

CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure  
REVIEW OF MINUTES – November 9, 2017, November 16, 2017, November 30, 2017  
PUBLIC COMMENT – Accept public comment on off agenda items  
SHORELINE MASTER PROGRAM AMENDMENT  
WALLACE COTTAGES SUBDIVISION - Recommendation  
NEW/OLD BUSINESS  
ADJOURN

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**CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure**

Chair J. Mack Pearl called the meeting to order at 7:02 PM. Commissioners in attendance were Jon Quitslund, William Chester, Michael Killion, Lisa Macchio and Don Doman. Kimberly McCormick Osmond was absent and excused. City Staff present were Planning Director Gary Christensen, Senior City Planner Christy Carr, Development Engineer Peter Corelis, Associate City Planner Kelly Tayara and Administrative Specialist Jane Rasely who monitored recording and prepared minutes.

The agenda was reviewed. There were not any conflicts disclosed.

**REVIEW OF MINUTES – November 9, 2017, November 16, 2017, November 30, 2017**

Motion: I move approval of the minutes from meetings of November 9<sup>th</sup>, November 16<sup>th</sup> and November 30<sup>th</sup>, 2017, move that they be approved as distributed.

Quitslund/Chester – Passed Unanimously

**PUBLIC COMMENT – Accept public comment on off agenda items**

None.

**SHORELINE MASTER PROGRAM AMENDMENT**

Senior City Planner Christy Carr gave the Commissioners an update on the progress of the Critical Areas Ordinance with City Council and showed where the project pages for it and the Shoreline Management Program could be found on the City's website.

Study session focused on nonconforming existing structures.

**Public Comment**

**MC Halvorsen, Citizen** – Spoke about “grandfathered” in.

**Ed Rymarz, Citizen** – Spoke about considering environmental impacts, high tides and buffer areas (see submitted comments attached).

**Dick Haugan, Citizen** – Spoke about nonconforming uses and the perception of the public as to what that means (see attached).

**Michael Zigich, Citizen** – Spoke about nonconforming structures and provided a State document (see attached).

#### **WALLACE COTTAGES SUBDIVISION - Recommendation**

Planning Director Gary Christensen reminded the Planning Commission there would be a public hearing for this project at a later date.

Associate City Planner Kelly Tayara and Development Engineer Peter Corelis addressed the Planning Commissioners' questions from the previous meeting held January 25, 2018.

**Hayes Gori, Attorney for Applicant** – Advocated for moving the process along regardless of what their recommendation would be.

**David Smith, Developer** – Spoke about why the playground/open space was at the north end of the property.

**Chris Van Dyk, Citizen** - Spoke about the neighborhood's dissatisfaction was not with the developer but City Staff.

**Stephen Crampton, Citizen** – Spoke about an under easement versus a surface easement.

**Steve Matthews, Citizen** – Spoke about directing growth within Winslow and focusing on neighborhood safety.

**Vanera Barles, Citizen** - Spoke against the project access from Nakata.

**Todd McKittrick, Developer for Madison Grove and Madison Landing** – Spoke about Duane Lane vacation and developers working together to provide access to Madison Ave N.

**Terri Starkman, Citizen** – Asked everyone in the room to do the right thing.

#### **NEW/OLD BUSINESS**

Mr. Christensen asked if the Planning Commission would have a joint meeting with Design Review Board on February 22, 2018 along with Public Works and Planning staff to begin a dialogue to discuss roles and creating different design guidelines and standards. The tentative schedule was presented.

**ADJOURN**

The meeting was adjourned at 11:00 PM.

Approved by:

  
J. Mack Pearl, Chair

  
Jane Rasely, Administrative Specialist





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CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure  
PUBLIC COMMENT – Accept public comment on off agenda items  
WALLACE COTTAGES SUBDIVISION PLN50589 SUB  
MORATORIUM WORK PLAN/NEXT STEPS – ORD. 2018-05  
NEW/OLD BUSINESS  
ADJOURN

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**CALL TO ORDER – Call to Order, Agenda Review, Conflict Disclosure**

Chair J. Mack Pearl called the meeting to order at 7:09 PM. Planning Commissioners in attendance were Jon Quitslund, William Chester, Michael Killion and Kimberly McCormick Osmond. Commissioners Lisa Macchio and Don Doman were absent. City Staff present were Planning Director Gary Christensen, Associate Planner Kelly Tayara and Permit Specialist Lara Lant who monitored recording and prepared minutes.

