1 2 3 4 THE HEARING EXAMINER OF THE CITY OF BELLINGHAM 5 WHATCOM COUNTY, WASHINGTON 6 HE-23-PL-014 7 IN RE: 8 FINDINGS, CONCLUSIONS, AND STEVE and HEATHER PECK, PECK 9 **DECISION** FAMILY REV TRUST, Applicant 10 830 Briar Road 11 USE2023-0017 / Conditional Use Permit 12 SHARON RICE for an Over-sized Single-Family 13 HEARING EXAMINER Residence 14 15 **SUMMARY OF DECISION** 16 The requested conditional use permit to construct a 6,280 square foot single-family residence at 830 Briar Road, Bellingham, Washington is APPROVED subject to 17 conditions. 18 19 **SUMMARY OF RECORD** 20 Request: 21 Brad Ingram, Synthesis Design, on behalf of Steve and Heather Peck, Peck Family Rev Trust (Applicant) requested a conditional use permit (CUP) to construct a 6,280 square 22 foot single-family residence with attached two-car garage at 830 Briar Road, 23 Bellingham, Washington. 24 **Hearing Date:** 25 The Bellingham Hearing Examiner conducted a hybrid open record hearing on the request on November 29, 2023. The record was held open two business days to allow 26 for public comment, with additional days for responses by the parties. No post-hearing 27 comments were submitted, and the record closed on December 1, 2023. No in-person 28 site visit was conducted, but the Examiner viewed the property on Google Maps. 29 OFFICE OF THE HEARING EXAMINER 30 Findings, Conclusions, and Decision CITY OF BELLINGHAM 210 LOTTIE STREET Page 1 of 15 H:/DATA/HEARING EXAMINER/DECISIONS/Peck 830 Briar Road CUP Decision BELLINGHAM, WA 98225 (360) 778-8399

1	Testimony:						
2	At the hearing the following individuals presented testimony under oath:						
3	Taylor Webb, City of Bellingham Planner II						
4	Brad I	Brad Ingram, Synthesis Group, Applicant Representative					
5	Curtis	Curtis Krahm, Applicant Representative					
6	Dean Longwell						
7	Exhibits:						
8	At the open record hearing, the following exhibits were admitted in the record:						
10	Exhibit 1		nning and Community Development Departm following attachments:	nent Staff Report including			
11 12		A1	Application for Conditional Use Permit and CUP Criteria (USE2023-0017)	Applicant Responses to			
13		A2	Site Plan, Floor Plans, Building Elevations				
14		A3	CUP Criteria Narrative and View Analysis				
15		В.	Pre-application Neighborhood Meeting Notice	ice (PRE2023-0077)			
16 17		C.	Notice of Incomplete Application (NOIC) at (RFI)	nd Request for Information			
18		D.	Shoreline Exemption application and mailin	g list (SHR2023-0022) ^l			
19		E.	Pre-application Waiver Request (PRE2023-	0103)			
20		F.	Preliminary Stormwater Plan				
21		G.	Email correspondence with Public Works				
22		H.	Notice of Complete Application (NOCA)				
23		I.	Notice of Application (NOA) and Public He	earing			
24		J.	Certificate of Posting				
25		K.	Zoning Table				
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28 29	Of note, the	ne title	given to this exhibit in the staff report was "Shoreline provided with the application.	e Exemption Authorization", but			
30			sions, and Decision	OFFICE OF THE HEARING EXAMINER CITY OF BELLINGHAM			
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(360) 778-8399

FINDINGS

- 1. Brad Ingram of Synthesis Design, on behalf of Steve and Heather Peck and the Peck Family Rev Trust (Applicant), requested a conditional use permit (CUP) to construct a 6,280 square foot single-family residence with a two-car garage at 830 Briar Road, Bellingham, Washington.³ The total square footage stated includes the attached garage. *Exhibits 1, 1.A1, 1.A2, and 1.A3*.
- 2. The Bellingham Municipal Code (BMC) requires approval of CUP to authorize construction (or remodel) resulting in a single-family residence larger than 5,500 square feet. *BMC 20.30.030.B(15); BMC 20.16.020.M(4)(a); Exhibit 1.*
- 3. The subject parcel is approximately 26,625 square feet in area and currently vacant. Surrounding properties are developed with single-family residences in a mixture of architectural styles. Abutting properties to the northeast and southwest are developed with residences exceeding 5,500 square feet in area. *Exhibits 1, 1.A1, and 1.A2*.
- 4. The subject property is in Area 7 of the Edgemoor Neighborhood. It is zoned Residential, Single, requiring a 20,000 square foot minimum detached lot size, and is subject to a "view" special condition. *BMC 20.00.060; Exhibits 1 and 1.K.* The purpose and intent of the Residential, Single use type are as follows:

