### 1 BEFORE THE CITY OF TUMWATER HEARINGS EXAMINER 2 IN RE: HEARING NO. TUM-24-0928 3 FINDINGS OF FACT, THREE LAKES CROSSING - FENCE CONCLUSIONS OF LAW AND 4 VARIANCE. 5 APPLICANT: Copper Ridge, LLC 6 P.O. Box 73790 Puyallup, Washington 98373 7 8 **OWNER'S REPRESENTATIVES:** Evan Mann 9 Kurt Wilson 10 APPLICANT'S REQUEST: Applicant seeks a variance from fence height regulations in order 11 to construct a solid panel fence 72 inches tall within a corner lot setback. 12 **PROJECT LOCATION**: 1157 68th Avenue SE, Tumwater, Lot 29. 13 **SUMMARY OF DECISION**: The requested variance is **denied**. 14 **DATE OF DECISION**: October 2, 2024. 15 **BACKGROUND** 16 The Applicant, Copper Ridge, LLC, has obtained final plat approval to construct the 17 subdivision known as "Three Lakes Crossing" at the intersection of 68th Avenue SE and 18 Henderson Blvd. in Tumwater. Lot 29 of the Three Lakes Crossing subdivision is located at the 19 southwest corner of 68th Avenue SE and Henderson Blvd. and is a "corner lot" as defined by 20 City regulations. 21 At or about the time the Applicant obtained final plat approval, it began constructing a 22 72-inch, solid panel fencing along the subdivision's boundaries, including along the outer 23 boundaries of Lot 29. The Applicant was notified by City Staff that, as Lot 29 is a corner lot, it 24 is subject to restricted fence heights within corner lot setbacks. More specifically, TMC 25 CITY OF TUMWATER HEARING EXAMINER Findings of Fact, Conclusions of Law and Decision - 1 299 N.W. CENTER ST. / P.O. BOX 939

CHEHALIS, WASHINGTON 98532 Phone: 360-748-3386/Fax: 748-3387 18.46.030 imposes a maximum fence height of 36 inches on corner lots for a distance of 15 feet from the intersection of the property lines abutting the streets, and 42 inches in height for the remainder of the front yards facing both streets. City regulations allow an exception which permits a maximum fence height of 78 inches if the portion above 36 inches is composed of open work such that 80% of it can be seen through by oncoming traffic and pedestrians.

The Applicant prefers a 72-inch solid panel fence rather than the 78-inch open panel alternative available under the City's regulations. It therefore seeks a variance from the fence height standards to allow a uniform, solid panel fence 72 inches in height along the perimeter of the subdivision, including Lot 29.

While this issue was pending the Applicant also sought building permit approval for a residence at Lot 29. That approval has been granted. Construction of the desired fence has been stayed pending resolution of this issue.

## **PUBLIC HEARING**

The public hearing commenced at 4:00 p.m. on Wednesday, September 25, 2024. The hearing occurred in a hybrid format allowing for both in person participation as well as remote participation utilizing the Zoom platform with the City serving as host. The City appeared through Alex Baruch, Senior Planner, and Michael Matlock, Director. The Applicant, Copper Ridge, owners of the Three Lakes Crossing Subdivision, appeared through Evan Mann and Kurt Wilson. There were no members of the public present. All testimony was taken under oath and a verbatim recording of the proceedings was maintained. Evidence considered at the time of the hearing was the Staff Report prepared by Mr. Baruch, together with all attachments as follows:

- 1. Staff Report
- 2. Public Hearing Notice 09-13-2024
- 3. Three Lakes Crossing Sight Distance Exhibit 04-17-2024
- 4. Chapter 18.46 FENCING
- 5. Three Lakes Crossing Fence Variance Letter of Intent

11. Ordinance #883 07-01-1984

12. Request for Variance 06-11-2024

13. Three Lakes Sight Distance Exhibit 07-18-2024

An additional exhibit was presented during the hearing by the Applicant (Exhibit 14). It was a PowerPoint presentation which included photos of various corner lot fences throughout the City currently in violation of fence height restrictions. It also included diagrams and other evidence supporting the Applicant's justification for the requested variance.