The agenda was reviewed. There were not any conflicts disclosed.

**PUBLIC COMMENT – Accept public comment on off agenda items**

**Brian Lindgren, Citizen** - Mr. Lindgren owns a shy-acre lot on Shasta Lane in the R-1 zone. It has no critical areas but is covered in natural vegetation. Under the draft Critical Areas Ordinance (CAO), use of heavy equipment and removal of trees is prohibited. He requested the Planning Commissioners amend the draft. Chair Pearl noted the draft Critical Areas Ordinance was under review by City Council at this time.

**WALLACE COTTAGES SUBDIVISION PLN50589 SUB**

The project was summarized by Commissioner Quitslund and statements were read by Commissioners McCormick Osmond and Chester (see attached.) David Smith, representing Wallace Cottages, asked to address the Planning Commission. Chair Mack Pearl allowed Mr. Smith to speak and he gave a passionate response to the Commission's review of the project. Chair Pearl interrupted Mr. Smith's response and asked the Commission to table further project discussion because of the heated nature of Mr. Smith's response. Director Christensen recommended the Planning Commission conclude deliberations and form a recommendation to send to the Hearing Examiner.

**Motion: I move to deny the Wallace Cottages project as a HDDP because it is not consistent with the Comprehensive Plan and does not meet the goals and purposes of the HDDP, including traffic impacts, public safety impacts on surrounding neighborhoods resulting from the proposed traffic access via Wallace Way to Grow Avenue, tree retention issues and feasibility of open space.**

**Chester/Killion: Passed Unanimously.**

**MORATORIUM WORK PLAN/NEXT STEPS – ORD. 2018-05**

Director Christensen handed out copies of the updated February 15, 2018 Six-Month Temporary Building Moratorium to the Commissioners (attached). The Commissioners and Director Christensen discussed next steps to begin dialogue regarding issues addressed in the Moratorium, including design review standards. Director Christensen ended the conversation by giving the Commissioners a 2018 Planning Commission Project Schedule (attached).


**NEW/OLD BUSINESS**

None.

**ADJOURN**

The meeting was adjourned at 9:08 PM.

Approved by:

  
J. Mack Pearl, Chair

  
Lara Lant, Permit Specialist

## **HDDP Quantitative Evaluation:**

1. The landscape plan revised on 2/15/18 from the original dated 1/30/17 conflicts with the Preliminary Plat Drawings. This should be resolved prior to any approval
  - a. The duplexes on the revised landscape plan are moved away from the west property line. Perhaps to avoid a conflict with neighbor to the west?
  - b. Additional potentially impervious surface is shown for the driveway and or parking to the affordable units.
  - c. The south end open space shows 3 parking spaces instead of a hammer head turn around shown on the Preliminary Plat drawings.
  - d. The pea patch seems to be in the retained tree area which would impair or negate its function.
2. The HDDP tier 2 requirements for site and building quantitative evaluation should produce a minimum 25 points for the site and 12 for buildings. While the city has awarded the required number. I find that at least some of the evaluation credits are based on written conditions and are not planned for in drawings. Considering that the density allowed under HDDP tier 2 is double it does not seem unreasonable that the developer should provide complete graphic representation of planned amenities that would be credited in the Quantitative Evaluation to provide a complete representation of the intent and innovation of the project to the City of Bainbridge Island, Planning Commission and Hearing Examiner. Without such documentation, I do not feel the points should be awarded. The items of concern are:
  - a. Private yard turf needs to be shown on the landscape plan. 4 points
  - b. Landscape plan needs to show the location and type of Native or drought tolerant plantings 4 points
  - c. Vehicular Charging stations locations and access 3 points
  - d. Covered consolidated bike parking and access 3 points
3. The points for open space can receive a score 6 or 8 if the space is public. The Developer has indicated that the playground and pea patch could be public as it could be shared with the neighbors to the west. That seems rather questionable considering the size of the gardens and play ground and the conflict of all the uses in that area including housing, tree retention, access, playground, and pea patch. Also, public it would seem, should include everyone wanting to use the facilities which may require additional parking. The area would seem more deserving of a 6-point evaluation.
4. Without the all these points the project to date fails on points at 15 total for innovative site development.

