



DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

STAFF REPORT

Date: February 24, 2017

To: Gary R. Christensen, AICP
Planning Director

From: Olivia Sontag
Planner

Project: Bloedel Parking Lot – Site Plan and Design Review

Location: 7571 NE Dolphin Drive

File Number: PLN 50734 SPR

Summary of Proposal

The applicant is proposing to formalize an existing parking area which was previously approved as overflow parking. In total, the proposed project will add 12,487 square feet of asphalt paving and 9,941 square feet of gravel paving. The improvements will provide 59 parking spaces, 2 bus parking spaces, two walkways, a pedestrian entry, and a redesigned traffic island.

The formalization of the overflow parking area does not increase the capacity of the Bloedel Reserve because these spaces already exist. The overflow parking area is a grass field adjacent to the primary parking area. The field does not hold up well in wet weather conditions and vehicles track the mud off-site. Once it is formalized, the applicant intends to establish the overflow parking area as the primary parking area. The former primary parking area will eventually transition into maintenance vehicle parking and additional ADA accessible parking. The two bus parking spaces will help to decrease congestion at the entrance.

The original site plan proposed a one-way entrance and exit circulation system, adding another access point to Agate Point Road in the interest of improving vehicle circulation and pedestrian safety. In response to concerns and comments from neighbors, the applicant submitted revised plans eliminating the second access onto Agate Point Road. The entry gate will remain the same, however, the City has granted temporary construction access where the second access point was proposed to keep visitor access and construction access separate. The City acknowledges that the applicant may revise the temporary construction access through a Conditional Use Permit to formalize the second access. As conditioned, unless a Conditional Use Permit or amendment for the second access point is granted, the applicant will be required to return the temporary construction access to its original condition. (Condition 10)

This proposal is considered a minor site plan and design review per BIMC 2.16.040. C. Approval of this site plan and design review is required prior to the issuance of the grading permit or any other building permits.

Background

1. On October 26, 2016, the applicant submitted a building permit application for Grade/Fill (BLD 21925 C-GAF).
2. On December 20, 2016, Planning Manager, Joshua Machen, issued a Notice of Incomplete Application. In order to complete the application, the applicants were required to schedule a pre-application conference or obtain a pre-application conference waiver and submit a Site Plan and Design Review application. (Reference A)
3. On December 27, 2016, the applicants submitted a pre-application conference waiver and it was granted on December 30, 2016. (Reference B)
4. On January 10, 2017, the applicants submitted a Site Plan and Design Review application (PLN 50734 SPR). (Reference C)
5. On January 12, 2017, the application for Site Plan and Design Review was deemed complete.
6. On January 13, 2017, a Notice of Application/SEPA Comment Period was published. Fourteen comments were received during the 14-day public comment period. (Reference F, G, & H)
7. On February 17, 2017, the applicant submitted revisions to the Grade/Fill (BLD 21925 C-GAF) and Site Plan and Design Review (PLN 50734 SPR) in response to comments received from neighboring property owners. (Reference D)

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)(v)). A SEPA threshold determination will be made concurrently with the decision on the underlying application.

Recommendation

Staff is recommending approval of the site plan and design review in accordance with the following conditions:

SEPA Conditions

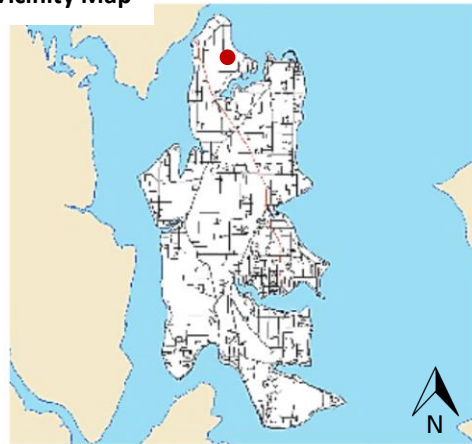
1. Prior to construction activity, the applicant shall obtain the appropriate permits from the City of Bainbridge Island, including but not limited to clearing, grading, right-of-way and building permits.
2. All work shall adhere to the City's seasonal work limitations between October 1 and April 30 of any year. During this period, no soils shall remain exposed and unworked for more than two days. From May 1 to September 30, no soils shall remain exposed and unworked for more than seven days.
3. Prior to any construction, a temporary erosion and sedimentation control plan (TESCP) shall be submitted and approved by the City. Construction shall be restricted to the dates occurring between May 1 and September 30 unless a wet weather erosion control plan is submitted and approved by the City prior to construction.
4. The limits of clearing and grading shall be clearly marked in the field and inspected by the Department of Planning and Community Development staff prior to start of any clearing, grading, or other site work.