## **CITY'S TESTIMONY**

The hearing began with the testimony of Alex Baruch, Planner and author of the City Staff Report. Mr. Baruch's testimony followed closely the information contained in his Staff Report. He explained that the Applicant seeks a variance in order to establish a uniform, solid panel, 72-inch-tall fence along the perimeter of the Three Lakes Crossing Subdivision, including along the perimeter of Lot 29, at the intersection of Henderson Blvd. and 68th Avenue SE. Mr. Baruch then explained why this lot is defined as a "corner lot" and, as such, is restricted in its fence height near the intersection of Henderson Blvd. and 68th. TMC 18.46.030 restricts the height of fences at corner lots to 36 inches in height for a distance of 15 feet from the intersection, and to 42 inches for the remainder of the front yard facing both streets. The developer may increase fence height to 78 inches if the portion above 36 inches is composed of open work which allows 80% of that portion to be seen through by oncoming traffic and pedestrians.

Mr. Baruch then explained the history of this project, including the present status of subdivision construction as well as construction of the house on Lot 29. Despite this variance

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Mr. Baruch's testimony then turned to the statutory requirements for granting a variance found at TMC 18.58.010. Mr. Baruch noted that in order to be approved a variance must satisfy all five requirements set forth in the ordinance, with the Applicant bearing the burden of proving that each requirement has been met. Mr. Baruch and the remaining City Staff believe that the Applicant has failed to meet requirements 1, 2, 3 and 5, although it does satisfy requirement 4. More specifically:

- City Staff finds that there are no special conditions peculiar to the site that are not applicable to other properties such that denying the variance would deprive the owner of rights enjoyed by other properties similarly situated.
- City Staff finds that the site conditions are the result of actions of the Applicant; that the Applicant could be allowed a taller fence if it simply agreed to have the upper portion be more open; and that the Applicant was aware of this issue at the time of subdivision approval. For example, Lot 30, on the opposite side of 68th Avenue was designed so as to not be a "corner lot" and thus not subject to this height restriction. Lot 29 could have been designed in the same fashion and have avoided the problem.
- Staff believes that granting the requested variance would confer a special privilege. The City has been uniformly enforcing its fence height restrictions recently and offers the example of a nearly identical issue just a short distance away at a development at the intersection of Percy Lane and Henderson Blvd. (Susan Lake Estates) where the developer was required to reduce the height of fencing on its corner lot in an identical manner to what is being asked of the Applicant.

• The City agrees with the Applicant that the variance would not be materially detrimental to the public or injurious to nearby properties.

• City Staff does not believe that the requested variance is necessary for reasonable use of the land. A building permit has been approved for the project without the requested fence being an issue. Denying the variance does not prevent constructing a residence on the property or making reasonable use of the lot, and the lot is otherwise fully functional as a residential lot.

## APPLICANT'S TESTIMONY

The Applicant appeared through Evan Mann followed by Kurt Wilson. Mr. Mann submitted a PowerPoint presentation (Exhibit 14) to assist in demonstrating why he believes the application to be well supported and why all requirements for a variance have been satisfied.

Mr. Mann began his testimony by citing to the City's declared intent for its fencing requirements, found at TMC 18.46.010:

"The intent of this chapter is to establish minimum requirements and standards for fencing where needed to promote safety, provide screening to safeguard privacy and to protect the aesthetic assets of the community in general."

Mr. Mann asserts that the current fence restriction fails to achieve any of the declared purposes of the fencing ordinance; it does not improve transportation safety; it does not safeguard individual home privacy; and it lessens the aesthetic of the subdivision. Mr. Mann noted that the intersection has been carefully examined and that it has been confirmed by traffic experts that a higher fence would not impair the line-of-sight visibility at the intersection. A lower fence therefore does not "promote safety" as intended by TMC 18.46.010. He then noted that Lot 29 sits below the grade of the interaction and that its residence is therefore more visible to the public. The required lower fence fails to aid the lot's privacy, while the requested fence would assist in increasing privacy to the homeowner as intended by Chapter 18.46. Mr. Mann then noted that the required lower fence would have an awkward look relative to the uniform 72-

inch-tall fencing surrounding the remainder of the subdivision, reducing the project's aesthetics in a manner inconsistent with the intent of the fencing ordinance. This not only affects the value of Lot 29 but of surrounding lots as well.

