

**Olympia School District
Land Use Review Application
Project Narrative**

Application Overview

The Olympia School District (the “District”) submits this application pursuant to Olympia Municipal Code 18.60.180 to amend the Land Use Approval for Ingersoll Stadium (the “Stadium”). The District’s proposed amendment is limited to removing Condition No. 1 of Hearing Examiner Decision No. 03-2397 (the “2004 Decision”). Condition 1 restricts non-District use of the Stadium to the following historic activities: Thurston County Youth Football, YMCA and City Parks track meets, occasional sports clinics, and youth soccer associations. The District is not seeking to amend District Procedure 4260P(C), which governs the terms of use and operation of the Stadium, or to make any other changes to how, when, and why non-District users may use the Stadium. The District also does not seek at this time to amend or modify any other provision of City approvals applicable to the Stadium.

Background

The Stadium is located on the grounds of Olympia High School. In 2004, the District submitted an application to the City of Olympia (the “City”) for a Land Use Approval to remodel the Stadium, including adding a synthetic turf field and other improvements. *See* 2004 Decision, at Findings of Fact ¶ 1. On April 5, 2004, the City’s Site Plan Review Committee issued a conditional Land Use Approval for the Stadium remodel.

On May 28, 2004, the Hearing Examiner, on appeal, upheld the Land Use Approval with conditions. *See* 2004 Decision. Two of those conditions are relevant to the District’s current application. First, the Hearing Examiner restricted non-District use of the Stadium to “Thurston County Youth Football, YMCA and City Parks track meets, occasional spots clinics, and youth soccer associations.” *Id.* at Findings of Fact ¶ 10; Decision ¶1. The Hearing Examiner’s decision to add Condition 1 seems to rest on an assumption that, while the Stadium improvements would allow more frequent use of the facility, the specific activities in the Stadium would not change. 2004 Decision at Findings of Fact ¶ 9-10. Second, the Hearing Examiner required that the District follow the restrictions on the use and operation of the Stadium set forth in District Procedure No. 4260P(C), “unless permission is obtained from the Site Plan Review Committee to modify them.” *Id.* at Findings of Fact ¶ 12; Decision ¶ 2. Those procedures “govern the use of Ingersoll Stadium” and “mitigate the effect of the facilities on neighboring properties through measures such as limits on the hours of use, requiring the western field lights to be turned off immediately after evening events, and prohibiting air horns, cow bells, sirens and similar noisemakers.” *Id.* at Findings of Fact ¶ 11.

In 2013, the Site Plan Review Committee approved and the Hearing Examiner upheld, with some alterations, revisions to District Procedure No. 4260P(C). *See* Hearing Examiner Decision No. 11-0159 (“2013 Decision”). Those revisions included establishing a system for the District’s handling of citizen complaints regarding the operation and management of the Stadium, incorporating from the 2004 Decision restrictions related to parking capacity and lighting, and tightening restrictions regarding the use of the Stadium’s lighting and sound systems. 2013 Decision, at Findings of Fact ¶ 12, 15-17. The Hearing Examiner in that matter noted specifically

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that the modifications to the procedure “do not alter the operation of the Ingersoll Stadium in any major way.” *Id.* at Conclusions of Law ¶ 9.

In 2018, the District applied for a Conditional Use Permit to construct improvements to Olympia High School, including relocating an existing practice field and adding synthetic turf and a lighting system. *See* Hearing Examiner Decision No. 18-4309 (“2019 Decision”). On appeal to the Hearing Examiner, some neighboring residents requested that the relocated practice field be subject to the same non-District use restrictions as Ingersoll Stadium. 2019 Decision, p. 5, 14-15. The Hearing Examiner rejected that argument, concluding that “[t]he request to limit use of the proposed practice field to the same non-school groups currently allowed use of Ingersoll Stadium is without any factual justification and would be arbitrary.” *Id.* at pp. 14-15. In doing so, the Hearing Examiner expressed concern about the existing conditions on non-District use at Ingersoll Stadium: “I must confess a concern about this continuing restriction on the use of Ingersoll Stadium. It appears outdated and runs the risk of cultural bias, but its continuing application to the stadium is not before the Hearing Examiner. Suffice to say I do not see any reason to extend it to the practice field.” *Id.* at p. 15.

Basis for District’s Request to Remove the Non-District Use Restrictions

The District’s request to remove the non-District user restrictions in Condition No. 1 is necessary to enable the District to respond to changing community needs and ensure Stadium access is equitable and inclusive. Condition No. 1 is premised on continuation of only the then-current non-District uses of the Stadium in 2004. 2004 Decision, Findings of Fact ¶ 9-10. But the athletic and recreational activities in which students and community members wish to engage, and indeed the demographics of our community, have changed over the last 16 years and will likely continue to change over time. At the same time, the City’s Parks, Arts & Recreation Plan recognizes a specific need for field space “on which to program emerging sports like ultimate Frisbee, lacrosse, rugby, or other similar sports.” City’s Parks, Arts & Recreation Plan at 63 (Feb. 2016) (the “Parks Plan”).¹ Removing Condition No. 1 will further the District’s obligation, implemented currently under an interlocal agreement, to work with the City to “provide positive educational and recreational opportunities to the community in the most efficient and effective manner possible.” Parks Plan at 53.

The District’s consideration of this application was prompted initially by the current critical need for additional fields for boys and girls youth lacrosse. However, other community organizations also have expressed a need to use the Stadium due to the lack of other safe, appropriate, and accessible local playfields. Despite that demonstrated need, these other uses are not permitted in the Stadium simply because those activities were not uses in existence in the Stadium in 2004 and therefore not specified as permissible uses in Condition No. 1. Removing Condition No. 1 will enable the District to allocate non-District use of the Stadium based on

¹ <http://olympiawa.gov/~media/Files/Parks/Park-Plan/2016%20ADOPTED%20PARKS%20ARTS%20AND%20RECREATION%20PLAN.pdf?la=en>.

