

CITY OF CARMEL-BY-THE-SEA Notice and Agenda

Contact: 831.620.2000 www.ci,carmel.ca.us

Community Meeting Notice

Friday, September 9, 2022 8:00 AM

DESIGN TRADITIONS 1.5 STEERING COMMITTEE

This meeting is being held in-person at City Hall in the Council Chambers, and via Zoom. To join via computer, copy and paste this FULL link into your web browser: https://ci-carmel-ca-us.zoom.us/j/85135828648?

pwd=azlOeDUrWTdQZUNLaG5aTVFvcmJuQT09 To Join via phone only, dial: (646) 931 3860 Meeting ID (if needed): 851 3582 8648 Passcode (if needed): 046369

Government Code section 54953(e) authorizes local legislative bodies to hold public meetings via teleconference and to make public meetings accessible telephonically or otherwise electronically to all members of the public seeking to observe and to address the local legislative body. Also, see the Order by the Monterey County Public Health Officer issued March 17, 2020. The health and well-being of our residents is the top priority for the City of Carmel-by-the-Sea.

Call to Order and Welcome

Public Comments

Steering Committee Discussion Items

- **A.** Draft Strategy Paper Review
- **B.** Design Study exercise #1 (Steering Committee images)
- **C.** Design Study exercise #2 (Winter & Co. images)

Other Matters

Public Comment

Adjournment

Click Below to View Discussion Materials

A. Discussion Materials

This agenda was posted at City Hall, Monte Verde Street between Ocean Avenue and 7th Avenue, outside the Park Branch Library, NE corner of Mission Street and 6th Avenue, the Carmel-by-the-Sea Post Office, 5th Avenue between Dolores Street and San Carlos Street, and the City's webpage http://www.ci.carmel.ca.us in accordance with applicable legal requirements.

SPECIAL NOTICES TO PUBLIC

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk's Office at 831-620-2000 at least 48 hours prior to the meeting to ensure that reasonable arrangements can be made to provide accessibility to the meeting (28CFR 35.102-35.104 ADA Title II).



CITY OF CARMEL-BY-THE-SEA COMMUNITY MEETING Staff Report

September 9, 2022

TO: Community Meeting Members

SUBMITTED BY: Brandon Swanson, Community Planning & Building Director

SUBJECT: Discussion Materials

RECOMMENDATION:

CLICK THE LINKS BELOW TO VIEW MATERIALS THAT WILL BE DISCUSSED BY THE STEERING COMMITTEE

BACKGROUND/SUMMARY:

FISCAL IMPACT:

PRIOR CITY COUNCIL ACTION:

ATTACHMENTS:

DRAFT Strategy Paper Design Study Exercise #1 Design Study Exercise #2 Carmel Design Traditions 1.5

Strategy Paper

August 19, 2022

INTRODUCTION TO THE STRATEGY PAPER

Carmel is engaged in updating its Design Guidelines for residential areas and the downtown. The guidelines are key tools in shaping the character of the community and are used in the Design Review process that is part of project permitting. This project also includes potential revisions to some zoning code standards that influence design. The existing Design Guidelines were produced as part of the city's "Design Traditions Project" in 1997 through 2001 and therefore this updated is named "Design Traditions 1.5" to indicate that it builds on those materials.

Steps in the project

The project is being conducted in two phases: The first phase is designed to confirm the scope of the amendments to be executed. It includes a review of existing conditions, startup meetings with staff and decision-makers as well as community engagement. It culminates with this Strategy Paper, which sets the direction for the second phase. In the second phase, formal revisions to the documents will be drafted and submitted for public review and then will be considered for adoption by the Planning Commission and City Council.

Structure of the Strategy Paper

This Strategy Paper describes revisions to the Design Guidelines and zoning code that are recommended. It outlines the general approach to the revisions and provides some examples (but not all) of specific changes to be made. The material is presented in these sections:

- I. Design in Carmel: Its Design Traditions
- II. Respecting Carmel's Design Traditions: High level design principles
- III. Issues with Design Traditions
- IV. Summary of key recommendations
- V. Strategy for the Downtown Design Guidelines
- VI. Strategy for the Residential Design Guidelines
- VII. Strategy for zoning code amendments
- VIII. Strategy for review process and administration amendments
- IX. Next steps

How the Strategy Paper was developed

A working team of city planning staff and consultants developed the Strategy Paper, with advice from a project Steering Committee appointed by City Council. The recommendations reflect information collected from many sources. This includes initial study sessions with the City Council and the Planning Commission as well as important information gathered from community outreach and meetings.

In June 2022, members of the community engaged in two workshops in which they conveyed their ideas about community character and the various design variables that influence compatibility. Many participants met at the Sunset Center while others joined online. The first

workshop, held on June 21, focused on residential areas. The second workshop occurred the following day and focused on the downtown.

Previously in 2018 and 2019, a working committee of the Planning Commission developed suggestions for amendments to guidelines and zoning and these also were reviewed. Comments received from individual citizens in letters, emails and phone calls also informed the recommendations. Finally, the city posted an on-line survey in mid-July 2022. More than 350 respondents participated in the survey and that information was reviewed.

How the Strategy Paper will be used

The intent of this paper is to outline potential revisions to the Design Guidelines and zoning code standards. The community will have an opportunity to comment on the recommendations in a forthcoming workshop tentatively scheduled for early October, 2022. The Planning Commission and City Council will then provide direction to the project team about how to proceed with drafting the proposed revisions.

