



**CITY OF  
BAINBRIDGE ISLAND**

**CITY COUNCIL STUDY SESSION  
TUESDAY, JUNE 04, 2019**

BAINBRIDGE ISLAND CITY HALL  
280 MADISON AVENUE N.  
BAINBRIDGE ISLAND, WASHINGTON

**AGENDA**

- 1. CALL TO ORDER / ROLL CALL - 6:00 PM**
- 2. APPROVAL OF AGENDA/ CONFLICT OF INTEREST DISCLOSURE**
- 3. MAYOR'S REPORT - 6:05 PM**
- 4. PRESENTATIONS**
  - 4.A (6:10 PM) Use of Housing Trust Fund - Executive, Helpline House, 30 Minutes  
[Memo to COBI Council re Housing Trust fund 2019](#)
  - 4.B (6:40 PM) Traffic Calming Program - Public Works, 30 Minutes  
[Traffic Calming Program1.docx](#)  
[Various Traffic Calming Programs.pdf](#)  
[Traffic Calming CC June 4 2019.pptx](#)  
[Potential Traffic Calming Locations Identified By Citizens.docx](#)
  - 4.C (7:10 PM) Informational Briefing on Winslow Hotel Project - Planning, 20 Minutes
- 5. UNFINISHED BUSINESS**
  - 5.A (7:30 PM) Update on Moratorium - Planning, 10 Minutes  
[20190528 Moratorium work program status report.docx](#)  
[Ordinance No. 2019-10 Extending the Development Moratorium](#)  
[Development Moratorium Summary Effective 20190403.docx](#)
  - 5.B (7:40 PM) Design Guidelines Update - Planning, 30 Minutes  
[Design Guidelines EC Report.pdf](#)  
[Public Meeting Boards.pdf](#)

- 5.C (8:10 PM) Police and Municipal Court Funding Options - Executive 45 Minutes  
[Police-Municipal\\_Court\\_for\\_CC\\_June\\_04\\_2019\\_Update.pptx](#)

**6. COUNCIL DISCUSSION**

- 6.A (8:55 PM) Ethics Program - Mayor Medina, 15 Minutes

**7. FUTURE COUNCIL AGENDAS**

- 7.A (9:10 PM) Future City Council Agendas, 10 Minutes  
[City Council Regular Business Meeting 061119.pdf](#)  
[City Council Study Session 061819.pdf](#)  
[City Council Regular Business Meeting 062519.pdf](#)

**8. FOR THE GOOD OF THE ORDER - 9:20 PM**

**9. ADJOURNMENT - 9:30 PM**

**GUIDING PRINCIPLES**

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

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

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

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

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

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

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

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



City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or [cityclerk@bainbridgewa.gov](mailto:cityclerk@bainbridgewa.gov) by noon on the day preceding the meeting.





CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 30 Minutes

**AGENDA ITEM:** (6:10 PM) Use of Housing Trust Fund - Executive, Helpline House,

**STRATEGIC PRIORITY:** Healthy and Attractive Community

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Presentation

**PROPOSED BY:** Executive

**RECOMMENDED MOTION:**

Discussion.

**SUMMARY:**

To discuss potential uses of the Housing Trust Fund, including a request from Helpline House for \$100,000 in additional funding for rental assistance.

**FISCAL IMPACT:**

<b>Amount:</b>	TBD
<b>Ongoing Cost:</b>	TBD
<b>One-Time Cost:</b>	TBD
<b>Included in Current Budget?</b>	Yes

**BACKGROUND:** The City of Bainbridge Island has a Housing Trust Fund (HTF) which is intended to support a range of housing services, including to "Provide financial assistance to public and private nonprofit organizations supporting housing activities consistent with city policy." (BIMC 3.38.040 B.3) Use of the HTF is approved by a majority vote of the City Council. The most recent use of these funds was to support a request from Housing Resources Bainbridge to use the HTF to support Phase II of the Ferncliff Village affordable housing project.

At the start of 2019, the HTF included \$200,000 in unspent funds from prior years. The City's 2019-2020 Approved Budget provided an additional \$100,000 in each year for the HTF, for total available funds of \$400,000.

In May, the City Council approved use of \$100,000 from the HTF to support consulting services related to implementation of two affordable housing initiatives: an inclusionary zoning ordinance and a multi-family tax exemption. In May, the City Council also approved use of roughly \$50,000 to support the in-progress feasibility study for the City's Suzuki property affordable housing project. At this time, there is approximately \$250,000 of unprogrammed funding remaining in the HTF which can be used in 2019-2020.

Following discussion with several councilmembers, Helpline House is presenting a request for \$100,000 in City funding from the Housing Trust Fund to expand an existing Helpline House rental assistance program. The program provides one-time grants to Bainbridge Island recipients to pay a portion of rent or mortgage costs for residents who are experiencing housing instability. This program is administered by Helpline House. The attached letter from Helpline House details their request.

Other potential near-term uses for the HTF could include additional expenses related to the Suzuki project, or support for other affordable housing projects to be identified by the City.

**ATTACHMENTS:**

[Memo to COBI Council re Housing Trust fund 2019](#)

**FISCAL DETAILS:** The 2019-2020 Adopted Budget includes \$100,000 in each year in General Fund support to the Housing Trust Fund.

The balance in the Housing Trust Fund at the beginning of 2019 was \$200,000.

**Fund Name(s):** Other

**Coding:**



Date: May 13, 2019  
To: City of Bainbridge Island City Council members  
From: Maria Metzler, Executive Director

Subject: Rental Assistance Program Funding from the City of Bainbridge Island's Housing Trust Fund

---

Helpline House is a 501C3 non-profit on Bainbridge Island that provides services to meet essential needs for our community in the form of nutritious food, financial, transportation, and utility assistance, mental health counseling, children's and elderly services, medical equipment loan, and more. Helpline House provides services to all Islanders free of charge. For 50 years, Helpline House has continually met the needs of the Bainbridge Island community. We currently serve approximately 1 in 10 Islanders, about 2,500, each year.

Helpline House is requesting a one-time \$100,000 allocation from the City of Bainbridge Island's Housing Trust Fund to address housing instability on Bainbridge Island. In 2018, 548 appointments at Helpline House were related to housing instability. Housing costs are usually a household's single largest expense. Factors like rising rents, an unexpected medical bill, a cut in weekly or monthly hours worked, or a child's enrichment participation fee being larger than can expected have a significant impact on our neighbors who are struggling to remain housed and on the Island. It is exponentially more expensive and challenging to re-house a household once homeless than it is to prevent that household from becoming homeless in the first place.

It is in all our interests to continue to provide financial and other supports to our neighbors who experience housing instability. Often, but not always, those who request housing stability assistance from Helpline House are of a lower socioeconomic status or identify as a minority group (racial, ethnic, LGBTQ, etc.) or both, and assisting these households in staying on the Island preserves the diversity and bounty of a full community. Another benefit to the broader community is that our friends, family, and neighbors have the ability to stay housed and on the Island during difficult financial times in their lives. Seniors and elderly households have access to this safety net when in crisis. Those that access this assistance can continue to work on the Island and contribute in various ways.

Helpline House offers financial assistance in the form of a one-time annual payment to a landlord or mortgage lender to avoid eviction, and combines that financial support with individualized referrals and other resources from a social worker. Helpline House hosts a Housing Navigator from the Kitsap Community Resource's Housing Solutions Center twice a week. We offer assistance once annually to households, generally not exceeding \$1,100 per household. While this is often insufficient to cover the rent or mortgage, Helpline House has limited funds and must steward them judiciously, in order to serve a greater number of Islanders. Further, when we have exceeded our monthly budget for financial assistance, we are no longer able to financially assist households; this sometimes happens in the second week of the month. While we do not keep statistics on the households that we *cannot* serve, anecdotally, we know that many of those households are forced to leave the Island, some are able to scramble for a month or so until we can financially assist them, and some enter into homelessness.

With the requested money from COBI's Housing Trust Fund, Helpline House can do two things:

1. Meet the monthly needs of the Bainbridge Island community re: requests for rent and mortgage assistance
2. Assist with the full amount of rent and utilities not to exceed two months

The number of unduplicated Bainbridge Islanders that were assisted with financial assistance in 2018 was 138; forty-one of those were children. We estimate we would assist 3 – 4 additional households per month, equaling close to 50 additional households annually. This could be an increase of 60% of households assisted annually. Helpline House spent just over \$45,000 in 2018, and in just the first three months of 2019 has spent \$17,823, nearly half of 2018's expenses.

The requested \$100,000 would help fund our 2019 budget and allow for an increase in the number of Bainbridge Islanders assisted with housing instability. Further, with this investment from COBI's Housing Trust Fund, Helpline House could better support households with the full amount of rent and utilities so as to set the household up for sustained stability.

It should be noted that 100% of the allocation from the Housing Trust Fund would go directly to assist Islanders. Helpline House will fundraise for the cost of staff salary and other administrative costs.

Addendum:

I. PROGRAM DESCRIPTION AND DEMOGRAPHICS

Program Description: As part of the Helpline House Social Work program, Bainbridge Island residents have access to limited financial support when facing eviction or loss of housing.

Program Parameters: Individuals must provide a current rental agreement or mortgage document. Individuals must live on Bainbridge Island. Payments are made to a rental property owner or manager or to an entity holding a mortgage to prevent eviction of a qualified household that has fallen not more than two months behind in rent due to unforeseen economic or health related circumstances.

Process:

1. Households call or walk in to Helpline House to make an appointment with a social worker.
2. In the meeting, the social worker will assess the full financial situation of the household, so as to make further recommendations for resources, financial or otherwise and to understand if the current living situation is sustainable for the foreseeable future.
3. Household will provide housing documentation, either valid lease or mortgage agreement.
4. Social worker will provide financial assistance to the landlord or mortgage lender in the form of a check.
5. Social worker will help household with a further plan for stability, including making needed referrals for other resources.

II. Demographics of Social Work clients:

- 91% Caucasian
- 4% African American
- 1% Asian
- 3% American Indian/Alaskan Native
- 1% Other multi-Racial

Of the 91% Caucasian, 9% also identified as Hispanic

<b>Social Work Income Level Data 2018</b>	
Extremely Low Income:	
Incomes 30% and below Median Family Income (MFI)	11%
Very Low Income:	
Incomes between 31% and 50% of MFI	48%
Low Income:	
Incomes between 51% and 80% of MFI	25%
Moderate Income:	
Incomes above 80% of MFI	16%
<b>HUD FY 2018 Income Limits Documentation System</b>	
Extremely Low Income Limits:	Family of 1: \$1,450 per month
	Family of 2: \$1,654 per month
	Family of 3: \$1,863 per month
Very Low Income Limits:	Family of 1: \$2,413 per month
	Family of 2: \$2,754 per month
	Family of 3: \$3,100 per month
Low Income Limits:	Family of 1: \$3,858 per month
	Family of 2: \$4,408 per month
	Family of 3: \$4,958 per month



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 30 Minutes

**AGENDA ITEM:** (6:40 PM) Traffic Calming Program - Public Works,

**STRATEGIC PRIORITY:** Reliable Infrastructure and Connected Mobility

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Public Works

**RECOMMENDED MOTION:**

For discussion only.

**SUMMARY:**

Presentation and City Council discussion on potential next steps for development of a Traffic Calming Program.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

### BACKGROUND:

According to the Institute of Transportation Engineers (ITE), the definition of traffic calming is “the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior, and improve conditions for non-motorized street users.”

By design, traffic calming is a self-enforcing traffic management approach that forces motorists to alter their speed or direction of travel. The purpose of traffic calming is to improve safety, especially for pedestrians and bicyclists, and to improve the environment or “livability” of streets for residents and visitors. By decreasing volume and/or reducing speed, the number and severity of accidents can be greatly diminished.

The City has consistently received requests from citizens to address traffic calming issues around the island but has not had a formal process for assessing and prioritizing the requests. Attached is a list of active citizen requests. This discussion will examine some of the factors and steps that could be considered when deciding whether or not to adopt a more formal approach to these requests.

The attachments include: a discussion paper on potential program development, some example processes from other jurisdictions, and a presentation to help guide the discussion. In 2019 City Council authorized additional car tab fees to fund traffic calming and marketing the BI Ride service. No more than \$100,000 of the collected fees will go toward working with Kitsap Transit to engage the community and communicate the benefits of the current BI Ride service. The remainder of the projected \$200,000 in annual fees will be available to fund traffic calming projects up to \$50,000 maximum per project.

**ATTACHMENTS:**

[Traffic Calming Program1.docx](#)

[Various Traffic Calming Programs.pdf](#)

[Traffic Calming CC June 4 2019.pptx](#)

[Potential Traffic Calming Locations Identified By Citizens.docx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**

## *Proposed Traffic Calming Program and Planning Process*

### What is Traffic Calming?

According to the Institute of Transportation Engineers (ITE) the definition of traffic calming is “the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior, and improve conditions for non-motorized street users.”

By design, traffic calming is a self-enforcing traffic management approach that forces motorists to alter their speed or direction of travel. The purpose of traffic calming is to improve safety, especially for pedestrians and bicyclists, and to improve the environment or “livability” of streets for residents and visitors. By decreasing volume and/or reducing speed, the number and severity of accidents can be greatly diminished.

### Objectives of Traffic Calming

- Slow vehicular travel speeds
- Increase safety for non-motorized street users
- Increase access for all modes
- Enhance the street environment
- Reduce frequency and severity of collisions
- Reduce cut-through motor vehicle travel patterns
- Reduce the need for police enforcement

### Traffic Calming Techniques

Traffic Calming techniques may include education, enforcement, or engineering to shift traffic patterns and/or reduce speeds. Most traffic calming measures focus on engineering changes to alter driver behavior. Traffic Calming techniques may include physical changes such as speed humps, roadway narrowing, traffic circles, pavement markings, signage and others. Education and enforcement efforts should be considered prior to engineering alternatives and as a complement to engineering efforts.

A formal traffic calming program or process is a common component of the transportation services in many jurisdictions.

### Traffic Calming Program Steps

This following presents a sample approach that follows the principles behind common, successful traffic calming programs. A traffic calming program is usually based on a structured process, from initial determination of a problem or issue through implementation of an individual measure or series of measures. A formal policy or

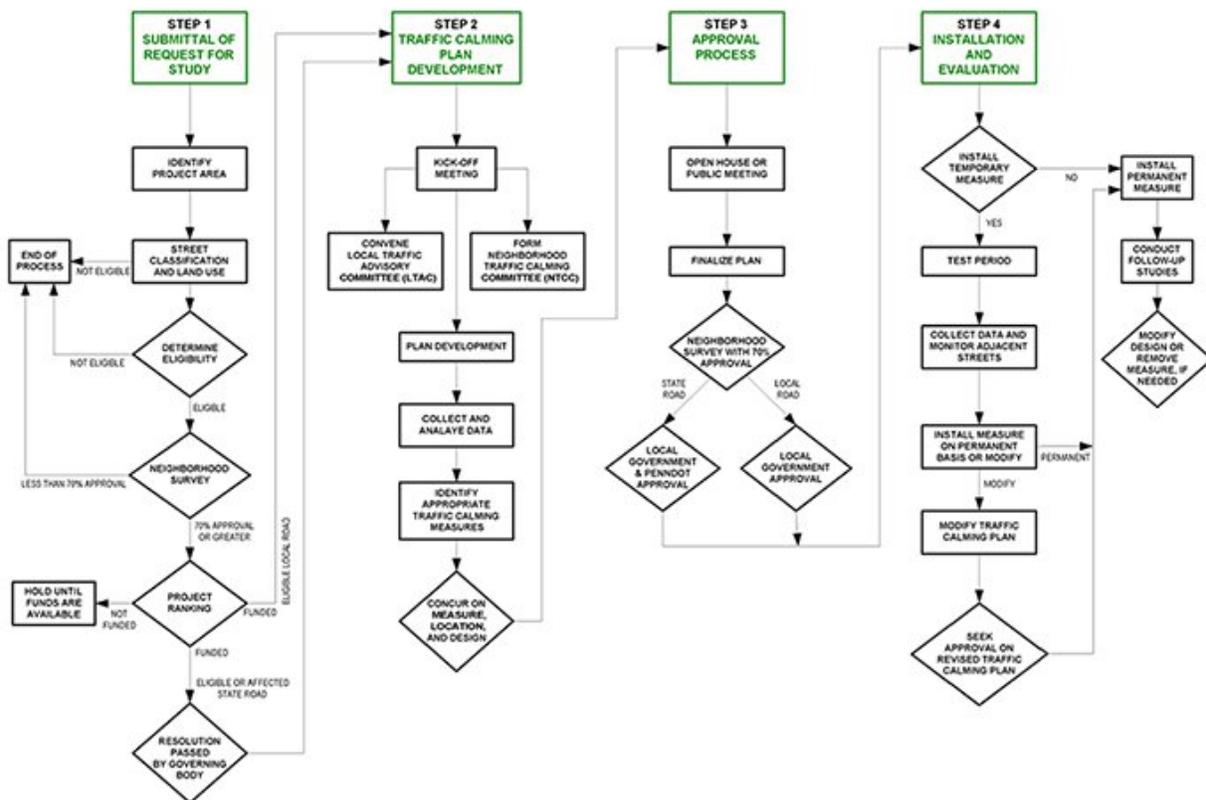
process for the initiation of a traffic calming study may be desirable so that requests are addressed consistently.

Figure 1 presents a comprehensive process using common steps used by other jurisdictions. The process the City of Bainbridge Island chooses does not necessarily require an exhaustive series of steps or traffic studies. The process should seek to strike a balance between strict adherence to the wishes of a single group of residents and strict reliance on textbooks and technical literature.

Processes in other jurisdictions vary in their formal structure, but all effective traffic calming programs incorporate the following seven components which will be discussed in more detail below:

- Public participation
- Identification of problem or issue that is proposed for traffic calming
- Quantification of problem or issue to be resolved
- Development of traffic calming plan
- Approval of plan
- Implementation of plan
- Evaluation (and refinement) of traffic calming plan

### TRAFFIC CALMING STUDY AND APPROVAL PROCESS



## Figure 1 – Common Steps in a Comprehensive Traffic Calming Program

### **1 Public Participation**

There is some level of public or citizen involvement at each step of the process. Near the outset of the problem identification step, the public involvement process needs to be defined and formalized.

The information garnered in a public participation process will include how the community perceives the problems or issues, how the community perceives the effects of potential solutions, and ultimately how the community perceives a recommended program of actions.

The public participation process provides an opportunity for staff to explain and demonstrate the traffic calming process, an evaluation of a problem or issue in measurable terms, the potential effects of traffic calming measures, and the likelihood of success for a program of actions.

### **2 Identification of Problem**

A successful program or process should include a mechanism by which both residents and staff can identify a problem or issue for which traffic calming may provide a solution. It should have the flexibility to be both reactive (i.e., able to respond to citizens requests to address a problem) and proactive, perhaps as a result of an ongoing monitoring effort by staff.

A project request should be able to be initiated by staff, an elected official, or a community group. For a request from an individual, some level of support should be demonstrated by a formal mechanism (such as a petition) that reflects a specified number of residents, property owners, or businesses within the proposed affected area.

### **3 Quantification of Problem**

An initial determination should be made of the area that could be potentially affected by implementation of a traffic calming measure. This becomes the overall study area or initial affected area. It is preferable for the affected area to not be too large because additional problems (especially non-traffic calming problems) may be brought into the discussion.

At the minimum, the affected area includes all streets for which traffic calming is proposed, all streets that are only accessible via these streets, and all streets that are likely to absorb significant levels of traffic diverted as part of traffic calming measures.

