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**BEFORE THE HEARING EXAMINER FOR THE CITY OF BELLEVUE**

In the Matter of an Application for a )  
Conditional Use Permit for )  
TILlicum Middle School )  
To demolish the existing building )  
And construct a new two-story school )  
On the same site at 1280 160<sup>th</sup> Avenue SE )

**FILE NO: 15-107834 LB**

**FINDINGS OF FACT,  
CONCLUSIONS OF LAW  
AND DECISION**

**SUMMARY**

**1. Decision.** The application is approved, subject to conditions.

**2. Request.** To replace the existing Tillicum Middle School with a new two-story building of approximately 178,000 square feet, able to accommodate 1400 students and 90 faculty. Significant improvements will be made to the off-street facilities for picking-up and dropping-off students. Modifications will also be made to landscaping, parking and playfields on the 26.9-acre site. Existing trails and paths will remain.

**3. Procedure.** The Bellevue School District, applicant, held a well-attended public meeting on this project on October 1, 2014, in the school library. Many attendees spoke about the need for more efficient drop-off and pick-up facilities. The application for the project was filed on March 26, 2015. Notice of the application was duly published, mailed and posted. The City held a public meeting on April 30, 2015. Four neighborhood residents attended. In the interim prior to the Hearing Examiner public hearing, three emails and two letters were received. The City and the School District responded to these communications by letter and at the hearing.

Review was conducted pursuant to the State Environmental Policy Act (SEPA). The School District, as an agency with jurisdiction, issued a Determination of Non-Significance (DNS) on February 15, 2015. No appeals were filed.

The Hearing Examiner hearing was held after due notice on November 19, 2015. Antoinette Pratt, Senior Planner, and Molly Johnson, Transportation Reviewer, represented the

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1 City. Jack McLeod, Facilities Manager, represented the School District. Testimony was  
2 provided by Ed Koltonowski, Traffic Consultant. There was no public testimony.

3  
4 **FINDINGS OF FACT**

5 1. Bellevue School District 405 seeks a Conditional Use Permit to demolish the existing  
6 Tillicum Middle School and to replace it on the same site with a new larger facility.

7 2. The school is located at 1280 160<sup>th</sup> Avenue SE within the Southeast Bellevue Subarea.  
8 Tillicum lies adjacent to the south side of Phantom Lake Elementary School. Phantom Lake  
9 Elementary was rebuilt pursuant to a Conditional Use Permit issued in 2002. The site the two  
10 schools share comprises 26.9 acres.

11 3. The present plant at Tillicum comprises a 92,263 square foot structure. The present  
12 student population is 706. The proposed new two-story facility will contain approximately  
13 178,000 square feet and be able to accommodate 1,400 students and 90 faculty. Though much  
14 larger in square footage, the new facility will occupy nearly the same footprint as the present  
15 school, pushing just slightly farther north on the site. The increased space will come from  
16 increased height.

17 4. Projections are that Tillicum will not reach its full student capacity for a number of  
18 years, but the School District wishes to preserve the potential for growth, given the lack of  
19 availability of large sites like this for future expansion.

20 5. The existing school is composed of six interconnected buildings. Athletic and play  
21 fields are located to the south and east of the school buildings. To the northeast are tennis courts.  
22 A wetland buffer runs along the southern perimeter of the property abutting SE Phantom Way.

23 6. The site is within a large residential area interspersed with parks. To the immediate  
24 west and south are single-family homes. Further south is the actual water body, Phantom Lake.  
25 More single family residences lie north of the adjacent elementary school. To the east of the  
26 playing fields is the Lake Hills Community Park which is bordered with single-family uses  
27 farther east.

28 7. The zoning for the property is R-5. A Conditional Use Permit is needed when the  
29 modification of a school involves an increase of 20 percent or more in the number of students.  
30

1 8. The new school will maintain its frontage along 160<sup>th</sup> Avenue SE, with the primary  
2 academic areas to be located on the southern half of the first floor. The band, mechanical and  
3 electrical space and the gymnasium will be located to the north.

4 9. The school will be served by existing public facilities which, with the exception of  
5 streets, are adequate to accommodate the demands of the development. Temporary daily traffic  
6 congestion on 160<sup>th</sup> Avenue SE and SE 16<sup>th</sup> Street will be considerably relieved by an improved  
7 system for pick-up and drop-off of students.