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contemporary facility use needs instead of limiting use to a narrow set of user groups place nearly two decades ago.

The District wishes to remove Condition 1 instead of periodically requesting the addition of a new non-District use in a piecemeal manner. A case-by-case amendment process would be inefficient and inadequate. The District desires the ability to be nimble in order to equitably address how its public facilities are used over time. Adding one additional non-District use at this time would not accomplish this goal. More importantly, in the District's view, a fractured process would lack transparency and clear communication to the community. A series of requests or even one or two in isolation would likely create ongoing new use proposals on one hand and on the other questions or concerns about a disjointed review and changes. A holistic approach better addresses these considerations.

Importantly, although the specific non-District uses of the Stadium may change if Condition No. 1 is removed, the continued application of Procedure No. 4260P(C) ensures that any impact on neighboring residences will not. Procedure No. 4260P(C) imposes restrictions on the timing, volume, and nature of Stadium use, including significant limitations on operating hours, lighting and sound system use, and parking. The purpose of those restrictions is to avoid and mitigate light, noise, and traffic impacts on the surrounding neighborhood. If Condition No. 1 is removed, Procedure No. 4260P(C) will continue to apply to any use of the Stadium going forward.

Conclusion

Removing Condition No. 1 will ensure that the District can most equitably and effectively manage use of the Stadium to create recreational opportunities for a more diverse group of users. The District's requested amendment of the 2004 Decision, if approved, would not change the physical structure or operational use and restrictions. Rather, it would provide flexibility in determining who uses the Stadium as it currently exists and operates. The terms of Procedure 4260P(C) will continue, as designed, to mitigate the off-site impacts of the Stadium.



INGERSOLL STADIUM
TRIP GENERATION ASSESSMENT

City of Olympia, WA



5/21/2020

Prepared for: Mr. Kurt Cross
Olympia School District
111 Bethel Street NE
Olympia, WA 98506

May 2020

INGERSOLL STADIUM TRIP GENERATION ASSESSMENT

The intent of this memo serves to address the trip generation and traffic impacts as it relates to the proposed changes to non-district, after-hours use of Olympia High School's Ingersoll Stadium.

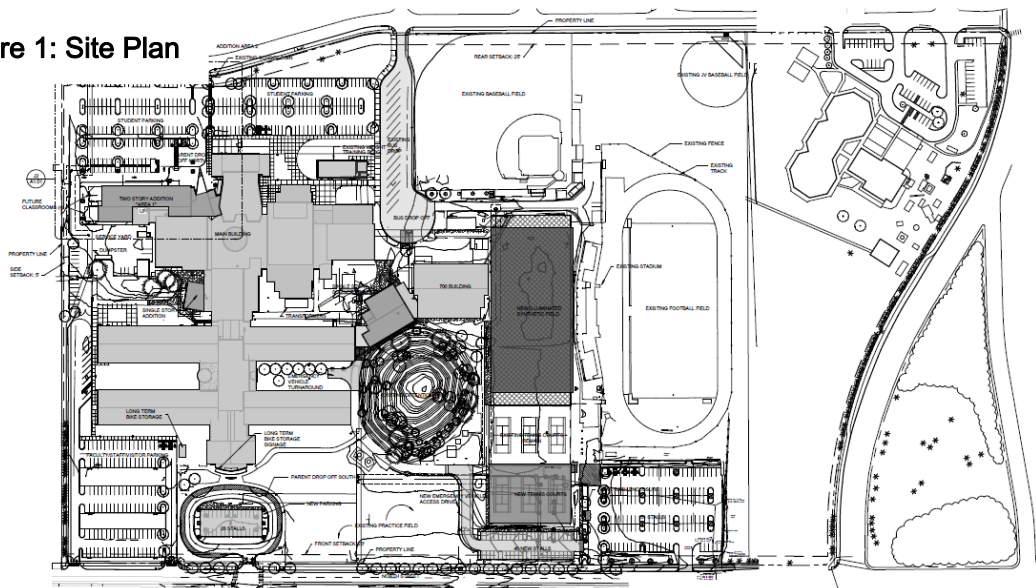
PROJECT DESCRIPTION

The District's land use approvals currently restrict non-District use of Olympia High School's Ingersoll Stadium to only Thurston County Youth Football, certain track meets, occasional sports clinics, and youth soccer. The District is seeking to lift those restrictions to allow other non-District use of Ingersoll Stadium, subject to existing District procedures for use and operation of the Stadium by non-District user groups.

The school property, located at 1302 North Street SE in Olympia, Washington, provides access via North Street SE to the south and Carlyon Avenue SE to the north. A Traffic Impact Analysis (TIA) prepared by *Heath & Associates* was conducted in January of 2019 as a part of the OHS modernization and classroom addition project and analyzed the potential impacts associated with the increase in student capacity from the then-current 1850 to the proposed 2105 students. This memo uses data included in the 2019 TIA, where applicable, and builds upon the 2019 TIA to estimate the impacts with respect to the proposed changes in community use of Ingersoll Stadium.

Removing the restrictions on non-District use of Ingersoll Stadium would provide community benefit by permitting use for recreational activities beyond the historic user groups such as lacrosse, club soccer, rugby, and other community-drive sporting practices and games. Figure 1 on the following page illustrates the school's site plan. A full-size version is included in the appendix.