The residential single (RS) general use type is primarily intended to accommodate families desiring to live within neighborhoods consisting of individual dwelling units or townhouses in low density environments.

[The Residential, Single zoning] regulations have been adopted to provide flexibility in the arrangement of a main building upon a building site in order to allow efficient and capable design, assure necessary light and air, and to encourage the compatible development of neighborhoods while conserving and enhancing the value of land and the important physical characteristics within the RS areas.

BMC 20.30.020.

5. The Comprehensive Plan designation of the subject property is Residential Single, Low Density. One of the goals of the Comprehensive Plan is to "ensure that Bellingham has a sufficient quantity and variety of housing types and densities to accommodate projected growth and promote other community

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³ The legal description of the property is: Lot 1 Madrona Pointe North Short Plat as Rec AF 2050200731 – subj to Conservation Esmt Rec AF 2050200732. *Exhibit 1*.

goals." Housing Chapter Goal H-1; Exhibit 1. Staff submitted that the proposed residence would be an additional unit available in the City's luxury housing supply. Further, the Edgemoor Neighborhood Plan contains language for Area 7 on maintaining the exceptional natural qualities of properties. The proposal would satisfy this goal through compliance with the conservation easement and tree retention requirements of the plat, described in more detail in the findings that follow. Exhibit 1.

- 6. Planning Staff submitted that several conditional use permits authorizing single-family residences exceeding 5,500 square feet have been approved in the vicinity, including the following:
 - 826 Briar Road / HE-05-PL-038 / CUP2005-00007
 - 834 Briar Road / HE-18-PL-029 / USE2018-0019
 - 745 Cross Street / HE-04-PL-031 / CUP2004-00006
 - 732 Fieldston Road / HE-00-PL-019 / CUP2000-00026

Exhibit 1.

- The subject property is located within the Urban Conservancy Marine shoreline designation. The Applicant requested and obtained City approval of an exemption from shoreline substantial development permit requirements. BMC 22.05.020.B.1.g exempts "construction on shorelands ... of a single-family residence for their own use or for the use of their family, which residence does not exceed a height of 35 feet above average grade level, and which meets all city requirements." BMC 22.05.020.B.1.g. The proposed residence would be 28 feet tall as measured by the height definition contained in the Shoreline Master Program. BMC 22.10.010.A(61). The City conditionally approved the shoreline exemption on November 1, 2023 (SHR2023-0022). Exhibits 1 and 1.D; Taylor Webb Testimony.
- 8. The subject property is Lot 1 of the Madrona Pointe North Short Plat, a subdivision located above Bellingham Bay. A conservation easement dedicated by the plat encumbers the southwest portion of the property. The purpose of the conservation easement is to retain existing vegetation lying within 100 feet of regulated marine wetlands or the top of bank, consistent with the shoreline substantial development permit that was issued for the subdivision on June 24, 2003. No clearing or grading is permitted within the easement except for hazard tree removal. The proposed residence would be set back at least 30 feet from the easement. *Exhibits 1, 1.A2, 1.M, and 1.O.*

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In addition to the conservation easement, approval of the subdivision that 9. created the subject property was conditioned on the following requirements applicable to Lot 1 relating to clearing and vegetation: Clearing and Vegetation Removal Clearing and vegetation removal for development of each individual lot shall only occur in connection with the development of each lot on a case by case basis after the location and orientation of the residence proposed for construction or site preparation begins ... Permanent Leave Trees Permanent leave trees required pursuant to the Washington Department of 8 Fish and Wildlife's Eagle Management Plan are shown on the map. With the written approval of WDFW, other trees of sufficient height and size 9 may be substituted for the permanent leave trees shown on the plat map. 10 Exhibits 1 and 1.M. The map depicts that there are five leave trees in the 11 developable portion of the site outside of the conservation easement. Exhibit 12 1.M. 13 Two of the designated leave trees are within the footprint of the proposed 10. 14 15 16

