

**(DRAFT) AGENDA**

**Virtual Meeting – Bremerton Planning Commission  
(Subject to PC approval)  
April 18, 2022  
5:30 P.M.**

**Join Zoom Meeting**

<https://us02web.zoom.us/j/89044951951?pwd=RnppN2RLVG94UU5PNE9uZjRGaEZpdz09>

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- I. CALL TO ORDER**
  - II. CLERK CONFIRMATION OF QUORUM**
  - III. CHAIR CALL FOR MODIFICATIONS TO AGENDA**
  - IV. APPROVAL OF MINUTES: March 21, 2022 meeting**

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**V. PUBLIC MEETING**

**A. Call to the Public:** Public comments on any item not on tonight's agenda

**B. Workshop:**

- 1. Infill Housing Toolkit: Cottage Housing, Duplexes & Townhomes, and State Law Updates

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**VI. BUSINESS MEETING**

- A. Chair Report:** Richard Tift
- B. Director Report:** Andrea Spencer
- C. Old Business:**
- D. New Business:**

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**VII. ADJOURNMENT: The next regular meeting of the Planning Commission is  
Monday May 16, 2022**

**Planning Commission meeting packets are available on-line at**  
<http://www.BremertonWA.gov/AgendaCenter/Planning-Commission-4>

# DRAFT

Subject April 18, 2022, Approval

## CITY OF BREMERTON

### PLANNING COMMISSION MINUTES OF VIRTUAL MEETING March 21, 2022

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#### CALL TO ORDER:

Chair Tift called the regular meeting of the Bremerton Planning Commission to order at 5:31 p.m.

#### ROLL CALL

##### Commissioners Present

Chair Tift  
Vice Chair Rich  
Commissioner Flemister  
Commissioner Mosiman  
Commissioner Pedersen  
Commissioner Wofford

##### Staff Present

Andrea Spencer, Director, Department of Community Development  
Garrett Jackson, Planning Manager, Department of Community Development  
Sarah Lynam, Project Assistant, Department of Community Development

##### Others Present

*Quorum Confirmed*

#### CHAIR CALL FOR MODIFICATIONS TO AGENDA

The agenda was accepted as presented.

#### APPROVAL OF MINUTES

COMMISSIONER WOFFORD MOVED TO APPROVE THE MINUTES OF JANUARY 24, 2022, AS AMENDED. COMMISSIONER RICH SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.

#### PUBLIC MEETING

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

Chair Tift invited comments from citizens. There were none.

#### Public Hearing: Revisions to the Eastside Village Subarea Plan

Mr. Jackson announced that the orders of the day are for the Planning Commission to conduct a public hearing on the proposed revisions, receive public testimony, and provide a recommendation to the City Council. The City Council will make the final decision. He shared a map to illustrate the borders of the Eastside Village Subarea. He reviewed that prior to October 2020, the area was identified as the Employment Center Zone. It was a single zone, with an 80-foot maximum height limit and no density cap. The City conducted a marketing study in 2019 to identify anticipated changes as a result of Harrison Hospital's relocation. In order for the area to be successful, the study recommended that the City provide a clear approach, removal regulatory hurdles, and encourage the existing strong housing market. Based on these recommendations,

the Eastside Village Subarea Plan was adopted in October 2020 and included a Planned Action Ordinance, which streamlines environmental permitting. The adopted subarea plan included the requirement for the City to continue to monitor the execution of the plan to make sure its vision is implemented.

**Mr. Jackson** further reviewed that the Commission held a workshop on January 24, 2022, which was open to the public, to consider the proposed revisions. At the workshop, the Commission requested more detail on how the proposal would meet the vision of the subarea plan. They also requested that staff perform additional public outreach. Since that time, staff sent mailings to property owners and residents within 300 feet of the subarea plan, inviting them to an online open house on February 28<sup>th</sup>. The open house was well attended, with a lot of questions and positive feedback.

**Mr. Jackson** explained that the proposed revisions are important in order for the City to implement the vision of the subarea plan and meet its regional planning goals that are set by the Puget Sound Regional Council (PSRC), which is a regional planning body that coordinates with Snohomish, King, Pierce and Kitsap Counties. The PSRC's Vision 2050 forecasts that Puget Sound will increase by 1.7 million people and 1.1 million jobs by 2050. Bremerton's portion of that growth is anticipated to be an additional 33,000 people and 20,000 jobs by 2050. The City's land-use centers are intended to absorb most of the City's growth. The idea is to protect residential areas from intense growth and provide a more targeted approach to utility improvements. He provided a list of all of the centers, as well as a map showing their locations.

**Mr. Jackson** briefly reviewed the vision statements contained in the subarea plan. One is that the subarea should be a residentially-focused center with diverse, high-density housing types for all ages and incomes, supported by a commercial core and flexible opportunities for employment-generated uses. Other vision statements promote walkability, inclusiveness, and economic vibrancy. Statements indicate the need for the area to be bikeable and livable for all ages. It encourages both commercial and residential uses and the promotion of open space and parks. He advised that the subarea plan includes 23 goals and 75 policies, including the following:

- Ensure that standards are simple and cost effective to construct housing.
- Ensure that there is vibrant and diverse employment, serving the City and the neighborhood.
- Ensure that City growth is focused in centers by accommodating a range of development opportunities.
- Promote livability, health and mixed uses.

**Mr. Jackson** advised that the City has received feedback from potential investors that certain development regulations in the subarea plan are getting in the way of their ability to implement the vision. Specifically, regulations related to maximum density, height limits, and maximum floor area ratio (FAR) are prohibitive to development. Based on this feedback, staff is recommending the following:

- The maximum building height in the subarea would be increased from 55 to 75 feet to a maximum of 80 feet. Feedback indicates that the current height limits in the subarea plan are prohibitive to covering construction costs. The overall difference in height would be between 5 and 15 feet for about three-quarters of the properties in the subarea. This modest increase could mean a lot from the standpoint of constructability and feasibility of potential projects. The International Fire and Building Codes allows for five levels of wood-frame construction over a concrete and steel podium, and this is the most economical way to build housing. An 80-foot height limit would allow developers to build to the highest degree possible. The Harborside Flats, Spyglass Apartments, and 606 Apartments are examples of five levels of wood-frame construction over a podium. While the previous version of the proposal would have raised the height limit in the Center Low Residential Zone, the current proposal would retain the 35-foot height limit.
- The density cap would be eliminated. The current density cap (between 30 and 60 dwelling units per acre) is insufficient. For example, the Sage Apartments on lower Wheaton Way was permitted under the previous Employment Center but would not be allowed under the current subarea plan. Currently, density in the zone is limited at 40 units per acre and the Sage Apartments is 70 units per acre. The Sage Apartments is a modestly-sized multifamily development (4 stories, 50 feet tall) with 29 units.
- The Design Review Board (DRB) process would be required to ensure a more development-friendly atmosphere and to make planning more predictable. The DRB is composed of Bremerton residents (architects, developers, etc.) It reviews individual projects against the requirements of the subarea plan and may grant departures from the standards if it determines that the intent of the zone would still be met. For example, there is an odd-shaped, 4,300 square-foot

lot that was partially encumbered by an easement for the ferry tunnel. The property was located adjacent to a park plaza and close to the shipyard and ferry, and the applicant proposed a restaurant at the ground level for pedestrian use, with three residential units on top. However, it was determined that the residential units would not meet the 10-foot mid-level setback requirement. Because this infill project was so small, it would have been difficult for the applicant to accommodate the setback and still provide three units on top. Instead of the setback, the applicant proposed Juliet balconies, light fixtures, wood paneling and awnings to provide depth and modulation to the building. The DRB determined that the proposal met the intent of the subarea plan by providing interest to the façade.

- Currently, there are four zones and three overlay districts. If the FAR standards are uniform, the height limit is increased to 80 feet and the density cap is removed, it doesn't make sense to have so many zones. Some of the overlay districts, such as the Multi-Use Entrepreneurial Zone, existed in order to promote small business. The City Council has since raised the Business and Occupation (B&O) Tax Exemption to \$1 million, making the overlay districts outdated. The proposed change would have two zoning districts and one overlay district, which staff believes will accomplish the vision of the subarea plan. As proposed, the Center Residential High, Mixed-Use and Multi-Use Zones would be consolidated into the Multi-Use Zone, and the Center Residential Low Zone would be retained to preserve the existing low-level development. The new Multi Use Commercial Overlay District would capture the areas that were previously under the Mixed-Use Zone and Multi-Use Commercial Overlays.

**Mr. Jackson** shared maps to illustrate both the existing and proposed zoning, noting that the commercial areas would expand slightly, but the remaining subarea boundaries would remain unchanged.

**Mr. Jackson** summarized that the proposed changes are intended to standardize and simplify the process to make it easier for the public and developers to understand the subarea plan requirements. To accomplish this, staff is recommending the following:

- Reducing the number of zones and overlays as previously described.
- Changing the Multi Use Zoning Standards to District Center Core Zoning Standards.
- Removing the Street Frontage Design Standards from Chapter 5.4.
- Altering Chapter 6 Design Guidelines to transition to a chapter that the DRB can use as a guidance piece.
- Removing subarea plan specific regulations that are already addressed in the Bremerton Municipal Code (BMC). (i.e., drive-through facilities, parking, etc.) Regulations that are unique to the subarea would be retained in the subarea plan.

**Mr. Jackson** reported that a number of public comments have been received, all of which were forwarded to the Planning Commission. Most (about 80%) were in support of the proposal, but some concerns were raised, as well. He summarized the comments as follows:

- Some were not in support of the proposed increase to the maximum height limit. There is concern that the added height will cast more shadows and impact water views. However, it is likely that a 35-foot building in the Center Residential Low Zone would impact water views just as much.
- Some people voiced concern about allowing greater density, and they believe that the current densities are sufficient and should remain.
- There was a *Kitsap Sun* opinion piece that advised Bremerton residents of the online open house. The article voiced opposition to increased height and density, and suggested that .5 parking spaces per unit would be insufficient. However, it is important to note that standard units within the subarea are required to have one parking space, but there is a provision that allows parking to be reduced to .5 spaces per unit for developments that are restricted to seniors only. As the comment regarding parking was published in the *Kitsap Sun*, it is possible that some of the public comments were based off of inaccurate information.
- There was concern that utilities would be insufficient to service this type of development. Staff spoke recently with the City Engineer who assured that Bremerton is in a good position, utility wise, to accommodate the growth that is expected through 2050. In addition, individual development proposals are analyzed by the Public Works Department to ensure that all utility needs can be met.

- Eight people who own property within the subarea commented in support of the proposal, noting that the current regulations make planned projects infeasible and devalues property. They commented that increased height and density is needed to justify project costs, and the proposed changes could help revitalize the neighborhood with Harrison Hospital's departure.

**Mr. Jackson** concluded his report by recommending that the Commission conduct an open public hearing and receive public testimony and then provide a recommendation to the City Council.

**Chair Tift** opened the public hearing.

**Michael Cowan, Bremerton**, said he supports the City's focus on revitalizing areas in the City so that services can be provided within walking distance of where people live and people don't have to rely so much on cars. The increased cost of gasoline wouldn't be such a big problem if people weren't so reliant on cars to get where they need to go. There are currently a lot of empty parking lots that could be developed into residential uses. He suggested that a huge golf course in his area would be far better as a park for the whole community. He supports changes that encourage better community connections.

**Mr. Goldberg, Bremerton**, expressed his belief that staff has done an excellent job summarizing the proposed changes. Removing the overlays and simplifying the zoning makes it easier for developers to understand the requirements. This enables them to quickly move their projects forward. The proposed changes are a good step in the right direction for Bremerton, and he believes they will result in revitalization within the subarea, making it a showcase for what can be done elsewhere in Kitsap County.

