1	BEFORE THE CITY OF YELM HEARING EXAMINER					
2	IN RE:		) HEARING NO. SUB 2023-0163			
3	COUNTRY MEADOWS ESTATES PHASE 1.		) FINDINGS OF FACT, ) CONCLUSIONS OF LAW ) AND DECISION			
5	OWNER:	Copper Ridge	e LLC			
6		P.O. Box 737				
7	REPRESENTATIVE:	Evan Mann				
8	PLANNER	Tammy Bara	coni, Consulting Planner			
9						
10	SUMMARY OF REQUEST:					
11	The Applicant requests preliminary approval for the development of 9.84 acres into 59 single-family residential lots. The subdivision also includes 6 tracts including an open space/recreation					
12	tract. The project will establish an internal looped public road with connection to the proposed Phase 2 development to the east.					
13	•					
14	LOCATION OF PROPOSAL:					
15	Southeast corner of the intersection of Vancil Road SE and Vancil Court SE. Parcel No. 227304103000.					
16	SUMMARY OF DECISION:					
17	The requested preliminary plat is <b>approved</b> subject to slightly amended conditions.					
18		BA	CKGROUND			
19	The subject property, located east of Vancil Road SE and south of Vancil Court SE, and					
20	the adjoining property to the east which abuts Morris Road SE, were recently annexed into the					
21	City and given a zoning desi	gnation of R-6	(Moderate Density Residential). These two			
22	properties are now proposed to be subdivided into residential plats. The first of these					
23			ase 1, proposes the subdivision of 9.84 acres into 59			
24			operty immediately to the east is proposed for similar			
25	single failiffy demoned lesign	oncos. The pre	sperty immediatory to the east is proposed for similar			
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subdivision (4.81 acres into 29 single-family residences) as Country Meadows Estates Phase 2. Importantly, however, the "Phase 1" and "Phase 2" projects are separately owned and to be reviewed independently of each other.

The Phase 1 project proposes development of currently vacant land on the southern boundary of the City. It adjoins Vancil Road SE to the west and provides for two points of access to Vancil Road via a looped internal road system which also provides connection to the Phase 2 project to the east which, in turn, would ultimately provide access to Morris Road SE.

Members of the public have expressed some concerns relating to traffic, increased density and water pressure. City Staff recommends approval of the project subject to the conditions set forth in the Amended Staff Report. The Applicant concurs with the recommended conditions of approval.

#### **PUBLIC HEARING**

The public hearing commenced at 9:00 a.m. on Thursday, May 23, 2024. The hearing was a "hybrid" hearing consisting of both a remote hearing utilizing the Zoom platform along with the opportunity to appear in person with the City serving as host. The City appeared through Tammy Baraconi, Consulting Planner, along with Clayton Wiebe, Associate Planner, Gary Cooper, Senior Planner, and Reza Roukerd, City Engineer. The Applicant, Copper Ridge, LLC, appeared through its owner, Evan Mann. One member of the public was present, Chuck Markee, who provided brief testimony. The Staff Report (as revised May 22, 2024) was presented as an exhibit along with the following documents:

