

PLANNING COMMISSION SPECIAL MEETING AGENDA

Wednesday, January 29, 2020

Mercer Island City Hall - Council Chambers 9611 SE 36th Street | Mercer Island, WA 98040

Phone: 206.275.7706 | www.mercergov.org

PLANNING COMMISSIONERS:

Chair: Tiffin Goodman Vice Chair: Vacant

Commissioners: Carolyn Boatsman, Daniel Hubbell, Jennifer Mechem, Lucia Pirzio-Biroli, Ted Weinberg

In compliance with the Americans with Disabilities Act, those requiring accommodation for meetings should notify the Staff

Liaison at least 24 hours prior to the meeting.

CALL TO ORDER

SPECIAL BUSINESS

MINUTES

1. December 4, 2019 Minutes

APPEARANCES

This is the time set aside for members of the public to speak to the Commission about issues of concern. If you wish to speak, please consider the following points:

- Speak audibly into the podium microphone.
- State your name and address for the record.
- Limit your comments to 3 minutes.

The Commission may limit the number of speakers and modify the time alloted. Total time for appearances: 15 minutes.

REGULAR BUSINESS

2. Community Facility Regulations

OTHER BUSINESS

- 3. Directors Report
- 4. Planned Absences
- 5. Next Scheduled Regular Meeting: February 5, 2020

ADJOURN

PLANNING COMMISSION

MEETING MINUTES



Wednesday, December 4, 2019

CALL TO ORDER

The Planning Commission was called to order by Chair Goodman at 6:13 pm in the City Hall Council Chambers at 9611 SE 36th Street, Mercer Island, Washington.

ROLL CALL

Chair Tiffin Goodman, Vice Chair Craig Reynolds, Commissioners, Carolyn Boatsman, Jennifer Mechem, Lucia Pirzio-Biroli and Ted Weinberg were present. Commissioners Daniel Hubbell was absent.

STAFF PRESENT

Evan Maxim, CPD Director, Andrea Larson, Senior Administrative Assistant, Mona Davis, Planning Manager, Robin Proebsting, Senior Planner, Ryan Daly, Interim Parks & Recreation Director, Paul West, Capital Projects Planning Manager

MINUTES

It was moved by Weinberg, seconded by Reynolds to: **Approve the November 20, 2019.** Passed 5-0-1

APPEARANCES

Matt Goldbach, Mercer Island. He commented on the problem statement for the Community Facility Regulations regarding a lack of predictable regulations from site to site. He stated that he does not understand how item C of the problem statement is actually stating a problem.

REGULAR BUSINESS

Agenda Item #1: PROS Plan Introduction

Robin Proebsting, Senior Planning, gave a brief overview of the Planning Commissions role in the PROS plan and introduced Ryan Daly, Interim Parks & Recreation Director, Paul West, Capital Projects Planning Manager.

Ryan Daly, Interim Parks & Recreation Director, gave a brief introduction to the PROS plan.

Paul West, Capital Projects Planning Manager, gave a presentation on the PROS plan to the Commission.

The Commission asked questions and discussed the process, the Commission involvement and the PROS plan.

The Commission took a break until 7:25pm

Agenda Item #2: Community Facility Regulations

Evan Maxim, CPD Director, gave a presentation on the Community Facility Regulations.

The Commission discussed the problem statement.

The Commission took a break until 8:26pm

It was moved by Weinberg; seconded by Reynolds to:

Start with line A.a on the problem statement and discuss line by line and use a thumbs up/ thumbs down approach to going through each line.

Passed 5-0

Revote was called due to a Commissioner not realizing a vote was called for.

A friendly amendment was made to make the approval by thumbs up Passed 5-0-1

Passed 4-0-2

The Commission added a new A.a to read:

Conditional Use Permit historical records are incomplete;

The Commission amended A to read:

The regulations or the conditions, that are intended to mitigate impacts of community facilities are insufficient or unknown in some cases.