Mr. Mann then turned to diagrams to help explain the original intent of the fencing ordinance and how that intent is no longer being met. He referred to diagrams found in the fencing ordinance demonstrating corner lots with 90-degree angles. Corner lots having these angles do create sight visibility issues and justify lower fences at corners, but for some time the City has required more rounded corner lots such that the design of the lot itself avoids sight visibility issues without need for reducing the height of fences at the corners. In other words, the City's fencing ordinances have simply not kept up with its subdivision and land use regulations and are badly outdated. The requested variance would achieve the goals of safety, privacy and aesthetics denied by an outdated fencing regulation.

Mr. Mann then turned to the City's historic application of the fencing regulations and identified numerous current violations of the same corner lot restriction. He presented photos of fencing at corner lots located at 4914 Lambskin Street SW; 4842 Lambskin Street SW; 4804 Lambskin Street SW; 6805 Kirsop Road SW; 7014 Mirasett Street SW; 6934 Southwick Court SW; and 7056 Southwick Court SW, all of which have 72 inch high fencing rather than the required 36 inch/42 inch fences for corner lots as imposed by TMC 18.46.030. Mr. Mann asserts that, except for the recent enforcement of the height restriction in the Sunset Lakes Development, the City has demonstrated indifference to this height requirement until the current application.

Mr. Mann concluded his testimony by noting that the fencing ordinance is 40 years old, badly outdated, and no longer serving its intended purpose. He believes that the requested variance will more effectively carry out the intent of the fencing ordinance than what is accomplished by the current corner lot restrictions.

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Mr. Mann's testimony was followed by that of Kurt Wilson. He began by explaining that the way in which the house is oriented to the street, including its lower elevation relative to the street, resulting in vehicle headlights penetrating into the property over the required low fence. The requested higher fence would resolve this problem while providing greater sight security. It would also enhance the site's general use, allowing for greater yard use by children and pets, while increasing their safety as well.

Mr. Wilson then returned to the same issues brought up by Mr. Mann, that the City's application of its fencing regulations have not been uniform and, to the contrary, have been generally ignored - even with other subdivisions undertaken by the Applicant where the very same corner lot requirements were not imposed in identical situations. Mr. Wilson asserts that the current application is arbitrary and capricious and is prejudicial to both the development and the owner of Lot 29, with no public benefit achieved by the restriction's enforcement.

## **CITY'S RESPONSE**

Mr. Baruch and Mike Matlock responded to the Applicant's testimony by noting that their stated goals of increased privacy, safety and aesthetics can all be achieved under the current regulations, without a variance, by constructing the requested taller fence but with greater transparency in its upper portions, all as allowed by TMC 18.46.030. Mr. Baruch then confirmed that the City may not have been uniform in its enforcement of fencing regulations at times in the past, but that for the past several years it has worked to achieve such uniformity as evidenced by having imposed the same requirements recently on the Sunset Lake Subdivision. The City asserts that historic deviation is not justification for allowing this variance, and reiterates that the Applicant's request fails to meet all of the requirements of TMC 18.58.010.

### **ANALYSIS**

The Applicant has submitted an articulate, intelligent and compelling argument as to why the requested fence is a significant improvement over the one imposed by TMC 18.46.030, and CITY OF TUMWATER HEARING EXAMINER Findings of Fact, Conclusions of Law and Decision - 7

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how their proposed fence does a better job of complying with the declared intent of the fencing ordinance. Applicant makes a persuasive argument that the City's fencing regulations have simply failed to keep up with its other land use regulations; is badly outdated; and is counterproductive.