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2	Exhibit F Gopher Report Exhibit G Geotech Report Exhibit H Stormwater Report			
3	One additional exhibit was presented during the hearing consisting of an email dated			
4	May 22, 2024, from William Wyman in opposition to the project (Exhibit I).			
5	All testimony was taken under oath and a verbatim recording was made of the			
6	proceedings.			
7	The hearing commenced with the testimony of Tammy Baraconi, Consulting Planner for			
8	the City. Ms. Baraconi's testimony was relatively brief and relied heavily upon her written Staff			
9	Report as revised on May 22, 2024. The project, referred to as Country Meadows Estates			
10	Phase 1, proposes the subdivision of 9.84 undeveloped acres in 59 single-family residential lots.			
11	The property lies east of Vancil Road SE and south of Vancil Court SE and is currently			
12	undeveloped. There are no critical areas on or near the site. The property was recently annexed			
13	into the City and given a zoning designation of R-6, Moderate Density Residential. The			
14	subdivision's proposed density is consistent with the density requirements for this zoning			
15	designation. The application underwent SEPA review and the City issued a Determination of			
16	Nonsignificance (DNS) which has not been challenged and is now final. Ms. Baraconi			
17	undertook a brief analysis of concurrency requirements and states that the project, as			
18	conditioned, satisfies all concurrency requirements for water, sewer, stormwater, transportation,			
19	fire protection, and schools.			
20	Vancil Road SE is defined as a "neighborhood collector" street in the City's			
21	transportation system. Project approval has been conditioned upon the Applicant dedicating 13			
22	feet of additional right-of-way in order for Vancil Road to achieve all requirements for			
23	neighborhood collector status. Project approval is also conditioned upon half street frontage			
24	improvements along Vancil Road to include curbs, gutters, sidewalks, lighting and landscaping.			
25	As a neighborhood collector street, no parking will be allowed along Vancil Road.  Findings of Fact, Conclusions  of Law and Decision - 3  CHERALIS WASHINGTON 98532			

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The project will have access to Vancil Road via two locations: (1) the existing entrance
from Vancil Court SE and (2) a second entrance further south providing access to "Road A".
Road A and Vancil Court SE will be connected by a north-south connector street (Road B).
Road B will intersect with a new east-west road (Road C). From its intersection with Road B,
Road C will run west to a cul-de-sac terminus and east to a future connection to an extension of
Road C running through Country Meadows Estates Phase 2. Collectively, Vancil Court SE,
Road A, and Road B provide an internal looped road system along with a future connection to
the Phase 2 development to the east via Road C, all as demonstrated on the site plan, Sheet C0.1
All internal roads will be dedicated to the public and constructed to local access residential
standards. This will require a sidewalk on one side of the road together with planter strips and
curbs and gutters on both sides of the street, and with street parking allowed. Street lighting and
street landscaping will be consistent with City standards at time of development.

The proposed subdivision contains 6 tracts: Tracts A and B are located along the west boundary of the project and provide an additional landscape buffer (in addition to frontage landscaping required along Vancil Road). Tract C is located at the southwest corner of the Road C cul-de-sac and serves as both a stormwater tract as well as an open space tract. Stormwater will be sent to this site to be infiltrated underground while aboveground the tract will be utilized as a recreation open space and with the requirement that it include at least one item of playground equipment. Tracts D and E serve as footpaths to provide pedestrian access from Vancil Court SE and Road A to the open space recreation Tract C. Tract F is located along the south boundary of the project and is reserved for future dedication to the City for the "Yelm Loop Phase 3" project. This project is intended to establish an additional arterial from the existing Walmart property to Highway 507 and is included in the City's Six-Year Transportation Plan but currently is only in concept phase with no timetable for its development.

City Staff was asked why proposed Road C terminates in a cul-de-sac rather than continue westerly to Vancil Road SE. Ms. Baraconi, with assistance from the City Engineer, explained that both the Applicant and the City prefer that proposed Road C not offer a direct connection between Vancil Road and Morris Road as this would invite motorists to utilize the road as a shortcut and result in traffic safety issues. The proposed design requires motorists traveling west along Road C to turn to either Vancil Court SE or Road A before reaching Vancil Road, slowing their speed and discouraging thoughts of using the road as a bypass.

The Hearing Examiner next questioned staff regarding the requirement for safe walking routes to nearby schools. Prairie Elementary is located a relatively short distance away off of Morris Road SE but there is no direct road connection between this property and the school. As a result, any safe walking requirements are achieved by making provision for sidewalks on internal streets and along Vancil Road, recognizing that students residing in the subdivision will be bussed to schools.

At the conclusion of the City's presentation Evan Mann spoke on behalf of the Applicant. Mr. Mann acknowledged the need to dedicate 13 feet along Vancil Road. He also confirmed that the Applicant prefers "Road C" to not connect to Vancil Road so as to avoid its use as a bypass route to Morris Road SE. He also confirmed that this project will have its students bussed to nearby schools and that safe walking requirements do not apply, but that the project will provide sidewalks both internally and along Vancil Road. Mr. Mann also acknowledged the project will require him to install half street frontage improvements along Vancil Road. Once these improvements are made almost all of Vancil Road will have complete frontage improvements along both sides of the street.

