

(DRAFT) AGENDA
Regular Meeting – Bremerton Planning Commission
(Subject to PC approval)
November 15, 2016
5:30 P.M.
345 – 6th Street
Meeting Chamber – First Floor

- I. CALL TO ORDER**
 - II. ROLL CALL (quorum present)**
 - III. ELECTION OF OFFICERS FOR 2017**
 - IV. APPROVAL OF THE AGENDA**
 - V. APPROVAL OF MINUTES:**
 - October 18, 2016 meeting.
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VI. PUBLIC MEETING

- A. Call to the Public:** Public comments on any item not on tonight's agenda
 - B. Workshop**
 - 1. Potential Zoning Code Amendments
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VII. BUSINESS MEETING

- A. Chair Report:** Nick Wofford
 - B. Director Report:** Andrea Spencer
 - C. Old Business:**
 - D. New Business:** Discussion of potential Bylaw changes
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**VIII. ADJOURNMENT: The next regular meeting of the Planning Commission is
January 17, 2017**

Please note the December 20, 2016 meeting is cancelled.
Planning Commission meeting packets are available on-line at
<http://www.BremertonWA.gov/AgendaCenter/Planning-Commission-4>

DRAFT

Subject to November 15, 2016 Approval

CITY OF BREMERTON

PLANNING COMMISSION MINUTES OF REGULAR MEETING October 18, 2016

CALL TO ORDER:

Vice Chair Nethery called the regular meeting of the Bremerton Planning Commission to order at 5:30 p.m.

ROLL CALL

Commissioners Present

Chair Wofford
Vice Chair Nethery
Commissioner Goodnow
Commissioner Nerf
Commissioner Tift

Staff Present

Andrea Spencer, Director, Department of Community Development
Allison Satter, Senior Planner, Department of Community Development
Kelli Lambert, Planner, Department of Community Development
Chal Martin, Public Works and Utilities Director
Kathleen Cahall, Water Resources Manager
Chance Berthiaume, Stormwater Permit Coordinator

Commissioners Absent

Commissioner Jones (excused)
Commissioner Strube

Quorum Certified

APPROVAL OF AGENDA

COMMISSIONER GOODNOW MOVED TO APPROVE THE AGENDA AS PRESENTED. VICE CHAIR NETHERY SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

APPROVAL OF MINUTES

COMMISSIONER TIFT MOVED TO APPROVE THE MINUTES OF SEPTEMBER 20, 2016 AS PRESENTED. COMMISSIONER NERF SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

PUBLIC MEETING

Call to the Public (public comments on any item not on the agenda)

Chair Wofford asked if there were any comments from citizens. Seeing none, he closed the public portion of the meeting.

Public Workshop: Bremerton Municipal Code (BMC) Amendments to Chapters 11, 13 and 15 Regarding Low-Impact Development (LID) Updates

Ms. Cahall advised that the City of Bremerton has been promoting LID for many years. With the increased emphasis on environmental protection, especially the health and improvement of Puget Sound, LID is being required as a preferred approach to stormwater control. Last week's significant rain storms were a reminder of the importance of dealing appropriately with stormwater.

Mr. Berthiaume explained that the purpose of the proposed amendments is to adopt LID provisions into the Bremerton Municipal Code (BMC) and other planning documents. He reviewed that prior to development of a site, only about 10% of the stormwater runs off the site, and the rest infiltrates into the ground or evaporates. In many developed sites, about 55% of the stormwater is runoff. The intent of LID controls is to reverse the impacts of development by trying to mimic the pre-development condition of less runoff and more infiltration.

Mr. Berthiaume advised that National Pollutant Detection and Elimination System (NPDES) Phase II Municipal Stormwater Permit requires the City to update its codes by January 1, 2017 to incorporate and require LID principles and LID Best Management Practices (BMPs). The intent of the workshop is to review the requirements, changes and expected outcomes of the proposed amendments, which are intended to make LID the preferred and commonly-used approach to site development. The revisions are designed to minimize impervious surfaces, native vegetation loss and stormwater runoff in all types of development situations. As proposed, LID techniques will require that stormwater be put into the ground via infiltration and treated through stormwater filtration systems to improve water quality and reduce the impacts.