Wallace Cottages HDDP Project  
Neighborhood Impacts and Comprehensive Plan Consistency  
Planning Commission Meeting – February 22, 2018  
Commissioner Kim McCormick Osmond

Access to the Wallace Cottages project is proposed by extending Wallace Way west from the Wallace Cottages site to Grow Avenue. The traffic study estimated 181 trips per day (ADT) would be generated from the 19 houses proposed. The small Nakata neighborhood community exists west of the project, with Taurnic Place intersecting with Wallace Way from the south and Nakata Avenue intersecting with Wallace Way to the north. Because Nakata Avenue intersects with Grow Avenue via Island Way, Wallace Cottages residents could use Nakata Avenue as a “cut through” road to access Grow Avenue.

Access for Wallace Cottages has been an unsettled issue since the project was initially considered by the Design Review Board (DRB) on November 21, 2016. At that time, the project applicant stated that they were working with adjacent property owners to provide vehicular circulation and ingress/egress to the neighborhood. Neighbors expressed concern that extending Wallace Way to Grow Avenue as access for the project would impact the quality of the Nakata and Taurnic Place neighborhoods.

On December 19, 2016, the project was again before the DRB, when it was determined that the project applicant still had to resolve property line, right of way, easement and access issues. Neighbors at that time expressed opposition to extending Wallace Way from Grow Avenue to Madison Avenue. On March 6, 2017, the DRB again considered the project, with neighbors opposing a connection via Wallace Way between Grow Avenue and Madison Avenue, thereby requiring traffic from a high density development to flow through low density neighborhoods onto Grow Avenue, a secondary road. The DRB chair then recommended access to the project from Madison Avenue, without a through connection to Grow Avenue. It was also noted at that meeting that 5 projects were proposed for construction between Madison Avenue and Nakata Avenue, with discussion about reviewing the projects cumulatively to ensure traffic impacts were properly understood and addressed. It was also recommended that the impact of HDDP developments on surrounding neighborhoods be evaluated.

Consistency with the Comprehensive Plan

The Comprehensive Plan goals and policies seek to protect neighborhoods from the impacts of cut-through vehicle traffic. One of the purposes and goals of the HDDP process is “**to promote compact, low-impact development where it is most appropriate.**” While such development is certainly most appropriate within the area served by Winslow’s water and sewer system, it is not necessarily appropriate in all parts of Winslow. Appropriateness must be guided by the policies and goals of the Comprehensive Plan, which includes a Neighborhoods element with the following Goal and Policies:

**GOAL TR-8**

**Consider the special needs of *neighborhood* safety, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhoods*.**

**Policy TR 8.1**

Protect residential *neighborhoods* from the impacts of cut-through motor vehicle traffic by providing appropriate connecting routes and applying appropriate traffic-calming measures to control vehicle volumes while maintaining emergency vehicle response times.



### Policy TR 8.3

Develop a circulation and access management plan for *neighborhoods* and neighborhood centers so that as properties develop, vehicular and non-motorized connectivity and circulation are maintained.

The January 19, 2018 City Staff Report includes a public comment describing the Nakata Avenue neighborhood as “reminiscent of the 1950s with children playing in the street, be it catch, hopscotch, Frisbee, 4-square and other games, moving out of the way when cars need to go by, often waving to friends’ parents as they drive by. The neighborhood design functions perfectly. There are no speed bumps or other traffic-slowing retrofits, or signs asking drivers to slow down because they are not needed. The design of the neighborhood lends itself to driving slowly.” The Staff Report indicates this comment “captures the sentiment of the many comments received from the neighborhood.”

The Staff Report further documents neighborhood concerns about increasing traffic on Grow Avenue, noting that Grow Avenue does not currently provide for the traffic it has, especially regarding children walking or riding bikes to school, and does not have fog lanes or bike lanes. Grow Avenue connects to High School Road to the north, which provides walking/biking access to Bainbridge High School, Commodore and Ordway Elementary School. Routing traffic to the north on Grow Avenue also sends it directly into the Bainbridge High School school zone, thereby encouraging vehicles seeking access to the north to travel on Island Way to Lovell Street to bypass the school zone.