5. To mitigate impacts on air quality during earth moving activities, contractors shall conform to Puget Sound Clean Air Agency regulations to ensure all reasonable precautions are taken to avoid dust emissions.
6. All construction activities shall comply with noise limitations in residential zones per BIMC 16.16.020.
7. If any historical or archaeological artifacts are uncovered during excavation or construction, the contractor is required to stop work and immediately notify the Department of Planning and Community Development and the Washington State Office of Archaeology and Historic Preservation. Construction shall only continue thereafter in compliance with the applicable provisions of law.

Project Conditions

8. Except for modifications reflecting compliance with these conditions of approval, the project shall be constructed in substantial conformance dated with the site plans February 17, 2017.
9. While the use of heavy equipment and other construction needed to complete the proposed additions is necessary, Section 16.16.025 limits the hours of construction activities in residential zones as follows:
 - i. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited between the hours of 7:00 p.m. and 7:00 a.m. on weekdays that do not constitute legal holidays.
 - ii. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited before 9:00 a.m. and after 6:00 p.m. on Saturdays that do not constitute legal holidays.
 - iii. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited on Sundays and all legal holidays except that work on the inside of an enclosed structure may occur between the hours of 10:00 a.m. and 4:00 p.m.
10. The City has granted temporary construction access where the second access point was proposed. The City acknowledges that the applicant may revise the temporary construction access through a Conditional Use Permit to formalize the second access. Unless a Conditional Use Permit or amendment for the second access point is granted, the applicant will be required to return the temporary construction access to its original condition.
11. The proposed parking lot improvements will provide 59 parking spaces. Per the 2015 International Building Code (IBC), three accessible parking spaces are required, one of which must be van-accessible. The applicant must locate these spaces near the sidewalk ramp on the south side of the parking lot and identify them with signs per ADA regulations.
12. One bicycle space shall be provided for every five parking spaces. As proposed, the parking lot improvements will provide 59 parking spaces, requiring the applicants to provide at least 11 bicycle parking spaces.
13. The stormwater mitigation shall comply with the Washington State Department of Ecology's 2012 Stormwater Management Manual for Western Washington, as amended in 2014.
14. To the satisfaction of the Bainbridge Island Fire Department, the project shall comply with all applicable provisions of the adopted Fire Code.

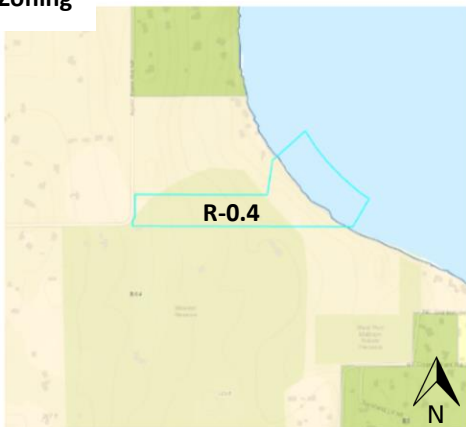
Vicinity Map



Project Site



Zoning



Staff Analyses

I. Findings of Fact

A. Site Characteristics

1. Tax Assessor Information:

- a. Owner of record: Bloedel Reserve
- b. Tax Lot Number: 282602-4-021-2009
- c. Township/Section/Range: Section 27 and 28, Township 26 North, Range 2 East
- d. Lot size: 13.88 acres

2. Terrain:

The parking area is generally flat and then slopes downhill to the east. The parcel contains a wetland, landslide hazards, and erosion hazards. The proposed parking lot improvements are well outside of these critical areas and their buffers and will be located in an area of terrain that is generally flat.