The Commission amended A.c to read:

Any Residentially zoned properties may be the subject of a Conditional use Permit (CUP) application for community facilities;

The Commission deleted A.d.

The Commission amended C to read:

There is a lack of a predictable outcome for organizations and neighbors.

The Commission amended C.a to read:

The current CUP proves results in conditions of approval that cannot be known in advance;

The Commission amended C.b to read:

The current process results in the "re-review" of previously discussed designs resulting in community fatigue, a change in previous commitments, etc.;

The Commission amended C.c to read:

The City lacks a regulatory mechanism to limit the growth and evolution of community facilities subject to sufficiently strict and enforceable mitigation measures;

The Commission amended D to read:

Regulations are not sufficiently enforceable

The Commission moved A.a to D.a

The Commission amended E to read:

Community facilities provide significant benefit and create significant consternation.

The Commission moved E to the beginning of the problem statement.

The Commission added A.e to read:

No provision encouraging community facilities to coordinate expansion, the use of resources, and upgrade with adjacent community facilities under separate ownership;

The Commission took a break until 10:28pm

The Commission moved A.c and A.d to C.d. and C.e

Agenda Item #3: Sign Code Amendment

The Commission decided to table Agenda Item #3 to the next meeting on January 15, 2019.

OTHER BUSINESS

The Commission recognized Vice Chair Reynolds for his service on the Commission.

Evan Maxim, CPD Director, gave a brief update on last nights City Council meeting.

PLANNED ABSENCES FOR FUTURE MEETINGS

There were no planned absences

ANNOUNCEMENTS AND COMMUNICATIONS

The next Planning Commission meeting is on January 15, 2020 at 6:00PM.

ADJOURNMENT

The meeting was adjourned at 10:52pm

CITY OF MERCER ISLAND

COMMUNITY PLANNING & DEVELOPMENT

9611 SE 36TH STREET | MERCER ISLAND, WA 98040

PHONE: 206.275.7605 | <u>www.mercergov.org</u>



PLANNING COMMISSION

To: Planning Commission

From: Evan Maxim, Director

Date: January 22, 2020

RE: Community Facility Regulations

SUMMARY

On August 20, 2019, the City Council and Planning Commission held a joint study session to discuss the proposed Community Facility regulations and zoning designation. Following the joint study session, the City Council asked the Planning Commission to:

- A. Review the "problem statement" and determine if an alternative approach is warranted;
- B. Explore alternative decision-making processes; and
- C. Report back to the City Council for further direction.

On November 20, 2019, the Planning Commission completed their development of the problem statement (Attachment A) and directed staff to assist in evaluating the three alternatives. Since the Planning Commission's meeting in late November 2019, the City understands that the Stroum Jewish Community Center (SJCC) and the French American School of Puget Sound (FASPS) are exploring other options, which may include either a proposal for a new code amendment, or the application for a Conditional Use Permit, or both. No applications have been received by the City.

In preparing the materials for Planning Commission meeting for January 22, 2020, staff has noted that the current draft of the problem statement does not appear to incorporate the significant neighborhood opposition to a change to the current development standards similar to Alternative 4. The political "viability" of each alternative should be considered in developing a recommended alternative approach to the City Council.

ALTERNATIVES

A summary of all alternative approaches is attached as Attachment B. The Planning Commission discussed both limited amendments to the Conditional Use Permit criteria (Alternative 2, Attachment B) and the adoption of a Master Plan in conjunction amendments to the Conditional use Permit criteria (Alternative 3, Attachment B), which has resulted in the creation of four alternatives:

Alternative 1: No change to the current development regulations.

- Alternative 2: Amend the Conditional Use Permit criteria only.
- Alternative 3: Amend the Conditional use Permit criteria and create a Master Plan process that provides for flexibility in complying with development standards.
- Alternative 4: Continue review of the original Community Facility code amendments and rezone.

The purpose of identifying multiple alternatives is to assist the Planning Commission and community in evaluating the specific advantages or limitations of each approach in addressing the components of the problem statement.