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- residence and are proposed for removal. Two additional leave trees are close to, but outside of, the building footprint, and the Applicant proposes to retain them if possible. Planning Staff submitted that WDFW approval is not required to substitute the trees because bald eagles are no longer a listed species, and the WDFW no longer asserts jurisdiction over leave tree substitutions. Planning Staff consulted the United State Fish and Wildlife Service (USFWS) management recommendations for bald eagles and determined that the project site is more than the recommended 660 feet from nesting sites and 1,000 feet for roosting sites. The City approved substitution of the trees as part of the shoreline exemption decision (SHR2023-0022). The conditions of shoreline exemption approval require the Applicant to substitute other trees of similar species and size and indicate the substituted trees on a tree retention plan. Exhibits 1 and 1.A2; Taylor Webb Testimony.
- The proposed residence would have three levels. Utilizing building height 11. definition number 2 established in BMC 20.08.020, the height of the proposed residence would be approximately 16.5 feet, which is under the 20-foot height limit for a single-family residence under definition No. 2. Exhibits 1 and 1.A2; BMC 20.30.040.E.
- The proposed residence would meet or exceed the minimum setback 12. requirements of BMC Table 20.30.040. The residence would be set back 50 feet

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from the centerline of Briar Road, 155.8 feet from the rear property line, and 9.2 feet from the nearest side property line. The building coverage would be 3,728 square feet, allowing for more than 30% of the lot to be preserved as open space consistent with BMC 20.30.040.D. *Exhibit 1.A2*.

As noted above, development in Area 7 of the Edgemoor Neighborhood is subject to a "view" special condition. The zoning code imposes the following review criteria for single-family residences equal to or larger than 5,500 square feet:

"In neighborhood areas with a "view" special condition or other locations which have views of lakes, the bay or mountains, the applicant shall provide an analysis of the anticipated impacts on views from adjacent properties that may be affected by construction of the proposed residence or addition. The hearing examiner must find that the proposal will not cause significant adverse impacts on views from other properties that are due to the size or design of the building and which could be reduced by an alternative design."

BMC 20.16.020.M(4).

- 14. The Applicant submitted the required view analysis, which demonstrated that the proposed construction would not adversely affect views from adjacent properties. Due to the slope of the property, only the uppermost of the three levels proposed would be visible from the street or from the residences on the opposite side of the street, which are at a higher elevation. No public comment was received suggesting that views would be adversely affected. *Exhibits 1, 1.A2, 1.A3, and 2; Brad Ingram Testimony.*
- 15. An engineered stormwater management plan is required for the project because new impervious surfaces would exceed 5,000 square feet. The Applicant has submitted a preliminary stormwater site plan, which has been accepted by the Public Works Department. The final plan would be reviewed for consistency with BMC 15.42 at the time of building permit review. *Exhibits 1, 1.F, and 1.G.*
- 16. Access to the subject property is from Briar Road, an improved 50-foot right-of-way. The subject property, which is within a developed neighborhood, is already served by residential public facilities and utilities. *Exhibit 1*.
- 17. Off-street parking would be provided in a proposed attached garage (two spaces) and on a paved parking court. *Exhibits 1 and 1.A2*.

