CITY OF
BAINBRIDGE ISLAND

Planning commission
Regular Meeting
Thursday, September 13, 2018
7:00 – 9:00 PM
Council Chamber
280 Madison Ave N
Bainbridge Island, WA 98110

AGENDA

7:00 PM	CALL TO ORDER Call to Order, Agenda Review, Conflict Disclosure
7:05 PM	PUBLIC COMMENT ON OFF AGENDA ITEMS
7:15 PM	SUBDIVISION DESIGN GUIDELINES AND STANDARDS Study Session Christy Carr, AICP, Long Range Senior Planner
8:15 PM	ORDINANCE 2018-30: Fee-In-Lieu Program for Affordable Housing Study Session Jennifer Sutton, AICP, Long Range Senior Planner
8:55 PM	NEW/OLD BUSINESS
9:00 PM	ADJOURN

*****TIMES ARE ESTIMATES****

Public comment time at meeting may be limited to allow time for Commissioners to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at pcd@bainbridgewa.gov or write us at Planning and Community Development, 280 Madison Avenue, Bainbridge Island, WA 98110

For special accommodations, please contact Jane Rasely, Planning & Community Development 206-780-3758 or at jrasely@bainbridgewa.gov

DESIGN GUIDELINES FOR RESIDENTIAL SUBDIVISIONS

Note on location of subdivision design guidelines:

Staff recommends "housing" subdivision design guidelines with the rest of the City's design guidelines, in BIMC Chapter 18.18. Chapter 17.12 will provide a reference to Chapter 18.18 and the design guidelines document, "Design Guidelines for Residential Subdivisions." Existing BIMC 18.18 is available here: http://www.codepublishing.com/WA/BainbridgeIsland/#!/BainbridgeIsland18/BainbridgeIsland1818.html#18.18

18.18.010 Applicability.
All development, exterior renovation and redevelopment shall comply with the following regulations and guidelines, as applicable. In some cases, design standards in this chapter may be waived or modified through the housing design demonstration program in BIMC 2.16.020.Q. (Ord. 2011-02 § 2 (Exh. A), 2011)

18.18.030 Specific design regulations and guidelines.
All development shall comply with the design regulations and guidelines applicable to that type of development *as set forth in this section and the reference documents, which are adopted as part of this title by reference.* In the event of a conflict between two or more design standards or regulations, the more specific shall apply.

Proposed new section in BIMC 18.18.030 to support this structure:

A. Residential Subdivision Development. Residential developed in accordance with BIMC 17 shall comply with those design guidelines contained in "Design Guidelines for Residential Subdivisions."

Note on subdivision standards:

Staff recommends not including design guidelines for topics better addressed in standards or already addressed in other sections of the municipal code (e.g., stormwater requirements in BIMC 15.19 and 15.20).

Existing general residential standards address homesites, water supply and septic systems, roads and pedestrian access, and dimensional requirements (e.g., lot size, coverage, setbacks), tree retention and landscape buffers (roadside and perimeter), and parking. Some of these standards are located within BIMC 17.12. For others, the standard in BIMC 17.12 states only that compliance with applicable provisions of other sections of the municipal code (e.g., Title 16 and 18) is required, but the specifics are not included. To review existing general residential standards, please see: http://www.codepublishing.com/WA/BainbridgeIsland/#!/BainbridgeIsland17/BainbridgeIsland1712.html#17.12.040 .

To better implement the Comprehensive Plan and subdivision design guidelines, there are existing standards that should be updated/revised and new standards that should be developed.

Existing standards to update/revise:

Setbacks
Lot areas and dimensions
Homesite area, allowed uses, and separation
Tree retention
Landscape buffers (roadside and perimeter)
Roads and pedestrian access
Compliance with IWTP
Parking – clustered, off-lot allowed

Proposed new standards:

Requirements for natural areas and community spaces
Fence height, materials, location
Stormwater ponds (shape, slope, fencing)
Home size (MUTC only)
Architectural diversity
Site disturbance (limited to homesites and utilities)

Note on background material:

The background material provides various versions, edits, and comments including the original design guidelines from Davis and Wenzlau, the revised and consolidated version from the Planning Commission subcommittee, the Design Review Board's comments/input/revisions on this version, and a re-worked version provided and edited by members of the Planning Commission. This document is intended to capture all of the input gathered to date and provide staff's input and recommendations. The "clean" version considers all of the versions, edits, and comments based on comments and discussion with Planning Commission and Design Review Board meetings and staff's professional judgement and interpretation. Design guidelines are presented in order of scale: island, neighborhood/street, site, lot, homesite, house.

Topic	Design Guideline	Supporting Standard
	Words/phrases **in bold** will have a definition in Title 17.	
Island Character	**Intent:** Preserve and maintain **Island character.** **Guideline:** Subdivisions should reflect the special character of the island which includes downtown Winslow's small town atmosphere and function, neighborhood centers, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation. Sustain instead of reflect; eclectic vs. historic; may be too broad to be useful – public comment Delete? Could include as introduction without having as guideline, since all projects are supposed to be consistent with Comprehensive Plan. How would applicant demonstrate that this guideline is met?	
Neighborhood Context	**Intent:** To reflect and/or enhance the context provided by existing roadway character and neighboring properties. **Guideline:** Site design should support the purpose of the zoning district in which the development is located, complement the existing character of specific neighborhoods, provide continuity with adjoining properties and, where necessary, provide transition between land uses and protect privacy of residents on adjacent properties.	Roadside and perimeter buffer standards (currently in BIMC 18.15) Purpose statements for each zoning district (see BIMC 18.06)
Natural Area	**Intent:** To incorporate forested and/or other natural areas into site design in such a way that ecological and aesthetic integrity, qualities, and values are preserved or restored. **Guideline:** The required natural area shall be treated as a feature intrinsic to the subdivision design in order to maintain existing on- and off-site ecological processes and provide an asset of value to subdivision residents.	All subdivisions will have a natural area requirement, with the percentage of the site based on the zoning district. In the R-0.4, 1, and 2 zoning districts, the natural area requirement will be based on the ARPA requirement in BIMC 16.20.100 (up to 65% of the site's existing native vegetation). Standards for natural areas will be provided, including amount required, allowed uses, hierarchy of preferred natural areas, configuration, ownership, protection/fencing, etc.
Natural Site Conditions	**Intent:** To preserve and integrate existing natural site patterns and features throughout the site. **Guideline:** Site development should be designed to preserve and integrate the natural conditions of the site, including existing topography, native trees and vegetation, drainage patterns, and ecological features based on an	Application will require submittal of a site inventory/analysis.