The affected area is typically larger for a volume control measure than for a speed control measure. The affected area can also be large for a speed control measure that is aggressive at reducing motorist speed.

The data to be compiled throughout the affected area may include some or all of the following:

- Roadway functional classification – such as local residential street, collector street with predominantly residential uses, and arterial road with commercial and other uses
- Speed – posted speed, average speed and 85<sup>th</sup> percentile speed in each direction
- Vehicle volume – daily and with directional splits for peak hours
- Graphical representation of all traffic control devices in affected area, including signs, markings, and signals
- Description of physical characteristics of roadways in affected area, including width, pavement condition, sidewalks, crosswalks, bicycle facilities, curb and gutter versus shoulder, vegetation
- Adjacent arterial streets – are mobility or safety problems on an arterial street contributing to the perceived local street problem or issue?
- Accident data – recent by type
- Parking – location and use
- Pedestrian activity – volume and origin-destination patterns
- Bicyclist activity – volume and origin-destination patterns
- Designated emergency response routes
- Transit routes and bus stops
- Locations of schools, parks, senior housing, medical services, and other unique trip generators

These data are used as "before" data to quantify the problem and to compare to "after" data to determine the effectiveness of the final traffic calming plan. The data can also be used as screening criteria. Many jurisdictions for example, set minimum thresholds to initiate traffic calming program steps such as 15% of existing traffic traveling 5 mph or more over the posted limits or have a minimum daily traffic volume (e.g., 1,000 vehicles per day; 100 vehicles during peak hour in one direction) before consideration is given to implementing traffic calming. As another example, some use a minimum of 40 percent for cut-through traffic in a single direction during one hour and a minimum cut-through volume of 100 vehicles in one hour.

## **4 Plan Development**

The first step in the development of an overall traffic calming plan usually is to identify all measures that are appropriate for the setting and the problem to be addressed. They should be evaluated individually and as part of complimentary sets of measures.

Traffic operations on the nearby arterial street network should be investigated to determine whether the problem or issue could be addressed with changes to arterial street operations. For example, an arterial street motorist may choose to cut through a neighborhood because of a restricted movement at an arterial intersection. By accommodating that travel desire on the arterial network, the need for neighborhood traffic calming is reduced, if not eliminated.

The development of a traffic calming plan to effectively address an identified problem or issue can be conducted with a varying amount of public involvement. Regardless of the level of public involvement, it is critical to the success of a plan that (1) it reflects the needs and nuances of street users from the perspective of residents and (2) area residents feel ownership in the plan.

## 5 Approval

The plan approval process provides the affected neighborhood residents the opportunity to approve the details of the recommended traffic calming measures through neighborhood surveys or petitions.

Formal support and approval by residents (or businesses for a commercial area traffic calming plan) should be required – and is certainly desirable in order for the program of actions to be successful.

Many examples exist in other jurisdictions where, before any calming measures are installed, as many as 70 percent of affected property owners, tenant businesses, or residents must concur with the plan. Based on a review of common approval thresholds in the U.S., the ITE *Traffic Engineering Handbook* recommends that approval require a minimum of 50 percent of all surveys be returned with at least two-thirds of residents in favor.

The concerns and viewpoints of providers of several municipal services should be considered through either the formal public involvement process or by in-person meetings. These services should include the following:

- Fire District
- Police Department
- Public Works Department
- Kitsap Transit
- School District
- Bainbridge Disposal
- Post Office

## 6 Implementation

Implementation actions can include securing funding, preparing the engineering design, completing environmental reviews, and constructing or installing the traffic calming measures.

The final engineering design should cover the following:

- traffic calming measure features
- sidewalks – new or reconstructed
- crosswalks – new or remarked
- pavement markings – new or revised
- signage – new or repositioned
- lighting – new or repositioned
- storm drainage – new or reconstructed
- landscaping – new, enhanced, or reduced

Instead of a permanent installation, a trial installation could provide an opportunity to modify the configuration or location without incurring significant cost. A trial installation may also be warranted under certain circumstances:

- if traffic diversion is difficult to predict as part of a complex area-wide plan, or
- if the traffic calming measure is novel or new and unfamiliar to the area (note: national experience suggests that aesthetics is important to the acceptance and success of a traffic calming measure whether the installation is temporary or permanent)

The trial period should last at least three to six months. For a measure that has the potential to significantly alter traffic patterns, a longer time period could be appropriate – perhaps a six-to-twelve-month period.

A temporary measure should resemble a permanent measure as much as possible. The temporary measure should be complemented with the appropriate pavement markings, signs, and lighting that would accompany a permanent installation.

## 7 Evaluation

An evaluation should be conducted to determine whether the traffic calming implementation was a success in addressing the problem or issue that prompted the development and implementation of a traffic calming plan.

Speed and volume are likely to be the primary metrics used to assess the effects of the measure. But, other appropriate measures, in particular any collected as part of the "before" documentation, could be worthwhile.

The data will help the community learn from the project and acquire local data on the effects of the measure.

The evaluation could also lead to refinement of the plan – including the removal, relocation, or redesign of a measure.

## WHAT DO TRAFFIC CALMING MEASURES LOOK LIKE?

Some speed management countermeasures are familiar to drivers and have been used for many years. Others are relatively new. All provide great safety and speed management benefits and may offer operations and cost-savings benefits as well.

Some examples include:

- **Speed Feedback Signs.** These portable, interactive signs display a vehicle's current speed to remind the driver to slow down and obey the posted speed limit. Research shows these types of signs have been effective at reducing speeds by 5 mph.
- **Enhanced Striping.** By improving striping or signing along horizontal curves, or narrowing lanes by edge striping, motorists are more aware of the road's width and are more likely to slow down to a speed. Depending on the type and combination of delineation countermeasures chosen, studies show speeds can be reduced by nearly 10 mph.
- **Speed Humps.** Generally located on residential streets or other low-speed roads, these raised pavement structures force motorists to slow down to a safe speed. Studies show speed humps can be effective at reducing speeds by nearly 10 mph.
- **Roundabouts.** This type of circular intersection is very effective at safely moving traffic through an intersection and can have significant traffic calming effects. Features such as channelized approaches, a center island, and circular design encourage lower speeds. Studies have shown roundabouts can lower speeds by as much as 15 to 20 mph and reduce severe crashes by nearly 80 percent.
- **Road Diets.** Narrowing lanes or reducing the number of lanes or Road Diets, when implemented in appropriate contexts, can lower the 85th percentile speeds and greatly reduce the number of motorists speeding excessively. Road Diets can include reducing vehicle lane width in order to install bike lanes or shoulders.

## CHOOSING A TRAFFIC CALMING MEASURE

- **Roadway Setting (i.e., Urban vs. Rural)** Most countermeasures are versatile and can be applied in a variety of locations, but some countermeasures may be more appropriate in either a rural or urban setting. For example, an urban neighborhood may not welcome the idea of speed humps due to the additional noise, but they may be appropriate and effective on more rural roads.
- **Roadway Type.** Whether a roadway is an arterial, collector, or residential street influences the type of countermeasures to select. For instance, speed humps are

not appropriate for a higher speed roadway, but could be suited for streets with speed limits below 35 mph.

- **Speeding-related Accident History.** Transportation agencies often choose speed management countermeasures based on where, when, and what type of accidents are occurring. For example, curve delineation and rumble strips are effective countermeasures when a roadway is experiencing many speeding-related run-off-the-road crashes and improving the visibility of intersections or installing roundabouts may reduce speeding-related intersection crashes.
- **Road Users.** Practitioners also consider the users of the roadway and its surrounding area. For example, Road Diets are very effective at reducing speeds and allow designers to incorporate features such as bicycle lanes, pedestrian refuge islands, parking spaces, and wider sidewalks to accommodate the needs of all road users.
- **Cost.** Budget limitations can affect countermeasure selection. The City should allocate their resources to achieve the best safety benefits within available funding. A method should be developed to evaluate multiple alternatives to determine the solution that provides the best result for a specific location or for the system as a whole.
- **Effectiveness.** Some effort should be put into monitoring studies that examine the effectiveness of speed management countermeasures in order to select the best solutions.

## Recommended Implementation Method

There are two methods recommended for implementing traffic calming projects:

- 1) City led implementation
- 2) Resident petition-led implementation.

### 1 City-Initiated Projects

The City will initiate and fund projects where conditions warrant an active intervention. The City's policy will implement traffic calming measures on streets if there are specific areas that present a significant safety hazard for bicyclists or pedestrians, or when traffic calming improvements can be implemented as part of a larger project.

As an example, the City has initiated a new project for pedestrian crossing improvements on High School Road and has received a grant to accomplish the project. Over the years the City has obtained grant funding from programs such as the Safe Routes to Schools program to install improvements such as speed reader signs.

### 2 Resident Petition Process

The City has supported a neighborhood-driven approach to residential speed control on streets. To be effective, speed control measures need to be supported by the residents

along a street. Recent examples of this past support are the speed humps installed as part of the Wardwell Road improvements.

### Phased Approach

A common process that the City could consider using when petitioned by the residents of a street would be to use a phased process that also incorporates some threshold criteria to evaluate the requests received.

A phased approach would involve some data-gathering to determine whether the current situation exceeds the threshold for moving forward with traffic calming actions. If the threshold is met, then options can be considered to try and address the situation without immediately proceeding to more permanent construction-related solutions. Figure 2 shows the phasing options and applicable threshold criteria. There would need to be a period of reevaluation after Phase 1 solutions are implemented to determine effectiveness prior to consideration of moving to Phase 2.

	<b>PHASE 1</b>	<b>PHASE 2</b>
<b>Threshold Requirement</b>	15% of traffic traveling at or above 5 MPH over the posted limit  OR  25% of peak hour traffic is non-local  OR  2 or more speed-related accidents in the past year	15% of traffic traveling at or above 10 MPH over the posted limit  OR  25% of peak hour traffic is non-local  OR  3 or more speed-related accidents in past year  AND  At least 60% of affected properties are supportive of moving into Phase 2
<b>Treatment Options</b>	<ul style="list-style-type: none"> <li>• Traffic Safety Campaign</li> <li>• Temporary speed reader sign</li> <li>• Targeted Police enforcement</li> <li>• Signage enhancements</li> <li>• Trimming vegetation</li> <li>• Enhanced Pavement Markings</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent speed reader signs</li> <li>• Road diet</li> <li>• Speed Humps</li> <li>• Raised or enhanced crosswalks</li> <li>• Sidewalk or shoulder construction</li> <li>• Medians/chicanes/traffic circles</li> <li>• Local traffic only restrictions</li> </ul>

Figure 2 - Traffic Calming Program Phasing Options

## **Prioritization of Requests**

In anticipation of the implementation of a Traffic Calming program, the City has collected a number of active requests from citizens. Recognizing the limitations on City resources, a process for collecting, evaluating, and prioritizing the requests will be needed to efficiently manage the program.

It is proposed that an annual program approach be implemented, which would include:

- Receiving the requests and recording for annual program consideration
- Collecting data for threshold determinations of Phase 1 versus 2
- Prioritizing the requests in accordance with proposed scoring criteria in Figure 3
- Presenting a proposed annual project list for City Council approval
- Implementing the approved projects as a group, once per year

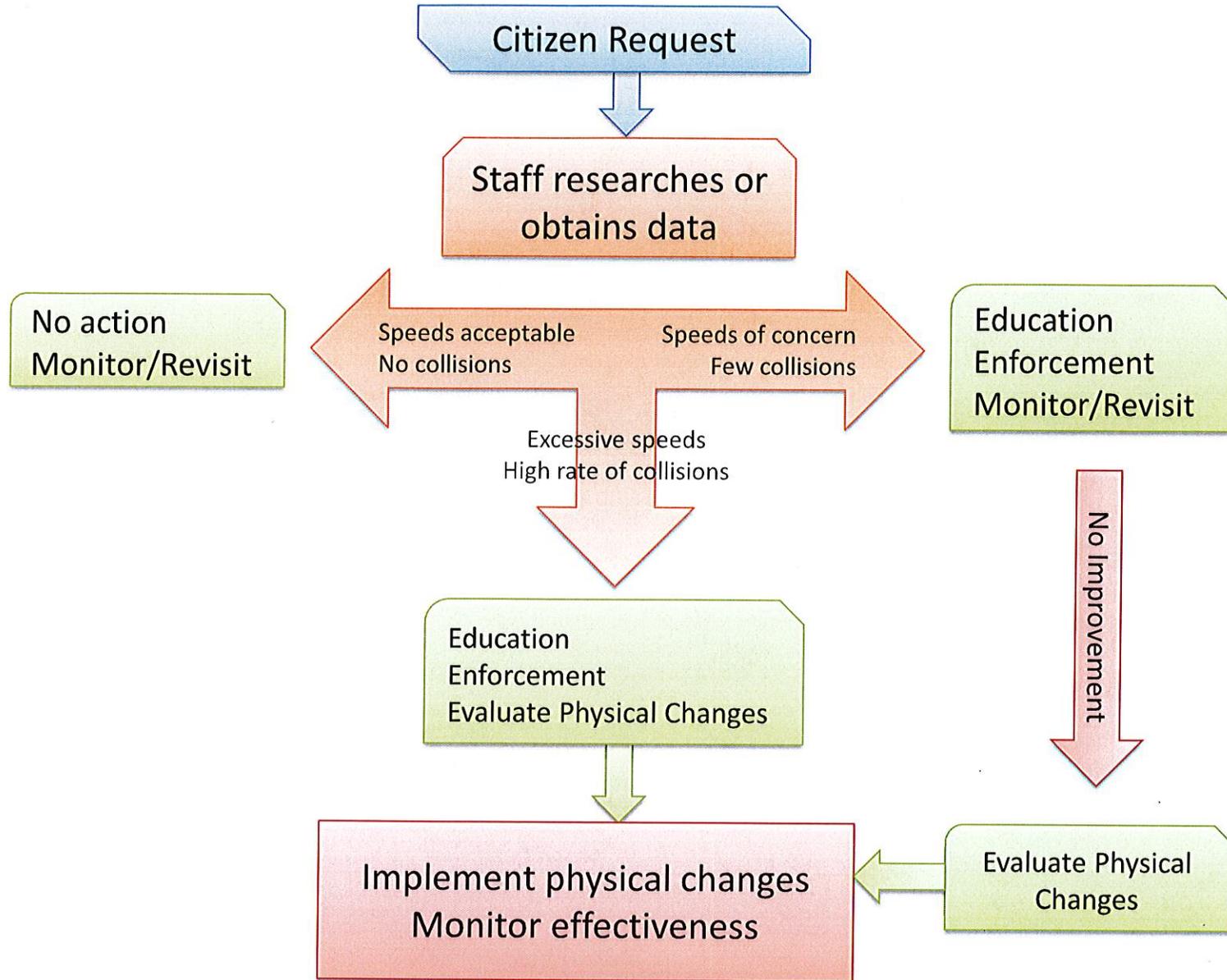
Based on the prioritized list of requests and resources available to implement them, the City would determine which projects would move forward for Phase 1 or 2 treatment options in the next yearly cycle.

<b>CRITERIA</b>	<b>POINTS</b>
<u>Average Daily Traffic (ADT)</u>  500-100 1001-2000 2001- more	1 2 3
<u>Traffic Speed (85<sup>th</sup> Percentile)</u>  5-7 mph above posted 8-10 mph above posted More than 10 mph above posted	2 4 6
<u>Parks/Schools</u>  Over ½ mile Between ¼ and ½ mile Within ¼ mile	1 2 3
<u>Accident History (Accidents/Year)</u>  1 2 3 More than 3	3 4 5 7
<u>Street Conditions</u>  Sidewalks or shoulders both sides Sidewalks or shoulders one side No sidewalks or shoulders	1 2 3
<u>Non-Local Traffic</u>  25%-49% 50%-74% More than 74%	1 2 3

Figure 3 - Traffic Calming Program Prioritization Scoring

# City of Lake Forest Park

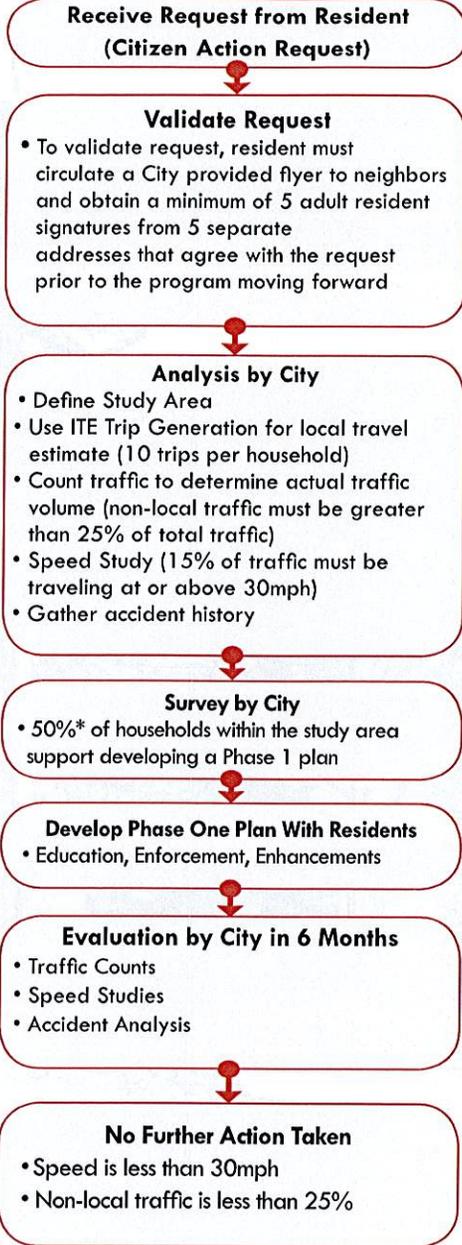
## Traffic Calming Policy Flowchart



Updated 1/16/18

# Traffic Calming Program

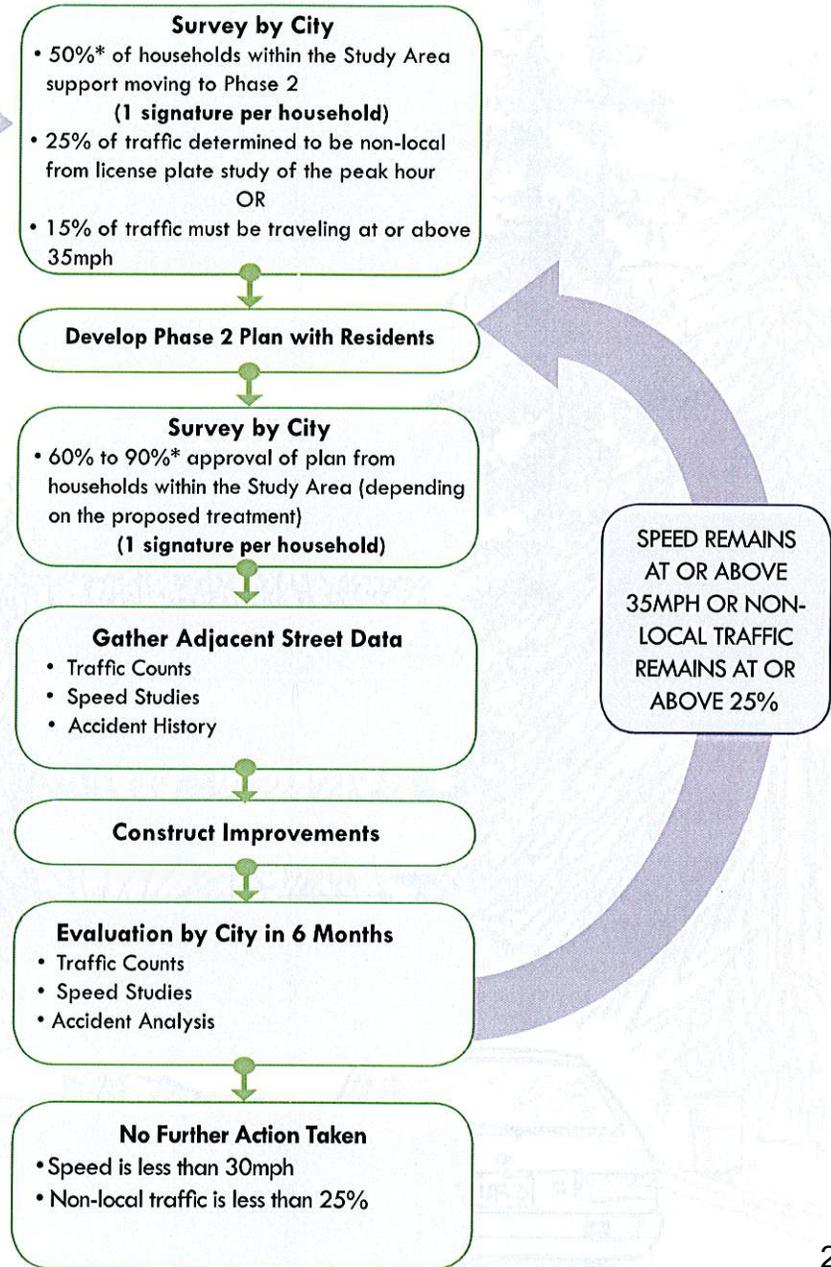
## Phase 1



SPEED IS LESS THAN 35MPH BUT REMAINS ABOVE 30MPH

SPEED IS AT OR ABOVE 35MPH OR NON-LOCAL TRAFFIC IS AT OR ABOVE 25%

## Phase 2



SPEED REMAINS AT OR ABOVE 35MPH OR NON-LOCAL TRAFFIC REMAINS AT OR ABOVE 25%

\* Approval percentages are based on returned ballots only

*Program applies to neighborhood residential through streets.*

**Phase 1**  
Petition and Review for Qualification  
(2-3 months)

**Residents petition for local street traffic concerns**  
(minimum of 8 signatures)

**Staff reviews and collects data**  
Qualification for traffic calming program

- average daily traffic between 500 and 3,000 vehicles
- and
- 25% and 15 cut-through per hour, or
- 85th percentile speed > 8 mph over speed limit