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1	18.	The use is not expected to have a traffic impact exceeding that typical of a single-family residence. Traffic impact fees would be paid pursuant to BMC				
2		Title 19. Exhibit 1.				
3	19.	The City Fire Marshal reviewed the application and determined that an NFPA				
4		13D sprinkler system would be required if minimum fire flow requirements				
5		cannot be met. The recommended conditions of approval require fire flow modeling prior to building permit approval, with a sprinkler system required if fire flow is not at least 2,250 gallons per minute at 20 psi. The Fire Marshal also determined that the existing roadways are suitable for fire department access. <i>Exhibit 1</i> .				
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9	20.	To minimize neighborhood impacts from construction, Planning Staff				
10		recommended conditions of approval that would limit construction hours to 7:00 am to 7:00 pm and require approval of a phasing and construction staging plan. The phasing and construction staging plan would be made available to the public				
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12		on request. Exhibit 1.				
13	21.	The subject property contains steep slopes that are classified as geologically				
14		hazardous areas pursuant to BMC 16.55. The project would avoid the steepest				
15		slopes on site (75 to 100% inclination), which are located within the conservation easement. Compliance with the applicable criteria for development within a geologically hazardous area would be determined during building permit review. Based on preliminary review, Staff has determined that				
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18		the project could meet the requirements. Exhibits 1 and 1.A2.				
19	22.	Pursuant to BMC 16.20.090.A and Washington Administrative Code (WAC)				
20		197-11-800(6)(a), the project is exempt from State Environmental Policy Act (SEPA) review. <i>Exhibit 1</i> .				
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22	23.	A pre-application neighborhood meeting was conducted virtually for the project on August 14, 2023. Although members of the public attended the meeting,				
23		there were no questions or comments at that time. Pre-application written				
24		comment was submitted in support of the project. Exhibits 1, 1.B, and 1.P.				
25	24.	The CUP application was submitted on August 23, 2023 and determined to be				
26		complete on November 6, 2023. The City approved the Applicant's request for waiver from the pre-application conference requirement applicable to projects with more than 5,000 square feet of impervious surfaces because substantial				
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28		conversations between the Applicant and Staff had already taken place, and				
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25. Notice of the application and public hearing was issued on November 6, 2023 and was posted on site on November 14, 2023 in accordance with BMC 21.10.200. *Exhibits 1, 1.I, and 1.J.*

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In public comment in the application, an argument was made that the project 26. application should be considered not to be complete without a title report, because private covenants might exist that restrict development, as the commenter has found to be true on his and other parcels in the neighborhood. However, the commenter did not identify any specific private covenants that might apply in this case. The member of the public was concerned (and asked the Hearing Examiner in this decision to do something about the fact) that the City has a practice of issuing land use and building permit approvals without undertaking to determine whether there are any private covenants on deeds that could affect the developer's rights. Based on personal experience, the commenter contended that this practice puts the onus on neighbors to research and defend their own restrictive covenants and necessarily requires a neighbor who opposes a project to have to incur the expense of going to court to defend said private deed restrictions. The commenter submitted that the duty to perform this due diligence would be more appropriately borne by the City. Exhibit 1.P.2; Dean Longwell Testimony. With respect to the merits of the CUP application, the commenter submitted that the tree retention plan is inadequate (and the application therefore incomplete) because root protection zones are not shown and that, due to eagle roosting in the area, the Applicant must obtain approval

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Planning Staff addressed all known private restrictions on the property (those established in the underlying plat) in the staff report at section V(B) of the staff report and addressed tree retention in sections V and VI of the staff report. No other private covenants or deed restrictions are known to exist for the subject property. The City continues to maintain that it lacks legal authority to enforce private covenants. After hearing public testimony, the City maintained its recommendation of approval subject to the conditions set forth in the Staff Report. Exhibit 1; Taylor Webb Testimony. At hearing, Applicant representatives waived objection to the recommended conditions of approval. Testimony of Brad Ingram and Curtis Krahm.

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from WDFW to remove trees. Exhibit 1.P.2.h.

CONCLUSIONS

1	
	Jurisdiction
2	The Hearing

The Hearing Examiner is granted authority to hold hearings and make decisions on conditional use permit applications pursuant to BMC 20.16.010.D.

Conditional Use Permit Criteria for Review

Pursuant to BMC 20.16.010.B, conditional use permits for conditional uses allowed in the general use type may be granted by the hearing examiner if the record demonstrates the following:

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1. The proposed use will promote the health, safety, and general welfare of the community.

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2. The proposed use will satisfy the purpose and intent of the general use type in which it is located.

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3. The proposed use will not be detrimental to the surrounding neighborhood.

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Pursuant to BMC 20.16.010.C, in applying the standards set forth in subsection B (above), the hearing examiner shall consider the following factors as to whether the proposed use will:

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1. Be harmonious with the general policies and specific objectives of the comprehensive plan.

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2. Enable the continued orderly and reasonable use of adjacent properties by providing a means for expansion of public roads, utilities, and services.

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3. Be designed so as to be compatible with the essential character of the neighborhood.

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4. Be adequately served by public facilities and utilities including drainage provisions.

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5. Not create excessive vehicular congestion on neighborhood collector or residential access streets.

