

#### **Kitsap County Department of Community Development**

## Shoreline Administrative Conditional Use Permit Staff Report and Recommendation

**Report Date:** 7/9/2024 **Application Submittal Date:** 4/13/2020 **Application Complete Date:** 4/22/2020

#### **Project Name:**

Eagle Pointe Townhomes Type of Application: SSDP Permit Number: 20-01522

#### **Project Location:**

2513 State Hwy 3 Bremerton, WA 98312 Commissioner District #2

#### Assessor's Account #:

4624-069-001-0002

#### **Applicant/Owner of Record:**

Bill Bayaraa 5022 164th St SW, Edmonds, WA 98026

#### **Recommendation Summary:**

Approved subject to conditions listed under section 13 of this report.

#### Vicinity Map:



\*\* This map is not a substitute for field survey \*\*

#### 1. Background

The Gorst Urban Growth Area (UGA) includes a large amount of Urban Medium zoning designated lands north of Highway 3. The Kitsap County Comprehensive Plan, zoning designation, and associated Kitsap County Codes intend for medium intensity residential development and urban levels of county infrastructure and services.

The Applicant proposes residential redevelopment of the site to create 51 housing units, an internal access road, and associated utilities and infrastructure. The proposed stormwater system will consist of enhanced treatment for water quality per the Kitsap County Stormwater Water Design Manual. The proposed project will avoid direct impacts to all identified wetlands and streams. A recreational, pervious trail is proposed within the outer 25 percent of wetland and stream buffers as allowed in wetland buffers per Kitsap County Code (KCC) 19.200.225.F and in stream buffers per KCC 19.300.315.I. To support site grading, the proposed project

requires retaining walls to be constructed within the building and impervious surface setback. No buildings or additional impervious surfaces will be developed in the setback. The Applicant proposes 2,457 square feet of wetland and stream buffer restoration and an additional 13,135 square feet of voluntary wetland buffer enhancement; these restoration and enhancement actions are anticipated to result in a net gain of buffer functionality onsite. The proposed residential development is located outside of the shoreline jurisdiction; however, the proposed utilities require limited work within the shoreline jurisdiction. Work within the shoreline jurisdiction will consist of connecting the proposed sanitary line to an existing public sewer line along State Highway 3 and connecting the proposed stormwater outflow to an existing outfall located on Sinclair Inlet. All work within the shoreline jurisdiction will occur landward of State Highway 3. Enhanced stormwater treatment will be provided, and no net loss of shoreline ecological functions is anticipated. No inwater work will occur, and all new utility work will be restricted to the landward side of State Highway 3, greater than 150 feet from the ordinary high water (OHW) mark of Sinclair Inlet.

#### 2. Project Request:

The applicant requests approval to construct a 51 dwelling unit multiple family style residential redevelopment of the site, an internal access road, and associated utilities and infrastructure.

#### 3. SEPA (State Environmental Policy Act):

The State Environmental Policy Act (SEPA), found in Chapter 43.21C RCW (Revised Code of Washington), is a state law that requires the County to conduct an environmental impact review of any action that might have a significant, adverse impact on the environment. The review includes the completion of an Environmental Checklist by the applicant and a review of that checklist by the County. If it is determined that there will be environmental impacts, conditions are imposed upon the applicant to mitigate those impacts below the threshold of "major" environmental impacts. If the impacts cannot be mitigated, an environmental impact statement (EIS) must be prepared. The decision following environmental review, which may result in a Determination of Nonsignificance (DNS), Mitigated DNS, or the necessity for an EIS is called a threshold determination. A separate notice of the threshold determination is given by the County. If it is not appealed, it becomes part of the hearing record as it was issued, since it cannot be changed by the Hearing Examiner.

Pursuant to WAC 197-11-355, the optional DNS process was utilized for this project. The SEPA Comment period previously occurred concurrent with the Notice of Application dated 9/6/2022. A Determination of Nonsignificance (DNS) was issued on 3/12/2024. SEPA noted the following information/SEPA mitigation conditions have been imposed and are listed under conditions at the end of this report:

- 1. The proposal is conditioned to follow the requirements of Kitsap County Code (KCC) Title 15, Flood Hazard Protection; KCC Title 22, Shoreline Master Program; and KCC Title 12, Stormwater.
- 2. Mitigation measures are required per the Wetland, Shoreline, and Fish and Wildlife Habitat Assessment Report and Buffer Enhancement Plan provided by Soundview

- Consultants, prepared in August 2019, revised February 2020, revised May 2021, and supplemented by addendum provided via technical memorandum dated 10/12/2023.
- 3. The development must follow recommendations of the Geotechnical Report prepared by GeoResources Earth Sciences and Geotechnical Engineering. Prepared on August 2, 2018, revised April 2021, and supplemented by a Geotechnical Plan Review Letter dated October 4, 2023.
- 4. A Hydraulic Project Approval from the Washington State Department of Fish and Wildlife is required to address stormwater discharge into an existing stormwater discharge pipe to Sinclair Inlet.

The SEPA appeal period expired 3/28/2024. No appeals were filed; therefore, the SEPA determination is final.

#### 4. Physical Characteristics:

The 7.25 acre parcel includes flat areas and slopes generally from the northeast down to the Sinclair Inlet shoreline to the southwest. Some of the slopes exceed 50-60%, of which the proposal either avoids development or requires retaining walls in specific locations.

The subject property exists near the shoreline of Sinclair Inlet (Puget Sound waters), separated from the shoreline by State Route 3, a railroad track, and associated right-of-way (ROW). Roadside grasses, Scotch Broom, and Himalayan Blackberry vegetate a majority of the remaining areas between the project site and the railroad track. Hard shoreline stabilization exists on the entire length of the shoreline and is devoid of vegetation to the train tracks (see Attachments E and F).

The mapped surf smelt spawning beach exists waterward of the subject property and consists of shell fragments accumulated in the upper intertidal zone which transitions to smaller cobbles and gravels lower down the beach. No outfalls were visible on the shoreline waterward of the subject property, including on the mapped surf smelt spawning beach.