Topic	Design Guideline	Supporting Standard
	inventory and analysis of existing conditions. Homesite and infrastructure placement should complement natural topography and retain native vegetation to the maximum extent feasible.	
Historic and Cultural Resources	**Intent:** To preserve important historic and cultural resources. **Guideline:** Site design should maximize opportunities for preserving historic and cultural structures, and retain historic landscape features and connections.	Site inventory/analysis required with preliminary subdivision application will require historical and cultural resources to be identified and considered.
Stormwater	**Intent:** Integrate stormwater facilities in site design with emphasis on infiltration and dispersion practices. **Guideline:** Stormwater facilities shall utilize existing drainage patterns and be designed as a site amenity, where feasible. Low impact development practices shall be used throughout the site to minimize the size of ponds or vaults. Open stormwater facilities (ponds and bioswales) shall provide a natural appearance through layout, design and landscape treatment, including shallow side slopes, curvilinear configuration, and use of native vegetation.	Fencing standard around ponds – height limit and materials. Prohibit standard ponds in natural area/community space.
Septic Systems	**Intent:** To minimize impact of septic facilities. **Guideline:** Design and locate sewage facilities to minimize site disturbance and native vegetation removal and utilize shared systems where feasible.	Consider new standard to prohibit clearing for reserve drainfield until needed (similar to ARPA allowed uses). Space for reserve drainfield required by Health District, but not clearing.
Water Conservation	**Intent:** To protect the Island's finite groundwater resources and adapt to the impacts of a changing climate. **Guideline:** Water conservation measures shall be considered in site design including use of native and drought tolerant vegetation, rainwater capture, and water reuse.	Consider standard for a minimum amount of native vegetation in homesite or lot landscaping, maximum amount of turf allowed, native vegetation requirement in roadside and perimeter buffers.
Community Space	**Intent:** To promote a shared sense of community. **Guideline: Community spaces** should function as an integral part of the development and be located adjacent to as many homesites as is feasible.	All subdivisions will require community space (with possible exception of R-0.4 zoning district). Consider standard for number of lots that are required to abut community space to avoid isolated community spaces. Standards for community spaces will be provided, including amount required, allowed uses, types (e.g., central green, p-patch, structures), configuration, ownership, etc.

Topic	Design Guideline	Supporting Standard
		Community space will have a definition.
Cluster Homesites	**Intent:** To promote interaction within the community and facilitate the efficient use of land by reducing disturbed areas, impervious surfaces, utility extensions and roadways. **Guideline:** Homesites shall be located in cluster groupings and, to the extent feasible, the efficient location of infrastructure shall be used to maximize the undeveloped area.	All subdivisions will require homesites – the area within the lot that is available for development. Standards for homesite size (maximum square footage), maximum separation, number of homesites within homesite grouping will be provided. Maximum homesite separation may not be required for R-0.4 zoning district to minimize perceived density/intensity/impact to adjacent properties. Homesite will have definition.
Solar Access	**Intent:** To provide solar access for wellbeing and energy production. **Guideline:** Site design, including street, lot, and homesite layout and orientation, should allow for passive and active solar access. Massing of buildings, tree retention, and introduced vegetation should take into account the effects of shade.	Consider specific standards for orientation of homesites along east/west access.
Access and Circulation	**Intent:** To provide a practical and pleasant network of multi-modal circulation. **Guideline:** Adequate provisions for pathways and other pedestrian/bicycle amenities connecting various parts of the development, the surrounding road or trail network, and adjacent parcels should be included in site design.	Compliance with IWTP will be standard (revised existing standard)
Motor Vehicles	Intent: To minimize the prominence of motor vehicle use and storage. Guideline: Site design and features related to motor vehicle use and storage should be minimized. Site design shall consider shared driveways, minimum road widths, traffic calming measures such as Woonerfs and chicanes, and shared or clustered parking areas or structures.	Include standards for shared parking (size of structure, maximum number of cars) Revised parking requirement in BIMC 18.15 that requires on-site parking
Homesite Design	**Intent:** To efficiently configure building footprint(s) and allowed uses within a homesite. **Guideline:** Homesite configuration should consider compact and energy-efficient home and site design with massive houses on small lots strongly discouraged.	All subdivisions will require that houses are located within homesites. The homesite is the total area available for development, with the remainder of the site being left largely undisturbed.

Topic	Design Guideline	Supporting Standard
		Standards for homesites will be provided, including allowed structures/uses and size of homesite (varying by zoning district). Consider maximum impervious surface coverage standard. Review existing lot coverage standard (varies by zoning district) – lot coverage is only for buildings.
Diversity in House Design	**Intent:** To provide a range of home sizes and designs to achieve diversity in visual appearance and affordability. **Guideline:** House designs should be varied in size, massing, and frontage character using methods such as varied floor plans, staggered front yard setbacks, building modulation, and changes in exterior materials. Houses should display shared architectural features to establish continuity and harmony.	Consider percentage or number of different housing design types/sizes. Consider referencing existing affordable housing chapter (BIMC 18.21), which will likely be updated in the near future. Consider standard for front yard setback articulation/staggering.
Facing Public Streets	**Intent:** To reinforce neighborliness of homes along a public street. **Guideline:** Houses along interior public streets should orient the entry toward the street and avoid the use of solid walls and fences. Garages along the front façade should be de-emphasized by recessing vehicular entrances or locating the garage behind or on the side of the house.	Consider standard for garage size and orientation requirements Fence height standard will be included

Definitions needed to support design guidelines (will add to list as needed)

Community space.