Proposing to route 181 ADTs per day from Wallace Cottages through the established adjoining neighborhood via Wallace Way and Nakata Avenue via Island Way and onto Grow Avenue is not consistent with Goal TR-8 or Policy TR 8.1 or TR 8.3. This is particularly apparent in light of the 5 other projects that currently are being proposed for development between Madison Avenue and Nakata Avenue. An access to and from Madison Avenue that serves all 5 projects without cutting through established neighborhoods is consistent with the Comprehensive Plan and also satisfies the HDDP goal of limiting environmental impacts.

### Public Safety Concerns

BIMC subdivision standards require compliance with RCW Title 58 provisions for public health, safety and general and public use and interest. Under RCW 58.17.110, a proposed subdivision shall not be approved unless the City makes written findings that: (a) **Appropriate provisions are made for the public health, safety, and general welfare** and for such open spaces, drainage ways, streets or roads, alleys, other public ways, transit stops, potable water supplies, sanitary wastes, parks and recreation, playgrounds, schools and schoolgrounds and all other relevant facts, including sidewalks and other planning features that assure 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** (emphasis added).

As City staff has explained, there is no development standard, code, or unit of measure that the City can use to objectively evaluate changes to a neighborhood’s character caused by increased traffic. There is no bright line that delineates acceptable changes from unacceptable changes. While the traffic study may determine whether a LOS has been adversely affected by a proposed project, it cannot conclude whether adverse impacts to a neighborhood resulting from increased traffic, including impacts to public safety, are acceptable and consistent with the Comprehensive Plan.

Given the significant traffic and public safety impacts that are posed by an estimated 181 daily traffic trips through the Nakata neighborhood to Grow Avenue via Wallace Way, Nakata Avenue and Ihland Way, in comparison to the relatively small public benefit of only 2 affordable housing units but an increase in allowable density from 10 to 19 homes, it does not appear that these requirements are satisfied for approval of the Wallace Cottages project as a subdivision utilizing the HDDP process.

#### Recommendations

1. Approve the Wallace Cottages project as a HDDP, provided that vehicle access is from Madison Avenue to the project site and does not connect to Grow Avenue via Wallace Way, Nakata Avenue or Ihland Way.
2. Deny the Wallace Cottages project as a HDDP because it is not consistent with the Comprehensive Plan and does not meet the goals and purposes of the HDDP, including traffic impacts and public safety impacts on surrounding neighborhoods resulting from the proposed traffic access via Wallace Way to Grow Avenue. The Wallace Cottages project should be evaluated cumulatively with the other projects being proposed for construction between Madison Avenue and Nakata Avenue, to ensure traffic and public safety impacts are properly understood and addressed. The impact on surrounding neighborhoods of the Wallace Cottages project and the other proposed projects should be evaluated.

February 22, 2017

**Planning Commission Review**  
*of Wallace Cottages HDDP Preliminary Subdivision* (File No.: PLN 50589 SUB)

**Information from the Project File**

As noted in Minutes from the Design Review Board meeting on Nov. 21, 2016, *Central Highland Homes Inc.*, the firm proposing the Wallace Cottages project, has completed several other developments on Bainbridge Island: Stonecress, the Hamlet, Weaver Creek, Colegrove, Fernbrook, and Phase I of the Ferncliff Village affordable housing project. (The Central Highland Homes website emphasizes the firm's commitment to "green building" and "green land development.")

The four tax lots for Wallace Cottages amount to 2.46 acres, zoned R-4.3, allowing up to ten housing units. Seeking doubled density as allowed by the terms of Tier II of the Housing Design Demonstration Project (HDDP), 19 units are proposed, two of which will be administered by Housing Resources Bainbridge and affordable for income-qualified owners.

Preliminary notification that the project qualified for consideration under the HDDP criteria was provided on April 6, 2017. The preliminary subdivision application was submitted on April 27, 2017, and it was deemed complete on May 30, 2017.

