

**PLANNING COMMISSION  
MINUTES  
FEBRUARY 28, 2019, WORKSHOP  
LOWER LEVEL – COMMUNITY ROOM  
702 E. FRONT AVENUE**

**COMMISSIONERS PRESENT:**

Tom Messina, Chairman  
Jon Ingalls, Vice-Chair  
Lynn Fleming  
Peter Luttropp  
Lewis Rumpler  
Brinnon Mandel

**STAFF MEMBERS PRESENT:**

Hilary Anderson, Community Planning Director  
Sean Holm, Senior Planner  
Jake Plagerman, Planning Tech.  
Troy Tymeson, City Administrator  
Shana Stuhlmiller, Public Hearing Assistant  
Ted Lantzky, Building Official  
Nick Goodwin, Urban Forester  
Bill Greenwood, Parks/Rec Director  
Terry Pickel, Water Superintendent  
Lee Brainard, Police Department  
Bobby Gonder, Fire Department  
Chris Bosley, City Engineer

**COMMISSIONERS ABSENT:**

Mike Ward

**OTHER OFFICIAL REPRESENTATIVES PRESENT:**

Kiki Miller, City Councilmember  
Tony Berns, ignite cda, Executive Director

**CALL TO ORDER:**

The meeting was called to order by Chairman Messina at 11:00 a.m.

**APPROVAL OF MINUTES:**

Motion by Ingalls, seconded by Luttropp, to approve the minutes of the Planning Commission meeting on December 12, 2018. Motion approved.

**WORKSHOP: Atlas Mill Project Preliminary Design and Development Standards**

Hilary Anderson, Community Planning Director, welcomed the group and made the following remarks:

- She thanked everyone for coming and said that she was excited to unveil the work done by Welch Comer and GGLO, the team working on the Atlas Waterfront project.
- She explained that when the property was annexed into the city, there was a requirement to create a Planned Unit Development as part of that agreement to come up with some Design and Development standards for the property.
- She stated that what would be heard today is an update from Welch Comer and GGLO representatives on what the important components of the project are and what some of the details will be for some of the standards.

- She announced that they are televising and recording the first part of the presentation and then Chairman Messina will announce when the recording and broadcast has stopped, and added that minutes will be available containing the additional discussion beyond the recorded portion of the workshop.

Phil Boyd, Welch Comer, provided the following statements:

- He thanked the commission and staff.
- He stated that the presentation would consist of a review to provide a background, making sure they are working from the same level of information.
- He introduced his team -- Don Veighe and Mark Sindell of GGLO, who are part of a landscape architecture urban planning firm that works on large scale projects like the Atlas Mill property. He said that Heartland is a real estate advisory and Bernado Wills is a landscape architecture company that is working on the public space design for the project, and ignite CdA and the City who are the "team."
- Mr. Boyd said that Chairman Messina requested that various city departments be present today who will help give input on what their various departments will need for the project.
- He commented that this project is unique and community-driven, with the property situated on the waterfront space but also on the "upland" area which is a unique and special situation, and he pleased to be associated with it.
- The objectives today are to: provide information about the project, development process, vision and the intent of the development standards. Mr. Boyd said that this is a 30-40% draft of the plans, which are not set in stone. Input is wanted.
- He noted that on the agenda they will be discussing the vision, goals, and the process they are moving through with the existing site and how the current master plan seen today will change.
- He explained the need for development standards which will be to achieve and retain a character quality in value throughout the development. He commented that this is across the entire space and over time. This property will take time to sell and try to maintain the character in order to maintain the value of the property.
- The project goals are to preserve the waterfront as public space and to stimulate development on the property that has sat vacant for a long time.
- During the master planning phase, they had a community meeting and asked the question if citizens were prepared to trade off density to preserve waterfront for public space, and the answer was, "yes."
- He stated that they intend to be under construction in 2019-20.
- He stated that the team had a kick-off meeting in Seattle that included Chairman Messina, Hilary Anderson, Mayor Widmyer, Troy Tymeson, GGLO and Heartland.
- They recently met with the planning staff on February 1<sup>st</sup> to discuss some early concepts for the project.
- Mr. Boyd explained the intent of today's meeting which was to start refining their concepts.
- They hope to be presenting a 75% plan at a March Planning Commission meeting with the development standards and, if that is too soon, they can schedule another workshop before they formally take the development standards to the Planning Commission.
- He stated that once the hearing is done, they will start on the master plat and Planned Unit Development (PUD).
- Mr. Boyd said that once the master plat is done, ignite will do the marketing efforts to get potential developers before they issue RFP's. They need to establish RFP criteria and Mr. Boyd explained that land disposition how the land is disposed of through the ignite processes through a request for proposal.