Homesite.

Homesite grouping.

Homesite footprint.

Island character. The term used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Natural area.

Significant tree. From 16.18

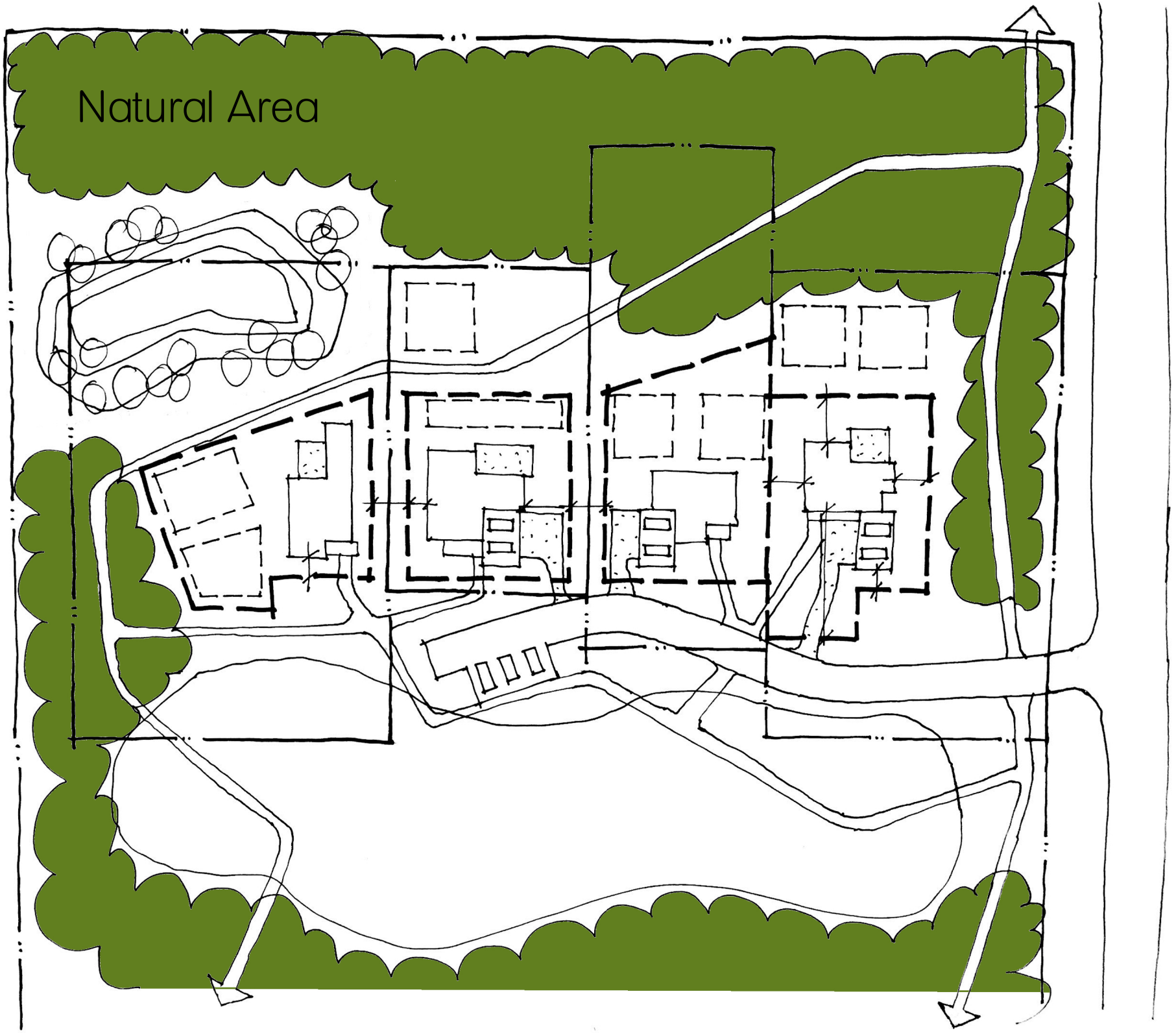
Revision to Table 18.12.020 - Dimensional Standards for Residential Zone Districts