The utility plan dated 4/26/2017 was part of the preliminary plat submittal. It indicates, on page C 1, a two-way access road to units 1 through 17 from Madison Avenue, with a narrower roadway connecting to the affordable units in a duplex structure. Pages C 3 and C 4 show two alternative road plans. Alternative #1 shows two-way access along Wallace Way to the west, connecting with Grow Ave., and a narrow single-lane road and walkway connecting with Madison Avenue. Alternative #2, "pending boundary line adjustment," shows the two-way access eastward to Madison Avenue.

A revised utility plan dated 12/8/2017, responding to COBI comments dated 8.14.2017, forms part of the file presented to the Planning Commission for consideration at their meeting on January 25, 2017. In this plan the Madison Avenue alternative has been abandoned, except for pedestrians and cyclists. The two-way access road (Wallace Way) intersects with Nakata Ave. to the right and Tauric Place to the left, with Wallace continuing westward to Grow Avenue. Eastward to Madison, there is only a paved sidewalk, not a narrow roadway.

A brief Vision Statement describes the project: "The Wallace cottages project is to provide smaller more affordable homes within walking distance of shopping and transportation facilities. Almost 3 times the required open space has been proposed to allow the homeowners a playground, pea patch and open areas to utilize beyond their small lots." However, almost all of the designated open space (0.35 of an acre) is located on lot A (0.58 of an acre), at the northern end of the development.

The Tree Retention Plan calls for retaining 15% of the existing trees, and all of the retained trees are found on lot A, which is also the site of the pea patch, a playground, and the two affordable homes (1051 sq. ft. each, in a duplex structure). Lot A is also subject to a legal dispute with a neighboring lot owner over the western boundary line, which may affect the applicant's ability to meet legal requirements for a setback from the property line.

A second brief statement by the applicant describes “how the proposed development is consistent with the surrounding neighborhood character”: “The project forms a transition from the R-4.3 density present on Nakata, Taurnic, and Wallace neighborhoods to the MUTC Madison Overlay District. The homes to be constructed in the proposed 19 lot plat are to be a modern take on a craftsman style that will be consistent with the craftsman and ranch style homes present in the existing neighborhoods.”

In fact, the neighborhoods to the west and to the north of the Wallace Cottages, served by Fir Acres Drive, Taurnic Place, Wallace Way, Nakata Ave., and Island Way, are characterized by modest homes on relatively large lots where many trees have been preserved. The houses are varied in style and were built at different times by many different hands; some lots remain undeveloped. The Wallace Cottages development is more compatible with the neighboring Courtyards on Madison condominiums, except that the Cottages are designed for families needing two or three bedrooms, and perhaps two cars.

A Geotechnical Report prepared by Terra Associates, dated December 9, 2016, identifies “no geotechnical considerations that would preclude development of the site as currently planned.” The report’s contents are in stark contrast to the four paragraphs of comment # 9 on page 2 of the Memorandum dated August 14, 2017, by the City’s Development Engineer, Peter Corelis. These requirements are reiterated in the Development Engineer’s Memorandum dated December 28, 2017, which details 28 conditions of approval.

### Discussion

The purpose and goal of the HDDP is to “allow the development of housing design demonstration projects that increase the variety of housing choices available to residents across underserved portions of the socio-economic spectrum, **and to promote compact, low-impact development where it is most appropriate**” (emphasis added). BIMC Section 2.16.020(Q)(1).

The Planning Commission is tasked with reviewing and making recommendations on all HDDP applications, including those involving land subdivision. BIMC Section 2.14.020(B)(3); Section 2.16.020(Q)(3)(d). That review is not limited solely to whether the project is consistent with the Comprehensive Plan, but includes all aspects of HDDP requirements. Under the HDDP regulations, the decision to approve or deny a HDDP application is made as part of the underlying land use permit approval – in this case the long subdivision permit approval regulations – and is based on decision criteria of the underlying planning permit (long subdivision requirements) and the approval criteria outlined in Subsection Q.5 of the HDDP. BIMC Section 2.16.020(3)(e).