I. DESIGN IN CARMEL

The Design Guidelines and standards in Carmel focus on maintaining the community's unique character which is so highly cherished. These are some features people have described as part of Carmel's design traditions and which inform the approach to the revisions:

Some defining characteristics of Carmel

Carmel is a Village in the Forest which is:

- 1. <u>Subdued:</u> No one thing is attention-grabbing; a building fits within the context of its block, the neighborhood and the city at large.
- 2. <u>Exploratory:</u> There is a sense of discovery along each street. One must experience a block in space and time, by moving along or through it.
- 3. <u>Genuine:</u> A sense of authenticity is conveyed in landscapes, building materials and building design.
- 4. <u>Connected</u>: Properties connect to the public right-of-way with landscape details that provide a "gift to the street." They are not isolated.
- 5. <u>Walkable:</u> Buildings and landscapes are pedestrian-scaled, site-specific and often enhance the public realm.
- 6. <u>Diverse:</u> There is variety in the range of building styles and landscape designs that fit in with the character of being a Village in the Forest.
- 7. <u>Crafted:</u> Buildings and site features are of high quality and durable. This also is expressed in design details of buildings and site features.
- 8. Nestled: Buildings fit in the forest setting.

Factors that may distinguish one neighborhood from another:

While many characteristics of Carmel are "universal" in that they appear throughout the entire village, differences exist among neighborhoods. These are some variables that may define different neighborhoods, or "contexts":

- 1. The amount of light available (related to the degree of tree canopy)
- 2. The extent of the tree canopy (in terms of providing a sense of enclosure to the street)
- 3. <u>Street widths</u> (which influences how on-street parking occurs and street edges are treated)
- 4. Variations in <u>topography</u> (influencing the location of garages and stepping of building forms)
- 5. Street layout (informal grid areas versus curvilinear areas)
- 6. The different phases in which the City has developed

II. RESPECTING CARMEL'S DESIGN TRADITIONS

"Design Traditions" are high level design principles that apply citywide. They are guiding principles that each improvement project should support.

- 1. <u>Maintain the forest character</u>: Plan landscapes to maintain the village in a forest. The compatibility of many buildings is improved with more forest-like front yards.
- 2. <u>Relate to context</u>: This varies by neighborhood. "Remember your neighbors" is an important principle.
- 3. <u>Keep it simple</u>: Design buildings and landscapes to fit in with their surroundings rather than stick out.
- 4. <u>Provide a gift to the street</u>: Add value with well-crafted work and sensitivity to any work that is visible to the community.
- 5. <u>Enhance the forest</u>: Provide layers of landscaping (varying plant and tree heights) between the street and each home and use drought-tolerant plants and fire-resistant materials while continuing to convey the forest character.
- 6. <u>Keep key design variables of a building in *balance* with the surroundings</u>: Key design variables are:
 - Building size (height and width)
 - Building form and proportion
 - Percentage of solid-to-void (ratio of windows to wall)
 - Building materials
 - Roof form
 - Color
 - Fit with the topography
- 7. <u>Promote "compatible, yet diverse designs"</u>: Avoid repetition in designs and express individuality while respecting surroundings.
- 8. Pay attention to detail: Convey excellence and authenticity in quality and craftsmanship.

III. ISSUES WITH DESIGN TRADITIONS

These are some issues that are intended to be addressed in the recommended revisions. They are grouped into three categories: (1) **Design**, in terms of the character of the built environment, (2) The **Content** of the Design Guidelines and standards that regulate design, and (3) **Administration**, which is the way in which reviewers apply the standards and guidelines in the permitting process.

DESIGN ISSUES

- 1. Some recent projects don't fit in. Several examples don't respect some of the key design variables that affect compatibility.
- 2. How to address diversity in design while maintaining character. Diversity is a part of Carmel's design traditions, but within limits. How can one define the range of diversity that is appropriate?
- 3. There is a question about architectural style: Some feel "modern," or "contemporary" buildings don't fit in. Others point to recent projects that do fit. Is style the issue, or is it the deviation from too many core design variables that define Carmel that is the problem (e.g.: Is a new building too visible from the street)? Is it a lack of understanding of the key design variables and how to apply them?
- 4. Erosion of forest character is a concern at the upper and lower canopy level. This occurs in various places:
 - In the Right-of-Way (ROW)
 - In front yard landscaping, between the ROW and a house
 - In landscaping on a site in general
- 5. Many topics are already addressed in the Design Guidelines and yet seem to be overlooked. Is it the lack of clarity or direction in some of the guidelines? Or is it in their application by owners and those reviewing their designs?
- 6. Inappropriate mass and scale of some new buildings and additions in the downtown is a concern. Recent proposals have raised concerns that new buildings appear too large. Can larger buildings fit in? What are the key variables that they must respect to do so?

ISSUES WITH THE DESIGN GUIDELINES DOCUMENTS

- 1. The commercial guidelines lack sufficient detail to provide clear guidance in decision-making. They were developed separately from the residential guidelines, have a different format and provide only high-level principles.
- 2. Some guidelines lack clarity which complicates their interpretation. Even in the residential guidelines, they sometimes are vague or language is too passive.

- 3. More specific "yes and no" examples are needed. This would help users better understand the intent of the guidelines.
- 4. The documents need to be easier to navigate.
- 5. The Design Guidelines documents need better cross-referencing to relevant zoning standards and other regulations.
- 6. More guidance is needed about design in the Right-of-Way. Some design guidance is provided in the Design Guidelines documents and some standards exist in a separate document which is used by Public Works.

ISSUES WITH ADMINISTRATION OF DESIGN REVIEW

- 1. Some people believe that at times the guidelines aren't followed closely enough during design review. How can predictability in the review process be improved and how can confidence in the system be enhanced?
- 2. Some changes to projects are made during construction without approval. This is primarily an enforcement issue, but improving clarity in the guidelines could help determining violations or in making revisions to approved documents.
- 3. Some people also have suggested that re-establishing a Design Review Board would improve the process.

IV. SUMMARY OF KEY RECOMMENDATIONS

This section lists high-level recommendations for improvement which apply across the board in both the residential and commercial zoning areas. More specific recommendations appear in later sections of this paper.