Table 1 – Adjacent Land Use and Zoning Designations

Surrounding	Current Land Use	Zoning Designation
Property		
North	Single-family residence, Vacant	Urban Medium (UM)
South	State Route Highway 3, Railroad	Urban Medium (UM)
East	Single-family residence, Vacant, un- opened right-of-way	Urban Medium (UM)
West	Single-family residence, Vacant	Urban Medium (UM)

Table 2 – Density, Dimensions, and Design (KCC 17.420)

Standard	UM	Droposod
	Olvi	Proposed
Dwelling Unit (du)	(5)	
Acre (ac)		
Min. density (du/ac)	35 du required	51 du = 14.2 du/ac

(acres = net developable area)	(10 du/ac * 3.51 ac)	
Max. density (du/ac)	131 du allowed	_
(acres = gross site acreage)	(18 du/ac * 7.25 ac)	
Min. lot size	N/A for multifamily;	N/A
14111. 101 3120	2,400 s.f. for single-	
	family	
Max. lot size	N/A	N/A
Min. lot width	N/A for multifamily; 40	N/A
	for single-family	
Min. lot depth	N/A for multifamily; 60	N/A
	for single-family	
Max. height (feet)	45 (17)	30, Max of 2
(37)(40)(50)		habitable floors
Max. impervious surface coverage	85%	34%
Max. lot coverage	85%	N/A
Setbacks (34)(35)(48)		
Min. front (feet)	10 for multifamily; for	20 feet (11)
(41)(42)(43)	single-family: 20 for	
	garage or carport, 10	
	for habitable area (29)	
Max. front (feet)	NA	
Side (feet) (42)(43)	5	5 feet (11)
Rear (feet) (42)(43)	If on an alley, 10 feet	5 feet (11)
	for a garage or carport	
	opening directly onto	
	the alley or 5 feet in all	
	other instances (29)	

#### Applicable footnotes:

#### 17.420.060 Footnotes for tables.

A. Where noted on the preceding tables, the following additional provisions apply:

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11. N/A.

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17. A greater height may be allowed as set forth below and in accordance with the procedures in Title 21. Such approval must be consistent with the recommendations of the fire marshal/fire district and compatible with surrounding uses and zones. Such approval shall result in a decrease in building coverage, an increase in public amenities, and/or a more creative or efficient use of land. The maximum building height approved by the director shall not exceed:

- a. In the NC and P zones: forty-five feet.
- b. In the UH and C zones: sixty-five feet.
- c. In the UM, BP, BC, and IND zones: fifty-five feet.
- d. Height and density requirements for urban high and regional center reflected in Section 17.420.058, Silverdale regional center and design district density and dimension table.

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29. *N/A*.

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34. N/A.

35. For setback standards applicable to agricultural structures, see Section 17.455.080.

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37. N/A.

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- 40. Height limitations set forth elsewhere in this title shall not apply to the following: barns, silos, or other farm buildings and structures, provided they are not less than fifty feet from every lot line; chimneys, spires on places of worship, belfries, cupolas, domes, smokestacks, flagpoles, grain elevators, cooling towers, solar energy systems, monuments, fire house towers, masts, aerials, elevator shafts, and other similar projections; and outdoor theater screens, provided said screens contain no advertising matter other than the name of the theater. The proponent seeking exception to the height limitation shall certify that the object being considered under this provision will not shade an existing solar energy system which, by the determination of the director, contributes substantially to the space- or water-heating requirements of a building.
- 41. The following exceptions apply to front yard requirements for dwellings:
  - a. If there are dwellings on both abutting lots with front yards less than the required depth for the zone, the front yard for the lot need not exceed the average front yard of the abutting dwellings.
  - b. If there is a dwelling on one abutting lot with a front yard less than the required depth for the zone, the front yard need not exceed a depth of halfway between the depth of the front yard on the abutting lot and the required front yard depth.
  - c. If a modification to the front yard requirement is necessary in order to site dwellings in a manner that maximizes solar access, the director may modify the requirement.
  - d. On lots with multiple front yards, the front yard setback(s) in which the lot does not receive access may be modified by the director. Based upon topography, critical areas or other site constraints, the director may reduce these front yard setbacks to a minimum of twenty feet for properties requiring fifty feet and ten feet for properties requiring twenty feet. The director may not modify front yard setbacks from county arterials or collectors. Such reductions shall not have an adverse impact to surrounding properties.
- 42. The following exceptions apply to historic lots:
  - a. Building setback lines that do not meet the requirements of this title but were legally established prior to the adoption of this title shall be considered the building line

for alterations, remodels, and accessory structures on the lot or parcel; providing, that no structure or portion of such addition may further project beyond the established building line.

- b. Any single-family residential lot of record as defined in Chapter 17.110 that has a smaller width or lot depth than that required by this title, or is less than one acre, may use that residential zoning classification that most closely corresponds to the dimension or dimensions of the lot of record, for the purpose of establishing setbacks from the property lines.
- 43. Any structure otherwise permitted under this section may be placed on a lot or parcel within a required yard area if the director finds that such a location is necessary because existing sewer systems or roadways make compliance with the yard area requirements of this title impossible without substantial changes to the site.

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50. *N/A*.

Staff Comment: The project meets the requirements in Kitsap County Code regarding density dimensions and design. The design places structures outside of the standard zoning setbacks. KCC Section 17.420.060 A.17 allows a building height increase from 45 feet to 55 feet since the proposal uses multiple family structures instead of individual units thereby decreasing building coverage to achieve the same density. The project also provides public amenities and creative use of land within the context of critical area restrictions. Other footnote conditions are met or applicable at time of development.

Table 3 – Pul	olic Utilities	and Services
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Surrounding	Current Land Use	
Property		
Water	City of Bremerton Public Works	
Power	Puget Sound Energy	
Sewer	City of Bremerton Public Works	
Police	Kitsap County Sheriff	
Fire	South Kitsap Fire & Rescue	
School	South Kitsap School District No. 402	

#### 5. Access:

West Sherman Heights Way, a county maintained right-of-way, provides direct access to the project site.

#### 6. Site Design:

The proposal includes 51 multiple family housing units in 15 structures served by an internal access road, and associated utilities and infrastructure. The development extends south from West Sherman Heights Way through the center of the site, which avoids direct impacts to all identified wetlands and streams on the western edge of the parcel and the 200-foot shoreline jurisdiction. The project provides open space amenities for the project throughout the site; however, it emphasizes a large open space area on the southeastern portion of the site with direct visual access south to the shoreline.

#### 7. Policies and Regulations Applicable to the Subject Proposal:

The Growth Management Act of the State of Washington, RCW 36.70A, requires that the County adopt a Comprehensive Plan, and then implement that plan by adopting development regulations. The development regulations must be consistent with the Comprehensive Plan. The Comprehensive Plan process includes public involvement as required by law, so that those who are impacted by development regulations have an opportunity to help shape the Comprehensive Plan which is then used to prepare development regulations.

Kitsap County Comprehensive Plan, adopted June 30, 2016 with annual updates through April 2020. The following Comprehensive Plan goals and policies are most relevant to this application:

Land Use Goal 1. Focus current and future planning on infill and redevelopment of existing Urban Growth Areas.

Land Use Policy 2. Support innovative, high quality infill development and redevelopment in existing developed areas within the Urban Growth Areas.

Land Use Policy 3. Address design variations in multifamily building design features and design variety through lot clustering, flexible setback requirements and mixed attached and detached housing types.

Land Use Policy 11. In accordance with Kitsap County Health District and Washington State requirements, require connection to a public sewer system for new or extensively remodeled development located within 200 feet of the public sewer system, and within an urban growth area.

Land Use Goal 2. Promote health in the built environment.