*Does not qualify*

End with notice letter

*Qualifies*

**Phase 2**  
Education and Enforcement  
(8-14 months)

**Staff and residents develop education and enforcement solutions**

**Implement education and enforcement solutions**

*3-6 months later*

**Staff evaluates effectiveness of solutions**

*Review other solutions*

8 mph < 85th percentile ≤ 10 mph

85th percentile speed ≤ 8 mph over speed limit

End with notice letter stating program objectives have been met

85th percentile speed > 10 mph over speed limit  
or  
Cut-through traffic per hour < 25% and 15 vehicles

*Qualifies*

**Phase 3**  
Installation of Traffic Calming Device  
(14-24 months)

**Staff reviews traffic calming devices** for funding, priority, technical feasibility

**Staff develops traffic calming solutions** with police and fire departments' approval

**Residents vote on approval of traffic calming device**

*< 60% of residents approve*

End with notice letter.

*≥ 60% of residents who return ballots approve*

**Design and install traffic calming device**

*6-12 months later*

**Staff evaluates effectiveness of device**



# Criteria and Policies for Speed Humps

Adopted by Mercer Island City Council on 4/25/88, Agenda Bill No. 2163

The following procedures are intended to serve as a guide for consideration of possible new installation of speed humps on Mercer Island streets:

## A. Criteria for Installation of Speed Humps

Request for speed humps will only be considered on residential streets that meet all the following criteria:

1. Arterial streets will not be considered for speed hump installation
2. Speed humps shall not be considered for implementation until appropriate steps such as the following have been taken, sufficiently tested and found to be insufficient
  - a. Public Education – Through schools and the media, to remind drivers that residential streets have a speed limit of 25 mph.
  - b. Passive Solutions – Brush trimming to increase sight distances, legal signing where applicable, pavement markings
  - c. Active Solutions – Neighborhood watch programs, neighborhood block parties, target enforcement of speed limits
  - d. Restrictive Legal Signing – One-way signing, no right or left turns during certain hours, stop signs
  - e. Physical Barriers – Traffic islands, traffic diverters, lane restrictors, adjustments to lane width, roadway redesigns
3. The streets geometrics should be as follows: minimum street length of 750 feet, maximum grade of 6%, and an alignment that will allow a minimum sight distance of 200 feet in advance of a speed hump
4. The average weekday traffic should be in excess of 1000 vehicles per day, unless there is no alternative means of controlling speed and volume.
5. A site must have a legitimate speeding problem verified by observation and radar surveys with the 85<sup>th</sup> percentile speed at least 5 mph above the posted speed limit
6. Traffic studies indicate that 20% or greater of the traffic is other than local residents.
7. Traffic diversion by the speed humps to other residential streets is unacceptable. If diversion to other unsuitable residential streets is anticipated, the adverse impacts shall be addressed and mitigated to a reasonable level.
8. Favorable review by School District, Police Department and Fire Department may be necessary to support installation. Major routes for emergency vehicles will likely not qualify. Favorable consideration will be given to installation near park, school and playground areas.
9. Generally, installation on a Metro bus route will not be favorably considered.
  - a. If installation is on a bus route, locations will be coordinated with Metro.
  - b. Speed humps will be located as close to the Metro bus stops as possible.
10. Installation will not start until all necessary funds are collected, guaranteed or budgeted.

## B. Design and Location Criteria

1. Utilize signing and pavement marking, as attached.
2. 50' to 200' minimum from intersection.
3. 350' apart minimum and 500' maximum.
4. 3" height for speed humps.
5. Minimum one each block. Preferably install in groups of at least two.
6. Place near street lights when possible.
7. Do not place over manholes, valves, etc.
8. Do not place near fire hydrants.
9. Place downstream of storm drain catch basins.
10. Place at least 5' and preferably 20' from driveways.
11. Place opposite property lines when possible.
12. Place in two lifts using a template.

## C. Policies and Procedures for Installation

1. A valid petition received from at least 60% of local residents abutting the residential street requesting the installation of speed humps on their street and agreeing to pay for their share based on the percent of through traffic on the street. The abutting property owners on the street requesting speed humps shall pay the balance of the costs.
2. City Staff reviews the petition to determine if it meets the speed hump installation criteria.

## D. Policies and Procedures for Removal

1. No removal of the speed humps within two years of their installation
2. Removal costs to be paid 100% by petitioners
3. At least one of the following criteria shall be met prior to removal
  - a. Petition by at least 60% of the local residents requesting the removal of the speed humps
  - b. Traffic study to indicate that the cause for the initial installation no longer exists and is unlikely to return.



CITY OF  
BAINBRIDGE ISLAND

# Traffic Calming Program Discussion

---

June 4, 2019

# Purpose of Traffic Calming

---

- Slow vehicular travel speeds
- Reduce the frequency and severity of collisions
- Increase safety for non-motorized street users
- Increase access for all modes of transportation
- Enhance the street environment
- Reduce the need for police enforcement
- Reduce residential cut-through motor vehicle travel patterns

# What is Traffic Calming?

---

- Environmental cues influence driver behavior
  - Design speed
  - Posted speed
  - Operating speed
- Design speed traditionally higher than posted speed
  - Provides a “safety cushion”
- Operating speed usually = design speed
- Goal: Operating Speed = Posted Speed
  - Change driver behavior through design

# Traffic Calming Considerations

- No single tool will solve all traffic issues
- One tool may work well in one area for a particular issue and may not be effective in another area.
- Typical Problems Traffic Calming Solves
  - Excessive Speeds
  - Excessive Volume
  - Lack of Safety



# Traffic Calming Elements

---

- Generally two kinds: horizontal and vertical elements
- Horizontal elements
  - Constrict width of street
  - Create deflections
- Vertical elements
  - Bumps, humps, tables require vehicles to slow down at a specific point

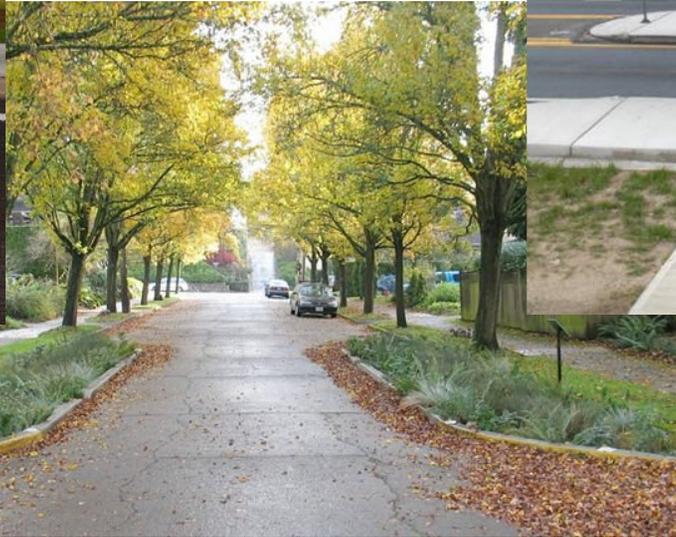
# Common Traffic Calming Design Elements

- Radar Speed Sign
- Speed Humps
- Narrowed Lane
- Enhanced Signage
- Textured or Colored Pavement
- On-street parking
- Reduced Corner Radii
- Bumpout (Neckdown/Bulbout/Curb Extension)
- Enhanced Landscaping

- Enhanced Pavement Markings
- Roundabout
- Traffic Circle



# Other Examples



# Program Considerations

---

- City Initiated Projects
  - Specific areas where a safety hazard exists
  - Known to City staff and evaluated
  - Pursue grant opportunities
- Citizen Requests
  - Some level of objective, data-based evaluation
  - Threshold criteria for moving forward
  - Phased approach
  - Prioritization process

# Process Considerations for Citizen Requests

---

- Batch and evaluate on a yearly basis
- Phased Approach
- Threshold Criteria for Evaluation
  - X% of traffic travelling X mph over posted speed
  - X number of cut-through trips
  - X number of accidents in past year or 5-year average
- Method for prioritization/budgeting those that meet threshold criteria
- Evaluation of Phase 1 affects before proceeding to Phase 2
- Minimum petition requirements before proceeding to Phase 2
  - X% of property owners in defined area need to approve
  - Public Outreach required

# Threshold Criteria & Phasing Process

	PHASE 1	PHASE 2
Threshold Requirement	15% of traffic traveling at or above 5 MPH over the posted limit OR 25% of peak hour traffic is non-local OR 2 or more speed-related accidents in the past year	15% of traffic traveling at or above 10 MPH over the posted limit OR 25% of peak hour traffic is non-local OR 3 or more speed-related accidents in past year AND At least 60% of affected properties are supportive of moving into Phase 2
Treatment Options	<ul style="list-style-type: none"> <li>• Traffic Safety Campaign</li> <li>• Temporary speed reader sign</li> <li>• Targeted Police enforcement</li> <li>• Signage enhancements</li> <li>• Trimming vegetation</li> <li>• Enhanced Pavement Markings</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent speed reader signs</li> <li>• Road diet</li> <li>• Speed Humps</li> <li>• Raised or enhanced crosswalks</li> <li>• Sidewalk or shoulder construction</li> <li>• Medians/chicanes/traffic circles</li> <li>• Local traffic only restrictions</li> </ul>

# Project Prioritization

CRITERIA	POINTS
<u>Average Daily Traffic (ADT)</u> 500-100 1001-2000 2001- more	1 2 3
<u>Traffic Speed (85<sup>th</sup> Percentile)</u> 5-7 mph above posted 8-10 mph above posted More than 10 mph above posted	2 4 6
<u>Parks/Schools</u> Over ½ mile Between ¼ and ½ mile Within ¼ mile	1 2 3
<u>Accident History (Accidents/Year)</u> 1 2 3 More than 3	3 4 5 7
<u>Street Conditions</u> Sidewalks or shoulders both sides Sidewalks or shoulders one side No sidewalks or shoulders	1 2 3
<u>Non-Local Traffic</u> 25%-49% 50%-74% More than 74%	1 2 3

---

# Discussion?

## Potential Traffic Calming Locations Identified By Citizens

- Grow Avenue
- Fletcher Bay Road South of New Brooklyn Road
- Manitou Beach Drive
- Point White Drive
- Lynwood Center Road at Baker Hill Road
- Valley Road entering Rolling Bay
- Winslow Way East near Harbor Square
- Cosgrove Street
- Torvanger Road
- Miller Road near Grand Forest Trail crossing
- Sportsman Club Road from New Brooklyn Road to SR305



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 20 Minutes

**AGENDA ITEM:** (7:10 PM) Informational Briefing on Winslow Hotel Project - Planning,

**STRATEGIC PRIORITY:** Green, Well-Planned Community

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Presentation

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:**

Receive informational briefing from City staff.

**SUMMARY:**

To receive an informational briefing from staff regarding the project proposal, history of the application, and the review process.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:**

On December 27, 2018, the City received a Major Site Plan and Design Review and Conditional Use Permit application for the Winslow Hotel project at 241 & 251 Winslow Way East. The revised (April 26, 2019) project proposal includes an 87 room inn with accessory amenities to include a restaurant, spa, bandshell, and courtyard with associated above and under ground parking. The project site is 1.85 acres and has a Core zoning designation. The applicant is pursuing a LEED certification and may incorporate a "living machine" to handle septic effluent similar to the on-site septic system at IslandWood.

**ATTACHMENTS:**

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 10 Minutes

**AGENDA ITEM:** (7:30 PM) Update on Moratorium - Planning,

**STRATEGIC PRIORITY:** Green, Well-Planned Community

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Report

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:**

Moratorium work program and status update. Respond to City Council questions and discussion.

**SUMMARY:**

City staff have been working to address the issues identified in the development moratorium (Ordinance No. 2018-02, amended by Ordinances Nos. 2018-03, 2018-05, 2018-09, 2018-14, 2018-23, 2018-41, and 2019-10).

On March 26, 2019, after conducting another public hearing regarding the current moratorium on certain development, the City Council adopted Ordinance No. 2019-10 (effective date April 3, 2019) which will extend the moratorium for an additional six months, unless the Council decides to terminate the moratorium earlier based on new information or on completion of remaining tasks on the moratorium work plan. The development moratorium is scheduled to expire on October 3, 2019, unless the Council takes further action before such date.

See attached Work Program Status Report, Ordinance No. 2019-10, and summary.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:**

**ATTACHMENTS:**

[20190528 Moratorium work program status report.docx](#)

[Ordinance No. 2019-10 Extending the Development Moratorium](#)

[Development Moratorium Summary Effective 20190403.docx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
<p>Critical Areas Ordinance (CAO)</p>	<p>The development moratorium was amended by the City Council on April 24, 2018 to continue to apply within the City’s shoreline jurisdiction areas (Ordinance 2018-14). This effectively applied the aquifer recharge protection area (ARPA) requirement in the shoreline, although the change did not apply other provisions of the CAO update within the shoreline. At its October 16, 2018 study session, the Council made the policy decision to not include the ARPA requirement in the shoreline area. This policy decision means that “Part B” of the moratorium could be removed. On November 13, 2018, the Council adopted Ordinance 2018-43 (effective date November 21) removing “Part B” (i.e., the ARPA requirement) from the moratorium.</p> <p>The City has a Shoreline Master Program (SMP) Amendment in process to integrate the updated critical areas regulations into the SMP.</p>	<p>On September 11, 2018, the City Council held a public hearing on the SMP amendment. The Council held study sessions on October 2 and 16, 2018, and is continuing to consider the amendment at subsequent Council meetings (see below). The Public Comment Period expired on November 9, 2018.</p> <p>The joint state/local review process requires that the draft amendment and a summary of response to comments be transmitted to the Department of Ecology within 30 days after the end of the Public Comment Period. City staff has requested an extension for this transmittal until January 31, 2019. In the meantime, comments are still being accepted and considered by staff and the Council as part of the Council’s ongoing consideration of the SMP amendment.</p> <p>On November 27, 2018, the Council discussed the SMP amendment relating to integration of critical area regulations and regarding nonconforming structures, uses, and lots. On December 11, 2018, the Council discussed this matter and instructed staff to prepare a resolution to transmit the SMP amendment to</p>

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
		<p>the Department of Ecology for its SMA consistency review.</p> <p>On January 8, 2019, the Council passed Resolution No. 2019-05 approving the draft amendment and authorizing staff to transmit the proposed SMP amendment to the Department of Ecology for initial review. The draft SMP amendment was transmitted to Ecology in April 2019. Ecology then sends back the draft amendment with recommended changes and the Council locally adopts the amendment. It is then sent back to Ecology for final approval. The amendment process is expected to be completed in summer 2019.</p>
<p>Status on May 28, 2019:</p>	<p>Complete: CAO update effective outside shoreline jurisdiction.                      Incomplete: Applicability of CAO update within shoreline jurisdiction.</p>	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
<p>Subdivisions</p>	<p>The subdivision update includes three components:</p> <ul style="list-style-type: none"> <li>• Revisions to review process, decision criteria, and decision-making authority</li> <li>• Creation of new design guidelines</li> <li>• Revisions to subdivision standards</li> </ul> <p>The Planning Commission completed its review of all three components.</p> <p>The Council accepted the Planning Commission recommendations related to the role of the Planning Commission and Design Review Board in reviewing and making recommendations on preliminary decisions on subdivisions. However, the Council did not agree to the Planning Commission’s recommendation that the Council be the decision-maker for preliminary decisions on subdivisions (i.e., preliminary plat approval).</p> <p>On September 25, 2018, the Council removed two-lot short subdivisions in which there is an existing single-family residence from the moratorium with the adoption of Ordinance 2018-41.</p>	<p>Next City Council discussion <a href="#">May 28</a></p> <p>April 2 and 16: City Council discussion</p> <p>March 26: City Council discussion</p> <p>March 19: City Council first reading (staff transmittal of Planning Commission recommendation)</p> <p>On September 27, October 25, and November 8, 2018, the Planning Commission met to discuss subdivision standards and the review process. The Planning Commission continued its discussion in November and December 2018, and in January 2019.</p> <p>On October 23, 2018, the City Council held a public hearing related to Planning Commission/DRB review and recommended roles. The Council deferred taking action until receiving all of the forthcoming Planning Commission recommendations on subdivision design guidelines, standards, review process, and decision criteria.</p>

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

	<p>The second two components of the subdivision update – new design guidelines and revised standards – are being discussed by the City Council. It is anticipated the City Council will hold a public hearing related to the subdivision update in late May or early June.</p>	<p>On December 4, 2018, the Council discussed Ordinance 2018-20, related to revisions to land use review procedures for major projects, including subdivisions, and on December 11, 2018, held a public hearing and approved the ordinance.</p> <p>On January 8, 2019, the Council adopted Resolution No. 2019-02, updating the administrative manual to address development review process code amendments in Chapter 2.16, BIMC.</p>
<p>Status on May 28, 2019:</p>	<p>Complete: Ordinance 2018-20 approved by the City Council on December 11, 2018, related to revisions to land use review procedures for major projects, including subdivisions. Planning Commission review of revised subdivision standards.</p> <p>Incomplete: City Council review and approval of subdivision update – new design guidelines and revised standards.</p>	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – May 28, 2019

Note: Substantive changes to this document since the last version to the City Council are included in blue text.