**Diane Manning, Bremerton**, observed that Mr. Jackson's comment that 80% of the public feedback was in favor of the proposal doesn't mean a lot without knowing how many total people commented. Although the Public Works Department will review projects to ensure adequate utilities, the *Kitsap Sun* recently published an article about the increased costs residents would have to pay for required sewer upgrades. She said she isn't familiar with what the current capacity is and how it is being impacted by all of the new construction. She suggested that the City should have expanded the mailed notification to include property owners beyond 300 feet of the subarea because people within a mile of the subarea would be impacted. She also is concerned about traffic, which is already bad on Warren Avenue and SR-303, and a lot of apartments are being built along that stretch. She hasn't seen any plans for infrastructure improvements.

**Mr. Jackson** responded that utility upgrades will be needed regardless of how many residents live in the City. However, the more residents that are added, the more people there will be to share in these costs. He also noted that the code didn't require staff to send notices to property owners within 300 feet. This was added in an attempt to provide more public notice. Staff conducted an online open house where public comments were accepted and most were positive. Four of the people who commented were opposed to the changes, and 18 to 20 indicated support. The City has completed a corridor study for Wheaton Way, and he agreed to post a link to the study in the chat. In addition, the Warren Avenue Bridge was recently appropriated a substantial amount of money to make it more walkable and bike friendly. Improvements are coming to the corridor that should increase livability and address traffic concerns. Also, each project within the subarea will be required to pay a traffic mitigation fee based on off peak PM trips.

There were no other public comments, and **Chair Tift** closed the public portion of the hearing.

**Commissioner Flemister** commended staff for their efforts to provide additional public outreach. She said she supports the proposed changes and is satisfied that that the process has been forthcoming and fair.

**Commissioner Wofford** asked if there are any plans to provide small neighborhood parks to serve the additional residents who will live in the subarea. **Mr. Jackson** responded that, although the existing subarea plan map shows parks and areas of potential future open space, these areas shouldn't have been included in the zoning map because parks are not zones. These areas were part of a story map feature that carried over to the zoning code as a suggestion for what might occur in the future, but it isn't a requirement that the properties be parks. Some of them are public areas that will very likely be developed as parks in the future, but not all of them. However, there are indoor and outdoor open space requirements for every project within the subarea. As residential projects come on line, they will be required to have open space areas for individual units,

as well as exterior open space areas that could potentially be shared with the larger public. There is also a provision that allows developers to pay an in-lieu-of fee, as negotiated with the Parks Department on a site-by-site basis.

**Commissioner Wofford** commented that most of the outside areas that are included as part of development are primarily for adults. He asked if it would be possible to include a requirement and/or suggestion that at least some of the outdoor area must be designed for children. **Mr. Jackson** pointed out that the Parks, Recreation and Open Space (PROS) Plan is available on the City's webpage. It is based on an analysis of existing parks in relation to residential areas and identifies areas that are underserved and where parks are likely to be located in the future. In addition to guidance from the PROS Plan, the DRB process includes an additional public process. If any potential project requests a departure, an invitation will be extended to the public to provide feedback and suggestions. He emphasized that the subarea plan requirements are different than the shoreline requirements. All the shoreline properties along Lower Wheaton Way would be required to provide additional public access that is independent of the subarea plan requirements.

**Commissioner Mosiman** said he likes that the proposal would simplify the subarea plan. He also likes that it would increase the density allowed. However, he is concerned that the 80-foot height limit would apply all the way to Wheaton Way and Campbell Way, and there would be no shoreline height restriction. Although it isn't likely, every new building, including those along the waterfront, could be constructed up to 80 feet in height if the proposed changes are approved. In past discussions regarding the Shoreline Master Program (SMP), the Commission emphasized a need to make sure the citizens of Bremerton have both physical and visual access to the water. This access is one of the selling points of the City, and the views along Wheaton Way and Campbell Way are pretty good. Allowing buildings up to 80 feet would create a visual block akin to what exists in downtown Bremerton, and he felt the City would regret this decision. He asked if it would be possible to place a height restriction on the properties south of Wheaton Way and Campbell Way to alleviate this concern.

**Mr. Jackson** responded that the SMP limits development along the shoreline to 35 feet in height, without an approved Shoreline Conditional Use Permit from the Department of Ecology (DOE). Any individual project along the shoreline that wants to go above 35 feet would have to obtain a permit, which would involve an additional public process. He pointed out that some of the single-family homes on Lower Shore Drive are packed so closely together that there isn't much a view, either. With current development, there are no guaranteed views, as someone could add a fence or plant shrubs that block view. However, new development is required to provide public access in perpetuity. New development must also consider view corridors. **Director Spencer** added that the SMP and Shoreline Conditional Use Permit process doesn't allow a developer to step away from the view corridor and public access requirements. **Mr. Jackson** agreed that the Revised Code of Washington (RCW) requires that views must be maintained. However, the Commission could also decide to add additional height restrictions for these properties as part of the subarea plan.

**Commissioner Pedersen** said he worked downtown for a number of years and remembers some popular park benches on private property that were likely required as part of development. He asked staff to share other examples of view corridors associated with development. **Mr. Jackson** said there are none in the subarea because the shoreline is undeveloped, but there are many examples in the downtown. He particularly noted the pathway provided in front of the 400 Apartments, Harborside and Marina Square. Once Marina Square is fully constructed, it will also include public plazas and an Americans with Disabilities Act (ADA) accessible path that will lead from Washington Street down to the shoreline. These are both good examples of what could potentially happen in the subarea.

**Commissioner Wofford** recalled that, at one time, there was a requirement that 25% of the front footage had to be a view corridor. He asked if that requirement is still in effect. **Mr. Jackson** said there are percentage requirements specific to downtown, and the Department of Ecology (DOE) would likely require projects outside of the downtown to provide a view analysis and demonstrate how they will provide a view corridor. In addition to staff review, the DOE will review specific development proposals that involve height increases. **Commissioner Pedersen** asked if taller, thinner buildings would be encouraged rather than wide ones that fill the entire parcel. **Mr. Jackson** answered that decisions would be made on a site-by-site basis. Staff informs applicants of the public access and view corridor requirements and makes them aware that the DOE has the final say on whether to approve, deny or conditionally approve a project. Staff encourages all applicants to coordinate with the DOE at an early stage when requesting a Shoreline Conditional Use Permit.

**Commissioner Rich** commended staff for clearly identifying all of the benefits associated with the proposed changes and said she is prepared to support them as presented. She referred to the pie chart provided by staff that captured the spirit of the

public comments both in favor and opposed to the proposal. Although it wasn't listed on the chart, affordable housing was raised as a concern. She said it is important to acknowledge this concern as the proposal goes to the City Council and they consider future issues such as changes to the Multifamily Tax Exemption (MFTE) and other policy options that will make affordable housing development easier and more possible in centers. **Mr. Jackson** agreed to include affordable housing as a prompt with the City Council.

**Chair Tift** also commended staff for their efforts to prepare and revise the proposal based on Commission and public comments. Having been on the Commission for a long time, he has learned the importance of being adaptable. He recalled working on the initial Employment District Plan, with the hospital being the centerpiece. In the face of a major employer leaving the subarea, the City adopted the Eastside Village Subarea Plan, which recognized the need for entirely different development. He believes the subarea plan is very plausible and feasible, and development is already in process. He said he supports the proposed changes, as well.

**COMMISSIONER RICH MOVED TO RECOMMEND THAT THE CITY COUNCIL ADOPT THE PROPOSED REVISIONS TO THE EASTSIDE VILLAGE SUBAREA PLAN AS DETAILED IN ATTACHMENT A BASED ON THE STAFF REPORT AND THE FINDINGS AND CONCLUSIONS PRESENTED IN ATTACHMENT C. COMMISSIONER WOFFORD SECONDED THE MOTION, WHICH CARRIED UNANIMOUSLY.**

## **BUSINESS MEETING**

### **Chair Report**

**Chair Tift** noted there is still a vacancy on the Commission and encouraged the Commissioners to reach out to potential candidates. He also advised that they may be able to return to a hybrid meeting style at some point in the near future.

### **Director Report**

**Director Spencer** announced that, with the lifting of the mask mandate on March 14<sup>th</sup>, City offices opened back up. Office hours for the Department of Community Development are 9am to noon each weekday. They still have a significant amount of volume and some people are still working a hybrid schedule. They can only staff a counter for three hours a day at this time.

**Director Spencer** said they are waiting for the City Council to implement a hybrid meeting format before the Commission follows. She reminded them that their meetings are broadcasted live on Bremerton Kitsap Access Television (BKAT), so the cameras will be on again when they return to in-person meetings. She emphasized that the hybrid format is meant for public participation. Ideally, all of the Commissioners would be in the room barring extenuating circumstances. The citizen experience will be better if there are fewer Zoom participants because they will be able to see more of the screen. Commissioners can be spaced out in the room to ensure safety.

### **Old Business**

There was no old business.

### **New Business**

There was no new business.

## **ADJOURNMENT**

The meeting was adjourned at 6:42 p.m.

Respectively Submitted by:

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Andrea L Spencer, AICP  
Executive Secretary

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Rick Tift, Chair  
Planning Commission

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

<b>AGENDA TITLE:</b>	Workshop on Infill Tool Kit Update
<b>DEPARTMENT:</b>	Community Development
<b>PRESENTED BY:</b>	Garrett Jackson, Planning Manager, (360) 473-5289, <a href="mailto:Garrett.Jackson@BremertonWa.gov">Garrett.Jackson@BremertonWa.gov</a>

**EXECUTIVE SUMMARY**

In an ongoing effort to encourage construction of housing within the City, staff regularly assess whether existing municipal code standards may be prohibitive to increasing Bremerton’s housing stock. Potential regulatory improvements are documented in a City publication called [Assessment of Bremerton’s Affordable Housing Policies & Regulations](#), also known as the Infill Toolkit. This workshop will introduce three potential strategies from the Infill Toolkit to increase City housing supply as follows:

- *Duplex & Townhomes.* Consider adding additional housing types as allowed uses within the Low Density Residential (LDR) Zone.
- *Cottage Housing.* Consider adding a new cottage housing section to the zoning code.
- *State Law Updates, Density Bonus for Religious Institutions.* In order to conform with State requirements, consider codifying a density bonus for religious groups.

**ORDERS OF THE DAY**

No action will be taken at this workshop, however, this workshop will lead to potential zoning code amendments to be presented at a later public workshop or hearing. This workshop is intended to introduce the subject matter and to seek input from the public and effected agencies.

**ATTACHMENTS**

Attached you will find a revised copy of the *Assessment of Bremerton’s Affordable Housing Policies & Regulations*.

## INFILL TOOLKIT HISTORY & REASON FOR UPDATES

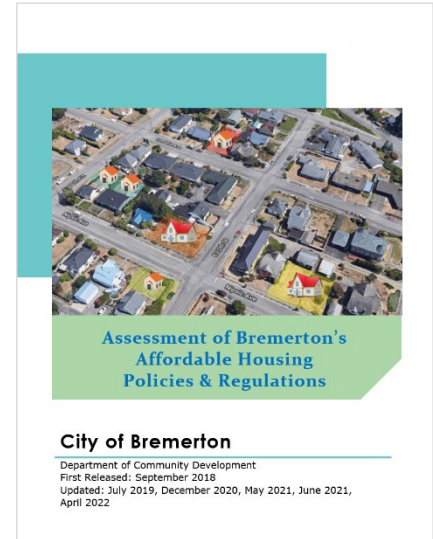
In an effort to address the ongoing housing crisis, Mayor Wheeler directed staff to publish the *Assessment of Bremerton's Affordable Housing Policies & Regulations*, otherwise known as the Infill Toolkit, in September of 2018. This document contains strategies intended to create additional housing in the City. Since the initial publication, the document has been updated several times in order to document progress and adapt to current circumstances. The following provides a brief description of Infill Toolkit provisions that have been codified by the City:

- *Medium Density Residential (Ord 5403 & 5404)*. Increased the density of the Medium Density Residential Zone to 18 dwelling units per acre.
- *Low Density Residential Housing Types (Ord 5403 & 5404)*. Updated the Comprehensive Plan to allow duplexes and townhomes in the Low Density Residential zone, and updated the Zoning Code to allow duplexes and townhomes within 500 feet of a commercial zone or land use Center.
- *Citywide Density Minimum (Ord 5403 & 5404)*. Increased the minimum density throughout the city to 6 dwelling units per acre.
- *General Commercial Zone (Ord 5363 & 5364)*. Removed density limitations stipulated in the General Commercial Zone.
- *Manufactured Homes (Ord 5423)*. Altered the design requirements for manufactured homes to an overall width that would accommodate the minimum Low Density Residential Zone lot width of 30 feet.
- *Accessory Dwelling Units (Ord 5410 and 5416)*. Removed owner-occupied requirements, provided reduced parking amounts, and increased the number of permitted Accessory Dwelling Units to two per property.
- *Lot Size Averaging (Ord 5422)*. Provides a process to decrease the minimum lot size below City standard in cases where the applicant demonstrates the resulting lots are buildable and do not exceed maximum density requirements.

