1	BEFORE THE CITY OF OLYMPIA HEARINGS EXAMINER				
2	IN RE:) HEARING NO. 19-3976				
3	BLACKBERRY HILL SUBDIVISION,) FINDINGS OF FACT, CONCLUSIONS OF LAW				
4) AND DECISION				
5					
6	APPLICANT: Pawell O'Berc Kapa Construction, LLC				
7	PMB 121 1910 4th Avenue East				
8	Olympia, Washington 98506				
9	REPRESENTATIVES:				
10	Chris Cramer				
11	Patrick Harron & Associates 8270 28th Court N.E.				
12	Olympia, Washington 98516				
13	SUMMARY OF REQUEST:				
14	The Applicant requests preliminary approval of a subdivision containing 35 townhome residences and 2 detached single-family lots on 4.77 acres, with associated improvements. The proposal also includes development in two phases.				
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16	LOCATION OF PROPOSAL:				
17	2817 Boulevard Road S.E.				
18	The proposed subdivision is approved subject to conditions.				
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20					
21	The Applicant seeks preliminary subdivision approval to subdivide 4.77 acres into 35				
22 23	townhome residences together with 2 single-family lots. The project also includes a new public				
	road, other road improvements, stormwater facilities, and soil and vegetation preservation areas.				
24 25	The project is referred to as the "Blackberry Hill Subdivision".				
	Findings of Fact, Conclusions CITY OF OLYMPIA HEARING EXAMINER of Law and Decision - 1 299 N.W. CENTER ST. / P.O. BOX 939 CHEHALIS, WASHINGTON 98532				

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The site has an unusual history. It once contained a single-family residence whose owner, Harry Carlson, used the property for the collection of derelict vehicles. By Mr. Carlson's own admission, there were at least 100 inoperable vehicles stored on the premises causing visual blight and leading to concerns regarding oil, brake fluid and other contamination. These concerns resulted in a 1993 lawsuit by the City against Mr. Carlson. The lawsuit was successful in having the derelict vehicles removed. The residence and all other outbuildings have also been removed along with many of its trees. The site was briefly used a few years ago for staging materials and equipment during improvements to Boulevard Road but has otherwise remained unused and generally unkept, while surrounding properties have mostly developed into singlefamily residential neighborhoods.

The project proposes to develop eight 4-unit townhome complexes and one 3-unit complex for a total of 35 townhomes together with 2 single-family residential lots. The project has resulted in concerns from neighbors regarding the project's intensity of use, limited buffering, traffic impacts, stormwater impacts and other matters. City Staff recommends approval of the subdivision subject to a list of conditions.

PUBLIC HEARING

Prior to the public hearing I undertook an independent site visit. My visit included a walk through the interior of the site; a walk through surrounding neighborhoods; and a drive through surrounding neighborhoods.

The public hearing commenced at 6:30 p.m. on Monday, August 10, 2020. Due to the ongoing Covid-19 pandemic the hearing did not occur in person but rather was undertaken virtually, via Zoom, as well as telephonically for those unable to utilize Zoom.

The City appeared through Paula Smith of Planning Staff. Ms. Smith was assisted by various other staff members including Nicole Floyd, Tiffani King, Steve Thompson and Larry

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Merrell. Ken Haner of City Staff served as the Hearing Clerk and host of the Zoom conference.

The Applicant, Pawell O'Berc, was present but did not testify. He was represented in the hearing by his project engineer, Chris Cramer. Several members of the public participated in the hearing.

Testimony was received from the City through Ms. Smith, Ms. King, Mr. Thompson and Mr. Merrell. Testimony from the Applicant was received from Mr. Cramer. Public testimony was received from Robert Vadas, Denise Pantelis and Bob Highlands. 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 including

Attachments 1 through 26. Just prior to the start of the hearing an additional comment from

Phyllis Booth, in the form of an email, was received by the City and introduced into the record as

Exhibit 27. No other documents were presented with the exception of the City's PowerPoint

presentation.

The testimony from City Staff was consistent with the information contained in the Staff Report. In addition to establishing 35 townhomes and 2 single-family lots, the project provides for the establishment of a new public street, "Hill View Street" connecting the development to Boulevard Road to the east and with a stub allowing for its future expansion into the property to the north. Other public improvements include sidewalks, street and landscape trees, sewer and water utilities, stormwater management, access tracts, a soil and vegetative protective tract which also serves as the stormwater area, and sidewalks along Boulevard Road running past the front of the property and continuing south to the intersection with Morse Street. In addition, improvements would be made to Boulevard Road including medians, a refuge island and a left turn area for northbound traffic entering the development.

Concerns over potential contamination from the earlier collection of derelict vehicles was addressed by Ms. Smith, who explained that a recent Soil Environmental Investigation by Insight

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Geologic, Inc. (Attachment 7) had not discovered any contamination. Nonetheless, project approval is conditioned on the requirement that should any contamination be discovered it be reported to the Department of Ecology (proposed Condition 22).

The easterly, or front, half of the site is fairly level while the westerly, rear, half descends at a moderately steep pitch, losing approximately 50 feet of elevation and descending into a kettle where a small Class IV Wetland has been delineated. The majority of this westerly steep slope, kettle and small wetland are to be preserved largely in their current state as a soils and vegetation preservation tract, with the wetland also serving as the receiving place for the project's stormwater.

The project currently has a scattering of trees including a few in the center of the site; a line of trees along its south boundary obscuring the fence and single-family residences to the south; and a number of trees surrounding the perimeter of the kettle in the northwest and southwest corners of the property. The project calls for the elimination of almost all of these trees with the exception of a few in the northwest and southwest corners, and their replacement with street and landscaping trees as part of the landscaping plan. The net effect will be the exposure of the fence separating the project from the residences to the south and the possibility of these residences being viewed from the upper story of the townhomes.