Moratorium Topic	Status	Timeline
<p>Design Guidelines Update (related to Site Plan and Design Review and Conditional Use Permits).</p>	<p>A RFQ for professional services was published and closed on August 17, 2018. On October 23, 2018, the City Council authorized a professional services agreement with Framework to produce an updated set of design guidelines (Chapter 18.18 BIMC).</p>	<p>A City Council briefing is scheduled for June 4.</p> <p>Draft design guidelines were presented at the second public meeting on May 22.</p> <p>The DRB will discussed draft design guidelines on May 6.</p> <p>The consultant met with the Design Review Board (DRB) on March 18 to discuss the existing conditions report and draft design guidelines. The existing conditions report should be available to the public by mid-April.</p> <p>On November 13, 2018, a kick-off meeting with the consultant was held with the DRB. On December 19, 2018, focus groups met to discuss design guideline perceptions, issues, problems, and ideas.</p> <p>On January 30, 2019, a Design Guideline Update Open House was held. On February 5, 2019, the Design Guideline Update project consultant briefed the Council.</p>

## Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

		The update to the City's Design Guidelines is expected to be completed before mid-year 2019.
Status on May 28, 2019:	Complete: Consultant professional services agreement approved, kick-off meeting held with the DRB, design guideline open house held, City Council briefed. Incomplete: Updated design guidelines.	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
<p>Review Process for Land Use Permits (related to Subdivisions, Site Plan and Design Review, and Conditional Use Permits).</p>	<p>The Planning Commission and Design Review Board discussed this topic at their meetings beginning in May and continuing through December 2018.</p> <p>The Planning Commission provided recommendations to the City Council related to roles and responsibilities for the Planning Commission, Design Review Board, and the Council and the legislative review process for amending the BIMC.</p> <p>The Planning Commission will continue its review of site plan and design review and conditional use permit decision criteria as part of a larger housekeeping ordinance for all of BIMC 2.16 and hold a public hearing in May.</p>	<p>On October 23, 2018, the City Council held a public hearing related to the Planning Commission and Design Review Board’s land use review roles and responsibilities (Ordinance 2018-20). The Council deferred taking action until receiving all of the forthcoming Planning Commission recommendations on land use review procedures.</p> <p>At its December 4, 2018 meeting, the Council discussed Ordinance No. 2018-20, regarding revisions to BIMC Title 2 related to land use review approval bodies and procedures. On December 11, 2018, the Council held a public hearing and approved the ordinance.</p> <p>On January 8, 2019, the Council adopted Resolution No. 2019-02, updating the administrative manual to address development review process code amendments in Chapter 2.16, BIMC.</p> <p>On March 14, 2019, the Planning Commission reviewed site plan and design review and conditional use permit decision criteria.</p>

# Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

		Proposed revisions to decision criteria have been incorporated into a larger housekeeping ordinance for all of BIMC 2.16, which the Planning Commission will discuss and hold a public hearing on in <a href="#">June</a> .
Status on May 28, 2019:	Complete: Ordinance 2018-20 approved by the City Council on December 11, 2018, related to new roles and responsibilities for the Planning Commission and Design Review Board, review procedures for subdivisions, site plan and design review, and conditional use permits, and revisions to the legislative review process for amending the BIMC. Incomplete: Revisions to Chapter 2.16 BIMC related to decision criteria for site plan and design review and conditional use permits. The Planning Commission is currently reviewing a Land Use Code “Housekeeping” ordinance that includes review of these chapters. Staff estimates that the “Housekeeping” ordinance may come before the City Council in <a href="#">July</a> .	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
Affordable Housing	<p>The Affordable Housing Task Force completed review of its draft final report to the City Council at its meeting on July 11, 2018.</p> <p>On June 12, 2018, the Council approved a contract with ECONorthwest to conduct an economic market analysis and feasibility study regarding a new inclusionary zoning program and updates to the City's Transfer of Development Rights program.</p> <p>On November 13, 2018, the Council dissolved the Affordable Housing Task Force and created a Council Ad Hoc Committee for Affordable Housing.</p> <p>On January 22, 2019, the City Council Affordable Housing Ad Hoc Committee met. On February 5, 2019, the Committee reviewed a draft of the ECONorthwest final report.</p>	<p>The Affordable Housing Task Force Report with recommendations was presented to the City Council on July 24, 2018 and was discussed further at the August 21, 2018 Council Study Session.</p> <p>Council study sessions were held on October 2 and December 4, 2018, to receive an update on the economic market analysis from ECONorthwest. On February 19, 2019, the City Council reviewed and provided staff direction on the ECONorthwest / Forterra final report, the Affordable Housing Task Force report recommendations, and discussed the status of the City Council Affordable Housing Ad Hoc Committee.</p> <p><a href="#">On April 23 and May 14, the City Council discussed the affordable housing work plan, and endorsed the City Manager's ideas for staffing and implementation.</a></p>
Status on May 28, 2019:	<p>Complete: City Council discussion and endorsement of Priority and Quick Wins recommendations from the AHTF Report and City Manager's approach for implementation.                      Incomplete: Implementation/approval of AHTF recommendations, including adoption of inclusionary zoning regulations.</p>	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
Business/Industrial (B/I) zoning district	<p>The Council revisited the inclusion of the B/I zoning district in the moratorium and determined that the results of the moratorium work plan would not have a significant impact on land use applications in that zoning district. On October 23, 2018, the Council made the policy decision to remove from the moratorium certain restrictions related to the B/I zoning district. On November 13, 2018, the Council adopted Ordinance 2018-43 (effective date November 21) exempting from the moratorium B/I zoning district Major Site Plan and Design Review and Major Conditional Use permit proposals.</p>	<p>During their November 13, 2018 discussion of Ordinance 2018-43, and their March 26, 2019 discussion of Ordinance 2019-10, the Council discussed whether commercial subdivisions in the B/I zone should be subject to the moratorium. The Council will discuss at a future meeting whether B/I zoning district commercial subdivisions should also be exempt from the moratorium.*</p> <p>* The City has not held any preapplication conferences for commercial subdivisions in the B/I zone that would indicate a commercial subdivision application is being prepared. Currently, the draft proposed revisions to subdivision standards regarding commercial subdivisions remain the same as the existing municipal code (the noted revisions represent updated code citations).</p>
Status on May 28, 2019:	<p>Complete: Ordinance 2018-43 adopted, thereby exempting B/I zoning district Major Site Plan and Design Review and Major Conditional Use permit proposals from the moratorium.                      Incomplete: Policy decision regarding whether B/I zoning district subdivisions should be exempt from moratorium.</p>	

Moratorium on Accepting Certain Development Applications: Work Program Status Report – [May 28, 2019](#)

Note: Substantive changes to this document since the last version to the City Council are included in [blue text](#).

Moratorium Topic	Status	Timeline
<p>Accessory Dwelling Units</p>	<p>On October 23, 2018, the City Council considered whether the City can prohibit, regulate, or otherwise discourage property owners from making condominiums out of accessory dwelling units (ADUs) located on their property.</p>	<p>On October 23, 2018, the Council directed staff to prepare for the Council's consideration an ordinance to require common ownership of ADUs. This issue has been deferred to a future City Council meeting while waiting for the 2019 WA State Legislature to act on proposed ADU bills.</p>
<p>Status on May 28, 2019:</p>	<p>Complete: Began discussions on ADU condominiums.                      Incomplete: Policy decision planned for June 18 City Council.</p>	

## **ORDINANCE NO. 2019-10**

**AN ORDINANCE** of the City of Bainbridge Island, Washington, adopted pursuant to RCW 35A.63.220 and RCW 36.70A.390; amending Ordinance No. 2018-43; providing for severability; leaving the effective date of the moratorium unchanged; and extending the moratorium for six months until October 3, 2019.

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

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

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

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

**WHEREAS**, on February 15, 2018, the Council enacted Ordinance No. 2018-05, which amended and restated Ordinance No. 2018-02 and Ordinance No. 2018-03; and

**WHEREAS**, based on additional information and consideration related to educational facilities and preschools, as well as related to the applicability of the moratorium in the Mixed Use Town Center/Central Core Overlay District, on March 13, 2018, the Council approved Ordinance No. 2018-09 to further clarify which types of activities are subject to the moratorium, and which activities are excluded from the moratorium; and

**WHEREAS**, this moratorium was imposed, in part, to allow the City Council and City staff adequate time to complete the Critical Areas Ordinance Update process, and to address the Council's concerns about the City's development review process, standards, and guidelines, as well as regarding affordable housing related issues; and

**WHEREAS**, the Council adopted the Critical Areas Ordinance Update (Ordinance No. 2018-01) on February 27, 2018, and the updated Critical Areas Ordinance took effect on April 23, 2018; and

**WHEREAS**, critical areas within the City's shoreline jurisdiction are regulated by the City's shoreline master program (see, e.g., Chapter 16.12 BIMC, RCW 36.70A.480(3)(b)); and

**WHEREAS**, integration of applicable critical areas regulations into the shoreline master program is essential to ensuring adequate protection of critical areas within the shoreline jurisdiction and no net loss of shoreline ecological functions; and

**WHEREAS**, regulations for critical areas within the City's shoreline jurisdiction are in the process of being updated through an amendment of the City's shoreline master program consistent with the Shoreline Management Act and that amendment process was ongoing as of July 9, 2018, which was the original date that the moratorium was set to expire, and that process continues to be ongoing; and

**WHEREAS**, the City Council approved Ordinance 2018-14 on April 24, 2018, amending the development moratorium in order to have the provisions of Section 3.B. only apply within the City's shoreline jurisdiction areas (Chapter 16.12 BIMC); and

**WHEREAS**, a number of moratorium priorities were identified at a joint meeting of the City's Design Review Board and Planning Commission on February 22, 2018, including the following:

- (1) Revise review procedures for preliminary subdivisions to include the Design Review Board and Planning Commission in process; and
- (2) Analyze alternatives to decision-making authority for the Design Review Board, Planning Commission, and Hearing Examiner for subdivisions, conditional use permits, and site plan and design review; and
- (3) Identify specific development standards to review/revise in Chapters 18.12 and 18.15 of the Bainbridge Island Municipal Code; and
- (4) Initiate rewrite of subdivision design standards in Chapter 17.12 of the Bainbridge Island Municipal Code; and

**WHEREAS**, at the April 3, 2018, City Council study session, the City's Department of Planning and Community Development provided a briefing on the Design Review Board and Planning Commission joint meeting wherein the Council authorized staff to proceed with a work plan addressing the priorities identified at the joint meeting; and

**WHEREAS**, on April 2 and 23, May 7 and 21, June 4 and 18, August 6 and 20, September 4 and 17, and October 15, 2018, the City's Design Review Board discussed alternatives for revisions to the City's land use review procedures and/or subdivision design guidelines; and

**WHEREAS**, on March 22, May 10, June 7, 14, and 21, July 12 and 26, August 9, 23, and 30, September 13 and 27, October 25, November 8 and 29, and December 13, 2018, as well as on January 10, and February 13 and 28, 2019, the City's Planning Commission discussed alternatives for revisions to the City's land use review procedures, subdivision design guidelines, and/or subdivision standards; and

**WHEREAS**, the City provided legal background on the roles of land use bodies, presented in a memorandum from attorney James E. Haney (outside legal counsel for the City) entitled, “*Roles of City Council, Planning Commission, Design Review Board, and Hearing Examiner in Land Use Permits*,” dated June 1, 2018, and the City Council had a special workshop related to land use review procedures on August 27, 2018; and

**WHEREAS**, the City’s Planning Commission completed their review of land use review procedures and forwarded their recommendations on those issues to the City Council, and on December 11, 2018, the Council enacted Ordinance No. 2018-20 related to revisions and updates to the City’s land use review procedures; and

**WHEREAS**, as part of the Planning Commission’s review and consideration of the City’s subdivision review procedures, design guidelines, and standards, the Commission has been considering a proposed ordinance, Ordinance No. 2019-03; and

**WHEREAS**, on February 13, 2019, and continuing to February 28, 2019, the Planning Commission conducted a public hearing on Ordinance No. 2019-03, and subsequently forwarded the proposed ordinance and their recommendations to the City Council; and

**WHEREAS**, each of the multiple Design Review Board and Planning Commission meetings as described above included an opportunity for public comment on the alternatives for revisions to the City’s subdivision guidelines, standards, dimensional standards, and/or land use review procedures; and

**WHEREAS**, the City Council reviewed and considered proposed updates to the City’s subdivision regulations at regularly scheduled meetings on September 4 and 11, October 9, and December 4, 2018, and January 22, 2019; and

**WHEREAS**, the City Council is in the process of considering the Planning Commission’s recommendations related to proposed updates to the City’s subdivision regulations as included in Ordinance No. 2019-03, including at the Council’s meeting on March 19, 2019, and the Council will consider those subdivision regulations further at subsequent meetings; and

**WHEREAS**, City staff is working with the Design Review Board and a consultant team related to updating the City’s Design Guidelines (BIMC 18.18.030) more generally (i.e., the design guidelines that aren’t included in the separate effort described above related to design guidelines for subdivisions), and that work is not expected to be completed until the end of July 2019; and

**WHEREAS**, on June 12, 2018, the City Council authorized the execution of a professional services agreement to conduct an economic market analysis and feasibility study regarding a new inclusionary zoning program and updates to the City’s Transfer of Development Rights program, both of which address affordable housing related issues; and

**WHEREAS**, on July 24, 2018, the Affordable Housing Task Force (“AHTF”) presented its final report to the City Council and the Council discussed the recommendations more thoroughly on August 21, 2018; and

**WHEREAS**, on October 2 and December 4, 2018, the City Council received a project update on the economic market analysis from the consultant (ECONorthwest/Forterra) related to inclusionary zoning and possible updates to the City’s Transfer of Development program; and

**WHEREAS**, on February 19, 2019, the City Council reviewed and provided direction to staff related to the ECONorthwest/Forterra final report and the AHTF report recommendations, and the Council discussed the status of the Council’s Affordable Housing Ad Hoc Committee; and

**WHEREAS**, City staff members are currently working on prioritizing and organizing work on the inclusionary zoning and other AHTF report recommendations which were endorsed by the Council at its February 19, 2019, meeting and work is ongoing in this effort; and

**WHEREAS**, on February 27, 2018, the City Council was provided with a moratorium work program; and

**WHEREAS**, on April 10, May 22, June 5, June 19, July 17, August 21, September 4 and 18, October 2 and 16, November 6 and 20, and December 4, 2018, as well as on January 15, February 5 and 19, and March 5 and 19, 2019, the City Council was provided further moratorium work program status report updates; and

**WHEREAS**, on June 26, 2018, the City Council held a public hearing and approved Ordinance 2018-23, extending the development moratorium for another 90 days until October 9, 2018; and

**WHEREAS**, on September 25, 2018, the City Council held a public hearing and approved Ordinance 2018-41, and thereby extended the development moratorium for another six (6) months, and in so doing narrowed the moratorium to remove two-lot short subdivisions in which there is an existing single-family residence from the moratorium; and

**WHEREAS**, on October 16, 2018, the City Council discussed integrating critical area regulations into the Shoreline Master Program (Chapter 16.12 BIMC) and made the policy decision to not apply new Aquifer Recharge Protection Area regulations (BIMC 16.20.100) within the City’s shoreline jurisdiction areas; and

**WHEREAS**, as a result of that policy decision, and the City Council’s affirmation on October 23, 2018, that the moratorium should be narrowed in that manner, the Council directed staff to prepare an ordinance to entirely remove Section 3.B. (which, in effect, applied the Aquifer Recharge Protection Area regulations in the City’s shoreline jurisdiction areas) from the moratorium; and

**WHEREAS**, on October 23, 2018, the City Council discussed additional revisions to the development moratorium, including related to excluding from the moratorium certain permit applications for development in the Business/Industrial zoning district, and the Council directed staff to prepare an ordinance to narrow the moratorium accordingly; and

**WHEREAS**, on October 23, 2018, the City Council also discussed potentially further narrowing provisions of the moratorium related to applications for new short subdivisions that the Council had previously narrowed, and the Council decided to not take such action at that time pending the Planning Commission's ongoing but not yet completed work related to subdivisions, including new subdivision design guidelines and revised subdivision standards and review procedures; and

**WHEREAS**, on October 23, 2018, the City Council also discussed issues related to making condominiums out of accessory dwelling units ("ADUs") and common ownership of ADUs, and the Council directed staff to work on possible revisions to the BIMC to allow the Council to further consider the common ownership issue related to ADUs; and

**WHEREAS**, given that the Washington State Legislature is considering in the current legislative session bills that would impact the regulation of ADUs, the City is awaiting possible action by the Legislature because such action could impact the City's efforts on this issue; and

**WHEREAS**, on November 13, 2018, the City Council approved Ordinance 2018-43, and thereby narrowed the moratorium as requested by the Council and described above related to entirely removing Section 3.B. (which, in effect, applied the Aquifer Recharge Protection Area regulations in the City's shoreline jurisdiction areas) from the moratorium, and broadening an exclusion related to certain Major Site Plan and Design Review and Major Conditional Use Permit proposals to include in that exclusion such proposals for properties located in the Business/Industrial District; and

**WHEREAS**, although the City has been working to address the land use issues identified in the development moratorium, as described above, the work is ongoing and not yet completed; and

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

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

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

**Section 1. Findings of Fact.** The recitals set forth above are hereby adopted as additional and supplemental findings of fact to the City Council’s initial findings of fact in support of the moratorium, as established by Ordinance Nos. 2018-02, 2018-03, 2018-05, 2018-09, 2018-14, 2018-23, 2018-41, and 2018-43.

**Section 2. Public Hearing.** Pursuant to RCW 35A.63.220 and RCW 36.70A.390, the City Council conducted a public hearing on this extension of the moratorium at its meeting on March 26, 2019, and took public testimony and considered further findings of fact.

**Section 3. Moratorium Amended.** The moratorium is hereby amended, as also stated in Section 6 below, to extend the moratorium until October 3, 2019, which is six (6) months beyond the current duration of the moratorium, based on an effective date of this ordinance of April 3, 2019.

**Section 4. Moratorium Work Plan.** As provided for under RCW 35A.63.220 and RCW 36.70A.390, the City may renew a moratorium for one or more six-month periods if a work plan has been developed, a public hearing has been held, and findings of fact have been made, and the City has thereby previously extended the moratorium as described herein based on the work plan that has been developed and the findings of fact that have been made in this ordinance and the previous ordinances related to this moratorium, and the City is hereby renewing and extending the moratorium for an additional six months based on an updated work plan (see attached Exhibit A), conducting another public hearing, and adopting additional findings of fact as stated in this ordinance.

**Section 5. Severability.** Should any section, paragraph, sentence, clause, or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

**Section 6. No Change to Basis for Declaration of Emergency; Effective Date; Duration.** This ordinance shall take effect and be in force five (5) days from and after its passage and publication as required by law. Provided, that this ordinance is not intended to change the basis of the emergency declarations stated in the moratorium ordinances which preceded this ordinance, Ordinance Nos. 2018-02, 2018-03, 2018-05, 2018-09, 2018-14, 2018-23, 2018-41, and 2018-43, except as described in the “Whereas” clauses of this ordinance. Pursuant to *Matson v. Clark County Board of Commissioners*, 79 Wn. App. 641 (1995), non-exhaustive underlying facts necessary to support the emergency declarations adopted as part of the enactment of this moratorium were included in the “Whereas” clauses of Ordinance No. 2018-02 and Ordinance No. 2018-03, and were restated and supplemented in Ordinance No. 2018-05 and Ordinance No. 2018-09, and Ordinance Nos. 2018-14, 2018-23, 2018-41, and 2019-43, as well as in this ordinance, and those “Whereas” clauses are adopted as findings of fact. This ordinance amending the moratorium shall remain effective for the updated period as established for the moratorium, which is currently scheduled to expire based on this ordinance on October 3, 2019, unless terminated earlier by the City Council. This ordinance does not change the effective date of the moratorium, which is January 9, 2018. The Council may, at its sole discretion, renew the

moratorium for one or more six (6) month periods in accordance with state law. This ordinance or a summary thereof consisting of the title shall be published in the official newspaper of the City.