Improve the organizational structure of the Design Guidelines to facilitate their use.

Currently there are two books of guidelines for residential areas and one for the downtown. These are recommended actions:

- 1. Combine the two residential Design Guidelines documents into one book.
- 2. Develop a separate book for the downtown. This would be a substantial re-write of the existing document. It will address the different building types found in the four zoning districts that exist in the downtown.
- 3. Add more cross references to other codes and regulations. Some cross references exist and should be updated. Other cross references are needed for newer documents. Referencing Climate Action documents is an example.
- 4. Improve "wayfinding" in the document. Include a chart in the introduction to help users determine which sections to use and add a more detailed Table of Contents.
- 5. Add more visual examples of appropriate and inappropriate designs. Use "grids" of photos and sketches with examples of design alternatives. Use models for infill illustrations, rather than photos.
- 6. Include more narrative text describing how to evaluate "context."
- 7. Address Design Guidelines for the ROW. Some brief guidelines addressing the Rightof-Way are in the existing documents. Other guidelines exist in a separate document that is used by Public Works. Include some in the Design Guidelines and also reference the existing standards used by Public Works. The Public Works standards also should be updated (as a separate project).

Improve administration of the Design Guidelines and standards.

The objectives for improving administration of the Design Guidelines and standards are: (1) To build confidence in the review process, and (2) To assure informed, consistent decision-making. These are recommended actions to meet those objectives:

- 1. Move some guidelines that address key design variables to the zoning code as standards that clearly require compliance.
- 2. Re-establish a Design Review Board. In the recent community survey, respondents rated their preference for three alternatives for review and decision making:

- Continue to have the Planning Commission conduct design studies. However, enhance the role of the Planning Commission in design review by providing improved guidelines and new standards that focus on key design variables. Also use a "checklist" in decision-making to assure that the key guidelines are met. Many respondents indicate support for this approach.
- Alternatively, re-establish a separate Design Review Board that can focus specifically on application of the design guidelines, but have it serve as an advisor to the Planning Commission, which would continue to make the final decisions. Many respondents also indicate support for this approach.
- A third alternative is to re-establish a Design Review Board and have it make the final design review decisions. A smaller number of survey respondents support this alternative.

When survey responses to the two variations on a Design Review Board are considered in combination, a significant percentage favor some form of Design Review Board. This alternative, along with the first option of continuing with the Planning Commission only, merits further discussion.

V. STRATEGY FOR THE DOWNTOWN DESIGN GUIDELINES

This section summarizes the approach recommended to update the Design Guidelines for Downtown Carmel. The Downtown includes four zone districts: (1) CC - Central Commercial, (2) SC - Service Commercial, (3) RC – Residential and limited commercial, and (4) R-4 Multi-family residential. The Design Guidelines must consider all of those districts and the related building types that can occur in them.

Re-write the downtown guidelines, following the format of the residential guidelines.

The focus of the existing guidelines is on the commercial buildings along Ocean Avenue as a design context. They are very brief and don't address several important topics. For example, they don't address building types other than traditional commercial structures. Limited Commercial or Multifamily building types that are permitted in some Downtown zone districts are not addressed.

Language in the existing guidelines should be brought forward as guiding principles on which new, more detailed guidelines will be based. This will assure continuity in policy while providing more clarity and predictability. Also add more graphics, including sketches and photographs, to illustrate the guidelines. These should show positive and negative examples of applying the guidelines.

Focus the guidelines on respecting key features of Downtown.

The expanded downtown guidelines should emphasize these principles:

- 1. Balancing key design variables, including: building size, proportion of solid to void, materials, roof form, color and proportions
- 2. Promoting variation in massing and articulation of building form to reduce perceived scale
- 3. Using high quality materials
- 4. Having well-crafted details
- 5. Assuring street level appeal
- 6. Enriching the interface between indoor and outdoor spaces.
- 7. Providing a sense of discovery along the street

Outline for the Downtown Guidelines

With the focus of the guidelines in mind, this is the recommended outline for the Downtown Design Guidelines:

- 1. Introductory material
 - a. How to use the guidelines
 - b. How they are organized, etc.
- 2. Design character of downtown
 - a. A description of key features to respect in all work
- 3. Key principles that all projects should follow
 - a. Maintain street level interest
 - b. Maintain the perceived low scale of buildings
 - c. Encourage use of natural materials
 - d. Accommodate a diversity of design within a range that is compatible
 - e. Respect the topography
- 4. Guidelines for all building types
 - a. Materials
 - b. Street level interest
 - c. Lighting
- 5. Guidelines for specific building types
 - a. Commercial
 - b. Mixed-use
 - c. Multifamily
 - d. Hotel/Motel
 - e. Limited commercial
 - f. Single family houses
- 6. Landscaping (on both public and private lands)
 - a. Plant beds
 - b. Planters
 - c. Paving (changes in)
- 7. Outdoor spaces (courtyards and intra-block walkways)
- 8. Signs
 - a. The standards are in the code
 - b. The guidelines should focus on character and location of signs
 - c. The illustrations should appear to comply with the code.

Specific edits that are recommended for the Downtown design guidelines

Within the framework of the outline presented above, these are some specific edits, which are in three categories:

Clarify existing guideline text.

In these cases, the general principles exist and remain valid, but need more explanation. Examples include:

- 1. Enhancing street level interest and a pedestrian orientation
- 2. Using appropriate building materials, including man-made materials
- 3. Maintaining traditional scale in new buildings
- 4. Window design

Illustrate an existing guideline more effectively.

In these cases, better graphics (photographs and sketches) would help in interpreting the guidance. For example:

- 1. Show the range of ways to enhance street level interest, including storefronts, display cases, planters and outdoor use areas.
- 2. Illustrate how a simple variation in building heights of one and two stories for portions of a new building can help maintain the traditional scale of the street.
- 3. Provide examples of well-crafted, high quality building details.