Mr. Mann responded to some written public comments expressing concern over the project's density by noting that the project's density is consistent with its zoning designation and

Mr. Mann confirmed that the project will extend City water and sewer mains to the site.

The site will be designed to implement the City's STEP sewer system but can easily be adjusted to provide for grinder pumps instead of the STEP system should the City prefer this.

Mr. Mann concluded his comments by noting that this project is separate and independent from Country Meadows Estates Phase 2 and that each project is to be reviewed independently of the other and without imposing conditions on one for the benefit of the other.

At the conclusion of Mr. Mann's testimony the City's Planning Manager, Gary Cooper, testified briefly in response to Mr. Mann's comments regarding the independent review of Phase 1 and 2 of Country Meadows Estates. Mr. Cooper explained that, while in many respects the two projects are to be reviewed indecently of each other, SEPA requires that they be reviewed in a more collective fashion as they are related projects. Mr. Cooper stated that the two projects have been reviewed per SEPA consistent with this standard.

Following the presentations by City Staff and the Applicant, the hearing was opened for public testimony. There was only one member of the public present, Chuck Markee, who testified over concerns regarding traffic and water. As to traffic, Mr. Markee is concerned that Vancil Road has only one point of exit (at its intersection with the highway) and worries that increased development along it leads to a potentially catastrophic situation should that point of access be blocked. Mr. Markee also notes that the neighborhoods water pressure decreases during evening hours and worries that this project will exacerbate the current water pressure issue.

City Staff responded to Mr. Markee's concerns regarding water pressure by explaining that the Applicant will be required to undertake a fire flow test prior to development to ensure

that the City's water mains will provide adequate water flow to the site for both firefighting and potable water.

While I recognize concerns by members of the public over the project's density, the density of Phase 1 is consistent with its R-6 zoning designation. Similarly, concerns over traffic are legitimate ones but the Applicant's Traffic Impact Analysis finds that the project, as conditioned, will achieve all traffic concurrency requirements. And, while the delivery of water to this neighborhood is of some concern, site development will be conditioned upon demonstrating that sufficient water is available to the neighborhood. I therefore concur with City Staff that the project should be approved subject to the revised set of conditions proposed by Staff.

I therefore make the following:

## FINDINGS OF FACT

1. Any Findings of Fact contained in the foregoing Background or Public Hearing Sections are incorporated herein by reference and adopted by the Hearing Examiner as his own Findings of Fact.

# General Findings

- 2. The Hearing Examiner has admitted documentary evidence into the record, heard testimony and taken this matter under advisement.
- 3. City Staff, as Responsible Official, issued a SEPA Determination of Nonsignificance (DNS) on March 7, 2024. The Determination has not been appealed and is now final. Comments received by the City in response the SEPA Determination have been incorporated into project conditions.

- Notice was also published in the Nisqually Valley News on May 9, 2024. Notice 5. of the Public Hearing before the Hearing Examiner was posted on the project site, mailed to property owners within 300 feet, and also mailed to the recipients of the Notice of Application. One comment was received (Exhibit I on May 22, 2024) expressing general concerns over the City's rapid growth and the impacts of this growth upon traffic, school levies, utilities, and other impacts.
- The Applicant proposes to develop 9.84 acres currently vacant land into 59 6. single-family detached residences. The proposed development also includes an internal road system designed to local neighborhood standards as described more fully in the Public Hearing Section.
- 7. The proposed development also includes 6 tracts described as Tracts A-F. The purpose of each tract is more fully described in the Public Hearing Section.
  - The project site is relatively flat, has no critical areas onsite and is devoid of trees. 8.
- The property is located in the R-6 (Moderate Density Residential) zone. This 9. zoning designation is intended to provide for moderate density single-family residential development and allows between 3-6 dwelling units per gross acre of land.
- The project site is located along the south boundary of the City limits. Properties 10. immediately south are outside of the City and include a mix of rural residential properties. Immediately west of the project is Vancil Road SE and, further wester, existing low density residential development. Immediately north of the project is Vancil Court SE and, further north,

