

**(DRAFT) AGENDA**  
**Special Virtual Meeting – Bremerton Planning Commission**  
**(Subject to PC approval)**  
**June 27, 2022**  
**5:30 P.M.**

**Join Zoom Meeting**

<https://us02web.zoom.us/j/87133097314?pwd=M0p2NFFxY0F4bTZuaWN4VmJIMXBYdz09>

**Webinar ID:** 871 3309 7314

**Password:** 813093

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US (Tacoma)

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**I. CALL TO ORDER**

**II. CLERK CONFIRMATION OF QUORUM**

**III. CHAIR CALL FOR MODIFICATIONS TO AGENDA**

**IV. APPROVAL OF MINUTES: May 16, 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. Zoning code amendments identified in the Infill Housing Toolkit (Cottage Housing, Duplexes & Townhomes), definition updates, and State law updates related to density bonuses for religious institutions.

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**VI. BUSINESS MEETING**

**A. Chair Report:** Richard Tift

**B. Director Report:** Andrea Spencer

1. CDBG Project Review Committee – 2023 funding

**C. Old Business:**

**D. New Business:**

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**VII. ADJOURNMENT: The next regular meeting of the Planning Commission is**  
**Monday July 18, 2022**

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

# DRAFT

Subject June 27, 2022, Approval

## CITY OF BREMERTON

### PLANNING COMMISSION MINUTES OF VIRTUAL MEETING May 16, 2022

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#### **CALL TO ORDER:**

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

#### **ROLL CALL**

##### **Commissioners Present**

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

##### **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

##### **Commissioners Excused**

Commissioner Wofford

##### ***Quorum Confirmed***

#### **CHAIR CALL FOR MODIFICATIONS TO AGENDA**

The agenda was accepted as presented.

#### **APPROVAL OF MINUTES**

**COMMISSIONER MOSIMAN MOVED TO APPROVE THE MINUTES OF APRIL 18, 2022, AS PRESENTED. COMMISSIONER COVIELLO 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 on items not on the agenda. There were none.

#### **Workshop: Twenty-Year Population Growth Targets and Real Estate Market Conditions**

Mr. Jackson advised that this workshop is purely to provide the Commission with some community context to keep them informed. No action would be taken. He said that, due to a scheduling error, the presentation on commercial market conditions by Tiana Kleinhoff from Bradley Scott will need to be rescheduled. The current presentation will focus on Puget Sound Regional Council (PSRC) Growth Targets, demographic information, jobs and housing. He reviewed that the Staff Report

included several items. A booklet provided by the PSRC is a condensed version of the Vision 2050 Plan and will be a good resource to look back on as they proceed through Comprehensive Planning. The Comprehensive Housing Market Analysis was provided by the United States Department of Housing and Urban Development (HUD). It is current through 2021 and forecasts out to 2024. The Bremerton Market Study Summary from O'Connor Consulting Group, LLC was provided by the West Sound Group and contains information current as of February 2022 and projects out to 2026. The Kitsap County Housing Market Overview was prepared by Rosen Consulting Group and was presented at a Housing Summit on May 10<sup>th</sup> hosted by the Kitsap Realtor's Association. It is current as of May 2022.

**Mr. Jackson** reviewed the Vision 2050 Growth Targets, noting the following:

- The base number of people in the region is expected to increase from 4.3 million to 5.8 million by 2050. Jobs are expected to increase from 3.2 million to 3.4 million by 2050. The increase for Bremerton is forecasted to be 33,000 additional people and 20,000 additional jobs.
- A goal of Vision 2050 is that 65% of all projected growth should occur in the regional centers and high-capacity transit areas. The City is planning for the majority of its growth to occur in centers.
- The intent is that 2 million people will be connected by high-capacity transit.
- The collection of population growth in centers and greater utilization of transit is supposed to lead to an 80% reduction in emissions from 1990 levels.

