

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Clarification of Council Direction Regarding Potential Interlocal Agreement with the Shoreline Water District
DEPARTMENT:	City Manager's Office
PRESENTED BY:	Kristoff T. Bauer, ~~Assistant~~ ^{KTB} to the City Manager

EXECUTIVE / COUNCIL SUMMARY

On March 19, 2001, staff reviewed the contents of a report drafted by CH2M Hill regarding the potential assumption of the Shoreline Water District. In response to that discussion, a majority of your Council directed staff to seek an interlocal agreement with the Shoreline Water District (District) specifically stating that assumption of the District should be included as an option in that interlocal. While there was some consensus regarding important elements of such an agreement, staff had not adequately prepared your Council for a detailed discussion of the desired objectives of such discussions with the District. This agenda item is intended to provide your Council with an opportunity to discuss and clarify said objectives and to direct staff regarding key agreement terms.

The following is a list of potential **objectives**, some of which were mentioned by one or more Councilmembers, and some of which are proposed by staff for discussion:

- 1) Create a City water utility as soon as possible.
- 2) Move toward the eventual creation of a City water utility serving all of Shoreline.
- 3) Assist the City in acquiring Seattle Public Utilities' water service area within Shoreline.
- 4) Take action to improve the consistency and quality of water service within the area of Shoreline currently served by Seattle.
- 5) Assert control over key policy decisions before the District Board, e.g. capital investment, facility development.
- 6) Influence key policy decisions before the District Board, e.g. capital investment, facility development.
- 7) Gain a meaningful voice for the City in regional water supply discussions.
- 8) Monitor regional water supply discussions.
- 9) Consolidate services and seek operational efficiencies.

Staff is not suggesting that there was expressed Council consensus supporting any of the above objectives. In fact, not all of the objectives in the above list are consistent with each other. Council discussion regarding alterations or prioritization of the above objectives, or deletions or additions to the above list of objectives is sought in order to achieve that consensus.

The following is a list of **key terms** intended to provide your Council with an opportunity to discuss and explore the impact of chosen objectives on actual language of an interlocal agreement with the District:

- ❖ **Duration:** Would the agreement have a specific term, e.g. two years or seven years? In the alternative, would the term be tied to other specific events, e.g. the acquisition of the Seattle service area?
- ❖ **District Responsibilities:** What are the key responsibilities your Council would like to see the District commit to, e.g. negotiating directly with Seattle on acquisition? Briefing your Council on specific issues of interest?
- ❖ **City Responsibilities:** What are expected to be the key responsibilities of City staff, e.g. monitoring specific District activities, developing City recommendations on specific policy issues? How would the City financially support these activities?
- ❖ **Restrictions on District Actions:** Would your Council require commitments from the District Board not to take certain actions, e.g. acquire service area outside the City, execute "poison pill" or "golden parachute" contracts, or take other actions increasing the difficulty or cost of potential City assumption?
- ❖ **Restrictions on Council Actions:** Would your Council agree to not take certain actions during the term of the agreement, e.g. assumption?
- ❖ **Conclusion:** What happens at the end of the agreement? Should there be a specific end result, such as an agreed assumption, or simply left to a future Council to decide?

Both **objectives** and **key terms** are discussed in more detail in the following analysis.

RECOMMENDATION

This item is for discussion purposes only. No formal action is required. Consensus, however, on the desired objectives of an interlocal agreement with the Shoreline Water District is requested.

Approved By: City Manager 410 City Attorney na

BACKGROUND

On March 19, at the conclusion of significant analysis related to water services within the City, your Council discussed which of the following three courses of action should be pursued by the City:

- 1) **Interlocal With The District** – The District has offered to begin discussions regarding the development of an interlocal with the City to address pressing City issues related to water service and to foster a closer working relationship.
- 2) **Take No Action** – Your Council could decide to take no action to change the City's current role in water services directing staff to simply focus on developing long-term franchises with both providers and monitoring issues as appropriate.
- 3) **Assume The Water District** – Your Council could direct staff to initiate necessary action to bring an assumption ordinance to your Council for consideration at the earliest opportunity. Based on prior discussions with your Council, selection of this option would also imply an intention to move toward the eventual consolidation of water service for the entire City under a City water utility.

The majority of your Council expressed a desire for staff to pursue option 1 above with the added statement that such an interlocal with the District should include the *option* of assumption. Individual Councilmembers also expressed a variety of opinions regarding when that option should ripen. There were a number of other interests and concerns raised by individual Councilmembers, but it was unclear whether these statements expressed the consensus of the Council.

Further, the phrase utilized by your Council in providing direction to staff is inherently ambiguous. Your Council has had the legal *option* to assume the District since the City's incorporation. Doing so was actually one of the three *options* presented to your Council. So this expression must refer to something else and can be interpreted in at least two dramatically different ways.

It could be argued that this statement was an expression of willingness to restrict the City's existing authority to assume the District during some period to be defined in the interlocal. This interpretation is consistent with your Council's decision not to move forward with assumption and the comments of a number of individual Councilmembers about this option becoming ripe at the end of the term of an interlocal agreement. This interpretation would also be consistent with statements supporting working with the District to acquire the Seattle service area, since that cooperation can only take place as long as the District exists.

Alternatively, this statement could be interpreted as direction to develop an interlocal that proscribed process resulting in an agreed assumption, but that would still provide an opportunity for a future Council to defer or decide against assumption at some future point. This interpretation is consistent with statements regarding the desirability of eventual consolidation of water services under a single City utility.

At the conclusion of Council discussion, staff committed to bringing the specific issue of the intent and scope of a desired interlocal with the District back to your Council for further discussion and clarification.

ANALYSIS

The intent of this report is to attempt to clarify your Council's objectives for seeking an interlocal agreement with the District. This clarity would then allow staff to develop terms and conditions consistent with those objectives. Key terms are also presented for discussion in recognition of the fact that consensus on specific terms can illustrate the desired objectives of your Council in initiating negotiations on an interlocal agreement. Each of the nine objectives previously listed are discussed in more detail below. The impact of each objective on relevant key terms is illustrated as part of the discussion below each objective. It should be pointed out that while some of the objectives conflict a number could be pursued without conflict. The matrix at the end of this discussion attempts to identify a number of potential combinations of these objectives to illustrate this point. In addition, your Council can, of course, add to or alter the proposed objectives.

Objectives

1) Create a City water utility as soon as possible.

This objective would make it clear that the goal of the interlocal is to chart a path toward the creation of a City water utility either through the acquisition of Seattle's service area, or through assuming the District, or both. It should be clarified, however, that creating a City water utility through the acquisition of Seattle's service area in the absence of assuming the District is complex and potentially problematic.

Acquiring the Seattle service area will require payment to Seattle and capital expenditures to separate the system from Seattle's. The District can bond or access other resources to cover this expense. The City does not have this same bonding capacity. State law would require the City to hold a public initiative prior to incurring debt to acquire assets to form a new utility. This same hurdle would exist whether the City is acquiring utility assets from Seattle or from the District (without assumption). In addition, the City has no staff to operate a utility. It would need to hire staff and/or contract with the District or another entity to provide services. This hired staff could duplicate District positions making potential future assumption of the District problematic due to the obligation to hire all District staff upon assumption.

Implications for key terms would include: **Duration** - as short as reasonable, **Restrictions on District actions** - any action that would inhibit or complicate the formation of a City water utility, **Coordination** - increasing integration over time, **Conclusion** - the creation of a City water utility.

2) Move toward the eventual creation of a City water utility serving all of Shoreline.

Both the acquisition of Seattle's service area and the eventual assumption of the District are necessary to serve this objective. It is recommended that, due to the limitations and complexities discussed under the first objective, that these two steps be accomplished by either; a) assuming the District and then acquiring Seattle's service area, or b) assisting the District in acquiring Seattle's service area and then assuming the District. Council's discussion on March 19 appeared to favor the latter.

Implications for key terms would include: **District Responsibilities** - to take agreed upon steps toward the acquisition of Seattle's system and to keep the

Council updated, **City Responsibilities** - assist the District as needed, **Restrictions on District actions** - any action that would inhibit or complicate the formation of a City water utility, **Coordination** - increasing integration over time, **Conclusion** - the assumption of the enlarged District.

3) Assist the City in acquiring Seattle Public Utilities' water service area within Shoreline.

This objective focuses on one specific path of forming a City water utility and of the City to gain actual control of the operations of the Seattle system within Shoreline. An agreement whereby the District agrees to perform analysis and provide other services in support of the City's efforts to acquire Seattle's system would, for example, be consistent with this objective. The complexities discussed in relation to Objective 1 would apply. As a result, this has the potential to be the most complex means if the City uses debt financing, and may interfere with the satisfaction of other objectives, e.g. Objectives 2 and 9 due to potential duplication of staff and assets.

Implications for key terms would include: **Duration** - contingent on timing of Seattle acquisition, **District Responsibilities** - to take agreed upon steps toward the acquisition of Seattle's system in accordance with Council direction, **City Responsibilities** - assist the District as needed, and develop resources and financing necessary to acquire and operate Seattle system, **Coordination** - cooperation acquisition negotiations.

4) Take action to improve the consistency and quality of water service within the area of Shoreline currently served by Seattle.

Since this is proposed as an objective for an interlocal with the District, options to pursue this objective without the District's involvement are not discussed. The District can assist in pursuing this objective only through direct action to acquire Seattle's service area.

Implications for key terms would include: **Duration** - contingent on timing of Seattle acquisition, **District Responsibilities** - to take agreed upon steps toward the acquisition of Seattle's system and to keep the Council updated, **City Responsibilities** - assist the District as needed, **Restrictions on Council actions** - any action that would inhibit or complicate the District's acquisition of Seattle's service area, **Conclusion** - City franchise with District.

5) Assert control over key policy decisions before the District Board, e.g. capital investment, facility development.

Can't truly be accomplished absent assumption. The District Board is an elected body with statutory authority and responsibilities that they can not delegate. An interlocal could provide some advisory capacity to the Council. The Board would not be bound by any position taken by the Council. If this is truly an objective, then your Council should either reconsider assumption or clarify that the purpose of the interlocal is to accomplish assumption in an orderly manner.

Implications for key terms would include: **Duration** - as short as reasonable, **Restrictions on District actions** - any action that would inhibit or complicate the formation of a City water utility, **Coordination** - increasing integration over time, **Conclusion** - the creation of a City water utility.

6) Influence key policy decisions before the District Board, e.g. capital investment, facility development.