Mr. Berthiaume reviewed that a project team was assembled approximately 10 months ago to review the existing codes and standards and identify the amendments needed to comply with the NPDES Permit. The team consisted of representatives from Public Works, Community Development, Parks and Fire Departments, and Herrera Inc. was hired to provide consulting services to assist the team. The team completed its review of all of the various codes and planning documents, and the update is currently in the public review and adoption process. He emphasized that the proposed amendments are intended to represent the minimum required to comply with the permit requirements, and they will not place any additional burden or impact on developers beyond what other agencies in the area have already done.

Mr. Berthiaume explained that, at the end of the process, the City must send a report to the Department of Ecology to outline the process, public outreach, and the proposed amendments and explain how the City's codes and planning documents comply with the requirements of the permit.

Chair Wofford invited members of the public to comment. None came forward.

Commissioner Tift asked if LID would cost more. If so, would there be any financial incentive for developers to incorporate LID? He referred to the Winco Development, where it appears that the pervious parking surface is now being removed. **Director Martin** answered that LID does cost more to implement. However, as contractors get better at implementing the techniques, he anticipates that costs will come down to be similar to traditional methods. He commented that the pervious parking surface at the Winco development was not done well, but other pervious concrete elsewhere in the City is holding up quite well. He acknowledged that pervious concrete is more expensive to maintain, depending on how much traffic it gets, because it tends to grow moss. However, the City has been successfully using pervious asphalt. He summarized that it will take 60 to 80 years to redevelop the entire City to a point where all stormwater is infiltrated on site. That is the outcome the City is hoping to obtain, but the proposed amendments do not represent a fast approach to improving water quality.

Commissioner Tift summarized that LID is more expensive to implement, and the City does not offer any break on stormwater fees to developers who implement LID. **Mr. Berthiaume** said that a percentage of the stormwater fee can be revised, as long as a developer can prove he/she is maintaining the impervious surfaces.

Director Spencer explained that the Commission does not have any authority over the code sections being proposed for amendment, so no action is required by the Commission at this time. The intent was to provide information to the public and allow opportunity for public comment.

BUSINESS MEETING

Chair Report

Chair Wofford announced that his current term as chair expires at the end of the year, and Vice Chair Nethery will be leaving the Commission. Pursuant to the Bylaws, the Commission will elect new officers at their November 15th meeting.

Director Report

Director Spencer referred to the Commission Bylaws and asked that Commissioners review them before the next meeting and identify if there are any changes they want to make. She also reminded the Commissioners that they typically cancel their December meeting, but they meet at the same time to share a “cup of cheer.”

Director Spencer advised that interviews are currently taking place to fill the position vacated by Commissioner Nethery.

Old Business

There was no old business.

New Business

There was no new business.

ADJOURNMENT

The meeting was adjourned at 5:56 p.m.

Respectively Submitted by:

Andrea L Spencer, AICP
Executive Secretary

Nick Wofford, Chair
Planning Commission

**CITY OF BREMERTON, WASHINGTON
PLANNING COMMISSION AGENDA ITEM**

AGENDA TITLE: *Educational Workshop to discuss potential Zoning Code Amendments*
DEPARTMENT: *Community Development*
PRESENTED BY: *Garrett Jackson, Planner (360) 473-5289*

SUMMARY:

This Planning Commission Workshop will focus on gauging the Commission’s interest in including more requirements for design standards, which would be applied to all new development or projects experiencing substantial redevelopment. In addition to the design standards review, Staff will also bring forward a few house-keeping items to be corrected. In summary, the two topics for this workshop include:

1. **Design Standards:** Discussion regarding the need to add design standards across all zones for multifamily and commercial development.
2. **‘House Keeping’ Items:** Minor revisions intended to add clarity to existing code.

OBJECTIVE: Staff seeks guidance from the Planning Commission regarding possible revisions to the zoning code, in order to draft amendments for a later public hearing.

ATTACHEMENTS:

- Attachement I:** Sample design criteria
- Attachement II:** Code excerpts

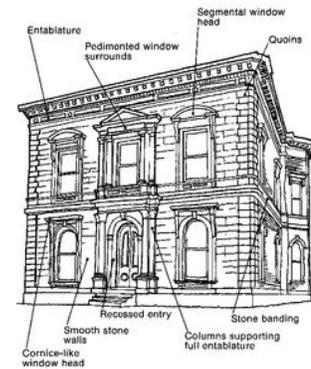
1. DESIGN STANDARDS.

