

# City of Olympia | Capital of Washington State

P.O. Box 1967, Olympia, WA 98507-1967

olympiawa.gov

July 5, 2019

Greetings:

Subject: Village at Cain Road

**File Number 18-3178** 

The enclosed decision of the Olympia Hearing Examiner hereby issued on the above date may be of interest to you. This is a final decision of the City of Olympia.

In general, any appeal of a final land use decision must be filed in court within twenty-one (21) days. See Revised Code of Washington, Chapter 36.70C, for more information relating to timeliness of any appeal and filing, service and other legal requirements applicable to such appeal. In particular, see RCW 36.70C.040.

Please contact the City of Olympia, Community Planning and Development Department, at 601 4<sup>th</sup> Avenue East or at PO Box 1967, Olympia, WA 98507-1967, by phone at 360-753-8314, or by email <a href="mailto:cpdinfo@ci.olympia.wa.us">cpdinfo@ci.olympia.wa.us</a> if you have questions.

Sincerely,

Kenneth Haner

**Program Assistant** 

Hunneth C Haver

**Enclosure:** 

1	BEFORE THE CITY OF OLYMPIA HEARINGS EXAMINER					
2	IN RE:	)	HEARING NO. 18-3178			
3	VILLAGE AT CAIN ROAD SUBDIVISION,	)	FINDINGS OF FACT, CONCLUSIONS OF LAW			
4	,	3	AND DECISION			
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7		lympia, Washingto	n 98516			
8	REPRESENTATIVE:					
9	Jeff Pantier Hatton, Godat Pantier					
11	9910 Martin Way E., Suite B Olympia, Washington 98506					
12	SUMMARY OF REQUEST:					
13	The Applicant requests preliminary approval of a subdivision containing 24 single-family lots on 5.01 acres, with associated improvements.					
15	LOCATION OF PROPOSAL:					
16 17	2017 22nd Avenue S.E. Thurston County Assessor's Tax Parcel Nos. 09940068005 and 09940069000 located in Section 24, Township 18 North, Range 2 West, W.M. The site is located at the southeast corner of the Cain Road S.E. and 22nd Avenue S.E. interchange.					
18	SUMMARY OF DECISION:					
19	The proposed subdivision is <b>approved</b> subject to conditions.					
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21	BACKGROUND					
22	The subject property, located at 2017 22nd Avenue S.E,. is a largely undeveloped parcel					
23	of five acres at the southeast corner of the Cain Road S.E. and 22nd Avenue S.E. interchange.					
24	There currently exists one single-family residence (to be demolished and removed) with the					
25	remainder constituting an urban forest adjacent to the McGrath Woods Park.					
	Findings of Fact, Conclusions of Law and Decision - 1		CITY OF OLYMPIA HEARING EXAMINER 299 N.W. CENTER ST. / P.O. BOX 939 CHEHALIS, WASHINGTON 98532 Phone: 360-748-3386/Fax: 748-3387			

- Tract C is located between Lots 13 and 14 along the east boundary of the development. This tract was originally proposed as a pedestrian trail connecting to the Nut Tree neighborhood but is now intended for utility access and stormwater management.
- Tract D is located along the north boundary of the site and is adjacent to several residences to the north abutting 22nd Avenue S.E. This tract is designated as Open Space to serve as a buffer between the project and the residences to the north. It is not intended as a tree preservation area as the existing trees are unsafe. These trees will be removed and the area will be landscaped.
- Tracts E and F are private access lanes to service the eastern-most lots off the end of the new public street's cul-de-sac.
- A pedestrian lane will be constructed from the cul-de-sac south to the boundary
   with the McGrath Woods Park, allowing for pedestrian access from the development to the park.

The project has drawn a fair amount of public comment. Not surprisingly, there is a general disappointment that the project will eliminate much of the standing forest on the site, and concern over the project's impact to neighboring properties due to the removal of trees.

Separately, a number of concerns have been expressed as to how the project will affect neighborhood traffic, especially at the intersection of Cain and 22nd.