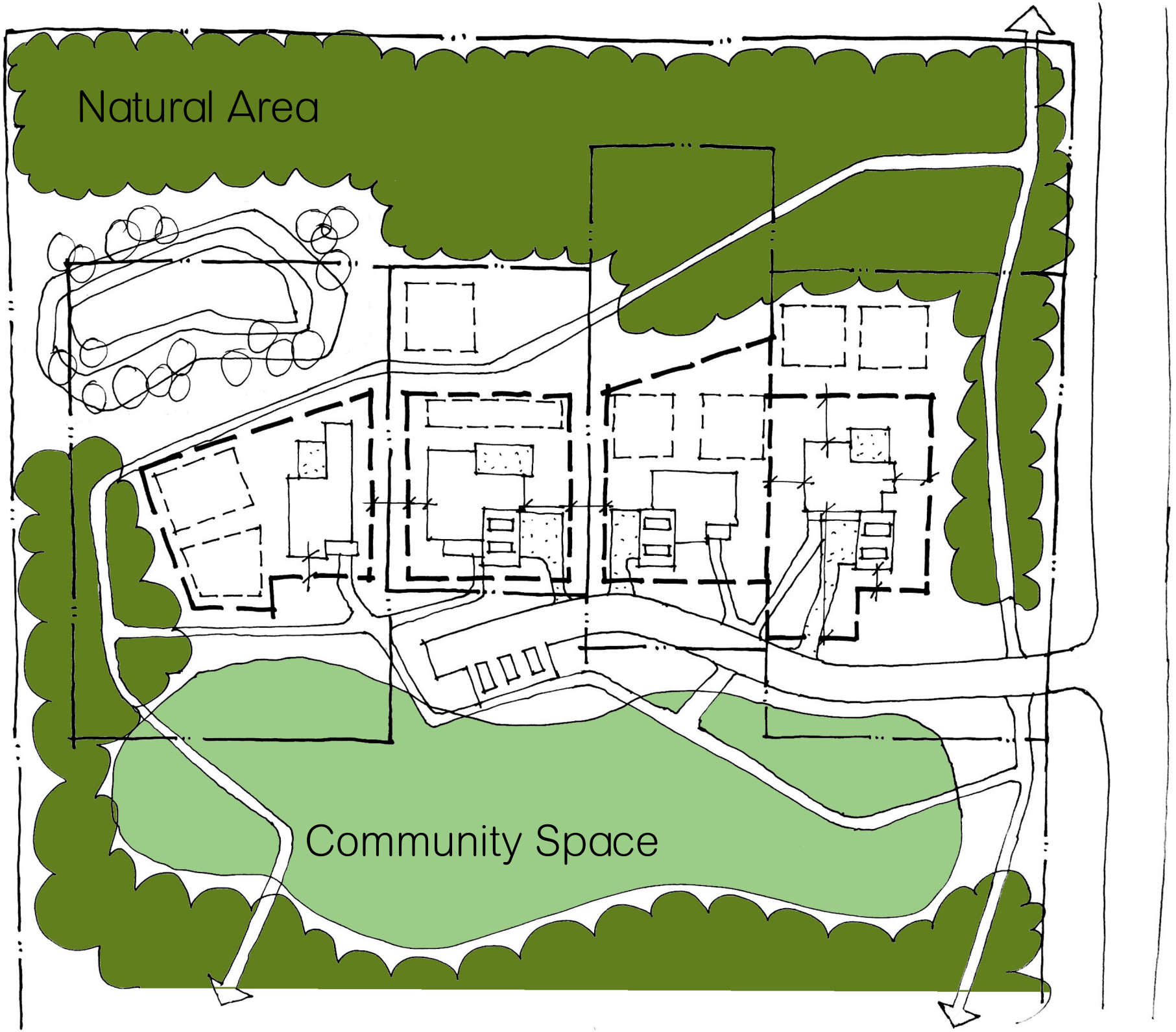
revised 7-6-18

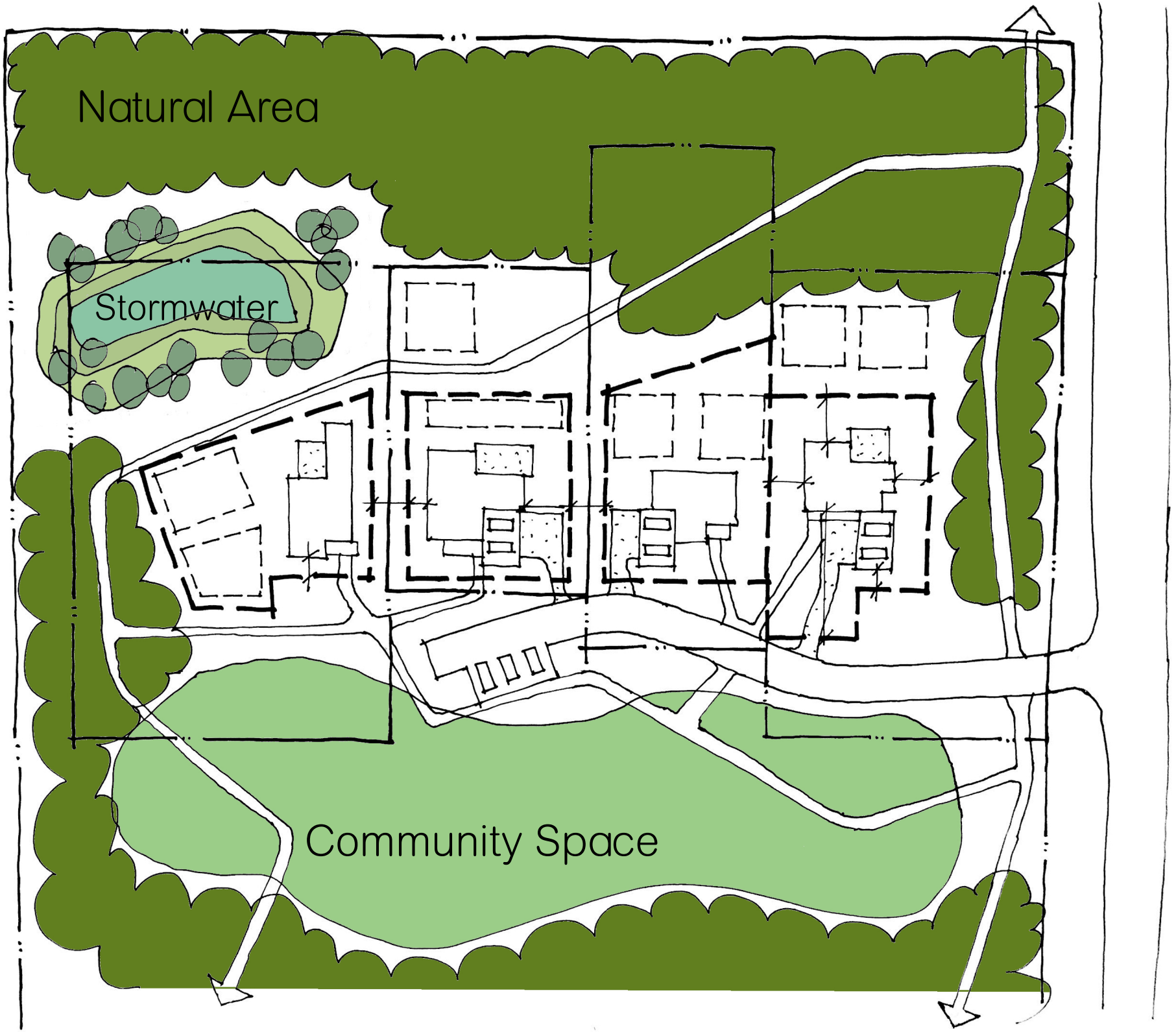
Zone		R 0.4	R 1	R 2	R 2.9	R 3.5	R 4.3	R 5	R 8	R 14	NC [6]	MUTC [6]
Site Area per Home	minimum	100,000 sf	40,000 sf	20,000 sf	15,000 sf	12,500 sf	10,000 sf	8,500 sf	5,400 sf	3,100 sf	8,500 sf	See FAR table
Natural Space	minimum - percent of site	25%	25%	25%	25%	25%	20%	15%	10%	5%	15%	5%
Community Space [1]	minimum - percent of site	5%	7.5%	10%	15%	15%	15%	15%	15%	10%	15%	10%
Homesite	maximum	10,000 sf	7,500 sf	7,500sf	5,500 sf	4,500 sf	3,500 sf	3,500 sf	3,000 sf	2,250 sf	3,500 sf	2,250 sf
Home Site Separation [2]	maximum		25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft
Home Sideyards [3,6] attached, min/combined min/combined	Net Bldg sf: 1,600sf or less	0 ft, 5/10 ft	0 ft, 5/10 ft	0 ft, 5/10 ft	0 ft, 5/10 ft	0 ft, 5/10 ft	0 ft, 5/10 ft	0 ft, 3/10 ft	0 ft, 3/10 ft	0 ft, 3/10 ft	0 ft, 3/10 ft	0 ft, 3/10 ft
	1,601sf or more	15/50 ft	15/25 ft	10/20 ft	10/20 ft	10/20 ft	5/15 ft	5/15 ft	5/10 ft	5/10 ft		
Home to Street [4]	minimum	10 ft	10 ft	10 ft	10 ft	10 ft	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
Home to Community Space, Trail	minimum	10 ft	10 ft	10 ft	10 ft	10 ft	5 ft	5 ft	5 ft	5 ft	10 ft	5 ft
Home to Exterior Plat Boundary Line [6]	Net Bldg sf: 1,600sf or less	25 ft	15 ft	15 ft	10 ft	10 ft	5 ft	5 ft	5 ft	5 ft	5 ft	5 ft
	1,601sf or more	25 ft	25 ft	25 ft	25 ft	25 ft	10 ft	10 ft	10 ft	10 ft		
Building to SR 305 ROW	minimum	75 ft	75 ft	75 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft	25 ft
Home to Arterial and ROW	minimum	25 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft
Garage to Alley [5]	minimum	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft	0 ft
Shared Garage Sideyard	minimum	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft	10 ft
Shared Garage Size	maximum length	60 ft all zones										
Home Size [6]	maximum								1,600 sf	1,600 sf	1,600 sf	1,600 sf
Building Height		Height requirements for standard lots apply										

