



CITY COUNCIL SPECIAL MEETING
Thursday, February 15, 2018
Council Chambers, 280 Madison Avenue North,
Bainbridge Island, Washington

AGENDA

1. CALL TO ORDER/ROLL CALL - 6:30 PM

2. UNFINISHED BUSINESS

- A.** Ordinance No. 2018-05, Amending and Restating Ordinance No. 2018-02, as Amended by Ordinance No. 2018-03, Imposing a Temporary Six-Month Moratorium on the Acceptance of Certain Development Applications, AB 18-021 - Planning

3. ADJOURNMENT - 7:30 PM

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

Guiding Principle #2 - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

Guiding Principle #3 - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.

Guiding Principle #4 - Consider the costs and benefits to Island residents and property owners in making land use decisions.

Guiding Principle #5 - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

Guiding Principle #6 - Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Principle #7 - Reduce greenhouse gas emissions and increase the Island's climate resilience.

Guiding Principle #8 - Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: Ordinance No. 2018-05, Amending and Restating Ordinance No. 2018-02, as Amended by Ordinance No. 2018-03, Imposing a Temporary Six-Month Moratorium on the Acceptance of Certain Development Applications, AB 18-021 - Planning	Date: 2/15/2018
Agenda Item: UNFINISHED BUSINESS	Bill No.: 18-021
Proposed By: Planning and Community Development	Referrals(s):

BUDGET INFORMATION

Department: Executive	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager:	Legal: Yes	Finance:

DESCRIPTION/BACKGROUND

Consideration of Ordinance No. 2018-05, amending and restating Ordinance No. 2018-02, as amended by Ordinance No. 2018-03, imposing a temporary six-month moratorium on the acceptance of certain development applications.

The City Council conducted a public hearing on the moratorium on February 13, 2018. Based on public comment from that hearing and other input, the Council revised Ordinance No. 2018-05 and voted to approve it by a vote of 4-1. That vote was insufficient to enact Ordinance No. 2018-05, however, because the ordinance included an emergency clause which would have allowed it to become effective immediately upon passage, and such ordinances adopted on an emergency basis require a majority plus one of the entire Council membership, which is five votes.

The Council, via this agenda item, is holding a special meeting to consider a version of Ordinance No. 2018-05 that does not include an emergency clause and which, therefore, can be adopted by a simple majority of the entire Council, which is four votes.

RECOMMENDED ACTION/MOTION

I move to approve Ordinance No. 2018-05, as revised.

ATTACHMENTS:

Description	Type
▣ Ordinance No. 2018-05	Backup Material

ORDINANCE NO. 2018-05

AN ORDINANCE of the City of Bainbridge Island, Washington, adopted pursuant to RCW 35A.63.220 and RCW 36.70A.390; amending and restating the temporary six month moratorium imposed by Ordinance No. 2018-02 and Ordinance No. 2018-03 to clarify the activities to which the moratorium applies; setting forth findings of fact in support of the moratorium; stating the effect on vested rights; providing for exclusions; recognizing that a public hearing has been held within 60 days of the enactment of the moratorium; authorizing interpretative authority; providing for severability; not changing the basis for the emergency declaration on which the moratorium was imposed and later amended; and leaving the effective date and the duration of the moratorium unchanged.

WHEREAS, within the express terms of the Growth Management Act, the Washington State Legislature has specifically conferred upon the governing bodies of Washington cities the right to establish and adopt moratoria related to land uses; and

WHEREAS, the City Council of the City of Bainbridge Island (“City”) updated the City’s Comprehensive Plan in February of 2017; and

WHEREAS, the City Council has significant concerns about development and growth in the City under current regulations in the context of the vision and goals of the City’s Comprehensive Plan, is discussing how to best accommodate growth and development in both general and specific ways, and finds that without immediate action by the Council to preserve the status quo, there are likely to be adverse impacts on the City and its citizens; and

WHEREAS, the City’s Comprehensive Plan states as a Guiding Principle No. 2, “Manage the water resources of the Island to protect, restore, and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations,” and consistent with that Guiding Principle, Guiding Policy 2.6 states “recognize the importance of our water resources to present and future generations of Bainbridge Islanders and apply the precautionary principle;” and

WHEREAS, the City Council’s concerns regarding likely adverse impacts related to growth and development under existing regulations require immediate attention by the Council and City staff and include, but are not limited to, the following:

(1) Threatened harm to Bainbridge Island’s fresh water aquifers due to continued clearing of native forests and vegetation, as well as disturbance of native soils, which activities are currently in the process of being addressed through the City’s Critical Areas Ordinance update process; and