8 10. Site traffic circulation will be located on the western edge of the property and along  
9 the northern perimeter. The main entrance will be on the western face of the building, adjacent  
10 to a large new area for queueing and visitor parking. A completely separate northern parking lot  
11 will be used for school bus service and faculty/staff parking. A total of 130 parking stalls will be  
12 provided on site.

13 11. 160<sup>th</sup> Avenue SE is a 24-foot wide collector arterial. The process of students being  
14 picked up or dropped off at the beginning and ending of the school day now causes significant  
15 short-term congestion in the nearby street network. Queues often extend from the parking lot  
16 south about 900 feet along 160<sup>th</sup> Avenue SE to the intersection with SE 16<sup>th</sup> Street. At such  
17 times northbound non-school traffic on 160<sup>th</sup> Avenue NE cannot get through.

18 12. To provide relief from this congestion, a new area for queueing will be constructed in  
19 front of the school and off of the street. The site redevelopment will improve the 160<sup>th</sup> Avenue  
20 SE frontage with curb, gutter, sidewalk, a planting strip, and a total of three driveways. The  
21 northerly driveway will access the north lot where the busses go. The off-street pick-up/drop-off  
22 area, near the school entrance, will be accessed by two more southerly driveways, and will  
23 include a long queueing loop south of the visitor parking area. The pick-up/drop-off lane will be  
24 bordered by a bypass lane near the school entrance. An additional lane for right turn  
25 channelization leading to the south driveway will be provided on 160<sup>th</sup> Avenue SE to provide  
26 additional queueing space. The site design provides curbside loading/unloading space for 33  
27 cars at once.

28 13. In testimony, the traffic consultant noted that today's 300 feet of queueing space will  
29 be replaced by 1,650-1,750 of feet of queueing space, providing a much longer area for  
30 simultaneous drop-off/pick-up than at present. He also pointed out that the area will be widened

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1 to allow easy bypass of waiting cars to speed up the individual car waiting time. Further, he  
2 observed that northbound traffic on 160<sup>th</sup> Avenue SE not associated with the school will no  
3 longer be caught in the northbound queue.

4 14. SE 16<sup>th</sup> Street borders the site on its southern edge and is a collector arterial. The  
5 street has two 12-foot lanes and minimal shoulders. The intersection of 160<sup>th</sup> Avenue SE and SE  
6 16<sup>th</sup> Street is stop controlled on SE16<sup>th</sup>. The southbound leg of 160<sup>th</sup> Avenue SE now backs up  
7 during the morning rush, because left turns onto SE 16<sup>th</sup> are impeded by the high volume of  
8 eastbound traffic on SE 16<sup>th</sup> turning left onto 160<sup>th</sup> Avenue SE. This is to be remedied by  
9 disallowing left turns from 160<sup>th</sup> to SE 16<sup>th</sup> in peak periods. The restriction will force some  
10 drivers to take a more circuitous route, but will provide better overall operation for intersection  
11 users as a whole. The restriction will be implemented via a flashing beacon and a sign saying  
12 “No left turn when flashing.”

13 15. The traffic improvement program is the product of analysis and creative thinking by  
14 Gibson Traffic Consultants and the City’s transportation staff. The planning accommodates the  
15 increase in student population to 1,400. The City intends to conduct an ongoing traffic  
16 management program, periodically monitoring conditions on and around the site.

17 16. A citizen’s letter was received the day before the public hearing questioning the  
18 objectivity of the SEPA review and the traffic analysis. The letter asked for additional City  
19 scrutiny of the project. The City, the School District and the traffic consultant responded to the  
20 letter at the hearing explaining the SEPA process performed and the traffic analysis done,  
21 maintaining that both were thorough and accurate. No evidence to the contrary was presented.

22 17. The other public comment on the proposal related to effects of stormwater runoff on  
23 the waters of Phantom Lake. The City responded by describing the facilities to be used to  
24 control runoff, stating that relevant standards (tightened since previous projects) will be met  
25 through a combination of flow control, water quality treatment and on-site stormwater  
26 management. Runoff from the new development will be conveyed to an underground detention  
27 vault which will release water at rates designed to match flows at pre-development rates. In  
28 addition, a green roof and bio-retention areas will be used to reduce runoff from portions of the  
29 project. A “modular wetland system” will be located downstream of the detention vault to  
30

1 provide enhanced basic treatment and phosphorus control for runoff from impervious surfaces  
2 and artificial turf. The City predicted significant reductions in pollutants reaching the lake.