An interlocal as discussed in reference to the previous objective could accomplish this.

Implications for key terms would include: **District Responsibilities** - to brief Council on issues within a specific agreed upon scope of review and provide information and/or analysis as requested, **City Responsibilities** - to make recommendations to the Board.

7) Gain a meaningful voice in regional water supply discussions.

Again, as with Objective 5, this can't truly be accomplished through an interlocal. Membership in regional associations and representation on regional committees is currently limited to agencies that actually are in the business of supplying water. If this is truly an objective, then your Council should either reconsider assumption or clarify that the purpose of the interlocal is to accomplish assumption in an orderly manner.

Implications for key terms would include: **Duration** - as short as reasonable, **Restrictions on District actions** - any action that would inhibit or complicate the formation of a City water utility, **Coordination** - increasing integration over time, **Conclusion** - the creation of a City water utility.

8) Monitor regional water supply discussions.

An interlocal could provide the Council an opportunity to be better informed regarding water related regional discussions. Council could then advise the Board or try to influence discussions through other mechanisms, e.g. Suburban Cities Association, Association of Washington Cities, or other relationships. The key question in regards to this objective is what resources the City would use to support these monitoring or participation activities?

Implications for key terms would include: **District Responsibilities** - to brief the City Council on these discussions and keep the City informed of meetings and other related activities, **City Responsibilities** - work with the District as needed to support their efforts to keep your Council informed and support Council efforts to be engaged in the regional process.

9) Consolidate services and seek operational efficiencies.

There are several opportunities to share resources and consolidate administrative functions, e.g. Information Services, that can be explored through the development of an interlocal agreement with the District. The scope of this kind of integration needs to be developed through further discussion between the District Manager and the City Manager.

Implications for key terms would include: **District Responsibilities** - depends upon the scope of integration, **City Responsibilities** - depends upon scope of integration.

Objective Matrix

OBJECTIVE	Consistent Alternatives		Council Consensus?
1) Create a City water utility as soon as possible.	X		
2) Move toward the eventual creation of a City water utility serving all of Shoreline.		X	X
3) Assist the City in acquiring Seattle Public Utilities' water service area within Shoreline.	X	X	
4) Take action to improve the consistency and quality of water service within the area of Shoreline currently served by Seattle.	X	X	X
5) Assert control over key policy decisions before the District Board, e.g. capital investment, facility development.	X		Long-Term
6) Influence key policy decisions before the District Board, e.g. capital investment, facility development.		X	Short-Term
7) Gain a meaningful voice for the City in regional water supply discussions.	X		Long-Term
8) Monitor regional water supply discussions.		X	Short-Term
9) Consolidate services and seek operational efficiencies.	X	X	X

The above matrix attempts to do two things. First, it identifies two alternative sets of objectives that would not result in the selection of objectives that contradict each other. Second, it identifies staff's best shot at summarizing your Council's consensus position based on past discussions using the addition of a qualification (Short-term vs. Long-term) to make apparently inconsistent objectives compatible.

RECOMMENDATION

This item is for discussion purposes only. No formal action is required. Consensus, however, on the desired objectives of an interlocal agreement with the Shoreline Water District is requested.

Council Meeting Date: April 16, 2001

Agenda Item: 6(b)

**CITY COUNCIL WORKSHOP ITEM
CITY OF SHORELINE, WASHINGTON**

AGENDA TITLE:	Addressing Single Family Design Through the Regulation of Bulk, Scale, and Impervious Surface
DEPARTMENT:	Planning and Development Services
PRESENTED BY:	Tim Stewart, Director of Planning and Development Services Rachael Markle, Senior Planner <i>RM</i>

EXECUTIVE / COUNCIL SUMMARY

The Planning Commission reviewed and held a public hearing on the draft Development Code document and proposed amendments in February 2000. The draft Development Code contained a proposal for single family design standards. The Planning Commission recommended not adopting the proposed standards. Council supported the Planning Commission's recommendation. However, Council requested that the Planning Commission revisit the issue of single family design standards.

In response to Council's request to revisit the issue, the Planning Commission conducted a workshop on single family design standards on January 4, 2001. Staff prepared a report to facilitate a workshop discussion on developing a recommended set of single family design standards to forward to Council. The goal of this workshop was to provide staff with direction as to what level and type of regulation is desirable for Shoreline and meets the intent of the Comprehensive Plan.

The Planning Commission and members of the public present at the workshop indicated that neighborhood character could not be adequately addressed on a citywide basis with the application of specific design standards. A consensus was reached that structures that are compatible with the bulk and scale of existing development in single family neighborhoods are as important to neighborhood character as specific design standards. Development occurring on lots that are 5,000 square feet or less, which meet the minimum lot size standard in the R-8 and R-12 zones, have the potential to be out of scale with existing development if the maximum building coverage and impervious surface are utilized. After hearing the public comments at the workshop, the Planning Commission directed staff to prepare an Ordinance to reduce bulk by decreasing lot coverage and impervious surface for single family detached residences in residential 8-units per acre (R-8) and residential 12-units per acre (R-12) zones. The current maximum building coverage and impervious surface coverage in R-8 and R-12 zones is as follows:

Zone	Building Coverage	Impervious Surface
Residential 8-units per acre/R-8	55%	75%
Residential 12 units per acre/R-12	60%	85%

The Planning Commission recommends amending the Development Code to reduce the maximum building coverage to 45% in the R-8 zone and 55% in the R-12 zone and to reduce the maximum impervious surface to 65% in the R-8 zone and 75% in the R-12 zone.

It is important to note that the minimum setbacks for the R-12 zone create a smaller building envelope than the application of building coverage and impervious surface percentages on lots smaller than 3,500 sq. ft. Therefore, the existing and proposed percentages for building coverage and impervious surface have no effect on lots in the R-12 zone that are less than 3,500 square feet. In response, the Planning Commission recommends adding an exception to Table 20.50.020 Densities and Dimensions in Residential Zone under maximum building coverage and maximum impervious surface that reads as follows:

The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone.

This exception will discourage the construction of large single family homes on small lots and is intended to encourage attached housing in the R-12 zone.

In addition, Staff drafted a sample of Design Guidelines created in response to the ideas presented by representatives of the Concerned Citizens for Shoreline (see Attachment VII). The Design Guidelines would be non-regulatory, but would assist the City in demonstrating the purpose of the Development Code and provide potential new home builders with ideas on how to design homes that are more compatible with the surrounding environment. Once the Planning Commission has completed its review of these guidelines, staff will bring them to Council for your review and direction.

The Council may choose to amend the Planning Commission's recommendation. The Council may amend any language regarding building coverage and impervious surface in the R-8 and R-12 zones. However, if the Council would like to amend or add any other standards in the Development Code, another Public Hearing will need to be held to allow for public comment on the new amendments.

RECOMMENDATION

If Council is satisfied with the proposed amendment to the Development Code, advise Staff to bring forward an Ordinance to amend the Development Code to reduce the maximum building coverage to 45% in the R-8 zone and 55% in the R-12 zone and to reduce the maximum impervious surface to 65% in the R-8 zone and 75% in the R-12 zone and to add an exception to Table 20.50.020 Densities and Dimensions in Residential Zones under maximum building coverage and maximum impervious surface that reads as follows:

The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone.

Approved By: City Manager  City Attorney 

BACKGROUND/ANALYSIS

The Planning Commission reviewed and held a public hearing on the draft Development Code document and proposed amendments in February of 2000. The draft Development Code contained a proposal for single family design standards. The Planning Commission recommended not adopting the proposed standards. Council supported the Planning Commission's recommendation. However, Council requested that the Planning Commission revisit the issue of single family design standards.

In response to Council's request, the Planning Commission conducted a workshop on single family design standards on January 4, 2001. (Please See Attachment II: January 4, 2001 Planning Commission Minutes). Staff prepared a report to facilitate a workshop discussion on developing a recommended set of single family design standards to forward to Council. In preparation for the workshop, staff reviewed other municipal development codes in search of examples to aid in the development of Shoreline's single family design standards.

Staff chose three sets of single family design standards to use as a basis for discussion. The options were chosen to represent differing levels of regulatory complexity. Option 1, based on the City of Shoreline Draft Development Code, was presented as the least intensive set of regulations; Option 2, based on the City of Everett, WA regulations, contained a moderate set of standards; and Option 3 based on the City of Aspen, Colorado regulations, was the most restrictive of the options described. The Planning Commission was introduced to nearly fifty (50) different design standards derived from the Options presented that could be implemented in Shoreline (see Attachment III: Single Family Design Standards Considered by the Planning Commission). The goal of this workshop was to provide staff with direction as to what level and type of regulation would be desirable for Shoreline and meet the intent of the Comprehensive Plan.

Several representatives of the group, Concerned Citizens for Shoreline, commented and presented ideas at the workshop on the development of single family design standards to preserve and protect neighborhood character. A comment made by the group was, "...neighborhood character should be determined and factored in – on an unique neighborhood by neighborhood basis – for any project that poses an impact on a given neighborhood at the onset of any design/permitting process. What holds true for one neighborhood does not necessarily hold for another." Since trying to develop citywide regulations to help preserve and enhance neighborhood character would be very difficult in a city with so many different neighborhood styles, the group suggested the development of Design Guidelines.

The Planning Commission and members of the public present at the workshop indicated that neighborhood character could not be adequately addressed on a citywide basis with the application of specific design standards such as those presented in each of the options. It was articulated that structures that are compatible with the bulk and scale of existing development in single family neighborhoods are as important to neighborhood character as design and are achievable through the application of general development standards. Bulk and scale are addressed in the Development Code via maximum building coverage, height, and impervious surface.

The message received from the Planning Commission was that the Development Code appears to adequately regulate bulk and scale in the R-4 and R-6 with the adopted

percentages for building coverage and impervious surface in conjunction with the increased minimum lot sizes to 7,200 square feet for both zones. However, development occurring on lots that are 5,000 square feet or less, which meet the minimum lot size standard in the R-8 and R-12 zones, have the potential to be out of scale with existing development if the maximum building coverage and impervious surface are utilized. Therefore, at the conclusion of the 1/04/01 Workshop, the Planning Commission directed staff to prepare an Ordinance that focused on bulk, lot coverage and impervious surfaces for single family detached residences in residential 8- units per acre (R-8) and residential 12-units per acre (R-12) zones.