While accomplishments have been made to revise the code to encourage additional housing in the City, additional measures are being introduced at this workshop to further those efforts. The following provides information on additional housing strategies meant to encourage the construction of additional housing in the City. There is no accompanying zoning code amendment in legislative markup provided at this time, as this workshop is intended to introduce the topics and receive public input.

### 1) Duplex and Townhomes.

Section 1.2 of the Infill Toolkit calls to, “*Ensure policies within Low Density Residential allows for all housing types, including duplexes and townhomes, as long as 10 dwelling units/acre isn't exceeded.*” As relayed previously in this report, there are now code provisions to permit duplexes and townhomes within the Low Density Residential Zone (LDR) on a limited basis, and allowed uses within the Comprehensive Plan have been updated to include provisions for these housing types, per LU1-LDR(D), “*Allow a variety of small residential development in the LDR as infill development including duplexes and townhouses provided the underlying density is met and design criteria within*

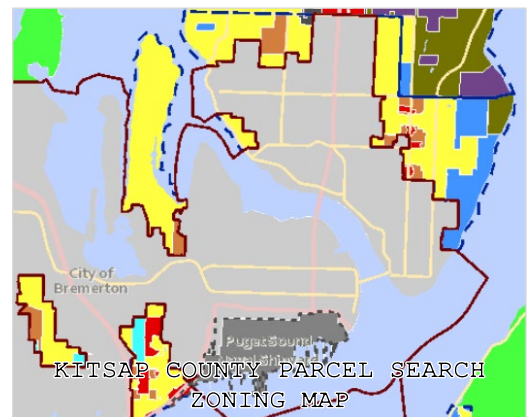


the Zoning Code is adopted to safeguard the character of the neighborhood.” Specific zoning code sections now permit these housing types within the LDR Zone.

- Adjacent to Commercial/Center. Per [BMC 20.60.060\(f\)](#), duplexes and townhomes are permitted in the LDR Zone for properties located within 500 feet of a commercial district or center. As these housing types are already permitted in the LDR Zone, expanded utilization should be considered.
- [Residential Cluster Development](#) (RCD) is a specialty subdivision that allows for code flexibility in exchange for open space areas; townhomes are an additional allowed use with the RCD process. The RCD procedure is available to any lot throughout the LDR Zone, thereby technically making townhomes already an allowed use, albeit through subdivision which can be an expensive and time-consuming process.
- [Accessory Dwelling Units \(ADU\)](#). Currently the City permits two ADUs with no owner occupancy requirement. The main residence and both ADUs may be contained within one overall structure resembling a triplex, though there are provisions that the structure maintain the *appearance* of a single family home and meet certain size requirements. This stands as an example of a housing type that is very similar to the triplex and townhomes referenced at this workshop. While the zoning code provides a nuanced differentiation between duplexes, triplexes, and ADUs, the Building Code reviews structures containing three or more units as a triplex regardless if it consists of ADUs or traditional units.

The current process is confusing as it allows these housing types *if*: 1) the property is a certain distance from a commercial zone, 2) the property subdivides, or 3) the property instead develops ADUS, which can be very similar to a duplex or townhome. Outright permitting duplexes and townhomes in the LDR zone would provide code process which is much easier to understand than the current method. As these additional housing types are now permitted in a limited fashion throughout the City, Staff is seeking engagement on additional code measures for increasing utilization.

Recommendations for duplex, townhomes, and cottage housing proposed in this report are also shared in a joint planning document accomplished in cooperation with Kitsap County, the [City of Bremerton & Kitsap County Affordable Housing Recommendations](#) which was published in March of 2020. The report underscores that these housing types will likely increase *Missing Middle* housing needed across jurisdictional boundaries. Currently Urban Growth Areas (UGAs) surrounding the City, that are under the jurisdiction of Kitsap County, have a permitting process to approve duplexes and multifamily developments. The Urban Low Residential Zone (illustrated in yellow), Urban Medium Residential Zone (illustrated in orange), and Urban Restricted Zone (illustrated in blue) all conditionally permit these housing types. These areas are associated to the City of Bremerton for future annexation, and are meant to provide urban development within the established borders of the UGA. As these housing types are currently permitted in our less densely populated UGAs, it appears to be appropriate to now permit increased housing types within the more urbanized incorporated City. This would ensure consistent land use patterns for future annexation, provide consistent regulations for developers to follow across jurisdictional boundaries, and also ensure that the City permits a level of urbanization equal to lands now under the jurisdiction of Kitsap County.



As the housing crisis continues throughout the State, legislators have continued efforts to permit duplexes and small scale multifamily (triplexes and fourplexes) projects. In the 2022 legislative session, State Senate Bill ([SB 5670](#)) and House Bill ([HB1782](#)) would have required increased housing types in single family zoning districts throughout the State. This legislation represents a continued yearly effort dating back to 2020 ([SB 6536](#) and [HB 2780](#)) that seeks to deregulate housing options throughout the State in order to encourage increased housing construction. While this legislation has not yet been enacted, State lawmakers have recognized these housing types represent *Missing Middle* housing that should be encouraged in order to adjust to State housing needs. Expanding the utilization of duplexes and triplexes within the LDR Zone would provide a code process that is easier to understand locally, ensure consistent permitted development patterns across the jurisdiction boundaries of the City, and preempt State level efforts to require housing varieties in single family zones.

## 2) Cottage Housing.

Per Section 4 of the Infill Toolkit, cottage housing is a small-scale neighborhood type that communities have appreciated for centuries. In its most simple form, cottage housing simply permits more than one single family residence to be located on a single lot, and in more pronounced examples can create quasi-independent neighborhood environments that are walkable, legible, and foster face to face interactions. This housing is typically characterized by:

- Four or more small dwellings, typically less than 1,000 square feet in size.
- Homes are oriented toward a shared open space instead of a street down the middle.
- A pedestrian oriented environment, as opposed to auto oriented development.
- Homes may be separate structures or share walls, and are typically one or two stories in height.
- Cottage housing ordinances in other jurisdictions generally are accompanied by density bonuses, however, that is not included with this proposal.

Local examples are scattered in Bremerton and include the development on Snyder Avenue pictured on the right; these developments were either created prior to the current prohibition or through subdivision. Currently, the only method available to create a cottage housing-type development would be to utilize the relaxed standards available via a Residential Cluster Development subdivision.

Cottage housing is an efficient way to provide dense housing while maintaining the attractive features of low-density residential development. Efficiency is achieved through shared amenities such as green space, trails, guest parking lots, courtyards, gardens, community kitchens or tool libraries. Cottage housing is always developed with a coherent plan that includes provisions for commonly owned facilities. These developments are ideal for infill projects, maximizing urban lots to provide most of the amenities of an average neighborhood.

Housing types within a cottage development primarily deliver *Missing Middle* typologies such as duplexes, triplexes, townhouses and smaller-scale houses. This type of housing is generally reserved for smaller households, in all phases of life, that might be priced out of larger dwellings on



large lots they don't necessarily need. These compact homes attract a healthy diversity of ages, income levels and household sizes, while creating affordability and housing variety necessary for a healthy urban market.

A sense of community is a valuable outcome of cottage housing. The scale and orientation of the homes create pocket neighborhoods that foster neighborly community while maintaining a sense of privacy in the homes. These developments are highly legible; it's easy to identify the boundaries between the public street and the semi-public shared space, the semi-private porch and the private interior living space. They're also coherently organized, which makes the common space more secure; neighbors can quickly recognize who is a stranger. Finally, the shared outdoor space and amenities foster casual interaction at a scale that forges the ties that grow into connections of mutual benefit and, eventually, community.

### 3) State Law Updates, Density Bonus for Religious Institutions.

As relayed in Section 6 of Infill Toolkit, in July of 2019 *Affordable Housing Development on Religious Organization Property* legislation ([SHB 1377](#)) became effective in Washington State. Per the [Final Bill Report](#), this legislation requires that a density bonus be provided to religious institutions when the following circumstances are met:

- Low Income Housing. All provided housing units are for Low Income individuals or families. "Low-income household" means an adjusted income is less than 80 percent of the median family income, adjusted for household size for the county where the affordable housing development is located.
- That the development is required to be used exclusively for affordable housing for a period of time no shorter than 50 years.
- That the housing provider does not discriminate against any person who qualifies as a member of a low-income household.

As the State requires some kind of density bonus be provided, and the City currently has no corresponding ordinance, it is likely that one-on-one negotiations between the City and applicable religious properties would need to be negotiated. This would likely create a situation that required a lot of dedicated City resources with an uncertain outcome. Accordingly, Staff proposes public engagement resulting in the future adoption of an orderly process that will be applied to all such requests. The *density bonus* in the legislation is not clearly defined, but the Final Bill Report suggests this could apply to increases in density, height, and additional floor area; but it is for individual jurisdictions to determine. As it would be desirable for such projects to blend into the existing neighborhoods, it is likely that any such density bonus provided from the City would be limited strictly to density. Prior to crafting a draft ordinance for the Planning Commission to review, Staff is seeking public engagement to better understand agencies that might utilize this provision and how potential projects would be received by the public.

## SUMMARY

The updated Infill Toolkit proposes a number of housing related strategies to encourage the construction of additional housing through the City. Staff recommends that Planning Commission review the materials, take public testimony, and provide direction on the proposed housing strategies mentioned in this report.



## Assessment of Bremerton's Affordable Housing Policies & Regulations

# City of Bremerton

Department of Community Development

First Released: September 2018

Updated: July 2019, December 2020, May 2021, June 2021,  
April 2022

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## WHAT CAN THE CITY DO TO HELP PROVIDE AFFORDABLE HOUSING?

### Purpose of this document

The City has developed this document, *Bremerton's Assessment of Affordable Housing Policies & Regulations*, to assist the City in responding to the housing crisis. This document outlines how the City can help our community address affordable housing. This document identifies the current city efforts and vision for affordable housing and identifies promising strategies that the City can consider to help increase affordable housing within the City.



## Focus

Why is the City considering affordable housing?

*"I have made it one of my goals to address affordable housing and have given direction to my administration to implement policies and funding strategies that lead to the creation of more housing for all income levels in the City."*

*~Mayor Greg Wheeler, 2018*



### ***City Council Goals & Priorities for 2020 (portion of):***

*Provide Quality Affordable Housing in the following avenues:*

- Consider Zoning Code Changes to encourage more affordable housing, including ADU Design Guide and Tiny Houses (with design standards) as permanent housing*
- Rental Housing Safety Program*
- Secure additional funding for affordable housing programs*
- Develop a "Good Neighbor Handbook"*

### Why is providing affordable housing in Bremerton important?

The City should plan for affordable housing for our community because it:

- Fosters inclusive and equitable communities.
- Provides homes for low and moderate wage workers, which ensures a jobs-housing balance thus less people are spending time commuting.
- Supports vulnerable populations such as seniors, and people with disabilities.
- Promotes environmental sustainability.