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6. Not create a hazard to life, limb, or property resulting from the proposed use, or by the structures used therefor, or by the inaccessibility of the property or structures thereon.

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7. Not create influences substantially detrimental to neighboring uses. "Influences" shall include, but not necessarily be limited to: noise, odor, smoke, light, electrical interference, and/or mechanical vibrations.

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feature of major consequence.

8. Not result in the destruction, loss, or damage to any natural, scenic, or historic

Other Applicable Regulations

Pursuant to BMC 20.16.020.L.3.c, the following special requirements apply:

In neighborhood areas with a "view" special condition or other locations which have views of lakes, the bay or mountains, the applicant shall provide an analysis of the anticipated impacts on views from adjacent properties that may be affected by construction of the proposed residence or addition. The hearing examiner must find that the proposal will not cause significant adverse impacts on views from other properties that are due to the size or design of the building and which could be reduced by an alternative design.

Conclusions Based on Findings

- 1. Addressing the CUP criteria established in BMC 20.16.010.B, the following conclusions are entered.
 - a. As conditioned, the proposed residence would promote the health, safety, and general welfare of the community. It would be consistent with the development pattern of the surrounding neighborhood and would be consistent with zoning standards relating to height, setbacks, and lot coverage. The lot is more than a third larger than the minimum required lot size for residential development. Public utilities are available to the site. Scenic views would not be adversely affected due to the site slopes and the proposed manner of building the residence into the slope. The conditions of approval would ensure that fire sprinklers are provided if fire flow does not meet minimum standards. Findings 3, 4, 5, 6, 11, 12, 13, 14, 15, 16, and 19.
 - b. The use is consistent with the purpose and intent of the Residential, Single use type in that it maintains the low-density environment and the important physical characteristics of the site. Applicable height, setback, and open space standards would be satisfied. Findings 3, 4, 7, 8, 9, 10, 11, 12, 13, and 14.
 - c. As conditioned, the use would not be detrimental to the surrounding neighborhood. Development of the subject property with a single-family residence would result in impacts that are similar to those generated by existing residences. The larger house size is consistent with development in the vicinity. Scenic views would be maintained, because the house would be built into the slope and would appear one story as seen from the street and the houses across the street. Traffic mitigation would be paid. All removed leave trees would be replaced in the final tree preservation and planting plan. The conditions of

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approval restrict construction hours to mitigate short-term impacts. *Findings 3*, 6, 14, 18, and 20.

- 2. Addressing the CUP criteria established in BMC 20.16.010.C, the following conclusions are entered.
 - a. Development of a single-family residential use on the residentially zoned and platted lot would be consistent with the Bellingham Comprehensive Plan, including Housing Chapter Goal H-1. By ensuring all development is outside of the conservation easement and by conserving or substituting leave trees outside of the easement, the project is consistent with the Edgemoor Neighborhood Plan. Findings 3, 4, 5, 8, 9, and 10.
 - b. The proposed residence and associated infrastructure would enable the continued use of adjacent properties. The subject property is within a developed neighborhood that is already served by roads and utilities. An engineered stormwater plan would be reviewed prior to building permit issuance and stormwater runoff from all new impervious surfaces would be required to be managed consistent with BMC Chapter 15.42. *Findings 3, 15, and 16.*
 - c. The record demonstrates that the proposal, as conditioned, would be compatible with the essential character of the existing neighborhood. The character of the neighborhood includes residences exceeding 5,500 square feet in area. Views would not be adversely affected. *Findings 3*, 6, 11, and 14.
 - d. The project would be adequately served by public facilities and utilities, including drainage. The final drainage plan would be reviewed at the time of building permit review. *Findings 15 and 16*.
 - e. The project would not create excessive vehicular congestion. Impacts from the project's vehicle trips would be mitigated through payment of fees. Off-street parking would be provided. *Findings 17 and 18*.
 - f. As conditioned, the proposal would not create a hazard to life, limb, or property. The conditions of approval incorporate the fire flow and sprinkler requirements identified by the Fire Marshal. Compliance with the City's geological hazard criteria would be confirmed during building permit review. *Findings 19 and 21*.
 - g. As conditioned, the use would not create influences substantially detrimental to neighboring uses. The proposed single-family residential use would generate similar impacts as those created by surrounding residences. The conditions of approval limit construction hours and require a construction staging plan. *Findings 3 and 20.*
 - h. As conditioned, the use would not result in the destruction, loss, or damage to any natural, scenic, or historic feature of major consequence. No development