Land Use Policy 12. Review spatial requirements and proximity as considerations when requiring new development to provide connectivity to existing trails, paths and sidewalks and seek locations and means to expand existing trail system.

Land Use Policy 13. Examine health and equity impacts of land use decisions to all populations.

Land Use Policy 14. Through development standards, encourage urban amenities such as open space, plazas, and pedestrian features in areas of more intensive development within Urban Growth Areas.

Land Use Goal 3. Support more dense residential areas with access to transportation, urban amenities, goods and services, physical activity and healthy foods.

Land Use Policy 16. Promote housing preservation and development in areas that are already well- served by schools, public transportation and commercial facilities, and have adequate infrastructure to support alternative modes of transportation.

Land Use Goal 6. Direct development to designated Urban Growth Areas consistent with projected population growth, Growth Management Act and Countywide Planning Policies while considering development patterns that reduce sprawl, use urban land more efficiently, and that incorporate feasible, innovative and sustainable practices.

Land Use Policy 29. Through application of Growth Management Act goals, increase density in urban areas and limit sprawl in rural lands.

Environment Goal 1. Formally treat natural environments, including forest lands, shorelines, freshwater systems, intact ecosystems, and other critical areas, as an essential asset that is planned for, managed, and invested in to meet the needs of current and future generations.

Environment Policy 5. Support projects that increase air quality, reduce carbon emissions, or reduce climate change impacts.

Environment Goal 4. In support of, and not as a substitute for, the above goals, the County will continue to provide opportunities for stewardship, education and public dialogue regarding the management and protection of the natural environment.

Environment Policy 21. Support and coordinate voluntary stream, wetland and shoreline restoration and preservation efforts.

Housing, Human Services Goals and Policies

Housing and Human Services Goal 2. Increase affordable housing units and ensure that a broad range of housing types are available.

Housing, Human Services Policy 5

Use regulatory strategies to incentivize and provide flexibility for development of affordable and special needs housing.

Housing, Human Services Policy 7

Adopt regulatory changes to allow non-traditional housing types.

Housing and Human Services Goal 4. Ensure that all people have fair and equal access to housing and services.

Housing, Human Services Policy 11

Promote fair housing to ensure that all residents of Kitsap County have an equal and fair opportunity to obtain safe and sanitary housing suitable to their needs and financial resources, regardless of race, religion, gender, sexual orientation, age, national origin, family status, income, disability, or other protected class.

Housing, Human Services Policy 12

Identify and remove regulatory barriers and limits access to or the provision of a diverse affordable housing supply.

Housing, Human Services Policy 13

Identify and remove impediments to creating housing for harder to house populations.

Housing, Human Services Policy 14

Disperse affordable housing opportunities throughout the County.

The County's development regulations are contained within the Kitsap County Code. The following development regulations are most relevant to this application:

Code Reference	Subject
Title 12	Storm Water Drainage
Title 13	Water and Sewers
Title 14	Buildings and Construction
Title 17	Zoning
Chapter 18.04	State Environmental Policy Act (SEPA)
Title 19	Critical Areas Ordinance
Chapter 20.04	Transportation Facilities Concurrency Ordinance
Chapter 21.04	Land Use and Development Procedures
Title 22	Shoreline Master Program

#### 8. Documents Consulted in the Analysis:

A complete index of exhibits is located in the project file. To date, the index to the record consists of:

Exhibit #	Document	Dated	Date Received /
			Accepted
1	Notice of Application	5/19/2020	
2	Revised Notice of Application	9/6/2022	
3	Authorization Form-Signed		4/14/2020
4	Concurrency Test		4/14/2020
5	FINAL MAP Traffic 191206 R-2		4/14/2020
6	Geotechnical Report		4/14/2020
7	JARPA		4/14/2020
8	KC Email Correspondence re TIA 2020-04-20	4/20/2020	4/14/2020

9	Photos of subject property		4/14/2020
10	Project Narrative		4/14/2020
11	Required Permit Questionnaire		4/14/2020
12	SEPA Checklist 04.09.2020	4/9/2020	4/14/2020
13	Stormwater Worksheet - 2842	,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	4/14/2020
14	Wetland, Shoreline, F-W Habitat Asmt, Buffer Enhnct	2/26/2020	4/14/2020
15	Public Comment: Amanda and Harold Howe	6/1/2020	6/1/2020
16	Copy of Traffic Statement	4/28/2020	5/11/2021
17	Geotechnical Report Addendum	4/30/2021	5/11/2021
18	Geotechnical Report rev02	4/30/2021	5/11/2021
19	JARPA Plan Set rev	5/6/2021	5/11/2021
20	Responses to MARKUP Geotechnical Report Flattened		5/11/2021
21	Wall Calculations-rev	5/10/2021	5/11/2021
22	Wetland Shoreline Habitat Assessment rev	5/5/2021	5/11/2021
23	ADS-N-12-HP-Pipe-Technical-Notes-min cover		2/28/2022
24	CPEP Pipe min cover -per-AASHTO-Tech-Note 3		2/28/2022
25	Eagle Pointe Townhomes - WSDOT review od storm design	6/22/2021	2/28/2022
26	StormCapture modules for private detention-PW acceptance		2/28/2022
27	Waste Management Approval Bremerton Townhomes		2/28/2022
28	Eagle Pointe Drainage Report	5/17/2023	5/25/2023
29	Eagle Pointe Electrical Photometrics	5/18/2023	5/25/2023
30	Geotechnical Plan Review Letter	10/4/2023	10/16/2023
31	Revised: Drainage Report	9/29/2023	10/16/2023
32	Environmental Technical Memorandum	10/12/2023	10/16/2023
33	Revised: Civil Landscaping	5/17/2023	10/16/2023
34	Photometrics	10/10/2023	10/16/2023
35	Revised: Civil Landscaping Plans		10/16/2023
36	Revised: Overall Site Parking and Landscaping		10/16/2023
37	Revised: Stormwater Pollution Prevention Plan (SWPPP)		10/16/2023
38	SEPA Determination	3/12/2021	

#### 9. Public Outreach and Comments:

The Department received one written comment from the Suquamish Tribe after the SEPA determination that suggests Stream Z is an incorrect stream delineation.

During a joint site visit on November 20, 2018, the WSDOE and Suquamish Tribe provided their verbal agreement with SVC's wetland assessment and delineations, and WDFW indicated their approval with the delineation and non-fish habitat determination for Stream Z. The SEPA comment period ends prior to the determination; however, the Department can include these comments as part of the staff report and respond to the content of such comments.

The Department received one written comment from neighbors to the southwest expressing concerns of the impacts from this development (see Exhibit 15). Kitsap County Code (KCC) immediately addresses impacts to neighboring properties through landscaping buffers, ensuring infrastructure capacities, and minimizing disruptions during construction. Drainage reports, traffic impact analysis, and environmental analysis all include measures to mitigate the impacts from this development. The project meets the intent of the Urban Medium zoning designation while also including conditions of approval to minimizes the impacts to neighboring properties.