The document:

- Identifies common terminology for affordable housing, including defining: *Deeply Affordable*, *Workforce*, and *Market Rate Housing*.
- Evaluates the affordable housing provisions of the Comprehensive Plan Housing Element.
- Reports on code development successes that create housing and how the City has been successful to remove regulatory impediments in the Zoning Code.
- Lays out an *Infill Toolkit: Blueprint for Change to Encourage More Infill and Affordable Housing*. This toolkit identifies Comprehensive Plan and Zoning Code amendments that will encourage more affordable housing. This list will help guide the work plan for 2018, 2019 and beyond.

This “Toolkit” contains ideas for code amendments that can contribute to improving the affordable housing issue within our community.

## Common Terminology for Affordable Housing in Bremerton

There is no single definition of affordable housing and often there is no common understanding among individuals when the term "affordable" is used. What is considered affordable by a family earning \$100,000 per year will be far out of reach for another family that earns only \$25,000 per year. The City believes that it is important to establish definitions related to affordable housing so that readers will better understand what is meant when the term affordable housing is used. The City is using three terms to describe housing categories in Bremerton: 1) Deeply Affordable, 2) Workforce Housing, and 3) Market Rate Housing. When the term "affordable housing" is utilized by the City, we are referring to the first two categories, Deeply Affordable and Workforce Housing. The discussion that follows further describes how the City defines these terms.

The definition of affordability must be based on Area Median Income (AMI) data that is published annually by the US Department of Housing and Urban Development (HUD), and it is required that the City use the "Bremerton / Silverdale Metropolitan Statistical Area (MSA)" for a lot of information. The unfortunate part about being required to utilize the Bremerton / Silverdale MSA is that it is countywide data. This data incorporates income levels of North Kitsap and Bainbridge Island which both have considerably different demographics than Bremerton. Due to this, we had to determine an appropriate "discount rate" or "Bremerton Factor" to account for the differences in our communities while still utilizing the required data source.

Here's a data comparison from 2019 (the latest data available):

Bremerton/Silverdale AMI:	\$79,624
Bremerton's AMI:	\$52,716

Bremerton % of Bremerton/Silverdale AMI: 66.2%

What the data above indicates is that the City of Bremerton's average household makes approximately 33% less than a County (Bremerton/Silverdale MSA) household. Many State and Federal regulations define low and moderate income households as those that earn as much as 120% of the AMI. In the example above, this could be an annual income as high as \$95,549 (\$79,624 Bremerton/Silverdale AMI multiplied by 120%) which translates into earning more than \$45/hour. When you compare that figure to the City's AMI of \$52,716 it doesn't seem appropriate to use such high percentages for determining housing affordability because the right income groups in Bremerton will not be served. The City must therefore establish the appropriate percentage points to choose the right breakdowns for Bremerton while still utilizing the required Bremerton/Silverdale MSA data.

The following definitions establish the appropriate percentage breakdowns for housing affordability in Bremerton. Please note that the income descriptions

are for illustrative purposes only and are based on the available 2018 info previously discussed.

- **Deeply Affordable Housing** shall mean housing for households that have incomes that are at or below 50% of the Bremerton/Silverdale AMI. Based on the data above, this would be an annual income of up to \$39,812 (\$79,624 Bremerton/Silverdale AMI multiplied by 50%), translating to an hourly income of less than \$19/hour. Households falling into this income category are generally residents of below-market rate housing that is often subsidized.
- **Workforce Housing** shall mean housing for households that have incomes that are in the range of greater than 50% to 80% of the Bremerton/Silverdale AMI. Based on the data above, this would be an annual income of up to \$63,699 (\$79,624 Bremerton/Silverdale AMI multiplied by 80%), and this translates to hourly incomes between \$19/hour to \$31/hour. Households falling into this income category would likely seek out very small to moderate apartment units or share housing expenses with other individuals or families.
- **Market Rate Housing** shall mean housing for households that have incomes that are greater than 80% of the Bremerton/Silverdale AMI. Based on the data above, this would be an annual income of more than \$63,699 (\$79,624 Bremerton/Silverdale AMI multiplied by 80%), which translates to more than \$31/hour. Households falling into this income category may seek apartment units, condominiums, and other homeownership housing.

**Deeply Affordable Housing = below 50% AMI**

**Workforce Housing = 51% to 80% AMI**

**Market Rate Housing = greater than 80% AMI**

# Established Housing Policies

Has the City established any Policies for housing in the City?

*This section includes a summary of the Comprehensive Plan's vision, goals and policies for Affordable Housing*

## Housing Policies

The Bremerton Comprehensive Plan is the development blueprint for the City. An important chapter of the Comprehensive Plan is the Housing Element which identifies goals and policies that form the foundation of Bremerton's housing strategy for the future. The goals and policies in this chapter encourages the creation of affordable housing within the city and encourages the development of a variety of new housing options and densities to meet the changing needs of Bremerton's current and future residents.

The discussion that follows highlights the Comprehensive Plan Housing Element's vision, goals and policies in relation to affordable housing.

The entire City of Bremerton Comprehensive Plan (2016) document can be viewed at the City website linked [here](#).

- City's Housing Overarching Vision: *To encourage the growth of Bremerton by strategically locating a wide variety of housing types throughout the City in a way that protects the environment and fosters community health.*
- City's Housing Goals:
  - H1. Protect and enhance Bremerton's existing quality housing stock.*
  - H2. Encourage the development of a variety of new housing options and densities to meet the changing needs of Bremerton's residents.*
  - H3. Support access to quality and affordable housing for all Bremerton residents.*
  - H4. Implement and coordinate strategies that promote public and private efforts to facilitate improvements to the housing stock.*
- City's Housing Policies related to affordable housing:

*H1(A): Promote preservation of structures in good repair, including establishing incentives that encourage private property owner's efforts to preserve homes having historical and or architectural significance.*

*H1(B): Support replacement of substandard structures, including encouraging rehabilitation and maintenance of existing housing units; or replacing substandard structures which have excessive rehabilitation costs with new structures.*

*H1(C): Promote, and incentivize, private commitments to improve existing housing stock so that all housing is safe, sanitary, and in good repair.*

*H1(D): Promote financial assistance for essential repairs to substandard structures that provide housing for low and moderate-income persons.*

*H1(F): Promote a robust code enforcement program to protect the safety and aesthetic quality of existing neighborhoods.*

*H2(A): Support the private sector's efforts to provide a full range of housing options to meet the needs of all ages and demographics.*

*H2(B): Encourage new development to blend with positive characteristics of surrounding neighborhoods.*

*H2(E): Support efforts to provide for a variety of housing options such as:*

- Emergency group housing, homeless shelters and short term housing to meet the needs of those in the lower income categories.*
- Promote housing for the special needs of students, particularly in the vicinity of Olympic College. Encourage apartments and dormitories in locations that directly service the college.*
- Plan for and support episodic surges and reductions in military personnel. Provide opportunities to allow for different housing densities to accommodate the diverse needs of military personnel.*
- Respond to the special needs of the growing elderly population within the City. Encourage a full range of housing options including retirement housing complexes in all residential zones particularly in areas with direct proximity to services and amenities. Encourage programs which allow elderly to remain in their homes as long as possible.*
- Provide for integration of special needs housing within the community by allowing for government-assisted housing, housing for low-income families, manufactured housing, group homes, and foster care facilities.*
- Encourage construction to meet and exceed ADA standards whenever possible.*

*H2(G): Partner with Community Development Block Grant and other applicable programs and funding sources to encourage removal or abatement of blighting influences in and around residential areas.*

*H3(A): Provide opportunities for the production of new housing for all incomes, ages, and family types through infill by stimulating growth of non-traditional housing types such as townhomes, carriage units, accessory dwelling units, and duplexes in locations where they will seamlessly infill into the fabric of the existing neighborhoods.*

*H3(B): Disperse below market rate, publicly assisted, affordable, and rental housing throughout the City in a way that accommodates Bremerton's fair share of the Countywide need. Disperse such housing throughout the City to avoid concentrations in any particular area and encouraging development close to employment and public transportation.*

*H3(C): Support increased densities and infill projects and the use of Low Impact Development (LID) techniques and Best Management Practices (BMPs) in order to capitalize on the cost efficiency of utilization of existing utility services. Additionally, encourage maintenance of City services such as sidewalks, bike lanes, parks, and utilities in order to enhance the overall affordability and health of the community.*

*H3(D): Encourage expanded availability of incentives for development within the City such as the Multifamily Tax Exemption, Community Empowerment Zone, Historically Underutilized Business zone, etc.*

*H3(E): Eliminate unnecessary regulatory impediments to the development of affordable housing.*

The City's current Comprehensive Plan's Housing Element addresses affordable housing in many different ways including providing specifics within the vision, goals, and policies. A summary of this element's direction for affordable housing is: The City wants an increase in quality housing stock for all its current and future citizens, which includes having a variety of housing types. The policies provide further direction on specifics to help us meet this goal.

In 2018, the Mayor and City Council passed a few Comprehensive Plan amendments that support the Comprehensive's housing objectives (via Ordinance 5363). Those amendments included:

- In areas near commercial and mixed-use centers the code was changed to allow more housing types, including allowing duplexes, within the Low Density Residential district. This amendment will help

- with the transition of residential uses from higher density districts to the low-density residential areas.
- Remove the permissible density within the General Commercial district to promote more housing opportunities.
  - Modify the Medium Density Residential district to allow more development with that district. The revisions included increasing the density from 10 dwelling unit per acre to 18 dwelling units per acre and its associated zoning code changes.

Due to the changes in 2018 to the Medium Density Residential district permissible density increase to 18 dwelling units per acre, the Multifamily Residential District maximum density is now be considered for modifications as part of the 2019 Comprehensive Plan amendment docket. The Multifamily Residential District is the City's high-density residential zone and has a maximum density of 20 dwelling units per acre (just two more units per acre than the Medium Density Residential district). As this is only a minor increase in allowable maximum density from the City's medium-density residential district, the Planning Commission is currently considering this item for the 2019 Comprehensive Plan Amendments.



*Bay Vista Housing constructed by Bremerton Housing Authority*

## Past Successes & Accomplishments

In the recent years, the City has seen more construction of residential development. The City has continually made process improvements to encourage more housing within our urban boundaries. The following are initiatives that the City has recently implemented or are in the process of implementing to increase the housing supply:

### *Streamline Subdivision Process (2018, 2021)*

Allow Administrative decision for Formal Plats instead of City Council as allowed by State Law SB 5674 (2018). This has expedited the permit process for subdivisions.

Adopted code to allow lot size averaging for subdivisions. This can help properties that are subdividing to meet maximum density (2021).

### *Expedite Permitting by adopting the least-stringent thresholds (2013)*

Recognizing that the Dept of Ecology approved higher SEPA thresholds, the City adopted the highest levels allowed by State Law. This increase results in expedited permit review process.

### *Allow Residential ground floor commercial space to be used as housing until demand increases (2018)*

Amended the District Center Core development standards to allow phased-in mixed-use development. This allows housing to be created on the ground floor, occupying spaces that might otherwise be vacant commercial space.

### *2016 Comprehensive Plan Update*

Remove complicated density calculation for subdivisions which prohibit the creation of infill lots.

Up-zoned residential neighborhoods including Lebo, Perry/Sheridan, Anderson Cove areas which recognizes the built environment and encourage redevelopment and new single-family homes, duplexes and townhomes (reduced nonconformities).

Removed unnecessary regulatory approval for many uses to encourage development, such as changing a "Conditional Use" process to an "outright allowed".

### *Allow more housing types in LDR, adjusted densities (2018, '19, '20, '21)*

Allows more housing types in Low Density Residential zones if within 500' of a center or commercial district.

Increased the density of Medium Density Residential from 10 dwelling units per acre to 18 du/acre and High Density Residential from 20 du/acre to 40 du/acre.

Increased the minimum permissible density Citywide to be no less than 6 du/acre.