3. Soils:

Soils on this site are mapped as Ragnar fine sandy loam. The grading and erosion control plan provided by Browne Wheeler Engineers concludes that infiltration on the site appears feasible.

4. Access:

The property is accessed at the corner of Dolphin Drive and Agate Point Road.

5. Utilities:

- a. Water: On-Site Wells
- b. Sewer: On-Site Septic
- c. Stormwater: Full Rain Garden Infiltration

6. Public Services and Utilities:

- a. Police: Bainbridge Island Police Department
- b. Fire: Bainbridge Island Fire District #23
- c. Schools: Bainbridge Island School District

7. Existing Use:

The site is developed as the Bloedel Reserve – a premier public garden of natural and designed Pacific Northwest landscapes. The Reserve's 150 acres are a blend of natural woodlands and landscaped gardens.

8. Zoning and Comprehensive Plan Designation:

The subject property and surrounding properties are in residential districts. The subject property is zoned Residential – one unit per 2.5 acres (R-0.4), and the Comprehensive Plan Designation is Open Space Residential – one unit per 2.5 acres (OSR-0.4).

B. Public/Agency Comment

Fourteen public comments were received (Reference H). The comments focused on vehicular traffic and pedestrian safety, a second access point on Agate Point Road, and tour buses. A summary of comments received and how the proposal addresses them is provided below.

Vehicular Traffic and Pedestrian Safety

Most of the comments expressed concerns regarding how the increase in parking would increase the number of vehicular trips proposed per day and the impact those additional trips would have on the existing congestion and safety of Agate Point Road. The City recognizes that formalizing an existing parking lot is not going to increase the capacity of the Reserve and does not trigger additional traffic impact analysis. Future development on the site that increases capacity will require traffic impact analysis and a reevaluation of the Bloedel Reserve's capacity.

Second Access Point on Agate Point Road

Many of the comments expressed concerns regarding the proposed second access point on Agate Point Road. Commenters worried that this would increase traffic congestion problems and decrease pedestrian and biker safety. In response to concerns and comments from neighbors, the applicant submitted revised plans eliminating the second access onto Agate Point Road. The entry gate will remain a two-way entry and exit point for visitors.

Tour Buses

Several comments also suggested that the two new bus parking spaces would create even more congestion and disruption on Agate Point Road. Residents dislike the idea of tour buses driving through their neighborhood. The Bloedel Reserve explains that the two bus parking spaces will help to decrease congestion on Agate Point Road because it creates a place for the buses to park within the Reserve rather than stopping on Agate Point Road to let passengers out, further risking pedestrian safety. The applicants also express that the formalization of the parking lot will not increase parking capacity and will not increase daily bus trips.

C. 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 proposed parking lot improvements include roadside and perimeter buffers.

D. Land Use Code Analysis

1. Land Use Review Procedures (BIMC 2.16)

The Bloedel Parking Lot was properly submitted as a site plan and design review application. The final decision on a minor site plan and design review is made by the director based on (i) decision criteria in BIMC 2.16.040. E., (ii) the DRB recommendation, and (iii) consideration of any public comments received.

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 materials prepared by the applicant, 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 parking lot improvements, the open space, landscaping, pedestrian, bicycle and vehicular circulation systems are adequate, safe, and efficient as conditioned. The proposed improvements aim to increase pedestrian safety by creating new pathways and reconfiguring vehicular circulation systems. 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. (Reference J)

- 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 site plan and design is consistent with all applicable design guidelines in BIMC Title 18.

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

The proposal is to formalize an existing parking lot. The use of the property will not change.

- 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, outside of critical areas and their buffers, and adjacent to existing development.

- 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.