Next, **Mr. Jackson** shared the following demographic information for Kitsap County from 2016 through 2021:

- **Population.** Per the 2020 United States Census, the population of Kitsap County is approximately 269,000 people, and the population of Bremerton was a little over 41,000. The County's population is expected to grow to nearly 285,000 or 4.1% by 2024. By comparison, the national growth rate is about 2.7% and Seattle's growth rate is 4.4%. Most of the increase in population growth is caused by an increase in in-migration as opposed to net-natural change (births minus deaths), which continues to decrease in the County. Population estimates can be difficult to predict, as there is high variability due to the military population. From 2014 through 2018, about 40% of all net domestic in-migration to Kitsap County originated from the Seattle Metropolitan Service Area.

In 2018, 29% of Kitsap County residents (27,000) commuted to King County. Among the workers in the County who earned more than \$40,000 annually, approximately 37% commuted to King County. The number of workers in Kitsap County who have commutes of more than 1 hour increased by 30% from 2010. Migrants from the Seattle area are attracted to the lower relative cost of housing in Kitsap County. The average existing home sale price in Kitsap County in 2018 was 39% lower than in King County, and the price differential between the two areas has only increased.

- **Demographics.** From 2010 through 2020, the number of people 65 and older increased more than 100%. For those in their 60s, the average growth was 4% from 2010 to 2019 compared to an overall annual increase of 1% in the same time period. As a result, cohorts in their 60s increased from 17.4% of the County's population to over 22%. There was a decrease in population in the 35 to 44 age range. However, nationally, the 30 to 39 age group is expected to increase by 4.4 million from 2020 to 2030.
- **Jobs.** Approximately 70% of private sector job losses during the 4<sup>th</sup> quarter of 2020 occurred in the leisure and hospitality sector, which declined by about 1,800 jobs. During that same quarter, jobs in the federal government sector increased by 2,000 or 9.8%, with at least half occurring at Naval Base Kitsap in Bremerton. The number of workers who live in Kitsap County is approximately 34% higher than the number of jobs. It is anticipated there will be job increases throughout the County in 2022, 2023 and 2024, particularly in leisure and hospitality, retail trade and transportation. However, this growth will be contingent on the level of pandemic restrictions.

The County's unemployment rate doesn't have quite the extremes of the national unemployment rate, as the federal government's large employment base insulated the County's economy through both the pandemic and the previous recession. In the County, the unemployment rate increased from about 4.6% in 2019 to 7.5% in 2020, with the increase concentrated in the 2<sup>nd</sup> quarter of 2020 when the unemployment rate averaged 12%. The unemployment rate at the end of 2021 was 5.7%, and the national unemployment rate was 6.5%. Currently, Naval Base Kitsap employs about 34,000 people in the County, followed by Virginia Mason Franciscan Health with about 2,500 employees. The federal

government employment as a share of total employment is 20% in Kitsap County. In Washington D.C. and other military installations, the share of employment is much smaller. Uniformed personnel stationed in Kitsap County has increased by about 5,000 since 2010, which can have other repercussions since 75% of them reside in private, off-base housing. A number of expansions have occurred at the base that provided a lot of employment opportunities, and there is an estimated backlog of \$4.6 billion through 2026. In addition, the 20-Year Shipyard Modernization Plan has an estimated \$21 billion, and Puget Sound Naval Shipyard's share is likely to have \$5 billion for improvements.

- **Housing.** In 2010, the percentage of rental units that were single-family homes was about 46%, duplexes and 4-plexes about 15% and multi-family units of five or more about 35%. From 1981 to 1999, over 20% of the housing stock that was built was single-family homes, and a larger number of multi-family development was built between 1981 to 1999 than between 2000 to 2020. The O'Connor Consulting Group estimates that hundreds of units are forecast to be delivered between now and 2026, but the Rosen Consulting Group presentation points out that this may be a bit of a misnomer. They point out that the number of submitted permits peaked in 2021, making it appear that the City could expect an uptick in housing units delivered going forward. However, the number might be inflated, as they suspect that more permit applications were submitted by developers in 2021 to avoid impact fee increases. It was noted via the Zoom chat box, that the O'Connor Group assigns probability of delivery, as well. Director Spencer clarified that, while they might have a submittal of 800 permits, the forecast says 361.

It is expected that the number of new housing units will not keep pace with the needs of households. From 2015 to 2020, about 8,000 households were grown in Kitsap County, versus an increase in housing stock of about 5,000. The County was able to absorb those numbers, likely via non-traditional type housing, but the need for new housing units will likely be even greater than forecasted. The lack of adequate housing stock has led to increases in rent and house prices. Due primarily to low vacancy rates, average rents increased by 109% from 2010 to 2019 and income only increased by about 59%, and the vacancy rate in Kitsap County has now dipped below that of Seattle.