Figure 1: Site Plan





TRIP GENERATION

Trip generation can be defined as the number of vehicles entering and exiting a site for a particular time period. Data presented in this memo was obtained from the Institute of Transportation Engineer's publication (ITE) *Trip Generation*, Tenth Edition. Based on the scope of the proposed development, Land Use Code 488 – Soccer Complex was found to be most representative of projected Ingersoll Stadium use. While other sporting events may take place, youth club soccer has been the primary historic non-District user of Ingersoll Stadium. The independent variable “fields” was applied for trip generation estimates. To account for potential additional use and provide a level of conservatism, the two sports fields at Olympia High School (Ingersoll Stadium and the new synthetic practice field) were considered as three fields. This assumption reflects that one of the fields may be split in half for concurrent use as what may be seen for additional practice use. This approach has an additional layer of conservatism given that the practice field, permitted as a part of the 2019 OHS project, replaced an existing field on the OHS campus and use of that field is not permitted concurrently with events at the Stadium.

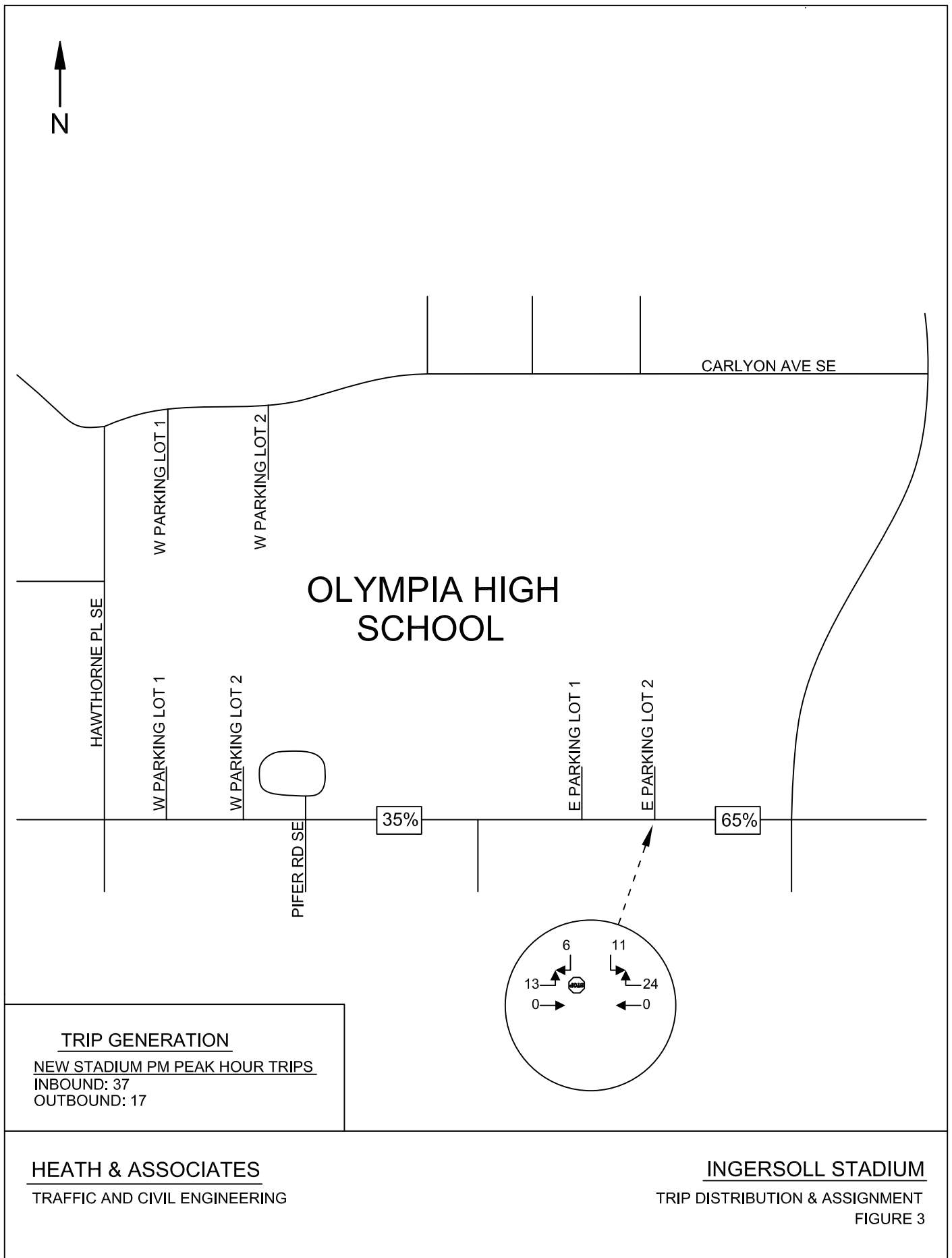
Table 1 below summarizes the estimated traffic demands associated with the three fields during the weekday PM peak hour. As this analysis reflects non-district use, time periods when the fields would be utilized are likely to occur following the 3:00-6:00 PM timeframe with little to no school activity overlap.

Table 1: Project Trip Generation

Land Use	Number of Fields	PM Peak-Hour Trips		
		In	Out	Total
Soccer Fields	3	32	17	49

Based on ITE data, the sports fields may generate 49 PM trips (32 in / 17 out) to and from the school site. The generated traffic has been assigned to and from the southeast driveway accessing North Street SE given the proximity and direct access to the fields.

Figure 3 illustrates the trip distribution and assignment for peak hour traffic associated with the Stadium and field use. All project traffic has been allocated to a single driveway to remain conservative in the analysis. Percentages are generally based on existing travel patterns and values derived from the 2019 Olympia High School TIA which took into consideration Thurston County's Regional Planning Council TAZ-323 distribution map. Approximately 65% of traffic is anticipated to travel to/from the east and 35% to/from the west by way of North Street SE.