PROBLEM STATEMENT / ALTERNATIVE MAPPING

Staff has prepared a matrix (Attachment C) that evaluates the "advantages" and "limitations" of each alternative against the individual components of the problem statement to assist in evaluating the alternative approaches.

The purpose of this matrix is to support the Planning Commission's evaluation of each alternative approach and its respective advantages or limitations to address the components of the problem statement. As noted above, the matrix does not appear to adequately capture the political viability of each alternative. In particular, there has been significant community opposition to Alternative 4: Continue review of the original Community Facility code amendment and rezone. Consequently, staff recommends that the Planning Commission take into account the community concerns with Alternative 4 before making a final recommendation.

Although staff has prepared the initial document, the matrix is also intended to reflect the Planning Commission's assessment of each alternative approach. Consequently, Planning Commissioners should review the matrix and provide correction as needed.

RECOMMENDATION AND SCHEDULE

Staff recommends that the Planning Commission complete its recommendation to the City Council by February 18, or sooner. The City Council is tentatively scheduled to review the recommendation on March 3, before providing further direction to the Planning Commission and staff.

NEXT STEPS

Planning Commissioners should review this memo and past material related to this subject. Several documents provided in November 2019 have been included as attachments for reference; please review. For January 29, staff anticipates that the Planning Commission will provide the following:

- 1. Direction regarding corrections to the identified "advantages" and "limitations" in Attachment C; and,
- 2. Identify a Recommended Alternative Approach, including any necessary modifications to the approach.

Staff anticipates that the Planning Commission may need additional time to discuss the alternatives and form a recommendation. Consequently, staff anticipates that this discussion will continue to the Planning Commission meeting of February 4.

ATTACHMENTS

- A. Planning Commission Draft Problem Statement
- B. Alternative Approach Summary table
- C. Problem Statement / Alternative Mapping
- D. Background: Current CUP and Design Review process, CUP Approval Criteria, Development / Design Standards Matrix

Draft problem statement:

The existing circumstance is that community facilities provide significant benefit and create significant consternation due to the following problem statement components:

- A. The regulations or the conditions, that are intended to mitigate impacts of community facilities are insufficient or unknown in some cases.
 - 1. The impacts to the neighbors of community organizations are insufficiently regulated, specifically with regard to the intensity of building and site use, noise, light, traffic, and other similar impacts;
 - 2. Current rules do not support flexibility to promote good design that addresses neighborhood impacts;
 - 3. No provision encouraging community facilities to coordinate expansion, the use of resources, and upgrades with adjacent community facilities;
- B. The public process does not support sufficient community input in the decision-making.
 - 1. The community does not have sufficient influence in the decision-making process;
 - 2. The community input is too late in the process to influence design;
- C. There is a lack of a predictable outcome for organizations and neighbors.
 - 1. The current CUP process results in conditions of approval that cannot be known in advance;
 - 2. The current process results in the "re-review" of previously discussed designs resulting in community fatigue, a change in previous commitments, etc;
 - 3. The City lacks a regulatory mechanism to limit the growth and evolution of community facilities subject to sufficiently strict and enforceable mitigation measures;
 - 4. Ongoing expansions of organizations, without long term planning or a vision, can be disruptive to the neighborhood;
 - 5. Any residentially zoned properties may be the subject of a Conditional Use Permit (CUP) application for community facilities;
- D. Regulations are not sufficiently enforceable.
 - 1. Conditional Use Permit historical records are incomplete;
 - 2. Code compliance is based on complaints

Attachment B

Alternative Approach Summary

Amend:	Alternative 1: No Change	Alternative 2: Limited CUP¹ Change	Alternative 3: Expanded CUP and MP ²	Alternative 4: Current Approach ³
Criteria for Approval	Retain current criteria	Amend current CUP criteria	Amend current CUP criteriaDevelop MP criteria	Retain current CUP criteriaDevelop MP criteria
Development / Design Standards	Retain current standards	Retain current standards	 Retain current standards Allow limited modification of current standards as part of MP or CUP process 	 Develop new standards specific to the zone Allow modification of new standards as part of MP process
Process	Retain current process	Retain current process	Retain current CUP processDevelop MP process	Retain current CUP processDevelop MP process