Kitsap County home prices increased by about 112% between 2010 and 2019, which led to a decrease in the share of households that can afford a median price home. Almost 60% of all households could afford to purchase a median-priced home in 2010, but that number decreased to about 30% by 2020. In 2010, about 30% of renting households could afford to purchase a median-priced home, as opposed to about 20% in 2020. According to HUD, a household is considered cost-burdened if more than 30% of its income is dedicated toward housing expenses. Currently, over 37% of individuals in the County pay more than 35% of their income toward housing and 11% are paying between 30% and 35%.

The HUD Report lists ways to ease the problem, with the first being to create more housing in general, and specifically more affordable housing. The leading source of new affordable housing in the country is the Low-Income Housing Tax Credit (LIHTC). About 650 LIHTC units have been added in the County since 2000. In addition, project-based rental assistance or housing-choice vouchers are available through HUD or the Bremerton Housing Authority who directly contract with private landlords to provide affordable homes to low-income tenants. There are also some statewide programs that include up to \$10,000 in down-payment assistance for veterans, people with disabilities and first-time homeowners. The Rosen Housing Group recommended that the City allow development at higher densities, particularly on single-family parcels. This could include upzoning single-family parcels to allow for duplexes and triplexes. They further recommended that the City emphasize increased densities for populations, jobs and retail along transit corridors, which the City is already doing via its "center" approach to zoning. They noted that these changes could be implemented while maintaining the character of the existing neighborhoods if carefully planned.

**Commissioner Mosiman** referred to the slides that listed employment numbers for specific employers and suggested it would have been helpful to have data for local government employment, including the school districts. **Director Spencer** agreed and noted that the school district has a significant number of employees, and the City employs 359 people. **Mr. Jackson** said a graph was included in the Staff Report that teases out the number of local government employees at 12% of employment, however, he isn't sure that number includes school district employees. He agreed to check and provide clarifying information to the Commission.

**Commissioner Coviello** said he understands the shipyard is tentatively expected to receive millions of dollars in upgrades, etc. He asked when the money would be available and what type of employment it would bring to the region. Will it bring in

contractors for longer periods of time? If so, what amount of pressure will that put on the City's housing and service markets? **Chair Tift** said he isn't sure where the O'Connor Group got its information relative to the shipyard and PSNS, but there appear to be some inaccuracies. He suggested that staff reach out to the shipyard to validate some of the assertions. He agreed that a significant amount of money is earmarked for the shipyard. While employment at the shipyard, itself, isn't expected to grow a lot, bringing in contractors to do the construction will significantly increase the personnel in the area. The federal government's procurement rules require that much of the construction be given to local contractors. Whether they come from the County or neighboring counties, he anticipates there will be a significant increase in personnel. Much of the construction will take place in the downtown area. He suggested the Commissioners and staff research what it took to build the last large dry dock that was added to the shipyard in 1962. **Commissioner Coviello** suggested that projects at the shipyard and PSNS could drive some of the housing preferences. **Chair Tift** said there is already quite a large contractor population that supports the Navy in Bremerton, and he anticipates that number will increase moving forward.

## **BUSINESS MEETING**

### **Chair Report**

**Chair Tift** welcomed Commissioner Coviello to the Commission.

### **Director Report**

**Director Spencer** thanked Commissioner Coviello for volunteering to serve as a new Commissioner. She reminded the Commissioners that their next meetings will be on June 27<sup>th</sup> and July 18<sup>th</sup>. The City Council has decided to remain in remote status rather than implementing a hybrid format, and the Commission will do the same. The Council won't revisit that determination until July 20<sup>th</sup>. The Commission usually takes the month of August off, which means the Commission won't transition to a hybrid format until at least September.

**Director Spencer** announced that the City Council unanimously approved the changes the Commission recommended for the Eastside Village Subarea Plan, and people can now make permit applications under the new code. **Chair Tift** noted that the plan was updated just in time, as *The Kitsap Sun* recently announced the developer's plans for the old Harrison Hospital Campus.