Some of the westerly portion of the site lies within a mapped flood zone. The boundaries of this flood zone are not entirely clear, however, and what, if any, lots will be affected by inclusion in the flood zone. A final determination of the flood zone boundaries will need to be determined by a licensed land surveyor. Development of any lots located within the designated flood zone will need to satisfy all requirements resulting from the designation.

The design of the project envisions each townhome having a two-car garage with two parking stalls in front of the garages. City Staff proposes a condition of project approval that

there be no parking on the new public street or on Access Tract D so that emergency and solid waste vehicles have clear access to all properties. As a practical matter, however, the narrowness of all of the proposed access tracts precludes any on-street parking even if not expressly prohibited. Thus, the only proposed parking places are the individual garages and parking stalls in front of the garages.

Staff acknowledges that the current design of the project makes full use of its allowance for impervious surfaces, leaving no remaining allowance for individual sidewalks, decks, patios, storage sheds or other amenities. This may change as final design of the buildings is completed, that is, if the footprint of each building is reduced there may be greater opportunity for these amenities.

At the conclusion of the City's testimony Ms. Smith confirmed that the City recommends approval of the subdivision subject to the 25 conditions set forth in the Staff Report.

Following presentation by City Staff, Chris Cramer spoke briefly on behalf of the Applicant. The Applicant does not object to the proposed conditions of subdivision approval and asks that the application be approved as conditioned by City Staff.

In response to questioning from the Hearing Examiner, Mr. Cramer acknowledged that the design of the project effectively precludes any on-street parking. He also acknowledged that the plans call for the removal of the trees currently shielding the fence and residences to the south from view. Some of this common boundary will see new landscaping trees but the fence, and the residences beyond, will be more open to view. Mr. Cramer believes that maintenance of the boundary fence remains with the adjoining neighborhood since it constructed the fence. Mr. Cramer also acknowledged that the current design makes full use of the allowance for impervious surfaces, thereby precluding decks, patios, etc. but also noted that this design is subject to change and may be revised to make provision for these amenities.

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contamination it may discover during construction. City Staff also provided a fuller description of the improvements to Boulevard Road intended to ensure both pedestrian and vehicular safety. Staff also explained that the project fell well under the peak hour vehicle trips needed to justify a Traffic Impact Analysis. Mr. Cramer acknowledged that the development will have a homeowner's association as one is required to own and maintain the stormwater system, access tracts and soil and vegetation preservation area. And in response to Pastor Highlands concerns, City Staff agreed that it might be appropriate to impose an additional condition that a "Type III" barrier be installed at the terminus of the stub road where it adjoins church property.

Following Mr. Cramer's testimony the hearing was opened to public testimony. Three

members of the public provided testimony. Robert Vadas expressed a number of concerns

including the need to better manage stormwater on the front (easterly) portion of the property;

the need for greater traffic calming devices; the loss of the vegetative buffer along the project's

south boundary; the greater intensity of the project's development relative to the surrounding

single-family neighborhoods; the lack of any balance in the proposed mix of units, and various

other concerns. Denise Pantelis expressed concern over the reporting of contamination should it

be discovered during development; the lack of any on-street parking; the decision by the City not

to require a Traffic Impact Analysis; the loss of the vegetative buffer/privacy currently afforded

to the homes along the project's south boundary; and the need for a homeowner's association.

Bob Highlands, who is the pastor of the Sonrise Church occupying the property north of the

project, expressed concern that the proposed stub road would not be sufficiently barricaded in

Following public comment City Staff or Mr. Cramer responded to several of the

comments. The City acknowledged that the Applicant will be responsible for reporting any

order to prevent the public from entering onto the church's property.

member of the public, Walt Jorgensen, had been connected to the hearing early on but then became disconnected and apparently was unable to reconnect, either via Zoom or telephonically. As Mr. Jorgensen had expressed a desire to provide testimony, and since his ability to testify appeared to be prevented by reasons beyond his control, the Hearing Examiner continued the hearing for a period of two days for the limited purpose of allowing Mr. Jorgensen to present written testimony.

Near the conclusion of the hearing Ken Haner of City Staff explained that another

Later that evening Mr. Jorgensen presented his comments in the form of a written email, expressing a concern that allowing 35 townhomes would equate to 140 dwelling units. The City and the Applicant both responded the next day, August 11, and explained that Mr. Jorgensen's concerns were misplaced. The proposal calls for 35 townhomes, not 35 buildings, with a total number of residences, including single-family residences being 37. Mr. Jorgensen's comments and the responses to it are collectively identified as Exhibit 28.

Having heard and considered the concerns of the project's neighbors, I appreciate their uneasiness about the project's impacts, most particularly the loss of any vegetative buffer with the neighborhood to the south; the overall intensity of the project relative to the surrounding single-family neighborhoods; and the church's concern that nothing prevents the public from using the stubbed road system to gain access to the church's grounds. Unfortunately, many of the project's impacts are unavoidable given the City's need to infill its undeveloped areas in a more intensive manner. Nonetheless, there are a few minor adjustments that can be made, such as a shared responsibility for the common fence along the south boundary as well as a barrier into the church property, that better insulate adjoining uses from the project's impacts. I concur with the proposed conditions of approval suggested by City Staff but will add these two additional conditions to my approval.

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FINDINGS OF FACT

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

General Findings.

- The Applicant seeks preliminary plat approval to subdivide 4.77 acres of land into 2. 35 townhomes and 2 single-family residences. The project includes the establishment of a new public street "Hill View Street" connecting the development to Boulevard Road to the east and with a stub allowing for its future expansion into the property to the north. Other public improvements include sidewalks, street and landscape trees, sewer and water utilities, stormwater management, access tracts, a soil and vegetative protective tract which also serves as the stormwater area, and the extension of sidewalks along the west side of Boulevard Road running past the front of the property and continuing south to the intersection with Morse Street. Other improvements to Boulevard Road include medians, a refuge island and a left turn area for northbound traffic entering the development. A map identifying the location of the project is found on page 2 of the Staff Report. Additional maps of the subdivision are provided in Attachments 5 and 11 and elsewhere.
- The project is bounded on the east by Boulevard Road. Beyond Boulevard Road 3. to the east is a veterinary clinic followed by single-family residential neighborhoods. South of the project are single-family neighborhoods and Washington Middle School. Immediately west of the project is an undeveloped parcel surrounded by additional single-family neighborhoods. North of the site is the Sonrise Church including several acres of undeveloped property. Further north are additional residential neighborhoods.