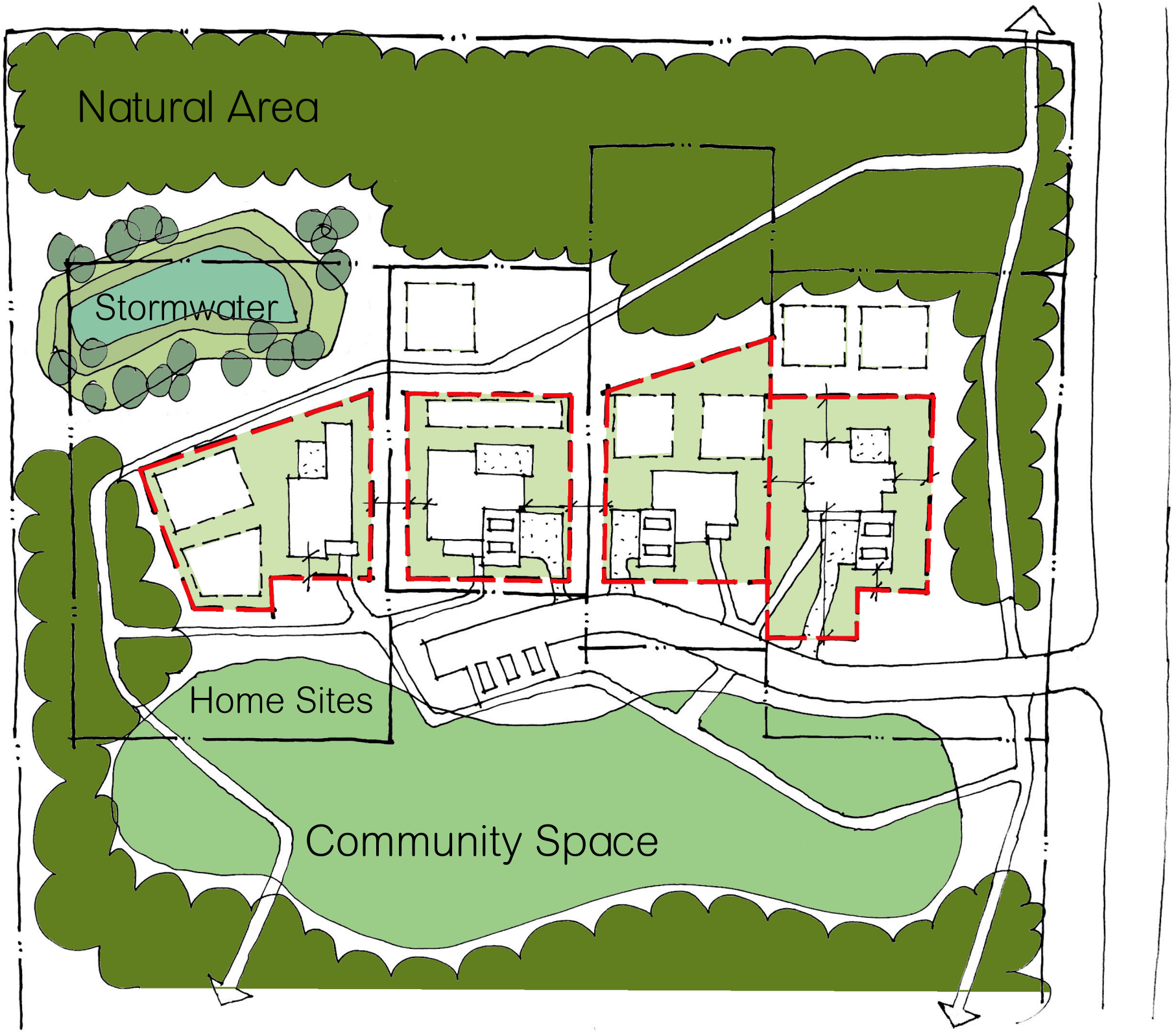
FOOTNOTES:

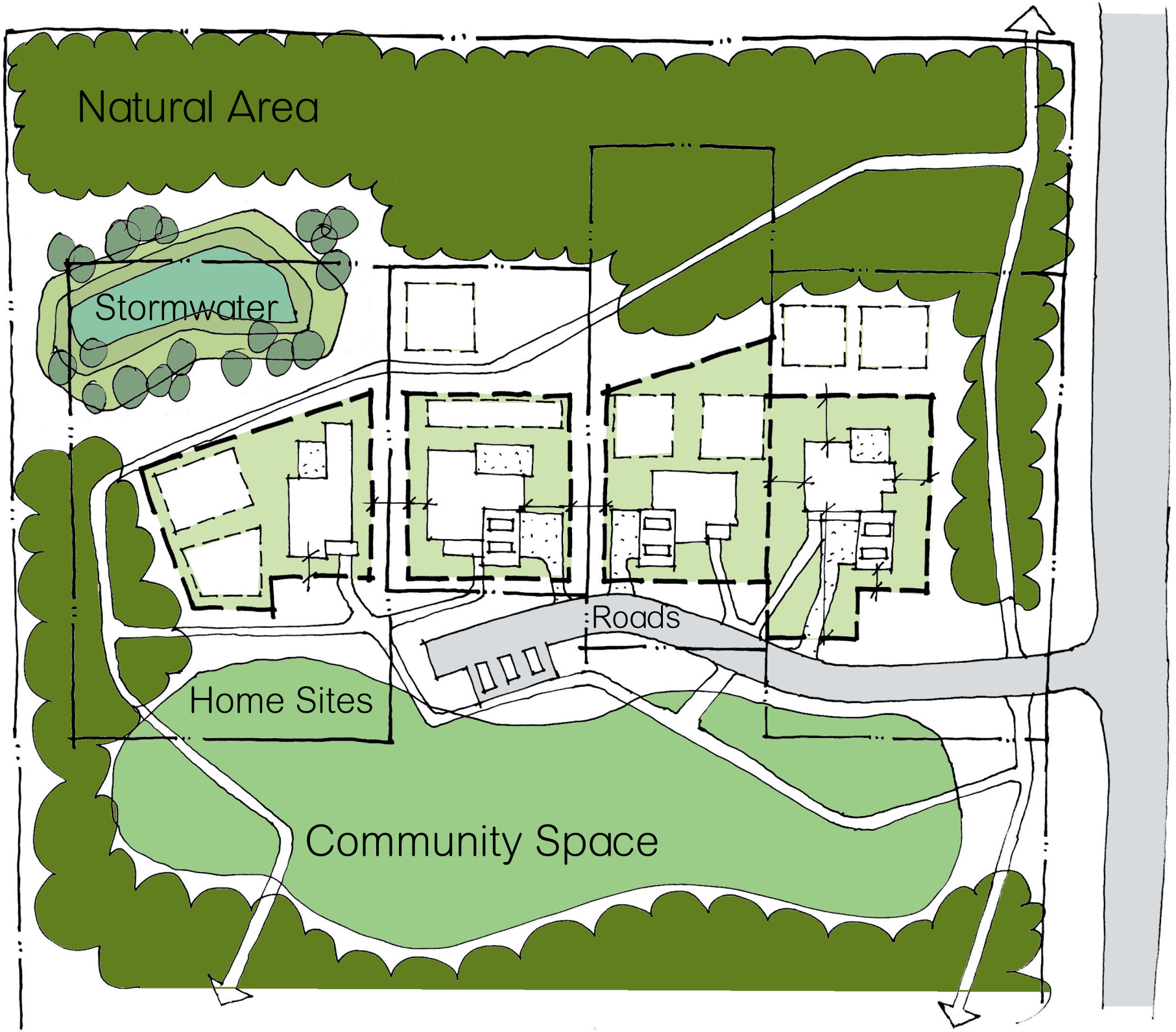
1 Not required for 3 lots or less
2 May be modified by staff based on merits of design.
3 Attached not allowed if home size exceeds 1600sf
4 Setbacks do not replace lesser requirements within MUTC
5 Applies to garage only.
6 1,600sf maximum home size in Designated Centers