### **Old Business**

There was no old business.

### **New Business**

**Chair Tift** announced that the Armed Forces Day Parade is May 28<sup>th</sup>. He said he's excited that the event will resume following its absence during the pandemic.

## **ADJOURNMENT**

The meeting was adjourned at 6:22 p.m.

Respectively Submitted by:

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Andrea L Spencer, AICP  
Executive Secretary

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Rick Tift, Chair  
Planning Commission

**DRAFT**

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

|                      |  |
|----------------------|--|
| <b>AGENDA TITLE:</b> | Workshop on zoning code amendments identified in the Infill Housing Toolkit (Cottage Housing, Duplexes & Townhomes), definition updates, and State law updates related to density bonuses for religious institutions |
| <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**

The following report provides information on proposed zoning code amendments that are intended to encourage the construction of new housing within the City. Proposed amendments are derived from housing strategies identified in the City published [Assessment of Bremerton's Affordable Housing Policies & Regulations](#), also known as the Infill Toolkit. Specific topics proposed for amendments are as follows:

- *Duplex & Townhomes.* Consider adding additional housing types as allowed uses within the Low Density Residential (LDR) Zone.
- *Cottage Housing.* Consider adding cottage housing as an available option within the Low Density Residential (LDR) and Medium Density (MDR) Zones.
- *State Law Updates, Density Bonus for Religious Institutions.* In order to conform with State requirements, consider codifying a density bonus for religious groups, and the Bremerton Housing Authority and associated projects.
- *Limited Definitional Updates.* Update the definitions section of the zoning code to add cottage housing and revise the definition for maximum density.

**ORDERS OF THE DAY**

Provide feedback to Staff regarding proposed zoning code amendments in order to prepare for at a later public hearing.

**ATTACHMENTS**

Attachment: Proposed zoning code amendments.

## Why is the City proposing these amendments?

As relayed in the [April 18, 2022 Planning Commission Packet](#), these amendments are part of ongoing efforts from the City to increase *Missing Middle* housing stock. One policy tool which identifies these strategies is the *Assessment of Bremerton's Affordable Housing Policies & Regulations*, otherwise known as the Infill Toolkit, which was published in September of 2018. These same strategies are repeated in other joint housing publications like the March 2020 [City of Bremerton & Kitsap County Affordable Housing Recommendations Report](#), which relays that Missing Middle housing consists of,

***“ . . . medium-density housing like duplexes, triplexes, townhouses, courtyard style apartments, cottage clusters, or accessory dwelling units. These types of housing developments were largely outlawed in the post-war period in favor of single-family housing units.”***

Prior to drafting proposed amendments, Staff conducted subject matter research for jurisdictions with similar code provisions, and sought input from select housing providers by presenting proposed amendments to the Kitsap Housing and Homeless Coalition (KHHC) at a regularly scheduled May 18 meeting; the proposal was met with positive support. The KHHC includes over 50 partner agencies, which includes housing providers such as the Bremerton Housing Authority, Kitsap Community Resources, Habitat for Humanity Kitsap County, and Housing Kitsap. The following report provides a description of amendments for Planning Commission consideration; the attached materials provide a full legislative markup of proposed code amendments.

### 1) Duplex and Townhomes.

As relayed more completely in the April Planning Commission Packet, examples to support increased housing varieties are available at the local, county, and state levels. Below is a synopsis of information provided with the previous April packet:

- City of Bremerton. The City currently permits duplex and townhome development in a number of instances, 1) Per [BMC 20.60.060\(f\)](#) when proposed development is within 500 feet of a commercial zone, 2) Per [BMC 20.58.060](#) as part of a Residential Cluster Development subdivision, and 3) Per [BMC 20.46.010](#) up to 3 dwelling units are permitted to be located on the same lot in a configuration similar to a triplex, duplex, or 3 standalone single-family homes. Staff is not aware of negative impacts associated with the implementation of these previous code amendments, accordingly the current proposal seeks to further expand available housing options.
- Kitsap County. Currently Urban Growth Areas (UGAs) associated to the City of Bremerton, but within Kitsap County jurisdiction, allow for duplex, cottage housing, and multifamily development either conditionally or outright or in all residential zones. It stands to reason that the City should consider offering urban housing varieties which promote densities similar to those in our less urbanized UGAs. This would also ensure cross-jurisdictional development predictability between the City and County.