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The site has a zoning designation of Residential District R4-8. The proposed use 4. is a permitted use within this zoning designation subject to subdivision approval.

- The project site is undeveloped and currently has no internal road system. The 5. easterly half, nearest to Boulevard Road, is generally flat with a scattering of trees and the remainder covered in weeds and brambles. The westerly half of the site descends at a moderately steep pace, losing approximately 50 feet in elevation at the west boundary. Near the vicinity of the west boundary is a kettle and, within it, a small wetland with a designation of Class IV. Most of the historic trees on the site have been removed with the exception of a few scattered trees in the center; a line of trees along the south boundary, and a number of trees surrounding the kettle in the southwest and northwest portions of the property.
- Vehicle access is gained solely from Boulevard Road on its east boundary. 6. Boulevard Road has recently undergone significant improvements and currently contains bicycle lanes on both sides and a sidewalk on its east side, but currently does not have a sidewalk along its west side north of Morse Street. The project proposes to establish sidewalks along the west side of Boulevard Road from the north boundary of the site and continuing south to the intersection with Morse Street. The project also calls for additional improvements to Boulevard Road including medians, a refuge island and a left turn area for northbound vehicles turning into the development as identified on the Designs (Attachment 5).
- The project would create a new public street, "Hill View Street" commencing at 7. Boulevard Road and running west through the center of the site then turning north and terminating at a stub at the site's boundary with the Sonrise Church property to the north. The extension of the public road to the church property is intended to allow for the possibility of future development of the church site although no such development is currently envisioned. A map of the proposed road system is found at Attachment 11.

	8.	A Soils and Vegetative Protective Tract, referred to as Tract F, will cover much o
the we	sterl	y portion of the site as indicated on the maps in Attachments 5 and 11. This area
contair	ıs m	oderately steep slopes descending westerly to a kettle and a small Category IV
Wetlar	nd. '	This area, including its existing trees, will generally remain untouched and retain its
curren	t apj	pearance.

- 9. The project calls for eight 4-unit townhouse buildings and one 3-unit townhouse building, for a total of 35 townhomes all as identified in Attachments 5 and 11. The preliminary design of these townhomes is shown on Sheets A03 and A04 of Attachment 11. The project also calls for 2 single-family residential lots, referred to as Lots 36 and 37, located between the townhomes to the east and the open space Tract F to the west, all as identified on Attachment 11. Findings Relating to Public Notices and Meetings.
- 10. Notification of the initial 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 Olympia on July 29, 2020. Details of the application were also provided on the City's website in conformance with OMC 18.78.020.
- 11. Prior to submitting the preliminary plat application, the Applicant had a presubmission conference with the Site Plan Review Committee in February 2019.
- 12. The preliminary plat application was submitted and deemed complete on September 26, 2019.
- 13. The City and the Applicant co-hosted a neighborhood meeting on October 17, 2019. Questions and concerns raised during the neighborhood meeting are set forth in Attachment 16 to the Staff Report. Following the neighborhood meeting, City Staff determined that it needed additional information in order to proceed with the application. Substantive review comments were provided to the Applicant on December 3, 2019. The Applicant

14. During the neighborhood meeting and at other times during the review process there have been public comments expressing opposition or concerns about the impacts of the project. These comments are collected in Attachment 20 to the Staff Report. Among other things, the public has expressed concerns about possible soil contamination, traffic impacts, impacts to flood plains, vehicle parking in the neighborhood, stormwater runoff, appropriate buffers including tree buffers, and possible impacts to the Olympia schools. Many of these concerns were reiterated during the public hearing as noted in the Background Section.

Findings Relating to the City's Comprehensive Plan.

- 15. The project is designated as Low Density Neighborhood in the City's Comprehensive Plan.
- 16. The Staff Report, at pages 5 and 6, finds that the project, as conditioned, is consistent with and will further the Goals and Policies of the City's Comprehensive Plan including Goal GL1 and Policies PL1.1, PL1.5, and PL16.1 s well as Goal GT4 and Policies PT4.3, PT4.7 and PT4.10. The Report also notes that the project is consistent with the Future Land Use Designations Table and the Future Land Use Map in the Land Use and Urban Design Element of the Plan.

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17. Pursuant to the State Environmental Policy Act, the City, as lead agency, issued a Determination of Non-Significance (DNS) on June 3, 2020 (Attachment 21). A fourteen-day comment period was provided pursuant to OMC 14.04.090.F. Comments were received from various agencies including the Department of Ecology, the Nisqually Indian Tribe, the Squaxin Indian Tribe and Thurston County. These comments are collectively found in Attachment 24 to the Staff Report. There was no appeal of the DNS.

Findings Relating to General Subdivision Requirements.

- 18. The project is subject to the requirements of Chapter 16.60 OMC regarding tree densities and tree protection. For residential subdivisions of five units or more, at least 75% of the required minimum tree density shall be located within separate deeded soil and vegetative protection areas held in common ownership by the homeowner's association.
- 19. The Applicant has presented a revised Level V Tree, Soil and Native Vegetation Protection and Replacement Plan (Attachment 10 to the Staff Report), including an aerial photo identifying all existing trees located on this site, with trees bearing numbers 1-85.
- 20. The project calls for the removal of all existing trees in the development area except of existing trees in the Soil and Vegetative Protective Tract. The Staff Report, at page 6, notes that the City's Urban Forester has identified 6 trees, containing 52 tree units, within the Open Space Tract to be retained and protected during construction.
- 21. Developing properties are required to meet the minimum density of 30 tree units per acre. The actual buildable area used to calculate the required tree density is confirmed during engineering plan review in order to determine how many additional trees will need to be planted.