#### 10. Analysis:

- a. Planning/Zoning
- 17.540.040 Decision criteria Administrative conditional use permits.
- A. The department may approve, approve with conditions, or deny an administrative conditional use permit. Approval or approval with conditions may be granted only when all the following criteria are met:
  - 1. The proposal is consistent with the Comprehensive Plan;
  - 2. The proposal complies with applicable requirements for the use set forth in this code;
  - 3. The proposal is not materially detrimental to existing or future uses or property in the immediate vicinity; and
  - 4. The proposal is compatible with and incorporates specific features, conditions, or revisions that ensure it responds appropriately to the existing character, appearance, quality or development, and physical characteristics of the subject property and the immediate vicinity.
- B. The department may impose conditions to ensure the approval criteria are met.
- C. If the approval criteria are not met or conditions cannot be imposed to ensure compliance with the approval criteria, the administrative conditional use permit shall be denied.

Staff Comment: The proposal implements multiple goals and policies of the Kitsap County Comprehensive Plan (see section 7) and complies with Kitsap County Codes. Kitsap County expects multiple family development, as proposed, in the Urban Medium (UM) zoning designation including this parcel and all immediately adjacent parcels.

The project design responds to the topography by developing a ridge, outside of wetland, stream, and shoreline buffers with associated building setbacks. The Department included conditions of approval to ensure compliance with landscaping, signs, lighting, parking, stormwater, and other site development features regulated by Kitsap County Codes.

b. Lighting17.105.110 Obnoxious things.

In all zones, except as provided for elsewhere in this title, no use shall produce noise, smoke, dirt, dust, odor, vibration, heat, glare, toxic gas or radiation which is materially deleterious to surrounding people, properties or uses. Lighting is to be directed away from adjoining properties. Not more than one foot candle of illumination may leave the property boundaries.

Staff Comment: The proposal includes downcast lighting to minimize light and glare emitting from the site (see photometric plan). Landscaping buffers for the project and parking areas further reduce the potential for street lamp and headlight glare from the development. The Department conditioned the project to restrict illumination levels to no more than one foot candle leaving the property boundaries.

#### c. Off-Street Parking

Use Identified in 17.490.030	Standard	Number of Spaces	Number
		Required	of
			Spaces
			Provided
Multifamily	1.5 per unit +	51 dwelling units =	127
(Condos/Townhouses/Apartments)	0.5 per unit on	(51*1.5)+(51*.5) =	spaces
and Cottage Housing	street or set	102 spaces	
	aside		

#### 17.490.020 General provisions.

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D. Location of Parking Facilities.

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2. In all other areas, off-street parking spaces for dwellings shall be located on the same lot with the dwelling. Other required parking spaces shall be located on the same parcel or on another parcel not farther than three hundred feet from the building or use they are intended to serve, measured in a straight line from the main entrance of the building.

#### Staff Comment:

All parking is provided onsite. However, this multiple family development is proposed for a large parcel. The project meets the intent of Kitsap County Code by providing parking within garages for individual units and set aside parking in multiple locations throughout the site.

- 3. Off-site parking shall be connected to the building or use it is intended to serve by streets improved with sidewalks or by walkways.
- Staff Comment: The development includes sidewalks and walkways from all parking areas and serve the entire development.

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E. Use of Parking Facilities. Required parking space shall be available for the parking of operable passenger automobiles of residents, customers, patrons, and employees only,

and shall not be used for the storage of vehicles or materials, or for the parking of trucks used in conducting the business or use.

Staff Comment: The Department conditioned the project to include a Notice to Title with this requirement.

F. Parking in Required Front, Side, Rear Yards or Setbacks. Unless otherwise provided, required parking and loading spaces shall not be located in a required yard or setback, except for development of single-family dwellings or duplexes. Automobile sales may be allowed in no more than twenty-five percent of the front yard setback, as shown on an approved site plan.

Staff Comment: Parking is located in the garages, dedicated parking lots, and some onstreet parking. No parking is located in the zoning setbacks for the parcel.

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- H. Development of and Maintenance Standards for Off-Street Parking Areas. In addition to requirements of Chapters 17.490 and 17.500 and the Kitsap Stormwater Design Manual, every parcel of land hereafter used as a public or private parking area, including commercial parking lots, shall be developed as follows:
- 1. An off-street parking area for more than five vehicles shall be effectively screened by a sight-obscuring fence, hedge, or planting, on each side that adjoins property situated in any residential zone, or the premises of any school or like institution; Staff Comment: The project screens parking areas with vegetation on all sides of the development.
- 2. Lighting shall be directed away from adjoining properties. Not more than one foot candle of illumination shall leave the property boundaries; Staff Comment: As mentioned in the lighting analysis, the photometric analysis confirms no more than one foot candle of illumination shall leave the property boundaries through the use of downcast lighting and landscaping.
- 3. Except for single-family and duplex dwellings, groups of more than two parking spaces shall be so located and served by a driveway that their use will require no backing movements or other maneuvering within a street or right-of-way other than an alley;

Staff Comment: The proposal isolates groups of more than two parking spaces into offstreet parking areas. This prevents backing into the private road and meets this requirement.

4. Areas used for standing and maneuvering of vehicles shall have durable and dustless surfaces maintained adequately for all-weather use, and so drained as to avoid flow of water across sidewalks;

Staff Comment: The proposal includes paved parking areas, which meets the requirement for a durable and dustless surface.

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6. Service drives to off-street parking areas shall be designed and constructed to facilitate the flow of traffic, to provide maximum safety of traffic ingress and egress, and to provide maximum safety of pedestrians and vehicular traffic on the site. The number of service drives shall be limited to the minimum that will allow the property to accommodate and service the traffic to be anticipated. Service drives shall be clearly and permanently marked and defined through the use of rails, fences, walls, or other barriers or markers on frontage not occupied by service drives. Service drives to drive-in establishments shall be designed to avoid backing movements or other maneuvering within a street, other than an alley;

Staff Comment: The service drives are designed to maximize vehicular and pedestrian safety during ingress and egress to off street parking areas.

- 7. Service drives shall have a minimum vision clearance area formed by the intersection of the driveway centerline, the street right-of-way line, and a straight line joining said lines through points twenty feet from their intersection; Staff Comment: The proposal meets the minimum vision clearance area where each service drive intersects with the private road.
- 8. Parking spaces along the outer boundaries of a parking area shall be contained by a curb or bumper rail so placed to prevent a motor vehicle from extending over an adjacent property line, pedestrian walkway, or a street; and Staff Comment: The proposal includes both curbs and bumper rails to prevent cars from extending into pedestrian walkways. The parking lot designs don't provide an opportunity for cars to extend into other drive aisles or streets.
- 9. When the parking standards require ten or more parking spaces, up to thirty percent of these may be compact car spaces, as identified in Section 17.490.040. Compact spaces shall be clearly labeled on the parking space. Staff Comment: The proposal shows 3 parking spaces of the total 127 parking spaces provided on the site, or 2%. This meets KCC requirements.