- Washington State. The April Planning Commission Packet provided examples of State initiated legislation that would require jurisdictions to allow a wider variety of housing types. In recognition of the current housing crisis, for several years the State legislature has attempted to override local jurisdictional authority and mandate mixed housing types be permitted. While these efforts have thus far been unsuccessful, they do point to growing sentiment that increased densities and dense housing types are potential state-wide answers to needed growth in the number of available housing units.

As seen in the attachment, the proposed code amendments are quite simple as duplex and townhomes are already listed as outright permitted uses in the R-10 zone. The amendments are limited to removing the requirement that these housing types be located within 500 feet of a commercial district or center.

## 2) Cottage Housing.

Cottage housing development provides a method for infill development and smaller housing types while allowing residential development to utilize less land area. These provisions aim to provide an alternative to the subdivision process for smaller units that may result in more affordable housing in the Low Density Residential (R-10) zone and Medium Density Residential (R-18) zone. While many jurisdictions, such as the City of Port Townsend, provide a density bonus for cottage housing developments to further promote affordable housing, the City of Bremerton is not able to provide a density bonus for cottage housing at this time, as our Comprehensive Plan currently provides no diversion for this housing type to exceed underlying density requirements. As cottage housing is intended to be an affordable option, a maximum gross square footage is proposed at 1,200 square feet which is a common number among cottage housing codes in other jurisdictions. While variety exists amongst jurisdictions typically a limit on square footage (either gross or building footprint) is common, with some jurisdictions like Port Orchard limiting the number of stories to 1 ½ .

Cottage housing developments typically have required components in the code which are intended to foster a sense of community among residents. Researched jurisdictions typically limit clusters of cottage housing to 12 units or less, such as Island County, as this appears to be an accepted number to foster a sense of community among residents while staying within an appropriate scale of existing neighborhoods. The adjacent image illustrates a cottage housing community consisting of 12 units. More than 12 units are permitted but only when broken up into additional housing clusters of no more than 12 dwellings.



Covered porches are also a design element required by many jurisdictions intending to promote interaction among residents. Staff recommends a minimum covered porch space of 60 square feet, as observed size requirements of 36 square feet to 70 square feet were found among other jurisdictions.

Typically jurisdictions required a set amount of open space per proposed unit, in some cases requiring both private and common open space. The City of Poulsbo for instance requires 200 square feet private open space per unit, and 300 square feet common open space. Staff is recommending that 400 square feet of common open space be required per unit, with the area of the covered porch counting toward that total amount.



The following incentives are available in order to encourage development of these smaller, and potentially more affordable, housing sizes:

- No Subdivision Required. The subdivision process can be lengthy and expensive, by simply avoiding this process Staff is hopeful that developer time and money can be better recouped. A Conditional Use Permit process is recommended in the R-10 zone to ensure neighborhood compatibility; however no Conditional Use is recommended in the R-18 zone as these areas are already typically developed with dense housing types such as duplex/triplex.
- Parking. A reduced parking ratio of 1.5 parking spaces per dwelling unit is proposed. This number is consistent with what is offered by [Kitsap County](#), though the County code also requires .5 spaces per unit of on-street or other parking.
- Congregate Parking. Consolidated parking areas are permitted in cottage housing developments. This provides an opportunity to install shared parking areas that are less expensive to implement than individual driveways/garages.

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

As discussed in the April Planning Commission meeting, the *Affordable Housing Development on Religious Organization Property* legislation resulted in [RCW 36.70A.545](#). The legislation requires that jurisdictions allow a *density bonus* to housing projects of religious organizations. The legislation does not define what the density bonus should be, and relays that jurisdictions may develop local policies to implement the statute when the following criteria are met:

- All provided housing units are for Low Income individuals or families
- The development is required to be used exclusively for affordable housing for a period of time no shorter than 50 years.
- The housing provider shall not discriminate against any person who qualifies as a member of a low-income household.