Facts about the Site:

- The planning area is about 60 acres
- Public space is about 15 acres
- 3,700 feet of shoreline
- The upland public space is 10 acres. Mr. Boyd explained that the reason it is public space is

because the unsuitable soils are deep and unlikely to make it developable.

- He showed various site photos of the property of what the property used to look like.
- The city was able to secure “used dirt” from I-90 and place it on the property to be used as constructible soils.
- He showed various pictures of the property looking up the river.
- He showed the current master plan and stated that the theme idea from the team was taking advantage of the views to the river.
- He stated that all the amenities for parks and recreation are not funded and commented that the financial feasibility report would not allow full build out of the public space. What is funded is the “clean and green” option, which would include the pedestrian trail, wheel trail, turf, greenspace and the irrigation system throughout the park. Limited landscaping, no docks, a restaurant picnic shelter, and a parking lot would be included.
- He identified a parking lot that will be located down by the river and said that the reason why this was added was accessibility to allow folks who are not mobile to get into these areas. He stated there will be a kayak launch and a swimming area.
- He explained the elements that are included in the “clean and green” project were \$3.5 million dollars, which doesn’t go very far on a project this big.
- He stated that ignite cda has been going over their River and Lake District priorities and feel there are opportunities in the Atlas site to make some additional improvements because they knew there were some things needed to make it a better project. ignite asked the team to look at those at other workshops, with the Parks & Recreation Commission and City Council, and City Council and the ignite board.

Don Veighe, Architect and Urban Designer, GGLO

- Mr. Veighe explained that his presentation would be in two sections. The first part would be an introduction which will explain the master plan, and the second part is the chapter on development.
- He described the development concepts which include the waterfront and the waterfront street with the buildings along it, and how it makes the signature parts of the place for the neighborhood.
- He stated that there is an idea within the plan that it may have a heart that is more commercial at an intersection off of Seltice that is called Riverfront Drive (the name may change).
- He presented various photos of buildings showing some mixed use or retail.
- He discussed street frontages and described how the buildings and the space between the buildings, street, and sidewalk interact together to create the public and private sections coming together. He noted that Kendall Yards in Spokane is doing some unique buildings.
- He described a Block Plan illustration showing various development blocks throughout the site. He stated that their biggest hurdle is trying to design the blocks that fit with the urban design of the project and allow enough flexibility to allow a variety of things to happen currently on the market.
- Mr. Veighe showed examples of building types and standards that will be part of these blocks. He said most of the building types they are looking at are not to be repetitive amongst the blocks.
- He stated that as they get along with the design it would be helpful for the commission to make some suggestions of what will work and what won’t.
- He described various building types they were looking at like townhouses and alley loaded conditions, and showed examples of parking and the different characteristics the buildings might have.
- He reviewed different types of apartments on small lots with parking that may be beside surface parking, or go under the building. He stated that they weren’t sure when planning the development last summer if the economics would support a larger scale mixed-use building that might have some retail and some free standing retail and/or offices in a few of the areas on site.
- In regard to frontage types, they tried to create character along the waterfront street to have alleys or a condition stating that there will be no individual driveways for individual buildings off of the main waterfront street, and they call this “Frontage Type A”.
- He explained that in order to create the “great street,” it is important to have buildings that are two stories.

- He discussed the edges of the blocks were they have any alley. It would be important to make sure to screen that off either through vegetation, garages or some other structure, so they maintain desirable street character on all sides of the blocks. There are three options: townhouses, single family and mixed use. They have discussed bringing small Cottages and placing them on a portion of the block where it would be more feasible.
- He showed examples of the site plan where the townhouses will be placed with some parking under the buildings, and explained the positioning for future buildings.
- He stated that their desire is to keep the same character along the waterfront.
- He stated that midblock will have some flexibility.
- He said that most lot depths are estimated to be is in the 75-90 foot range.
- He stated that staff has raised concerns over how much parking and the amount of paving they might have contiguous on the alley and noted that perhaps they would require vegetative spacing in between those at a certain interval.
- Alley loaded single family is something to ask developers to do and suggested that there not be a wraparound porch on the ends, but architectural elements on those ends to help enliven the street end so, it doesn't look like it is chopped off.
- Mr. Veighe showed some renderings of various examples of front loaded townhouses and duplexes. He stated the images show the garages not being contiguous and that there are one car garages interrupted by building face and front porches.
- They would suggest having either building projections or porches always being in front of the garage doors, and attached single family with double car garages.
- He stated they would like the commission's perspective on these building types within the Atlas Waterfront neighborhood and noted the areas located on the map.
- He stated that having parking underneath the building would make a lot of sense and assumed that it would be for the homes along the alley, and would not be completely buried parking.
- He suggested one thing to change on the plan would be to put south facing courtyards that will overlook the water.
- In regard to free standing retail and office, Mr. Veighe suggested that they have a fair amount of surface parking adjacent to it. He also suggested having the buildings fronting the street creating a grid street edge condition with parking off to the side, hiding the parking as much as possible.