Natural Area


Natural Area
Community Space


Natural Area
Stormwater
Community Space


Natural Area
Stormwater
Home Sites
Community Space


Natural Area
Stormwater
Roads
Home Sites
Community Space

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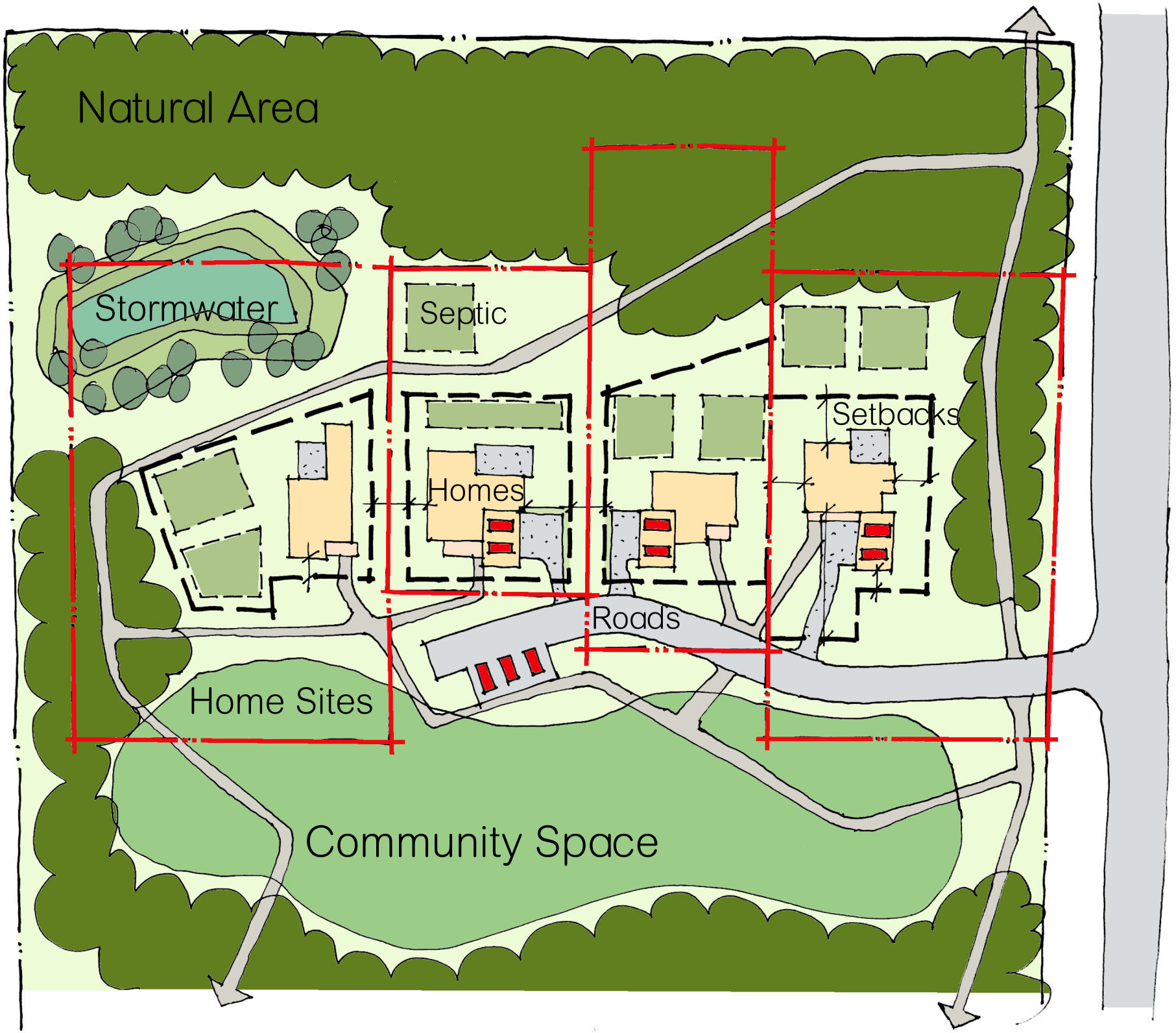
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CITY OF BAINBRIDGE ISLAND

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

MEMORANDUM

Date: September 13, 2018

To: Public Hearing

From: Jennifer Sutton, AICP
Senior City Planner

Subject: Study Session on Ordinance 2018-30 Establishing a Fee-in-lieu Option for Certain Lots with Affordable Housing Restrictions

BACKGROUND

BIMC Chapter 18.21 *Affordable Housing* provides for an optional program for the construction of affordable housing in new single-family and multifamily residential developments, under which bonus density is granted in exchange for the development of affordable dwelling units or affordable residential building lots.

At least one developer has taken advantage of the optional program to obtain bonus density in exchange for creating affordable residential building lots as part of its development. However, several affordable residential building lots created pursuant to the optional program have remained unsold for want of an income-qualified buyer. For context, in 2017 the City consulted with Housing Resources Bainbridge ("HRB") to estimate that an unimproved residential building lot would need to be sold for approximately $89,000 to be affordable to a moderate income four-person household. The City has heard from HRB and the development community that obtaining a construction loan is more difficult than obtaining a mortgage for a home that is built.

One potential solution would be for the City to amend the optional program to provide for a fee-in-lieu in which affordable residential building lots may be sold at market price if the owner makes a financial contribution to the City's Housing Trust Fund. BIMC Chapter 3.38 provides for the City of Bainbridge Island Housing Trust Fund, which may accept funds or revenues to support the development and preservation of affordable housing on Bainbridge Island. The City Council may direct specific funding or revenues to the City of Bainbridge Island Housing Trust Fund. In addition, a goal of the Housing Element of the City's Comprehensive Plan is for the City to increase support for the Housing Trust Fund and explore new sources of funding for the development and preservation of affordable housing.

If approved, Ordinance No. 2018-30 would provide for a fee-in-lieu in which affordable residential building lots created under the city's voluntary affordable housing program prior to June 1, 2008 may be sold at market price if the owner makes a financial contribution to the City's Housing Trust Fund. The calculation of the financial contribution is described in the ordinance, new BIMC Section 18.21.040.

The City Council discussed this topic at the August 14 Council meeting, and after their discussion, referred Ordinance No. 2018-30 to the Planning Commission for its review, a public hearing, and its recommendation.

Note: Per prior City Council direction, staff is studying the adoption of an inclusionary zoning program. Such a program could contain mandatory and/or voluntary affordable housing requirements that could amend or replace the voluntary program currently contained in BIMC Chapter 18.21.