The approval criteria begin with reference to the project’s score as evaluated by the supervising planner, and then involve a judgment on how the project’s innovative design required relief such as setback reductions and limits on lot coverage. The third criterion is especially important in this case: “The project does not adversely impact existing public service levels for surrounding properties.” The fourth criterion, compliance with other portions of the BIMC, goes to the relevance of long subdivision requirements; the next (“If a project will be phased”) is not applicable, and the last is satisfied by inclusion of the two units to be added to the HRB stock of affordable housing, meeting the minimum requirement for Tier II approval.



### Innovation in Building Design and Site Development

According to the applicant's geotechnical report, it should be easy to clear the site, removing "all vegetation, organic surface soils, and other deleterious material," and then initiating "cut and fill operations . . . to establish desired building grades." Terra Associates advise that the native soils will need to be supplemented with a considerable amount of imported structural fill and, if necessary, a geotextile fabric, to "establish a stable bearing surface." The applicant's SEPA checklist states, however, "The site is a flat 4% slope and the grading plan will attempt to balance, thus there should be neither import or export of dirt." In any case, we do not see innovation in this phase of site development, but rather a conventional approach where the existing surface site conditions are erased to facilitate ease of construction.

It remains to be seen how much of the proposed tree retention plan can be maintained in conjunction with the affordable housing units, the vegetable garden, and the playground. Clearly, something has to give. Even if the project provides "almost 3 times the required open space," it is not a generous amount, and it is somewhat isolated from the market rate properties. The amount of open space left at the south end seems too fragmented by the turn-around (which does not qualify as open space) and the bioretention features.

An entry on the SEPA checklist (p. 10) regarding proposed landscaping describes entry gardens for each home, including street trees. It also states, "about 30% of the existing significant trees are to be retained," but this hardly seems credible.

The 17 market rate properties are arranged to face each other in two straight lines, seven on one side and ten on the other. In their footprints, the house plans range from 1169 sq. ft. to 1578 sq. ft., and the SEPA checklist (p. 15) states that they "will be at entry level new home prices for Bainbridge \$500,000 to \$600,000, affordable for young professionals." They take full advantage of the reduced setback (5 ft.) of buildings from the exterior subdivision boundary. Buildings on the west side of the development benefit from the 'borrowed landscape' provided by trees and other vegetation on the Tauric Place and Fir Acres properties. Five lots on the east side back up to the open space surrounding the Island Health & Rehabilitation Center. The footprints on four other lots are somewhat constrained by a 25 ft. vegetated setback from the adjoining property, where a building backs right up to the property line.

Buyers of the 17 market rate homes will choose between four models; the developer promises "at least 2 homes of each of the models." The homes vary in size between one and two stories, two or three bedrooms, and 1.5 to 2.5 baths. All models provide space for two cars, and this is at odds with the stipulation, in the HDDP criteria for review, that the project "reduces reliance on automobiles and trip counts, and promotes alternative transportation and public transit," and also "minimizes the visual dominance of automobiles throughout the project." BIMC 2.16.020(Q)(4)(b)(iv). Credit is due for a commitment to *Built Green* Level 5 standards, but otherwise it is hard to see what is innovative in the building design. Little effort is made to shape or accommodate lifestyles to in-town, low-impact living in the 21<sup>st</sup> century, unless (in two of the models) it is "aging in place" with room for family members or a care-giver.

The numerous and stringent conditions of approval imposed by the COBI Development Engineer speak to concerns with unplanned-for impacts arising from the doubled density. It is noteworthy that these strategic measures were not designed-in from the start.

We have seen developments in which conditions of approval were not satisfied by the completed project – sometimes with dire consequences. The City assumes incalculable risks when a marginally acceptable project is green-lighted.

The Planning Commission is expected to focus on the project as proposed by the applicant, considering it in relation to the site's constraints and its context in the built environment, which in this case is an established and stable neighborhood and one of the main streets of Winslow. It does not seem feasible to condition approval of this project on any number of tweaks to the design, any more than it would be appropriate to respond with a radically different approach to siting compact units and achieving low-impact development.

#### Traffic Impacts

Access to the Wallace Cottages project is proposed by extending Wallace Way west from the Wallace Cottages site to Grow Avenue. The traffic study estimated approximately 190 trips per day (ADT) would be generated from the 19 houses proposed. The small Nakata neighborhood community exists west of the project, with Taurnic Place intersecting with Wallace Way from the south and Nakata Avenue intersecting with Wallace Way to the north. Because Nakata Avenue intersects with Grow Avenue via Ihland Way, Wallace Cottages residents could use Nakata Avenue as a “cut through” road to access Grow Avenue.