Mr. Vegihe concluded his presentation.

Ms. Anderson inquired if Mr. Veighe could point out on the map all the blocks that would allow any commercial uses, such as offices and retail.

Mr. Veighe stated that the commercial uses would start from the west going to the east and pointed out on the map those areas designated.

Chairman Messina said that this is a workshop and a preliminary design and that they are not approving anything. He added that when the commission feels the plan is ready to be presented to the Planning Commission, that date will be announced.

### **Commission and Staff Questions:**

Commissioner Luttrupp questioned if ignite owns the property. Mr. Berns stated that they do own the property.

Commissioner Luttrupp questioned if ignite will develop the property or will they be seeking proposals. Mr. Berns explained that, as they stated in the presentation, they will seek proposals on a specific block from developer and sell that property to them through the development price. The developer will build the product that is agreed upon after submitting his proposal and that way they will get the money up front to pay for the property.

Commissioner Luttrupp inquired if modifications will be allowed. Mr. Berns answered that it could be a possibility.

Commissioner Ingalls commented that when he starts seeing buildings over 4 stories it makes him nervous. He stated that he hopes that, in the future, they will be seeing a master PUD to come before the commission. He stated that during the presentation the various vegetation was mentioned and where parking will be located, and commented that it is the kind of stuff the Design Review Commission looks at. He questioned if the proposal will generate a 3<sup>rd</sup> special area. He explained that Riverstone is platted and all the improvements went in and commented that in order to sell lots, infrastructure needs to be in before construction is started. He questioned who will be responsible for putting in the entire infrastructure and questioned if the city will play "banker."

Mr. Boyd explained that the development standards are going to define the product type and the character in each of the blocks. He stated, as an example, that if a developer comes along and buys a lot, the developer will have to complete the infrastructure. He explained that if a developer wants to buy a lot, Mr. Berns will have to be able to make a quick decision with an approved RFP by the Planning Commission. He reminded the commissioners that the market will drive what will be in that area.

Commissioner Ingalls said that he concurred, but they have to be comfortable with the future master PUD.

Mr. Boyd explained that that is why they are doing the workshops -- to get the information to make it work - but it has to be a balanced plan for ignite to sell off the property for development.

Mr. Holm stated that, from a staff perspective, looking at blocks 2, 3, 4, 5, and 6, he could see as this area is developed in the future, the pressure to shut the street down and have a party. He said that if they intend to put a lot of curb cuts along the fronts of those lots or blocks, those types of things will be prohibited. He encouraged the commission to give some thought to the future viability of the street as it fronts the waterfront and to shut down the street, but in case of a fire, emergency services can get down the street if there is an emergency.

Mr. Boyd stated that within the master plan for those specific lots there aren't any curb cuts on that street, with everything loaded from the back.

Mr. Holm commented that there will be 25% extra area along the frontage for public use if they are able to shut down the street.

Chairman Messina expressed that he is for a plan like this and emphasized the need for flexibility, but to be cautious because they might get something they don't want. He questioned if it will come back to the commission as a Planned Unit Development (PUD) and explained that once a PUD is approved and there is a major change, it will need to come back to the commission.

Ms. Anderson stated that it is a goal to build in flexibility, so it doesn't have to come back to the commission for every change.

Mr. Holm stated that he can see each one of the blocks developed by separate developers and questioned if there will be a master set of CC&R's for the entire site. Mr. Boyd stated that might be premature, but the idea is that there won't be individual CC&R's, but there will be master design guidelines to start.

Mr. Holm referenced the development Meadow Ranch and explained that when that project was approved, staff came up with some unique language in their CC&R's where they have an "odor" easement. He stated that, in this case, he could see doing something similar and, as an example, for someone to say they don't want a market next to them in the future, but waving your rights would allow uses to be flexible over time.

Ms. Fleming stated that she would like to see some flexibility in these blocks to have a restaurant close by so you can walk to it, and suggested more restaurants on the water.

Mr. Boyd said that it was great feedback and commented that they have been working on parking and are suggesting parallel parking that would allow more walkable streets.

Chairman Messina asked that, given the plan that was just presented, is there anything the commission should look at for each of their departments.

Bill Greenwood, Parks and Rec Director, said that they like the plan and are interested to see how it will serve the parks once the infrastructure is in. He commented that everything the team has put together is great!