Staff prepared two alternatives for the Planning Commission's consideration that incorporated the direction and testimony received at the 1/04/01 workshop. Alternative Number 1 proposed reducing the present maximum building coverage from 55% to 50% in the R-8 zone and from 60% to 55% in the R-12 zone; and proposed to reduce the maximum impervious surface from 75% to 70% in the R-8 zone and 85% to 80% in the R-12 zone. Alternative Number 2 proposed greater reductions: maximum building coverage from 55% to 45% in the R-8 zone and from 60% to 55% in the R-12 zone; and proposed to reduce the maximum impervious surface in the R-8 zone from 75% to 65% and in the R-12 zone from 85% to 75%. The intent of reducing the maximum building coverage is to regulate the building bulk by limiting the size of the building footprint. The intent of reducing impervious surface is to allow an adequate portion of the lot for landscaping. The purpose of bulk standards is to create developments that are more compatible with the building bulk/scale and character/setting of the surrounding neighborhood.

The proposed reductions in both alternatives for building coverage and impervious surface do have an effect on the bulk, scale, and availability of space for landscaping for development in the R-8 zone as illustrated in Attachment IV: Drawings 2, 3, and 4. The proposed reductions for building coverage and impervious surface in the alternatives do not have an effect on bulk and scale on the smallest allowable lots (lots less than 3,500 sq. ft.) in the R-12 zone as illustrated in Attachment III: Drawings 5 and 6. These drawings illustrate that the existing setbacks in the R-12 zone dictate a smaller building envelope than the existing or proposed maximum building coverage percentages when applied to lots that are less than approximately 3,500 sq. ft.

Therefore, staff suggested that the Planning Commission consider adding an exception to Table 20.50.020 (1) Densities and Dimensions in Residential Zones under maximum building coverage and maximum impervious surface as follows:

The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone.

This exception would create a disincentive to build single family detached residences in the R-12 zone. The existing and proposed maximum building coverages and maximum impervious surface coverages in the R-12 zone are more applicable to attached single family and multi family development. It is also important to remember that attached single family dwellings and multi family dwellings then become subject to the multi family and single family attached standards detailed in the Development Code 20.50.120-210. In addition to regulating building coverage and impervious surface, these standards require common open space as follows:

Minimum 170 square feet per three or more bedrooms per unit;

Minimum 120 square feet per two bedrooms per unit; and
Minimum 100 square feet per studio or one bedroom unit.

The availability of the alternatives for public comment and the date of the Public Hearing were noticed in the Seattle Times on 1/22/01 and the Shoreline Enterprise on 1/24/01. The comment period ended on 2/6/01. Only one comment letter was received (see Attachment V). The writer of this letter expressed support for amending the Development Code to reduce maximum building coverage and impervious surface in R-8 and R-12 zones and requested consideration of limiting the maximum allowable height in the R-8 and R-12 zones. A SEPA Checklist was prepared in accordance with State law, specifically the Growth Management Act. A threshold determination of non-significance (DNS) was issued on 2/22/01.

Only one person testified at the public hearing, the same person that authored the previously mentioned letter. The speaker reiterated the comments expressed in the letter. The speaker is concerned that if the maximum building coverage and impervious surface are reduced it will encourage the development of taller structures. The maximum height in the R-8 and R-12 zones is 35 feet. Staff responded that the Planning Commission could not address height as part of this recommendation since no amendments to height were publicly noticed. Staff recommended not limiting the height in the R-8 and R-12 zones for single family attached development. The existing height is appropriate for the development of attached dwelling units that are subject to additional standards located in Development Code in Sub Chapter 3: Multifamily and Single Family Attached Residential Design Standards. However, it may be appropriate to address height for single family detached development that may occur in the R-8 and R-12 zones at a later date after legal notice of a proposed amendment.

Following the close of the Public Hearing, the Planning Commission considered the public comment and voted on a recommendation to Council. The Planning Commission voted 6-1 to recommend to Council an amendment to the Development Code to reduce the maximum building coverage to 45% in the R-8 zone and 55% in the R-12 zone and to reduce the maximum impervious surface to 65% in the R-8 zone and 75% in the R-12 zone and to add an exception to Table 20.50.020 Densities and Dimensions in Residential Zones under maximum building coverage and maximum impervious surface that reads as follows:

The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone. (Please see Attachment VI: Planning Commission Minutes 2/15/01)

In conjunction with the proposed amendment to the Development Code, one of the ideas presented at the Single Family Design Workshop on 1/4/01 by representatives from the Concerned Citizens for Shoreline was to develop a non-regulatory set of guidelines for single family design. Staff has prepared a draft set of guidelines based on the intent of the Development Code and Comprehensive Plan policies. These guidelines would be given to anyone making inquiries or applying for a permit to complete a major remodel or new construction of a single family dwelling on a single lot. Although the guidelines would be non-regulatory, Staff could use the guidelines as a means to implement the purpose of the Development Code. In the Single Family Detached Residential Design Standards chapter of the Development Code, the purpose is stated as follows:

To ensure that the physical characteristics of new houses through infill development are compatible with the character and scale of surrounding area, and provide adequate light, air, privacy, and open space for each house;

To establish a well defined single family residential streetscape by setting back houses for a depth that allows for landscaped front yard; and

To reduce the visual impact of garages from the street views.

The draft guidelines were presented to the Planning Commission at the February 15, 2001 workshop (Please see Attachment VII: Draft Design Guidelines). The Planning Commission formed a subcommittee and will be working with staff to refine the guidelines. Since these guidelines are non-regulatory, formal adoption is not necessary. The draft guidelines are included in this report to update the Council on the complete efforts of the Planning Commission and Staff to address single family design. Once the Planning Commission has completed its review of these guidelines, staff will bring them to Council for your review and direction.

The Council may choose to amend the Planning Commission's recommendation. The Council may amend any language regarding building coverage and impervious surface in the R-8 and R-12 zones. However, if the Council would like to amend or add any other standards in the Development Code, another Public Hearing will need to be held to allow for public comment on the new amendments.

RECOMMENDATION

If Council is satisfied with the proposed amendment to the Development Code, advise Staff to bring forward an Ordinance to amend the Development Code to reduce the maximum building coverage to 45% in the R-8 zone and 55% in the R-12 zone and to reduce the maximum impervious surface to 65% in the R-8 zone and 75% in the R-12 zone and to add an exception to Table 20.50.020 Densities and Dimensions in Residential Zones under maximum building coverage and maximum impervious surface that reads as follows:

The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone.

The Council may choose to amend the Planning Commission's recommendation. The Council may amend any language regarding building coverage and impervious surface in the R-8 and R-12 zones. However, if the Council would like to amend or add any other standards in the Development Code, another Public Hearing will need to be held to allow for public comment on the new amendments.

ATTACHMENTS

Attachment I	Proposed Ordinance No. 266
Attachment II	January 4, 2001 Planning Commission Minutes
Attachment III	Single Family Design Standards Considered by the Planning Commission
Attachment IV	R-8 and R-12 illustrations of Proposed Building and Impervious Surface Coverage
Attachment V	Comment letter
Attachment VI	February 15, 2001 Planning Commission Minutes
Attachment VII	Draft Design Guidelines

ATTACHMENT I

ORDINANCE NO. 266

**AN ORDINANCE DECREASING MAXIMUM BUILDING COVERAGE
AND MAXIMUM IMPERVIOUS SURFACE IN RESIDENTIAL 8 UNITS
PER ACRE (R-8) AND RESIDENTIAL 12 UNITS PER ACRE (R-12)
ZONES BY AMENDING CHAPTER 20.50 OF THE DEVELOPMENT
CODE**

WHEREAS, The City adopted a new Title 20 in the Shoreline Municipal Code on June 12, 2000; and

WHEREAS, single family design regulations were not adopted as part of Title 20 and were referred back to the Planning Commission by City Council for additional analysis and consideration; and

WHEREAS, Shoreline's Comprehensive Plan Land Use Policy 25 supports the establishment of infill standards for single family houses that promotes the quality of development and reflects the character of the existing neighborhood; and

WHEREAS, Shoreline's Comprehensive Plan Land Use Policy 29 supports the establishment of design standards for units occurring at 7-12 units per acre; and

WHEREAS, the Planning Commission conducted a workshop on January 4, 2001 to analyze and reconsider the inclusion of single family design standards in Title 20 which resulted in a motion to direct staff to prepare an Ordinance addressing bulk, lot coverage and impervious surfaces for single family detached residences in R-8 and R-12 zones; and

WHEREAS, the Planning Commission conducted a public hearing on February 15, 2001 and recommended to City Council to amend Title 20 of the Shoreline Municipal Code to reduce the maximum building coverage and maximum impervious surface in the Residential 8 units per acre and Residential 12 units per acre zones; and

WHEREAS, The Council finds that the amendment adopted by this ordinance is consistent with and implements the Shoreline Comprehensive Plan and complies with the adoption requirements of the Growth Management Act, Chapter 36.70A. RCW;

**NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF SHORELINE,
WASHINGTON DO ORDAIN AS FOLLOWS:**

Section 1. Amendment. Shoreline Municipal Code 20.50.020 Standards – Dimensional requirements (A) Table 20.50.020 (1) – Densities and Dimensions in Residential zones as follows:

STANDARDS	Low Density		Medium Density		High Density		
	R-4	R-6	R-8	R-12	R-18	R-24	R-48
Base Density: Dwelling Units/Acre	4 du/ac	6 du/ac (1)	8 du/ac	12 du/ac	18 du/ac	24 du/ac	48 du/ac
Min. Density	4 du/ac	4 du/ac	4 du/ac	6 du/ac	8 du/ac	10 du/ac	12 du/ac
Min. Lot Width (2)	50 ft	50 ft	50 ft	30 ft	30 ft	30 ft	30 ft
Min. Lot Area (2)	7,200 sq ft	7,200 sq ft	5,000 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft	2,500 sq ft
Min. Front Yard Setback (2)(3)	20 ft	20 ft	10 ft	10 ft	10 ft	10 ft	10 ft
Min. Rear yard Setback (2)(4)(5)	15 ft	15 ft	5 ft	5 ft	5 ft	5ft	5 ft
Min. Side Yard Setback (2)(4)(5)	5 ft min. and 15 ft total sum of two	5 ft min. and 15 ft total sum of two	5 ft	5 ft	5 ft	5 ft	5 ft
Base Height	30 ft (35 ft with pitche d roof)	30 ft (35 ft with pitched roof)	35 ft	35 ft	35 ft	35 ft	35 ft
Max. Building Coverage (6)	35%	35%	55% 45%	60% 55%	60%	70%	70%
Max. Impervious Surface (6)	45%	50%	75% 65%	85% 75%	85%	85%	90%

Exceptions to Table 20.50.020(1):

- (1) In order to provide flexibility in types of housing and to meet the policies of the Comprehensive Plan, the base density may be increased for cottage housing in R-6 (low density) zone subject to approval of a conditional use permit.
- (2) These standards may be modified to allow zero lot line developments.
- (3) For exceptions to rear and side yard setback requirements, please see SMC 20.50.070.
- (4) For exceptions to rear and side yard setbacks, please see SMC 20.50.080.
- (5) For developments consisting of three or more dwellings located on a single parcel, the setback shall be 15 feet along any property line abutting R-4 or R-6 zones. Please see SMC 20.50.130
- (6) The maximum building coverage shall be 35% and the maximum impervious surface shall be 50% for single family detached development, excluding cottage housing, located in the R-12 zone.