These criteria are represented in the proposed code section provided in the attachment, along with other components tailored to our jurisdiction. As the State statute is not clearly defined, this has led to a variety of implementation methods among jurisdictions adopting the density bonus. The [City of Kenmore](#) permits 1-2 bonus density units (in other words up to a 200% density increase) for each low-income unit provided, the [City of Renton](#) permits 1 bonus density unit for every 1 low-income unit provided (or up to 100% density), and the [City of Bellevue](#) provides up to a 50% bonus density for qualifying projects. Staff is recommending a similarly modest 50% density increase, and that the density bonus be reviewed through a Conditional Use Permit. Please note this bonus only applies to zones with a maximum density, those zones and resulting Dwelling Units per Acre (DUA) can be viewed below.

| Zone                             | Maximum DUA | Bonus Density DUA |
|----------------------------------|-------------|-------------------|
| Low Density Residential, R-10    | 10          | 15                |
| Medium Density Residential, R-18 | 18          | 27                |
| High Density Residential, R-40   | 40          | 60                |
| Bay Vista Subarea                | 38 - 65     | 57 - 97           |
| Downtown Subarea Plan, R-20      | 20          | 30                |
| East Park Subarea Plan           | 12 - 50     | 18 - 75           |
| Eastside Village Subarea, CRL    | 30          | 45                |

It is worth mentioning that the highest of adjusted permissible densities found in the table are located in the Bay Vista Subarea Plan and the East Park Subarea Plan, as these areas are nearing 100% development from new construction, it is unlikely these bonus densities will be utilized in these zones.

In addition to religious organizations, the [City of Tacoma](#) also permits nonprofit organizations meeting approval criteria to participate in the density bonus. Similarly, Staff recommends the addition of the Bremerton Housing Authority to those eligible for the density bonus. The Bremerton Housing Authority has been providing affordable housing solutions to Bremerton residents since 1943, and has a [demonstrated ability](#) to acquire and develop properties for low income residents. The City of Tacoma also provides an alternative simplified definition of Religious Organization per [RCW 26.04.007](#) that Staff recommends utilizing, other than the [RCW 36.01.290](#) version called out in the State bonus density statute.

#### 4) Definition Updates.

In order to implement the proposed zoning code amendments, Staff is recommending two additions to the BMC 20.42, Definitions:

- **“Cottage Housing Development”** means a lot containing more than one principal conventional dwelling unit. Units shall not be greater than 1,200 gross square feet, and shall share any common walls, ceilings, or floors with other principal conventional dwelling units.

The reason for adding this definition is simple, as the City has no current definition for cottage housing. The proposed code specifies that cottage housing includes conventional (meaning traditional stick-built) homes, as the zoning code already has a conditional use process available for manufactured home parks, and the cottage housing amendment is not intended to undermine that process. As mentioned previously, the maximum size of cottage units is capped at 1,200 gross square feet in order to promote more affordable housing; this number is consistent with other jurisdictions like Island County and Port Townsend. The definition also underscores that cottage housing developments are not intended for duplex and townhome housing types.

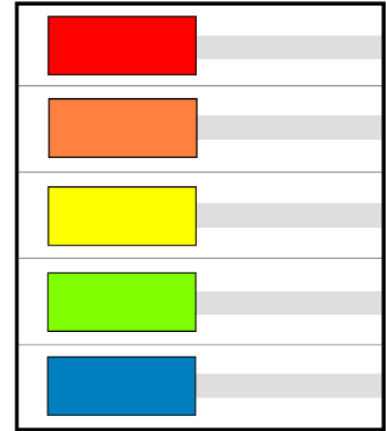
- **“Density, maximum”** means the maximum number of dwellings allowed per the net gross buildable acreage as stated for each zone. Where not specified in a zone chapter, no maximum density shall apply.