Add new Design Guidelines topics.

In this case, new language and illustrations address topics that presently are overlooked. For example, provide guidelines for:

- 1. Mixed-use buildings with limited commercial buildings
- 2. Multifamily buildings
- 3. Single family buildings in downtown districts
- 4. Landscaping in the ROW and in private outdoor spaces

VI. STRATEGY FOR THE RESIDENTIAL DESIGN GUIDELINES

This section summarizes the approach to updating the Design Guidelines for the residential zones in Carmel.

Refine the existing guidelines as a base for the update.

The existing text remains valid in many ways. Retain most of this language in the update, editing and expanding it as needed to improve clarity and interpretation.

Add new topics that are now important.

For example, a note about how the guidelines apply to potential Accessory Dwelling Units is needed. Other topics need further clarification and explanation. For example, guidelines exist about providing a "forest" image in front yards, but more detail is needed to explain this topic.

Add a discussion of "context" and how the guidelines should take it into consideration.

The guidelines frequently refer to "context" but there is little explanation of what that means. There is some recognition that context varies in different parts of the city, but again there is little description of these differences.

Focus the Design Guidelines on key principles.

The refined residential guidelines should emphasize these principles:

1. Maintaining forest character

This is a universal principle, but there are differences in how to apply it based on context. For example, Scenic Road and the Mission district are very different and more specific guidance is needed for such conditions. Also include a definition of the term "forest character" to facilitate interpretation of related guidelines.

2. Respecting diversity in design

People note that diversity in architecture is a part of Carmel's design traditions (albeit within a range that fits within the forest character.) This needs careful explanation such that blatantly inappropriate designs do not occur. The guidelines should explain how to respect the key design variables that relate to fitting in.

Specific edits (organized by the type of edit)

Clarify existing guideline text.

The general principles exist in the Concept Phase guidelines, but need more explanation and clarity that all projects must meet these principles. Update the general principles, to include more recent input from the community. Examples of specific guidelines needing clarification are:

- 1. Being subordinate and fitting in
 - Explain the concept of balancing key design variables and include a definition of the term "subordinate."
- 2. Views and solar access
 - Clarify how view opportunities are to be balanced among neighbors.
- 3. Landscaping in the front yard
 - Emphasize how the concept of "layered" planting schemes should apply.
 - Update specifications related to tree protection.
- 4. Driveway paving
 - Encourage the use of pervious materials, including interlocking pavers with spacers and driveway strips.
- 5. Color
 - Emphasize the use of muted, earth tones.
 - Clarify how white and black color schemes may and may not be appropriate.
- 6. Building form
 - Discuss how simple varied massing should be applied in ways that appear to be authentic, rather than creating busy forms with too many wall off-sets.
 - Step the building with the topography.
- 7. Synthetic materials
 - The guidelines currently say "avoid" synthetic materials. Some new materials, however, can appear to be authentic and be fire-resistant. Expand the discussion of how and when to use them.
- 8. Use of stone
 - Clarify how to use stone as a "base" material with lighter materials above such that it appears to be authentic, rather than an applied veneer.

Illustrate existing guidelines more effectively.

- 1. Add new photos to address new topics. Examples are:
 - Provide examples of windows with good detailing, of various styles.
 - Also provide examples of alternative driveway paving designs.
 - Add photos of more recent compatible infill, with an explanation of why they fit in.
- 2. Add sketches where this is a better tool than a photo. For example:
 - Illustrate the concept of "layered" landscaping with additional sketches.
 - Also illustrate the concept of "balancing" key design variables, especially in building design.

Add new Design Guidelines topics that are now important. Examples needed for new material are:

- 1. Converting a garage in front to ADU (and in code)
 - Discuss how to determine "compatibility" of an ADU with the main building as provided in state law.
 - Also discuss how an existing driveway may be repurposed if a garage is converted into an ADU.
- 2. Using Carmel stone (or similar) for retaining walls, including those for driveways
- 3. Designing cool roofs
- 4. Installing heat pumps
- 5. Planning rain gardens

Change existing guidance if needed. Some examples:

1. Roof material

The current guidelines encourage the use of wood or composition shingles. Today, these are not recommended for fire resistance. To consider:

- Permit low-profile, painted metal roofs, with the color to be muted.
- Permit metal roof with an aged patina that eliminates glare (but prohibit copper roofs for environmental concerns).
- Permit cool roofs (with considerations of visibility).

2. Roof form

The current guidelines state that flat roofs should be used only on smaller, onestory portions of a building. Revisit this guidance. (Note that zoning standards contradict this policy.)

- 3. Retaining walls
 - Strengthen language to promote, or even require, stone as the exposed surface material on retaining walls in the front setback.
 - Strongly discourage, or even prevent retaining walls in the ROW, except in extreme unstable slope conditions.
 - Strengthen language discouraging tall retaining walls in the front setback that lead to below-grade garages.

VII. STRATEGY FOR ZONING CODE AMENDMENTS

Some edits to the zoning code are recommended as part of the Design Traditions Project whereas other revisions to the zoning code are to be addressed in the work program of the planning staff later.

Zoning code edits to address in the Design Traditions Project:

Clarify how the design review process applies to ADUs.

The state law provides for limited and objective review to assure compatibility with the main house on the property. One issue to address is how review may apply to converting a garage in front. (Note that a garage that encroaches into the front setback is a special condition approved by the Planning Commission and if a conversion is to occur needs further clarification.)

Clarify how paving materials apply to calculating site coverage.

Some paving is needed for functional requirements. Review the standards to assure that the materials used have permeability.

Expand standards for fences.

Review the standards for fences to clarify some basic questions: (1) Can a non-conforming fence be replaced in kind, or must a replacement comply with current standards? Also clarify the range of appropriate fence types: Wood, unpainted is preferred. Are other materials appropriate? Does this vary by context? For example, where is a white picket fence appropriate? May fire-resistant materials be used?