Conditional Use Permit (CUP)
 Master Plan (MP)
 Based on June 2019 PC discussion

Problem Statement / Alternative Mapping

The existing circumstance is that community facilities provide significant benefit and create significant consternation due to the following problem statement components:

Problem Statement	Alternative 1	Alternative 2	: Limited CUP	Alternative 3: Exp	oanded CUP / MP	Alternative 4: C	urrent Approach
		Advantages	Limitations	Advantages	Limitations	Advantages	Limitations
A. The regulations or the conditions, that are intended to mitigate impacts of community facilities are insufficient or unknown in some cases.	Alternative 1 is the "No change" alternative and represents the current circumstance against which other alternatives are evaluated.	Additional criteria can be developed to address expected impacts	Adoption of specific development standards may be a better tool to address this item	Additional criteria can be developed to address expected impacts	Adoption of specific development standards may be a better tool to address this item	 Adopt new standards specific to community facilities Additional decision criteria can be developed to address expected impacts 	Community perception that new standards are too permissive
1. The impacts to the neighbors of community organizations are insufficiently regulated, specifically with regard to the intensity of building and site use, noise, light, traffic, and other similar impacts;		Approval criteria related to these impacts will ensure consideration	This alternative does not establish a specific development standard for these impacts	Additional criteria can be developed to address expected impacts	This alternative does not establish a specific development standard for these impacts	 Additional criteria can be developed to address expected impacts Additional development standards specific to these impacts 	Community perception that new standards are too permissive
 Current rules do not support flexibility to promote good design that 			 Flexibility is not a component of this alternative 	This alternative allows flexibility to standards to		This alternative allows flexibility to standards to	 Flexibility may "diminish" adoption of new standards

Problem Statement	Alternative 1 Alternative 2: Limited CUP		Alternative 3: Expanded CUP / MP		Alternative 4: Current Approach		
addresses neighborhood impacts;				promote good design		promote good design	intended to mitigate impacts
3. No provision encouraging community facilities to coordinate expansion, the use of resources, and upgrades with adjacent community facilities;	Alternative 1 is the "No change" alternative and represents the current circumstance against which other alternatives are evaluated.		Coordination, shared resources / design is not addressed by this alternative	Master Plan criteria could be established to require coordination, use of shared resources in order to obtain desirable flexibility		• Master Plan criteria could be established to require coordination, use of shared resources in order to obtain desirable flexibility	
B. The public process does not support sufficient community input in the decision-making.		Additional criteria relevant to community concerns would increase attention to community input	Community influence will be weakest where not related to the criteria for approval or standards	 Additional criteria relevant to community concerns would increase attention to community input The MP process would include additional opportunity for community input 	Community influence will be weakest where not related to the criteria for approval or standards	 Additional criteria relevant to community concerns would increase attention to community input The MP process would include additional opportunity for community input Additional standards may further support 	

