 18.15.030.A.

The existing development meets the circulation and walkway standards in BIMC 18.15.030.A.

Outdoor Lighting (BIMC 18.15.040)

To mitigate potential off-site glare and light trespass, any outdoor lighting shall comply with the outdoor lighting regulations in BIMC 18.15.040.

The original Site Plan and Design Review (PLN 50734 SPR) was conditioned to comply with the outdoor lighting requirements. (Reference C)

Signs (BIMC 18.15.050)

All development shall comply with the sign regulations contained in Chapter 15.08 BIMC.

The original Site Plan and Design Review (PLN 50734 SPR) was conditioned to comply with the sign code. (Reference C)

4. Design Standards and Guidelines (BIMC 18.18)

Specific Design Regulations and Guidelines (BIMC 18.18.030)

Based on the use and the zoning, the Bloedel Reserve is subject to the "Commercial and Mixed-Use Design Guidelines for All Zoning Districts".

The proposed addition and remodel of the gatehouse is in character with the existing structure and the design guidelines are not applicable. The compost shed and floral workshop are not visible to the public, will serve as back-of-house maintenance facilities, and the design guidelines are not applicable.

Recommendation

Staff is recommending approval of the minor adjustment to the Site Plan and Design Review (PLN 50734 SPRA). In addition to the following conditions, all conditions from PLN 50734 SPR apply:

1. Except for modifications reflecting compliance with these conditions of approval, the project shall be constructed in substantial conformance with the site plans dated June 1, 2017 and the revised plans for the gatehouse dated October 24, 2017.
2. A 25-foot full screen perimeter landscape buffer must be maintained along the western property line of the parcels containing the floral workshop and compost shed subject to the requirements of BIMC 18.15.010.D.4. If the perimeter landscape buffer does not meet the full screen requirements the buffer shall be enhanced in accordance with the planting requirements of BIMC 18.15.010.H.
3. Building plans and review shall be subject to the 2015 International Codes, or subsequent edition as adopted by Bainbridge City Council at time of building permit application.
4. A demolition permit is required for any demolition work occurring. If demolition is proposed for any structure which is older than 50 years, the project is required to be reviewed by the Bainbridge Island Historic Preservation Commission (HPC) prior to the issuance of a demolition permit and prior to any demolition work occurring.
5. Building and Facilities shall be designed and constructed in accordance with the 2015 International Building Code (ICC) Section 11 – Accessibility and ICC Section A117.1, including but not limited to accessible parking and accessible routes.
6. Per Bainbridge Island Fire Department requirements, remodeling and new construction shall be reviewed for fire and life safety compliance.
7. The stormwater mitigation for the project shall comply with the Washington State Department of Ecology's 2012 Stormwater Management Manual for Western Washington, as amended in 2014. Plans will be required at the time of building permit application for all proposed structures.
8. Traffic impact fees will be determined at the time of building permit application for all proposed structures.

Minor Adjustment Process

Minor adjustments to an approved site plan and design review may be made after review and approval by the director. Minor adjustments are those that include minor changes in dimensions or siting of structures or the location of public amenities, but do not include changes to the intensity or character of the use. Minor adjustments are processed through a written request from the applicant and a written response from department staff. The City response is placed in the project file and is effective to modify the approval as described in the response (BIMC 2.16.040.G.1).

Minor Adjustment Approved:



Gary R. Christensen, AICP, Planning and Community Development Director

References

(Note, all reference material may be accessed via the City's Website Online Permit Portal – SmartGov. The following materials can be found under the "notes" section under this file number: PLN 50734 SPRA.)

- A. 50734 SPRA Site Plans dated June 1, 2017
- B. 50734 SPRA REVISED Site Plans for the Gatehouse dated October 24, 2017
- C. 50734 SPRA Notice of Decision for PLN 50734 SPR
- D. 50734 SPRA Public Comments
- E. 50734 SPRA CUPA Withdrawal Request
- F. 50734 SPRA Letter to Commenters Regarding Withdrawal of CUPA