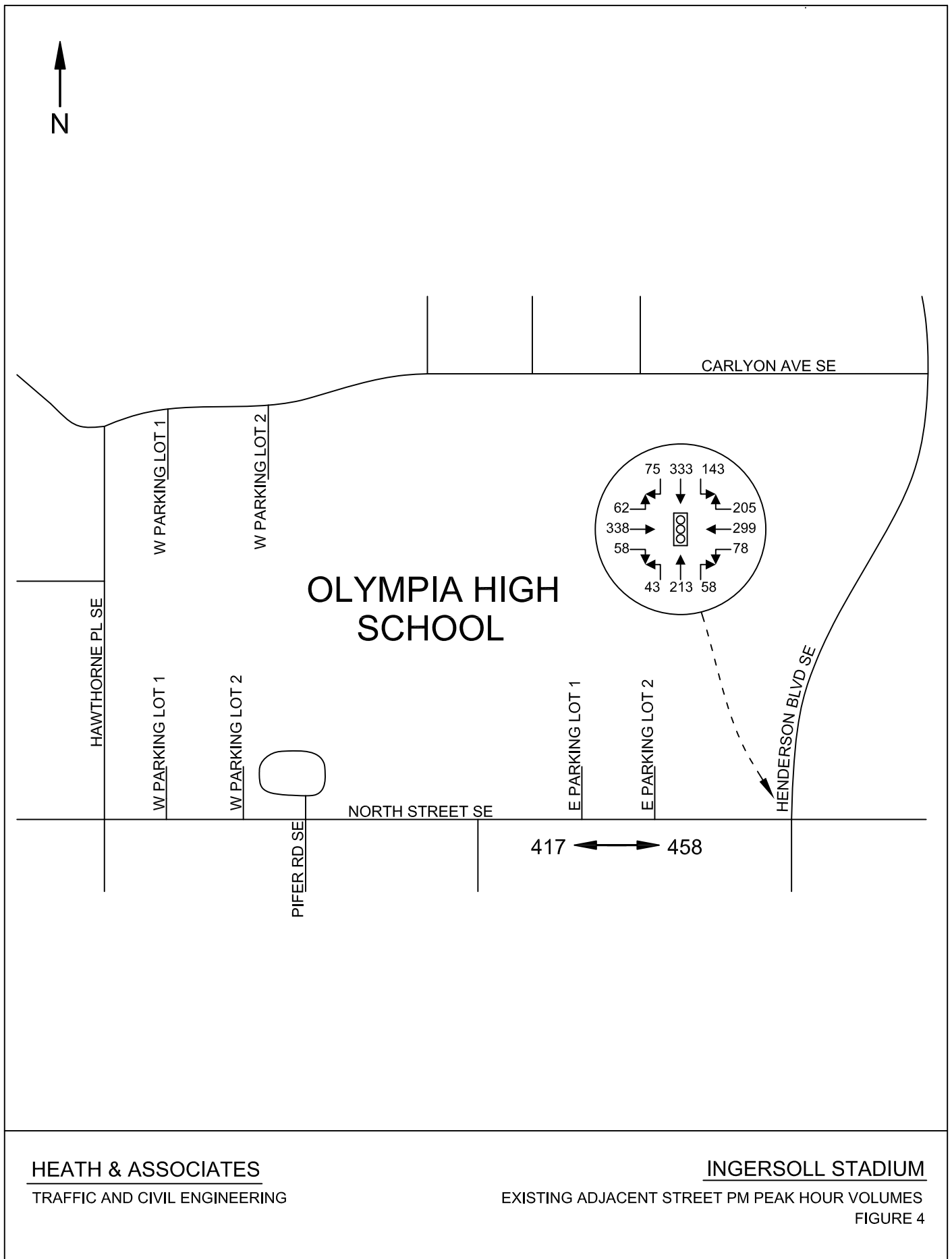


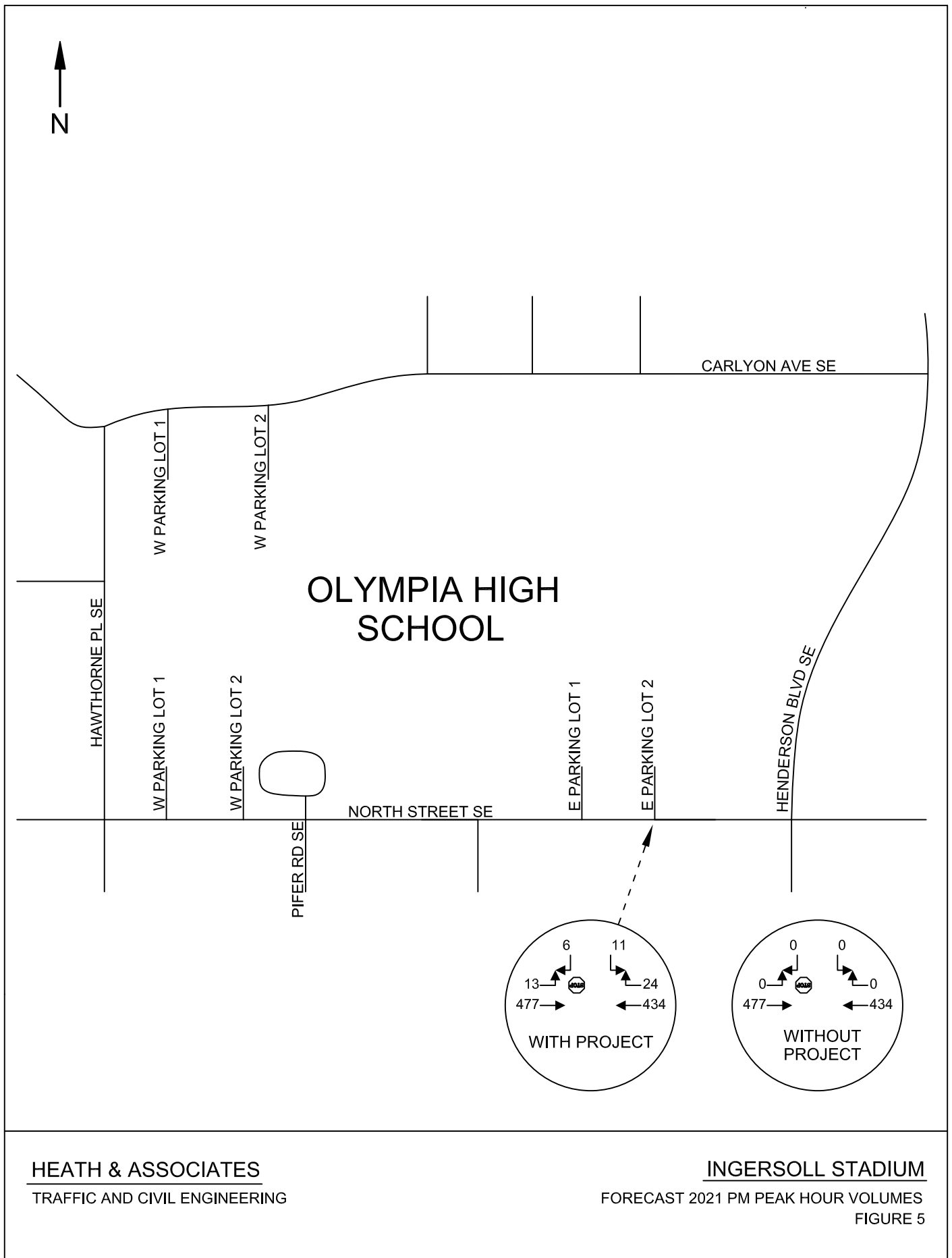
EXISTING BASELINE VOLUMES

To estimate existing vehicular activity along North Street SE during the time period when the Stadium and practice field could be utilized for non-district use, data from the Olympia High School 2019 TIA have been referenced. Peak hour volumes from the nearby intersection of North Street SE / Henderson Blvd SE during the 4:00-6:00 timeframe are considered as the baseline assumption. As mentioned, the Stadium and practice field's primary use by non-District users would likely occur subsequent to the adjacent street's peak activity. However, the selected values would present worst-case conditions as traffic volumes along North Street SE would likely be lower than the reported numbers. Existing baseline volumes are presented in Figure 4.

FORECAST ANALYSIS

A two-year horizon of 2021 was analyzed to assess future conditions with respect to the after-hours use of the Stadium and practice field. As was used in the previous TIA, a two percent compound annual growth rate was applied for future traffic estimates. Figure 5 illustrates traffic with and without the proposed Stadium use. Given the time period of the analysis, no school-related activity was assumed to emanate to or from the southeast parking lot. The stadium use would be in the early evening when school traffic has diminished and departed from the site.





LEVEL OF SERVICE

Peak hour delays were determined through the use of the *Highway Capacity Manual* 6th Edition. Capacity analysis is used to determine level of service (LOS) which is an established measure of congestion for transportation facilities. The range¹ for intersection level of service is LOS A to LOS F with the former indicating the best operating conditions with low control delays and the latter indicating saturated conditions with heavy control delays. Detailed descriptions of intersection LOS are given in the 2016 Highway Capacity Manual. Level of service calculations were made through the use of the *Synchro 10* analysis program. Table 2 below summarizes forecast LOS delays for the approach driveway serving the Ingersoll Stadium and practice field. For side-street stop-controlled intersections, LOS is determined by the approach with the highest delay.

Table 2: Forecast 2021 Ingersoll Stadium's Peak Hour Level of Service

Delays Given in Seconds per Vehicle

Intersection	Control	Approach	LOS	Delay
North Street SE / Southeast Parking Lot	Stop	SB	C	20.2