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28 29 would occur within the conservation easement. The conditions of this decision incorporate the conditions of the approved shoreline exemption permit. Some of the leave trees would be substituted as allowed by the language of the plat restriction. Although in public comment it was noted that the Applicant did not provide a letter of approval from WDFW, it is no longer possible to obtain such letter, and the City's decision to consider the USFWS management recommendations was reasonable. Findings 8, 9, 10, and 26.

- 3. Addressing the view-related special requirements established at BMC 20.16.020.M(4)(c), the following conclusion is entered.
 - The record contains the required view analysis submitted by the Applicant, which demonstrates that the proposal would not cause significant adverse impacts on views from other properties. Findings 11, 13, and 14.
- Addressing issues raised in public comment relating to private covenants and 4. complete application status (see Finding 26), the City Council lacks jurisdiction to enforce private covenants and therefore cannot confer such authority on the Examiner. The Hearing Examiner only has those powers conferred by the City Council. See Chaussee v. Snohomish County Council. 689 P.2d 1084, 38 Wn.App. 630 (1984). The Bellingham Hearing Examiner has been granted jurisdiction to hear and decide CUPs based on the criteria set forth in the code, but does not have jurisdiction to interpret and enforce private covenants, nor to make a complete application determination, nor to alter adopted code provisions that establish what is required for complete application. Per BMC 21.10.190, the decision to deem an application complete is an administrative decision - not a Hearing Examiner decision - and in the instant case, the decision of application completeness was not appealed. In addition, it should be noted that the BMC specifically grants the Planning Director - not the Hearing Examiner jurisdiction to specify application requirements. BMC 21.10.190.A. In this case the CUP application checklist (see Exhibit 1.A1) does not include a title report as an application requirement. The state law cited in public comment - RCW 19.27.095 - relates to building permit applications; it also does not require a title report. Per the Bellingham Municipal Code, the Hearing Examiner does not have authority to decide building permit applications. In the instant case, the Examiner's jurisdiction is limited to the determination of whether the record as a whole demonstrates compliance with CUP criteria for approval. Based on the evidence submitted, the proposal satisfies all criteria for approval as detailed in Conclusions 1 through 3 above.

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DECISION

Based on the preceding findings and conclusions, the requested CUP to construct a 6,280 square foot single family residence is APPROVED subject to the following conditions:

- The project shall comply with the approval conditions of the associated 1. Shoreline Exemption Permit (SHR2023-0022).
- Construction hours shall be limited to between 7:00 am and 7:00 pm. 2.
- A phasing and construction staging plan shall be submitted and reviewed with 3. the building permit to determine sequence of construction activities, parking of construction vehicles, and construction staging locations for equipment and materials. Said plan shall be available to the public upon request.
- The total floor area of the single-family residence shall not exceed 4. approximately 6,280 square feet (sf). Staff may administratively consider and approve one-time non-accumulative additions, modifications, or changes in accordance with BMC 20.16.010.I.
- Compliance with all conditions of the governing plat shall be conditions of 5. building permit issuance unless otherwise determined by City staff or individual departments. On-site stormwater mitigation shall be reviewed under the building permit for compliance with the plat consistent with BMC 15.42.
- Fire flow modeling is required to meet a minimum fire flow of 2,250 gallons per 6. minutes at 20psi or a 13D sprinkler system shall be required as a condition prior to building permit approval.
- The Applicant shall obtain all necessary permits for the proposal, and final 7. inspection on these permits prior to any occupancy. The permits shall be generally consistent with the information and materials submitted with the CUP (as specified in Exhibit A2), except as modified by the approval, and all other conditions contained in the approval.
- The CUP approval does not excuse the Applicant from compliance with any 8. other federal, state, or local statutes, ordinances or regulations that may be applicable to this project.

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1 2	9. In the event the Owner/Applicant fails to comply with the terms of the conditions herein, the permit(s) may be rescinded. All work must be completed according to these permits.
3 4	DECIDED December 18, 2023.
5	Bellingham Hearing Examiner
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