PASSED by the City Council this 26th day of March, 2019.

APPROVED by the Mayor this 26th day of March, 2019.



\_\_\_\_\_  
Kol Medina, Mayor

ATTEST/AUTHENTICATE:



\_\_\_\_\_  
Christine Brown, CMC, City Clerk

FILED WITH THE CITY CLERK	March 15, 2019
PASSED BY THE CITY COUNCIL	March 26, 2019
PUBLISHED:	March 29, 2019
EFFECTIVE DATE:	April 3, 2019
ORDINANCE NO:	2019-10

Attached: Exhibit A (Work Plan)

## Exhibit A

### Moratorium on Certain Developments Work Plan Schedule, Ordinance No. 2019-10 (April – October 2019)

Work Program Item	Description
<b>Subdivision Standards</b>	Revise the subdivision standards to result in residential development that reflects Comprehensive Plan goals and policies included in the land use, housing, and environmental elements.
<b>Design Guidelines</b>	Update and improve the design guidelines and review process to result in higher quality development that reflects the Island's values and character.
<b>Conditional Use / Site Plan Decision Criteria</b>	Revise criteria to reduce subjectivity in decision-making and better ensure outcomes consistent with the Comprehensive Plan.
<b>Affordable Housing</b>	Develop an affordable housing work program in response to Inclusionary Zoning / Transfer of Development Rights and Affordable Housing Task Force reports.

April 3, 2019

**DEVELOPMENT MORATORIUM SUMMARY:** Effective beginning January 9, 2018 until October 3, 2019. (Ordinance No. 2018-02, amended by Ordinance Nos. 2018-03, 2018-05, 2018-09, 2018-14, 2018-23, 2018-41, 2018-43 and 2019-10).

**Development Activity PROHIBITED During the Moratorium:**

- A. All applications for new short subdivisions (BIMC 2.16.070), except two-lot short subdivisions in which there is an existing single-family residence, new preliminary long subdivisions (BIMC 2.16.125), and new large lot subdivisions (BIMC 2.16.080).
- B. Major Site Plan and Design Review and Major Conditional Use Permit proposals that are not otherwise subject to this moratorium and that did not, before the effective date of the moratorium, have a pre-application conference on the Planning Department's calendar. Provided, that the moratorium does not apply to Major Site Plan and Design Review and Major Conditional Use Permit proposals for properties located in the Mixed Use Town Center/Central Core Overlay District or the Business/Industrial District.

**EXCEPTIONS to the Above Development Activities Prohibited During the Moratorium:**

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



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 30 Minutes

**AGENDA ITEM:** (7:40 PM) Design Guidelines Update - Planning,

**STRATEGIC PRIORITY:** Green, Well-Planned Community

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Planning & Community Development

**RECOMMENDED MOTION:**

Discussion only.

**SUMMARY:**

The Consultant (Framework) will present draft design guidelines for City Council review and input. The purpose of tonight's agenda item is to present public feedback received and work completed to date and get City Council input on the proposed structure and overall direction of the update.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:**

City staff and its consultant (Framework) have been working on an update to the City's design guidelines since December 2108. Since then, two focus group meetings, two public meetings, and a City Council briefing have taken place. The consultant has also met with the Design Review Board several times. The consultant has completed an existing conditions and gap analysis report and a draft set of design guidelines. It is anticipated the design guidelines will be complete in July 2019, after which the legislative process will be initiated.

Background materials include the existing conditions and gap analysis report and the presentation boards from the May 22, 2018 public meeting. Framework's briefing to the City Council will follow the presentation boards.

**ATTACHMENTS:**

[Design Guidelines EC Report.pdf](#)

[Public Meeting Boards.pdf](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



# DESIGN GUIDELINES

## UPDATE

EXISTING CONDITIONS +  
GAP ANALYSIS

## Contents

Overview.....		1
Key Takeaways	2	
Focus Groups .....		4
Overview	4	
Key Focus Group Discussion Themes	5	
Design Guidelines.....		7
Findings Across All Guidelines	7	
Central Core Overlay	8	
Commercial and Mixed Use – Neighborhood Service Centers Design Guidelines.....		12
Ericksen Avenue Overlay Design Guidelines .....		14
Fort Ward Design Guidelines	15	
Light Manufacturing Design Guidelines	17	
Mixed Use Town Center and High School Road Design Guidelines.....		18
Multi-family Design Guidelines for R-8 and R-18 Districts .....		20
Bainbridge Island Municipal Code – Titles 2, 17, and 18.....		21
Design Review Case Studies + Permit Review Procedures .....		24
Madison Landing (PLN50879 SPR)	25	
Wyatt Apartments (PLN 50165B SPR)	26	
Madison Avenue Development (PLN50958) .....		27
Development Review Issues + Gaps	28	
Administrative Manual for Planning Permit Submittal Requirements.....		30

Next Steps .....		31
Design Guidelines	31	
Design Process	31	
Code Revisions	32	
Best Practices Review .....		60
Washington Examples	60	
City of Kirkland .....		60
City of Redmond .....		61
City of Seattle.....		63
Other WA Examples .....		66
National and International Examples	66	
San Francisco, CA.....		66
Calgary, Alberta .....		69
Auckland, New Zealand.....		73
Splinter Creek, Mississippi.....		76

## Figure List

Figure 1. Gap Analysis Key Takeaways .....	2
Figure 2. Central Core Overlay District.....	8
Figure 3. Guidelines applicable to the Core District.....	9
Figure 4. Central Core Overlay District Gaps.....	10
Figure 5. Commercial and Mixed- Use Guidelines Gaps .....	12
Figure 6. Ericksen Avenue Overlay District Map and Guidelines Structure .....	14
Figure 7. Ericksen Avenue Overlay Gaps.....	14
Figure 8. Fort Word District Map .....	15

Figure 9. Fort Ward Design Guidelines.....	15
Figure 10. Light Manufacturing Design Guidelines.....	17
Figure 11. Mixed Use Town Center and High School Road Design Guidelines.....	18
Figure 14. Multi-family Design Guidelines Gaps.....	20
Figure 15. BIMC Gaps.....	23
Figure 16. Madison Landing Plans.....	25
Figure 17. Wyatt Apartments Rendering.....	26
Figure 18. Madison Avenue Development Rendering.....	27
Figure 19. Permit Review and Approval Issues and Gaps.....	28
Figure 20. Administrative Manual.....	30
Figure 21. Review of Existing Guidelines and Code Updates.....	32
Figure 22. Washington Cities Design Process.....	60
Figure 23. Graphic examples for guideline on window design and massing.....	61
Figure 24. Graphic Example for service element guideline.....	62
Figure 25. Downtown Design Districts.....	62
Figure 26. Updated design review process.....	63
Figure 27. City of Seattle City-Wide Design Guidelines structure.....	64
Figure 28. Document layout and graphic examples from the city-wide guidelines.....	65
Figure 29. Values for San Francisco.....	67
Figure 30. The guidelines are organized around objectives.....	68
Figure 31. Guidelines examples to orient the user.....	69
Figure 32. Design guidelines update framework.....	70
Figure 33. Design review process in relation to the design guidelines.....	71
Figure 34. Street Typology Sections.....	72
Figure 35. Auckland Design Manual Online Interface.....	73
Figure 36. Sustainability is woven into the Design Manual.....	74
Figure 37. Design guideline examples.....	75
Figure 38. Street design case studies.....	76
Figure 39. Photo examples of guidelines.....	77

## Overview

This gap analysis contains a comprehensive review of the City of Bainbridge Island's existing design standards, relevant sections of the City's municipal code, and a review of the City Design Review Board's decision-making process through permit documents and other materials. The purpose of this analysis is to identify elements of the City's existing design guidelines and design review process that can be improved to address missing elements and current best practices through updated standards and guidelines.

The following documents and information were used to assess the current gaps:

- 1. Bainbridge Island Municipal Code (BIMC) Title 18**
- 2. Focus Groups**
- 3. Design Guidelines**
  - a. Central Core Overlay Design
  - b. Commercial and Mixed Use – Neighborhood Service Centers Design Guidelines
  - c. Ericksen Avenue Overlay
  - d. Fort Ward Design
  - e. Light Manufacturing Design
  - f. Mixed Use Town Center and High School Road Design
  - g. Urban Single-Family Design
  - h. Multi-family
- 4. Development Review + Permit Case Studies**
- 5. Administrative Manual for Planning Permit Requirements**
- 6. Meetings with the Design Review Board and City Staff**

## Key Takeaways

The following are the key takeaways (See Figure 1) from the gap analysis and inform the design guidelines update and future community outreach during the project.

Figure 1. Gap Analysis Key Takeaways

---

### **Support the vision**

The Design Guidelines need to be crafted to best support the vision for the community described in the Comprehensive Plan, including the five overriding principles:

- Preserve the special character and history of the Island
  - Protect fragile water resources
  - Foster diversity
  - Consider costs and benefits to property owners when making land use decisions
  - Promote sustainable development
- 

### **Incorporate sustainability**

The Design Guidelines should support and encourage sustainable design strategies for storm water, energy, water use, tree canopy, habitat, materiality, and reduction of fossil fuel use through walkable & transit-oriented communities. Making sustainable a visible and prominent part of new development could also be encouraged as a design strategy. A focus of design guidelines should be to protect the Island's natural systems, support sustainable building, design and operations, and create a more resilient built environment.

---

### **Be specific to Bainbridge Island and the Districts**

Bainbridge residents highly value the presence of its long-standing architecture and its landscape. The design guidelines should recognize that preservation retains Island character, and the update should incorporate guidelines that are more specific to the Island as whole and the districts subject to design review. The guidelines should go beyond preserving and responding to the existing character of Bainbridge Island, and speak to the desired future conditions on the Island and its unique districts, with development that contributes to the built environment and helps protect and repair the natural environment.

---

### **Respect context and character rather than zoning**

Many of the design guidelines and districts follow zoning designations and do not support integrating the character and distinct characteristics of the surrounding neighborhood, such as historical structures, landmarks, significant views, and natural features.

---

---

**Provide for the creation open and public space outside of subdivision regulations**

Development should contribute to neighborhood public and open spaces. The municipal code should specify the amount of public space to be integrated into multifamily, mixed-use and commercial projects and the design guidelines should provide direction on how to provide that spaces on different street frontages and within different contexts on the Island.

---

**Be understandable and aligned with the design process**

Design Guidelines need to have a clear role in the permitting and design process that is user-friendly for project proponents and the broader community. Guidelines should be written in clear language that supports a productive conversation among stakeholders and the Design Review Board while supporting the standards in the Municipal Code.

---

**Be effective and implementable**

Feedback indicates that the guidelines need to be more enforceable. Legal parameters for design review and preference for standards as opposed to guidelines require clarity. Design standards require better coordination and integration with the Municipal Code. In addition, training and resources should be provided for new staff, board members, and applicants.

---

**Simplify and coordinate current guidelines and checklists**

The update will reorganize the City's seven sets of design guidelines and thirteen design checklists into a unified structure and format for city-wide and neighborhood-specific guidelines that is user-friendly.

---

**Monitor the Program**

An ongoing monitoring program is needed to understand if the program is achieving its intended purpose or if further revisions are needed. The monitoring program may include an annual report, design awards, educational events, and other activities to promote good design on Bainbridge.

---

## Focus Groups

### Overview

Two focus group meetings were held on Wednesday December 19, 2018 from 10am to 12pm and 1pm to 3pm at Bainbridge Island City Hall. The following people participated in the focus groups in addition to City staff and consultants from Framework:

#### **Focus Group Meeting #1 – 10am to 12pm**

Belinda Thornberg

Jeb Thornberg

Charlie Wenzlau

Jonathan Davis

Russ Hamlet

Brandon Hogg

Jane Rein

Peter Brachvogel

Charles Schmid

Kelsey Laughlin

Eric Dieffenbach

Jared Moravec

Brian Wilkinson

Tim Spenser

## Focus Group Meeting #2 – 1pm to 3pm

Hank Teran

Rick Blumenthal

LT Yoson

### Key Focus Group Discussion Themes

- A. Site Planning.** Site planning is not adequately addressed in current guidelines and can create design concerns for new development in the community.
- B. Sustainability.** Sustainability is a core goal in the City's Comprehensive Plan and should be supported and incentivized where feasible in the update to the design guidelines. Participants discussed related efforts such as the upcoming green building code, the Living Building Challenge as a standard to aspire to in the green building code, and the importance of building enclosures for reducing energy use.
- C. Regionalism and its Adaptation to Bainbridge.** The "Northwest Style" and its application to Bainbridge are important elements of the design guidelines update.
- D. The Public Realm and Urban Design.** Design guidelines should focus on the public realm, the relationship between public spaces and private development such as along a street, and on human experience as a pedestrian within streets and public spaces.
- E. Regulating Architectural Style.** Regulating specific architectural styles is a less important part of the design guidelines update but improving standards for building materials should be a focus of the update.
- F. Walkability and Human Scaled Design.** The design guidelines update will not change zoning, however the group agreed that diffuse lower-intensity development can contribute to design challenges from larger house sizes and high land prices. Without changes to density, collocating sites and buildings allows for more sustainable and human scaled development.
- G. Current Design Guidelines are Generally Acceptable.** Current design guidelines support the right intent, but the structure, formatting, and communication of the design guidelines and review process should be improved in the update.

- H. Design must be Specific to Bainbridge.** The design guidelines and, ultimately, the design of new development should be unique to Bainbridge, including the Island, the neighborhood, and the site. The design guidelines should prohibit or discourage stock designs for housing and architecture.
- I. Design Principles are Important.** Design principles are important to guide community discussions during the review process and must be guided by clear design principles that illustrate what is important for any new design or project such as sustainability, regionalism, high-quality materials, human scale, and walkability.
- J. Neighborhood Centers are Unique.** The design guidelines should expand neighborhood specific design guidelines based on the understanding that each neighborhood center has a unique character and identity that all new development should contribute to.
- K. Design Review should include Subdivisions.** The new subdivision design guidelines are under development and must be integrated with the other guidelines and overall review process.
- L. Public Art and Affordable Housing Opportunities.** Integrating public art and providing for more affordable housing should be supported in the design guidelines update. Opportunities to expand public art and affordable housing through incentives should be considered in the design guidelines update. Recent interactive public art projects have been highly used and regarded by the community such as in Lynwood Center.
- M. Guidance for Public Projects.** Design review is not currently required for most public projects, but some have been brought to the Design Review Board (DRB) for advisory review. Design guidelines could better support review of public projects.

## Design Guidelines

### Findings Across All Guidelines

The City's various sets of design guidelines share a few fundamental gaps that should be addressed across all the City's existing use- and district-specific guidelines. The Urban Single-Family Overlay was recently eliminated as part of a Comprehensive Plan update and therefore design guidelines will not longer apply in those areas.

**Specificity:** Bainbridge Island's existing design guidelines use general statements that lack specificity and are not quantifiable. They are not well tailored to specific districts and are difficult to apply to development proposals or specific design elements in a way that can drive productive conversation and improve design.

**Distinguishing between Standards and Guidelines:** Standards and guidelines are used interchangeably with no clear distinction, including parameters that fit better under zoning requirements than design guidelines. If standards are intended to serve as requirements for new development, they should be integrated into the Municipal Code. The city's planning staff and the Design Review Board (DRB) should have a clear understanding of the distinction between the two and make that distinction clear for potential applicants.

**Tying Guidelines to the Zoning Code:** Design guidelines should tie into general standards contained in the Municipal Code, reference related provisions of the code explicitly, and should elaborate on requirements for site design, landscaping and access.

**Review Process:** Breakdowns in the review process are a consequence of a lack of formal procedures and submission requirements. In some cases, design reviews lack written and actionable decisions from the Design Review Board (DRB) for the Planning Commission or hearing examiner to reference.

**Graphics:** Graphic illustrations of design concepts are inconsistent in the existing design guidelines, and often lack specificity or quantification necessary to help improve design. Illustrations should be specific and diagrammatic so that they are clear and relate to specific guidelines.

**Contextualization:** Existing guidelines often lack an introduction that sets forth a design intent, process and how each set of guidelines is to be used. An introduction and context should unify the document and provide a basis from which to consider deviations from specific guidelines to honor a broader design intent.

**Streets and Frontages:** Existing design standards do not relate site and building design standards to street typologies. Design standards should tie frontage types and elements of site design that relate to the Island's streets and neighborhood context. Specifications and standards for street design on Bainbridge should be included in the Municipal Code.

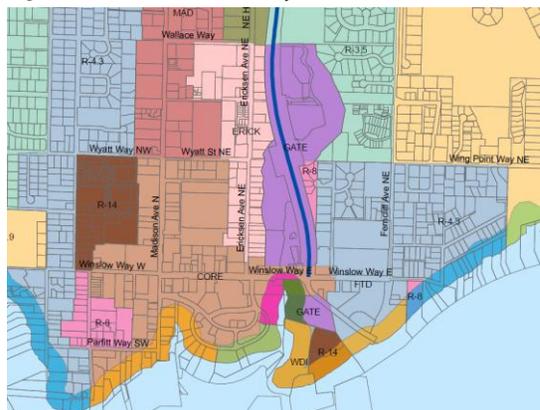
**Preserve and Honor Bainbridge Island's Character:** Existing guidelines do not reflect development that embraces and contributes to the character, history, and natural setting of Bainbridge Island. To ensure that new development respects the Island's rural feel, historic structures and fragile natural system, the process should require a consideration of context through the design process and analysis.