As illustrated in Table 2, forecast 2021 PM peak hour delays are shown to operate satisfactorily in the LOS C range. Again, this analysis assumes all traffic arriving and departing from a single access and background traffic derived from the 4:00-6:00 PM timeframe. Actual volumes would likely be lower as the sports fields would be utilized after hours when background traffic along North Street SE would be reduced.

¹ *Signalized Intersections - Level of Service*

Level of Service	Control Delay per Vehicle (sec)
A	≤ 10
B	> 10 and ≤ 20
C	> 20 and ≤ 35
D	> 35 and ≤ 55
E	> 55 and ≤ 80
F	> 80

Highway Capacity Manual, 6th Edition

Stop Controlled Intersections – Level of Service

Level of Service	Control Delay per Vehicle (sec)
A	≤ 10
B	> 10 and ≤ 15
C	> 15 and ≤ 25
D	> 25 and ≤ 35
E	> 35 and ≤ 50
F	> 50

CONCLUSION

Olympia School District is proposing to remove restrictions on non-District use of Ingersoll Stadium, subject to existing procedures for use and operation of the Stadium by non-District user groups. Primary users could include lacrosse, adult club soccer, and other community recreational uses (both games and practice). Events and use would vary depending on the season and demand but are anticipated to occur most days throughout the week and on weekends. In order to estimate the vehicular trip generation associated with the sports fields use, ITE data was reviewed using a comparable land use. Approximately 49 peak hour trips can be expected (32 in / 17 out) which includes a conservative three-field utilization assumption as a single field can be split into two for practice sessions. Figure 3 illustrates the origin and destination travel patterns with respect to the stadium-generated traffic.

Existing vehicular volumes along North Street SE were derived from the Olympia High School's 2019 Traffic Impact Analysis (TIA) and are illustrated in Figure 4. These values represent the peak hour occurring between 4:00-6:00 PM which allows for a conservative analysis as the Stadium use would primarily occur after-hours in the evening when traffic volumes have reduced. All project-generated traffic was analyzed under a single driveway scenario with access via the southeast parking lot where users would have direct access to the sports fields. Forecast 2021 peak hour Level of Service (LOS) is shown to operate acceptably with LOS C conditions. No operational deficiencies are identified with the additional, after-hours use of the Stadium and practice field, even with a conservative assumption of concurrent use of three fields.