Section 2. Severability. Should any section, paragraph, sentence, clause or phrase of this regulation, or its application to any person or circumstances, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this regulation be pre-empted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this regulation or its application to other persons or circumstances.

Section 3. Effective Date. This ordinance shall be published in the official newspaper of the City, and shall take effect and be in full force five (5) days after the date of publication.

PASSED BY THE CITY COUNCIL ON _____, 2001.

Mayor Scott Jepsen

ATTEST:

APPROVED AS TO FORM:

Sharon Mattioli
City Clerk

Ian Sievers
City Attorney

Date of Publication:
Effective Date:

ATTACHMENT II

These Minutes Approved
January 18, 2001

CITY OF SHORELINE

SHORELINE PLANNING COMMISSION SUMMARY MINUTES OF REGULAR MEETING

January 4, 2001
7:00 P.M.

Shoreline Conference Center
Board Room

PRESENT

Chair Gabbert
Vice Chair McAuliffe
Commissioner Maloney
Commissioner Marx
Commissioner Doering
Commissioner Harris
Commissioner Monroe
Commissioner McClelland

STAFF PRESENT

Anna Kolousek, Assistant Director, Planning & Development Services
Rachael Markle, Senior Planner, Planning & Development Services
Brian Krueger, Planner, Planning & Development Services
Lanie Curry, Planning Commission Clerk

ABSENT

Commissioner Doennebrink

1. CALL TO ORDER

The regular meeting was called to order at 7:00 p.m. by Chair Gabbert.

2. ROLL CALL

Upon roll call by the Commission Clerk, the following Commissioners were present: Chair Gabbert, Vice Chair McAuliffe, Commissioners Doering, Monroe, Marx, Maloney, Harris and McClelland. Commissioner Doennebrink was excused.

3. APPROVAL OF AGENDA

Chair Gabbert advised that the group, Concerned Citizens from Shoreline, has requested that they be allowed to make a 20-minute presentation. He asked that this be added to the agenda as Item 7b. Item 7b was moved to Item 7c.

Commissioner Marx recalled a recent staff request that continued public comment be allowed after the staff report related to single-family design standards.

Chair Gabbert invited Commissioner McClelland to discuss the proposed change in the Commission By-Laws to allow for more public input at the meetings as part of Item 6—Reports to Commissioners.

The Commission accepted the revised agenda as discussed.

4. APPROVAL OF MINUTES

COMMISSIONER MONROE MOVED TO ACCEPT THE MINUTES OF DECEMBER 7, 2000 AS SUBMITTED. COMMISSIONER MALONEY SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

5. PUBLIC COMMENT

There was no one in the audience who desired to address the Commission during this portion of the meeting.

6. REPORTS OF COMMISSIONERS

Commissioner McClelland proposed that the Planning Commission By-Laws be changed to allow public comment after staff reports are presented. She said this would be similar to what the City Council allows. Ms. Markle advised that a proposed amendment to the By-Laws could be included in the next Commission packet and considered for approval at the next meeting.

COMMISSIONER MCCLELLAND MOVED TO PLACE A PROPOSED AMENDMENT TO THE BY-LAWS ON THE JANUARY 18, 2001 AGENDA AS AN ACTION ITEM. THE AMENDMENT WOULD CHANGE FUTURE AGENDAS TO ALLOW FOR PUBLIC COMMENT AFTER THE STAFF REPORTS. COMMISSIONER MALONEY SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

7. STAFF REPORTS

a. Single-Family Design Standards Workshop

Ms. Markle presented the staff report for this item. She recalled that the Commission did consider single-family design standards as part of the draft Development Code, but decided not to recommend them. The Council supported the Commission's recommendation, but stated that they would like the Commission to reconsider single-family design standards at a future date. Staff felt it was appropriate to begin the process with a workshop to allow the Commission to provide direction to the staff. She noted that both the written and oral reports follow closely along with the Comprehensive Plan Land Use Policy 25. She said staff reviewed the 15 standards that were listed in the Comprehensive Plan to determine which were already being addressed in the Development Code and which were not. They also identified those that they did not feel were appropriate to address in the single-family design standards. She emphasized that the information in the written report and the pictures presented are not necessarily the staff's recommendation, but options for consideration.

Ms. Markle briefly reviewed each of the minimum standards for single family development that were identified in Land Use Policy 25 and categorized them as follows:

Standards that are Addressed in the Development Code:

- Building Height
- Bulk and Scale
- Pervious and Impervious Surface Coverage
- Lot Coverage by Buildings
- Setbacks for front, back and side yards
- Storm Water Runoff
- Provision of Public Sewers and Water
- Attractive Street Frontage

Standards that are Partially Addressed in the Development Code:

- Design and Siting in Accordance with Natural Environment
- Limits of Outside Storage of More Than One Inoperative Vehicle
- Privacy and Defensible Space
- Compatibility with Neighborhood Character

Standards that are Not Addressed in the Development Code:

- Type and Number of Accessory Buildings
- Landscaping
- Screening of On-Site Storage of Recreational Vehicles and Boats

Ms. Markle advised that staff contacted surrounding jurisdictions for additional ideas and information, but it was difficult to find jurisdictions with citywide single-family design standards. The ideas they did find are labeled in the staff report as options. Option 1 is what was originally presented in the draft Development Code, Option 2 is from the City of Everett and Option 3 is from Aspen, Colorado. These options were selected because they provide a range of regulatory activity from least to most restrictive. Ms. Markle distributed a matrix that lists and groups all of the standards identified in the three options. She also provided copies of all of the pictures that would be presented.

Ms. Markle explained that the Option 1 regulations speak to scale by providing façade elements. Each new house would be required to have three building elements out of a list of ten. The intent was to make new development compatible with the character of existing neighborhoods. She briefly reviewed the elements found in Option 1. Pictures were provided to illustrate most of the standards. Ms. Markle concluded that Option 1 focuses on design elements to create neighborhoods that are pedestrian friendly and provide visual interest and character. It does not address the number of accessory buildings, limits on outside storage of more than one inoperative vehicle, single-family landscaping, privacy and defensible space or screening of on-site storage of recreational vehicles and boats which were all part of the minimum standards identified as a goal in the Comprehensive Plan.

Ms. Markle said Option 2 focuses on lots that are less than 5,000 square feet. It would impact the R-8 and R-12 zones, and possibly some non-conforming lots in the R-4 and R-6 zones. These regulations speak to the issue of maximum house and on a minimum lot. She reviewed each of the standards that are identified in Option 2, and noted that this option is the only one that directly addresses the privacy issue. It attempts to regulate the neighborhood scale by reducing the lot coverage and placing limits on the gross floor area. Ms. Markle said Option 2 is especially useful in meeting the minimum standards in the Comprehensive Plan for accessory buildings. She concluded that Option 2, in conjunction with the Development Code, speaks to a lot of the minimum standards identified in the Comprehensive Plan. However, it does not address limits on outside storage, landscaping for single-family lots and screening of recreational vehicles and boats.

Ms. Markle said that Option 3 would be the most restrictive of the three and would be applied to all single-family zones. It regulates site design and building orientation just like Options 1 and 2, but it also regulates fences, hedges, secondary mass etc. She suggested that although Option 3 is fairly restrictive, it speaks to some of the character that exists in some areas of Shoreline. Option 3 also provides standards for parking, garages and carports, and focuses on building elements that require a street oriented entrance and principal window, which is similar to Options 1 and 2. Another standard included in Option 3 requires that all residential buildings have a one-story street facing element the width of which comprises at least twenty percent of the buildings overall width.

Christina Stimson, 2155 NW 201st Street, clarified that if a two-story home is built in a neighborhood of single-story homes, this Option 3 would require a transition to tie the two-story home in with the lower homes.

Ms. Markle said Option 3 heavily regulates windows. She concluded that this option is very restrictive and addresses creating and maintaining neighborhood character by regulating types of materials used in construction, inflection of buildings and architectural details. It also speaks to bulk, height, scale and setback issues. Option 3, in conjunction with the Development Code, addresses most of the minimum standards in Land Use Policy 25, with the exception of accessory structures, limits on outside storage of more than one inoperative vehicle; landscaping and screening of on-site storage of recreational vehicles and boats.

Ms. Markle discussed the three minimum standards listed in the Comprehensive Plan that are very difficult to regulate: landscaping requirements for single-family neighborhoods, screening of on-site storage of recreational vehicles and boats, and limits of outside storage of more than one inoperative vehicle. She explained that it is very difficult to apply standards and regulate these uses because no permit is required.

b. **Presentation by Concerned Citizens for Shoreline (CCS)**

Clark Elster, 1720 NE 177th Street, representative of Concerned Citizens for Shoreline, said CCS is pleased to see single-family design standards being considered by the Commission for inclusion in the Development Code. He complimented staff on their presentation. He said many citizens from the group have been working on this subject for quite some time. He said design standards are intended to preserve and protect neighborhood character against intrusive or inappropriate new development. They should be defined and factored in on a neighborhood-by-neighborhood basis at the outset of any design permitting process that poses an impact on a neighborhood. Shoreline is predominantly a residential community composed of many small neighborhoods, each with distinct styles that mark the City's history. Development that ignores neighborhood character ultimately destabilizes neighborhoods and accelerates the loss of single-family affordable housing as well as a sense of community. Owner-occupied affordable housing is an important factor contributing to the character of Shoreline, and it is the most vulnerable to market driven forces created by the development industry.