In response to these concerns, the Applicant, working with City Staff, has made a number of changes to the subdivision. The Applicant proposes to save far more trees onsite than what is minimally required in order to improve the buffering between the development and adjoining properties. The project has also been modified to establish left and right turn lanes from Cain onto 22nd, and a left turn lane from 22nd onto Cain, along with an elevated crossing from the development across 22nd to the Nova Middle School to provide a safer, more efficient flow of traffic while perhaps also moderating speeds.

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The City recommends approval of the project subject to several conditions. The Applicant accepts all of the City's proposed conditions of development.

# **PUBLIC HEARING**

Prior to the public hearing I took an independent site visit. My visit included a walk around the perimeter of the property as well as through adjoining neighborhoods and the McGrath Woods Park.

The public hearing commenced at 6:30 p.m., on Monday, June 24, 2019, in the City Council Chambers in the City Hall. The City appeared through Catherine McCoy of Planning Staff. Other members of City Staff present at the hearing included Tim Smith, Senior Planner, Cari Hornbein, Planner, Shelly Bentley, City Forester, Jeff Fant, City Engineer, Steve Thompson of Public Works, and Dave Smith, Transportation Engineer. The Applicant, Rob Rice, was present along with Jeff Pantier and Steven Hatton, Engineers, and the Applicant's Urban Forester, Mike Jackson. Approximately ten to fifteen members of the public were present and six testified. A list of those providing testimony is attached hereto. A verbatim recording was made of the public hearing and all testimony was taken under oath.

Documents considered at the time of the hearing were the City Staff Report consisting of Attachments 1 through 29 (Exhibits 1-29). The following, additional exhibits were entered during the hearing:

Exhibit 30	Additional public comment	
Exhibit 31	Revised Soil & Vegetation Plan presented by Applicant	
Exhibit 32	Revised Site Map showing additional areas of	
	tree protection	

After consideration of the testimony and exhibits described above, the Hearing Examiner makes the following Findings of Fact, Analysis, Conclusions of Law and Decision:

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2 <u>General Description</u>.

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The Applicant seeks preliminary plat approval to subdivide 5.01 acres of land into
 detached single-family residential lots with associated streets, frontage improvements,

FINDINGS OF FACT

stormwater facilities, open space, and improvements to adjoining streets. The configuration of

the proposed subdivision is shown in Attachment 3.

- 2. The project site is bounded on the west by Cain Road S.E. Across Cain Road is church-owned property currently under renovation. The project site is bounded on the north by 22nd Avenue S.E. Across 22nd Avenue is the Nova Middle School, a private middle school. To the east of the project site is the Nut Tree Loop Subdivision, an attractive single-family neighborhood on generously sized lots. Along the south border of the project site is the McGrath Woods Park, a pleasant forested neighborhood park offering forested trails (see Attachment 17). Beyond these adjoining properties, the project site is surrounded by residential neighborhoods mostly containing single-family residences.
- 3. The project site has a zoning designation of Residential 6-12 (R6-12), although one small area within the project site is designated Residential 4-8 (R4-8). As a result, 97% of the project site is in R6-12 zone with less than 3% in the R4-8 zone. City Staff therefore applies the least restrictive zoning requirements (R6-12) to the entire project.
- 4. The R4-8 zoning designation continues eastward of the project while the R6-12 zoning designation applies to properties to the west.
  - 5. The project site is generally flat and does not contain any critical areas.
- 6. There is a single residence on the property located along 22nd Avenue and across the street from the Nova Middle School. This residence is to be demolished.
- 7. The remainder of the site contains an older diverse forest. This forest blends seamlessly with the forest comprising the McGrath Woods Park to the south. The forest Findings of Fact, Conclusions of Law