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1	existing single-family residential development. The property immediately east of the project is
2	proposed for a related subdivision referred to as Country Meadows Estates Phase 2. Both
3	properties were recently annexed into the City and have been designed for common subdivision
4	including a connecting road (Road C). But despite their common development, the two phases
5	of Country Meadows Estates are separately owned and are being reviewed independently of each
6	other.
7	11. The Applicant's site plan is found at Exhibit D and includes Sheets C0.01-C6.1.
8	The site plan identifies all street layouts including the locations of Road A, B and C; all tract
9	layouts including Tracts A-F; the preliminary landscape plan and preliminary utility plan. The
10	site plan also identifies a connection via Road C to Country Meadows Estates Phase 2 to the east,
11	leading to a connection to Morris Road SE.
12	Findings Relating to Concurrency Requirements
13	12. Prior to subdivision approval, the Hearing Examiner must undertake a
14	concurrency evaluation. YMC 18.16.040(A)(1).
15	13. For preliminary subdivisions, the Hearing Examiner must evaluate the project for
16	concurrency with respect to transportation, water and sewer along with appropriate provisions
17	for schools and fire protection. YMC 18.16.050(C)(1).
18	<u>Transportation</u> .
19	14. The Level of Service at concurrency intersections must not drop below accepted
20	Levels of Service due to new trips associated with the proposed development unless the planned
21	improvements identified in Six-Year Transportation Programs will maintain Levels of Service.
22	YMC 18.16.050(C)(1)(a).
23	15. The Applicant submitted a Traffic Impact Analysis (Exhibit E) which estimates
24	that the subdivision will generate 46 AM peak hour trips and 61 PM peak hour trips per day.
25	The TIA concludes that the expected increase in traffic is not sufficient to generate additional
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23. Members of the public have expressed concern that the City's water system in this neighborhood lacks sufficient pressure and that the project may worsen this problem. Prior to development, the Applicant will be required to undertake a fire flow test to confirm that the City's water service in this area can provide sufficient delivery of water for consumer use and fire protection.

Sewer

The Applicant must demonstrate that at the time of preliminary approval the

- 24. The Applicant must demonstrate that at the time of preliminary approval the planned infrastructure for the City's sewer system identified in the Six-Year Improvement Program is sufficient to provide for the proposed planned subdivision and that it is reasonably anticipated that the treatment plant has sufficient capacity to provide for the proposed land division. YMC 18.16.050(C)(1)(c).
- 25. Concurrency is achieved when the ability to treat and discharge wastewater is in accordance with adopted health and environmental regulations. YMC 18.16.030(C).
- 26. The City's Sewer Comprehensive Plan identifies the property as being within the sewer service area but is not currently connected to the City's STEP sewer system. Connection to the City sewer service is required. The Applicant notes that the project's sewer design will allow it to be converted to the use of grinder pumps if the City desire this conversion.
- 27. City Staff finds that the City has the ability to treat and discharge wastewater from the project and that concurrency with respect to sewer is achieved.
- 28. The project has been conditioned on requiring connection to and extension of the main along all new proposed roadways within the subdivision. The exact improvements required to serve the project will be identified during civil plan review. City Staff finds that with these conditions the project satisfies the requirement for concurrency with respect to sewer infrastructure. The Hearing Examiner concurs with the City's Findings.

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## Impact Fees

29. Concurrency with respect to fire protection and school infrastructure are achieved pursuant to YMC 18.16.090. Concurrency with fire protection is achieved through contribution to the Fire Protection Facilities as identified in the Capital Facilities Plan adopted by the Southeast Thurston Fire Authority and endorsed by the Yelm City Council. This fee will be collected at the time of building permit issuance. Concurrency with school infrastructure is achieved through a contribution to School Facilities as identified in the most current version of the Capital Facilities Plan adopted by Yelm Community Schools and endorsed by the Yelm City Council. This fee is also subject to change and is collected at the time of building permit issuance. With these two impact fees, concurrency with fire protection and school infrastructure is satisfied.