Mr. Elster advised that with minor revisions, the CCS could support each of the Citywide single-family design standard options proposed by staff. For example, the CCS believes that the reference to storage of inoperable junk automobiles does not belong in the design standards. However, consideration of streetscape should be included. Whichever option is adopted, it should be prefaced with a clear statement of intent to protect and preserve neighborhood character consistent with the visions and goals of the Comprehensive Plan. The proposed options are general enough to use anywhere in the City. In the spirit of the Comprehensive Plan sensitive, infill can best be accomplished by supplementing design standards with design guidelines checklists to facilitate required meetings between the permit applicant and the residents impacted by the project. Mr. Elster said CCS offers the following suggestion:

Option 1

- Rename as "Single-Family Housing Design."
- Change 2.1 to require at least four building elements.
- Add Item K for height and bulk comparable to neighboring structures.
- Add Item L to provide for consideration for light and privacy.
- Add a new section 2.2—Landscaping

Option 2

- Add a section providing for façade elements as in Option 1

Option 3

- Items 3.2 and 3.3, which are statements of intent that best address citizens concerns, should be incorporated into whatever design standards are adopted.
- Item 3.3.1.a should be incorporated into whatever design standard the City adopts.
- Landscaping should not be a problem since the design standards apply to new construction which falls into the province of building permit inspection.
- Screening of on-site storage of recreational vehicles and boats should be deleted from the standards, as should outside storage of more than one non-operative vehicle.

Kristina Stimson, 2155 NW 201st Street, said CCS proposes that design guidelines for residential neighborhoods supplement design standards. Design guidelines only suggest what is possible and are not mandatory. At the on-set of a building permit, a contractor would submit a checklist to the surrounding impacted neighborhoods so that their comments could be considered during the design process.

Commissioner Monroe inquired if it would be appropriate to offer City concessions or incentives for developers who follow the guidelines. He questioned how the City could encourage the developers to follow this process. Ms. Stimson answered that the design standards are enforceable, and are the most necessary. However, because every neighborhood is different, the only way to establish the neighborhood identity is to let the residents who are impacted speak for themselves. The checklist would give these people the opportunity to define the character of their neighborhood.

Commissioner Harris said that in many cases, the infill development is being done by individual property owners instead of a contractor. Will the homeowner who is rebuilding on his property have to talk with all of the neighbors, too? Ms. Stimson said that whoever is developing the site would be required to fill out the checklist. While the design guidelines would be optional, the design standards would be mandatory.

Commissioner Doering inquired who would define the character of a particular neighborhood. Ms. Stimson said the people who are impacted by the development would define the character. Mr. Elster said this would include people who live within two blocks of the development.

Ms. Kolousek answered that a building permit for a single-family house does not require a neighborhood meeting. But a short plat requiring a Type B permit would require a meeting with the neighbors. Ms. Stimson said the CCS's recommendation is that any new construction and infill development in single-family zones be required to hold a neighborhood meeting. The intent was not to include home remodels or additions. Commissioner Harris pointed out that a home could be remodeled to completely change the appearance.

Ken Howe, 745 North 184th Street, said that it is difficult to define the character of 100-year-old neighborhoods because of infill development that has occupied the land that was either in front or behind the original structures. This is all part of the character of the community, and it must be defined using the history of the particular development cycle for the neighborhood.

Mr. Howe said the historical communities in Shoreline must be addressed. There are several different communities that make up Shoreline, and each are unique in character. Until the City faces its historic character, the design guideline issue cannot proceed. The City must recognize the historic districts that exist. He referred to information describing how the City of Seattle dealt with the historic districts within their City.

Bill Bear, 2541 NE 165th Street, said one of the characteristics of many of the City's neighborhoods is that of a bedroom community, which implies that people like quiet. When large houses are placed on small lots, there is a noise impact to surrounding properties. He suggested that this violates the rights of the people living in adjacent homes. He said it is important to consider the bulk and density of single-family development. It is also important that the existing affordable housing opportunities are not replaced by new, larger developments. He suggested that it is better to have smaller homes on smaller lots that can be owner occupied, and this should be encouraged.

Commissioner Harris noted that Shoreline has not done anything to encourage affordable housing. He suggested that if housing values are artificially restricted, it could encourage investors and landlords to buy houses in the community for rental uses and have the opposite affect. Mr. Bear responded that developers are making a fairly large profit on the housing that is developed. If restraints are applied across the board, a developer could still construct a profitable house, but maybe not as profitable as if they were allowed to build to the maximum. Commissioner Harris suggested that affordable housing is closely related to the land cost. For the price of a home to come down, the price of land has to come down, as well.

Dennis Lee, 14547 - 26th NE, suggested that the only way to lower land value is to make the lot sizes smaller. He added that smaller lots are not necessarily bad, but the citizens seem to be afraid of the potential impacts associated with smaller lots. If the citizens knew what the infrastructure would be and what standards would be applied, some of the neighborhoods would be more flexible. Lot sizes could be reduced to provide more affordable housing. He concluded that there are certain incentives that could be offered to encourage affordable housing.

Bob Mascott, 1651 NE 169th, expressed his specific concerns related to the setback requirements. He noted that before Shoreline came into existence, the setbacks required by King County were 10 to 20 feet more than what is required today. This has resulted in situations that are offensive to the surrounding neighborhoods. The design guidelines have got to address remodeling projects because they could have just as much impact as new development.

Commissioner McClelland suggested that she couldn't possibly deal with the specifics associated with design guidelines until they come up with a definition for community character. Perhaps the Commission should begin the discussion by talking about this definition. Commissioner Doering said that perhaps the Commission should provide some direction as to a method for defining character. Each neighborhood has an established association. It would be appropriate to ask these associations to define the character of their neighborhoods.

Commissioner Monroe said there must be many other jurisdictions that have gone through this process and have written information that could be reviewed by the Commission. Commissioner McClelland said there have been definitions created for suburban character, but it is also important to have distinct guidelines for specific neighborhoods. She suggested that design guidelines for single-family zones is very touchy, and the Commission needs to be extremely judicious about the intent of the design guidelines and what it is they are trying to accomplish. Once this has been identified, the guidelines will fall into place.

Ms. Kolousek interjected that the character of the neighborhoods in Shoreline is defined by other elements besides just the building design. The character of the neighborhood includes the environment in which the buildings are or were placed. Preserving environmental features on a lot can help preserve the character.

Commissioner Doering referred to Number 43 of the matrix that was provided related to man made berms, which she felt should not be allowed. She said she is not in favor of allowing large homes to be built on small lots that overpower the surrounding smaller homes. She said she would like to decrease the amount of impervious surface allowed for a development, since this has a tremendous affect on the environment. The Commission discussed the 7,200 square foot minimum lot size requirement, and whether or not smaller lots should be allowed in the City if specific design standards are created.

Chair Gabbert noted that staff has recommended that Option 2 be the preferred alternative for consideration. The Commission could add other requirements to address the Commission's additional concerns. Ms. Markle suggested that the Commission cannot really address neighborhood character during the first step of the design standards. CCS recommends a concept of incorporating neighborhood character on a different level because it is difficult to establish citywide regulations that are perfect for every neighborhood. She advised that Option 2 appears to better address the character of R-8 and R-12 zones, but it does not address situations related to remodels or to development on R-6 lots.

Commission Marx said that she does not think it is appropriate to list too many specific requirements, but the general requirements identified in Option 2 are appropriate and still allow property owners the freedom to develop their property in character with the neighborhood. She said one of the main issues related to small lots (5,000 square feet) is that of bulk. Bulk has been addressed in the lower density areas (R-6 and R-4), but it should also be addressed in R-8 areas since many of the existing R-6 areas will be rezoned to R-8.

Commissioner Doering referenced the book, The Job of the Planning Commissioner, sent to the Commission regarding different methods of taxing to address affordable housing. One method, inclusionary zoning, would require that for any number of market priced houses a developer wants to build, a certain percentage must be in the affordable range for middle income residents. Another method would be to put a sales tax on non-primary residences to raise money for first-time homeowner mortgages.

Commissioner Maloney expressed his opinion that trying to define neighborhood character for every area in Shoreline is a very difficult task. Many areas are not clamoring to have their character defined. He suggested that the Commission consider limiting the definition of neighborhood character to the impacted area. He felt they should let the impacted areas express their desire for government protection through a sub-area plan rather than trying to deal with the whole City now.

Vice Chair McAuliffe expressed that he does not feel the City needs design standards for single-family zones. The Development Code adequately addresses what can and cannot be developed on a single-family lot. He said he is not in favor of allowing neighborhood groups to decide what someone can develop on a lot. The Commission discussed the option of creating single-family design standards a few years ago and decided against them. The City Council did not support them either, but directed the Commission to revisit the issue in the future. He concluded that he is still opposed to design standards for single-family homes.

Commissioner Harris agreed with Vice Chair McAuliffe. He said he doesn't see an overly large group of people clamoring for design standards.

Commissioner McClelland suggested that the Commission identify the general characteristics of Options 1, 2 and 3 that are most important and focus on compatibility (i.e. bulk, height. Etc.). They could leave character to a different discussion. If they are going to discuss character, they need to have many examples of existing housing stock that represent the character of the different neighborhoods in Shoreline.

Commissioner Monroe said that early in his planning career he staffed a design review committee, and he has mixed feelings about neighborhood design standards. He questioned whether there is huge public desire for these standards. However, he suggested that certain guidelines are appropriate such as requiring homes to be constructed using earth tones and limiting the bulk. He said he is extremely concerned about the amount of impervious surface allowed, because flooding in Shoreline is worse now than it was a few years ago and will continue to deteriorate. The City should encourage the planting of trees and other landscaping and not restrict a resident from creating a higher privacy hedge as long as it does not present a traffic hazard.

Chair Gabbert inquired how many of the Commissioners would be in favor of directing staff to develop single-family design standards around Option 2, taking into account the direction provided by the Commission and the public. The Commission discussed whether or not this option should be extended to include 7,200 square foot lots. They concluded that it should not be extended to 5,000 square foot lots. Commissioner Marx suggested that rather than applying the design standards to only 5,000 square foot lots, they could be applied to all R-8 and R-12 zones.

Commissioner McClelland inquired whether the term "accessory buildings" includes "accessory dwelling units." Ms. Markle said that Option 2 refers to accessory buildings and not accessory dwellings. This would have to be modified to be consistent with Shoreline's code.

Commissioner McClelland, Commissioner Marx, and Commissioner Doering indicated that they would be in favor of directing staff to create draft design standards using Option 2. Commissioner Maloney said he would be in favor of considering Option 2 if it were extended to include 7,200 square foot lots and if it was done in broad terms. Commissioner Marx expressed her concern that the R-8 zones have been neglected in the Development Code as far as limiting the amount of bulk and impervious surface allowed. She suggested that this is a bigger problem than the actual design of the development.