  CITY OF OLYMPIA HEARING EXAMINER

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- 8. The site is bounded by Cain Road S.E. to the west and 22nd Avenue to the north. Cain Road terminates at its intersection with 22nd. Just north of the Cain Road/22nd interchange, and slightly east, is the Wilson Road/22nd Avenue interchange. With Cain Road coming from the south, and Wilson Road coming from the north, with both intersecting 22nd Avenue a short distance from each other, this series of intersections creates a less than desirable traffic pattern. Neighbors report that traffic along 22nd travels well above the posted 25-mile per hour speed limit. There is currently no left turn from 22nd onto Cain, nor a left turn from Cain onto 22nd, and turning left from one to the other is problematic, especially with the additional problem of the offset Wilson Road intersection to the north.
- 9. The project was initially reviewed by the Site Plan Review Committee and found to need several changes. Following a second review, and additional revisions to the Preliminary Site Plan, the Site Plan Review Committee met on May 22, 2019 and recommended approval of the project subject to the conditions found in the Staff Report.
- 10. Notification of the public hearing was mailed to the parties of record, property owners within 300 feet and recognized neighborhood associations, posted on the site and published in The Olympian on May 26, 2019, in conformance with Olympia Municipal Code 18,78,020.
- 11. Pursuant to the State Environmental Policy Act, the City, as lead agency, issued a Determination of Nonsignificance (DNS) on May 24, 2019. The SEPA Determination was not appealed.
- 12. City Staff recommends approval of the project subject to the conditions found in the Staff Report. The Applicant does not object to any of the conditions proposed by City Staff.

12. The site is designated as Low Density Neighborhood in the City's Future Land Use Map of the Comprehensive Plan. This designation provides for low density residential development, primarily single-family detached housing and low rise multi-family housing in densities ranging from twelve units per acre to one unit per five acres depending on environmental sensitivity of the area. The project complies with this designation.

13. The Staff Report, at pages 5 and 6, contains Findings relating to the project's compliance with the goals of the Comprehensive Plan for land use and urban design; transportation; and utilities. Staff finds that the project is consistent with Goals GL1, GT9 and GU1, and with the Policies set forth in PL1.2, PL1.5, PL16.1, PT9.1, PT9.2, and PU1.2. The Hearing Examiner has reviewed these Findings and adopts them as his own Findings of Fact.

Findings Relating to Tree, Soil and Native Vegetation Protection and Replacement.

- 14. The project has received considerable public comment regarding its proposal to remove much of the mature forest onsite. Individuals have expressed concern over the loss of this urban forest; over the reduction in habitat and protection for local wildlife; over potential impacts to the adjoining McGrath Woods Park; over the loss of the tree buffer adjoining the residences on Nut Tree Loop and, conversely, concerns by these neighbors that any remaining trees immediately west of their properties may be exposed to high winds and storms, causing damage to their property.
- 15. The project is subject to Chapter OMC 18.60 regarding tree densities and tree protection. At least 75% of the required minimum tree density shall be located within separate Tree, Soil and Vegetation Protection Areas held in common ownership by the homeowners association.

Findings of Fact, Conclusions of Law and Decision - 7

- 16. The Applicant has submitted a Level IV Soil and Vegetation Plan (Attachment 15) by its Urban Forester, Michael Jackson. This plan was recently updated (Exhibit 31).
- 17. The Applicant's plan concludes that the required minimum tree density to be retained is 127 tree units. Total tree retention is 231 tree units, or approximately 80% more than the minimum required.
  - 18. The retained tree units will be retained in Tract A and Tract B.
- 19. In addition to these retained trees, the Applicant is working to have the proposed sidewalk along 22nd Avenue slightly relocated so as to preserve a large Douglas Fir. It is also working to increase a number of retained trees along the east boundary and southeast boundary. These additional areas of retained trees are identified in yellow highlighted areas on Exhibit 32. Existing trees in these highlighted areas will be examined on a case-by-case basis to determine if they can be safely retained, that is, that their retention will not pose a danger to the adjoining residential properties to the east.
- 20. The City has approved the Applicant's Tree Protection Plan and finds that the project, as conditioned, is in compliance with the standards of Chapter 18.60 OMC regarding tree densities and tree protection.

# Findings Relating to Transportation.

- 21. The site adjoins 22nd Avenue to the north and Cain Road to the west. Both are major collector streets.
- 22. InterCity bus stops are located on both sides of 22nd Avenue a short distance west of the project site (west of Wilson Street).
  - 23. The north side of 22nd Avenue west of Wilson does not have sidewalks.