Pursuant to OMC 17.16.090.D, the Hearing Examiner shall consider the physical						
characteristics of a proposed subdivision site and may disapprove a proposed plat because of						
flood inundation or swamp conditions. Construction of protective improvements may be						
required as a condition of approval, and such improvements shall be noted on the final plat. No						
plat shall be approved covering any land situated in a Flood Control Zone without the prior						
written approval of the Department of Ecology.						

- 23. As noted at page 8 of the Staff Report, the building official's review of the preliminary plat application determined that a portion of the project site is within Flood Zone A as shown on the FEMA Flood Hazard Map (Attachment 23 to the Staff Report).
- 24. The area of the project within Flood Zone A is not well defined. At a minimum, it includes most or all of the Soils and Vegetation Protection Area (Tract F) which includes the small wetland and the proposed stormwater facilities. It may also affect some lots on the west end of the development. This will not be known until further surveying is undertaken.
- 25. If individual lots are affected by their inclusion in Flood Zone A, they are not prevented from being developed but will require additional conditions of construction in accordance with OMC 16.04.500.
- 26. City Staff finds that, as conditioned, the project will satisfy the requirements of OMC 17.16.090.B for public dedications. This requirement is satisfied through dedication of lands for street rights-of-way as well as through payment of transportation, park and school impact fees.
- As a condition of preliminary plat approval, the local health department may require lot sizes larger than the minimum permitted by the zoning code in those instances where topography, soils, water table or other conditions make larger lot sizes necessary in order to prevent possible health hazards due to water contamination or sewage disposal system

malfunction. OMC 17.16.090.E. The Staff Report, at page 9, notes that the application had been routed for review to Thurston County Environmental Health who has determined that the project does not require larger lot sizes than the minimum permitted by the zone.

- 28. The proposed subdivision is subject to the regulations found in Chapter 18.04 OMC including development standards. The Staff Report, at page 9-12 contains Findings relating to the project's compliance with these standards:
- Staff finds that the proposed density of 37 units on a 4.77 acre parcel meets the minimum density requirements and does not exceed the maximum density range of the district.
- Townhome development projects are allowed a 15% bonus. OMC 18.04.080.A.4.c. The project will utilize the available bonus.
- Both single-family residences and townhomes are permitted used in the R4-8 residential district.
- Single-family dwellings on lots of 5,000 square feet or less within subdivisions are subject to the garage placement and width standards found in OMC 18.04.060(EE). The maximum percentage a garage can occupy along the front of public street is 60% for two-story structure and 50% for a single-story structure. These regulations do not apply to lots that front on private access lanes. All of the townhome lots within the project are less than 5,000 square feet. Most of the lots are exempt from this regulation as they front on an access tract and not a public street. As currently designed, 7 lots (Lots 5-8 and Lots 17-19), face a public street and are required to meet the specific garage regulations and width standards. Staff concludes that, based upon preliminary design provided by the Applicant, the proposed townhomes will need additional modification in order to comply with this requirement. It has been determined that compliance with the requirement is feasible and therefore the Applicant has

not been required to revised the preliminary plat. Instead, City Staff recommends a condition of approval that ensure plans are revised to comply with this requirement at the time of building permit application.

- The residential development standards for the project are set forth in OMC 18.04.080 Table 4.04. The Staff Report, at page 10, contains a table setting forth the development standards for the project and its compliance with these requirements.
- As set forth at pages 10 and 11 of the Staff Report, Staff calculates that the project has an allowed maximum density of 40 units after consideration of the 15% density bonus for townhouses, all as described more fully on page 11 of the Staff Report. Staff therefore concludes that the proposal complies with the maximum housing density.
- The Staff Report, at page 11, contains calculations for the minimum density requirement for the project and finds that the minimum density for the project would be 16 residential units. The proposal therefore meets the minimum density requirement.
- The project must satisfy the limitations on building, impervious and hard surfaces coverage set forth in OMC 18.04.080. Townhome lots are allowed a maximum of 60% for both building and impervious coverage and 70% hard surface coverage. Staff finds that the project, as currently designed, satisfies the requirements for building, impervious and hard surface coverage, both for the project as a whole and for each lot. Nonetheless, Staff remains concerned that the current design leaves no additional allowance for patio slabs, decks, on-site sidewalks, outdoor covered areas or storage sheds all commonly found in such projects. Actual compliance with the maximum building impervious and hard surface coverage allowances will be determined at the time of building permit review. Recommended conditions of project approval include a condition that requires compliance with this requirement at the point of building permit application.

• Staff recommends, and the Applicant acknowledges, that the building footprints may need to be reduced in order to allow for the inclusion of patio slabs and other common amenities. Notwithstanding this concern, Staff finds that the project complies with the coverage allowances found in OMC 18.04.080 Table 4.01.