Unfortunately, though, these types of arguments are not supportive of a variance. Grounds upon which the Hearing Examiner can grant a variance are limited to those situations in which enforcement of the City's regulations would impose a severe and unusual hardship on the use of the property. The Hearing Examiner is not granted authority to second guess the wisdom of the enacted regulations. I concur with the Applicant that the proposed variance would make a better use of the site but I also conclude that the currently allowed use is sufficient, and that the Applicant has not been denied a reasonable use by the denial of the variance. I therefore conclude - somewhat reluctantly - that the Applicant has not met its burden of demonstrating that all five requirements of TMC 18.58.010 have been satisfied. To the contrary, I concur with City Staff that requirements 1, 2, 3 and 5 have not been met even though, again, the requested variance might otherwise be beneficial to the lot and to the subdivision.

Consistent with this analysis, I make the following:

### FINDINGS OF FACT

# General Findings.

1. The Applicant, Copper Ridge, LLC seeks a variance from the height restrictions imposed on fencing at corner lots. At corner lots, TMC 18.46.030 imposes a fencing height limit of 36 inches for a distance of 15 feet from the intersection of the property lines abutting the street, and 42 inches for the remainder of the front yards facing both streets. The Applicant seeks a variance to construct a solid panel fence 72 inches in height on Lot 29 of Three Lakes Crossing Subdivision, a corner lot.

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- 2. Any Findings of Fact contained in the foregoing Background, Public Hearing and Analysis Sections are incorporated herein by reference and adopted by the Hearing Examiner as his Findings of Fact.
- 3. TMC 18.46.030.A.1 allows for corner lot fencing to increase to a maximum height of 78 inches if the portion above 36 inches is composed of open work in such a manner that 80% of that portion can be seen through by oncoming traffic and pedestrians. The Applicant does not wish to utilize this option and instead requests a variance in order to construct solid panel fencing 72 inches in height.
- 4. The project location is 1157 68th Avenue SE. It is Lot 29 of the Three Lakes Crossing Subdivision, Tax Parcel 79620002900.
- 5. As noted in earlier Findings, Lot 29 is a "corner lot" as defined by City regulations, being located at the southwest corner of the intersection of Henderson Blvd. and 68th Avenue SE.
- 6. If the variance is approved, the Applicant's perimeter fencing for the Three Lakes Crossing Subdivision would be of a uniform 72-inch height.
- 7. The requested variance would not cause any problems with sight distances at the Henderson Blvd./68th Avenue SE intersection. A Sight Distance Analysis has been undertaken and confirms that the requested variance would not impair required visibility at the intersection (Exhibit 13). City Staff concurs with this analysis.
- 8. Lot 29 has a sunken grade such that the streets and sidewalks bordering it are at a higher elevation than the foundation of the house. The Applicant asserts that, if the corner lot heigh restrictions are imposed, the headlights from nearby vehicles will be able to shine into the windows of the residence of Lot 29. The yard of the lot will also be more visible and have less privacy. The Hearing Examiner concurs with these assertions.

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Findings of Fact, Conclusions of Law and Decision - 10

9. The Applicant further asserts that the City has not uniformly or rigorously enforced its corner lot height restrictions,. The Applicant has presented several examples of current corner lot fencing in the City which violates the height restrictions (Exhibit 14).