As more condensed housing types are proposed to be adopted in the Low Density Residential Zone, Staff is recommending that the Planning Commission reassess the method by which units are calculated on a lot-by-lot basis. Currently, the maximum number of dwelling units permitted on a lot are calculated on a *net* basis, and not gross. This means that all critical areas, buffers, easements, and other *unbuildable areas* are deducted from the actual size of the existing lot, and the remaining acreage is used to calculate the maximum number of dwelling units. This method has confused a number of customers over the years, as most would assume that if you owned a ½ acre lot in a zone that permitted 10 dwelling units per acre, that a maximum of 5 dwelling units would be allowed; though this isn’t always the case. As illustrated on the following page, Example

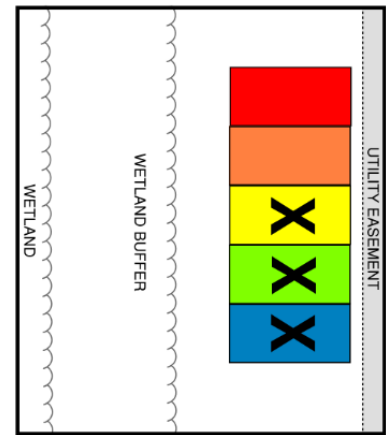
#1 shows a potential subdivision of a ½ acre lot to support single-family homes; in this hypothetical instance there are no *unbuildable areas* so the maximum yield of 5 dwellings is possible. In Example #2, the lot is partially encumbered by a wetland, wetland buffer, and standard 10-foot utility easement; this greatly reduces the net acreage thereby negating three potential dwelling units. Should more housing varieties (duplex/townhome) be adopted as proposed this would permit a more compact development pattern that could accomplish the same number of units in less overall space; for this reason a gross acreage method of determining density should be considered. Determining gross density on a net basis requires accurately identifying all onsite critical areas, easements, and unbuildable areas, which could take a considerable amount of time and funds. A revised gross density system would be easier for property owners to understand and for Staff to implement.

**SUMMARY**

The proposed amendments represent strategies intended to increase City housing stock, as identified in the Assessment of Bremerton’s Affordable Housing Policies & Regulations (or Infill Tool Kit) and City of Bremerton & Kitsap County Affordable Housing Recommendations Report. Staff recommends that Planning Commission review the materials, take public testimony, and provide direction on the proposed housing strategies mentioned in this report.



**EXAMPLE #1**



**EXAMPLE #2**

## PROPOSED ZONING CODE AMENDMENTS

### DEFINITIONS, BMC 20.42

#### **20.42.040.**

(c) Definitions "C":

- **"Cottage Housing Development"** means a lot containing more than one principal conventional dwelling unit. Units shall not be greater than 1,200 gross square feet, and shall share any common walls, ceilings, or floors with other principal conventional dwelling units.
- **"Density, maximum"** means the maximum number of dwellings allowed per the net gross buildable acreage as stated for each zone. Where not specified in a zone chapter, no maximum density shall apply.

### LOW DENSITY RESIDENTIAL (R-10), BMC 20.60

#### PERMITTED USES, BMC 20.60.020

(j) Residential Uses.

- (1) Single-unit dwelling unit, detached;
- (2) Single-unit dwelling unit, attached (zero (0) lot lines) per BMC 20.60.060(b);
- (3) Duplex that meets BMC 20.60.060(f);
- (4) Townhouse that meets BMC 20.60.060(f);
- (5) Cottage Housing Development of three (3) or less dwelling units (meeting the provisions of BMC 20.60.040(n), except that no conditional use permit is required);

#### DEVELOPMENT STANDARDS, BMC 20.60.060

~~(f) A duplex or townhouse may only be permitted as follows:~~

- ~~(1) The underlying density of the zone is met; and~~
- ~~(2) Within five hundred (500) feet of a commercial district or center.~~

#### CONDITIONAL USES, BMC 20.60.040

The following uses may be permitted, provided a conditional use permit is approved pursuant to BMC 20.58.020 subject to the corresponding conditions:

(n) Cottage Housing Development consisting of greater than four (4) dwellings may be approved in accordance with the following:

- (1) Orientation. Lot orientation shall be in accordance with the following standards:
  - (i) All units with primary street frontage shall first be oriented towards the street, otherwise the common open space shall act as the street front and all units shall be oriented towards the common open space.
  - (ii) Dwellings within a cottage housing development should be broken up into groups of no more than twelve (12) dwellings arranged around a common open space. The applicant shall demonstrate all efforts have been made to link housing clusters by ADA accessible paths and shared parking.
- (2) Open Space. The following open space requirements apply to all proposals regardless of number of units:
  - (i) A minimum of four hundred (400) square feet of common open space is required per dwelling unit.
  - (ii) Parking areas, setbacks, spaces between buildings of ten (10) feet or less in width and driveways shall not count as common open space.
- (3) Parking. Off-street parking shall be provided in accordance with the requirements set forth in Chapter 20.48 BMC, and the following criteria:
  - (i) One-and-a-half (1.5) parking spaces are required for each dwelling unit.