Terry Pickel, Water Superintendent, explained that if you put the utilities in the alley, they will have to have a minimum 10 foot spread, 30 foot easement, 45 foot street, and he doesn't see that there will be enough room. He commented that the density needs to be known upfront, so they can place a 12 inch main from west to east where they have a new well. He further said that they just found a new water source attached to the property and can use the water right for irrigation; but, before they can use it, the waterfront property will likely have to have a plan for the water before they lose it.

Lee Brainard, Police Captain, stated that he is the Operations Division Commander, and that they are concerned with crime prevention design standards. He said that from looking at the design, he sees some design elements at the beginning stages that are worthy of a conversation based on crime statistics, natural surveillance, natural territorial reinforcement, accessibility and visibility, and he is not sure if this is the venue for them to ask those questions, but they don't know what the design standards are yet.

Commissioner Mandel inquired if there is an example of crime prevention.

Mr. Brainard said that they look at subcategories that contribute to positive activity or negative activity generators, territorial reinforcement, type of lighting, accessibility, and traffic calming, and that this is not a new concept for the police department. The goal is to find things before they cause problems.

Mr. Veighe said that he could give an example and explained that at GGLO they have been looking at crime prevention. He said that they have worked on a lot of housing projects where there is mixed income and they try to change the neighborhood.

Chairman Messina directed that if any departments have other concerns, to please get them to Ms. Anderson so she can direct the concerns to the commission. He commented that their goal is to get it done, but they are not going to rush.

Bobby Gonder, Fire Department, said they look at access to and through, street widths, and turning radiuses because trucks are bigger and longer. He said that they don't go down alleys because their trucks are too big. He expressed concern about the density of the buildings and explained there are a lot of close homes that fire can jump down the line, especially if vinyl siding is used. He commented that they are flexible and it is important for them to be involved in the early development process. He said that hydrant placement is a concern, and it is important to have sprinkler systems for multifamily. Snow storage is also important. Mr. Gonder said they are willing to give assistance where needed.

Chris Bosley, City Engineer, said that in regard to snow removal, it is important to not pile it on sidewalks, and he explained that they don't plow alleys and that garbage pickup happens in alleys and it gets challenging in the winter and generally in the downtown area, there is no room for snow to plow alleys. He stated these types of things need to be thought through on how they will occur and, especially, if there are going to be mandatory alleys where the people are required to park in the alleys, which becomes an issue as far as getting the snow out and can be challenging. On street parking, Mr. Bosley said he noticed that

there is a lot for parking on the river frontage which is great, but it would be nice to have it be addressed in the Planned Unit Development (PUD) that designates the type of parking it will be.

Ted Lantsky, Building Official, said that with townhouse construction you can build right next to each other and there are no requirements for fire sprinklers. He suggested making sure that single family residences aren't close to property line. He also said that the public park is great, and to make sure to have accessibility to boat launches.

Councilmember Miller said that she likes the conversations and hopes the process works and is excited to hear that they are proposing flexibility within the blocks, and commented that if any problems come up, she is confident that they will figure it out.

Mr. Gonder commented that he appreciates flexibility, but if someone wanted a multifamily home, additional street cuts will be required for fire lines, which can cause problems.

Chairman Messina asked how it would be handled if an applicant wanted to work on a different phase.

Mr. Boyd explained that the way the districts are set up is by how much that specific district has and how the infrastructure will be funded.

Commissioner Luttrupp stressed the importance of flexibility.

Commissioner Ingalls inquired about the triangle piece and asked if it is in play and will it be part of the plan.

Mr. Boyd said that they do have some thoughts on that piece of property, but reminded the commission that the city council and ignite control the property and will be looking out for what is best for the community.

Ms. Anderson asked if the design team wanted feedback today such as how many stories, multifamily, etc. She commented that a question was asked if Design Review will be involved and, based on the various flexible scenarios, if they know what would the maximum number of units would be.

Commissioner Rumpler said that this is a great property and it will be a difficult balancing act. He said that he has always felt the river is very important and commend the work that has been done and hopes when decisions are to be made hope we give you all the tools to be successful.

Chairman Messina inquired if there is a timeline for this project.

Mr. Boyd stated the intent for today was to get a feel for what they presented today. He commented that he thinks they are getting close but there is a lot of detail that needs to be worked out and they will take comments from today and incorporate those into the plan and maybe have another workshop.

Chairman Messina said he would like to have another workshop and explained that by having more clarity, it will cut down the amount of time it takes to present to the commission.

Commissioner Mandel said that she has lived in urban areas and knows when she sees it and would like to have some reference points, so they can understand the vision.

Ms. Anderson thanked the commission and said they will look at possible dates to schedule another workshop.

Prepared by Shana Stuhlmiller, Public Hearing Assistant