Ms. Kolousek referred the Commission to the Development Code which took two years to complete. The Development Code includes standards for single-family detached and attached residential homes. There are two zones in the City (R-8 and R-12) that allow smaller lots of 5,000 square feet or less. While the standards in the Development Code for single-family residential design address larger lots, there are no standards in place to regulate detached structures on the smaller lots.

Mr. Elster said that the neighborhood design standard issue was triggered by citizen concerns related to large homes being developed on small lots. The design guidelines are intended to motivate developers or property owners to be sensitive to the character of the neighborhood.

Ms. Kolousek said that the Development Code lowered the maximum building coverage allowed to 35 percent in the R-4 and R-6 zones, but this did not include the R-8 and R-12 zones. While the Development Code greatly limits the amount of impervious surface allowed in R-4 and R-6 zones, an R-8 zone allows up to 75 percent impervious surface and an R-12 zone allows up to 85 percent.

Commissioner Marx suggested that rather than considering the design standards at this time, the Commission should consider the bulk, lot coverage and impervious surfaces for detached single-family residences in the R-12 and R-8 zones.

COMMISSIONER MARX MOVED TO DIRECT STAFF TO PROVIDE INFORMATION REGARDING BULK, LOT COVERAGE AND IMPERVIOUS SURFACES FOR SINGLE-FAMILY DETACHED RESIDENCES IN R-8 AND R-12 ZONES. COMMISSIONER MONROE SECONDED THE MOTION. MOTION CARRIED UNANIMOUSLY.

COMMISSIONER DOERING MOVED TO EXTEND THE MEETING FOR FIVE MINUTES. COMMISSIONER MARX SECONDED THE MOTION. MOTION CARRIED 7-1 WITH COMMISSIONER MONROE VOTING IN OPPOSITION.

Ms. Markle asked if she should provide more clarification related to accessory structures and accessory dwellings. Ms. Kolousek noted that limiting the lot coverage in R-8 and R-12 zones would apply to accessory structures, as well.

c. Planning Commission Calendar

The Commission reviewed the Calendar that was provided as the last page of the Staff Report. They questioned whether the draft ordinance related to tonight's discussion of Single Family Design Standards would be ready for public hearing at the first meeting in February. Ms. Markle indicated that staff could have the materials ready in sufficient time, but it may be postponed until the hearing on the Development Code amendments or Single Family Design Standards as directed. Staff would have to assess the timing of the ordinance.

Chair Gabbert advised that the joint workshop with the Lake Forest Park Planning Commission might be postponed to a later date. He said this joint meeting is intended to provide an opportunity for the two Commissions to discuss issues of common concern.

Commissioner Monroe questioned whether there was an update on Point Wells scheduled on the calendar. Ms. Markle advised that once staff receives information related to the Point Wells site, they would schedule the item on the Commission's agenda.

8. UNFINISHED BUSINESS

There was no unfinished business scheduled on the agenda.

9. NEW BUSINESS

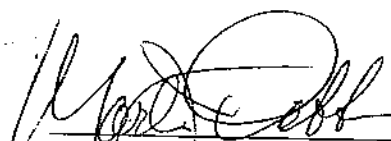
There was no new business scheduled on the agenda.

10. AGENDA FOR NEXT MEETING

The Commissioners had no additional comments to make regarding the agenda for the next meeting.

11. ADJOURNMENT

The meeting was adjourned at 9:34 p.m.


Marlin J. Gabbert
Chair, Planning Commission


Lanie Curry
Clerk, Planning Commission

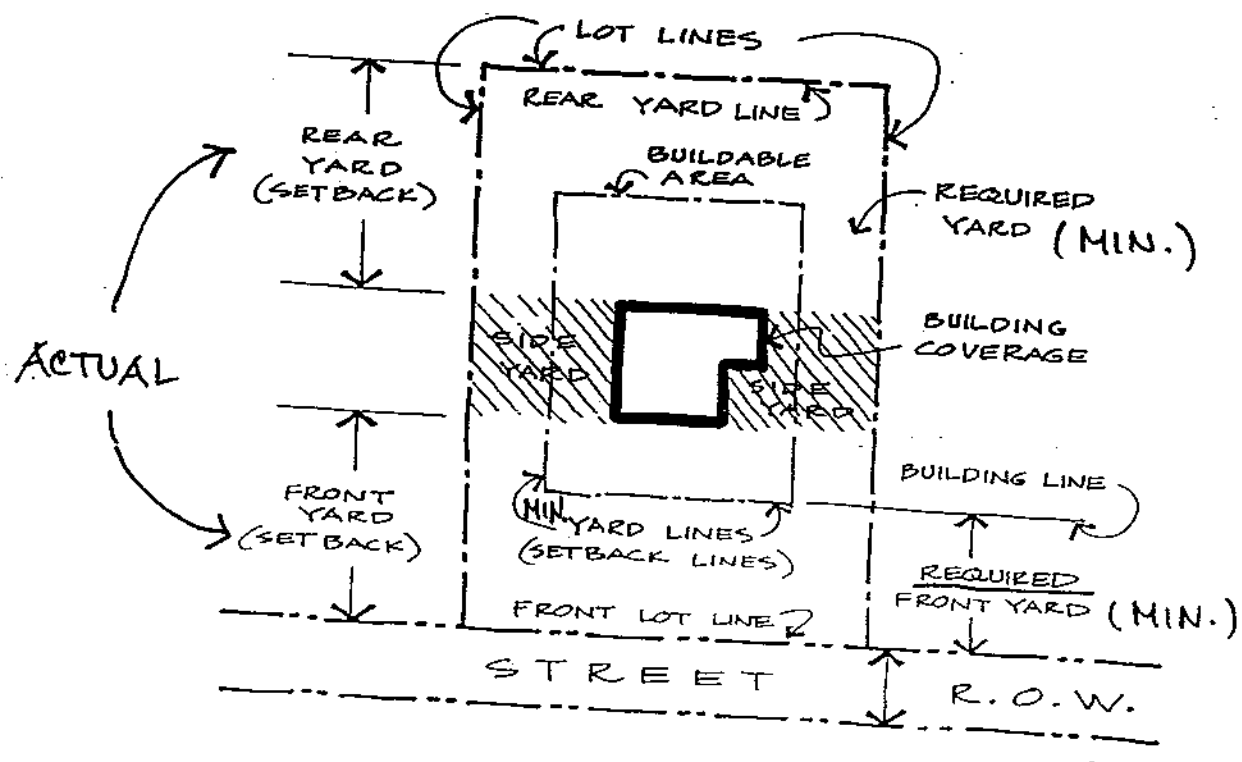
ATTACHMENT III

Single Family Design Standards Considered by the Planning Commission				
	Design Elements	Option 1: Shoreline Draft Development Code	Option 2: City of Everett	Option 3: City of Aspen
1	Multiple rooflines or gables	X	X**	
2	Roof brackets or rooflets	X	X**	
3	Dormers or fascia boards	X	X**	
4	Modulation	X	X**	
5	Trellis	X		
	Windows			
6	Windows with visible trim or mullions	X	X**	
7	Clustered windows	X	X**	
8	Bay windows	X	X**	
9	Requires street facing windows		X	X
10	Prohibits windows that span more than one floor			X
11	Prohibits more than one non-orthogonal window on ea. Façade			X
12	Requires that lightwells be recessed behind frontmost wall of building			X
	Entries			
13	Entry Enhancements	X	X**	
14	Façade & main entry facing street	X*	X	X
15	Entry door shall be no more than 10 ft. back from frontmost wall of house			X
16	Entry door shall not be over 8 ft. in height			X
17	Porch or weather covered entry 6 ft. X 6 ft. w/ a min. dimension of 4 ft.		X	
18	Required entry porch of 50+sq. ft., w/ min. depth of 6			X
19	Prohibit entry porches/canopies of more than one story in height			X
	Garages/Carports			
20	Setback for garages/carports - 5 ft. from façade @ min. front yard setback	X	X	
21	Garage/Carport shall be setback at least 10 ft. further from the street than front wall of house			X
22	Lots over 10,000 garage/carport may be in front of house if garage doors are perpendicular to street			X
23	wide			X
24	Garage doors shall be single stall			X
	Driveways/Access			
25	alley		X	X
26	Driveway shall not exceed 20 feet in width in setbacks		X	
27	Walkway (separate from driveway) leading from street to entry	X*		
	Bulk/Scale			
28	Lot coverage for buildings maximum 40%		X	
29	Gross floor area including garage maximum 50%		X	

30	New construction must on lots over 5,000 sq. ft. must step down to one story adjacent to a one story home by providing a one story element @ least 12 ft. in width on the common property line			X
31	Regulates lots smaller than 5,000 sq. ft.		X	
	Design Elements	Option 1	Option 2	Option 3
32	Width of living area on 1st floor shall be at least 5 ft. greater in width than garage/carport			X
33	Requires a one story element that is at least 20% of the buildings total width			X
	Accessory Buildings			
34	Accessory buildings may not be established until the principal dwelling(s) are constructed		X	
35	Combined total sq. footage of accessory buildings max. 15% of total lot area or 1,000 sq. ft. whichever is less (500 sq. ft. of attached garage exempt)		X	
36	No accessory buildings in front setback		X	
37	Detached accessory building max. height 15 ft.		X	
38	Detached accessory buildings over 500 sq. ft. shall have roof pitch, siding, and roofing similar to dwelling		X	
39	connected by a subordinate element to the main dwelling			X
	Materials			
40	Exterior materials shall be of consistent quality on all sides of building			X
41	Materials shall be applied true to their characteristics			X
42	Highly reflective surfaces shall not be used as exterior materials			X
	Landscaping			
43	Fences, hedgerows, & planter boxes shall not be more than 42 in. high in front of house. No man made			X
	Privacy/Open Space			
44	Dwellings w/out direct frontage to public street should be situated w/ respect to privacy of abutting homes & create usable yard space		X	
	* Option 1 requires either the entry to face street or a separate walkway from street to entry			
	** Option 2 states houses shall have entry, window and/or roofline design treatment.			