## Central Core Overlay

**Summary:** The Central Core Overlay Design Guidelines apply to all new development in the overlay district (See Figure 2). In addition, development within the district is also subject to the General Guidelines for the Mixed-Use Town Center and Guidelines for Commercial and Mixed-Use Projects (See Figure 3). Gaps in the existing guidelines and recommendations are listed in Figure 4. The guidelines include the following sections:

- Streetscape Design
- Public Space
- Building Design
- Parking Design

Figure 2. Central Core Overlay District



*City of Bainbridge Island, 2018*

Figure 3. Guidelines applicable to the Core District

**Guidelines Applying to the Core District**

<b>General Guidelines- All Districts</b>	
1. Parking Lot Location	<input type="radio"/>
2. Outdoor Spaces and Amenities	<input type="radio"/>
3. Pedestrian Connections	<input type="radio"/>
4. Shielded Lighting	<input type="radio"/>
5. Screen Service Areas	<input type="radio"/>
6. Common Open Space	<input type="radio"/>
6a. Conceal Garage Doors	<input type="radio"/>
7. Overall Form-Building Styles	<input type="radio"/>
8. Building Entrances	<input type="radio"/>
9. Conceal Mechanical Equipment	<input type="radio"/>
10. Structured Parking	<input type="radio"/>
11. Encouraging Varied Details	<input type="radio"/>
12. Integration of Signs with Architecture	<input type="radio"/>
13. Creative Signs	<input type="radio"/>
14. Awning Signs	<input type="radio"/>

<b>Commercial/Mixed Use Guidelines</b>	
1. Variation in Façade Treatment	<input type="radio"/>
2. Modulate Scale of Building Mass	<input type="radio"/>
3. Limit Visual Impact Blank Facades	<input type="radio"/>
4. Visually Prominent Ground Floor Facades	<input type="radio"/>
5. Pedestrian Scale Along Facades	<input type="radio"/>
6. Encouraging Frontages Along Sidewalks	<input type="radio"/>
7. Reduce Bulk by Multiple Masses	<input type="radio"/>
8. Encourage Public Outdoor Space	<input type="radio"/>
9. Vegetate Between Buildings and Ped Paths	<input type="radio"/>
10. Respond to Neighbor Buildings	<input type="radio"/>
11. Minimize Intrusive Commercial Signage	<input type="radio"/>
12. Minimize Curb Cuts	<input type="radio"/>
13. Building Entrances Along Street	<input type="radio"/>
14. Recessed Entries or Weather Protection	<input type="radio"/>
15. Small Commercial Scale Buildings	<input type="radio"/>
16. Parking Screening Vegetated Ped Paths	<input type="radio"/>

<b>Core District Guidelines</b>	
<b>Streetscape Design</b>	
1. Pedestrian Connections	<input type="radio"/>
2. Sidewalk Areas	<input type="radio"/>
3. Street Trees	<input type="radio"/>
<b>Public Spaces</b>	
1. Plazas and Courtyards	<input type="radio"/>
2. Designated Intersections	<input type="radio"/>
<b>Building Design</b>	
<b>A. Massing and Articulation</b>	
1. Articulation	<input type="radio"/>
2. Variety in Form	<input type="radio"/>
3. Varied Frontages	<input type="radio"/>
4. Multi-Frontages	<input type="radio"/>
<b>B. Street Level Elements</b>	
1. First Floor Height	<input type="radio"/>
2. Transparency	<input type="radio"/>
3. Weather Protection	<input type="radio"/>
4. Architectural Features	<input type="radio"/>
<b>C. Upper Level Stepback</b>	
1. Stepback	<input type="radio"/>
2. Distinguish Stepback	<input type="radio"/>
3. Alternative to Stepback	<input type="radio"/>
<b>D. Treatment of Blank Walls</b>	
1. Creative Approach	<input type="radio"/>
2. Variety and Detail	<input type="radio"/>
<b>E. Roof Appearance</b>	
1. Roof Design	<input type="radio"/>
2. No Mansard Roofs	<input type="radio"/>
<b>Parking Design</b>	
<b>A. Surface Parking Lots</b>	
	<input type="radio"/>
<b>B. Parking Structures</b>	
1. Screened Structures	<input type="radio"/>
2. Lighting Fixtures	<input type="radio"/>

Figure 4. Central Core Overlay District Gaps

Gap	Recommendation	Code/Guideline Reference
<p><b>Site Planning.</b> The guidelines lack a section on site planning.</p>	<ul style="list-style-type: none"> <li>▪ Add a section on site plan that addresses the relationship between public and private space, circulation, pedestrian oriented design, access, landscape integration, stormwater, and other features.</li> </ul>	
<p><b>Context.</b> The guidelines do not provide any information on the context for the Core and how it should influence the design of streets, sites, and public spaces.</p>	<ul style="list-style-type: none"> <li>▪ Add a section to the design guidelines that provides an overview of existing physical conditions and overall design in the Central Core District.</li> </ul>	
<p><b>Design Intent.</b> The guidelines should provide a more holistic design intent statement that is applicable to all of the design guideline sections. Currently, the design intent statements are specific to each section of the guidelines.</p>	<ul style="list-style-type: none"> <li>▪ Update the design intent section to provide an overall design intent statement that is connected to the City's comprehensive plan goals.</li> </ul>	
<p><b>Applicability.</b> It is unclear how and when the guidelines are applied to specific projects. For example, the guidelines require internal walkways, which are an important feature in the Core area, but most properties lack the ability to provide these types of connections due to site and building constraints.</p>	<ul style="list-style-type: none"> <li>▪ Provide more information on when the guidelines are applied. For example, require through block pedestrian connections when necessary to improve connectivity, site design, or building design by creating more pedestrian building frontage.</li> </ul>	
<p><b>Hierarchy.</b> The current guidelines lack a hierarchy that follows the design process such as neighborhood context streets and public spaces, site design, building design, landscaping.</p>	<ul style="list-style-type: none"> <li>▪ Develop a consistent format and hierarchy of information and guidelines during the update. The structure of the design guidelines should be generally consistent throughout the different district specific guidelines.</li> </ul>	
<p><b>Relationship between streets and building frontage.</b> The building design section lacks focus on the relationship between the building edge and streetscape and how they should be designed in unison. Streetscapes may vary in response to street level uses and the current guidelines are insufficient in this regard.</p>	<ul style="list-style-type: none"> <li>▪ In general, the guidelines should be updated to increase the focus on urban design and the space between buildings.</li> <li>▪ Guidelines should include street sections for the Bainbridge Island's distinct typologies and frontage guidelines to help guide building and site design. Specific standards for each of these elements should be contained in the Municipal Code.</li> </ul>	

Gap	Recommendation	Code/Guideline Reference
<p><b>Building Design Standards.</b> The guidelines for building design are vague. It is difficult to interpret how they would be applied in the review of specific projects. The building design standards are not specific to Bainbridge Island or the Core District. More guidance on context and materials is needed.</p>	<ul style="list-style-type: none"> <li>▪ Update the building design standards to be more specific and effective in promoting good design. The standards should be more specific to Bainbridge Island and the Core District.</li> </ul>	<p>Building Design – Pgs. 47-52</p>
<p><b>Guidelines vs. Standards.</b> Several of the design guidelines are more commonly addressed by cities as standards in their zoning code such as those for weather protection, sidewalk widths, building setbacks, and transparency requirements.</p>	<ul style="list-style-type: none"> <li>▪ Clearly indicate design guidelines and standards</li> <li>▪ Integrate standards meant to serve as requirements or those that require uniformity (e.g. sidewalk width) into the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Streetscape – Pg. 45</li> </ul>
<p><b>Multiple Sets of Competing Guidelines.</b> The Central Core is subject to several sets of guidelines rather than a single set of uniform guideline that apply across the district.</p>	<ul style="list-style-type: none"> <li>▪ Create a new set of design guidelines for projects in the Central Core or across the Island with specific guidelines for areas with distinct character considerations or historical value. Develop guidelines to address streets and public realm with core requirements should be in the BIMC.</li> </ul>	

## Commercial and Mixed Use – Neighborhood Service Centers Design Guidelines

Summary: The Commercial and Mixed-Use Guidelines apply to all commercial and mixed-use development and are considered the “General” guidelines for the City. Gaps in the existing guidelines along with recommendations are listed in Figure 5.

Figure 5. Commercial and Mixed- Use Guidelines Gaps

Gap	Recommendation	Code/Guideline Reference
<p><b>Generic and Vague Language.</b> The guidelines include mostly generic standards that are not specific to Bainbridge Island or the neighborhood centers with limited exceptions (e.g. Tudor style in Lynwood Village). To be legal and enforceable the language needs to be more specific and measurable to ensure compliance and meet the City’s goals for development and sustainability.</p>	<ul style="list-style-type: none"> <li>▪ Relate character to specific design elements and quantifiable guidelines.</li> <li>▪ Include diagrams, images or other visual illustrations to accompany and clarify guidelines.</li> </ul>	
<p><b>Non-binding.</b> Some guidelines are overly specific and may not be enforceable.. For example, the guidelines appear to require a public green at specific intersection in Rolling Bay, but no property is identified and it’s unclear how this provision would legally be required of the property owner during development.</p>	<ul style="list-style-type: none"> <li>▪ Remove design guidelines that address specific conditions or requirements for open space or other site elements. Consider adding these elements to a subarea plan for the BIMC to be more effective.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Rolling Bay – Pg. 20</li> </ul>
<p><b>Neighborhood Center Standards Lack Specific Guidance.</b> The standards for the neighborhood centers of Lynwood Center, Rolling Bay, and Island Center are not specific enough to be usable by the design review process.The guidelines also reference subarea plans that may or may not exist or provide enough guidance to be used in the design review process. Each neighborhood center has 5 or fewer guidelines.</p>	<ul style="list-style-type: none"> <li>▪ Clearly define a design intent for each neighborhood center and develop guidelines that reflect that intent.</li> <li>▪ Appropriate site and building design guidelines should be developed for each center based on context and intent.</li> </ul>	
<p><b>No Introduction or Context.</b> Following the cover page, the document goes straight to the first guideline without any additional context or guidance for the reader.</p>	<ul style="list-style-type: none"> <li>▪ Develop a unified introduction applicable to the entire set of guidelines, that includes the design objectives, intent, process, and how to use the guidelines effectively.</li> </ul>	

Gap	Recommendation	Code/Guideline Reference
<p><b>Guidelines should be Standards in BIMC.</b> Some of the guidelines include specific standards that are better suited to the BIMC.</p>	<ul style="list-style-type: none"> <li>▪ Add all standards to the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Building Modulation – Pg. 3</li> <li>▪ Blank Walls – Page 4</li> <li>▪ Ground Floor Facades – Pg. 5</li> <li>▪ Pedestrian Scale Lighting – Pg. 6</li> <li>▪ Parking Frontage – Pg. 7</li> <li>▪ Building Massing – Pg. 8</li> <li>▪ Outdoor Public Spaces – Pg. 9</li> </ul>

## Erickson Avenue Overlay Design Guidelines

Summary: The Erickson Avenue Design Guidelines apply within the overlay district within the Mixed-Use Town Center Zoning District (See Figure 6). The Mixed-Use Town Center Design Guidelines also include guidelines specific to Erickson Avenue. Gaps in the existing guidelines are shown in Figure 7.

Figure 6. Erickson Avenue Overlay District Map and Guidelines Structure

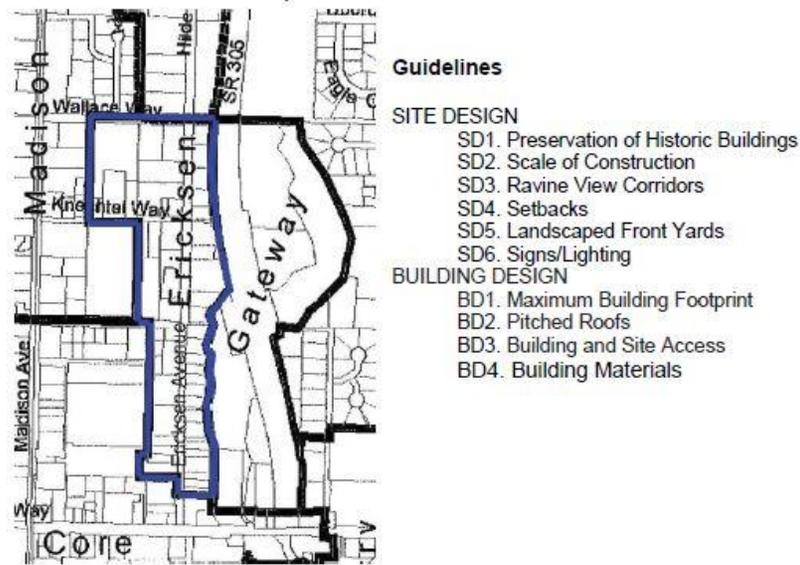


Figure 7. Erickson Avenue Overlay Gaps

Gap	Recommendation	Code/Guideline Reference
<p><b>Design Standards.</b> This is the only set of design guidelines that specifically includes standards.</p>	<ul style="list-style-type: none"> <li>■ Consider moving all standards to the BIMC.</li> </ul>	

## Fort Ward Design Guidelines

Summary: The Fort Ward Design Guidelines apply within the Fort Ward Zoning District as shown in Figure 8. Fort Ward is a former army fort and navy installation that is now primarily a historic residential neighborhood on the south end of the island. Figure 9 lists the gaps in the existing guidelines that are addressed during the update.

Figure 8. Fort Ward District Map



Figure 9. Fort Ward Design Guidelines

Gap	Recommendation	Code/Guideline Reference
<p><b>Image Examples and Context.</b> The design guidelines do not include any images of the existing context or examples of</p>	<ul style="list-style-type: none"> <li>■ Add images and information the neighborhood context to better inform design that will respect the history and contribute to the future of the neighborhood.</li> </ul>	

Gap	Recommendation	Code/Guideline Reference
development that demonstrates elements of the design guidelines.		
<b>Standards better suited for the BIMC.</b> For example, sidewalks are required to be between 6' and 8', which is more of a design standard than a guideline since it appears to be required.	<ul style="list-style-type: none"> <li>▪ Move all specific standards (e.g. sidewalk or trail width) to the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public Space – Pg. 4</li> </ul>
<b>Many guidelines not specific to Fort Ward.</b> The guidelines should be specific to Fort Ward and many of the standards are generic and could be utilized as standards in the BIMC.	<ul style="list-style-type: none"> <li>▪ Update the guidelines to be more specific to Fort Ward and the issues important to residents and other stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Trails – Pg. 4</li> <li>▪ Lighting – Pg. 7</li> </ul>
<b>History of Fort Ward.</b> The history of Fort Ward is an important design consideration and the current design guidelines do not direct the reader to this information.	<ul style="list-style-type: none"> <li>▪ Add summary of Fort Ward history, images, graphics, and updated graphics.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Pg. 1</li> </ul>
<b>Guidelines don't reflect actual physical conditions.</b> The requirement for a trail along streets (right-of-way) in Fort Ward appears to conflict with existing conditions and may not be desirable. The existing streets reflect a "rural by design" aesthetic that doesn't include a curb or gutter and pedestrians and vehicles can share the street due to the low volume and speed of vehicles. Sidewalks or trails along the street edge may not be desired by residents and it's unclear how the system would be connected without it being a City-led capital project to add trails and sidewalks.	<ul style="list-style-type: none"> <li>▪ Better align the design guidelines with the physical conditions of the neighborhood or district. Also consider the desires of neighborhood stakeholders for the elements that are addressed in the design guidelines (e.g. adding trails on the edge of existing streets).</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public Space – Pg. 4</li> </ul>

## Light Manufacturing Design Guidelines

Summary: The Light Manufacturing Design Guidelines apply to the Business/Industrial Zoning District. The District is intended to support the Island economy including business retention, a diversity of jobs, and compatibility with adjacent residential neighborhoods. Figure 10 lists the observed gaps in the existing guidelines and recommendations for the update.

Figure 10. Light Manufacturing Design Guidelines

Gap	Recommendation	Code/Guideline Reference
<p><b>Standards.</b> The guidelines include standards that are better suited for the Municipal Code</p>	<ul style="list-style-type: none"> <li>▪ Move specific standards such as for lighting and tree preservation to the Municipal Code.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Maintain Woodland Character – Pg. 5</li> <li>▪ Shielded Lighting – Pg. 10</li> </ul>

## Mixed Use Town Center and High School Road Design Guidelines

Summary: The Mixed-Use Center and High School Road Design Guidelines address development within the High School Road District and the Mixed-Use Town Center District including the overlay districts within its boundaries including the Ericksen Avenue, Central Core, Ferry Terminal, Gateway, and Madison Avenue Districts. General and district specific guidelines are included. Figure 11 identifies the gaps in the existing guidelines that should be addressed in the update.

Figure 11. Mixed Use Town Center and High School Road Design Guidelines

Gap	Recommendation	Code/Guideline Reference
<p><b>Central Core Guidelines.</b> Guidelines specific to the Central Core are included, yet there is also another standalone set of design guidelines for the Central Core District. Currently, projects in the Central Core are required to comply with three sets of guidelines.</p>	<ul style="list-style-type: none"> <li>Consolidate all the central core guidelines in a single location during the design guidelines update.</li> </ul>	
<p><b>More and Better Example Images and Graphics.</b> The current guidelines are in black and white and the photo examples are not very legible and lack captions explaining what the reader is important about the image. The graphics should be updated to a clear contemporary format with a greater level of detail.</p>	<ul style="list-style-type: none"> <li>Add color image examples with captions and annotations.</li> <li>Updated the graphics and diagrams to include additional detail.</li> </ul>	
<p><b>Open Space Guidelines aren't connected to BIMC standards.</b> There are many legal, procedural, and design related issues with open space requirements and standards. For example, the guideline on page 18 states the intent is to establish over time a variety of open spaces within the Town Center. However, it's unclear how this would apply to the creation of additional open space in the Town Center since it's a guideline and not a standard. Also, this guideline is in the</p>	<ul style="list-style-type: none"> <li>Develop new multi-family open space requirements that would apply during site plan review.</li> </ul>	<ul style="list-style-type: none"> <li>General 2 – Site Design, Pg. 18</li> </ul>

Gap	Recommendation	Code/Guideline Reference
<p>general section, but appears to only apply to the Town Center.</p>		
<p><b>Pedestrian Circulation Standards Duplicative with BIMC 18.15.030.</b> The guidelines to provide pedestrian walkways are already required in BIMC and should be a standard and not a guideline.</p>	<ul style="list-style-type: none"> <li>▪ Eliminate duplicative standards/guidelines and locate all standards in the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ BIMC 18.15.030</li> <li>▪ General 3 – pg. 19</li> </ul>
<p><b>Building Design Guidelines Lack Specificity.</b> The building design guidelines are generic, not specific to Bainbridge Island, and lack specificity to be effective in supporting good design.</p>	<ul style="list-style-type: none"> <li>▪ Update the building design guidelines to be more specific to the MUTC District as a whole, and each overlay district.</li> </ul>	<ul style="list-style-type: none"> <li>▪ General Guidelines – Pgs. 24-28</li> </ul>
<p><b>Sidewalk requirements and dimensions should be standards.</b> For example, in the Gateway District Guidelines it states that new development should provide a 12' wide sidewalk with street trees. This currently appears optional and if the intent is to require these improvements for new development it should be standard in the BIMC.</p>	<ul style="list-style-type: none"> <li>▪ Add all specific dimensional standards to the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sidewalks and street trees – Pg. 35</li> </ul>

## Multi-family Design Guidelines for R-8 and R-18 Districts

Summary: The Multi-family Design Guidelines apply to multi-family development within the R-8 and R-18 Districts. These districts are intended to provide for medium-density (R-8) and high-density (R-14) residential development. Both districts also allow single-family residential development as a permitted use. Single-family development and subdivisions are currently exempt from design review. Figure 12 identifies the gaps in the existing guidelines.

Figure 12. Multi-family Design Guidelines Gaps

Gap	Recommendation	Code/Guideline Reference
<p><b>Standards vs. Guidelines.</b> Several of the guidelines are better suited to be standards in the BIMC. Examples include specific land use buffers, landscaping, and setbacks. In addition, the guidelines reference open space design, but the City has no open space requirements in the BIMC for multi-family development.</p>	<ul style="list-style-type: none"> <li>▪ Move specific standards to the BIMC and update guidelines to support implementation of the development standards. Anything related to a specific standard or dimensional requirement should be in the BIMC.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Tree preservation – Pg. 4</li> <li>▪ Parking screening – Pg. 4</li> <li>▪ Open space requirements – Pg. 6</li> <li>▪ Clustering requirements – Pg. 6</li> </ul>
<p><b>Add images and improve graphics.</b> The design guidelines have no Image examples, provide no context on the R-8 and R-14 districts that might help inform good design and conformance with the design guidelines.</p>	<ul style="list-style-type: none"> <li>▪ Overhaul the graphics and add phot examples that demonstrate conformance to the design guidelines with a focus on local examples as available.</li> </ul>	

## Bainbridge Island Municipal Code – Titles 2, 17, and 18

**Summary:** The Bainbridge Island Municipal Code (BIMC) contains the City's administrative permit requirements (Title 2), subdivision standards (Title 17) and Zoning Code (Title 18). Title 18 also includes the applicability of the City's design guidelines. Currently, subdivisions are not subject to design review and multi-family projects, including townhouses, have been reviewed under the site plan review process. Figure 13 identifies the gaps in the BIMC to be addressed in the guidelines update.