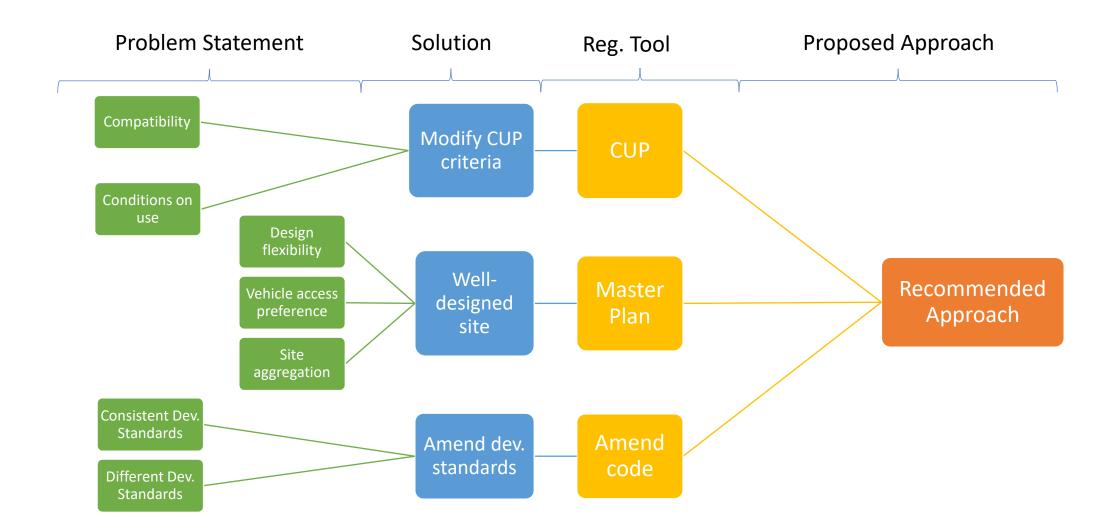
Problem Statement	Alternative 1	Alternative 2: Lim	ited CUP	Alternative 3: Exp	panded CUP / MP	Alternative 4: C	urrent Approach
						community input	
 The community does not have sufficient influence in the decision-making process; 	Alternative 1 is the "No change" alternative and represents the current circumstance against which other alternatives		No change to community influence in decision-making process under this alternative	The MP process would provide additional community influence		The MP process would provide additional community influence	 Community perception that new standards reduce influence in establishing conditions of approval
2. The community input is too late in the process to influence design;	are evaluated.	•	The timing of community input is not addressed by this alternative	• The MP process ⁴ would require community input earlier in the process		• The MP process ⁵ would require community input earlier in the process	
C. There is a lack of a predictable outcome for organizations and neighbors.		•	No change to the predictability of the outcome of a CUP review	MP approval would establish long term anticipated development of the site	Reduced predictability related to flexible standards	MP approval would establish long term anticipated development of the site	 Reduced predictability related to flexible standards New standards may support development too much
 The current CUP process results in conditions of approval that cannot be known in advance; 		•	No change to the current approach		No change to the current approach		 Reduced reliance on "conditions of approval" based on the