## Findings Relating to Critical Areas

30. The protection of critical areas and resource lands in subdivision approval is addressed through Chapter 18.21 YMC. The project must ensure compliance with the requirements of this chapter in order to be approved. YMC 18.21.030(A).

#### Aquifer Recharge

- 31. All of Yelm is identified as a Critical Aquifer Recharge Area. Compliance with federal, State and County Water Source Protection Regulations and with the City's adopted Stormwater Regulations is required in order to protect this aquifer. YMC 18.21.070.
- 32. Project approval is conditioned upon meeting the most recent edition of the Stormwater Management Manual for Western Washington to be presented with civil plan submission.

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project site.

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18.21.110. The Mazama Pocket Gopher has been listed as a threatened species and the City has protected it through implementation of the Critical Areas Code. If development occurs on property suspected to be occupied by the Mazama Pocket Gopher, the Applicant must prepare a Critical Areas Report. The report must include mitigation measures if it determines that Pocket Gophers would be impacted by the proposed development. As part of this subdivision application the Applicant submitted a Mazama Pocket Gopher and Regulated Prairie Absence Report (Exhibit F). The report found no evidence of Mazama Pocket Gophers on or near the subject property.

There are no wetlands or other critical areas or associated buffers on or near the

No evidence has been presented that the proposed subdivision implicates the

Fish and Wildlife Habitation Conservation Areas are addressed in YMC

City's wetland regulations (YMC 18.21.060); Flood Damage Protection Provisions (YMC

18.21.090) or Geographically Hazardous Areas (YMC 18.21.100).

Fish and Wildlife Habitat Conservation Areas

Water

36.

37. The site is not currently connected to City water service. Connection to City water service is required.

Staff finds that the project, as conditioned, satisfies all City requirement for

38. Any wells located on the property must be decommissioned pursuant to City standards and the water rights dedicated to the City.

critical areas protection. The Hearing Examiner agrees with this Finding.

Findings Relating to Design Standards

1	39. City Staff finds that the project, as conditioned, satisfies all requirements for		
2	water pursuant to Chapter 13.04 YMC and Chapter 6 of the Development Guidelines.		
3	<u>Sewer</u>		
4	40. The property is located in the City's STEP sewer system service area and is		
5	currently not connected. Connection to the sewer system will be required.		
6	41. Any onsite septic systems must be abandoned as part of project development.		
7	42. City Staff finds that the project, as conditioned, satisfies all sewer requirements	3	
8	pursuant to Chapter 13.08 YMC and Chapter 7 of the Development Guidelines.		
9	Fire Protection		
10	43. Fire protection to the buildings must be provided pursuant to the International I	Fire	
11	Code. Specific requirements will be determined during civil plan review. Fire hydrant locks		
12	must be installed as part of the City's water conservation and accountability program. Fire		
13	access lanes exceeding 100 feet in length must have appropriate turnaround provisions. City		
14	Staff finds that the preliminary site plan meets all of the requirements for fire protection.		
15	Stormwater		
16	44. As noted earlier, the Applicant has submitted a proposed stormwater system		
17	satisfying the requirements of the most recent Stormwater Manual.		
18	45. Stormwater facilities must be maintained to ensure they remain in proper work	ing	
19	condition. A Stormwater Maintenance Agreement must be recorded at the time of final plat		
20	recording. Subject to these conditions, City Staff finds that the project satisfies all subdivision	n	
21	stormwater requirements.		
22	Lot Size and Setbacks		
23	46. The City's Development Regulations do not establish minimum or maximum le	ot	
24	sizes but do require standard yard setbacks of 15 feet adjacent to a local access street or 25 fee	et a	
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collector street, 5 feet from the side property lines, 15 feet from any flanking yard, and 25 feet from the rear property line, with a minimum 20 foot driveway approach. <u>Transportation</u> The project must improve street frontages to current City standards. 47. 48. Frontage improvements along Vancil Road will be constructed to the City's neighborhood collector standards. The Applicant will be required to dedicate additional right-of-way along Vancil 49. Road necessary for it neighborhood collector standard. All internal streets will be constructed to local access residential standards. 50. The proposed subdivision has more than 25 housing units and therefore must have 51. more than one vehicular access from an arterial or collector street. Chapter 18.52 YMC. These two accesses will consist of (1) a connection to Vancil Court SE and (2) a connection to proposed Street B further south. **Parking** Each residential lot must have two parking spaces. YMC 18.54.030(A). This 52. 15 requirement will be met. In addition, on-street parking will be allowed on both sides of internal 16 17 local access residential streets. 18 Landscaping Landscaping is required for all new subdivisions. YMC 18.55.020. For 19 53. residential subdivisions, the required perimeter landscaping may consist of solid wood fence on 20 21 side and rear yards. Streetscape landscaping will be required on all street frontage 22 improvements. The open space tract (Tract C) will be landscaped and offer a children's play 23 area. 24 25