- 10. City Staff acknowledges that it has not always been rigorous in its enforcement of fencing requirements but that it has attempted to do so for the past several years and, most recently, imposed the same corner lot fence restrictions in the Sunset Lakes Subdivision in close proximity to the Three Lakes Crossing Subdivision. The Hearing Examiner finds that there are several violations of the corner lot fence height restrictions within the City but that the City is currently attempting to uniformly apply its height restrictions and that their current application to this project is not arbitrary or capricious.
- 11. The Applicant asserts that the corner lot fence height restrictions found in 18.46.030.A.1 are forty years old, antiquated, and no longer necessary as the shape of new corner lots are more rounded at the corner to ensure proper visibility, no matter what height the fence may be.
- 12. The project site, Lot 29 of Three Lakes Crossing, is located on the south side of 68th Avenue SE. Immediately across 68th Avenue SE, on its north side, is Lot 30 of the subdivision. Lot 30 was established with a landscape tract between it and the road such that Lot 30 is not considered a corner lot and, therefore, not subject to the same corner lot fence restrictions. The Applicant did not seek to establish a similar landscape tract between Lot 29 and the road. Had they done so, Lot 29 would not have been subject to the corner lot fence height restrictions.
  - 13. The application is categorically exempt from SEPA. WAC 197-11-800(6(e).
- 14. Notice of the hearing was mailed to property owners within 300 feet of the subject property, to various agencies, posted onsite, and published in The Olympian on September 13, 2024, in conformance with Chapter 14.06 TMC.

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and Decision - 11

Findings of Fact, Conclusions of Law

City Staff is currently enforcing the corner lot fence restrictions in a uniform fashion and has CITY OF TUMWATER HEARING EXAMINER 299 N.W. CENTER ST. / P.O. BOX 939 CHEHALIS, WASHINGTON 98532 Phone: 360-748-3386/Fax: 748-3387

City Staff finds that there are no special conditions peculiar to the site such that

denying the variance would deprive the owner of rights commonly enjoyed by other properties.

- 22. The Hearing Examiner concurs with the City Staff that there are no peculiar conditions to the site, including its size, shape, topography or location, which are not Applicable to other lots in the same zone and for which literal interpretation of the fencing regulations would deprive the owner of rights enjoyed by other properties similarly situated. While some additional privacy might be achieved by the requested 72-inch solid panel fencing, the lot is fully functional as a residential lot without the variance and, further, the desired privacy can be achieved through other means.
- 23. Pursuant to TMC 18.58.040.2, the Applicant must demonstrate that special conditions or circumstances are not the result of actions of the Applicant.
- 24. The Applicant asserts that the current corner lot fence restrictions are antiquated and that the current design for corner lots in subdivisions no longer requires restrictions. The Applicant therefore asserts that the circumstances are the result of the City's failure to modernize its regulations and are not the result of the Applicant's actions.
- 25. City Staff finds that there are no special conditions or circumstances that are not the result of the Applicant's actions. This is a recently approved subdivision undertaken by the Applicant. The Applicant's purposely designed Lot 30, across the street, so as to avoid it being designated as a "corner lot" subject to these fence restrictions. The same could have been done for the project site. Staff also notes that the proposed fence would be allowed if Applicant simply installed it outside of the required setback area.

- 26. The Hearing Examiner concurs with the Staff's Findings that the conditions and circumstances are the result of actions of the Applicant, including the manner in which it designed the subdivision; its preferred location for the fence; and its unwillingness to utilize the option of a more transparent upper portion of the fence in return for greater height.
- 27. Pursuant to TMC 18.58.040.3, the Applicant must demonstrate that granting the variance will not confer a special privilege to the property that is denied other lands in the same district.
- 28. The Applicant asserts that granting the variance does not confer a special privilege as the remainder of the subdivision enjoys the right to a higher fence that only this lot is denied that right, even though it has been demonstrated that the lower fence will not result in any greater site visibility, privacy or security. The Applicant further asserts that the City has been arbitrary in its application of this requirement such that many other corner lots have been allowed to have taller fences than allowed without any enforcement action by the City.
- 29. City Staff finds that the fencing regulations have existed for several decades and have been imposed on subdivisions since 1984. Staff acknowledges that there are violations of these restrictions found in various places in the City but that these regulations have been uniformly enforced for the last several years, most recently in the nearby Susan Lake Estates. Staff adds that the Applicant can easily construct a fence on this property of the same height as all other lots in the subdivision by simply creating greater transparency in the upper portion of the fence.
- 30. The Hearing Examiner finds that there have been occasions where the City has failed to uniformly enforce its fence height restrictions on corner lots but further finds that its enforcement has been more uniform recently, and that imposition of these restrictions on the subject property is not arbitrary or capricious. The Hearing Examiner therefore finds that

granting the variance would confer a special privilege to this corner lot denied similar lots in the residential zoning districts.