Remove permissible density in the General Commercial zone, to allow more flexibility.

Reduced required dimensions of manufactured homes, to allow them to be placed on a typical city lot.

### *Adopt helpful Building Codes (2015, '21)*

Adopted Appendix J of the International Residential Code to allow more opportunities for existing spaces, such as basements, to become habitable spaces.

Adopted code to support new types of construction, including modular buildings.

### *Promote ADUs (2020, '21)*

Adopted provisions to allow the construction of more Accessory Dwelling Units (ADUs). Including allowing two ADUs per lot, removing owner-occupancy requirement, relaxing maximum size, simplifying design standards, allowing one ADU without parking, and allowing more opportunities for existing structures to be more easily converted to an ADU.

# Infill Toolkit: Blueprint for Change to Encourage More Infill and Affordable Housing

This toolkit identifies potential amendments that can be made to the City's Comprehensive Plan and Zoning Code (Bremerton Municipal Code, Title 20) to increase housing supply and increase opportunities to create affordable housing. This toolkit was developed by studying commonly-used housing tools and out-of-the-box suggestions. The City has concluded one thing from the research about affordable housing: there are no magic bullets.

The community must be willing to think creatively and to experiment to see what works and what does not. The City is committed to considering and adopting appropriate recommendations in this toolkit, through the public process: Planning Commission Recommendation (including workshops and public hearing) to the City Council Public Hearing. At the same time, if it becomes apparent that a policy or program is not working to support affordable housing, the City should be prepared to change course quickly by abandoning ineffective strategies and adopting new policy measures appropriate to current circumstance.

This document describes the concepts that the City is considering to increase the housing supply. The City believes that by removing impediments and unnecessary code requirements it will reduce the cost of development. These potential amendments focus on increasing the housing supply for the Workforce Housing and Market Rate Housing within the City of Bremerton. As the laws of supply and demand dictate, to increase the housing supply to match the housing demand, the housing cost should decrease and more people should have opportunity for affordable living. It should be noted that this toolkit was not designed to address Deeply Affordable Housing, which typically requires public funding for subsidy housing. The City is working on proposals to assist in deeply affordable housing that is formalized through a different process outside the changes of the Comprehensive Plan and Zoning Code, see [Mayor Wheeler's Webpage](#) for more information.

To stay involved with the progress, please sign up for the Bremerton's "Department of Community Development's (DCD) eNews" on the city's website and follow the Planning Commission's agenda.

Infill  
Toolkit

Summary

## Summary of Proposed Topics

The following is a list of the potential topics to consider Affordable Housing:

Topic	Status of Potential Amendment
<b>1) Revise Density for Infill</b> <b>1.1) Modify Medium Density Residential</b> <b>1.2) Revise Low Density Res Allowed Uses</b> <b>1.3) Revise General Commercial Density</b> <b>1.4) Citywide Minimum Density to 6DUA</b>	Adopted by City Council:  in December 2018 (Ord # 5363 & 5364)  in October 2020 (Ord # 5403 & 5404)
<b>2) Revise Manufactured Homes</b>	Adopted by City Council in June 2021 (Ord #5423)
<b>3) Accessory Dwelling Unit</b>	Adopted by City Council in December 2020 (Ord #5410) and March 2021 (Ord #5416)
<b>4) Cottage Housing Code</b>	<i>Pending.</i>
<b>5) Re-evaluate Subdivision Code</b>	Adopted by City Council in June 2021 (Ord #5422)
<b>6) Religious Organization Density Bonus</b>	<i>Pending</i>
<b>7) Smaller Housing Options Consideration (SRO, Microhousing, and Tiny Homes)</b>	<i>Code already addresses.</i>
<b>8) Inclusionary Zoning</b>	<i>Would not be a successful City program.</i>
<b>9) General Facility Fee Reduction</b>	<i>Pending.</i>



## Topic 1: Revise densities to promote infill

Summary:	Status:
<p><i>Topic #1: Infill and Density amendments</i></p> <p><i>Amend the Comprehensive Plan and Zoning Code to promote infill development. Including:</i></p> <ul style="list-style-type: none"> <li><i>Remove maximum density requirement in commercial zones that allow residential (such as General Commercial);</i></li> <li><i>Modifying Medium Density Residential density; and</i></li> <li><i>Allow more housing types throughout the R10 zone including duplexes and townhomes</i></li> <li><i>Increase minimum citywide density from 5 to 6 dwelling units per acre</i></li> </ul>	<p><b>COMPLETED</b> ✓</p> <p><b>Review Status:</b></p> <p>Pending <input type="checkbox"/></p> <p>In-review <input type="checkbox"/></p> <p>Completed <input checked="" type="checkbox"/></p> <p><b>Planning Commission:</b> Workshops - May, July, Sept 2018 Public Hearing - Oct 2018</p> <p><b>City Council:</b> Public Hearing December 2018 (Ord Nos 5363 &amp; 5364)</p> <p><b>Planning Commission:</b> Workshops - Jan 2020 Public Hearing - Sept 2020</p> <p><b>City Council:</b> Public Hearing December 2018 (Ord Nos 5403 &amp; 5404)</p>

*City Council passed amendments related to infill density the 2018 and 2020 Comprehensive Plan dockets via Ordinance Numbers 5363 & 5364 and 5403 & 5404. The following information is the original thoughts on why the City should consider the changes. To see additional information on the progression of these amendments, please review the [City Council](#) and [Planning Commission](#) packets.*



It is assumed that units of the future may be much smaller than they currently are today. For example, two units in the future may fit into the same square footage that was previously used for one unit, and outward appearance of the two conditions could be identical. The emphasis in the Comprehensive Plan should be setting minimum density expectations and the form/size that the buildings should be.

**Infill  
Toolkit**

**Topic  
#1:**

**Infill &  
Density**

**Passed  
via Ord  
Nos 5363  
& 5364  
and 5403  
& 5404**

To revise densities, Comprehensive Plan and Zoning Code amendments are required. The City will consider each zone and appropriate density in the context to affordable housing. There are four possible amendments to the codes (topics 1.1, 1.2, 1.3 and 1.4):

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**Topic 1.1: Modify Medium Density Residential to change from 10 dwelling units per acre (du/ac) to 18 du/ac making it truly medium density in nature and not the same density as Low Density Residential.**

**Current Code and consideration for 1.1:** Since the major Comprehensive Plan update in late 2004, the majority of the City has been zoned Low Density Residential which allows one single-family home per lot. As a response to the frustration heard from staff from property owners who struggle to do major updates to their nonconforming “World War II” duplexes, a major Comprehensive Plan update in 2016 created a Medium and High Density Residential zones to allow duplexes and townhomes (Medium Density) and multiplexes (High Density) back into the Zoning Code to encourage redevelopment for quality housing and to reduce nonconforming uses. The 2016 update to create Medium Density Residential zones allowed duplexes and townhomes in some residential neighborhoods (Lebo, Sheridan/Perry, and Anderson Cove) to reduce nonconformities and to encourage redevelopment and infill opportunities.

However, as allowing duplexes/townhomes was a substantial change from the 2004 Comprehensive Plan which primarily only allowed single-family homes, the proposal maintained the same Low Density Residential zone density of 5 to 10 dwelling units per acre. The City should consider amendments to the Medium Density Residential neighborhood to allow density (maximum 18 dwelling units per acre) that is consistent with typical medium density development. In addition, this density is consistent with Kitsap County’s medium density residential zone.

**Possible Code Amendments for 1.1:** Amend the Comprehensive Plan and Bremerton Municipal Code to allow up to 18 dwelling units per acre in the Medium Density Residential zone.

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**Topic 1.2: Ensure policies within Low Density Residential allows all housing types, including duplexes and townhomes, as long as 10 dwelling units/acre isn’t exceeded.**

**Current Code for 1.2:** In the 2004 major Comprehensive Plan update, a goal in residential neighborhoods was to promote only single family construction. A primary concern of the community was a need to reduce rental properties throughout the City. However, the region now has a lack of housing supply and a shift in housing strategy is appropriate to ensure the City can accommodate current housing deficits and forecasted population growth. The Comprehensive Plan currently supports the utilization of duplex and townhome development within the Low Density Residential zone, per

Infill  
Toolkit

Topic  
#1:

Infill &  
Density

Passed  
via Ord  
Nos 5363  
& 5364  
and 5403  
& 5404

LU1-LDR(D), "Allow a variety of small residential development in the LDR as infill development including duplexes and townhomes provided the underlying density is met and design criteria within the Zoning Code is adopted to safeguard the character of the neighborhood."

With Ordinance 5416 the City permitted two Accessory Dwelling Units (ADU) to occupy any single family lot. Since that time, staff has not observed problematic outcomes due to this newly permitted housing type. As every single family lot within the City is now permitted to house three total dwelling units, permitting duplex and townhome development would not represent a significant departure from existing entitlements.

These housing types are currently permitted by Kitsap County within the Urban Growth Areas (UGA) associated to the City of Bremerton. UGA lands are currently under the jurisdiction of Kitsap County, though they are planned to one day be annexed by the City of Bremerton. Currently these housing types are permitted in the Rocky Point, Perry Avenue corridor, and Navy Yard City but not within the City. Permitting these housing types would make development patterns more consistent across jurisdictional boundaries, and permit degrees of urbanization within the City currently only permitted within County jurisdiction.

As housing deficits are a State-wide problem, the State legislature continues to pursue efforts to require single family zoning districts to allow more housing types throughout the State. This year proposals within the State Senate (SB 5670) and House (HB1782) would have required duplexes, and up to fourplexes, throughout single family zoning districts. This years legislative session represents the continued effort of State legislature to require flexibility among housing types in order to promote increased housing and affordability; the 2020 legislative session saw similar proposals with SB 6536 and HB 2780. As the State legislature continues to assert that housing flexibility will contribute to easing the ongoing housing crisis, the City should consider similar efforts.

**Possible Code Amendments for 1.2:** Amend the Comprehensive Plan and Bremerton Municipal Code to allow duplexes and townhomes within the Low Density Residential zone, provided the underlying density (5 to 10 dwelling units per acre) is met and with additional code provisions to ensure it fits into neighborhood and community vision.

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**Topic 1.3: Remove maximum density requirements from Commercial and Mixed Use (Centers) land use districts. Use more performance basis (building heights, setbacks, lot coverage, etc.) to regulate building form and size.**

**Current Code for 1.3:** The following are the maximum densities in the Bremerton Municipal Code identified in our Commercial and Center zones:

- General Commercial has a maximum and minimum density of 30 units per acre.
- No maximum density for the following zones: District Center Core (DCC), Neighborhood Business (NB), Employment Center (EC), and Institutional (Inst).

**Possible Code Amendments for 1.3:** Amend the Comprehensive Plan and the Bremerton Municipal Code's General Commercial zone to remove the density and review the revised zone to verify that development and design standards are appropriate to minimize impacts to adjacent neighborhoods.

**Considerations and other resources:** Local governments use infill to promote the development of vacant land, or rehabilitation of existing structures, in already urbanized areas where infrastructure and services are in place. Infill is encouraged by the City because:

- *As the largest city in Kitsap County, Bremerton is a relatively built City especially near the urban centers (Downtown, Charleston, Manette, and Wheaton Way). Infill development can assist built communities to encourage reuse of properties that may have been underutilized or vacant.*
- *Infill housing encourages a City atmosphere and represents an effective way to meet a jurisdiction's affordable housing and/or population growth needs.*
- *Responds to regional policies calling for shift of populations nearer to employment and transportation centers*
- *Supports social equity by providing convenient access to jobs, and reducing the reliance on the automobile.*
- *Makes the best use of urban infrastructure. Located in proximity to existing transit routes or within walking distance of services, parks, and entertainment, infill development can reduce auto use and accompanying congestion and pollution.*
- *Helps conserve Kitsap County's forest, agricultural and resource lands.*

Infill development is an important smart growth strategy for regional equity. Infill development is not, however, always a developer's first choice. Challenges associated with infill include small, scattered nature of many infill parcels, complex title issues, outdated infrastructure serving the infill site, and environmental contamination. For these reasons, urban infill is often bypassed by developers for cheap, readily available suburban land that is often referred to as "greenfield development".