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Findings Relating to Safe Walking Routes.

- Pursuant to RCW 58.17.110, the Hearing Examiner must find that appropriate 61. provisions have been made for consideration of sidewalks and other planning features to assure safe walking conditions for students who only walk to and from school.
- 62. The Yelm Middle and High Schools are located a substantial distance from the project site and students walking to these facilities is not anticipated. The project site is within potential walking distance to the nearest elementary school, Prairie Elementary, located along Morris Road SE, but there is no direct access via existing roads from the project site to this elementary school. As a result, all students are expected to be bussed to school including Prairie Elementary. Nonetheless, the project addresses safe walking routes by the inclusion of sidewalks on all internal and external streets as well as through the payment of traffic impact fees.
- City Staff recommends preliminary subdivision approval subject to the conditions 63. found in the Revised Staff Report.
- Pursuant to RCW 58.17.110, the Hearing Examiner finds that, as conditioned: (a) 64. appropriate provisions are made for the public health, safety and general welfare and for such open spaces, drainage ways, streets or roads, alleys or other public ways, transit stops, potable water supplies, sanitary waste, parks and recreation, playgrounds, schools and schoolgrounds, and all other and relevant facts, including sidewalks and other planning features that assures safe walking conditions for students who only walk to and from school; and (b) the public use and interest will be served by the platting of such subdivision and dedication.

Based upon the foregoing Findings of Fact the Hearing Examiner makes the following:

# **CONCLUSIONS OF LAW**

1. The Hearing Examiner has jurisdiction over the parties and the subject matter.

1	landscaping, open space, protection of trees, mailboxes, street lighting and subdivision names			
2	and addresses.			
3	14. The project, as conditioned, is in compliance with all other subdivision			
4	requirements found in the City's Development Regulations.			
5	15. The project is consistent with the City's Comprehensive Plan.			
6	16. The project should be approved subject to the seventeen conditions contained in			
7	the Revised Staff Report.			
8	<b>DECISION</b>			
9	The Applicant's request for preliminary approval of subdivision containing 59 lots on a			
10	9.84 acre site, with associated improvements, shall be approved subject to the following			
11	conditions:			
12 13	1. All civil plans must be updated and resubmitted, addressing comments on the marked up plans attached. Exhibit D.			
14	2. All right of ways shall be constructed to City standards. Plans must be reviewed and approved by the City prior to construction.			
15 16	3. The right of ways shall be dedicated to the City after completion of the project. An inspection of the right of ways will be required prior to the City accepting the right of ways.			
17 18	4. A street lighting plan shall be included in the civil plan submittal. This plan shall comply with City design standards and will be reviewed and approved by the City Engineer prior to construction.			
19 20 21	5. The Applicant must provide fire flow, lighting plan, monument plans and the detail, retaining wall calculation and details, and Signature Approval Block (leave room the electronic signature block (4" wide x 2" high) – All Sheets) by the time of submitting for the Civil Plan Review.			
22	6. The sidewalk on the cul-de-sac shall be continued to the middle.			
23 24	7. The Applicant shall provide the information for existing/abandon well and septic at the time civil plans are submitted for preliminary review.			
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