- 29. Pursuant to OMC 18.12.140, cultural resources shall be protected from damage during construction and all other development activities. Both the Squaxin and Nisqually Tribes have commented on the project but neither have expressed concern over any specific cultural resources within the project boundaries. City Staff finds that the project has a low risk of encountering archaeological items. Staff has requested a condition of approval requiring an Inadvertent Discovery Plan to be submitted with the engineering permit application. As conditioned, Staff finds that the project will comply with the requirements of OMC 18.12.140.
- 30. Project with wetlands or which lie within 300 feet of wetlands, are subject to the standards set forth in OMC 18.32.100.A and OMC 18.32.505-18.32.595.
- 31. The Applicant has presented a Critical Areas Analysis Report prepared by ACERA and dated March 2019 (Attachment 6). This report identifies a Class IV on-site wetland near the western boundary of the property and shown on Attachment 25. The report concludes that the wetland is less than 1,000 square feet in area. It also concludes that an off-site wetland located on the adjoining property to the west is considered an unregulated wetland and therefore not requiring a buffer.
- 32. Wetlands less than 1,000 square feet are exempt from mitigation sequencing, buffering and wetland mitigation requirements if they meet the criteria found in OMC 18.32.515 for small wetlands.
- 33. The small Class IV Wetland found on the project satisfies the requirements of OMC 18.32.515 as it is: (a) an isolated Class IV Wetland; (b) is not associated with a riparian

corridor; (c) is not part of a wetland mosaic; (d) does not contain habitat as identified as essential by the Washington State Department of Fish and Wildlife; and (e) is not part of a wetland within a shoreline, and is therefore not subject to mitigation sequencing, buffer or wetland mitigation requirements. Nonetheless, Staff notes that protection of the wetland during construction is essential and has imposed conditions of project approval that provide protective measures for the wetland.

- 34. OMC 18.32.140 imposes a condition on subdivisions requiring applicants to create separate critical area tracts for portions of the site containing critical areas or buffers. In compliance with this requirement, the Class IV Wetland described above has been included within a Soils and Vegetation Protection Area Tract identified as Tract F on plat maps. The responsibility of maintaining this tract will be on the homeowner's association. As conditioned, the project complies with the requirements of OMC 18.32.140 for preservation of critical areas.
- 35. The project must comply with OMC 18.32.610 regulating landslide hazard areas. The Applicant submitted a Geotechnical Report prepared by Insight Geologic, Inc., dated August 2, 2018 (Attachment 7), which concludes that, although the site contains moderately steep slopes in the western portion, none of its slopes constitute a landslide hazard as the site's slopes do not exceed 40% and the site does not contain interbedded geology with groundwater seep. City Staff concurs that no landslide hazards exist on the site.
 - 36. The project is subject to the landscaping requirements of Chapter 18.36 OMC.
- 37. The Applicant has submitted a Conceptual Landscaping Plan (Attachment 8 to the Staff Report). Staff finds that the Plan does not meet the requirements of 18.36.080.B as it provides insufficient detail. Nonetheless, Staff concludes that the Plan adequately provides sufficient detail necessary for preliminary plat approval as it identifies all areas intended for landscaping. Final landscaping plans will be submitted at engineering plan review. Staff

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recommends that approval of the project be conditioned on providing appropriate landscaping plans at the point of engineering permit submittal in accordance with Chapter 18.36.

- OMC 18.40.060. I generally requires a minimum of 30 feet of frontage for any 38. residence on a public or private street. Frontage may be reduced or eliminated to the minimum extent necessary to enable access to the property.
- Townhomes are exempt from the requirements of OMC 18.40.060.I. The 2 39. single-family lots (Lots 36 and 37) are not accessed by a public or private street (they are accessed by private access tracts) and are therefore also exempt. The Staff Report, at page 14, notes that the 2 single-family lots have approximately 28 feet of frontage but, nonetheless, the plat has been designed to allow adequate firetruck and utility access to serve these lots. Staff therefore recommends approval of the plat with 28-foot frontages for the 2 single-family residential lots.
- OMC 18.64.040 regulates the establishment of 10 or more townhouse lots in the 40. R4-8 zoning district, a subdivision or short plat as required for all townhouse development so that individual dwelling units are divided onto lots with the structural walls located on the lot lines. The maximum site area for townhouse-only development in the R4-8 zoning district is four acres, and each townhouse structure shall contain no more than four individual dwelling units, and there shall be no more than one builder per townhouse structure. The side yard of each building shall be not less than ten feet for buildings with three or four units.
- As the project includes 2 single-family residential lots, it is not a townhouse-only 41. development and is therefore not limited to a maximum of four acres in size. But the project is within the Transition Area and therefore townhome structures are limited to no more than four individual units. The conceptual design of the project satisfies the requirements for not having

more than four units per building and complying with the ten foot side yard setback. The conceptual design is therefore compliant with OMC 18.64.040.

- 42. Townhouses located on lots less than 5,000 square feet are subject to design requirements outlined in Chapter 18.175 OMC. The proposed townhome lots are less than 5,000 square feet and are therefore subject to this requirement. Final design review for each townhome structure is required and will be conducted by Staff at time of building permit review. This requirement is imposed as a condition of project approval.
- 43. The Staff Report, at pages 15-17, addresses Engineering Design and Development Standards (EDDS) as well as Drainage Design and Erosion Control Manual requirements (DDECM). These standards cover installation of sewer facilities; installation of water facilities; frontage improvements; streets and alleys; street names; a determination of whether a Traffic Impact Analysis is necessary; street trees; solid waste; and storm drainage. Staff finds that the project, as conditioned, will comply with all of these requirements. The Hearing Examiner has reviewed these proposed Findings and adopts the Staff's Findings relative to these requirements.
- 44. The project must satisfy the requirements for Safe Walking Conditions set forth in EDDS 2.04.B.18 and Chapter 58.17 RCW. The project lies within short walking distance to Washington Middle School and also is within walking distance to McKenny Elementary School. There are existing sidewalks or walking paths to each of these schools with the exception of the west side of Boulevard Road from the project south to the Morse Road intersection. The project has therefore been conditioned on establishing sidewalks along the front of the property and extending south to the Morse Road interchange. As conditioned, the project is in compliance with the Safe Walking Conditions requirements.

Findings Relating to Soil Contamination.

45. As noted in the Background Section, the property was subject to an action by the City of Olympia during the 1990s to abate the collection of derelict vehicles. Attachment 3 to Findings of Fact, Conclusions

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the Staff Report contains pleadings, photographs and orders from this litigation. Through it, the City was successful in gaining access to the site and abating the public nuisance.