Please call if you require anything further.

Sincerely,

Gregary B. Heath, P.E., PTOE

Soccer Complex (488)

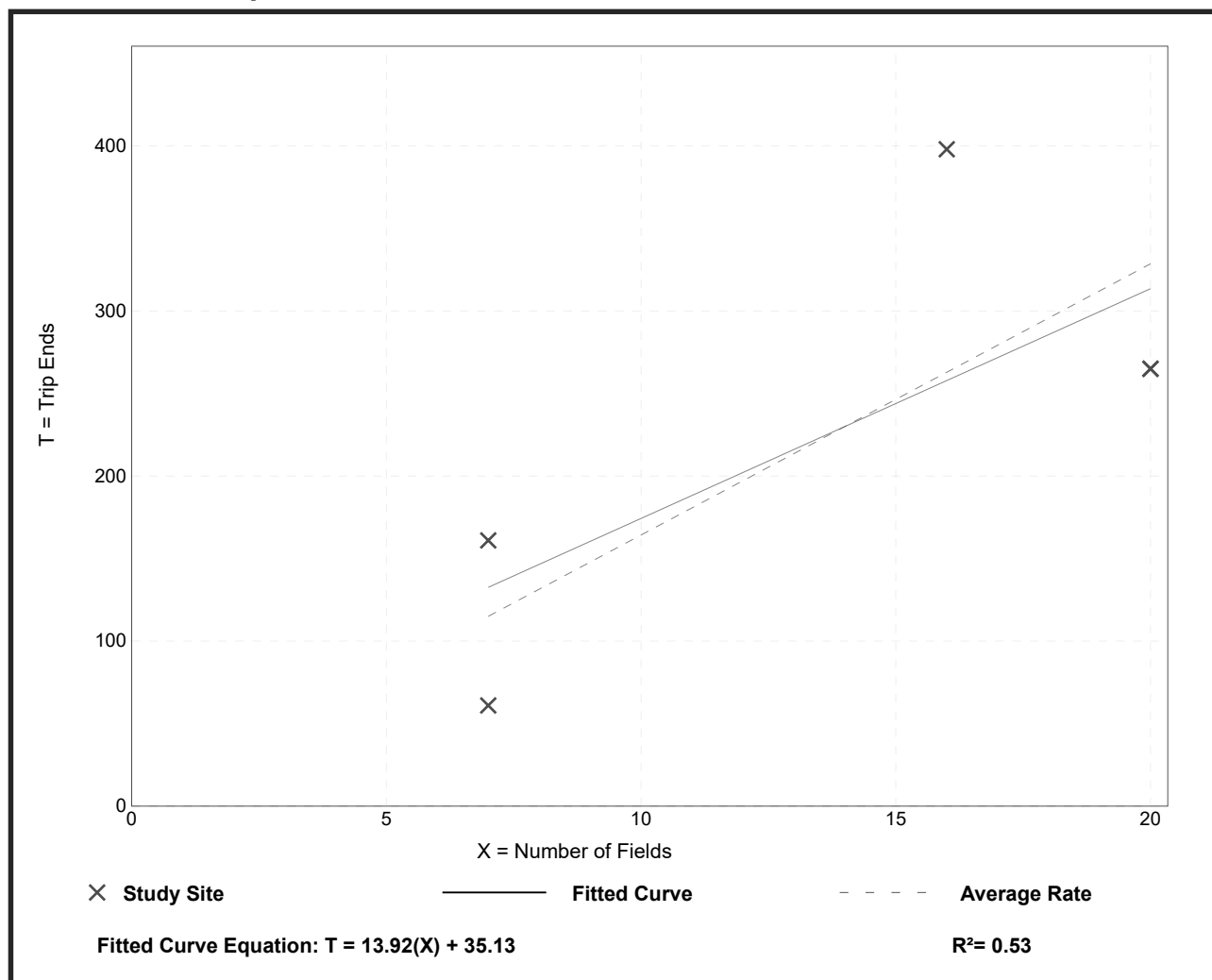
Vehicle Trip Ends vs: Fields
On a: Weekday,
Peak Hour of Adjacent Street Traffic,
One Hour Between 4 and 6 p.m.
Setting/Location: General Urban/Suburban
 Number of Studies: 5
 Avg. Num. of Fields: 14
 Directional Distribution: 66% entering, 34% exiting

Vehicle Trip Generation per Field

Average Rate	Range of Rates	Standard Deviation
16.43	8.71 - 24.88	6.36

Data Plot and Equation

Caution – Small Sample Size



Trip Generation Manual, 10th Edition • Institute of Transportation Engineers

Intersection												
Int Delay, s/veh	0.4											
Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations		↕			↕			↕			↕	
Traffic Vol, veh/h	13	477	0	0	434	24	0	0	0	11	0	6
Future Vol, veh/h	13	477	0	0	434	24	0	0	0	11	0	6
Conflicting Peds, #/hr	0	0	0	0	0	0	0	0	0	0	0	0
Sign Control	Free	Free	Free	Free	Free	Free	Stop	Stop	Stop	Stop	Stop	Stop
RT Channelized	-	-	None	-	-	None	-	-	None	-	-	None
Storage Length	-	-	-	-	-	-	-	-	-	-	-	-
Veh in Median Storage, #	-	0	-	-	0	-	-	0	-	-	0	-
Grade, %	-	0	-	-	0	-	-	0	-	-	0	-
Peak Hour Factor	90	90	90	90	90	90	90	90	90	90	90	90
Heavy Vehicles, %	0	1	0	0	1	0	0	0	0	0	0	0
Mvmt Flow	14	530	0	0	482	27	0	0	0	12	0	7