The following design guidelines apply in specific zoning districts and for certain types of development (BIMC 18.18.030):

**A. Detached Single-Family Residential Developed Using the R-8SF Urban Single-Family Overlay District.** Detached single-family residential developed in accordance with the R-8SF urban single-family overlay district transfer of development rights program shall comply with those regulations contained in "Design Guidelines for R-8SF Urban Single-Family Overlay District" if they want to develop at overlay zone densities.

**B. Multifamily Residential.** Multifamily development in the R-8 and R-14 zones shall comply with those regulations contained in "Design Guidelines for Multifamily"; provided, that applications submitted prior to December 8, 1999, shall not be subject to the requirements of this section.

**C. Commercial and Mixed Use – General.** Development, redevelopment, and exterior renovation in commercial and mixed-use projects in all zoning districts except the B/I district shall comply with the general guidelines in "Guidelines for Commercial and Mixed-Use Projects – Including Guidelines for Lynwood Center, Island Center, and Rolling Bay," as well as any specific guidelines applicable to that type of development in the subsections below.

**D. Nonresidential Uses in Residential Zones.** Educational, cultural, governmental, religious or health care facilities in residential zones shall comply with the general guidelines in "Design Guidelines for Commercial and Mixed-Use Projects – Including Guidelines for Lynwood Center, Island Center, and Rolling Bay."

**E. Mixed Use Town Center and High School Road Districts.** Development, redevelopment, or exterior renovation in the Mixed-Use Town Center overlay districts and the High School Road districts shall comply with regulations contained in "Design Guidelines for Mixed Use Town Center and High School Road Zoning Districts."

**F. Lynwood Center NC Design Guidelines.** Development, redevelopment, and exterior renovation in the Lynwood Center NC zone district shall comply with those regulations contained in the Lynwood Center NC-specific portion of "Guidelines for Commercial and Mixed-Use Projects – Including Guidelines for Lynwood Center, Island Center, and Rolling Bay."

**G. Island Center NC Design Guidelines.** Development, redevelopment, and exterior renovation in the Island Center NC zone district shall comply with those regulations contained in the Island Center NC-specific portion of "Guidelines for Commercial and Mixed-Use Projects – Including Guidelines for Lynwood Center, Island Center, and Rolling Bay."

**H. Rolling Bay NC Design Guidelines.** Development, redevelopment, and exterior renovation in the Rolling Bay NC zone district shall comply with those regulations contained in the Rolling Bay NC-specific portion of "Guidelines for Commercial and Mixed-Use Projects – Including Guidelines for Lynwood Center, Island Center, and Rolling Bay."

**I. Business/Industrial District Design Guidelines.**

1. Development, redevelopment, and exterior renovation of facilities in the B/I zone district shall comply with those regulations contained in "Design Guidelines for Light Manufacturing."

2. In addition, development, redevelopment, and exterior renovation of facilities in the B/I district shall be subject to the following requirements governing its relationship to adjoining and nearby uses. A proposed development must be sited and designed to minimize potential safety hazards to adjoining and nearby developments. Specifically, a project shall be designed in a manner that minimizes conflicts between vehicular and nonmotorized traffic. Additionally, a development shall be fenced and buffered, as necessary, to impede potentially dangerous travel between different types of uses, such as between a manufacturing operation and day care center. Outdoor operations, such as loading docks and playgrounds, shall be located as far away as possible from residences and other noise-sensitive uses.

**J. Fort Ward Design Guidelines.** Development, redevelopment, or exterior renovation in the Fort Ward historic overlay district shall comply with regulations contained in "Design Guidelines for Fort Ward." (Ord. 2017-02 § 1, 2017; Ord. 2016-28 § 21, 2016; Ord. 2016-01 § 2, 2016; Ord. 2013-07 § 1, 2013; Ord. 2011-02 § 2 (Exh. A), 2011)

Figure 13. BIMC Gaps

Gap	Recommendation	Code/Guideline Reference
<p><b>Use-Based Standards.</b> BIMC Title 18 is structured primarily around use-based standards with some zone specific standards. Many cities have moved away from use-based zoning and more towards a form-based code. Some elements of the existing design guidelines hint at form-based standards, but generally lack sufficient detail to provide effective guidance.</p>	<ul style="list-style-type: none"> <li>▪ The City should consider restructuring its zoning code to move towards place-based zoning and design standards that focus more on site and building design and less on land-use. All existing standards within the design guidelines should be transferred to the BIMC with appropriate graphics and examples.</li> </ul>	<ul style="list-style-type: none"> <li>▪ BIMC 18.12.10-50</li> </ul>
<p><b>Open Space Standards for Multi-Family and Nonresidential Development.</b> The City's open space requirements are contained in BIMC Title 17 Subdivisions. However, the City has been reviewing multi-family projects, including townhouses, under the site plan review procedures in BIMC 2.16.040. The design guidelines for site plan review address open space planning and design, yet the BIMC has not open space standards or requirements for either public, common, or private open spaces.</p>	<ul style="list-style-type: none"> <li>▪ Develop open space standards for multi-family and nonresidential development and clarify the relationship between site plan review and subdivision review for multi-family projects.</li> </ul>	<ul style="list-style-type: none"> <li>▪ BIMC 2.16.040</li> <li>▪ BIMC 17.12</li> <li>▪ BIMC 17.20</li> </ul>
<p><b>Parking Standards.</b> The parking standards regarding the location and design of parking stalls is redundant with several of the design guidelines about parking, particularly in the Town Center and Overlay District specific guidelines</p>	<ul style="list-style-type: none"> <li>▪ All standards should be in the BIMC and with guidelines as necessary. For example, if parking is prohibited between the building and the street then that should be a standard in the BIMC. Another example is the BIMC lists the required number of spaces, but the guidelines could include examples of how the parking lot could be designed to cluster parking, integrate pedestrian walkways, stormwater management, and minimize its visual impact</li> </ul>	
<p><b>Clarify Zoning Districts and Overlay Districts.</b> Some overlay districts are shown on the City's official Zoning Map while others are not. The Town Center Overlay Districts are shown on the map, but not identified as overlay districts while the Town Center District is not shown on the Zoning Map.</p>	<ul style="list-style-type: none"> <li>▪ Update the Zoning Map to include all base zoning districts and overlay districts with hatching or other special markings to indicate an overlay district.</li> </ul>	

## Design Review Case Studies + Permit Review Procedures

Summary: Design review is only required for certain types of development or in specific districts within the City. Subdivisions are not currently subject to design review and the City is in the process of developing new design guidelines for subdivisions. The City identified a few recent permits to review as part of the existing conditions analysis for this project.

The developments discussed in this section are shown on the map below in Figure 14:

Figure 16. Development Locations



## Madison Landing (PLN50879 SPR)

Madison Landing is a 24-unit townhouse development located on Madison Ave N directly north of Wallace Way NE. See Figure 14 for a project rendering.

**Project Review:** The project is subject to major site plan review including review and recommendation by the Design Review Board and Planning Commission. The Planning Director issues the final decision on the project.

**Status:** The project application materials were submitted on 12/28/2017 and deemed complete on 1/23/2018. The project was approved by the Planning Director on 6/22/2018 and the permit expired on 12/19/2018.

**DRB Recommendation:** Denial following review on 4/2/2018. The following are highlights from the DRB recommendations:

- More creativity in design
- Increased efforts to preserve the existing landscape
- Reduce the number of parking stalls
- Decrease the number of units by two and reduce the footprint of the two-story units and increase the height to three stories

**Design Guidelines:** The project was subject to the Mixed-Use Town Center and Commercial and Multi-family design guidelines

Figure 14. Madison Landing Plans



## Wyatt Apartments (PLN 50165B SPR)

Wyatt apartments is a 42-unit multi-family development with a 36-unit apartment building and six townhomes. The project is located at the northeast corner of Wyatt and includes a relatively large surface parking lot to the rear of the apartment building and in front of the townhouses. See Figure 15 for a project rendering.

**Project Review:** The project is subject to major site plan review including review and recommendation by the Design Review Board and Planning Commission. The Planning Director issues the final decision on the project.

**Status:** The project application materials were submitted on 6/28/2017 and deemed complete on 8/21/2017. The project was approved by the Planning Director on 7/9/2018 and the permit expired on 1/5/2019.

**DRB Recommendation:** Approval on 9/18/2017 with some recommended modifications to the plans. The designer submitted revised plans in response to DRB recommendations.

**Design Guidelines:** The project was subject to the Mixed-Use Town Center and Commercial and Multi-family design guidelines.

Figure 15. Wyatt Apartments Rendering



## Madison Avenue Development (PLN50958)

The Madison Avenue Development is a 10-unit courtyard multi-family development with parking beneath the building. The project is located at on Madison Avenue S just south of Bjune Dr SE. See Figure 16 for a rendering of the project.

**Project Review:** The project is subject to major site plan review including review and recommendation by the Design Review Board and Planning Commission.

**Status:** The project application materials were submitted on 2/28/2018 and deemed complete on 4/23/18. However, the project application expired on 10/28/2018.

**DRB Recommendation:** Approval on 4/23/18 with some recommended modifications to the plans. The designer submitted revised plans in response to DRB recommendations. The DRB recommended the following modifications:

- Discuss intention with neighbor's property at earliest convenience.
- Sidewalk down driveway to separate from driveway
- Use landscaping to create boundaries for an outside play area
- Incorporate environmental learning through design
- Awareness of potential increased cost in separation of vehicle and pedestrian areas, as well as a fenced/contained play area

**Design Guidelines:** The project was subject to the Mixed-Use Town Center and Commercial and Multi-family design guidelines.

Figure 16. Madison Avenue Development Rendering



## Development Review Issues + Gaps

Figure 17 lists the issues and gaps that were identified in the review of the above referenced development permit submittals.

Figure 17. Permit Review and Approval Issues and Gaps

Issue/Gap	Recommendation	Reference
<p><b>Subdivision review vs. Site Plan Review.</b> The Madison Landing development was reviewed under the site plan review provisions of the BIMC and not under Title 17 as a subdivision.</p>	<ul style="list-style-type: none"> <li>▪ Based on the definitions and review requirements in BIMC the scope of site plan and subdivision reviews should be clarified.</li> <li>▪ Ensure that site plan and subdivision standards are appropriate to the type of projects being reviewed. For examples, open space standards are needed for multi-family projects not subject to the subdivision standards.</li> </ul>	<ul style="list-style-type: none"> <li>▪ BIMC 2.16.040 – Land Use Review Procedures</li> <li>▪ BIMC 18.36.030 – Definitions (refer to definition of 'subdivision')</li> </ul>
<p><b>Inconsistency between DRB recommendations the final decision.</b> The DRB recommended that the Planning Director deny approval of the project due to not complying with the design guidelines. The project was ultimately approved essentially as reviewed by the DRB.</p>	<ul style="list-style-type: none"> <li>▪ Improve the process of decision-making on the DRB to better articulate the factual and legal basis for denying the project.</li> </ul>	
<p><b>Lack of written decisions.</b> The DRB relies primarily on the meeting minutes to document the DRB's recommendation to the decision-making body. The meeting minutes lack detail to be effective at conveying the boards recommendation and how it is supported by factual information specific to the guidelines.</p>	<ul style="list-style-type: none"> <li>▪ The DRB should issue formal written recommendations to the decision-making body that addresses their findings and recommendations.</li> </ul>	
<p><b>Approval Timeline.</b> In accordance with the Revised Code of Washington (RCW) local permit review must be completed within</p>	<ul style="list-style-type: none"> <li>▪ Assess the factors that are resulting in longer review and approval times and update the City's review processes to better comply with the timeframe.</li> </ul>	<ul style="list-style-type: none"> <li>▪ RCW 36.70B.080</li> </ul>

Issue/Gap	Recommendation	Reference
<p>120 days unless specific conditions are met. This project and others exceeded the 120 timeline significantly.</p>		
<p><b>3rd Party Review.</b> The City has the ability to request 3<sup>rd</sup> Party review of design review applications to get additional input on consistency with design standards and guidelines.</p>	<ul style="list-style-type: none"> <li>▪ Authorize 3<sup>rd</sup> party review on a case-by-case basis and as requested by the design review board. The review should be focused solely on a project's conformance to the design standards and guidelines. In addition to design, the review should consider legal issues and precedents.</li> </ul>	
<p><b>Design Review Submittal Requirements.</b> The City's submittal requirements for site plan and design review are listed in the administrative manual, but are not in the BIMC.</p>	<ul style="list-style-type: none"> <li>▪ Develop a list of specific submittal requirements for design review including high-quality site plans, elevations, project renderings, diagrams, and other materials.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Submittal requirements are listed on the site plan and design review application.</li> </ul>

## Administrative Manual for Planning Permit Submittal Requirements

Summary: The administrative manual is a resource for permit applicants regarding permit types and submittal requirements. Figure 18 **Error! Reference source not found.** identifies the gaps and recommendations for the administrative manual.

Figure 18. Administrative Manual

Gap	Recommendation
<p><b>Design Review Section.</b> The administrative manual includes the design review requirements in the section on site plan review rather than a standalone section on design review. The design review submittal requirements do not include any graphic examples. Materials for design review should be related, but somewhat distinct from the site plan submittal requirements.</p>	<ul style="list-style-type: none"><li>▪ Develop a specific section in the administrative manual on design review including graphic examples. Also consider making the optional submittal items required for all applicants or at the request of the design review board or city staff. Emphasis on consistent high-quality materials will improve the design review process.</li><li>▪ Develop a model design review submittal package as a resource for applicants.</li><li>▪ Consider developing a separate standalone design review manual or integrate submittal requirements and examples into the design guidelines document and website.</li></ul>

## Next Steps

### Design Guidelines

Updated design guidelines are currently in development to address the gaps in the existing sets of guidelines. The new guidelines will integrate uniform standards that require more consideration of context and site planning in a single uniform set, and more specific guidelines that address unique contexts such as specific streets and historic districts.

### Design Process

Based on the recommendations from the gaps in the City's current design review process and materials requirements, Bainbridge Island's updated guidelines will include a new framework for design review that will include the following:

- A. Three-Meeting Process.** An overhauled process with three meetings will ensure the DRB is involved in early design, and that context informs site, building and landscape design.
- B. Detailed Submission Requirements.** Specific requirements for submissions for each meeting that allow for more comprehensive review of each project at different phases of design and ensure that materials submitted to the DRB are uniform in quality.
- C. Example or Mockup Submissions.** Example submissions to ensure that the materials conveyed to the Board meet a minimum standard.
- D. Clear Checklists to Evaluate Requirements.** Submission requirements and evaluation checklists to help the DRB develop recommendations that are useful for City staff and the Planning Commission.

Apart from the process and materials defined in the updated Design guidelines, we recommend the following to improve the design process and support a more consistent and robust review process:

- A. Design Training for Staff and Members of Boards and Commissions.** Training for City Staff, DRB and Planning Commission (PC) will help both the city and DRB evaluate submissions consistently and understand where there are critical gaps, and how to provide written documentation that is helpful in the design process and improve communication.
- B. Develop a Standard Format for DRB Findings.** A uniform format for the board to communicate its findings would help the DRB evaluate applications, and communicate findings to the PC, Staff and the Hearings Examiner. This format should be based on the evaluation checklist and developed in collaboration with City Staff, the PC and the DRB

## Code Revisions

Several requirements are articulated in the design guidelines as standards, and should be incorporated into the BIMC, rather than the City's design guidelines. Several examples of these standards are referenced in the gap analysis for each set of guidelines above, and a comprehensive list of provisions currently included as part of the City's design guidelines is included as appendix A. We recommend that the City's planning staff continue to work to integrate these items as requirements in the BIMC and develop improved standards for streets and open spaces as part of the development to support the revised design guidelines. Each guideline has been categorized based on the following system (See Figure 19):

- CD=Move to Code
- KP=Keep as a guideline
- RM=Remove guideline, topic is addressed in the updated standards and guidelines
- PD=Decision pending further input

Figure 19. Review of Existing Guidelines and Code Updates

Existing Guideline	Summary	Status
<h2>Design Guidelines for Multi-Family Development in the R-8 and R-14 Zones</h2>		
In saving significant trees and stands of trees, some portion should serve to break up the distribution of buildings and parking so that mature vegetation still seems prevalent	<ul style="list-style-type: none"> <li>▪ Revisit in light of the tree ordinance as the preservation of significant trees are now a requirement.</li> </ul>	<b>PD</b>
Where surface parking lots are adjacent to single-family districts, there should be a planting strip an average of 25 feet in width (but no less than 15 feet), containing a full screen landscape. Paths are allowed as part of the landscaping strip.	<ul style="list-style-type: none"> <li>▪ Buffer requirements should be in the BIMC as a standard. Currently it appears to be voluntary.</li> </ul>	<b>CD</b>

Existing Guideline	Summary	Status
<p>Large development projects should be divided into small parts by alleys, lanes, allees, courtyards, passageways, and landscape areas that separate and organize the configuration of buildings.</p>	<ul style="list-style-type: none"> <li>▪ Revisit in light of the new subdivision standards and guidelines that are part of the design review program.</li> <li>▪ These should be standards in the code or in the new design standards/guidelines with more specificity. This is the type of detail that a form-based code would address.</li> <li>▪ All developments should fit within the desired pattern of development regardless of the size of the project.</li> </ul>	<p><b>PD</b></p>
<p>Most of the common open space should be designed to allow residents to walk throughout the development and to any adjacent commercial or recreational areas. Further, pedestrian trails and pathways should provide all residents with access to on-site amenities such as pools and tennis courts. Some place for children to play should also be provided.</p>	<ul style="list-style-type: none"> <li>▪ Revisit in light of the new subdivision standards/guidelines.</li> <li>▪ What if no common open space is provided?</li> <li>▪ Add open space requirements to the BIMC and develop additional design standards/guidelines that address the design of open space.</li> <li>▪ Pedestrian connectivity is a valid standard to add to the BIMC.</li> </ul>	<p><b>PD</b></p>
<p>On parcels north of High School Road, new multiple-family development should be clustered so that open fields and/or densely vegetated areas appear to be largely intact. Where possible, open fields and/or densely vegetated areas close to roads should be preserved.</p>	<ul style="list-style-type: none"> <li>▪ This would be more effective as a standard rather than a voluntary guideline.</li> <li>▪ Revisit in light of the tree ordinance and subdivision standards/guidelines.</li> </ul>	<p><b>PD</b></p>
<p>All buildings, including accessory structures such as garages and carports, should incorporate pitched roof forms. The angle of the pitch should fall within the range of 5:12 and 12:12.</p>	<ul style="list-style-type: none"> <li>▪ This should either be a standard or eliminated. It seems unreasonable to require all multi-family development to have pitched roofs.</li> </ul>	<p><b>CD</b></p>