- Throughout this project's review nearby landowners have expressed concern 46. about the possibility of residual contamination from the oils, lubricants, brake fluids, etc. that may have possibly spilled from these vehicles or from containers stored onsite.
- To address these concerns, the Applicant retained Insight Geologic, Inc. to 47. undertake a limited environmental investigation of the site to determine whether contamination was still likely to be present. The results of that investigation are contained within the Geotechnical, Stormwater and Limits Environmental Investigation Report included as Attachment 7 to the Staff Report.
- Six soil samples were taken from areas where derelict vehicles were known to 48. have been stored. These samples were then tested for petroleum hydrocarbon and metals analysis by an outside laboratory, Libby Environmental. Petroleum hydrocarbons were not detected within any of the six samples submitted for analysis. Lead and chromium were detected in each of the samples but at concentrations less than cleanup level requirements.
- As set forth in the Staff Report at page 17, City Staff reviewed the environmental 49. analysis undertaken by Insight Geologic and is satisfied with its conclusion that no petroleum hydrocarbons were found.
- City Staff verified with the Department of Ecology that the site had not been 50. listed as a potential cleanup site. DOE recommended, however, that there be a condition of project approval that if soil contamination is found, DOE must be notified (Attachment 24 to the Staff Report). City Staff has conditioned project approval on this requirement.
- During public testimony a question was raised as to who would be responsible for 51. fulfilling this requirement. Staff confirmed that it will be the Applicant's responsibility to notify DOE should any contamination be found during construction.

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52. The Staff Report, at page 18, sets forth comments received from other public agencies during project review. Comments were received from Washington State, Department of Ecology, Shoreline Environmental Water Quality Control and Watershed Resource Unit, Solid Waste Management, and Toxic Cleanup. Comments were also received from the Thurston County Health Department, all as more fully described in the Staff Report. These comments have led to the imposition of several additional conditions of project approval including: the need to report any contamination to DOE; the imposition of an integrated pest management plan (Attachment 13) and the decommissioning of an existing on-site well. City Staff finds that the conditions imposed on the project will satisfy all requests of other public agencies. The Hearing Examiner has reviewed these Findings and adopts them as his own Findings of Fact.

Findings Relating to Compliance with OMC 17.16.090.A.

- 53. Pursuant to OMC 17.16.090.A, the Hearing Examiner shall determine if appropriate provisions are made for public health, safety and general welfare, for open spaces, drainage ways, streets, alleys, other public waste, water supplies, sanitary waste, parks, playgrounds, sites for schools and schoolgrounds, 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 dedications.
- 54. The Staff Report, at page 7 and 8, contains Findings relating to compliance with these requirements. As set forth in the Staff Report, Staff finds:
 - (1) Public health, safety and general welfare provisions are satisfied through: roads and offsite sidewalk improvements, sanitary sewer supply, stormwater management, water supply; and accommodating additional population growth.
 - (2) Open space provisions are satisfied through the Soils and Tree

Preservations Tract.

- (3) Drainage way provisions are made with stormwater management and infrastructure.
- (4) Provisions for streets, alleys and other public ways are satisfied through the addition of new streets meeting the requirements of the EDDS.
 - (5) Requirements for water, sanitary sewer and solid waste are all satisfied.
- (6) Provision for parks and playgrounds is satisfied through the payment of appropriate impact fees.
- (7) Provisions for sites for schools and schoolgrounds is satisfied through the payment of school impact fees. In addition, the Olympia School District has confirmed in writing that schools serving this development have a mix of under and over capacity and that to accommodate students from this development the district may need to reevaluate service areas. If it results in service areas being changed, the district will provide transportation for any student more than one mile from a school (Attachment 22).
- (8) Provisions for fire protection and other public facilities are made through road improvements, both on and off-site, utility improvements and compliance with building code standards.
- 55. City Staff finds that the project, as conditioned, satisfies all requirements of OMC 17.16.090.A. The Hearing Examiner has reviewed these Findings and adopts them as his own Findings of Fact.

Findings Relating to Traffic Impacts.

56. During the course of project review several members of the public have voiced concerns regarding the project's potential impact to regional traffic, especially on Boulevard Road.

57. Chapter 15.20 OMC (Transportation Concurrency) and Chapter 4 of the EDDS provide guidance on when a Traffic Impact Analysis (TIA) be required for proposed project.

- 58. The City's transportation staff has concluded that the project will not exceed 50 peak hour trips and therefore does not require a TIA. Nonetheless, the project does make provision for traffic impacts by requiring several improvements along Boulevard Road. These improvements are noted on the project's design, most notably Sheet C3.0 included within Attachment 5. Required improvements include crosswalks across Boulevard Road; a median with an island refuge and a modified median to allow for a left turn area for northbound traffic turning into the project. The project is also conditioned upon the establishment of sidewalks on the west side of Boulevard Road the length of the project and continuing south to the Morse Street intersection.
- 59. City Staff finds that the project, as conditioned, satisfactorily addresses any traffic impacts it may cause.

Findings Relating to Stormwater.

- 60. As noted earlier in Findings Relating to Critical Areas, the site contains a Category IV Wetland located in the base of the kettle near the westerly boundary of the project.
- 61. Attachment 9 to the Staff Report is a Preliminary Stormwater Report prepared by the Applicant's engineer, Chris Cramer. The report finds that the site's soils are found to not support infiltration in the eastern (uphill) portion, but there was capacity for infiltration in the lower portion around the identified wetland. This localized low spot will be used for the collection of stormwater. A filterra unit will be used to treat runoff meeting the enhanced treatment requirements. Roof collection systems will be utilized to direct runoff directly to the pond area. The report concludes that the proposed collection system has been designed in accordance with the City's standards and will treat stormwater events per the 2016 Manual and

using the WWHM 2012 Modeling Program. As a result, stormwater management will meet or exceed the City's requirements.