Re-evaluate Volumetric standards.

An important standard is the regulation of the exterior volume of buildings on a property. The intent is to keep building size subdued in relation to the forest and neighborhood context. Some people have noted that the current formula encourages only a small number of roof pitches, especially on larger buildings and ones that differ from traditions in other key variables, such as materials and windows designs. Others find the calculations too complicated. Consider these alternatives:

- 1. Continue to use the volumetric system but simplify how it is calculated.

 Also adjust the system to encourage various degrees of pitched roofs. The advantage of this approach is that using volumetrics is long-established and an update would be easier to understand and predict the potential outcomes.
- 2. Change to a bulk plane (building envelope) system

This system defines a three-dimensional area within which a building may occur. It can have any pitched form, to encourage varied sloped roofs (while potentially permitting appropriately scaled flat roofs). This would require some study to assure that the desired volumes would be permitted (not more than is permitted today). Applying it to the various sloped site conditions in Carmel also is a challenge to evaluate.

Strengthen standards for garage encroachment in the front setback.

Criteria for documenting the need for an encroachment exist but are listed as a "high level" in the code, without detail that would help assure that the required conditions are met. Among the criteria to clarify:

- 1. Site features that limit other alternatives
- 2. Topographic constraints
- 3. Saving a tree, or maintaining other important open space
- 4. Variation in building setbacks in a block

Strengthen standards for cut & fill.

Not all cut and fill requires Planning Commission approval at present. The current threshold for requiring a PC hearing is removal of 25 cubic yards. Consider reducing the threshold and providing more specific conditions for approval, including how the changes affect front yard character.

Strengthen standards for exterior lighting.

Address how light levels are measured. (New light sources are rated in lumens and Kelvin scales.) Also strengthen requirements for shielding light sources. Also consider pulling in more standards from the International Dark Skies Association

VIII. STRATEGY FOR REVIEW PROCESS AND ADMINISTRATION AMENDMENTS

An objective is to assure that a skilled and well-informed design review body applies the standards and guidelines consistently.

Refine the decision-makers' role.

Further study these alternatives:

- 1. Enhance the process for the Planning Commission to **continue** conducting design review. The advantage is that design is considered in the context of other planning commission issues. Improved guidelines and standards would help assure that decisions follow adopted policies.
- 2. Re-establish a Design Review Board as an **advisory** body. This provides a focused review but it adds a step in the process. It still retains the PC as the decision-making body but does add a step in the process.
- 3. Establish a Design Review Board as the **decision-making** body. While there would be two steps in permitting, the topics would be separated between the Design Guidelines and the zoning standards. The DRB would determine level of consistency with the design guidelines and could advise the PC about the appropriateness of any requests for exceptions to zoning standards. Complications may arise when projects needing design approval also require other entitlements that must be granted by the Planning Commission (e.g.: Variances).

Provide a review structure which assures all the high priority guidelines are met.

Regardless of who reviews and determines compliance, some structural improvements could enhance predictability. These are some recommendations:

- 1. Identify the most important guidelines as "priorities" to assure that they are clearly met. These priority guidelines are those related to the key variables related to compatibility.
- 2. Use a checklist for review that highlights the priority guidelines. This also would help assure that those guidelines are met.

Provide opportunities for community comment.

In addition to having public comment at a commission hearing, provide for a regular review of the **process** by the community (that is not the individual projects). Holding a bi-annual review of the system is recommended. This would be a community meeting and also would include an on-line survey version.

Assure that the reviewers are skilled in applying design guidelines.

While some board or commission members may be experienced designers themselves, reviewing designs is a skill to be learned. Training in design review should be a regular requirement. Conducting an annual design review training for the board or commission is recommended. Also include annual training for staff.

IX. NEXT STEPS

Many of the recommendations put forth in this Strategy Paper can be executed directly after public comment and public guidance from decision-makers. Others will require further study and more public discussion.

The Strategy Paper will be reviewed by the community, and some key recommendations will be discussed in an upcoming public workshop. They also will be discussed in work sessions with the Planning Commission and City Council.

Based on information gained from those meetings, the approach will be adjusted as needed. Drafting of the updates will then begin. When public review drafts of the updates are prepared, they will be presented for discussion in a subsequent public workshop. Revisions to the drafts, based on community input, will follow. The final drafts will then be introduced for adoption by the Planning Commission and City Council.

<u>Attachment</u>: Below is an example of how adding a "grid" of images could be added that illustrate appropriate design solutions for a specific topic. In this case, residential gates are shown. Note that the preceding text is as it exists today, without any potential edits.