(2) The loss of trees, forests, native vegetation, and soils, along with the full range of important ecosystem services and values that they provide to the community, as expressed, for example, by the City Council in the City’s Comprehensive Plan, as well as concerns expressed by the Planning Commission, Design Review Board, and the Ad Hoc Tree/LID Committee; and

(3) Compliance with design review standards and guidelines, including as relates to, for example, Policy LU 6.8 of the City's Comprehensive Plan, and regarding the role of the Design Review Board, Hearing Examiner, Planning Commission, and City Council in the land use development review and decision-making process, as well as related to meeting the goals of the Comprehensive Plan more generally, including its guiding principle to "Preserve the Island's special character," as well as other principles; and

(4) Serious challenges promoting affordable housing in a manner consistent with the City's Comprehensive Plan; and

WHEREAS, based on these and related concerns, the City Council requires additional time to review the regulations and policies at issue to ensure that the vision and goals of the City's Comprehensive Plan are being met to the Council's satisfaction; and

WHEREAS, on January 9, 2018, the City Council enacted Ordinance No. 2018-02 and thereby established a temporary emergency moratorium on the acceptance and processing of certain Permit Applications, as defined in Section 2 of Ordinance No. 2018-02; and

WHEREAS, the City Council and City staff received feedback and comment from individuals related to the moratorium and, based on that feedback and comment, the Council determined that certain exclusions to the moratorium needed to be amended to clarify the Council's intent regarding such exclusions; and

WHEREAS, on January 16, 2018, the Council enacted Ordinance No. 2018-03, which amended Ordinance No. 2018-02 to clarify some of the exclusions; and

WHEREAS, the Council and City staff have received additional feedback and comment from individuals related to the moratorium and, based on that feedback, the Council has determined that further amendment is necessary to clarify which types of activities are subject to the moratorium, and which activities are excluded from the moratorium; and

WHEREAS, the approach to the moratorium as set forth in Ordinance No. 2018-02 and Ordinance No. 2018-03 was to broadly apply the moratorium to all "Permit Applications" as defined in Section 2 of Ordinance No. 2018-02 and then to set forth several exclusions for activities that were explicitly excluded from the moratorium; and

WHEREAS, this approach has not been as clear and effective as intended because it has resulted in a lengthy list of exclusions that have caused some confusion in the community about how particular exclusions apply to specific situations, and the Council has determined that a better approach would instead be to simplify the moratorium by clearly stating what the moratorium applies to and to limit the exclusions; and

WHEREAS, generally, the moratorium is intended to apply to new residential development that involves more than development of a single-family home, as well as to other types of development and land use activities that would result in significant loss of native vegetation; and

WHEREAS, the moratorium is not intended to apply to certain affordable housing projects and to permits and approvals for limited other uses, such as government facilities and certain educational facilities; and

WHEREAS, this ordinance is intended to amend Ordinance No. 2018-02 and Ordinance No. 2018-03 by restating those ordinances in full with this ordinance, except with regard to the effective date and duration provisions of the moratorium, such that the moratorium continues to have an effective date of January 9, 2018, and this ordinance doesn't change the basis for the declaration of emergency on which the moratorium was imposed; and

WHEREAS, the City possesses land use jurisdiction and regulatory authority over the City's incorporated lands; and

WHEREAS, the moratorium promotes the public good and is necessary for the protection of public health, property, safety, and welfare, and the public emergency on which this moratorium was imposed continues to exist and this ordinance does not change the basis for that declaration of emergency nor the effective date of the moratorium, which is January 9, 2018.

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

Section 1. Amendment and Restatement of Ordinance No. 2018-02 and Ordinance No. 2018-03. This ordinance hereby amends Ordinance No. 2018-02 and Ordinance No. 2018-03 and restates those ordinances, except with respect to the effective date and duration provisions of those ordinances regarding the moratorium, and related to the basis for the emergency declaration for the moratorium. To be clear, this ordinance does not change the basis for the declaration of emergency that was declared upon the imposition of this moratorium, and this ordinance maintains the effective date of the moratorium as January 9, 2018, and maintains the duration of the moratorium, which is the six (6) month period that commenced on the effective date of the moratorium (January 9, 2018).

Section 2. Findings of Fact. The recitals set forth above include and restate the City Council's findings of fact in support of the moratorium as stated in Ordinance No. 2018-02 and Ordinance No. 2018-03, and those findings are supplemented by additional findings of fact herein. The combined findings of fact as restated in this ordinance do not change the basis for the declaration of emergency that was initially declared upon the imposition of this moratorium.