- 62. City Staff concurs that the proposed stormwater drainage system is designed to the current Drainage Design and Erosion and Control Manual for Olympia (the "Manual") as well as Chapter 5 of the EDDS. The City requests as a condition of project approval that all stormwater elements be constructed in the first phase of development should the project be phased. As conditioned, Staff finds that the project complies with stormwater requirements. Findings Relating to Phasing of the Project.
- 63. The Applicant has submitted a proposal to allow the project to be developed in two phases, allowing for final plat approval in the first phase before constructing the second phase (Attachment 12 to the Staff Report).
- 64. The proposed first phase includes all Boulevard Road frontage improvements, all Hill View Street road improvements (curb, gutter, landscape, sidewalk and street lights) to the phase line (approximately 196 feet into the site); water and sewer lines to be stubbed into Phase 2 on Hill View Street; construction of Access Tracts B and D to provide fire turnaround; construction of stormwater facilities through Phase 2 to the infiltration area including all pipes necessary to carry runoff to the treatment vault and down into the infiltration basin; and Phase 1 roof collection systems to be piped to the infiltration area and with stubs to Phase 2 buildings.
- 65. The proposed second phase will finish all road construction and extend the water and sewer through the site and to the north property line. Stormwater will be completed by connecting the remaining buildings to the infiltration basin along with all hard surfaces collected and sent to the treatment vault prior to infiltration.
- 66. City Staff has reviewed the proposed phasing plan and has conditioned project approval to ensure appropriate improvements are made during Phase 1 to ensure that the Phase 2

area is properly prepared for development. Subject to these conditions, City Staff does not object to the proposed phasing of the project into two phases.

Additional Findings Relating to Concerns of the Public.

Buffer/Fence Along the South Boundary.

- 67. As noted in the earlier Background Section as well as in previous Findings, members of the public have expressed concern about a number of the project's potential impacts.
- 68. A commonly cited concern is the loss of the vegetative buffer currently existing between the project and the residential neighborhood to the south. As shown on the aerial photo identified as Figure A at page 4 of the Critical Areas Analysis Report (Attachment 6) there exists a line of trees along the south boundary of the property which shield the adjoining residences to the south from view.
- 69. Just beyond this line of trees is a fence running east and west along the boundary line with the adjoining residential properties. The fence further obscures the backyards of the adjoining residential lots.
- 70. The project proposes to eliminate all of the trees along the site's south boundary with the exception of a few in the southwest corner. As a result, the fence will become exposed and the rear portions of the adjoining residential lots will become more exposed as well, especially from second story vantages in the proposed townhomes.
- 71. With the loss of the tree buffer, maintenance of the existing boundary fence becomes more critical in order to provide some degree of privacy to the residences to the south. To date the boundary fence has been maintained by the neighborhood to the south. It is not unreasonable to require that its future maintenance be shared equally with the project.
- 72. Pursuant to OMC 17.16.090.A, and to ensure that the public interest will be served by the subdivision, it is appropriate to impose an additional condition that the

development share in the future maintenance of the boundary fence along the south boundary of the site.

Access to the Church Property.

- 73. In accordance with City regulations, and to provide better traffic flow if/when additional development takes place on the property north of this site, the project has been designed to extend the proposed public street, Hill View Street, north to the site's boundary with the Church-owned property to the north as identified in the project designs, Attachment 5.
- 74. The property to the north is owned by the Sonrise Church. The church property contains several buildings in its easterly portion, near Boulevard Road, but the remainder of the site is generally undeveloped with open areas for recreational activity and other church activities.
- 75. The church is concerned that the project's street system will allow public access directly into the rear portion of the church property. The church seeks additional steps to barricade the terminus of the road in order to discourage public access.
- 76. City Staff acknowledges that the conditions of project approval did not include such a barricade and that it would not be unreasonable to impose a requirement that the Applicant establish a "Type III" barricade along its north boundary.
- 77. Pursuant to OMC 17.16.090.A, and to ensure that the pubic interest will be served by the subdivision, it is appropriate to impose a condition on approval that the Applicant install a Type III barricade at the north terminus of the stubbed portion of the public street.

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.

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soil and native vegetation protection and replacement.

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The project, as conditioned, is in compliance with Chapter 16.60 OMC for tree,

14.	The project, as conditioned, satisfies the requirements of OMC 18.12.C relating t
the inadverten	t discovery of archaeological material.

- 15. The project, as conditioned, is in compliance with Chapter 18.40 OMC, relating to property development and protection standards, including minimum street frontage.
- 16. The project, as conditioned, is in compliance with Chapter 18.64 OMC, relating to townhouse development.
- 17. The project, as conditioned, is in compliance with OMC Chapter 18.100, design review.
- 18. The project, as conditioned, in in compliance with the EDDS for sewer, water, frontage improvements, traffic impacts, street trees, solid waste, storm drainage, and all other requirements of the EDDS.
- 19. The project, as conditioned, is in compliance with the Safe Walking Conditions contained in the EDDS and Chapter 58.17 RCW.
- 20. The project, as conditioned, is in compliance with all other subdivision requirements.
- 21. The on-site wetland is exempt from mitigation sequencing, buffering and wetland mitigation requirements. OMC 18.32.515.
- Approval of the preliminary plat 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.

 During this time the terms of the conditions upon which the preliminary approval is given will not be changed except as provided for in Chapter 17.20 OMC.
 - 22. The project is consistent with the City Comprehensive Plan.
- 23. The project should be approved subject to the 35 conditions recommended in the Staff Report together with two additional conditions imposed by the Hearing Examiner relating

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to maintenance of the boundary fence along the south boundary and the construction of a Type III barrier at the terminus of the public road along the north boundary.