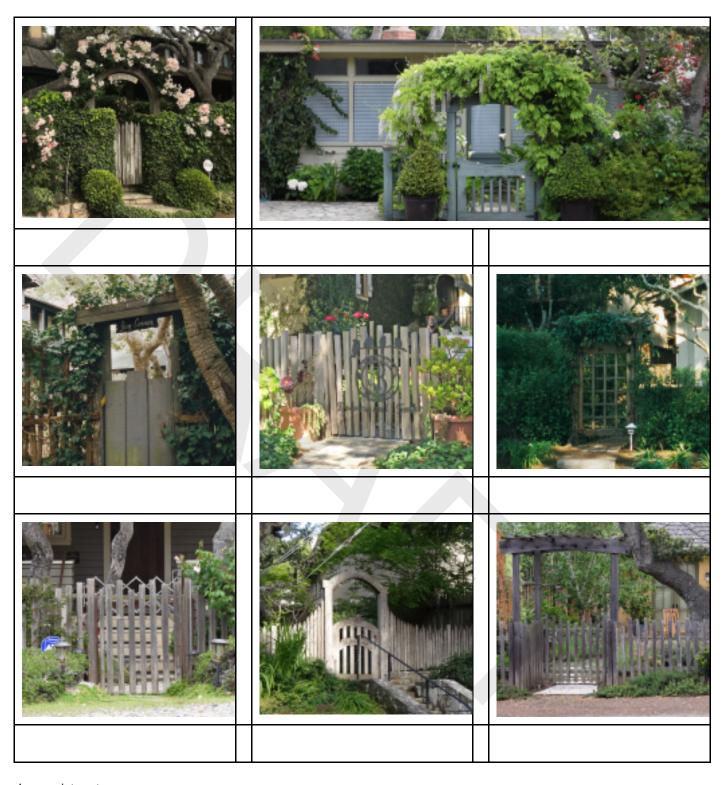
THIS IS ONLY AN EXAMPLE

Gates and Arbors

When a fence or low wall is used at the street frontage, the entry is often marked by a gate or arbor. These features should be small and intimate in their proportions and should be an integral part of the overall landscape design. Gates should reflect a hand-crafted design. Fences, gates and arbors provide an opportunity to include unique details that provide interest along the street. Creative design approaches are encouraged if they are subtle and well-integrated with the site.

11.6 A gate should help create a sense of entry and therefore should be distinguishable from the adjoining fence or wall.

- The use of distinctive design details is encouraged. This pro vides an opportunity for individuality and craftsmanship.
- Gates should have open or transparent qualities that allow filtered views into the property.

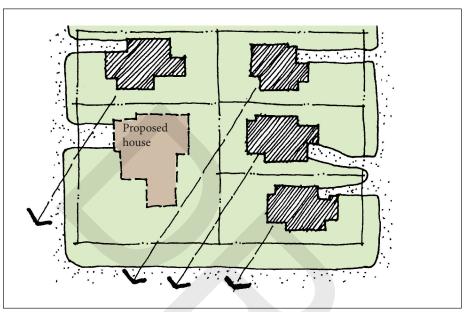


Appropriate gates

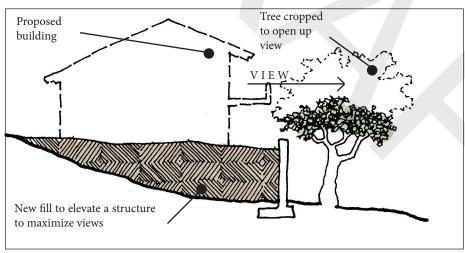
Example of adding color to existing guidelines

In many cases, existing residential guidelines may have some minor edits, both graphically and in text. An example is included in the following pages. No text edits are shown here (although they may be made later), but updates to illustrations are shown. These include substituting older black-and-white photographs with new color examples and adding color to original sketches.

THIS IS ONLY AN EXAMPLE



Preferred: A new building is sited to maintain views from existing houses.



Discouraged: Elevating a site to maximize views.



Facilities for parking should not dominate the design of the house or site as shown here.



In limited circumstances a garage may be located under a structure when the visual impacts will be minimized. This garage is clearly subordinate to the main building mass.



Consider using a carport for variety.

6.0 Parking and Access

Traditionally, parking was a subordinate element in Carmel's residential neighborhoods, both on an individual parcel and along the street in general. Today, providing access for an automobile on a site is often a necessity, and doing so is encouraged, as a means of reducing on-street parking pressures. Nonetheless, it should remain subordinate to the overall character of the site.

Usually a garage was a subordinate element in a site plan and often was detached from the house. The wide variety of garage positions contributed to the diversity of the street scene: Many were located at the front property line, while others were sited in the rear. In later years, the garage was often attached, but remained subordinate to the main mass of the house. These traditions of diversity and subordinate character should be continued.

In some cases, it appears that owners positioned their garages away from prominent views. In particular, they located them uphill, away from downhill views to the ocean. When locating a garage, consider view impacts, the relationship to open space on the lot, and the relationship to that of neighboring properties.

Objectives for this section:

- To minimize the visual impacts of cars on a site
- To minimize the extent of hard, impervious surfaces
- To avoid garage structures that dominate the site and building design

6.1 Facilities for parking should not dominate the design of the house or site.

- Garages that are subordinate design elements are encouraged.
- Garages that are not visible from the street are encouraged.
- Garages integrated into the building design are encouraged.
- Keep the mass of a garage subordinate to that of the house.
- On smaller lots, with a garage visible from the street, provide a single, one-car garage door.
- Avoid moving established driveways if trees or significant vegetation would be harmed.

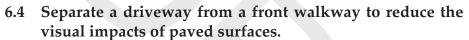
6.2 Parking facilities that maintain or enhance variety along the street edge are encouraged.

- Consider using a detached garage or carport.
- In some cases, parking facilities may be located in setbacks if this helps to achieve other design objectives.

Driveway paving

6.3 Minimize the amount of paved surface area of a driveway.

- In general, the width of a driveway should not exceed 9 feet.
- Also consider using paving strips, or "tire tracks," for a driveway. This is especially appropriate for a long drive that runs to the rear of a property.
- Except for corner sites with a "through driveway," only one curb cut and one driveway should be provided for a site. Sharing a driveway with an adjacent property is an alternative that also should be considered.
- Avoid large expanses of paving for vehicles visible from the street.



• Install plant materials to separate a walk from a driveway.

Garage location

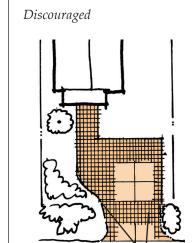
- 6.5 Position a garage to maximize opportunities for open space, views and privacy.
 - Locate a garage to maintain larger contiguous areas of open space on a site.
 - Locate a garage to screen activity areas on adjacent properties to enhance privacy.
 - Locate a garage to maintain views through the property.



Consider using a shared driveway to minimize the amount of paving area.