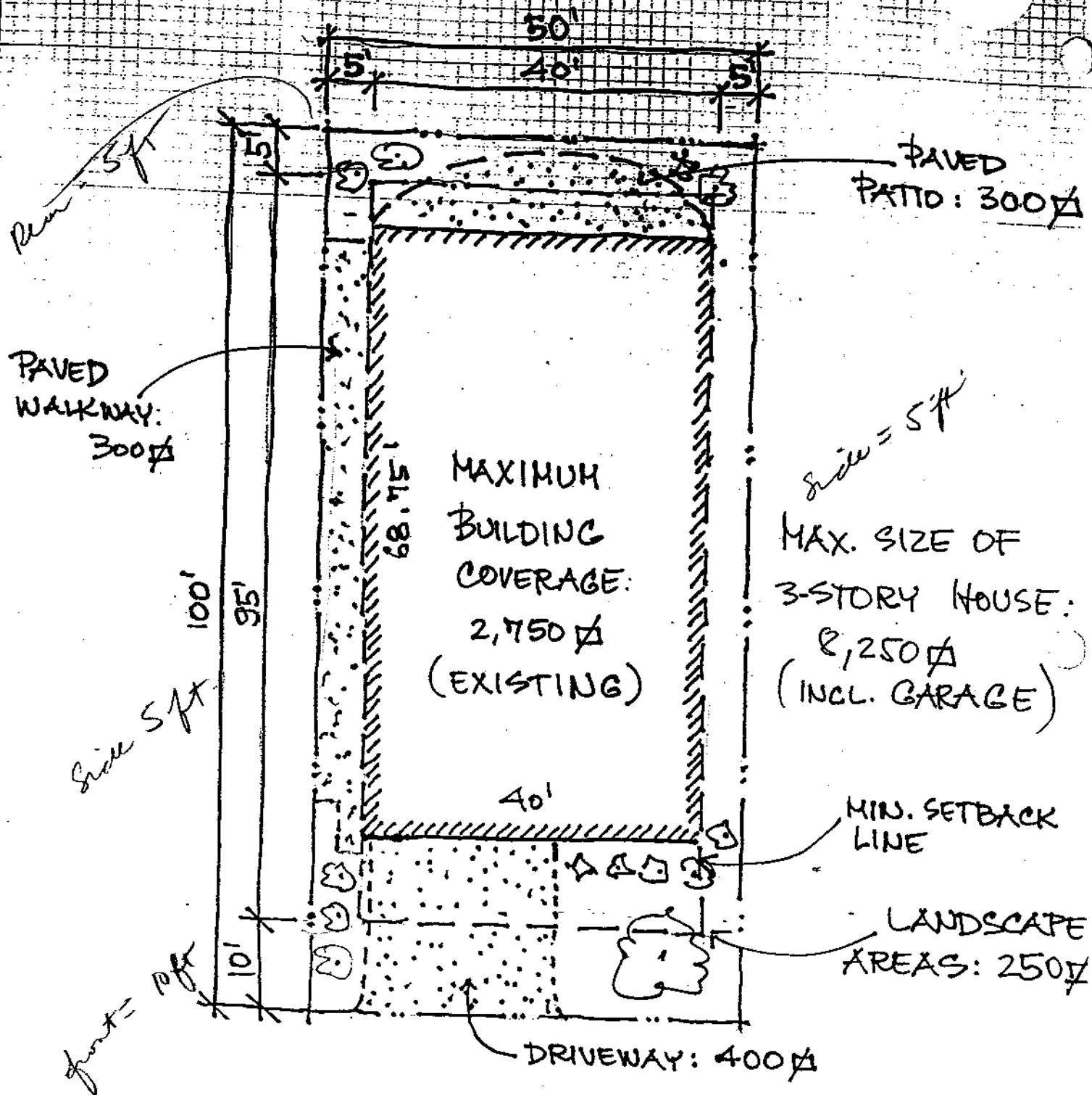
ATTACHMENT IV

BUILDING COVERAGE (SCALE)



THE RATIO OF THE HORIZONTAL AREA
 MEASURED FROM THE EXTERIOR SURFACE
 OF THE EXTERIOR WALLS OF THE GROUND
 FLOOR OF ALL PRINCIPAL & ACCESSORY
 BUILDINGS ON A LOT TO (DEVIDED BY)
 THE TOTAL LOT AREA