#### d. Signage

The proposal doesn't include signage; however, a condition of approval for this project requires that all signage comply with KCC Chapter 17.510 'Signage'.

#### e. Landscaping

KCC 17.420 and 17.500 require 15 % landscaping. Native vegetation buffers do not count towards landscaping and must be shown on the site plan (see KCC section 17.500.020 G).

Staff Comment: The project provides 34% landscaping cover thus meeting the landscaping requirement.

KCC Section 17.500.027

The director may require different buffer types depending on the proposed use of the site and adjacent zones and/or uses. Vegetation-based LID BMPs may be utilized within buffers as long as the primary purpose of the landscaping or screening buffer is not compromised. These types of buffers shall include:

- A. Partial Screening Buffer. This type of landscaping is intended to provide partial visual separation of uses from streets and between compatible uses in order to soften the appearance of parking areas and building elevations.
  - 1. Roadside and Setback Area Buffer. Required along existing or planned roads and side and rear property lines within urban growth areas. The planting area shall encompass the required front setback area, and areas adjacent to side and rear property lines.
  - Separation Buffer. This type of landscaping is intended to create a visual separation that may be less than one hundred percent sight-obscuring between compatible land uses or zones. Required along the perimeters of multifamily residential, commercial, industrial and public facility development which abut like zones or uses.

Landscape Buffers	Required	Proposed
North	Partial screening buffer	Partial screening buffer
South	None	None
East	Partial screening buffer	Partial screening buffer
West	Partial screening buffer	Partial screening buffer

Staff Comment: The project includes landscaping around and throughout the entire site. The Department conditioned the project to comply with installation and maintenance for all landscaping per KCC Section 17.500.030. This installation identifies the proper plant size, spacing, and installation instructions for construction.

#### f. Frontage Improvements

The project is located in an Urban Growth Area and adds 51 dwelling units. This project requires frontage improvements on Sherman Heights Road. These improvements include road improvements, with curb, gutter, and sidewalks on the southern side of the road (see Civil Plans). These improvements must comply with Kitsap County Road Standards Manual for design requirements.

#### g. Design Districts/Requirements Not analyzed as part of this proposal. The project location is not within additional design district standards.

# h. Development Engineering/Stormwater Development Services and Engineering reviewed the land use proposal and finds the concept supportable in its approach to civil site development.

#### i. Environmental

The project site includes a stream to the west, shoreline to the south, and steep slopes in isolated areas. The proposal limits development to outside the required buffers and building setbacks, consistent with Kitsap County Code. Additional planting mitigation ensures No Net Loss of ecological function (see Exhibits 6, 14, 16, 17, 18, 21, 29).

Sound View Consultants (SVC) investigated the subject property for the presence of potentially regulated wetlands, waterbodies, fish and wildlife habitat conservation areas, and/or priority species in September and October 2018. This investigation yielded two onsite wetlands (Wetland B and C), an onsite stream (Stream Z), and two offsite wetlands (Wetlands A and E) within approximately 10 feet of the subject property.

SVC also identified the Ordinary High Water Mark (OHWM) approximately 175 feet to the south of the subject property on the opposite side of State Highway 3 during an October 2020 offsite investigation. SVC conducted an additional site visit on November 20, 2018 with the Washington State Department of Ecology (WSDOE), Washington Department of Fish and Wildlife (WDFW), and Suquamish Tribe staff to assess the identified wetlands and fish and wildlife habitat conservation areas. During this site visit, WSDOE identified a small additional wetland (Wetland D) on the subject property which was delineated during the site visit. During the joint site visit, the WSDOE and Suquamish Tribe provided their verbal agreement with SVC's wetland assessment and delineations, and WDFW indicated their approval with the delineation and non-fish habitat determination for Stream Z.

Kitsap County approved the wetland and stream delineations and ratings/classifications as described in this report (Kitsap County, 2019). Wetlands A through E are classified as Category IV wetlands. Category IV wetlands in a high land use intensity are subject to standard 50-foot buffers and 15-foot building and impervious surface setbacks per Kitsap County Code (KCC) 19.200.220.A. As Category IV wetlands less than 7,500 square feet, Wetland D are exempt from the wetland buffer provisions of KCC 19.200.220 per KCC 19.200.210.C. Wetlands A, B, C, and E are subject to standard 50-foot buffers and 15-foot building and impervious surface setback. Stream Z is classified as a seasonal, non-fish habitat (Type Ns) stream, which is subject to a standard 50-foot buffer and 15-foot building and impervious surface setback. The offsite shoreline of Sinclair Inlet is designated as a High Intensity shoreline under the Kitsap County Shoreline Master Program (SMP) and is subject to shoreline jurisdiction requirements within 200 feet of the OHWM.

#### 22.600.170 Residential development.

- A. Environment Designations Permit Requirements. Where residential development is proposed in the following designations, the identified permit requirements shall apply:
  - 3. Shoreline residential and high intensity:

- a. Primary single-family residences are exempt pursuant to criteria in Section 22.500.100(C);
- b. SDP if exemption criteria not met;
- c. SDP for multifamily units, accessory dwelling units, and subdivisions; and
- d. SDP for land segregation where complete application includes development within shoreline jurisdiction.

Staff Comment: The Department is processing a Shoreline Substantial Development Permit (SSDP) project since the project includes 51 multiple family units.

4. Aquatic: prohibited.

#### B. Development Standards.

 All new residential development, including subdivision of land, shall be designed, configured and developed in a manner that ensures no net loss of shoreline ecological function.

Staff Comment: The project avoids developing within the required native vegetation buffers and building setbacks. A planting plan ensures No Net Loss of ecological function should temporary impacts from construction occur.

2. All sewage disposal and water systems shall comply with state and local health regulations including but not limited to Kitsap County board of health Ordinance 2008A-01 for on-site sewage requirements.

Staff Comment: The project connects to City of Bremerton Public Works sewer and water services.

3. New and remodeled residential development and new subdivisions shall be designed, located and constructed so that structural improvements, including bluff walls and other stabilization structures, are not required to protect such structures and uses.

Staff Comment: The multiple family project includes upland retaining walls outside of the shoreline jurisdiction. The development does not require shoreline stabilization.

4. New over-water residences, including floating homes, are prohibited. Where such homes were permitted or legally established prior to January 1, 2011, they shall be reasonably accommodated to allow improvements associated with life safety matters, property rights and considered a conforming use.

Staff Comment: No overwater structures are proposed as part of this project.

5. Stormwater quality and quantity measures for residential development must comply with current codes.

Staff Comment: The project must comply with KCC Title 12 and all other stormwater requirements.