# ATTACHMENT

(ii) All parking areas and vehicle circulation shall be consolidated to the degree feasible.

(iii) Parking areas serving more than one dwelling unit shall not be located on a primary street frontage and should be located off an alley or a secondary street.

(iv) Garages and carports shall be oriented so that vehicle entrances are located off an alley or private parking area. All efforts shall be made to not orient vehicle entrances toward a primary frontage.

(4) Design Standards.

(i) Nonresidential Structures. Accessory structures and attached garages shall meet design standards per BMC 20.60.060(d), and the combined gross square feet of all accessory structures shall not exceed eighty (80) percent of the combined footprint of all onsite residential structures.

(ii) All dwellings shall include a front porch with a minimum porch depth of six (6) feet, a and a minimum porch width of ten (10) feet. This area shall not be included in dwelling gross square feet, but may be included in required open space area.

(5) Nonconformities. An existing detached single-family residential structure, which may be nonconforming with respect to the standards of this section, shall be permitted to remain, but the extent of the nonconformity may not be increased. Such nonconforming dwelling units shall be included in the maximum permitted cottage density.

## **MEDIUM DENSITY RESIDENTIAL (R-18), BMC 20.78**

### **OUTRIGHT PERMITTED USES, BMC 20.78.020**

~~Only one (1) principal use shall be allowed on each residentially zoned lot unless allowed for otherwise by law. This limitation shall not include permitted accessory uses associated with a permitted principal use.~~

The following uses are permitted outright:

(j) Residential Uses.

- (1) Single-unit dwelling unit, detached;
- (2) Single-unit dwelling unit, attached (zero (0) lot lines) per BMC 20.78.060(b);
- (3) Duplexes (meeting underlying zoning density);
- (4) Townhouse (meeting underlying zoning density);
- (5) Cottage Housing (meeting the provisions of BMC 20.60.040(n), except that no conditional use permit is required)

## **LAND USE PERMITS, BMC 20.58**

### **20.58.100 AFFORDABLE HOUSING BONUS.**

(a) Authority. This section provides an optional incentive to develop and manage affordable residential projects, while ensuring reasonable compatibility with neighborhood scale, character, and limiting negative impacts to the neighborhood. In zones with a maximum density, developments meeting the requirements of this section may increase the underlying maximum density by fifty (50) percent.

(b) Applicant. The following organizations may initiate a request for a for an affordable housing bonus:

- (1) Religious organizations as defined by RCW 26.04.007;
- (2) The Bremerton Housing Authority.

(c) Procedure. Approval of an administrative Type II Conditional Use Permit (CUP) pursuant to BMC 20.58.020 is required. The Director may require a Type III nonadministrative CUP whenever the use has a significant impact beyond the immediate site, is of a neighborhood or community-wide interest, or is of a controversial nature. The proposed development shall meet the following criteria in order to be granted approval:

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(d) Criteria of Approval. In addition to criteria of approval per BMC 20.58.020(d), the following shall apply:

- (1) All units within the proposed development shall be affordable. Income levels of households occupying any residential unit within the proposed development shall not exceed the definition of low-income household as defined by RCW 84.14.010;
- (2) The property owner agrees to a binding obligation that requires the development to be used exclusively for affordable housing purposes for a period of no less than fifty years. A notice to title recognizing this obligation shall be approved by the City and recorded with the Kitsap County Auditor;
- (3) This section applies exclusively to single-family, duplex, and multifamily housing proposals and does not include group residential, boarding house, or other similar congregate living facilities;
- (4) The affordable housing development does not discriminate against any person who qualifies as a member of a low-income household based on race, creed, color, national origin, sex, veteran or military status, sexual orientation, or mental or physical disability; or otherwise act in violation of the federal fair housing amendments act of 1988;
- (5) Applicants shall consult with Kitsap Transit to ensure appropriate transit services are provided to the affordable housing development.