Section 3. Imposition of Moratorium Amended and Restated. As authorized by the police powers of the City as set forth, for example, in Article XI, Section 11, of the Washington State Constitution, and pursuant to statutory authority set forth, for example, in RCW 36.70A.390 and RCW 35A.63.220, and unless expressly excluded under Section 4 and Section 5 of this ordinance, the City hereby amends and restates the currently existing temporary moratorium to apply to and prohibit the following:

- A. All applications for new short subdivisions (BIMC 2.16.070), new preliminary long subdivisions (BIMC 2.16.125), and new large lot subdivisions (BIMC 2.16.080).

B. Structures, buildings, and land use permits and approvals in the R-1, R-2, R-0.4, and Business/Industrial zones:

- (i) That will result in less than 65% of the subject property being retained as native vegetation; or
- (ii) That will result in reducing the native vegetation on the subject property by any amount if that property had native vegetation existing on less than 65% of the property as of the effective date of the moratorium.
- (iii) Provided, that subsections (i) and (ii) do not prohibit structures, buildings, and land use permits and approvals in the R-1, R-2, R-0.4, and Business/Industrial zones that will result in land disturbance of 12,500 square feet or less on the subject property.
- (iv) Provided further, that this Section B does not apply to complete land use applications (see BIMC Table 2.16.010-1) that were submitted prior to the effective date of the moratorium, and to the resultant site work and associated approvals related to such complete land use applications.

Section 4. Effect on Vested Rights. The moratorium shall not apply to any rights that legally vested under state law and City of Bainbridge Island regulations prior to the effective date of the moratorium. Nothing in this ordinance shall be construed to extinguish, limit, or otherwise infringe on any permit applicant's vested development rights as defined by state law and City of Bainbridge Island regulations, provided that such a permit applicant has filed a complete permit or other applicable land use application prior to the effective date of the moratorium.

Section 5. Exclusions. The provisions of the moratorium shall not apply to any permits or land use approvals that are specifically excluded by the Exclusions set forth in this ordinance. These Exclusions, unless expressly modified by the City Council, are specifically limited to:

- A. Permits and approvals for affordable housing projects that qualify as Housing Design Demonstration Project (HDDP) Tier 3 projects pursuant to BIMC 2.16.020.Q. and Table 2.16.020.Q-1.
- B. Permits and approvals for government facilities and structures; private vocational training institutions, preschools, K-12, and higher education facilities; wireless communication facilities; and emergency medical and disaster relief facilities.

Section 6. Public Hearing. Pursuant to RCW 35A.63.220 and RCW 36.70A.390, the City Council conducted a public hearing on this moratorium on February 13, 2018. The Council accepted public testimony as part of that public hearing and is adopting findings of fact as part of this ordinance, and those findings of fact are incorporated herein.

Section 7. 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 and the moratorium.

Section 8. Severability. Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

Section 9. State Environmental Policy Act Exemption. Pursuant to WAC 197-11-880, this moratorium, including this ordinance amending and restating the moratorium, are exempt from the requirements of a threshold determination under the State Environmental Policy Act. This ordinance does not change the basis of the declaration of emergency that was declared upon the imposition of this moratorium.

Section 10. No Change to Basis for Declaration of Emergency; Effective Date; Duration. This ordinance shall take effect and be in force five (5) days from and after its passage and publication as required by law. Provided, that this ordinance is not intended to change the basis of the emergency declarations of the two ordinances which this ordinance is amending and restating, Ordinance No. 2018-02 and Ordinance No. 2018-03, as stated in Section 1 of this ordinance. Pursuant to *Matson v. Clark County Board of Commissioners*, 79 Wn. App. 641 (1995), non-exhaustive underlying facts necessary to support the emergency declarations adopted as part of the enactment of this moratorium were included in the “Whereas” clauses of Ordinance No. 2018-02 and Ordinance No. 2018-03, and have been restated and supplemented in this ordinance amending and restating the moratorium, and those “Whereas” clauses herein are adopted as findings of fact, as also described in Section 2 above. This ordinance amending and restating the moratorium shall remain effective for the six (6) month period as established for the moratorium, which moratorium has an effective date of January 9, 2018, unless terminated earlier by the City Council. The Council may, at its sole discretion, renew the moratorium for one or more six (6) month periods in accordance with state law. This ordinance or a summary thereof consisting of the title shall be published in the official newspaper of the City.

PASSED by the City Council this 15th day of February, 2018.

APPROVED by the Mayor this 15th day of February, 2018.

Kol Medina, Mayor

ATTEST/AUTHENTICATE:

Christine Brown, City Clerk

FILED WITH THE CITY CLERK	February 15, 2018
PASSED BY THE CITY COUNCIL	February 15, 2018
PUBLISHED:	February __, 2018
EFFECTIVE DATE:	February __, 2018
ORDINANCE NO:	2018-05