3 18. At the time of the rebuild of the adjacent Phantom Lake Elementary School, it and  
4 Tillicum Middle School occupied separate parcels. These have since been combined into one  
5 and the property line removed. The Hearing Examiner who approved the Phantom Lake project  
6 included two conditions under the then-effective code which are not appropriate today for the  
7 Tillicum project. One set a limit 1,000 on student limit at Tillicum, and the other required the  
8 establishment of a Native Growth Protective Area (NGPA) on a portion of the property. For  
9 some reason the NGPA was never filed. The Land Use Code (LUC) no longer contains a  
10 student per acre requirement. Further, the geotechnical work for the Tillicum project shows that  
11 the site does not meet the requirements for steep slopes under the updated code, thus eliminating  
12 the need for an NGPA. The Staff is asking that these conditions be removed.

13 19. The criteria for approval of a Conditional Use Permit are set forth at LUC  
14 20.30B.140, as follows:

- 15 1. The Conditional Use is consistent with the Comprehensive Plan.
- 16 2. The design is compatible with and responds to the existing and intended  
17 character , appearance, quality of development and physical characteristics  
18 of the subject property and immediate vicinity.
- 19 3. The Conditional Use will be served by adequate public facilities, including  
20 streets, fire protection and utilities.
- 21 4. The Conditional Use will not be materially detrimental to uses or property in  
22 the immediate vicinity of the subject property.
- 23 5. The Conditional Use complies with the applicable requirements of this Code.

24 20. The Staff Report analyzes the proposal against these criteria and finds that, as  
25 conditioned, the project will be consistent with them. The Hearing Examiner concurs with this  
26 analysis and adopts the same. The Staff Report is by this reference incorporated herein as  
27 though fully set forth.

28 21. Notice is taken that schools are commonly placed within residential areas. For  
29 persons who chose to live in neighborhoods near schools, a reasonable expectation is that a  
30 certain amount of extra traffic will be present around the school site at the beginning and end of  
the school day. Tolerating some inconvenience from this situation is simply a part of normal

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1 community life. In the present case, the temporary daily traffic snarl is being reduced if not  
2 eliminated through innovative project design. The net result will be a significantly improved  
3 traffic situation at the newly-built school.

4 22. Any conclusion herein which may be deemed a finding is hereby adopted as such.

### 5 **CONCLUSIONS OF LAW**

6 1. The Hearing Examiner has jurisdiction over this proceeding. It is a Process I decision.  
7 LUC 20.35.015(B)(1).

8 2. Within an R-5 land use district, a Conditional Use Permit is required for educational  
9 facilities that will increase student population beyond 20 percent. LUC 20.10.440 (Services  
10 footnote 25).

11 3. The requirements of SEPA have been met.

12 4. The project, as conditioned meets the approval criteria for a Conditional Use Permit.  
13 LUC 20.30B.140.

14 5. The record provides no factual basis for rejecting the traffic analysis performed, nor  
15 for finding the SEPA analysis inadequate. Generalized and unsupported allegations of bias are  
16 not enough to reject the Staff's recommendations.

17 6. The record shows that adequate provision has been made for handling drainage from  
18 the subject property.

19 7. The Examiner is persuaded that a condition limiting the number of students and a  
20 condition requiring a Native Growth Protection Area should not be a part of this approval.  
21 Under current law, such conditions are not called for. However, the Examiner lacks the authority  
22 to eliminate conditions in the separate Phantom Lake Elementary School decision issued in 2002.  
23 He respectfully refers to the City Attorney's Office the questions of whether these obsolete  
24 conditions must be removed from the prior decision, and of how to accomplish this if it must be  
25 done.

26 8. Any finding herein which may be deemed a conclusion is hereby adopted as such.

### 27 **CONDITIONS**

#### 28 **GENERAL CONDITIONS**

29 **1. Vehicular Access Restrictions:** All vehicular access to and from the site is  
30 intended to be via three driveways on 160th Avenue SE. Vehicle queuing space totaling

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1 1650 feet shall be provided on the site. If vehicle queues extend from the site into the  
2 street, turning restrictions may be required at the driveways to prevent impacts to  
3 through-traffic.