- I. 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. Noise Regulation (BIMC 16.16)

Limitation on Construction Activities (BIMC 16.16.025)

While the use of heavy equipment and other construction needed to complete the proposed additions is necessary, Section 16.16.025 limits the hours of construction activities in residential zones as follows:

- i. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited between the hours of 7:00 p.m. and 7:00 a.m. on weekdays that do not constitute legal holidays.
- ii. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited before 9:00 a.m. and after 6:00 p.m. on Saturdays that do not constitute legal holidays.
- iii. Construction activities within residential zones or within 100 feet of residential zones shall be prohibited on Sundays and all legal holidays except that work on the inside of an enclosed structure may occur between the hours of 10:00 a.m. and 4:00 p.m.

The construction time limitations are included in the conditions of approval for the project. (Condition 9)

3. Dimensional Standards (BIMC 18.12)

Tables of Dimensional Standards (BIMC 18.12.020)

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

There are no structures proposed as part of the site plan and design review. The proposed improvements do not increase the lot coverage.

4. 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, a 25-foot full screen perimeter landscape buffer, a 25-foot partial screen roadside buffer, parking lot landscaping, total site tree unit requirements, planting requirements, irrigation, and maintenance.

The proposed parking lot improvements and landscaping plans meet the requirements of the code. The existing trees to remain on the site will significantly exceed the required tree unit retention requirement. (Reference E)

Parking and Loading (BIMC 18.15.020)

Per the 2015 International Building Code (IBC), three accessible parking spaces are required, one of which must be van-accessible.

The proposed parking lot will provide 59 parking spaces. The project is conditioned to designate three accessible parking spaces, one of which will be van-accessible, and comply with the parking requirements of the IBC (Condition 11). The plans, as shown, meet the parking space and lot design and dimension standards. (Reference D)

Mobility and Access (BIMC 18.15.030)

All parking facilities, except those serving single-family residences, shall contain bicycle parking facilities that allow secure locking of both the frame and wheels of a bicycle. One bicycle space shall be provided for every five parking spaces with a minimum of four spaces provided for each parking lot.

The project is conditioned to provide at least 11 new bicycle spaces (Condition 12).

Outdoor Lighting (BIMC 18.15.040)

The proposed improvements do not propose additional outdoor lighting and do not change previously approved outdoor lighting plans.

5. Design Standards and Guidelines (BIMC 18.18)

Specific Design Regulations and Guidelines (BIMC 18.18.030)

As a nonresidential use in a residential zone, the Bloedel Reserve shall comply with the "Commercial and Mixed-Use Design Guidelines for All Zoning Districts".

Review by the Design Review Board DRB was optional. The applicant and Planning and Community Development staff determined that this proposal did not warrant Design Review Board review.

II. Conclusions

As conditioned, the proposed project is consistent with the Comprehensive Plan, the applicable sections of the Bainbridge Island Municipal Code including: BIMC 2.16.040 Site Plans and Design Review; BIMC Chapter 16.16 Noise Regulations; Dimensional Standards; BIMC 18.15 Development Standards and Guidelines; and BIMC 18.18 Design Standards and Guidelines. Appropriate notice of application was made and comments were addressed by the applicant in their revised site plans. The application is properly before the Director for decision (Reference K). Any decision by the Director may be appealed to the Hearing Examiner in accordance with the procedures set forth in BIMC 2.16.

III. 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 "submittals", "approval steps", and "notes" sections under this file number: PLN 50734 SPR.)*

- A. 50734 SPR Notice of Incomplete Application
- B. 50734 SPR Pre-Application Conference Waiver Request
- C. 50734 SPR Site Plan Review Application
- D. 50734 SPR Revised Site Plans
- E. 50734 SPR Landscaping plans
- F. 50734 SPR SEPA Checklist

- G. 50734 SPR Notice of Application/SEPA Comment Period
- H. 50734 SPR Public Comments
- I. 50734 SPR Grading and Erosion Control Plan
- J. 50734 SPR Development Engineer Comments
- K. 50734 SPR Notice of Administrative Decision/MDNS