Access for Wallace Cottages has been an unsettled issue since the project was initially considered by the Design Review Board (DRB) on November 21, 2016. At that time, the project applicant stated that they were working with adjacent property owners to provide vehicular circulation and ingress/egress to the neighborhood. Neighbors expressed concern that extending Wallace Way to Grow Avenue as access for the project would impact the quality of the Nakata and Taurnic Place neighborhoods.

On December 19, 2016, the project was again before the DRB, when it was determined that the project applicant still had to resolve property line, right of way, easement and access issues. Neighbors at that time expressed opposition to extending Wallace Way from Grow Avenue to Madison Avenue. On March 6, 2017, the DRB again considered the project, with neighbors opposing a connection via Wallace Way between Grow Avenue and Madison Avenue, thereby requiring traffic from a high density development to flow through low density neighborhoods onto Grow Avenue, a secondary road. The DRB chair then recommended access to the project from Madison Avenue, without a through connection to Grow Avenue. It was also noted at that meeting that 5 projects were proposed for construction between Madison Avenue and Nakata Avenue, with discussion about reviewing the projects cumulatively to ensure traffic impacts were properly understood and addressed. It was also recommended that the impact of HDDP developments on surrounding neighborhoods be evaluated.

#### Consistency with the Comprehensive Plan

The Comprehensive Plan goals and policies seek to protect neighborhoods from the impacts of cut-through vehicle traffic. One of the purposes and goals of the HDDP process is **“to promote compact, low-impact development where it is most appropriate.”** While such development is certainly most appropriate within the area served by Winslow's water and sewer system, it is not necessarily appropriate in all parts of Winslow. Appropriateness must be guided by the policies and goals of the Comprehensive Plan, which includes a Neighborhoods element with the following Goal and Policies:

## GOAL TR-8

Consider the special needs of *neighborhood safety*, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhoods*.

### Policy TR 8.1

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Proposing to route 190 ADTs per day from Wallace Cottages through the established adjoining neighborhood via Wallace Way and Nakata Avenue via Ihland Way and onto Grow Avenue is not consistent with Goal TR-8 or Policy TR 8.1 or TR 8.3. This is particularly apparent in light of the 5 other projects that currently are being proposed for development between Madison Avenue and Nakata Avenue. An access to and from Madison Avenue that serves all 5 projects without cutting through established neighborhoods is consistent with the Comprehensive Plan and also satisfies the HDDP goal of limiting environmental impacts.

### Public Safety Concerns

BIMC subdivision standards require compliance with RCW Title 58 provisions for public health, safety and general and public use and interest. Under RCW 58.17.110, a proposed subdivision shall not be approved unless the City makes written findings that: (a) **Appropriate provisions are made for the public health, safety, and general welfare** and for such open spaces, drainage ways, streets or roads, alleys, other public ways, transit stops, potable water supplies, sanitary wastes, parks and recreation, playgrounds, schools and schoolgrounds and all other relevant facts, including sidewalks and other planning features that assure 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** (emphasis added).

Given the significant traffic and public safety impacts that are posed by an estimated 190 daily traffic trips through the Nakata neighborhood to Grow Avenue via Wallace Way, Nakata Avenue and Ihland Way, and the relatively small public benefit of only 2 affordable housing units in comparison to an increase in allowable density from 10 to 19 homes, it does not appear that these requirements are satisfied for approval of the Wallace Cottages project as a subdivision utilizing the HDDP process.

#### Possible Recommendations

1. Approve the Wallace Cottages project as a HDDP, provided that vehicle access is from Madison Avenue to the project site and does not connect to Grow Avenue via Wallace Way, Nakata Avenue or Ihland Way.
2. Deny the Wallace Cottages project as a HDDP because it is not consistent with the Comprehensive Plan and does not meet the goals and purposes of the HDDP, due to traffic impacts and public safety impacts on surrounding neighborhoods resulting from the proposed traffic access via Wallace Way to Grow Avenue.