4 **2. Provisions for Loading:** The property owner shall provide an off-street loading  
5 space which can access a public street. This must include an off-street location for garbage  
6 pick-up, which must be acceptable to the garbage hauler. On-street loading and unloading  
7 will not be permitted.  
8

9 **PRIOR TO ISSUANCE OF ANY CLEAR AND GRADE PERMIT**

10 **1. Right-of-Way Use Permit:** Prior to issuance of any construction or clearing and  
11 grading permit, the applicant shall secure applicable right-of-way use permits from the  
12 City's Transportation Department, which may include:

- 13 a) Designated truck hauling routes.  
14 d) Truck loading/unloading activities.  
15 e) Location of construction fences.  
16 f) Hours of construction and hauling.  
17 g) Requirements for leasing of right of way or pedestrian easements.  
18 h) Provisions for street sweeping, excavation and construction.  
19 i) Location of construction signing and pedestrian detour routes.  
20 j) All other construction activities as they affect the public street system.  
21

22 In addition, the applicant shall submit for review and approval a plan for providing  
23 pedestrian access during construction of this project. Access shall be provided at all  
24 times during the construction process, except when specific construction activities  
25 such as shoring, foundation work, and construction of frontage improvements  
26 prevents access. General materials storage and contractor convenience are not reasons  
27 for preventing access.

28 The applicant shall secure sufficient off-street parking for construction workers  
29 before the issuance of a clearing and grading, building, a foundation or demolition  
30 permit.

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**2. Civil Engineering Plans — Transportation:** Civil engineering plans produced by a qualified engineer must be approved by the Transportation Department prior to issuance of the clearing and grading permit. The design of all street frontage improvements and driveway accesses must be in conformance with the requirements of the Americans with Disabilities Act, the Transportation Development Code, the provisions of the Transportation Department Design Manual, and specific requirements stated elsewhere in this document. All relevant standard drawings from the Transportation Department Design Manual shall be copied exactly into the final engineering plans.

Requirements for the engineering plans include, but are not limited to:

- a) Traffic signs and markings, including beacons and programming equipment.
- b) Curb, gutter, sidewalk, and driveway approach design. The engineering plans shall be the controlling document on the design of these features; architectural and landscape plans must conform to the engineering plans as needed.
- c) Curb ramps, crosswalk revisions, and crosswalk equipment such as pushbuttons. Reference ADA compliance or provision of MEF form.
- d) Installation or relocation of streetlights and related equipment.
- e) Street lighting.
- f) Undergrounding of existing overhead utility lines, which should be coordinated with adjacent sites. Transformers and utility vaults to serve the building shall be placed inside the building or below grade, to the extent feasible.
- g) Sight distance. Show the required sight triangles and include any sight obstructions, including those off-site. Sight distance triangles must be shown at all driveway locations and must consider all fixed objects and mature landscape vegetation. Vertical as well as horizontal line of sight must be considered when checking for sight distance.
- h) Location of fixed objects in the sidewalk or near the driveway approach.
- i) Trench restoration within any right of way or access easement.

Construction of all street and street frontage improvements must be completed prior to closing the clear and grade permit and right of way use permit for this project. A Maximum Extent Feasible (MEF) form must be provided to the Transportation



1 Department for any aspect of any pedestrian route adjacent, to or across any street that  
2 cannot feasibly be made to comply with ADA standards. MEF forms must be provided  
3 prior to approval of the clear and grade plans for any deviations from standards that  
4 are known in advance. MEF forms provided in advance may need to be updated prior  
5 to project completion. For any deviations from standards that are not known in  
6 advance, MEF forms must be provided prior to project completion.