⁴ Based on June 2019 PC discussion

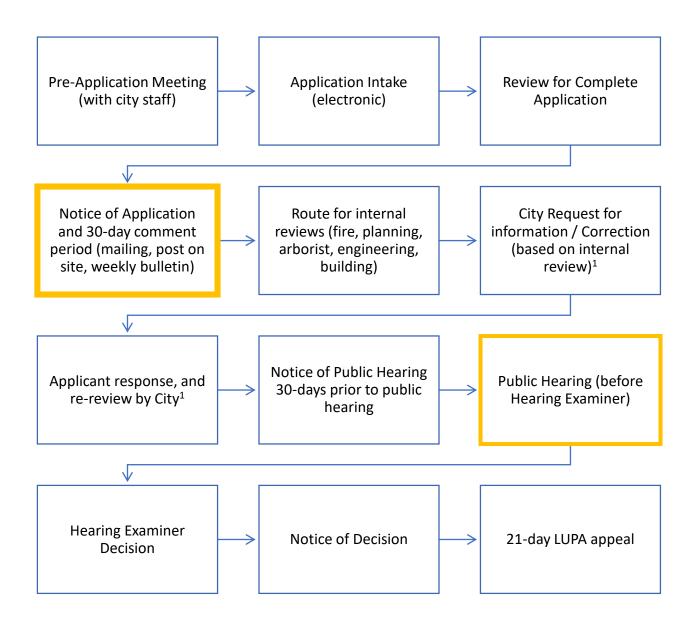
⁵ Based on June 2019 PC discussion

Problem Statement	Alternative 1	Alternative 1 Alternative 2: Limited CUP		Alternative 3: Expanded CUP / MP		Alternative 4: Current Approach	
2. The current process results in the "re-review" of previously discussed designs resulting in community fatigue, a change in previous commitments, etc;	Alternative 1 is the "No change" alternative and represents the current circumstance against which		No change to the "re-review" effect	MP approval reduces the likelihood of multiple "re- reviews"		MP approval reduces the likelihood of multiple "rereviews"	adoption of new standards.
3. The City lacks a regulatory mechanism to limit the growth and evolution of community facilities subject to sufficiently strict and enforceable mitigation measures;	other alternatives are evaluated.	Additional criteria may result in additional conditions of approval	No overall limit on growth and evolution through the acquisition of adjacent properties	 MP approval process could result in mitigation for each phase of community facility development Additional criteria may result in additional conditions of approval 	No overall limit on growth and evolution through the acquisition of adjacent properties	 MP approval process could result in mitigation for each phase of community facility development Additional criteria may result in additional conditions of approval 	Growth consistent with new standards should be expected, and is undesirable to the community
 Ongoing expansions of organizations, without long term planning or a vision, can be disruptive to the neighborhood; 			 No change to requirement for long term planning / vision 	 MP approval process will provide a long- term vision for community facility 	Ongoing growth consistent with the MP is undesirable to neighbors	 MP approval process will provide a long- term vision for community facility 	 Ongoing growth consistent with the MP is undesirable to neighbors
 Any residentially zoned properties may be the subject of a Conditional Use Permit (CUP) 			 No change to the ability for properties to apply for a CUP 		 No change to the ability for properties to apply for a CUP 	 New standards associated with a new zoning designation will 	 Concern that rezone may spread to additional

Problem Statement	Alternative 1	Alternative 2: Limited CUP	Alternative 3: Expanded CUP / MP	Alternative 4: Current Approach	
application for community facilities;				limit expansion community into residential facilities and neighborhoods negatively impact residential character	
D. Regulations are not sufficiently enforceable.	Alternative 1 is the "No change" alternative and represents the current circumstance against which other alternatives	No change enforceme mechanism	nt opportunity for	New standards are associated with the zone, limiting the reliance on site specific conditions of approval	
 Conditional Use Permit historical records are incomplete; 	are evaluated.	No change historic rec		Less reliance on historical records to determine compliance No change to historic record	
Code compliance is based on complaints			 Code compliance would be reviewed at each phase of MP development 	Code compliance would be reviewed at each phase of MP development	



Conditional Use Permit and Zoning Variance: Process

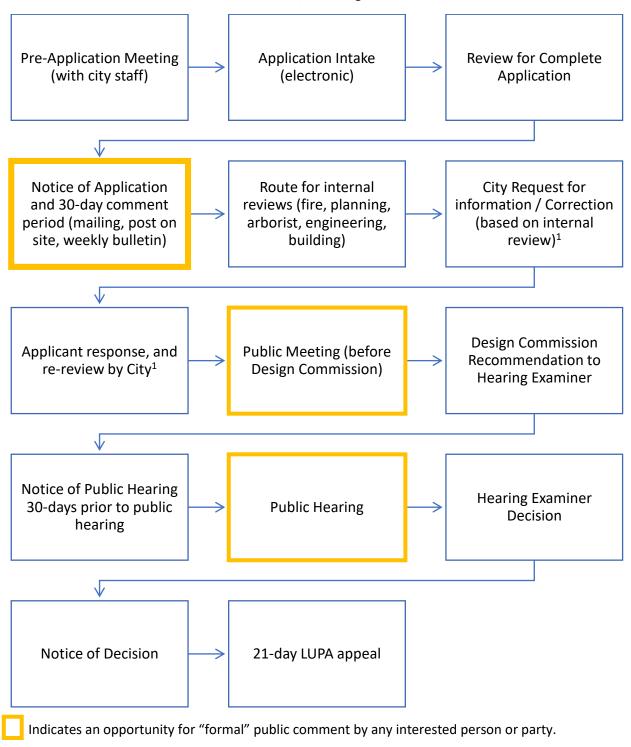


Indicates an opportunity for "formal" public comment by any interested person or party.