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**Topic 1.4: Increase minimum citywide density from 5 to 6 dwelling units per acre (DUA) as requested by the WA State**

**Current Code for 1.2:** The City's Low Density Residential and Medium Density Residential designations and two zones in the Downtown Subarea Plan require a minimum density of 5 DUA.

**Consideration:** Lastly, infill is not just a topic at the local level, but the Washington State legislators have been working on adopting state law to assist in the housing crisis. Effective July 1, 2019, House Bill 1923 was adopted to “increase urban residential building capacity.” This bill encourages jurisdictions to increase opportunities for more housing including density and infill opportunities. In addition, this State Bill also encouraged that the City identify the current housing market within our jurisdiction for all income levels and incorporate that into the Comprehensive Plan. The City partnered with Kitsap County Community Block Grant to develop this information for the County and our City. The [City of Bremerton & Kitsap County Affordable Housing Recommendation Report](#) was developed through that effort.

**Possible Code Amendments for 1.4:** Amend any zones within the city that have less than 6DUA to comply with HB 1923 request.

## Topic 2: Manufactured Homes

Summary:	Status:
Topic #2: Manufactured Homes	<b>COMPLETED</b> ✓
<p><i>Explore options to amend the code to promote new construction of manufactured homes. Including:</i></p> <ul style="list-style-type: none"> <li>• <i>Reducing the minimum size a Manufactured Home may be to fit on more lots throughout the City</i></li> </ul>	<p><b>Review Status:</b></p> <p>Pending <input type="checkbox"/></p> <p>In-review <input type="checkbox"/></p> <p>Completed <input checked="" type="checkbox"/></p> <p><b>Planning Commission:</b></p> <p>Workshops – Mar 2019 Public Hearing – Apr 2019 Apr 2021</p> <p><b>City Council:</b></p> <p>Public Hearing June 2021 (Ord. No. 5423)</p>

Please note that this topic has been reviewed by Planning Commission in March and April 2019 and again in April 2021. [Click here](#) to see the Planning Commission packets (March, April 2019 and April 2021 packets) for further discussion on these potential amendments, including further information on the difference from a Manufactured Home, Modular Homes, and Prefabricated Homes.



America’s affordable housing crisis is driven in large part by the simple fact that there aren’t enough homes in America right now to satisfy demand. High construction costs and labor shortages mean builders can’t build fast enough to keep up with household formation, and Americans who already own homes are reluctant to sell an asset

that is appreciating rapidly. Previously referred to as mobile homes, manufactured houses are built in a factory, transported to a site on a truck, and installed on-site. Not to be confused with prefab homes, which have parts made in a factory but are mostly constructed on-site, manufactured homes cost as little as \$45,000, a mere fraction of the median price for a new single-family site-built home of \$323,000. The proposed amendments could promote the construction of more manufactured homes within Bremerton.

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**Current Code:** BMC 20.46.040 regulates the placement of manufactured homes:

- A manufactured home is regulated like a single-family home with some additional design standards:
  - Must be a new manufactured home as approved by Washington State Department of Labor and Industries and U.S. Department of Housing and Urban Development.
  - One manufactured home is allowed per lot in a residential zone, unless approved from a manufacture home park (which requires a conditional use permit and a minimum of 2-acres to construct said park).
  - Must be set on a permanent foundation and the space between the ground and the unit must be enclosed.
  - Exterior siding is similar in appearance to materials commonly used on single-family homes.
  - Must be constructed of two (2) fully enclosed parallel sections each not less than twelve (12) feet wide by thirty-six feet long.



**State Law:** The State of Washington welcomes manufactured housing since it is an inexpensive way for families to obtain affordable housing which would otherwise not exist. While the State has many laws and regulations that govern the installation of manufactured housing, one important law is the prohibition against local governments passing ordinances that would be more restrictive than those applicable to site-built homes. This means that manufactured housing cannot be discriminated against by the passing of any restriction that would place the manufactured home in a difficult situation which a site-built home would not encounter.

To assist in applying the State laws, the State has defined what a manufactured home is, and the requirements for a "designated manufactured home" is provided for in [RCW 35.63.160](#) (which is very similar to the City's current code for regulating manufactured homes). A "designated manufactured home" is a home that includes at least two sections. While the State Code defines a "designated manufactured home," local jurisdictions can regulate "single-wide" manufactured homes through additional code provisions.

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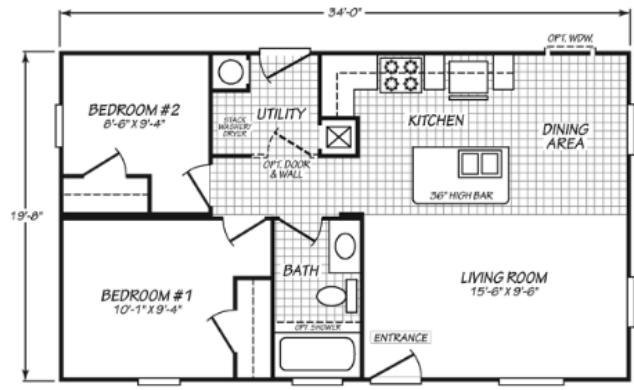
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# ATTACHMENT

**Possible Code Amendments:** The following are possible Code amendments that the City is considering to promote the construction of manufactured homes:

- (1) Revise the size that the manufactured unit can be to recognize current construction of manufacture homes. The potential proposal could allow two (2) fully enclosed parallel sections each not less than **nine (9) feet** wide by thirty-six feet long.
  - a. A single unit manufactured home would still be prohibited, but this revision would allow a smaller double-wide manufactured home.



Here is an interesting resource about this topic:

- [MRSC's Local Land Use Regulation of Manufactured Housing](#)



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## Topic 3: Accessory dwelling units (ADU)

<b>Summary:</b>	<b>Status:</b>
<p><i>Topic #3: Accessory Dwelling Units</i></p> <p><i>The City should try and encourage the development of more ADUs.</i></p> <p><i>Adopted ADU Amendments to increase development of ADUs included relaxing design standards, modifying maximum size of ADU, removing owner occupied requirements, removing parking requirement for ADU, and allowing some nonconforming structures to become ADUS</i></p>	<p><b>COMPLETED</b> ✓</p> <p><b>Review Status:</b></p> <p>Pending <input type="checkbox"/></p> <p>In-review <input type="checkbox"/></p> <p>Completed <input checked="" type="checkbox"/></p> <p><b>Planning Commission:</b></p> <p>Mar 2018, July, Oct 2019, Workshop – May 2020 Public Hearing – Oct 2020</p> <p><b>City Council:</b></p> <p>Public Hearing Dec 2020 (Ord No 5410)</p>



An accessory dwelling unit (ADU) is a small, self-contained residential unit built on the same lot as an existing single family home. ADUs may be built within a primary residence (e.g. basement unit) or detached from the primary residence. They can be an effective way to add variety and affordable rental housing stock to existing single family neighborhoods.

**Current Code:** BMC 20.46.010 regulates ADUs within the City of Bremerton. To summarize, the current code requires:

- One ADU per lot and the size must be subordinate to the principal unit (renderings of different ADUs is provided at the end of this analysis)
- The property owner must live onsite (in ADU or primary home).
- Additional design criteria is required for ADU construction.

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Topic #3:

ADUs

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- To establish an ADU, minimum of three paved parking spaces shall be onsite to accommodate the two units (principal house requires two spaces and the ADU needs one space).

**Possible Code Amendments:** Amend the Bremerton Municipal Code regulating ADUs to try to encourage the construction of more ADUs. Staff is recommending considering a range of different options, including considering to either removing the owner occupied requirements or relaxing the design standards.

**Considerations and other resources:** Accessory dwelling units add variety and housing choice in single family neighborhoods. Units are generally smaller than traditional single family homes or appear subordinate to the primary unit such as a basement apartment. In addition to adding different sizes and forms of housing, ADUs can be a great option for allowing residents to age in place or live with or near family and caregivers, providing a flexible way to address family needs for additional housing.

In expensive single family dominated areas, accessory dwelling units can also provide affordable housing choices. The code requires that an ADU be constructed smaller than the primary home on the property, and the smaller size could reduce the rental price of the unit. Monthly rent of the unit would likely be lower than a mortgage payment for a house in the same neighborhood. Depending on how the ADU is constructed, residents may be able to share utility costs with the primary residence. For example, if the unit is attached to the primary residence, utility costs may be lowered by the simple efficiency of shared walls or sharing water and sewer meters for both units. For homeowners, an ADU can be an additional source of income for property owners, offsetting the cost of home ownership.

Accessory dwelling units are a way to create infill housing and add density to single family neighborhoods without compromising the character or design of a community. ADUs can help jurisdictions achieve housing goals by providing density with an alternative approach to apartment complexes.

Washington cities and towns with populations greater than 20,000 are required to plan for ADUs in single-family zones (RCW 43.63A.215). Many cities in the area that already allow ADUs have been interested in revisiting their ordinances to expand their application. ADUs are particularly helpful in providing new housing options in cities or neighborhoods that are already built out, including Bremerton, or where the character is to remain single family in design but with increases to density.

Accessory dwelling units are excellent tools for adding housing choices in centrally located residential zones. Encouraging units in neighborhoods near transit, shopping and other amenities can provide additional affordability and convenience from reduced transportation costs. ADUs are also effective in rural areas, providing people who work in agricultural or isolated areas with

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opportunities to locate nearer to their job, without having to purchase a home or large tract of land.

### **How many ADUs has the City of Bremerton recently permitted?**

In the last 14 years, the City has approved the construction of 33 units. The City averages about two additional ADU units per year. The following are the year and how many ADUs were permitted.

- 2019 = 1 issued
- 2018 = 2, and 2 issued
- 2017 = 1
- 2016 = 4
- 2015 = 2
- 2014 = 3
- 2013 = 2
- 2012 = 0
- 2011 = 1
- 2010 = 2
- 2009 = 1
- 2008 = 5
- 2007 = 4
- 2006 = 1
- 2005 = 2

### **Can the City regulate how many people live in ADUs?**

Staff has had an inquiry about limiting the occupant load of small units to ensure that overcrowding does not happen. The International Property Maintenance Code (2015), which is adopted and enforced by the City, already regulates occupancy limits for residential units (Section 404) for health and safety purposes.

### **Has the City reduced the cost of hooking to sewer & water for ADUs?**

In 2015 the City Council approved a new method for assessing Sewer & Water General Facility Charges that were based on plumbing fixture quantity to water and sewer assessments based on the size of the water meter. This new method has eliminated the Water and Sewer General Facility Charges being applied to ADU for a cost savings to the homeowner in the amount of \$16,500 as long as the homeowner utilize their existing connections from the main house.