- 31. Pursuant to TMC 18.58.040.4, it must be demonstrated that granting the variance will not be materially detrimental to the public welfare or injurious to the property or improvements in the vicinity. Both the Applicant and City concur that this requirement is satisfied. The Hearing Examiner concurs as well.
- 32. Pursuant to TMC 18.58.040.5, it must be demonstrated that the requested variance is the minimum variance needed to make possible the reasonable use of the land.
- 33. The Applicant asserts that the requested fence height is the minimum necessary to achieve reasonable expectations of privacy for this lot as well as uniformity for the subdivision. Without the requested variance, Lot 29 enjoys less privacy and security, while the subdivision itself suffers from less uniform fencing.
- 34. City Staff finds that Lot 29 can enjoy reasonable use without the requested variance; that a building permit has been approved, demonstrating that the site can be easily developed with or without the requested fence; and that the goals of security, privacy and subdivision uniformity can be achieved by simply constructing the upper portion of the requested fence with greater transparency.
- 35. The Hearing Examiner concurs with the City that the requested variance is not the minimum necessary to make possible the reasonable use of the land. To the contrary, the Hearing Examiner finds that reasonable use of the land can be achieved without the requested variance.

Based upon the foregoing Findings of Fact, the Hearing Examiner makes the following:

### CONCLUSIONS OF LAW

1. The Hearing Examiner has jurisdiction over the parties and the subject matter.

1	2. Any Conclusions of Law contained in the foregoing Background, Public Hearing
2	Analysis, or Findings of Fact Sections are hereby incorporated by reference and adopted by the
3	Hearing Examiner as his Conclusions of Law.
4	3. All notice requirements have been met.
5	4. The project is exempt from SEPA requirements.
6	5. The Applicant has the burden of proving that all requirements of TMC 18.58.040
7	are met.
9	6. The Applicant has demonstrated that 18.58.040(4) has been met, but has failed to
10	meet its burden of proving that the requirements of TMC 18.58.040(1, 2, 3 and 5) have been
11	satisfied.
12	<u>DECISION</u>
13	Having entered his Findings of Fact and Conclusions of Law the Hearing Examiner
14	<b>DENIES</b> the requested variance.
15	DATED 41' 2 11 CO 41 - 2024
16	DATED this 2nd day of October, 2024.
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18	Mark C. Scheibmeir City of Tumwater Hearing Examiner
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21	HEARING EXAMINER
22	POST-DECISION PROCEDURES  The following sections of the Tumwater Municipal Code outline procedures for requesting reconsideration of a
23	decision by the Tumwater Hearing Examiner and appealing a decision made by the Tumwater Hearing Examiner.
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1	Upon the written request of a party of record filed with the city clerk within five working days of the hearing examiner's written decision, such decision may be reconsidered at the discretion of the hearing examiner. The request for reconsideration must state the grounds upon which the request is made. In the event reconsideration is granted, the hearing examiner shall have an additional ten working days to render a written final decision.  2.58.140 Notice of examiner's decision.  Not later than five working days following the rendering of a written decision, copies thereof shall be mailed to the applicant, other parties of record in the case, and all other persons who specifically request notice of decision by signing a register provided for such purpose at the public hearing. The original of the decision shall be transmitted to the city clerk.
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U	2.58.150 Appeal from examiner's decision.
7 8	In cases where the examiner's jurisdictional authority is to render a decision, the decision of the examiner shall be final and conclusive unless appealed to superior court within the applicable appeal period as set forth in TMC 2.58.180.
	2.58.180 Judicial appeals. Final decisions (after exhausting administrative remedies) may be appealed by a party of record with standing to fil a land use petition in the Thurston County superior court, except shoreline permit actions which may be appealed to the shoreline hearings board. Such petition must be filed within twenty-one days of issuance of the decision as provided in Chapter 36.70C RCW.
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