BACKGROUND: The term *design standards* can be used to describe a number of different development disciplines, each with their own criteria. For the purposes of this workshop, design standards will be used to describe the way the City regulates the aesthetic exterior appearance of new structures. Examples of design standards the City might regulate are: transparency (windows), standards for entries, cornices, and façade materials. For purposes of illustration, pictured to the right are two accessory storage buildings. Functionally, these buildings would perform the same job, however, clearly they represent opposite ends on a spectrum of quality from an aesthetic point of view. Design standards are meant to instill a sense of pride for the community, and give visitors a reason to stop and look around.



The Comprehensive Plan calls for a balanced approach in requiring design standards. Standards for site orientation and façade design are meant to foster an environment of walkability and social interaction (ED2B); juxtaposed with these requirements is a call for regulatory flexibility (LU2C). Clearly, a balance must be maintained which ensures a baseline of quality while at the same time not being overly regulated to the point of deterring development.

In one form or another, all jurisdictions have design standards, whether that is for site orientation, parking, architectural features, etc. Regardless of the manner in which they are executed, required design standards can be a double-edged sword. A community that requires many detailed design standards may drive development to other jurisdictions with lesser regulation, however, projects that were developed would likely be of a higher quality and enjoyed by citizenry and establish a community's sense of place. If a community requires few design standards, it's possible more development may occur initially, but the resulting projects may not be of a caliber valued by the community.



A preliminary review of similar and neighboring jurisdictions regulatory code for multifamily design standards, yielded the results in the table below. Fields marked with an 'X' are regulated in some way by the corresponding jurisdiction. With the exception of Poulsbo, Kitsap jurisdictions represented below do not regulate a structures design as carefully as other jurisdictions. Should the Planning Commission request staff investigate design review zoning code amendments, other jurisdictions commercial standards would also be provided at a later date.

Design Standards for Multifamily Residential Structures								
Jurisdiction	Color	Materials	Windows	Doors	Roofline	Mechanical Equipment	Massing	Weather protection
Bellingham	X	X	X	X	X		X	
Bremerton						X	X	
Edmonds	X	X	X	X	X	X	X	X
Gorst SAP						X		
Olympia	X	X	X		X	X	X	X
Poulsbo	X	X	X	X	X	X	X	X
Silverdale					X			X
The majority of Silverdale design standards apply only to buildings of fifty feet in length or greater.								

Many zones within the City currently have detailed design standards, which include regulating transparency requirements (i.e. percentage of a façade made up of windows), building modulation, and other architectural features. As the City has focused goals for growth within land-use centers (i.e. Downtown, Charleston, etc.), more detailed design standards tend to be applied to development in these areas. Some zones, however, have little or no design standards. Any zoning code update for City design standards would likely be applied only to commercial and multifamily

developments in zones that permit these uses. Existing code could be updated to provide consistency of design standards for commercial and multifamily projects across all zones.

- Please see Attachment I for some sample ways which the City can regulate design. Additionally, this resource guide from the UK contains some useful information: www.apfo.org.uk/resource/view.aspx?RID=92348

2. HOUSE KEEPING ITEMS.

BACKGROUND: While the Zoning Code was updated in June of this year, Staff has a working list of revisions aimed at cleaning up sections of the code in order to provide greater consistency and ease of use for City Staff, as well as developers attempting to coordinate City regulations. Examples below are a sample of the types of changes to be updated in the next round of Zoning Code Amendments, though it is likely Staff will present more modification at the workshop and hearing.

- **Traditional Front Yard Setback.** In the R-10 zone, a single family residence must be setback fifteen feet from the property line adjoining the street. In some areas, however, development occurred in the past much closer to the roadway than would be permitted under the existing code. In these instances, the Code provides relief from the required setback by permitting a developer to use the average setback of neighboring properties. In no case is a proposed structure permitted to be closer than five feet of the property line. The intent of the code is to keep any portion of the primary structure outside of that five foot setback; the code will be updated to state this explicitly (Attachment II).
- **Measuring Structure Height and Definition of Average Final Grade.** Currently, the Building Code and Zoning Code have different methods for determining the height of a structure, and for determining what the average final grade of a site is. This has been a point of confusion for developers, as they must demonstrate in two separate ways that their project satisfies a single regulation. The zoning code will adopt the definitions used in the Building Code to provide consistency between the two regulatory documents (Attachment II).

CONCLUSION: Planning Commission should come to the workshop prepared to give feedback about the opportunity for the City to incorporate design standards for commercial and multifamily development, and express your opinion about the minor housekeeping amendments.