^{1.} Steps 6 and 7 may be repeated as needed prior to proceeding to step 8.

Design Review: Process

When combined with Conditional Use Permit and/or Zoning Variance



1. Steps 6 and 7 may be repeated as needed prior to proceeding to step 8.

Conditional Use Permit: Criteria for Approval

Purpose.

A use may be authorized by a conditional use permit for those uses listed in Chapters 19.02 and 19.11 MICC. The intent of the conditional use permit review process is to evaluate the particular characteristics and location of certain uses relative to the development and design standards established in this title. The review shall determine if the development proposal should be permitted after weighing the public benefit and the need for the use with the potential impacts that the use may cause.

Criteria for Conditional Use Permits That Are Not Located in Town Center.

An applicant must demonstrate how the development proposal meets the following criteria:

- a. The permit is consistent with the regulations applicable to the zone in which the lot is located:
- The proposed use is determined to be acceptable in terms of size and location of site, nature
 of the proposed uses, character of surrounding development, traffic capacities of adjacent
 streets, environmental factors, size of proposed buildings, and density;
- c. The use is consistent with policies and provisions of the comprehensive plan; and
- d. Conditions shall be attached to the permit assuring that the use is compatible with other existing and potential uses within the same general area and that the use shall not constitute a nuisance. (19.06.110(A)(1) & (2)).

Development / Design Standards Matrix:

Development Regulation	Residential (R-8.4)	Commercial Office (CO)
Yard/ Setback	General: Front: 20 feet Rear: 25 feet Side: 5 feet (15 feet cumulative) School: Street: 45 feet Abutting property: 35 feet Noncommercial recreational areas: Abutting property: 20 feet for structures, ballfields	Street: 50 feet Rear: 50 feet Side yard: 25 feet (75 feet cumulative) Abutting residential development: 50 feet
Gross Floor Area (GFA)	40 percent of lot area ⁶	None
Height	30 feet	36 feet
Lot Coverage	20 to 40 percent of lot area ⁷	60 percent of total lot area: impervious surface 35 percent of total lot area: building
Screening ⁸	Street: 20 feet Partial ⁹ Residential: 20 feet Full ¹⁰	Street: 20 feet Partial Residential: 20 feet Full
Parking Stall Requirement	School: 1 stall per classroom plus 1 stall per 10 students (highschool)	1 stall per 4 seats (theater) 1 stall per 75 sqft of gross floor area
Parking Lot Design	Appendix A Parking Lot Dimensions	Appendix A Parking Lot Dimensions
Vehicle Access Lighting	Local and/or arterial thoroughfare Pursuant to MICC 19.12.070: • Full cutoff lighting • No limits on lighting lumens, candle foot illumination, color	None specified Pursuant to MICC 19.12.070: • Full cutoff lighting • No limits on lighting lumens, candle foot illumination, color
Design Review ¹¹ Transportation Concurrency	Required, MICC 19.12 Required, MICC 19.20	Required, MICC 19.12 Required, MICC 19.20

⁶ Capped at a total GFA of 5,000 square feet (R-8.4) or 8,000 square feet (R-9.6)

⁷ Based on lot slope – ref. MICC 19.02.060

⁸ Screening is provided between the community facility uses and the identified adjacent improvement (e.g. street, residential, etc)

⁹ Partial screening (MICC 19.12.040) - A partial screen shall provide the desired screening function as seen at the pedestrian eye level in all seasons within three years of installation. The number of trees provided shall be proportionate to one tree for every 20 feet of landscape perimeter length.

¹⁰ Full screening (MICC 19.12.040) - A full screen should block views from adjacent properties as seen at the pedestrian eye level in all seasons within three years of installation. The number of trees provided shall be proportionate to one tree for every 10 feet of landscape perimeter length.

¹¹ For non-residential development