**What other jurisdictions has the owner-occupied requirement?**

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ADUs

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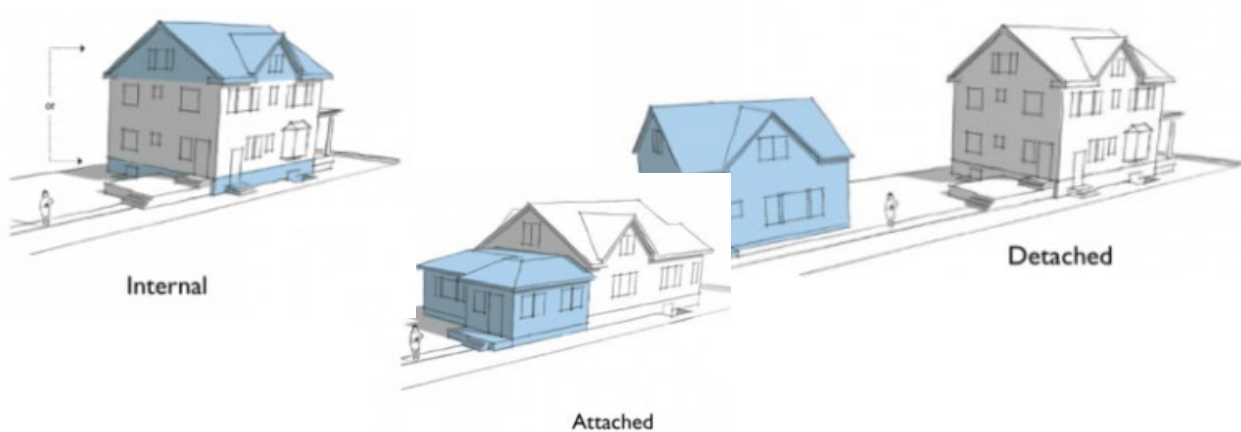
The existing regulations require homeowners with an ADU to reside in either the principal or the accessory unit. Part of this update will be deliberating if the owner occupied requirement should be removed, or revised. This amendment could provide property owners greater flexibility to decide how and whether to rent their units, will remove a potential barrier to ADU construction, and potentially increase the number of quality housing units available. The following is a chart of other jurisdiction's and how they regulate ADU ownership:

Jurisdiction	Required to be Owner Occupied?
Bremerton	Yes
Bainbridge Island	No
Port Orchard	Yes
Poulsbo	Yes – 6 months
Kitsap County	Yes – 6 months
Gig Harbor	Yes
Tacoma	Yes
Everett	Yes
Shoreline	Yes
Olympia	Yes
Seattle	Yes
Lacey	No
Tumwater	No
Thurston County	No
Portland, Oregon	No

Here is an interesting resource about ADUs:

- [\*Jumpstarting the Market for Accessory Dwelling Units: Lessons Learned from Portland, Seattle and Vancouver\*](#), Karen Chapple, et.al. Urban Land Institute – San Francisco Chapter 2017.

ADUS can take different forms:



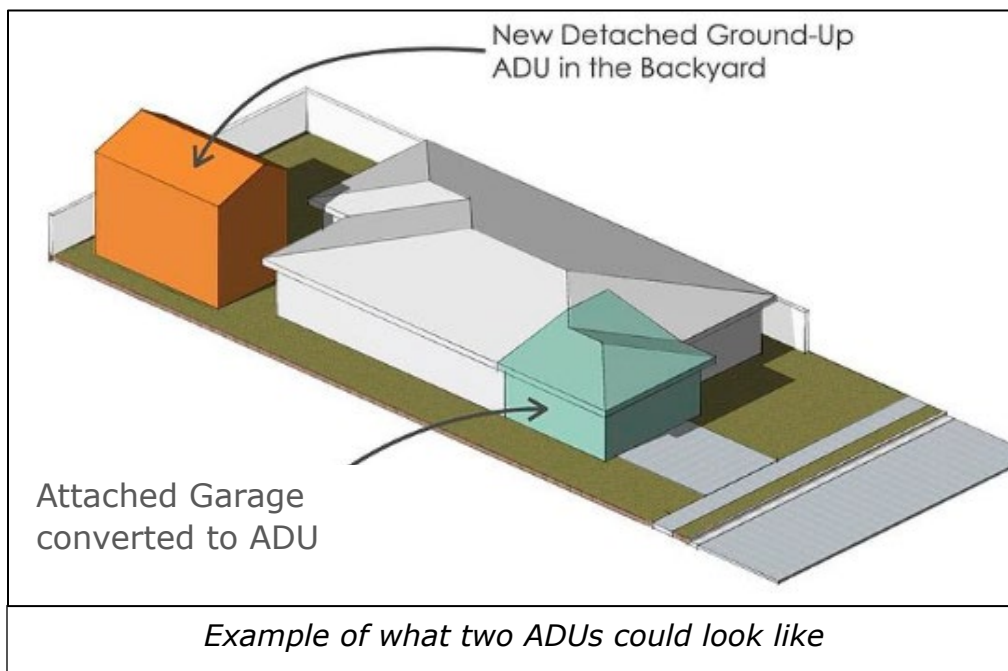
**In 2020, what did the City adopt related to ADU code?**

In December 2020, the City Council, with the support of the Mayor, adopted amendments to the ADU regulations that change the following provisions:

1. Modify the maximum size an ADU can be to 60% of the existing home or 1,000 square feet, whichever is greater. The 1,000 square feet or greater is the change.
2. Eliminate that an additional parking space shall be provided for the ADU.
3. Remove the requirement that the owner must live on the property to have an ADU.
4. Relaxed the design standards for ADUs, especially as the City does not regulate how a single-family house must be designed.
5. Add a new section of code that allows some nonconforming structures to become ADUs. The structures would be nonconforming as they do not comply with current setbacks or lot coverage proposals.

By the adoption of this ordinance to remove impediments to the ADU code, it will increase the production of ADUs throughout the City, which will increase the housing stock.

Through this ordinance adoption, it was discussed about allowing two ADUs on each property (instead of the current code which allows one ADU). The Council wanted additional research and consideration be done in early 2021 to continue the two ADU amendment discussion.



# Topic 4: Cottage Housing

Summary:	Status:
Topic #4: Cottage Housing	<b>Pending</b>
<p><i>The City should consider adopting a cottage housing code. This would allow multiple units within a smaller building footprint.</i></p> <p><i>Staff is researching and potentially this amendment will come to Planning Commission in late 2021.</i></p>	<p><b>Review Status:</b></p> <p>Pending <input checked="" type="checkbox"/></p> <p>In-review <input checked="" type="checkbox"/></p> <p>Completed <input type="checkbox"/></p> <p><b>Planning Commission:</b> Pending</p> <p><b>City Council:</b> Pending</p>



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Topic #4:

Cottage Homes

Cottage housing developments are groupings of small, attached or detached single family dwelling units, often oriented around a common open space area, and developed with a coherent plan for the entire site. Cottage housing is typically built as infill development in established residential zones and can provide increased density, diversity and a slightly more affordable alternative to traditional detached single family housing.

**Current Code:** City codes is silent about cottage housing, though it could be done with a subdivision process where typically each house is on its own lot, however this can be very cumbersome permit process

**Possible Code Amendments:** Amend the Bremerton Municipal Code to allow cottage housing that meets the underlying zoning density for infill

development. Provide protections to neighborhood to mitigate potential impacts, such as parking, consolidated garbage pick-up, and other such impacts.

**Considerations and other resources:** Cottage Housing, once considered an innovative housing option, has gained popularity in the past decade and can now be found throughout the U.S. and the Puget Sound region; examples of cottage housing ordinances and developments can be found in Redmond, Langley, Shoreline, Edmonds, and Seattle. In these instances, cottage housing is allowed in several zones, so long as sewer and water are available.

Cottage housing is a critical component of a diverse and robust range of housing options, and should be available to current and future residents of Bremerton. It can add to the supply of housing with minimal use of scarce land, as well as increase the diversity of housing types within the City. Cottage housing will serve a segment of the City's population that is increasing – single person households, couples without children, and older people who want smaller homes located near required services. Healthy communities recognize the importance of offering a full range of housing diversity that accommodated all income levels, including its less affluent citizens. Cottages provide a way to trade quantity of space for quality of space.

Pair a new cottage housing ordinance with education and outreach strategies that promote understanding of the program. As cottage housing is generally built by private developers, development interest in Bremerton is essential to this strategy's success. Be sensitive to creating an overly burdensome approval process, which can discourage interest.

Although cottage homes are smaller units, they may not necessarily be less expensive for the developer to construct. Common ownership of open space or single ownership of smaller lots may make the units more affordable in markets with high land values. Combining incentives like density bonuses with this strategy may also be helpful in making the homes affordable to lower income households.

- MRSC – Cottage Housing Overview: <http://mrsc.org/Home/Explore-Topics/Planning/Specific-Planning-Subjects,-Plan-Elements/Cottage-Housing.aspx>

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## Topic 5: Subdivision Code

<b>Summary:</b>	<b>Status:</b>
<i>Topic #5 Subdivision Code</i>	<b>COMPLETED</b> ✓
<p><i>The City should evaluate our subdivision regulations to encourage infill development.</i></p> <p><i>The City is considering amendment to allow Lot Size Averaging to help support infill development.</i></p>	<p><b>Review Status:</b></p> <ul style="list-style-type: none"> <li>Pending <input type="checkbox"/></li> <li>In-review <input type="checkbox"/></li> <li>Completed <input checked="" type="checkbox"/></li> </ul> <p><b>Planning Commission:</b></p> <ul style="list-style-type: none"> <li>Workshop - January 2021</li> <li>Public Hearing – Apr 2021</li> </ul> <p><b>City Council:</b></p> <ul style="list-style-type: none"> <li>Public Hearing June 2021 (Ord. No 5422)</li> </ul>



Consider options to improve the subdivision code including reducing the regulatory impediments, and/or considering new platting ideas. All changes should continue to support property rights while protecting the public health, safety and general welfare of the community. The creation of more lots, will produce more land and opportunities for the construction of homes.

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**Current Code:** The Bremerton Municipal Code regulates subdivisions pursuant to 20.12. City Subdivisions include Short Plat (9 or fewer lots), Formal Plats (10 or more), and Binding Site Plans (commercial subdivision). In addition to the typical subdivision, the City does allow for Residential Cluster Development (RCDs) pursuant to BMC 20.58.060 which is a subdivision that accommodates urban densities of the underlying zone while allowing the residential development to use up less land (more details below).

**Possible Code Amendments:** Amend the Bremerton Municipal Code to encourage more subdivision of land as this can assist in adding units to the housing stock. Specific amendments being considered are:

- (1) Residential Cluster Development – consider revising to have a broader applicability than just critical areas.
- (2) Implement “Unit Lot” subdivisions which is currently not permitted within our code.

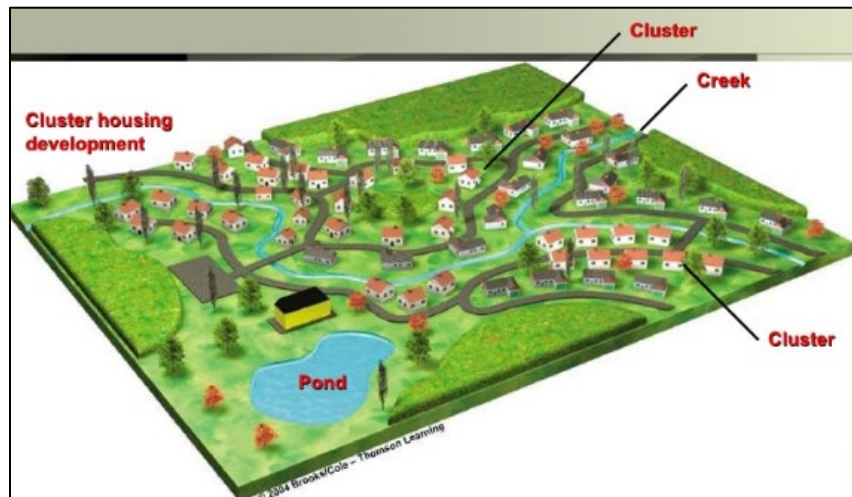
**Considerations and other resources:** The current regulatory environment can make building a range of housing types increasingly difficult, if not altogether impossible, in many areas. Subdivisions create new lots that can help support additional housing and encourages homeownership. The following outlines possible code amendments to help facilitate subdivisions.

*Residential Cluster Development.* Cluster development is a land development design tool that provides a means of both preserving open space and allowing development to be directed away from critical areas. The proposed changes include

considering options to incentivize RCD infill, or broadening the applicability beyond sites encumbered by critical areas.