Reason a Jurisdiction may Choose to Regulate

Color – Some jurisdictions choose to regulate color in order to avoid what some may see as obnoxious colors.

Regulation of color can be one of the more subjective design criteria for a jurisdiction to enforce, as it may be difficult to accurately define what is “*obnoxious*” in this instance.



Material – Some jurisdictions choose to regulate materials for durability concerns and other for aesthetic purposes. In cases where aesthetics are concerned, generally a mix of materials is required in order to provide variation to the façade. While the solid corrugated metal building below would not present durability concerns, it represents a building with a lack a material variability.



Windows – Windows are regulated in order to provide natural light to interior spaces, and a sense of interest/connection from those outside the structure to the structure itself.



Doors - Doors and entries are regulated to add prominence to places of entry. Doors themselves are sometimes regulated, but most often regulations on entryways include caveats regarding doors, awnings, and spacing of entries.

Roofline – rooflines are regulated to add visual interest to a structure. While the design criteria may regulate a separate aspect of a structure, many of the pictures at right represent buildings that essentially look like boxes. Requiring multiple roof pitches and/or elevations is another method utilized so a finished structure retains more visual interest than a box-ish building would offer.



Mechanical Equipment – mechanical equipment is regulated in order to screen unsightly equipment. For example, a rooftop HVAC system might be required to be enclosed in a complimentary material to the façade, or by a parapet wall.



Massing – Massing and articulation are regulated in order to provide visual interest to a building. This structure, though it does demonstrate some interest with the sizes. Massing is a term in architecture which refers to the perception of the general shape and form as well as size of a building.

Weather Protector – Weather protection (awnings, canopies, etc.) is sometimes required in order to provide relief from the elements and to promote walkability.



This attachment relays housekeeping items that Staff is proposing to be consider by Planning Commission. The first portion consist of existing Bremerton Municipal Code (BMC) sections, followed by potential Staff proposed revisions to the BMC.

EXISTING:

BMC 20.42

"Grade" means the lowest point of elevation of the finished surface of the ground, paving or sidewalk within the area between the building and the property line. When the property line is more than five (5) feet from the building, grade is the lowest point of elevation of the finished surface between the building and a line five (5) feet from the building. For structures built over water, "grade" shall mean the elevation of the ordinary high water mark. For the purposes of signs, "grade" is the level of the ground surface immediately below a sign or proposed sign location, and where slope is involved is the average of the levels at each supporting member of the sign's structure.

"Grade, average final" means the average of the final grade that will be directly under the proposed building or structure. Calculations of the average final grade shall be made by averaging the elevations at the center of all exterior walls of the proposed building or structure.

BMC 20.44.070

The height of a building or structure shall be measured as the distance from the average final grade to the highest point of the structure. Exceptions: penthouse for elevators, firewalls, chimneys, flagpoles, and wireless communications facilities in conformance with BMC 20.46.140 may exceed maximum height limits. None of these exceptions to the height regulations shall be used for advertising of any kind.

20.44.020 TRADITIONAL FRONT YARD.

In residential zones, the Director may grant modifications to the front yard setback provided:

- (a) Sixty (60) percent or more of the houses or garages/carports within a numbered block on the same side of the street as the subject property are set back less than the required zoning front yard setback; the average setback of the existing nonconforming structures may be used to establish the minimum front yard of all properties fronting on that side of the street; and
- (b) The minimum front yard setback shall in no case be less than five (5) feet.

PROPOSED:

BMC 20.44

"Grade" and "Grade plane" means a reference plane representing the average of finished ground level adjoining the building at exterior walls. Where the finished ground level slopes away from the exterior walls, the reference plane shall be established by the lowest points within the area between the building and the lot line or, where the lot line is more than 6 feet from the building, between the building and a point 6 feet from the building.

BMC 20.44.070

MEASURING THE HEIGHT OF A STRUCTURE. The height of a building or structure shall be measured as the vertical distance from grade plane to the average height of the highest roof surface. Exceptions: penthouse for elevators, firewalls, chimneys, flagpoles, and wireless communications facilities in conformance with BMC 20.46.140 may exceed maximum height limits. None of these exceptions to the height regulations shall be used for advertising of any kind.

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- (b) The minimum front yard setback shall in no case be less than five (5) feet. No structure shall intrude within five (5) feet of the front property line.