6. Flood hazard reduction measures for residential development shall comply with Chapter 19.500, as incorporated here by Section 22.400.115 (Critical areas), and Section 22.400.150 (Flood hazard reduction measures) and shall be designed to prevent net loss of shoreline ecological functions.

Staff Comment: Only a small portion of the shoreline includes flooding hazard potential. The project avoids developments of any residential structures in this

location, nor will the development require future development of shoreline stabilization features in these flood potential areas.

- 7. New multi-unit residential development, including the subdivision of land for five or more parcels, shall provide for joint or community and/or public access, except where demonstrated to be infeasible due to any of the following:
  - a. Incompatible uses;
  - b. Safety;
  - c. Security;
  - d. Impact to the shoreline environment;
  - e. Constitutional or other legal limitations that may be applicable.

Staff Comment: Highway 3 and United States Department of Defense rail line exist between the residential development and the shoreline. The project cannot provide direct access due to safety, security, and impacts to the shoreline. The project includes an open space and recreational area that provides visual access to the shoreline for residents and the public at large.

8. In cases where on-site access is infeasible, alternate methods of providing public access shall be considered, such as off-site improvements.

Staff Comment: As previously mentioned, visual access is provided, direct access provisions would risk public safety, health, and welfare.

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#### j. Access, Traffic, and Roads

The project includes private roads and that connect to a Kitsap County maintained right-of-way. The Department conditioned the project to meet requirements of Kitsap County Code (KCC) as further supported by the traffic impact analysis (see Exhibit 15)

#### k. Fire Safety

The fire marshal reviewed and approved the design concepts in these land use permits. The fire marshal will review the project in more detail within the required Site Development Activity Permit (SDAP). This includes confirming the fire district can maintain public health, safety, and welfare with building and site designs.

#### I. Solid Waste

The project must comply with solid waste disposal requirements during construction and operations as a multiple family development. This includes curbside pickups from Waste Management.

#### m. Water/Sewer

The City of Bremerton Public Works provided an approved water and sewer availability letters to support the project. This provides an urban level of service for all 51 dwelling units.

#### n. Kitsap Public Health District

Not analyzed as part of this proposal. The project will connect to the City of Bremerton Public Works water and sewer services.

#### 11. Review Authority:

Kitsap County Code (KCC) Section 21.04.100 establishes the Department of Community Development Director (Department) as the review authority for this Shoreline Substantial Development Permit (SSDP) and Administrative Conditional Use Permit (ACUP) applications under KCC, Sections 17.540.020 and 21.04.100. The Department may approve, approve with conditions, or deny an administrative conditional use permit through a Type II process as set forth in Title 21.

#### 12. Findings:

- 1. The proposal is consistent with the Comprehensive Plan.
- 2. The proposal complies or will comply with requirements of KCC Title 17 and complies with or will comply with all of the other applicable provisions of Kitsap County Code and all other applicable regulations, including all applicable development standards and design guidelines, through the imposed conditions outlined in this report.
- 3. The proposal is not materially detrimental to existing or future uses or property in the immediate vicinity.
- 4. The proposal is compatible with and incorporates specific features, conditions, or revisions that ensure it responds appropriately to the existing character, appearance, quality or development, and physical characteristics of the subject property and the immediate vicinity.

#### 13. Recommendation:

Based upon the analysis above and the decision criteria found in KCC 17.550.030.A, the Department of Community Development recommends <u>approval</u> of the Shoreline Substantial Development Permit (SSDP) and Administrative Conditional Use Permit (ACUP) request for 20-01522 Eagle Point Townhomes, subject to the following conditions:

#### A. Planning/Zoning

- All required permits shall be obtained prior to commencement of land clearing, construction and/or occupancy.
- 2. Landscaping shall be installed and maintained in conformance with the requirements of Kitsap County Code (KCC) 17.500. Landscaping shall be installed and inspected prior to requesting a final inspection, or guaranteed by means of an assignment of funds or bonded in the amount of 150 percent of the cost of installation.
- 3. Any and all signage design and location (including exempt signs) shall comply with Kitsap County Code (KCC) 17.510, and be reviewed and approved by the Department of Community Development prior to installation. Signage may require a separate permit.
- 4. The recipient of any administrative conditional use permit shall file a Notice of Land Use Binder with the county auditor prior to any of the following: initiation of any further site work, issuance of any development/construction permits by the county, or occupancy/use of the subject property or buildings thereon for the use or activity authorized. The Notice of Land Use Binder shall serve both as an acknowledgment of and agreement to abide by the terms and conditions of the administrative conditional use permit and as a notice to prospective purchasers of the existence of the permit. The Binder shall be prepared and recorded by the Department at the applicant's expense.

- 5. The uses of the subject property are limited to the uses proposed by the applicant and any other uses will be subject to further review pursuant to the requirements of the Kitsap County Code (KCC). Unless in conflict with the conditions stated and/or any regulations, all terms and specifications of the application shall be binding conditions of approval. Approval of this project shall not, and is not, to be construed as approval for more extensive or other utilization of the subject property.
- 6. The decision set forth herein is based upon representations made and exhibits contained in the project application (20-01522l and 20-01514). Any change(s) or deviation(s) in such plans, proposals, or conditions of approval imposed shall be subject to further review and approval of the County and potentially the Hearing Examiner.
- 7. The authorization granted herein is subject to all applicable federal, state, and local laws, regulations, and ordinances. Compliance with such laws, regulations, and ordinances is a condition to the approvals granted and is a continuing requirement of such approvals. By accepting this/these approvals, the applicant represents that the development and activities allowed will comply with such laws, regulations, and ordinances. If, during the term of the approval granted, the development and activities permitted do not comply with such laws, regulations, or ordinances, the applicant agrees to promptly bring such development or activities into compliance.
- 8. This Administrative Conditional Use Permit approval shall automatically become void if no development permit application is accepted as complete by the Department of Community Development within four years of the Notice of Decision date or the resolution of any appeals.
- 9. Any violation of the conditions of approval shall be grounds to initiate revocation of this Administrative Conditional Use Permit.
- 10. Use of Parking Facilities. Required parking spaces, including garages, shall be available for the parking of operable passenger automobiles of residents, customers, patrons, and employees only, and shall not be used for the storage of vehicles or materials, or for the parking of trucks used in conducting the business or use. The applicant shall record this in a Notice to Title with the Auditors office.
- B. Development Engineering, Traffic and Roads, Solid Waste.
  - 11. Construction plans and profiles for all roads, storm drainage facilities and appurtenances prepared by the developer's engineer shall be submitted to Kitsap County for review and acceptance. No construction shall be started prior to said plan acceptance.
  - 12. The information provided demonstrates this proposal is a Large Project as defined in Kitsap County Code Title 12 and as such will require a Full Drainage Site Development Activity Permit (SDAP) from Development Services and Engineering. (SDAP #21-01514 being reviewed concurrently).
  - 13. Stormwater quantity control, quality treatment, and erosion and sedimentation control shall be designed in accordance with Kitsap County Code Title 12 effective at the time this permit application was deemed fully complete. The submittal documents shall be prepared by a civil engineer licensed in the State of Washington. The fees and submittal requirements shall be in accordance with Kitsap County Code in effect at the time of SDAP application, or Building Permit if an SDAP is not required.