and Decision - 8

- 24. The project calls for widening both 22nd Avenue and Cain Road near their intersection. Cain Road will be widened to establish separate left and right turn lanes at the intersection with 22nd. This is expected to reduce congestion on Cain Road.
- 25. 22nd Avenue will be widened to create a left turn lane onto Cain Road. This is expected to reduce congestion on 22nd by avoiding backups behind left turning vehicles.
- 26. The traffic improvements along 22nd include a traffic island east of the Cain Road interchange and an elevated pedestrian path from the project site north toward the Nova Middle School. These additional improvements are expected to provide traffic calming benefits, reducing the speed of traffic along 22nd Avenue.
- 27. The project calls for full street improvements including street lights, curb and gutters, sidewalks and planter strips along the west property line abutting Cain Road as well as along 22nd Avenue.
- 28. The project also calls for the construction of a new street, located off of Cain Road, to service the subdivision, terminating in a cul-de-sac within the development.
- 29. The new street and the roadway improvements to Cain Road and 22nd Avenue are designed to satisfy the requirements of the EDDS.
- 30. Traffic-related matters were the most commonly raised subject during public testimony. Members of the public are concerned that traffic along Cain and 22nd is heavily congested and prone to backups, and that traffic along 22nd travels well above the posted 25-mile per hour speed limit. In addition, the public is concerned about the current location of the InterCity bus stops along 22nd Avenue west of the project site. They feel that the bus stops are too far west; are not easily accessed via crosswalks, and there is no sidewalk along the north side of 22nd west of Wilson Street to use to gain access to the westbound bus stop. Somewhat

separately, the Nova Middle School remains concerned that the pedestrian crossing does not have robust enough safeguards to protect students and other pedestrians.

- 31. Despite these concerns, the public is pleased by the proposed left turn lanes on Cain and 22nd Avenue as well as the other pedestrian crossing improvements. Although future intersection improvements (traffic lights, etc.) may someday become necessary, the proposed improvements are expected to relieve congestion and perhaps reduce speeds on 22nd Avenue.
- 32. City Staff believes that the project, as conditioned, fully addresses the traffic impacts of the project, and that traffic-related conditions will improve traffic conditions at the Cain Road/22nd Avenue intersection. City Staff concurs that the existing bus stops west of the site along 22nd Avenue are not ideal. Staff is working with InterCity to have these stops relocated further east to a location east of the intersection with Wilson Street. The proposed relocation of the bus stops is not a condition of project approval nor within the City's control. Nonetheless, the public encourages the City's efforts to improve the location of the bus stops.
- 33. The project site is within one mile of Pioneer Elementary School, Washington Middle School and Olympia High School. Pursuant to EDDS 2.040.B18 and Chapter 58.17 RCW, safe walking grids for students must be provided when schools are located within walking distance (one mile).
- 34. As set forth at page 14 of the Staff Report, the Applicant has demonstrated that safe walking routes will be provided to these public schools and that the project complies with safe walking requirements. In addition, the Olympia School District has verbally stated that bus service will likely be provided as well.

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public health, safety and general welfare, open space, drainage ways, streets, alleys, other public ways, water supplies, sanitary waste, parks and playgrounds, site for school and school grounds, fire protection and other public facilities, and shall consider all other relevant facts, including the physical characteristics of the site and determine whether the public interest will be served by the subdivision and the mitigation.

OMC 17.16.090. A requires that in order for a subdivision to be approved the

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The Staff Report, at pages 7 and 8, contains proposed Findings with respect to 36. each of these requirements. The Hearing Examiner has reviewed these Findings and adopts them as his own Findings of Fact.

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The Staff Report, at pages 8 and 9, contains proposed Findings relating to the 37. additional requirements for dedication of land, OMC 17.16.090.B, and compliance with any requirements of the Health Department, OMC 17.116.090.E. The Hearing Examiner has reviewed these additional Findings and adopts them as his own Findings of Fact.

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Findings Relating to Compliance with Residential District Development Standards,

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Chapter 18.04 OMC.

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while the remaining 3% lies in the R4-8 zoning district. Pursuant to OMC 18.02.160.C the R6-12 zoning district is considered the least restrictive of the two zoning designations and the project is therefore being reviewed under the R6-12 residential development standards.

As noted earlier, 97% of the project site lies within the R6-12 zoning district

Single-family housing is a permitted use in the R6-12 district. 39.

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stormwater facilities will eventually have a similar attractive appearance as the stormwater facilities across the street at the southwest corner of Cain Road and 22nd Avenue.