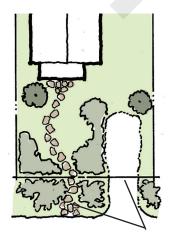


Position a garage (or carport) to maximize opportunities for open space, views and privacy.



A walkway and drive are combined, increasing the apparent size of paved area.

Preferred



The walkway and drive are separated, reducing the apparent amount of paved area.



Preferred: Locating a detached garage at the rear of the lot



Preferred: Orienting the garage door away from the street.

6.6 Locate a garage to minimize its visual impacts.

Three options should be considered:

- 1. Detached, at the rear of the lot.
- 2. Detached, in front, along the property line is acceptable, when other design traditions objectives are met. This option should not be repeated to excess within a block.
- 3. Under the house, when other design tradition objectives are met. (See below.)

6.7 In limited circumstances a garage may be located under a structure when the visual impacts will be minimized.

- The garage door should not dominate the front of the house.
 A door perpendicular to the street is best in this condition, and...
- The driveway may not dominate the front garden and may not create a "ramp" effect or introduce tall or massive retaining walls. A sense of a front yard must be maintained.



When a garage is located under the house, the driveway should not create a ramp effect. The garage door also should not dominate the front.

RESIDENTIAL DESIGN ANALYSIS - PART 1

This is an informal exercise to gain an understanding of how key design variables affect compatibility in Carmel. These images were selected by the Steering Committee and thy provided initial comments in an informal format. Following those comments, a table has been inserted that lists some (but not all) of the key design variables that may affect appropriateness in Carmel.

Assignment: Considering the initial comments and perhaps with further review, please indicate the degree to which the subject project complies with the general principles for the design topics that are listed. Note that some of the examples may be appropriate in only one context, such as Scenic. Also note that some of the examples were included to illustrate conditions in the Right-of-Way alone, and the rating table is not included in those cases.

Place an X in the appropriate column, or use a color to indicate the rating. (One example is shown.)



1. Camino Real between 8th & 9th Words fail.

EXAMPLE

KEY VARIABLE	DEGREE OF COMPLIANCE		
	Meets most	Partially	Fails most
BUILDING			
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MOSTLY MUTATED "MODERNS"



2. San Antonio at end of 4th:

Building:

- immodest
- oversized, not subordinate to context
- loomingly tall
- no human scale
- corporate detailing most visible facade reads like loading dock
- inauthentic use of steel

- zero apparent setback
- zero landscaping

KEY VARIABLE	DEGREE OF COMPLIANCE		
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3. Carmelo between 10th & 11th:

Building:

- overbuilt site, not nestled
- inexplicable jumble of materials
- stone appears non-structural, only to add monumental column look mix of wood cottage style and stone commercial style

- formal estate walls and gates
- no forest continuity

KEY VARIABLE	DEGREE OF COMPLIANCE		
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4. Carmelo between 11th & 12th: Building:

- boxy, monumental massing
- stone appears non-structural, only to add monumental column look
- appearance of 2 story monumental entrance

- formal estate gates
- shows importance of hiding most structures with casual, mature landscaping

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5. Southwest Quadrant:

Building:

- immodest, not subordinate to context monumental, non-human scale monumental entry

- mix of styles, if any
- hammered stone & minimal joint lines read as solid commercial surface, not hand-crafted

Site/Landscaping:

- stark, not nestled into site formal estate gate

KEY VARIABLE	DEGREE OF C Meets most		Fails most
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6. Southwest Quadrant: Building:

- immodest, not subordinate to context
- monumental, boxy facade, despite peaked roof no recognizable or authentic style, neither traditional nor modern monumental entry
- undersized shifts in faux volumes
- stark, not nestled into site

- formal estate columns and gates simple palette, though

KEY VARIABLE	DEGREE OF C Meets most		Fails most
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7. Southwest Quadrant:

- modest volumes nestled properly into preserved oak forest
- mostly human scaled except for boxy, commercial garage
- true shifts in simple volumes (not shallow wiggles)
- however,
- no recognizable or authentic style, neither traditional nor modern
- random material shifts do not achieve desired effect of construction over time
- hammered stone & minimal joint lines read as solid commercial surface, not hand-crafted

DEGREE OF COMPLIANCE		
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		DEGREE OF COMPLIANCE Meets most Partially



- 8. Carmelo between 8th & 9th: (exception that proves the rule)
 - simple palette of two materials
 - identifiable Prairie modern style
 - human scale
 - large windows but very few of them and subordinate to overall massing
 - no faux volumetric wiggles
 - asymmetries reduce monumentality
 - also non-monumental entry
 - materials treated with structural authenticity: wood shown in tension or as infill panels and stone shown in compression
 - hand-crafted, stone-stacking method with visible joints appears structural
 - true natural Carmel stone in traditional square quarried, un-hammered texture
 - garage well subordinated
 - abundant, mostly casual, native / coastal looking landscape
 - open, non-gated approach
 - site too hardened, house not subordinated to natural context enough

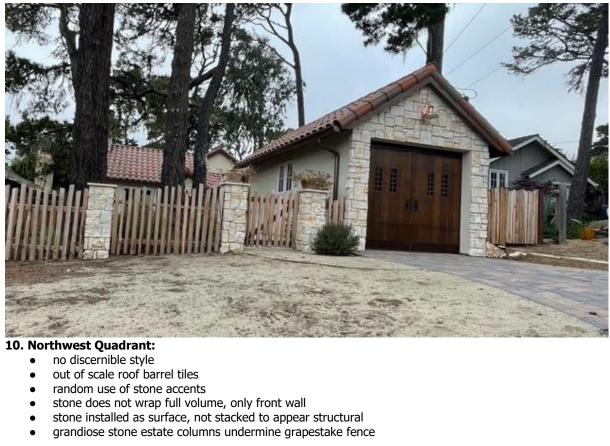
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9. Torres between 9th & 10th:

- grandiose
- random shifts in undersized faux volumes do not break down massing
- fussy roof shifts
- abrupt changes of material
- superficial application of materials
- no identifiable style
- estate wall and gate
- pretentious columns
- driveway gate with keypad
- wall between driveway and yard
- very formal non-native plantings
- no forest continuity

KEY VARIABLE	DEGREE OF COMPLIANCE		
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- 11. Southwest Quadrant:
 no discernible style
 oversized windows
 busy material shifts do not achieve desired effect of construction over time
 grandiose stone estate columns undermine grapestake fence

KEY VARIABLE	DEGREE OF COMPLIANCE		
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12. 8th between Torres & Junipero:

- modest structure
- authentically sized shifts in volumes
 material changes that appear as if they were constructed over time
 authentic application of materials
- true natural carmel stone in traditional, un-hammered texture
- hand-crafted, stone-stacking method with visible joints appears structural
- modest fence
- continuity of forest

KEY VARIABLE	DEGREE OF COMPLIANCE		
	Meets most	Partially	Fails most
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Driveway			
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13. Monteverde near 4th:

- consistent cottage material palette
 limited palette (white wood + foundation stone)
 simple volumes and roofs
 volume shifts not undersized but reflect actual interior spaces
- garage subordinated by integration into foundation
- proper setback
- simple landscaping continues forest floor

KEY VARIABLE	DEGREE OF COMPLIANCE		
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14. Northeast Quadrant:

- in contrast to modern cottage cousin above... $% \label{eq:contrast} % \label{eq:contra$
- cottage style should but doesn't follow from simple wood cladding
- instead...
- immodest
- grandiose entry
- incompatible upper windows
 incompatible heavy craftsman? style beam tails
 complex black white black window frames
 overly complex roofs
 undersized shifts in faux volumes

KEY VARIABLE	DEGREE OF COMPLIANCE		
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CAR & YARD ROUNDUP



- 15. Northeast Quadrant:
 un-trimmed garage door with wood cladding matching righthand house nearly disappears
 prohibited white vinyl garage door dominates lefthand house

KEY VARIABLE	DEGREE OF C Meets most	Fails most
BUILDING		
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Building Form		
Roof form		
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16. ... prohibited vinyl garage doors everywhere

KEY VARIABLE	DEGREE OF COMPLIANCE		
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Materials			
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- 17. Southwest Quadrant:
 un-trimmed garage door with wood cladding matching house nearly disappears
 brilliant subordination of car to continuity of forest

KEY VARIABLE	DEGREE OF COMPLIANCE		
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18. Torres between 8th & 9th: prize-winning subordination of parking spot to forest — when car leaves, spot disappears



19. Camino Real & 8th:

- grandiose estate wall strictly discouraged by guidelines no forest floor in right of way

KEY VARIABLE	DEGREE OF COMPLIANCE		
	Meets most	Partially	Fails most
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20. Southwest Quadrant:

- grandiose stone estate columns undermine wood fence
- outlaw stone fence columns?
 Front yard blocked from continuity with forest, unlike lefthand neighbor

KEY VARIABLE	DEGREE OF COMPLIANCE		
	Meets most	Partially	Fails most
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- 21. Southwest Quadrant:
 one of many expressive, natural, grapestake solutions
 good subordination to existing trees
 natural forest floor in right of way
 could be more open pattern

KEY VARIABLE	DEGREE OF COMPLIANCE		
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- authentic, recognizable style white is not the problem

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- 23. Southwest Quadrant:
 unadorned, primitive adobe stone landscape wall extending simple adobe palette also provides a possible exception to grapestake
 white is not the problem

DEGREE OF C	OMPLIANCE		
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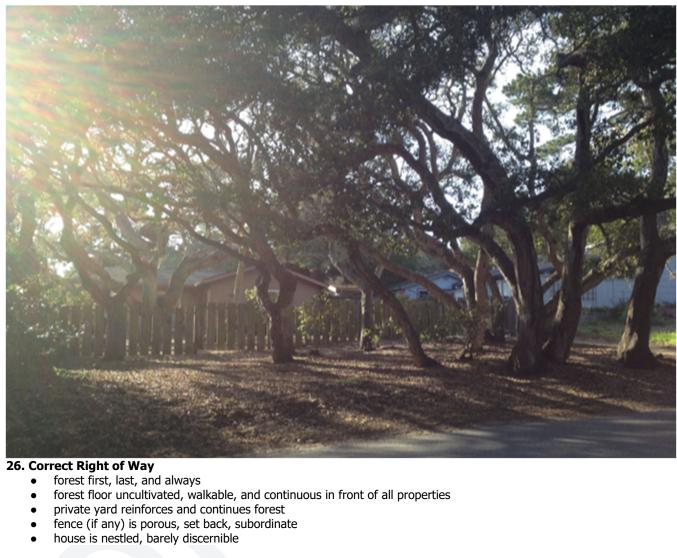


24. Mission & 10th: natural angle of repose in Carmel can exceed 45 degrees



25. Monte Verde 2NE of 3rd: developer defied PC to disrupt pre-existing natural slope with unnecessary terracing & retaining walls

KEY VARIABLE	DEGREE OF C	OMPLIANCE	
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RESIDENTIAL DESIGN ANALYSIS - PART 2

This is an informal exercise to gain an understanding of how key design variables affect compatibility in Carmel. These images were selected by the **Consultants**. Many are relatively recent infill projects, although some are older and a few may actually be from just outside the city limits. With each image, a table has been inserted that lists some (but not all) of the key design variables that may affect appropriateness in Carmel.

Assignment: Please indicate the degree to which the subject project complies with the general principles for the design topics that are listed. Note that some of the examples may be appropriate in only one context, such as Scenic.

Place an X in the appropriate column, or use a color to indicate the rating. (One example is shown.)



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