- 14. Any project that includes off site improvements that create additional hard surface such as lane widening, sidewalk or shoulder installation or intersection channelization shall provide stormwater mitigation in accordance with Kitsap County Code Title 12 effective at the time this permit application was deemed fully complete.
- 15. The site plan indicates that greater than 1 acre will be disturbed during construction. This threshold requires a National Pollutant Discharge Elimination System (NPDES) Stormwater Construction permit from the State Department of Ecology. More information about this permit can be found at: http://www.ecy.wa.gov/programs/wq/stormwater/construction/html or by calling Josh Klimek at (360) 407-7451, email joshklimek@ecy.wa.gov This permit is required prior to issuance of the SDAP. Processing time for NPDES permit is a minimum of 37 days.
- 16. The application indicates that a significant quantity of grading material will be imported to and/or exported from the site. Typically, this means five or more trucks entering/leaving the site per hour. Because of this a vehicle wheel wash must be included as an element of the siltation erosion control plan.
- 17. This project includes the construction of a detention vault, which requires a building permit issued by the Department of Community Development. A Structural Engineer, registered in the State of Washington, shall design the vault and prepare the construction drawings. In addition, a geotechnical engineering analysis of the vault design is required. That analysis shall be prepared by a Civil Engineer licensed in the State of Washington, and knowledgeable in the practice of soils engineering and mechanics. The analysis shall address the effects of groundwater infiltration, seepage, potential slip planes, and changes in soil bearing strength. The proposed facilities shall be designed following the recommendations of the geotechnical analysis.
- 18. Prior to SDAP acceptance, the applicant shall submit a set of drawings to the City of Bremerton for review. The applicant shall notify Development Services and Engineering in writing when the plans have been submitted to the City. Development Services and Engineering shall coordinate with the City to determine if the City has any comments to the submittal.
- 19. The owner shall be responsible for maintenance of the storm drainage facilities for this development following construction. Before requesting final inspection for the SDAP (or for the Building Permit if an SDAP is not required) for this development, the person or persons holding title to the subject property for which the storm drainage facilities were required shall record a Declaration of Covenant that guarantees the County that the system will be properly maintained. Wording must be included in the covenant that will allow the County to inspect the system and perform the necessary maintenance in the event the system is not performing properly. This would be done only after notifying the owner and giving him a reasonable time to do the necessary work. Should County forces be required to do the work, the owner will be billed the maximum amount allowed by law.
- 20. If the project proposal is modified from that shown on the site plan approved for this permit application, Development Services and Engineering will require additional review and potentially new conditions.

- 21. Public roads shall not exceed 12% grade or less depending on the road classification per Kitsap County Road Standards.
- 22. All traffic control devices on public and private roads shall comply with the Manual on Uniform Traffic Control Devices as amended by the Washington Administrative Code. This is in accordance with 23 Code of Federal Regulations (CFR), Part 655.
- 23. At building permit application, submit Kitsap County Public Works Form 1601 for issuance of a concurrency certificate, as required by Kitsap County Code 20.04.030, Transportation Concurrency.
- 24. Sidewalk ramps shall conform to the current requirements of the Americans with Disabilities Act per WSDOT standard plans at the time of construction.
- 25. The property owners shall be responsible for maintenance of all landscaping within the existing and proposed right-of-way including any structures other than roadway, storm drainage facilities, and traffic signage. Maintenance shall include, but not be limited to, mowing of lawn areas. A note to this effect shall appear on the accepted construction plans. In addition, Development Engineering reserves the right to require that covenants be recorded to address special maintenance requirements depending on final design.
- 26. Frontage improvements are required along the entire property frontage on W Sherman Heights Rd, and shall consist of a minimum of 10-foot travel lane, curb and gutter, and 5-foot sidewalk.
- 27. Provide surveyed cross-sections at 50 foot intervals along the parcel frontage on existing fronting roads where access is proposed. The cross-sections shall show existing and proposed pavement, shoulders, ditches and slopes. The cross-sections shall also depict centerline of pavement and right-of-way, the right-of-way lines, and easements.
- 28. The Site Development Activity Permit shall include plans for construction of the road approach between the edge of existing pavement and the right-of-way line at all intersections with county rights-of-way. Approaches to county rights of way shall be designed in accordance with the Kitsap County Road Standards as established in Chapter 11.22 of the Kitsap County Code. Existing approaches may need to be improved to meet current standards.
- 29. The developer's engineer shall certify that there is adequate entering sight distance at all project intersections with County rights of way or State rights of way. Such certification shall note the minimum required sight distance, the actual sight distance provided, and a sight distance diagram showing the intersection geometry drawn to scale, topographic and landscaping features, and the sight triangle. The sight distance shall meet the requirements of the Kitsap County Road Standards for county rights of way and shall meet WSDOT requirements for state rights of way. The certification shall also note necessary measures to correct and maintain the minimum sight triangle. The required information shall be submitted with the SDAP, or with the commercial building permit application, if a SDAP is not required.
- 30. All work, equipment and materials for traffic signal and street lighting installations shall meet and be in compliance with all requirements of the Kitsap County Road Standards, Project Contract Provisions of Plans and Specifications accepted for construction by Kitsap County, Manual on Uniform Traffic Control Devices (MUTCD), National Electrical

- Manufacturer's Association (NEMA), National Electrical Code (NEC), Washington State Department of Transportation (WSDOT) Standard Specifications and Standard Plans, and the Occupational Safety and Health Administration (OSHA).
- 31. Any work within the County right-of-way shall require a Public Works permit and possibly a maintenance or performance bond. This application to perform work in the right-of-way shall be submitted as part of the SDAP process, or Building Permit process, if a SDAP is not required. The need for and scope of bonding will be determined at that time.
- 32. Prior to SDAP approval, applicant shall provide documentation from the solid waste/recycling service provider that their requirements for this project have been met. Waste Management Northwest can be reached at pnwcmservices@wm.com or 1-800-592-9995; their website is http://wmnorthwest.com/kitsap/index.html
- 33. This project includes the construction of rock walls or other retaining facilities that either exceed four feet in height or sustain a surcharge. A separate building permit with an engineered design is required for such walls. This note shall be placed on the face of the final construction drawings.
- 34. Rock and retaining walls shall meet all applicable setback requirements of Vol. II, Chapter 9 of the Kitsap County Stormwater Drainage Manual.
- 35. Any required sidewalk shall be constructed prior to roadway paving. This note shall appear on the face of the final construction drawings.