2



EXISTING CODE: R-8

LOT SIZE: 5,000^{sq ft}

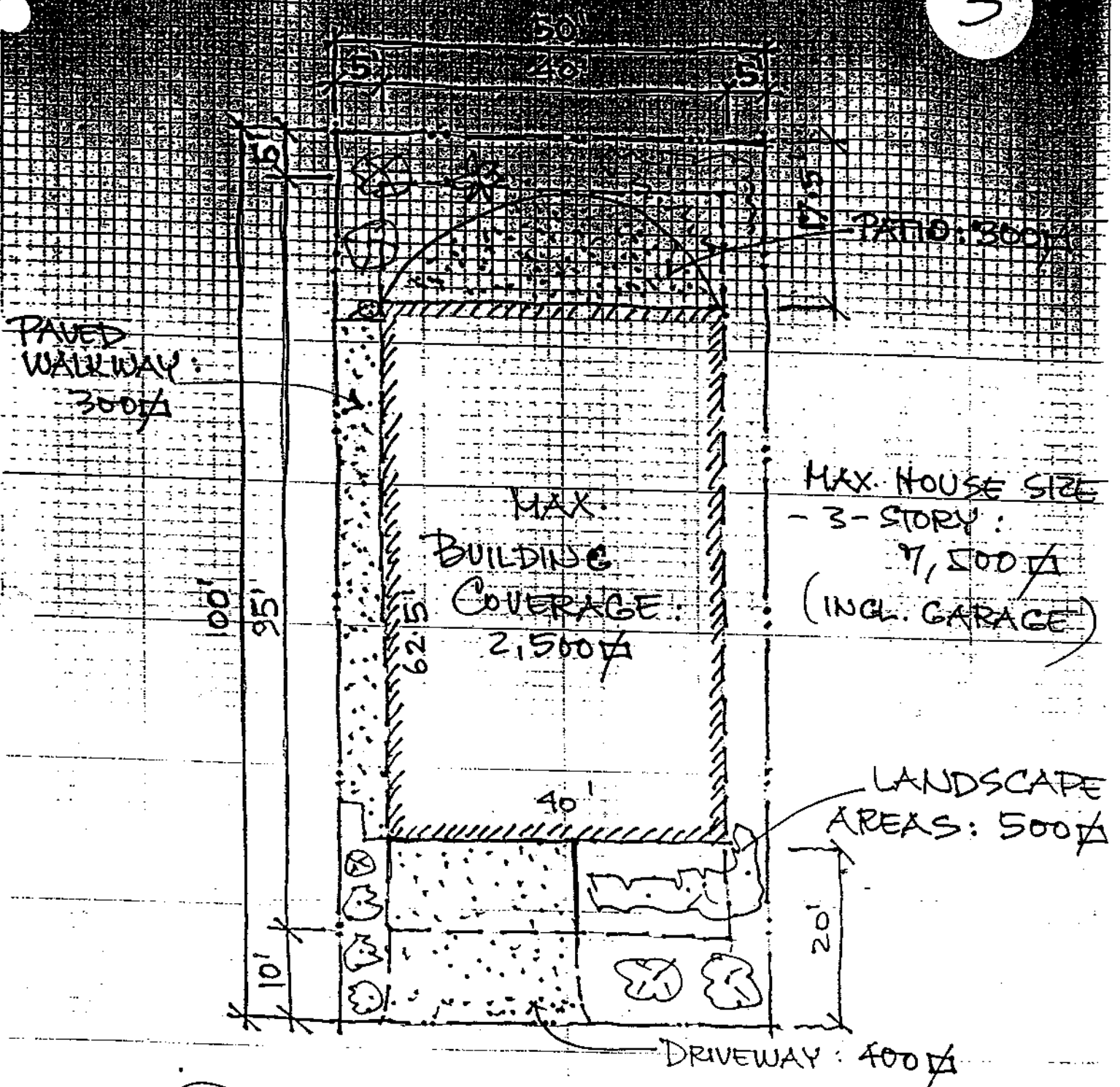
034

MAX. BLDG. COVERAGE: 55% = 2,750^{sq ft}

MAX. IMPERVIOUS SURFACE: 75% = 3,750^{sq ft}

MAX. SIZE OF THE HOUSE (INCL. GARAGE): 8,250^{sq ft}

3



PROPOSED ALT. #1 : R-8

035

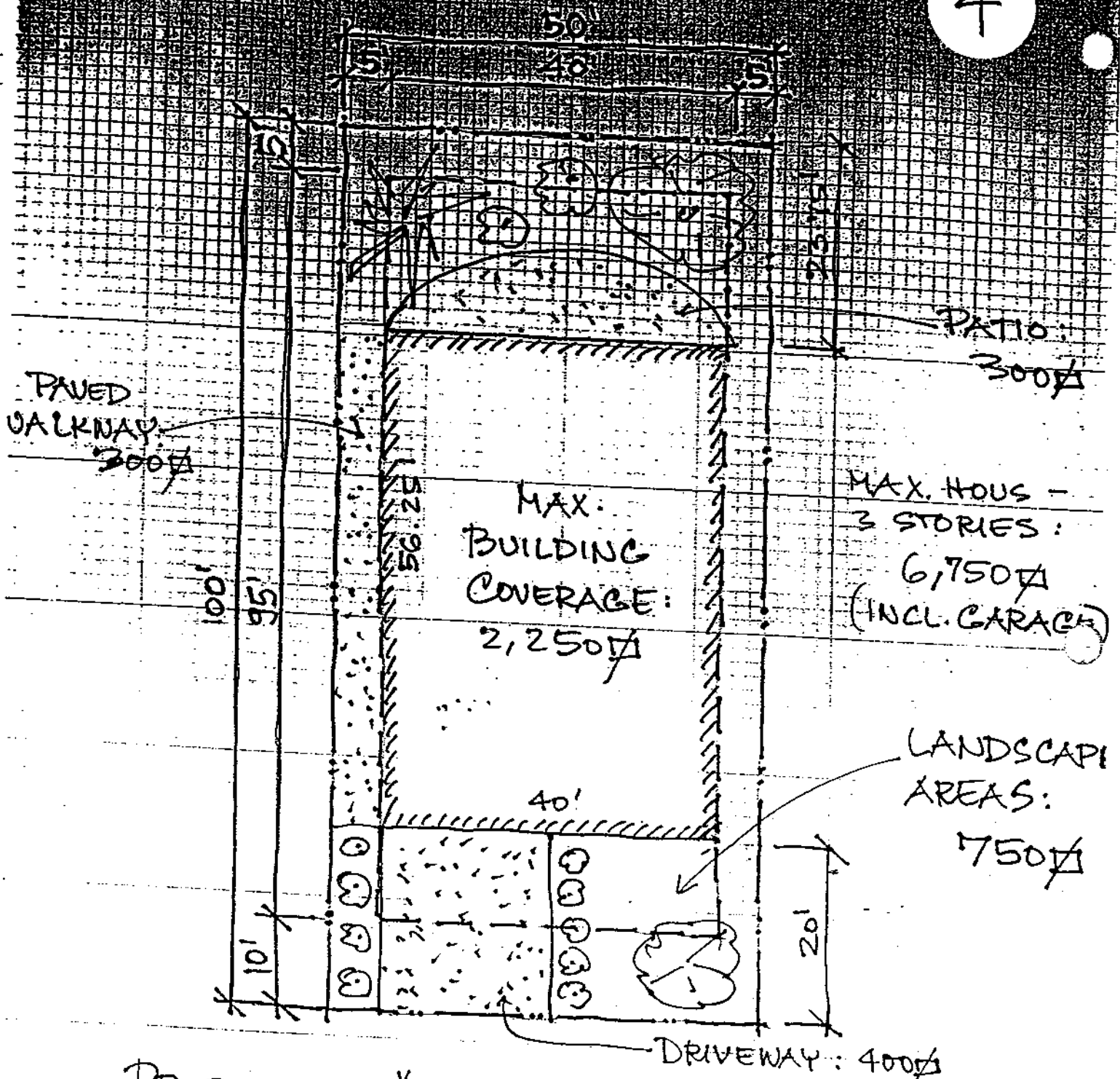
LOT SIZE: 5000 $\square$

MAX. BLDG. COVERAGE: 50% = 2,500 $\square$

MAX. IMPERVIOUS SURFACE: 70% = 3,500 $\square$

MAX. SIZE OF THE 1st 37' (3 stories): 7,500 $\square$

4



PROPOSED ALT. # 2 : R-8

LOT SIZE : 5000' Δ

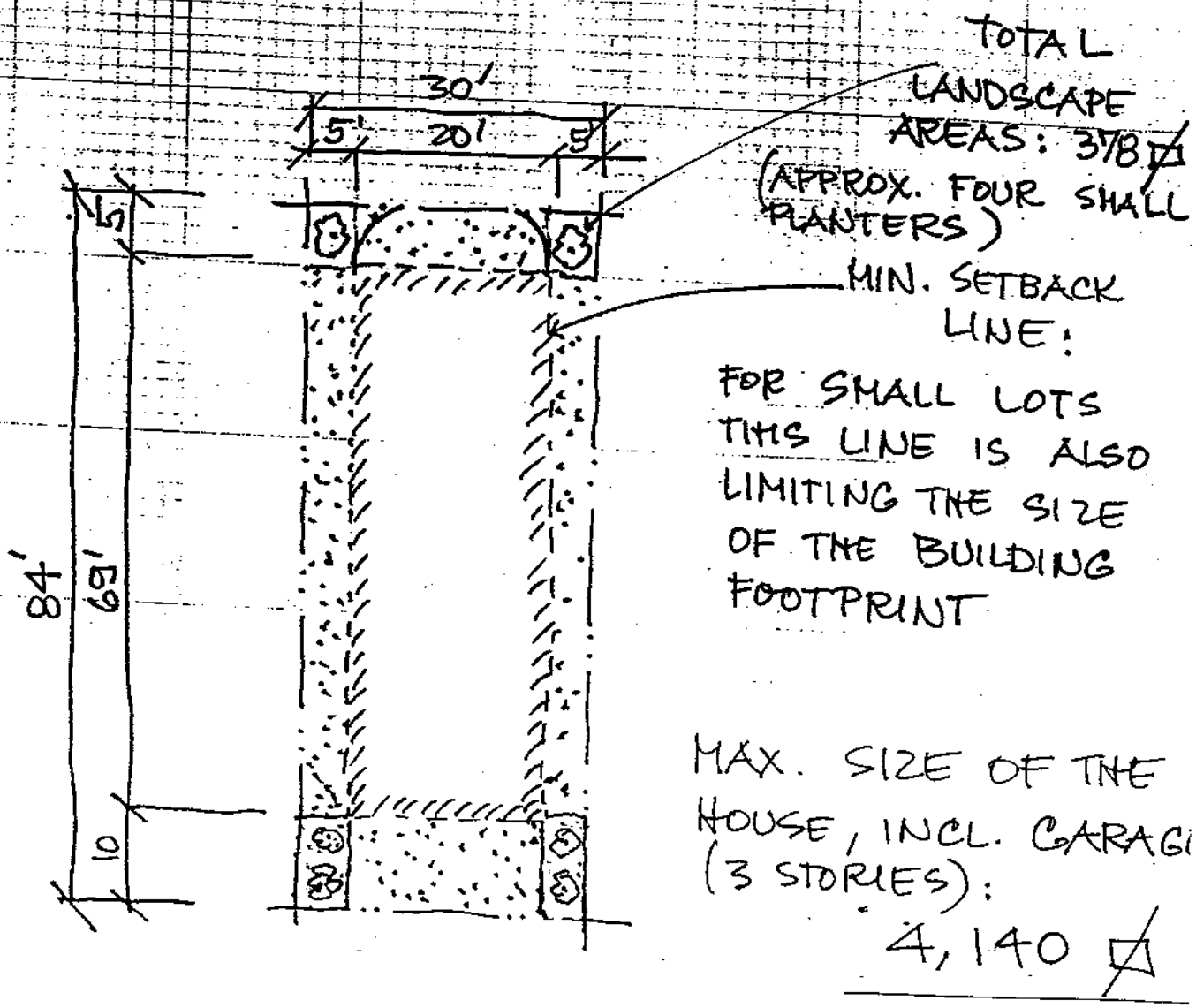
036

MAX. BLDG. COVERAGE : 45% = 2,250' Δ

MAX. IMPERVIOUS SURFACE : 65% = 3,250' Δ

MAX. SIZE OF THE HOUSE (3 STORIES) : 6,750' Δ (INCL. GARAGE)

5



EXISTING CODE: R-12

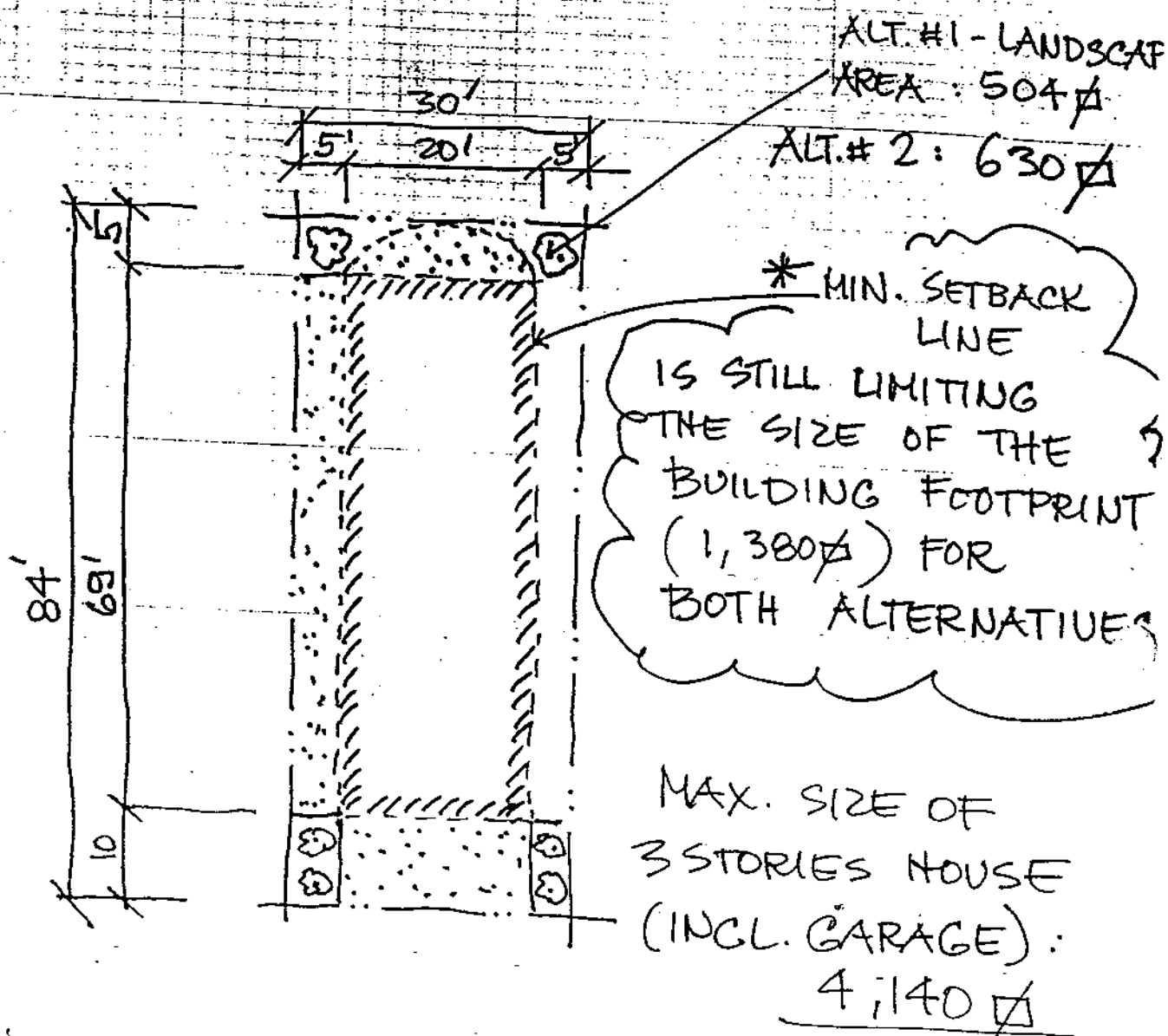
LOT SIZE : 2520 037

MAX. BUILDING COVERAGE: 60% = 1,512

MAX. IMPERVIOUS SURFACE: 85% = 2,142

* PLEASE NOTE THAT THE SETBACK LIMITS THE BUILDING FOOTPRINT TO 1,380 39

6



PROPOSED ALT. #1 & 2: R-12

LOT SIZE: 2520 sq ft

038

* MAX. BUILDING COVERAGE: 55% = 1,386 sq ft

ALT. #1: MAX. IMPERVIOUS SURFACE: 80% = 2,016 sq ft

ALT. #2: " " " : 75% = 1,890 sq ft