47. The Staff Report, at page 11, finds that a landscaping plan has been submitted and that some minor additions to the landscape plan are needed in order to fully satisfy the requirements of OMC 18.136.080.B but that these final additions/revisions will occur at engineering plan review. Staff finds that the landscaping, as conditioned, complies with the requirements of Chapter 18.36 OMC.

Findings Relating to Property Development and Protection Standards.

- 48. OMC 18.40.060.I requires a minimum of 30 feet of frontage on a public or private street. The Director may allow street frontage to be reduced or eliminated to the extent necessary to enable access to property.
- 49. All lots except Lots 11 and 22 have lot widths of at least 30 feet of frontage from a public or private street. Lots 11 and 22 are accessed from a private access lane and the Director has approved their reduced frontage to enable access. Staff finds that the project, as conditioned, complies with OMC 18.40.060.I.

Findings Relating to Design Review.

- 50. Residential homes located on lots less than 5,000 square feet are subject to the design requirements outlined in Chapter 18.100 OMC.
- 51. The project has several lot that are less than 5,000 square feet requiring review under the design requirements outlined in Chapter 18.100 OMC. This review will occur at time of building permit review. Staff finds that the project, as conditioned, complies with Chapter 18.100 OMC.

Findings Relating to Compliance with the Engineering Design and Development Standards (EDDS) and Other Design Standards.

52. The Staff Report, at page 12, explains that the preliminary site plan was reviewed for compliance with the EDDS relative to sewer, water, solid waste, streets and street trees, and the drainage plan was reviewed for compliance with the DDECM. Staff finds that the project, as conditioned will satisfy each of these requirements. The Hearing Examiner has reviewed these proposed Findings and adopts them as his own Findings of Fact.

# **ANALYSIS**

There is an understandable general disappointment that this project will eliminate approximately five acres of urban forest adjoining the City's McGrath Woods Park. There is a related concern that any trees left remaining would be fully exposed to the elements, putting the neighboring residences to the east at significant risk. To its credit, the Applicant has addressed both of these concerns by providing significantly more tree protection than what City regulations minimally require and, further, by providing careful attention to trees along the eastern boundary with a goal of preserving as many as possible without imposing risks to adjoining residences.

Public testimony revealed a significant amount of concern over increasing traffic problems along both 22nd and Cain Road and their intersection. Individuals also expressed concerns about problems with the current locations of bus stops on 22nd Avenue and the difficulty reaching them because of limited crosswalks and the lack of sidewalks. These existing problems are, of course, not the fault of the Applicant but development could worsen them. The project will widen both 22nd Avenue and Cain to establish left turn lanes which should significantly improve traffic flow, while other traffic improvements may serve to reduce traffic

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speeds. Meanwhile, the City promises to continue working with InterCity to improve the location of bus stops.

Although many individuals would like to see the property kept is, neighboring residents understand the landowner's right to seek development consistent with the permitted uses in the R6-12 zoning district. The Staff finds that the project, as conditioned, satisfies these conditions and I concur.

Accordingly, I make the following:

# **CONCLUSIONS OF LAW**

- 1. The Hearing Examiner has jurisdiction over the parties and the subject matter.
- Any Conclusions of Law contained in the foregoing Background Section,
   Findings of Fact or Analysis are incorporated herein by reference and adopted by the Hearing
   Examiner as his Conclusions of Law.
  - 3. The requirements of SEPA have been met.
- 4. Appropriate provisions are made for the public health, safety and general welfare, for open spaces, drainage ways, streets, alleys, and other public ways, water supplies, sanitary waste, parks, playgrounds, sites for schools and school grounds, fire protection, and other public facilities.
- 5. After considering all other relevant facts, including the physical characteristics of the site, the public interest would be served by the subdivision and dedication.
  - 6. The project is in compliance with the purposes of the R6-12 zoning designation.
- 7. The project has satisfied the requirements for Chapter 17.16 OMC relating to subdivisions and preliminary plats.

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1. The preliminary plat shall be substantially in conformance with the preliminary plat map (dated June 3, 2019), as modified by the conditions of approval herein and as modified by the Hearing Examiner.