An example (small scale for explanation) is a

one acre lot in the R10 zone, uses an RCD to subdivide. The R10 zone allows 10 dwelling units per acre, however, the subject parcel has 70% encumbered by a stream and its associated buffers. By using the RCD, the applicant can request the underlying zoning density (the 10 dwelling units for their 1 acre parcel) to be located on the area not encumbered by open spaces (therefore the ten new homes/lots would be located on 0.3 acres, the area not



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dedicated to open space). The open space can include natural and historic resources, woodlands, and recreational facilities such as a community garden or private playground. To facilitate a good design and to accommodate the reduction in area for the infill development, the RCD allows modifications from the underlying zoning including for lot width and size, setbacks, and type of development (duplexes and townhomes are allowed even in single-family zones). However, there are also conditions to protect the neighboring lots, such as requiring a perimeter setback where no structures or parking can be located within 10' from exterior boundary of the entire property to be subdivided and requiring the open space to be dedicated in perpetuity.

*Unit Lot Subdivisions.* Unit lot subdivision allow for the creation of lots for types of housing development, while applying only those site development standards applicable to the parent site as a whole, rather than to individual unit lots (underlying density would still need to be met). This option of subdividing provides buyers with a more affordable option to condominiums, which have become difficult, if not impossible, to build and finance. Allowing unit lot ownership for appropriate developments will improve the likelihood of construction financing for a given project and will incentivize the creation and purchase of new higher-density housing in areas of the City designated for such developments while maintaining the City's building standards and regulatory oversight for these developments.



**2021 Update** – With the consideration of the items list above, the Subdivision Code is proposed to be updated to allow Lot Size Averaging. Lot Size Averaging can be summarized as taking the flexibility in the RCD and implementing it through all subdivisions. Lot Size Averaging allows for individual lots located within a development to be smaller than typically permitted, provided the average of all lots does not exceed the maximum allowed density. This is only used when subdividing one's property. The proposal is to allow Lot Size Averaging in the R-10 and R-18 zones. Though this amendment does not seem like a substantial change, if adopted, there will be added flexibility when subdividing, including that this will allow more logical lot line boundaries and more opportunity to achieve the density of the underlying zone.

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## Topic 7: Religious Organization Density Bonus

Summary:	Status:
<i>Topic #6: Smaller Housing Options</i>	<b>Pending</b>
<i>The City should consider amending the code to permit a density bonus for religious organizations consistent with State law.</i>	<p><b>Review Status:</b></p> <p style="padding-left: 20px;">Pending <input checked="" type="checkbox"/></p> <p style="padding-left: 20px;">In-review <input type="checkbox"/></p> <p style="padding-left: 20px;">Completed <input type="checkbox"/></p> <p><b>Planning Commission:</b> <i>Pending</i></p> <p><b>City Council:</b> <i>Pending</i></p>

In July of 2019 *Affordable Housing Development on Religious Organization Property* legislation ([SHB 1377](#)) became effective in Washington State.

**Current Code:** City codes currently has no provisions addressing the State required density bonus.

**Possible Code Amendments:** Amend the Bremerton Municipal Code to allow a density bonus consistent with SHB 1377. Provide protections to neighborhood to mitigate potential impacts, such as parking, consolidated garbage pick-up, and other such impacts.

**Considerations and other resources:** While a density bonus is required by the State, there are provisions in the legislation to permit local governments the ability to tailor the execution of the mandate to specific community needs. The [Final Bill Report](#) loosely defines a density bonus to include increases in density, height, and floor space in exchange for a public benefit; the public benefit in this instance being affordable housing. SHB 1377 stipulates that the density bonus be applicable to single family and multifamily developments, however, this would not apply to higher intensity zones within Bremerton that have no maximum density identified in the zoning code. While the legislation requires a density bonus be available, it does not waive any development requirements the City would impose on general development. For instance, SB1377 does not waive requirements for traffic impact fees, sidewalk installation, utility enhancements, neighborhood compatibility or other improvements associated with general development. The City should consider, and further research, potential zoning code amendments suitable Bremerton for zones with no existing density cap.

## Topic 6: Smaller housing options

Summary:	Status:
<p><i>Topic #6: Smaller Housing Options</i></p> <p><i>The City should consider amending the code to recognize different style of development including, Single Room Occupancy, microapartments, and tiny homes.</i></p> <p><i>After further review, the City already allows this type of housing.</i></p>	<p><b>Pending</b></p> <p><b>Review Status:</b></p> <p>Pending <input type="checkbox"/></p> <p>In-review <input type="checkbox"/></p> <p>Completed <input checked="" type="checkbox"/></p> <p><b>Planning Commission:</b> N/A</p> <p><b>City Council:</b> N/A</p>



With the City is focusing on addressing affordable housing, many out-of-the-box ideas were mentioned to the City including inquiries about how the City regulates housing that is not specifically address in the Zoning Code. This housing includes Single Room Occupancy, microapartments, and tiny homes.

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Small  
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**Current Code:** The Bremerton Municipal Code does not specifically identify Single Room Occupancy, microapartments, and tiny homes, however, if a developer asked to do this development it may be allowed by the code, though not specifically stated.

Tiny Homes. Though the Zoning Code does not specifically allow Tiny Homes, Tiny Homes are permitted as the City identifies them as a small residence. Therefore, any residential lot in the City may outrightly construct a Tiny Home as their primary residence or an ADU. The reason that Tiny Homes are not being widely constructed throughout Bremerton is because the same standards apply if you are placing a Tiny Home or a 3,000 square foot home. Those standards include: two paved parking spaces per unit (one space if it's an ADU), it must be on a permanent foundation (cannot be on wheels), and in single family zones (Low Density Residential) only one home is permitted onsite unless it is constructed as an ADU.



Please note that though Tiny Homes are allowed by City Code, pursuant to the International Residential Code (IRC), a tiny home less than 260 square feet cannot be a primary residence. Per the IRC, 260 square feet does not permit enough area to provide living, sleeping, and cooking and bathroom facilities. However, early next year, the IRC will be releasing Tiny Home regulations to allow primary residence less than 260 square feet. The City will be following that change through the Federal process for adoption, to the State, and then adopted by the City (anticipated in 2020/21). Therefore, at this time, no jurisdiction can permit a primary residence less than 260 square feet. On a side note, tiny homes regulations are relaxed when establishing the tiny home as an ADU; the ADU tiny home may be less than 260 square feet. Tiny homes could also be incorporated with the "cottage housing" provisions if they are adopted.

**Recent State Law changes:** Washington State has recently adopted Senate Bill 5383 in 2019 about Tiny Homes. Changes to the State law include adding code to the International Building Code and limitations to local zoning ordinances for the placement of a tiny home community. These revisions will be considered when updating the Code to consider Tiny Homes.

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Single Room Occupancy. Single room occupancy (more commonly abbreviated to SRO) is a form of housing aimed at residents with low or minimal incomes in which, typically, single rooms without amenities such as kitchens, toilets or bathrooms, are rented out as permanent residence to individuals, within a multi-tenant building with shared kitchens, toilets or bathrooms. A college dormitory or boarding house is an example of a single room occupancy. Though the code does not specifically allow "Single Room Occupancy" the code does allow similar uses, just categorized differently:

- Within Low and Medium Density zones, that typically only allow single-family like structures (not apartments or multi-tenant building), "Group Residential Facilities" are allowed which permits a residential home in which a person(s) provide personal care, special care, room and board to more than 1 but not more than 6 children and/or adults who are not related by blood or marriage to the person providing the service (more than 6 people in a home would be classified as a "Group Residential Facility-Class I" and requires a Conditional Use Permit to be established). As it is intended to act and feel like a residential home, this typically comes with a resident getting their own room with shared cooking and/or bathroom facilities.
- Within High Density Residential, Commercial and Center zones, "residential uses of all types" are typically allowed, therefore, a proposal for a multi-family structure that was constructed as a single room occupancy would be allowed. However, with all development, all other requirements need compliance including providing off-street parking, which is described as every two beds requires a parking space to be provided (as some rooms may contain multiple beds ("double occupancy rooms")).

Staff may want to re-evaluate the group residential facility definition to make sure there is compliance with the Fair Housing Act.

Microhousing, also called apodments, typically features small sleeping rooms (usually under 300 square feet) with private bathrooms and units grouped together in arrangements of up to 8, with a shared kitchen or common area. These units are generally less expensive than standard studio or 1-bedroom apartments. This type of housing is targeted at young, single professionals in their 20s and 30s. As stated above for Single Room Occupancy, the Zoning Code allows "Residential Uses of all types" therefore this type of use would be allowed within the code.

**Possible Code Amendments:** As the City's Code currently allows Tiny Homes, Microhousing and Single Room Occupancy, no substantial amendments are proposed at this time, but Staff should continue to consider/research other housing options to keep the City's Zoning Code up to the changing times. Also, for the next few years, the City should follow the

Tiny Home Code Amendments within the International Residential Code and adopt the amendments when they become available to the City.

**Considerations and other resources:** Here are additional resources to consider Tiny Homes, Single Room Occupancies, and Microhousing.

- [MRSC's Tiny Homes: Coming to a Neighborhood Near You?](#) (2015)
- [City Lab's article: When America's Basic Housing Unit was a Bed, Not a House](#) (2018)
- [MRSC's Regulating Group Homes in the Twenty First Century: the Limits of Municipal Authority](#) (2013)
- [MRSC's Group Homes Overview](#)
- [MRSC's Is Your Community Ready for Micro-Housing?](#) (2014)



Example of Micro-housing in Seattle



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options

## Topic 7: Inclusionary zoning

Summary:	Status:
Topic #7: Inclusionary Zoning	<b>Pending</b>
<p>The City should explore options for inclusionary zoning.</p> <p><i>After further review, current development is not meeting maximums established in the current zoning, so without adding more restrictive code, inclusionary zoning would not be a successful update in the City.</i></p>	<p><b>Review Status:</b></p> <p>Pending <input type="checkbox"/></p> <p>In-review <input type="checkbox"/></p> <p>Completed <input checked="" type="checkbox"/></p> <p><b>Planning Commission:</b> N/A</p> <p><b>City Council:</b> N/A</p>



Consider inclusionary zoning within the City of Bremerton code. Inclusionary zoning is an affordable housing tool that links the production of affordable housing to the production of market-rate housing.

**Current Code:** The Bremerton Municipal Code does not specifically identify inclusionary zoning.

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**Possible Code Amendments:** Amend the Bremerton Municipal Code to utilize inclusionary zoning to incentivize the development of more affordable homes. A possible incentive could be to allow an increase in maximum height within certain zones (including the District Center Core (Wheaton Way Corridor and Charleston) and General Commercial zones) if the development provides affordable residential units.

**Considerations and other resources:** Some local jurisdictions have adopted inclusionary zoning policies that require or encourage developers to set aside a percentage of the units in housing developments for low- and moderate-income residents. Most inclusionary housing programs offer density bonuses or other incentives to offset the developer's project costs and compensate for providing affordable units, which may otherwise yield reduced profits. This approach enlists private sector help in contributing to the affordable housing supply, and reduces segregation of affordable and market-rate housing.

Here is an example from Municipal Research Services that describes affordable housing options including "Inclusionary Zoning."

- MRSC – Affordable Housing Overview: <http://mrsc.org/Home/Explore-Topics/Planning/Specific-Planning-Subjects,-Plan-Elements/Affordable-Housing-Ordinances-Flexible-Provisions.aspx>

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The City could consider the option to reduce GFCs, as these connection charges can be substantial, a significant cost for any housing project (including multifamily or single family development). As of 2019, if a new single-family home was placed on an undeveloped lot in Bremerton, there is a cost for hooking up to sewer and water of about \$16,500 per unit. Considering reducing some of the GFCs could help reduce the cost of housing.

There are multiple cities who have already adopted codes to reduce such cost and they are:

- Puyallup – [PMC 14.10.020](#)
- Bellingham – [BMC 15.08.230, 15.12.170 and 15.16.040](#)
- Ephrata – [EMC 13.08.050](#)
- Port Townsend – [PTMC 13.03.110](#)



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**Topic  
#8:**

**General  
Facility  
Cost**