Major/Minor	Major1			Major2			Minor1			Minor2		
Conflicting Flow All	509	0	0	530	0	0	1057	1067	530	1054	1054	496
Stage 1	-	-	-	-	-	-	558	558	-	496	496	-
Stage 2	-	-	-	-	-	-	499	509	-	558	558	-
Critical Hdwy	4.1	-	-	4.1	-	-	7.1	6.5	6.2	7.1	6.5	6.2
Critical Hdwy Stg 1	-	-	-	-	-	-	6.1	5.5	-	6.1	5.5	-
Critical Hdwy Stg 2	-	-	-	-	-	-	6.1	5.5	-	6.1	5.5	-
Follow-up Hdwy	2.2	-	-	2.2	-	-	3.5	4	3.3	3.5	4	3.3
Pot Cap-1 Maneuver	1066	-	-	1048	-	-	205	224	553	206	228	578
Stage 1	-	-	-	-	-	-	518	515	-	559	549	-
Stage 2	-	-	-	-	-	-	557	541	-	518	515	-
Platoon blocked, %	-	-	-	-	-	-	-	-	-	-	-	-
Mov Cap-1 Maneuver	1066	-	-	1048	-	-	200	220	553	203	224	578
Mov Cap-2 Maneuver	-	-	-	-	-	-	200	220	-	203	224	-
Stage 1	-	-	-	-	-	-	508	505	-	548	549	-
Stage 2	-	-	-	-	-	-	551	541	-	508	505	-

Approach	EB	WB	NB	SB
HCM Control Delay, s	0.2	0	0	19.7
HCM LOS			A	C

Minor Lane/Major Mvmt	NBLn1	EBL	EBT	EBR	WBL	WBT	WBR	SBLn1
Capacity (veh/h)	-	1066	-	-	1048	-	-	263
HCM Lane V/C Ratio	-	0.014	-	-	-	-	-	0.072
HCM Control Delay (s)	0	8.4	0	-	0	-	-	19.7
HCM Lane LOS	A	A	A	-	A	-	-	C
HCM 95th %tile Q(veh)	-	0	-	-	0	-	-	0.2

PROJECT DATA

PROJECT ADDRESS	1320 North Street Olympia, WA 98502
TAX PARCEL NO.	0989005000
GOVERNING CODE	IBC 2015
EXISTING ZONING CLASSIFICATION	MEDIUM COMMERCIAL/HEAVY RESIDENTIAL
BUILDING USE	HIGH SCHOOL
AREA OF BUILDING	233,960SF (EXISTING) 37,601 SF (NEW)
PARKING	607 (EXISTING) 618 (AFTER CONTRACT WORK - OK, 605 REQUIRED PER OLYMPIA MUNICIPAL CODE 18-38)
OCCUPANCY GROUPS	E (EDUCATIONAL) WITH ACCESSORY ASSEMBLY OCCUPANCIES PER IBC 303.1
TYPE OF CONSTRUCTION	TYPE V-B
SEWER DISTRICT	CITY OF OLYMPIA
WATER DISTRICT	OLYMPIA WATER

ZONING DATA

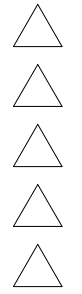
PARCEL NUMBER:	09890050000
ZONING:	R4 RESIDENTIAL
LEGAL DESCRIPTION:	THAT PART OF WALKER DONATION CLAIM NO. 38, TOWNSHIP 18 NORTH, RANGE 2 WEST, W.M., DESCRIBED AS LYING SOUTHERLY OF CARLYON AVENUE, NORTHERLY OF NORTH STREET, WESTERLY OF THE EAST LINE OF TRACT CONVEYED TO OLYMPIA SCHOOL DISTRICT NO.328 BY DEED RECORDED AUGUST 28, 1948, UNDER FILE NO. 454688 AND LYING EASTERLY OF THE EAST LINES OF THOSE CERTAIN PLATS KNOWN AS BREWERS EXTENSION TO MOUNTAIN VIEW ADDITION, AS RECORDED IN VOLUME 1 OF PLATS, PAGE 125 AND ESKRIDGE SQUARE, AS RECORDED IN VOLUME 11 OF PLATS, PAGE 38. A PORTION OF THE R.M. WALKER DONATION CLAIM NO. 38, TOWNSHIP 18 NORTH, RANGE 2 WEST, W.M. DESCRIBED AS FOLLOWS: BEGINNING AT THE INTERSECTION OF THE CENTER LINE OF LOG CABIN ROAD WITH THE EAST LINE OF SAID DONATION CLAIM; THENCE WEST ALONG CENTER LINE OF ROAD 1150 FEET TO THE TRUE POINT OF BEGINNING OF THIS DESCRIPTION; THENCE CONTINUE WEST ALONG SAID CENTER LINE 580 FEET, MORE OR LESS, TO THE EAST LINE, OR SAID EAST LINE EXTENDED SOUTHERLY, OF THE TRACT DEEDED TO OLYMPIA SCHOOL DISTRICT NO. 320, BY DEED RECORDED AUGUST 28, 1948, IN VOLUME 240 OF DEEDS, PAGE 429, UNDER AUDITOR'S FILE NO. 454688; THENCE NORTH 1°40'03" EAST TO THE NORTHEAST OF SAID SCHOOL DISTRICT TRACT; THENCE NORTH 88°38' EAST EXCEPT THE NORTHERLY 30 FEET THEREOF FOR CARLYON AVENUE. ALSO EXCEPT THE SOUTH 25 FEET FOR NORTH STREET; ALSO EXCEPT ANY PORTION LYING WITHIN MCCORMICK STREET S.E. AND HENDERSON BLVD.