DECISION

The Applicant's request for preliminary approval of subdivision containing 35 townhomes and 2 residential lots on a 4.77 acre site, with associated improvements, shall be approved subject to the following conditions:

- Approved Plat Map. The subdivision shall be substantially in conformance with 1. the preliminary map and civil plans dated May 26, 2020 and phasing plans dated May 8, 2020, as modified by the conditions of approval herein, and as modified by the Hearing Examiner.
- Plat Approval. Preliminary approval of the preliminary plat shall be effective 2. for five (5) years from the date of approval by the Hearing Examiner, during which time a final plat or plats may be submitted. During this time the terms and conditions upon which the preliminary approval is given shall not be changed, except as provided for in Section 17.20.040. (OMC 17.20.010)
- Landscape Plan. A final landscape plan prepared in compliance with OMC 3. 18.36 shall be submitted in conjunction with the engineering permit application.
- Vegetation Maintenance Bond. A vegetation maintenance bond (or other 4. assurance) shall be provided following City acceptance of the landscape installation, including street trees prior to final plat. The bond amount shall be 125% of the cost estimate submitted with the final landscape plan and approved by the City.
- Hours of Operation/Construction Noise. Pursuant to OMC 18.40.080.C.7, 5. construction activity detectable beyond the site boundaries shall be restricted to the hours between 7:00 a.m. and 6:00 p.m.
- Design Review and Garage Placement and Width Requirements. Townhouse 6. developments shall meet OMC Residential Design Criteria, Chapter 18.175 and, if applicable, CITY OF OLYMPIA HEARING EXAMINER Findings of Fact, Conclusions 299 N.W. CENTER ST. / P.O. BOX 939 of Law and Decision - 29

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conditions for children who walk to and from school, off site sidewalks shall be constructed

along the west side of Boulevard Road starting at the existing walking path located adjacent to

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2917 Boulevard Road S.E. and continue south to the northwest corner of Morse Road S.E. If the plat is phased, these improvements shall be completed prior to finalizing Phase 1. Provide details of construction on the civil plan set and provide at time of engineering permit application.

- Engineering Permit Application. An engineering permit application shall be 12. submitted for review and approval prior to construction. The permit submittal shall comply with the 2018 Engineering Design and Development Standards (EDDS) and the 2016 Drainage Design and Erosion Control Manual (DDECM).
- Construction Stormwater General Permit. No ground-disturbing activities 13. may occur without a Construction Stormwater General Permit (CSWGP) issued for this site. Therefore, no Engineering or Grading Permits are to be issued until written proof is received by the City that the contractor or owner has received this CSWGP form the Department of Ecology.
- Solid Waste. The City of Olympia solid waste department shall have full 14. approval of final locations of waste pick up. Pickups may need to occur on one side of the street. Determinations shall be finalized once collection begins.
- Street Parking. No vehicle parking shall be allowed on the public roadway or 15. Tract D in order to facilitate solid waste and emergency vehicle movements. Signs shall be posted prior to final plat approval.
- Right of Way Performance Bond. Bonds or other allowable securities shall be 16. submitted to the City to guarantee the performance of work within the subject site and rights-ofway, 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.
- Tree Density. Minimum required tree units for this plat is 30 units per buildable 17. acre. At least 75% of the minimum tree density shall be planted within a Soil and Vegetation

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22.

Environmental Report Tracking System Coordinator for the Southwest Regional Office at 360-407-6300.

23. Grading and Filling. All grading and filling of land must utilize only clean fill, i.e., dirt or gravel. All other materials, including waste concrete and asphalt, are considered to be

site work and construction, the Applicant shall notify the Department of Ecology's

Contamination. If contamination of soil or groundwater is encountered during

- solid waste. Necessary permits shall be obtained if these materials are used (WAC 173-350-990). All removed debris shall be disposed of at an approved site. Contact the Thurston County Health Department for proper management of these materials.
- 24. Integrated Pest Management Plan. A revised Integrated Pest Management Plan shall be submitted at time of Engineering Plan review for Thurston County Environmental Health's review.
- 25. **On-site Well**. The Applicant must work with Department of Ecology to ensure the dug well located on the site has been property decommissioned or addressed. A copy of the decommissioning report or documentation from the Department of Ecology confirming the well has bene adequately addressed must be submitted to Thurston County Environmental Health and a copy provided to Community Planning & Development at time of engineering plan review.
- 26. **On-site Septic System**. In the event an on-site septic system is located during site development it must be properly abandoned per Article IV of the Thurston County Sanitary Code. An abandoned permit application is required to be submitted with copies of abandonment documentation from a licensed septic system pumper to Thurston Count Environmental Health.
- 27. Water and Sewer Services. Confirmation of water and sewer construction approval from the City of Olympia shall be submitted to Thurston County Environmental Health prior to final plat approval.

Tract B shall be free and clear of all obstructions during the construction of the individual

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buildings within the plat. Solid Waste and emergency vehicles shall have full access at all times. CITY OF OLYMPIA HEARING EXAMINER 299 N.W. CENTER ST. / P.O. BOX 939 CHEHALIS, WASHINGTON 98532 Phone: 360-748-3386/Fax: 748-3387

1	37. Driveway Approach . The driveway approach to Tract B shall be wide enough
2	(approx. 35 feet) to facilitate a solid waste truck turning movement if the T intersection on the
3	public roadway labeled as Hill View Drive and Tract D is not constructed with Phase 1
4	improvements.
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6	·
7	CONSTRUCTION PURSUANT TO THIS PERMIT SHALL NOT BEGIN AND IS NOT
8	AUTHORIZED UNTIL TWENTY-ONE DAYS FROM THE DATE OF FILING AS
9	DEFINED IN RCW 90.58.140(6) AND WAC 173-27-130, OR UNTIL ALL REVIEW
10	PROCEEDINGS INITIATED WITHIN TWENTY-ONE DAYS FROM THE DATE OF
11	SUCH FILING HAVE TERMINATED; EXCEPT AS PROVIDED IN RCW
12	90.58.140(5)(a)(b)(c).
13 14	DATED this day of August, 2020.
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16	Mark C. Scheibmeir City of Olympia Hearing Examiner
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