#### C. Environmental

- 36. Follow recommendations of the Geotechnical Report prepared by GeoResources Earth Sciences and Geotechnical Engineering. Prepared on August 2, 2018, revised April 2021, and supplemented by a Geotechnical Plan Review Letter dated October 4, 2023.
- 37. Mitigation measures are required per the Wetland, Shoreline, and Fish and Wildlife Habitat Assessment Report and Buffer Enhancement Plan provided by Soundview Consultants. Prepared in August 2019, revised February 2020, revised May 2021, and supplemented by addendum provided via technical memorandum dated 10/12/2023.
- 38. A Hydraulic Project Approval (HPA) from the Washington State Department of Fish and Wildlife (WDFW) is required to address stormwater discharge into an existing stormwater discharge pipe to Sinclair Inlet. Please provide an approved HPA or letter from WDFW that a HPA is not required.
- 39. One wetland/stream sign shall be posted for every residential lot (51 dwelling units) or every fifty feet, whichever is less, for all public rights of way, trails, parking areas, playgrounds and all other uses located adjacent to critical areas and associated buffers and shall be stationed per location, on the approved plans to the proposed development. The wetland/stream sign shall be posted at the boundary between the lot and the critical area.

#### D. Fire Safety

- 40. This project requires one independent access route approved by the fire marshal to be constructed and made functional prior to any combustible construction occurring, or any combustible materials being stored on site.
- E. Kitsap Public Health District

41. This permit shall comply with all Kitsap Public Health District regulations and conditions of approval. Any septic tanks or wells located on property should be decommissioned per regulations.

#### Report prepared by:

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6/18/2024

Darren Gurnee, Senior Planner and Project Lead

Date

#### Report approved by:

Sal

Scott Diener, Planning Supervisor Date

Attachment A: Site Plan

Attachment B: Proposed Zoning Designation

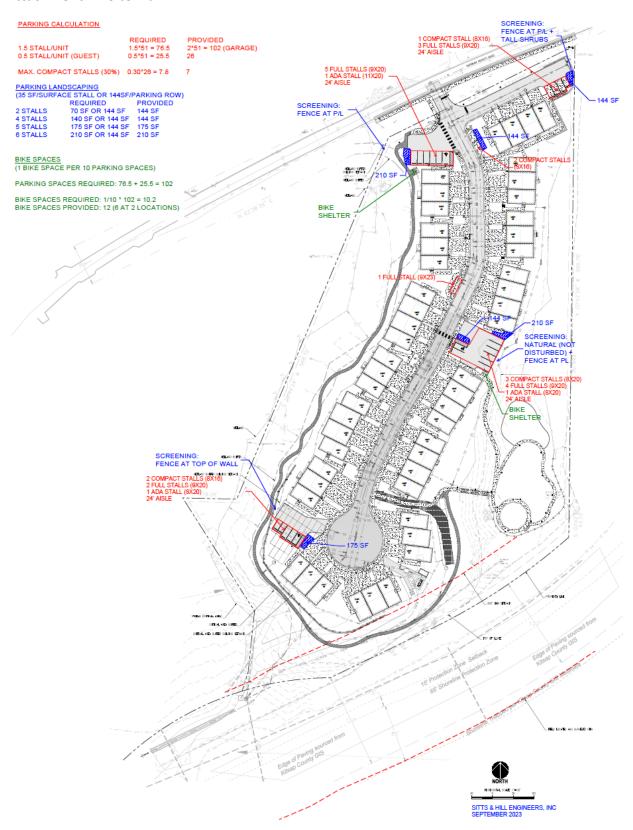
Attachment C: Critical Areas Map

Attachment D: Aerial Imagery

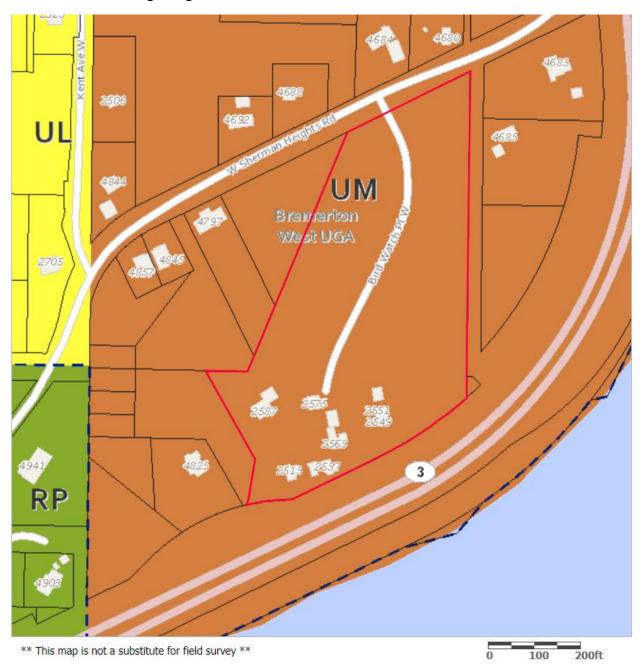
Attachment E: Ecology Shoreline Imagery

Attachment F: Habitat Assessment Proposed Site Plan and Impacts

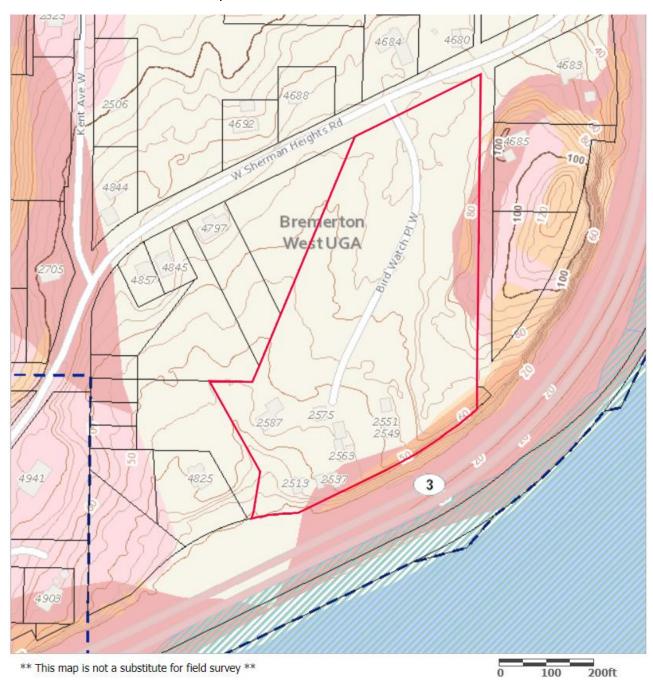
#### Attachment A: Site Plan



Attachment B: Zoning Designation



Attachment C: Critical Areas Map



Attachment D: Aerial Imagery





### **Kitsap County Department of Community Development**

Attachment E: Ecology Shoreline Imagery



Attachment F: Habitat Assessment Proposed Site Plan and Impacts