7 **PRIOR TO ISSUANCE OF ANY BUILDING PERMIT**

8  
9 **1. Building and Site Plans — Transportation:** Building plans, landscaping plans,  
10 and architectural site plans must accommodate on-site traffic markings and signs and  
11 driveway design as specified in the engineering plans. Building plans, landscaping  
12 plans, and architectural site plans must comply with vehicle and pedestrian sight  
13 distance requirements, as shown on the engineering plans. BCC 14.60.060; 110; 120;  
14 150; 180; 181; 190; 240; 241

15 **2. Existing Easements:** Any utility easements contained on this site which are  
16 affected by this development must be identified. Any negative impact that this  
17 development has on those easements must be mitigated or easements relinquished.  
18 BCC 14.60.100

19 **3. Sidewalk/Utility Permits:** The applicant shall provide sidewalk and utility  
20 easements to the City such that sidewalks outside of the City right of way along the  
21 property frontage are located within a pedestrian easement area. BCC 14.60.100

22 **4. Signs:** The proposed signage shown throughout the submittal is not approved  
23 with this application. A separate sign package shall be submitted for DSD for staff  
24 review and approval. Any proposed sign shall be architecturally compatible with the  
25 existing building. BCC 22B.10.040.6.1,2

26  
27 **5. Final Utilities Approval:** The Utilities Department approval of the  
28 Conditional Use application is based on the preliminary utility design. Final civil  
29 engineering of the utility design may require changes to the site layout to  
30 accommodate the utilities. BCC Title 24.02., 24.04, 24.06

1       **6. Developer Extension Agreement:** The water, sewer, and storm drainage  
2 systems shall be designed per the current City of Bellevue Utility Codes and Utility  
3 Engineering Standards. Utilities Department design review, plan approval, and field  
4 inspection is performed under the Developer Extension Agreement and Utilities  
5 Permit Processes. BCC Title 24.02, 24.04, 24.06

6       **7. Construction Hours: Construction Hours:** Normal hours for construction  
7 related noises are from 7:00 a.m. to 6:00 p.m. Monday through Friday and 9:00 a.m. to  
8 6:00 p.m. on Saturday. No deliveries shall be scheduled prior to 7:00 a.m. or after 6:00  
9 p.m. Exceptions for construction related noise limitations contained in the Noise  
10 Control Code MAY be granted pursuant to 9.18.020C.1 when necessary to  
11 accommodate construction on schools which cannot be undertaken during exempt  
12 hours. No blanket exemption exists. Allowances for short term work outside of normal  
13 hours for construction related noise shall be limited and will be reviewed on a case by  
14 case basis to verify necessity and ensure appropriate noise mitigation is utilized to  
15 protect surrounding uses and properties. If expanded hours are necessary to  
16 accommodate a specific component of the school construction, **the District must apply**  
17 **for a separate noise permit for review and approval by staff.** In this time period, the  
18 site shall be posted on all street frontages prior to the start of construction activity. BCC  
19 9.18.040

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21       **CONDITIONS PRIOR TO CERTIFICATE OF OCCUPANCY:**

22       **1. Street Frontage Improvements:** All street frontage improvements and other  
23 required transportation elements, including street light and traffic sign and beacon  
24 revisions, must be constructed by the applicant and accepted by the City Inspector. All  
25 existing street light and traffic signal apparatus affected by this development, including  
26 traffic controllers, pedestrian signal poles, traffic signal poles, and power sources, must be  
27 relocated as necessary. Existing overhead lines must be relocated underground. All  
28 required improvements must be constructed as per the approved plans or as per direction  
29 of the Transportation Department inspector. Bonding or other types of assurance devices  
30 will not be accepted in lieu of construction, unless the City requires a delay. BCC 14.60;

1 Comprehensive Plan Policy UT-39; Transportation Department Design Manual; and  
2 Transportation Department Design Manual Standard Drawings.

3 **2. Pavement Restoration:** Pavement restoration associated with street frontage  
4 improvements or to repair damaged street surfaces shall be provided as follows:  
5

6 160<sup>th</sup> Avenue SE is classified as Standard Trench Restoration along the frontage of the  
7 site. SE 16<sup>th</sup> Street classified as Overlay Required. Trenching within the intersection of  
8 160<sup>th</sup> Avenue SE and SE 16<sup>th</sup> Street may or may not require a grind and overlay,  
9 depending on the determination of the city's Pavement Manager and the conditions of  
the right of way use permit for the project.

10 For any asphalt street surface classified as Overlay Required, any trenching or  
11 construction-related damage to the street surface generally requires a grind and  
12 overlay at least 50 feet long for the full width of any affected lane. Details will be  
specified in the right of way use permit for this project.