Adopting an inclusionary zoning program and support for the City's *Housing Trust Fund* are both recommendations from the Affordable Housing Task Force, described in its final report, which can be viewed on the City's website.

Planning Commission Review of Ordinance 2018-30

The Planning Commission should be prepared to discuss this ordinance and ask staff clarifying questions. The Planning Commission will hold a public hearing on the ordinance on September 27.

ORDINANCE NO. 2018-30

AN ORDINANCE of the City of Bainbridge Island, Washington, relating to the City's voluntary affordable housing program; adding a new section to Chapter 18.21 BIMC to provide for an optional fee-in-lieu for certain lots with affordable housing restrictions; addressing the development of certain unimproved lots; and granting interpretative authority.

WHEREAS, former Chapter 18.90 BIMC contained an optional program for the construction of affordable housing in new single-family and multifamily residential developments; and

WHEREAS, on November 9, 2011, the City Council adopted Ordinance No. 2011-02, repealing Chapter 18.90 BIMC and replacing it with a Chapter 18.21 BIMC that provides for substantially the same optional program for the construction of affordable housing in new single-family and multifamily residential developments; and

WHEREAS, at least one developer has taken advantage of the optional program to obtain bonus density in exchange for creating affordable residential building lots as part of its development; and

WHEREAS, several affordable residential building lots created pursuant to the optional program have remained unsold for want of an income-qualified buyer; and

WHEREAS, Chapter 3.38 BIMC provides for the City of Bainbridge Island Housing Trust Fund, which may accept funds or revenues to support the development and preservation of affordable housing on Bainbridge Island; and

WHEREAS, the City Council may direct specific funding or revenues to the City of Bainbridge Island Housing Trust Fund; and

WHEREAS, a goal of the Housing Element of the City's Comprehensive Plan is for the City to increase support for the Housing Trust Fund and explore new sources of funding for the development and preservation of affordable housing.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN AS FOLLOWS:

DRAFT

Section 1. Section 18.21.020.F of the Bainbridge Island Municipal Code is amended to read as follows:

> Unimproved Lots to Be Sold. ~~In subdivisions~~ ~~w~~Where the applicant intends to sell the individual unimproved lots created as a result of the provisions of this chapter, it is the responsibility of the applicant to arrange for the affordable units to be built.

Section 2. A new section is added to chapter 18.21 of the Bainbridge Island Municipal Code to read as follows:

> **18.21.040 Optional Fee-In-Lieu.**
>
> A. The owner of an affordable residential building lot constructed or created as a result of the provisions of this chapter, as now or previously codified, as part of a land use application approved on or before June 1, 2008, may make a financial contribution, as described in this section, to the city's housing trust fund instead of complying with the requirements of BIMC 18.21.020, as now or previously codified, to obtain or maintain the bonus density allowed under this chapter, as now or previously codified.
>
> B. The amount of such financial contribution to the city's housing trust fund shall be set by the City Manager, subject to the following restrictions:
>
> > 1. The amount must be at least 60% of the fair market value of the affordable residential building lot at the time of sale. A certified appraiser shall determine the affordable residential building lot's fair market value. The appraisal will assume that sale of the lot will not be restricted to only income-qualified individuals. The owner will pay for the appraisal by a certified appraiser acceptable to the city.
> >
> > 2. The amount must be deposited into the city's housing trust fund within 14 days of the closing of the sale of the affordable residential building lot.
> >
> > 3. In circumstances where development of the the affordable residential building lot is restricted by conditions on the face of a plat or short plat, the owner must initiate and pay for a plat amendment to remove or modify such conditions. Approval of such a plat amendment must be obtained before the lot may be sold to an individual who is not income-qualified, and such approval will be conditioned upon a financial contribution to the city's housing trust fund under this section.
> >
> > 4. Prior to initiating a plat amendment, the owner must demonstrate that they attempted, in good faith, to locate an income-qualified buyer interested in purchasing the affordable residential building lot and were unsuccessful.

DRAFT

Section 3. Interpretive Authority. The City of Bainbridge Island Director of Planning and Community Development, or designee, is hereby authorized to issue official interpretations arising under or otherwise necessitated by this ordinance.

Section 4. This ordinance shall take effect and be in force five (5) days from its passage, approval, and publication as required by law.

PASSED BY THE CITY COUNCIL this ___ day of _____, 2018.

APPROVED BY THE MAYOR this ___ day of _____, 2018.

/s/_____
Kol Medina, Mayor

ATTEST/AUTHENTICATE:

/s/_____
Christine Brown, City Clerk

FILED WITH THE CITY CLERK:	2018
PASSED BY THE CITY COUNCIL:	2018
PUBLISHED:	2018
EFFECTIVE DATE:	2018
ORDINANCE NUMBER:	2018-30

DRAFT

CITY OF BAINBRIDGE ISLAND

City of Bainbridge Island
2018 Median Income Limits by Household Size
Bremerton-Silverdale MSA (HUD)

Maximum Income Limits by Category (BIMC 18.21.020)	Household Size							
	1	2	3	4	5	6	7	8
Extremely Low Income: ≤ 30% of Median Household Income	$17,400	$19,850	$22,350	$24,800	$26,800	$30,800	$32,750	$32,750
Very Low Income: 31% - 50% of Median Household Income	$28,950	$33,050	$37,200	$41,300	$44,650	$47,950	$51,250	$54,550
Low Income: 51% - 80% of Median Household Income	$46,300	$52,900	$59,500	$66,100	$71,400	$76,700	$82,000	$87,300
Moderate Income: 81% - 95% of Median Household Income	$54,929	$62,776	$70,623	$78,470	$84,748	$91,025	$97,303	$103,580
Middle Income: 96%% - 120% of Median Household Income	$69,384	$79,296	$89,208	$99,120	$107,050	$114,979	$122,909	$130,838
100% of Median Household Income	$57,820	$66,080	$74,340	$82,600	$89,208	$95,816	$102,424	$109,032