- 2. Preliminary plat approval shall be effective for five years from the date of approval by the Hearing Examiner, during which time a final plat or plats may be submitted. The terms and conditions upon which the preliminary plat approval is given shall not be changed, except as provided for in OMC 17.20.040.
- 3. A final landscape plan prepared in compliance with OMC 18.36 shall be submitted in conjunction with the engineering permit application.
- 4. A vegetation maintenance bond or other assurance shall be provided following
  City acceptance of the landscape installation, including street trees, prior to issuance of a
  Certificate of Occupancy. The bond amount shall be 125% of the cost estimate, submitted on a
  separate sheet of paper with the landscape plan, and approved by the City.
- 5. Pursuant to OMC 18.40.080.C.7, construction activity detectable beyond the site boundaries shall be restricted to the hours between 7:00 a.m. and 6:00 p.m.
- 6. It shall be noted on the face of the final plat map that lots less than 5,000 square feet in area must meet OMC 18.04.060.EE for Garage Placement and Width requirements, and OMC 18.175 for Infill and Other Residential design requirements.
- 7. At the time of engineering plan submittal the Applicant shall submit a signed Inadvertent Discovery Plan (IDP), which outlines how the project proponent and site crew will respond in the event that archaeological resources are uncovered during the course of project work (OMC 18.12.140).

Findings of Fact, Conclusions of Law and Decision - 17

- 8. In accordance with OMC Title 15, City of Olympia impact fees for transportation, parks and schools shall be paid prior to building permit issuance.
- 9. The project shall comply with the City of Olympia Construction Codes as adopted through the Olympia Municipal Code, Chapter 16.04.
- 10. At engineering permit application, the Applicant shall submit an updated Level 5 Soil and Vegetation Report reflecting the current preliminary plat layout, including the location of trees to be saved, final tree density county, detailed off site tree protection measures and fence location.
- 11. Maintenance requirements shall apply in perpetuity to all soil and vegetation areas, required landscaping, individually retained trees and street trees. The language found in OMC 16.60.100.B shall be added to the face of the final plat.
- 12. It shall be noted on the face of the final plat map that soil, native vegetation and trees within the Soil and Vegetation Protection Areas (SVPAs), within McGrath Woods Park, or on neighboring properties shall not be removed or disturbed without approval by the City Urban Forester.
- 13. Trees to be saved (on and off-site) shall be site-verified by the Applicant's Urban Forester prior to installation of tree protection fencing. Tree protection fencing shall be inspected and approved by the Applicant's Urban Forester and the City Urban Forester prior to any clearing and grading of the site.
- 14. Specific street tree locations shall be determined at the time of engineering permit plan review.
- 15. An engineering permit application shall be submitted for review and approval prior to construction. The permit submittal shall comply with the Engineering Design and

Findings of Fact, Conclusions of Law and Decision - 18

Development Standards (EDDS) and the Drainage Design and Erosion Control Manual (DDECM).

- 16. Curbside solid waste collection shall be set up for one-side road collection on the non-parking side of the street. The solid waste collection route shall be considered prior to determining locations of on-street parking locations at time of engineering plan review.
- 17. Erosion control measures must be in place prior to any clearing, grading, or construction. These control measures must be effective to prevent stormwater runoff from carrying soil and other pollutants into surface water or storm drains that lead to waters of the State. A Construction Stormwater General Permit must be obtained for this site from the Washington State Department of Ecology prior to commencement of any ground-disturbing activities.
- 18. Bonds or other allowable securities shall be submitted to the City to guarantee the performance of work within the subject site and rights-of-way, or maintenance of required public infrastructure intended to be offered for dedication as a public improvement. See both EDDS Section 2.030.F and Volume 1, Section 2.6.1 of the 2016 DDECM for more information.
- 19. The project shall adhere to OMC Ch. 16.32, 16.36, 16.40, and 16.44, Olympia Engineering Development and Design Standards (EDDS), Ch. 4 and 6, 2015 IBC, and 2015 IFC. All new residential construction shall be sprinkled.
- 20. Prior to any final plat approval confirmation of water and sewer construction approval from the City of Olympia shall be submitted to the Thurston County Public Health & Social Services Department.

Findings of Fact, Conclusions of Law and Decision - 20

# WITNESSES

Christina Noddings Linda Wozniak Dale O'Key Yona Mokowski Barbara Hutton Jean Meyn

Findings of Fact, Conclusions of Law and Decision - 21