13 BCC 14.60. 250; Design Manual Design Standard #23

14 **3. Transportation Management Program:** BSD and the administrators of TMS  
15 shall implement a transportation management program with the goal of accommodating  
16 pick-up and drop-off activity and vehicle queuing on-site as much as feasible, with  
17 minimal off-site traffic impacts. Prior to initial occupancy of the building, the school  
18 district shall submit a detailed transportation management program and policies for City  
19 review and approval. The program and policies shall include at least the following:  
20

21 a) Provide on-site traffic monitors whose duties include managing peak on-site  
22 traffic flow as needed. Traffic monitors must be adequately trained and be  
provided in sufficient numbers to effectively manage traffic in every peak period.

23 b) At the beginning of each school year, and periodically as needed, the school  
24 district or school administrators shall provide information to parents, staff, and  
25 students regarding proper traffic and pedestrian behavior and safety, and  
26 encouraging the use of buses, carpooling, and other modes of travel. Information to  
parents must emphasize the need to obey traffic monitors.

27 c) At the beginning of each school year, and periodically as needed, the school  
28 district or school administrators shall provide contact information to recognized  
29 neighborhood groups near the site and to any nearby resident who requests contact  
30 information so that nearby residents can easily report to the school district regarding  
off-site traffic problems related to TMS.

1 d) The BSD and the administrators of TMS shall be responsible to review and  
2 revise the traffic management program as needed in order to improve and  
3 implement the program for the long-term with the intent of achieving the goal stated  
4 above; that is, to accommodate pick-up and drop-off activity and vehicle queuing  
5 on-site as much as feasible, with minimal off-site traffic impacts. The program shall  
6 include a policy on how to notify each new school administrator about the  
7 requirements of the program and a policy requiring each administrator to continue  
8 the program each year. The program shall include a method for addressing reports  
9 of school-related traffic problems from nearby residents.

10 BCC 14.60.180

11 **CONDITIONS REQUIRED POST CERTIFICATE OF OCCUPANCY:**

12 **1. Future Transportation Condition if Significant Traffic Safety or Congestion**  
13 **Problems are identified:** If necessary to address specific concerns with safety,  
14 pedestrian access, off-site traffic impacts, or the required transportation management  
15 program, the school district may be required to obtain the services of transportation  
16 consultants and/or to pay for city staff review time through a Predevelopment Services  
17 application or similar procedure. Based on the results of such work, the school district  
18 may be required to make changes in the traffic management program, the crossing guard  
19 program, or other non-capital transportation programs or services. BCC 14.60.050, 060,  
20 Comprehensive Plan Policy TR 35

21 **DECISION**

22 The requested Conditional Use Permit for the replacement of Tillicum Middle School  
23 (File No. 15-107834 LB) is approved, subject to the conditions set forth above.

24 **DONE**, this 3rd day of December, 2015.

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26 Wick Dufford, Hearing Examiner 

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**NOTICE OF RIGHT TO APPEAL**  
(Pursuant to Resolution No. 5097)

**RIGHT TO APPEAL-TIME LIMIT**

A person who submitted written comments to the Director prior to the hearing, or submitted written comments or made oral comments during the hearing on this matter, may appeal the decision of the Hearing Examiner to the Bellevue City Council by filing a written appeal statement of the Findings of Fact or Conclusion being appealed, and paying any appeal fee, no later than 14 calendar days following the date that the decision was mailed. The appeal must be received by the City Clerk by **5:00 p.m. on December 17, 2015.**

**TRANSCRIPT OF HEARING-PAYMENT OF COST**

An appeal of the Hearing Examiner's decision requires the preparation of a transcript of the hearing before the Hearing Examiner. Therefore, the request for appeal must be accompanied by an initial deposit of \$100. Should the actual cost be less the amount of the deposit, any credit due shall be reimbursed to the appellant. Should the cost for transcript preparation be more than the deposit, the appellant will be additionally charged.

**WAIVER OF TRANSCRIPTION FEE**

Upon request, the City Clerk will waive transcription fees upon submission by an appellant of the following documentation: a) an affidavit stating that the appellant's net financial worth does not exceed \$20,000; b) an affidavit stating that the appellant's annual income does not exceed \$5,200; c) a brief statement of the issues sought to be reviewed; d) a designation of those parts of the record the party thinks are necessary for review; e) a statement that review is sought in good faith.

The transcription fee waiver is available to individuals over eighteen (18) years of age and is not available to corporations, companies, partnerships, or any business, enterprise, community club or and social recreational organization.