PARKING

PARKING	1 SPACE PER CLASSROOM AND OFFICE PLUS 1 SPACE FOR EACH FOUR STUDENTS ENROLLED AND ARE OF LEGAL DRIVING AGE. 607 TOTAL PARKING STALLS REQUIRED. 617 PARKING STALLS PROVIDED.
LONG TERM BICYCLE PARKING	1 SPACE PER 5 CLASSROOMS, PLUS ONE FOR EACH FORTY STUDENTS = 66 LONG TERM BICYCLE PARKING STALLS REQUIRED. 70 STALLS PROVIDED
SHORT TERM BICYCLE PARKING	1 SPACE PER 5 CLASSROOMS, PLUS ONE FOR EACH FORTY STUDENTS = 66 SHORT TERM BICYCLE PARKING STALLS REQUIRED. 70 STALLS PROVIDED

CLASSIFICATION	REQUIRED	ACTUAL
SETBACKS: SIDE INTERIOR (WEST) - SINGLE FAMILY RESIDENCE FRONT (SOUTH) - NORTH ST. SE SIDE INTERIOR (EAST) - OLYMPIA SCHOOL DISTRICT SIDE STREET (EAST) - REAR (NORTH) - CARLYON AVE.	5 FEET 20 FEET 5 FEET 10 FEET 25 FEET	51' - 10" 217' - 10" 589' - 3" 752' - 8" 172' - 10"

MATERIAL KEYNOTE...



#	Date	Description
Revision Schedule		

DESIGN DEVELOPMENT

Olympia High School Addition & Illuminated Synthetic Field

1302 NORTH STREET
OLYMPIA WASHINGTON 98501

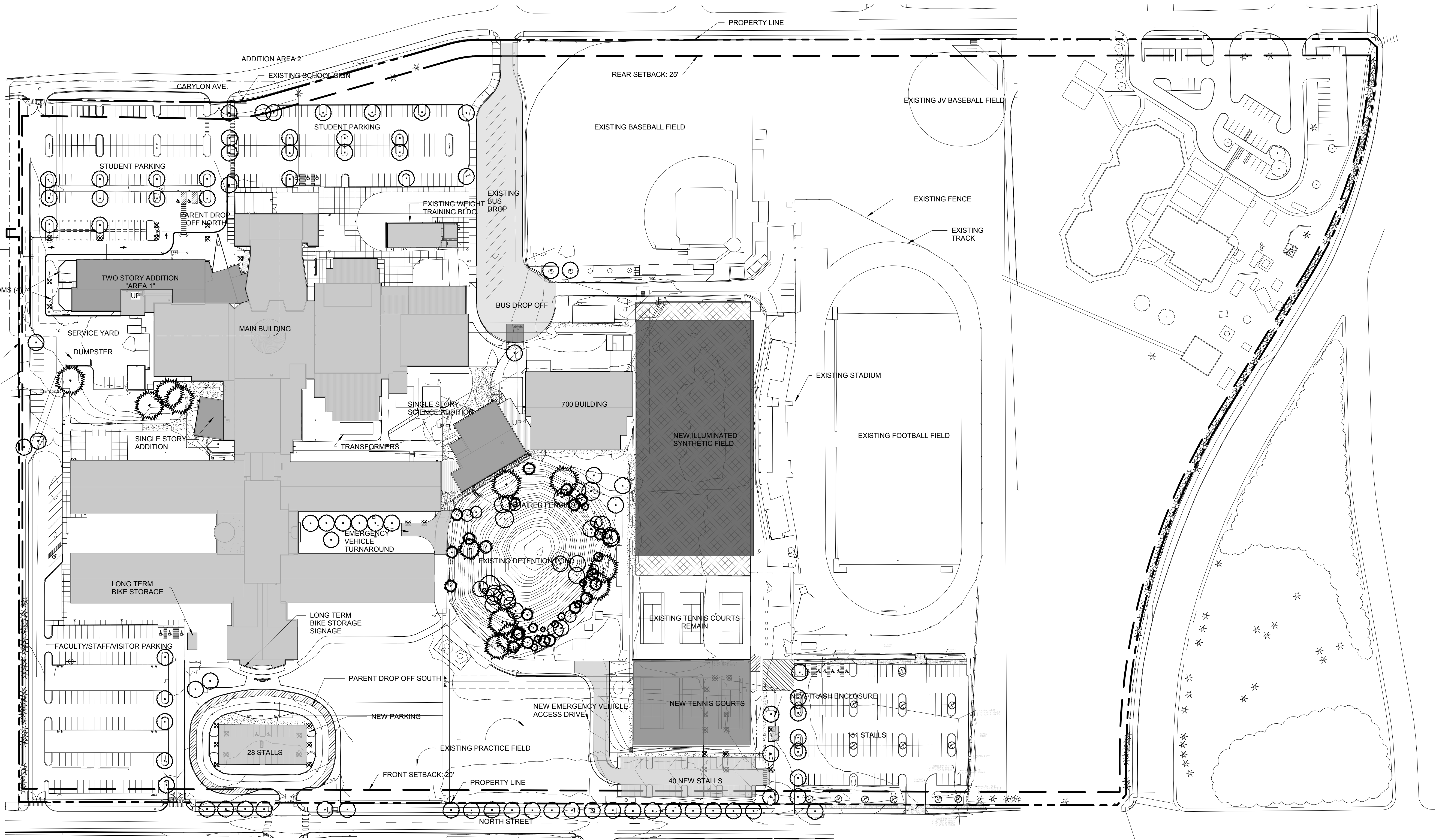
BLRB architects

Drawing Title:

REFERENCE SITE PLAN

Date :	11/15/2018	Drawn By :	BRB
Revised Date :		Project No.	1749
Stamp		Sheet No.	

A1.0



J2 REFERENCE SITE PLAN
0' 2'-0" 4'-0" 8'-0" 1"=80'-0" @ FULL SIZE REF: A3.01/ B2