Existing Guideline	Summary	Status
<p>Buildings containing residential dwellings should incorporate most, if not all, of the following elements:</p> <ul style="list-style-type: none"> <li>▪ Front porches or stoops</li> <li>▪ Bay windows or dormers</li> <li>▪ Visible trim around windows and building corners</li> <li>▪ Base articulation, such as a plinth or first floor raised above grade</li> </ul>	<ul style="list-style-type: none"> <li>▪ General Comment: 8 and 14 units per acre is very low for multi-family development. Townhouses are typically 15-18 units per acre.</li> <li>▪ The building standards appear most applicable to lower-density multi-family development certain building types. The maximum building height is 35'.</li> </ul>	<b>RM</b>
<p>Garages should be arranged so that they do not face directly upon either the public street or the principal access lane through the development. Garages may be accessed from courtyards, secondary lanes, or alleys.</p>	<ul style="list-style-type: none"> <li>▪ Add to the BIMC as siting standards for garages and access management.</li> </ul>	<b>CD</b>
<p>In urban multifamily zones, building height may be increased by five feet if parking is placed below grade. This increase in building height shall not be available when the established height has already been exceeded through a conditional use permit.</p>	<ul style="list-style-type: none"> <li>▪ Underground parking is likely not feasible at 14 units per acre in these districts. Height modifications should be in the BIMC and not in the design guidelines.</li> </ul>	<b>RM</b>

## Guidelines for Commercial and Mixed-Use Projects

<p>Vary building materials or patterns to produce variations in texture</p>		<b>RM</b>
<p>Building elevations shall be vertically modulated in no more than 20' increments or horizontally in no more than 30' increments. Modulation is defined as a change in plane or articulation (such as bands, cornices, setbacks or changes in material)</p>	<ul style="list-style-type: none"> <li>▪ The guideline appears to be more of a standard with very specific requirements for modulation.</li> <li>▪ Update as part of the guidelines and provide more options and examples.</li> <li>▪ Multiple buildings to break down the scale should be an option in lieu of modulation.</li> <li>▪ Modulation should be fundamental to the design and function of the building and not as a veneer.</li> </ul>	<b>RM</b>

Existing Guideline	Summary	Status
<p>Blank walls shall not be visible to public spaces. Blank facades should otherwise be limited to the back of buildings or where required by the building code. Treatments to alleviate blank walls shall be similar in materials to facades normally in view of the public.</p>	<ul style="list-style-type: none"> <li>It's written as a standard and not a guideline.</li> <li>Update standards on blank walls and expand treatment options to include public art.</li> </ul>	<p><b>RM</b></p>
<p>The first floor of multi-storied buildings should be taller than upper floors. Minimum ceiling height should be at least 10' to allow transom or larger display windows. Other elements such as transom windows, canopies, cornices, and prominent entries are encouraged. First floor uses shall be pedestrian oriented and include substantial shop windows. Display windows on the first floor of retail and commercial buildings should be the predominant surface of the first floor.</p>	<ul style="list-style-type: none"> <li>Standards for first floor building height, windows (transparency), and weather protection should be in the BIMC.</li> <li>Update in the new standards/guidelines with more specificity based on the site context, building location in relation to public streets, and the type and function of the street.</li> <li>Pedestrian oriented design is a standard in the new design standards/guidelines.</li> </ul>	<p><b>CD</b></p>
<p>Facades facing public ways shall incorporate setbacks or articulation that establishes a pattern of bays or window openings. Facades shall include features such as display windows, columns or bays, recessed entries or canopies other recesses. The use of a variety of materials at the sidewalk level is encouraged.</p>	<ul style="list-style-type: none"> <li>Listed as a guideline but is written as a standard (i.e. "shall).</li> <li>The standard lacks context and would be difficult to apply evenly for all projects. This standard would apply very differently on Winslow Way or in Lynnwood Center than along High School Road.</li> <li>See comments above. The City should have first floor height, transparency, and overhead protection standards in the BIMC that vary by the type of street that the building fronts upon.</li> </ul>	<p><b>RM</b></p>

Existing Guideline	Summary	Status
<p>Where parking fronts onto a public street, the maximum separation between buildings shall be 80'. Greater separations are permitted if landscape setbacks or increased or other design features such as low walls, trellises and public spaces are created along the street frontage.</p>	<ul style="list-style-type: none"> <li>▪ Move to BIMC as a standard.</li> <li>▪ Should limit the width of parking at the street edge since this appears to only apply as the width between buildings.</li> <li>▪ Should be limited to 60' (the width of two bays of parking and the drive aisle.</li> <li>▪ Parking to the side of the building should be limited to certain streets (for example parking should not be allowed at the street edge along Winslow) and when parking can't be provided to the rear of the building.</li> </ul>	<p><b>CD</b></p>
<p>Facades over 128' in length shall be separated by pedestrian passage or open space. Passages should be at least 12' wide and two stores in height if covered. Façade setback should be expressed at the roof line by changes in plane. Passage should connect to public open space.</p>	<ul style="list-style-type: none"> <li>▪ Limiting buildings to 60' in width (or the existing building pattern on the street) at the street edge may be more effective. Two facades 127' wide each would appear to satisfy the requirements, but not the intent.</li> <li>▪ A pedestrian passage or open space for every building over 128' in width.</li> <li>▪ The façade setback guideline is unclear.</li> </ul>	<p><b>RM</b></p>
<p>Building setbacks may be increased for the creation of public outdoor seating areas. Entry alcoves and small outdoor spaces may be located between the building and the sidewalk.</p>	<ul style="list-style-type: none"> <li>▪ Setback modifications should be in the BIMC.</li> <li>▪ Address through established frontage types and street typologies.</li> <li>▪ Are there cases where public outdoor space is required? The current guideline is voluntary.</li> <li>▪ Are there cases where a setback is required, and it could be required to be designed as public space? Conversion of existing parking lots to public space such as Island Center?</li> </ul>	<p><b>CD</b></p>

Existing Guideline	Summary	Status
Encourage public pedestrian passageways and vegetation between buildings.	<ul style="list-style-type: none"> <li>Retain the intent in the updated design standards/guidelines but include instances where it would be required and additional guidelines.</li> </ul>	RM
Building designs should respond to nearby buildings that meet the upgraded design standards by using shared elements, materials or massing	<ul style="list-style-type: none"> <li>Address through updated standards and guidelines for massing and materials.</li> </ul>	RM
Signage, corporate colors and other icons of business may not dominate the exterior of the building including canopies and separate outdoor structures coving activities associated with the business. Color should be used to express changes in detail or materials but exterior building or structure colors may not be used as signs, or the extension of signs.	<ul style="list-style-type: none"> <li>May not be able to regulate the use of corporate colors or should have specific standards. A "corporate color" could be any color.</li> <li>How does this relate to restrictions on formula businesses? Should it restrict formula signs?</li> <li>Signs are not just for businesses; these standards should apply to all signs regardless of use.</li> <li>Should address consistency with other signs on the street and the differences between different part so the City such as Winslow Way vs. High School Road.</li> <li>Add updated design standards and guidelines.</li> </ul>	RM
Where a drive through facility is allowed, drive throughs must be in conjunction with a parking lot that serves the same business, must be to the side or rear of the building and should not be visible from public streets. Drive throughs should consist of no more than a single vehicle lane.	<ul style="list-style-type: none"> <li>Add drive through standards to the BIMC.</li> <li>Consider restricting the location and the land use for drive through facilities. For example, a drive through pharmacy is less than intense than a restaurant drive through.</li> </ul>	RM
Provide multiple entrances on the street. Pedestrian passageways are encouraged.	<ul style="list-style-type: none"> <li>Include new standards or guidelines for building entrances in the update.</li> <li>Frontage types will address access.</li> </ul>	RM

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>Recessed entries and/or overhead weather protection above the sidewalk entrances shall be used.</li> </ul>	<ul style="list-style-type: none"> <li>Move weather protection standards to the BIMC.</li> </ul>	CD
<ul style="list-style-type: none"> <li>Buildings in excess of a 10,000 square foot footprint should be visually split into two or more distinct elements.</li> </ul>	<ul style="list-style-type: none"> <li>Address in updated standards and guidelines. Develop standards to address massing with several guidelines while maintaining the intent of the existing guidelines.</li> <li>Not all 10,000 square foot buildings are equal. Consider other characteristics such as the building height, number of stories, and the street edge.</li> </ul>	RM
<ul style="list-style-type: none"> <li>Create small parking clusters connected by vegetated landscaping and pedestrian walkways. Internal streets that connect or serve parking areas shall be designed as streets with sidewalks, planters and pedestrian scale lighting.</li> </ul>	<ul style="list-style-type: none"> <li>Maintain the intent and include in updated standards and guidelines. Add more detail on the size of parking clusters, landscaping, trees, and walkways.</li> </ul>	RM
<b><i>Lynnwood Center</i></b>		
<p>Any proposals should be consistent with the adopted Lynnwood Center plan</p>		PD
<p>Parking shall be placed behind the buildings or in a single row along the street.</p>	<ul style="list-style-type: none"> <li>Move to BIMC.</li> </ul>	PD
<p>The Tudor character should be retained with features such as pitched roofs, a mix of external materials, exposed timbering and small, mullioned windows. Restoration of the existing Tudor building is encouraged.</p>	<ul style="list-style-type: none"> <li>The current guideline appears voluntary. Consider including specific standards for developing and maintaining the Tudor style.</li> </ul>	PD
<p>7-10 foot wide sidewalks are encouraged, especially where sidewalk seating is anticipated.</p>	<ul style="list-style-type: none"> <li>Include specific street standards either in the update standards/guidelines or in the BIMC.</li> </ul>	RM
<b><i>Island Center</i></b>		

Existing Guideline	Summary	Status
Design guidelines updates are consistent with the adopted Island Center Plan.	<ul style="list-style-type: none"> <li>Island Center Plan is in the process of being updated.</li> </ul>	PD
Parking should be behind buildings or in a single row in front of buildings.	<ul style="list-style-type: none"> <li>Consider the relationship to the updated Island Center Plan. Island Center currently has several parking lots along the street edge.</li> </ul>	PD
Parking is not allowed between the landscape strip and the arterials.	<ul style="list-style-type: none"> <li>This appears to prohibit on-street parking which is ideal in a pedestrian oriented district with retail.</li> <li>Revise following the completion of the Island Center Plan update.</li> </ul>	PD
Multi-stored, mixed use buildings are encouraged.	<ul style="list-style-type: none"> <li>Revise following the completion of the Island Center Plan update.</li> </ul>	PD
<b><i>Rolling Bay</i></b>		
Development of a Special Planning Area plan in conjunction with local residents and property owners is recommended and encouraged. Design guidelines shall be consistent with adopted plans.		PD
Continue the scale and character of existing buildings.		PD
Parking shall be behind buildings or in a single row along the street.		PD
Develop a public "green" at or near the intersection of Sunrise Drive and Valley Road.		PD

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>Ground floor retail is preferred along the sidewalks</li> </ul>		<p style="text-align: center;"><b>PD</b></p>
<h2 style="text-align: center;">Mixed-Use Town center and High School Road Zoning Districts</h2>		
<p>Parking lots should not front upon intersections. Parking lots should be located behind or to the side of buildings.</p>		<p style="text-align: center;"><b>CD</b></p>
<p>New development and redevelopment should provide facilities near or visible from the sidewalk for outdoor public use. Examples of such facilities include seating areas, courtyards, and small plaza spaces. Furthermore, it is desirable to locate these spaces where they can receive sun and where they can easily be connected to adjacent concentrations of land use.</p>		<p style="text-align: center;"><b>RM</b></p>
<p>New development and redevelopment should include pedestrian walkways and/or separated from traffic lanes, that offer access from the public sidewalk to the main entrance to the building. (Locating a building entrance directly on the sidewalk satisfies this guideline). In addition, connections to adjoining properties should be provided. Furthermore, within parking lots, there should be pedestrian walkways that allow people to traverse the lot without being forced to use vehicular aisles.</p>		<p style="text-align: center;"><b>RM</b></p>
<p>Freestanding light fixtures should not exceed 14' in height. All exterior lighting fixtures should incorporate cutoff fixtures.</p>		<p style="text-align: center;"><b>CD</b></p>
<p>Trash containers should be enclosed on all sides with solid walls and gates. Loading docks, outdoor storage and staging areas should be screened with fencing and vegetation, such as evergreen hedges. Chain link fencing is not acceptable.</p>		<p style="text-align: center;"><b>CD</b></p>

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>While some portions of common open space may be dedicated to specific amenities such as pools and tennis courts, most of it should be designed in such a manner as to allow walking throughout the development, to any adjacent commercial or recreational areas, and to surrounding streets. Except for designated senior housing, some place for children to play should also be provided.</li> </ul>		RM
<ul style="list-style-type: none"> <li>Entrances to parking garages and structures should be from alleys, access lanes, or minor side streets, rather than from principal through streets. If access from a principal street is unavoidable, such access should be restricted to a single, two-way curb cut for each development.</li> </ul>		RM
<ul style="list-style-type: none"> <li>Building should utilize elements such as massing, materials, windows, canopies, and pitched or terraced roof forms to create both a visually distinct "base" as well as a "cap"</li> </ul>		RM
<ul style="list-style-type: none"> <li>Principal entrances to buildings should be visually prominent and located within close proximity to the public sidewalk. Entrances should incorporate elements such as setbacks, recesses, balconies, porches, arches, trellises, or other architectural devices.</li> </ul>		RM
<ul style="list-style-type: none"> <li>Rooftop mechanical equipment should be concealed by and integrated within the roof form of a building. Simply surrounding it with a parapet wall is not sufficient.</li> </ul>		RM
<ul style="list-style-type: none"> <li>Any level of parking contained within or under a structure that is visible from a public street shall fully screen the parking with either another use, a façade that incorporates artwork, or trees and other vegetation.</li> </ul>	<ul style="list-style-type: none"> <li>Address with the street typologies and frontage types.</li> </ul>	RM

Existing Guideline	Summary	Status
<p>Buildings containing residential dwellings should incorporate most, if not all, of the following elements:</p> <ul style="list-style-type: none"> <li>▪ Front Porches and Stoops</li> <li>▪ Bay windows or dormers</li> <li>▪ Visible trim around windows and building corners</li> <li>▪ Base articulation, such as a plinth or first floor raised above grade</li> </ul>		
<p>The design of signs should be integrated with the architecture and site design of a project</p>		<b>RM</b>
<p>Signs should be expressive and even whimsical, exhibiting a graphic design approach to form and lighting. Standard, back-lighted, metal frame and plastic panel signs are discouraged.</p>		<b>RM</b>
<p>Signs painted on awnings are allowed, but awnings should not be internally illuminated.</p>		<b>RM</b>
<b><i>Gateway Overlay District</i></b>		
<p>South of the intersection of SR 305 with Winslow Way, new development and redevelopment should provide sidewalks (or an expansion of the existing sidewalk) to a minimum width of 12 feet. Street trees should be provided along the curb line.</p>		<b>PD</b>
<p>New or renovated buildings that abut the intersection of SR 305 should incorporate distinctive architectural elements to create a "gateway" effect at this key location. Elements can include very distinctive roof forms such as cupolas or dome or cone shapes, visually expressive facades, dramatic lighting, whimsical details, artwork, showcase windows, prominent masonry banding, etc. The intended effect is to eventually have all four corners occupied by buildings that are landmarks.</p>		<b>PD</b>

Existing Guideline	Summary	Status
<p>Facades of new or renovated buildings that abut Winslow Way should abut the back of the sidewalk (some of which may be on private property in order to provide the width of sidewalk indicated elsewhere in these guidelines). Parking shall not be located in front of buildings. Canopies or awnings over the sidewalk are encouraged.</p>		<p><b>RM</b></p>
<p>Above the second floor, upper floors should be stepped back at least 10' from the façade of the floor below along SR 305 and Winslow Way. The exception would be for an architectural form that would be located directly at the corner. Decks located above the second story may occupy the roof of the floor immediately below.</p>		<p><b>PD</b></p>
<p>Signs shall be located on facades of buildings. (Freestanding pole-mounted or monument signs are not allowed).</p>		<p><b>RM</b></p>
<p><b><i>Central Core Overlay District</i></b></p>		
<p>1. Pedestrian pathways shall be established in order to connect internal and external development. New development and redevelopment shall include passageways that cut through sites and connect to other sites and/or buildings. These can be simple walkways or can be more elaborate landscaped courtyards. They can be opened to the sky or covered. Types of pathways may include the following:</p> <ul style="list-style-type: none"> <li>▪ a. Public—formal sidewalk along ROW or dedicated access through sites</li> <li>▪ b. Public/private—less formal minimum 5-foot-wide paths connecting sites to street</li> <li>▪ c. Private—internal pathways from parking to building entrances or building to building.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The Central Core Overlay District guidelines are the most recent and comprehensive set of district specific guidelines. Need further input from the City and DRB on whether any of the Central Core Overlay District guidelines should be retained. Will address after the general standards and guidelines are complete to consider the role of the existing district specific guidelines.</li> </ul>	<p><b>PD</b></p>

Existing Guideline	Summary	Status
<p>2. Sidewalks along streets shall incorporate separated areas for streetscape features and through pedestrian traffic. These features shall include: a. A 3 foot minimum amenity area (usually located closest to the street curb) in order to accommodate signs, street furniture, lighting, landscaping, etc. b. A 5 foot minimum wide clear walkway area shall maintain a path for pedestrian through travel. This path does not need to be straight but can have a meandering alignment. Signs, street furniture, planters and other amenities shall not encroach upon the clear walkway area. c. A minimum 10 foot total sidewalk width between curb and front of building, if sufficient right-of-way is available. A storefront area at least 2 feet wide shall be provided.</p>		<p><b>PD</b></p>
<p>3. Street trees shall be provided in an amount equivalent to at least one every 30 feet in planting pots or beds covered by a tree grate, pavers or planted area. Trees may be grouped and are encouraged to have a varied meandering effect. Tree size, location and species shall be approved by the City.</p>		<p><b>PD</b></p>
<p>1. If plazas, courtyards and other pedestrian areas are included in the project as part of an FAR Bonus Program or other development requirement the following guidelines shall be addressed: a. Public spaces should be oriented toward the south (for solar exposure) when feasible to create a more comfortable micro-climate. b. Spaces must include additional landscape conducive to pedestrian use, such as accent lighting, public art, benches and/or low seating walls, and brick or other special paving. c. Public space shall not be occupied by driveways, service areas, or any other motorized vehicular use, temporary or otherwise.</p>		<p><b>PD</b></p>

Existing Guideline	Summary	Status
<p>2. Designated intersections should be designed to allow for public spaces. Rather than meeting the corner, new buildings should incorporate forecourts, plazas, or gardens that welcome the public and offer a dramatic statement at the corner. Major entrances should also be located at the corners and highlighted by elements such as higher or more expressive canopies, higher bays, larger windows and doors, projections, different window designs, or other physical features.</p>		PD
<p>1. <b>Articulation.</b> Buildings shall incorporate articulation on all sides. The street-facing side(s) shall receive the greatest amount of attention with respect to richness of forms, details, materials, and craft.</p>		PD
<p>2. <b>Variety in form.</b> Variety in building forms shall be provided rather than regularized repetition.</p>		PD
<p>3. <b>Varied frontages.</b> Building frontages along a street block shall include storefronts, bays, recesses, offsets, balconies, a varied and rich color palette, and other elements to avoid long, monolithic facades.</p>		PD
<p>4. <b>Multi-frontages.</b> Single buildings that face more than one street should respond architecturally to the context of each street. Developments with multiple buildings should incorporate multiple architectural responses for various buildings.</p>		PD
<p>The first floor level should be at least 12 feet in height as measured from the floor to the interior ceiling to provide for a generous space for retailing, services, and restaurant functions. Entrances to retail spaces shall be directly from the sidewalk.</p>		PD

Existing Guideline	Summary	Status
<p>Street-facing, ground-floor facades of commercial and mixed-use buildings shall incorporate generous amounts of glass in storefront-like windows. Amounts of clear, transparent glass shall meet or exceed the following: 80% along Winslow Way; 60% along Madison, Bjune and Parfitt; 40% along other streets</p>		<p><b>PD</b></p>
<p>Overhead weather protection elements (canopies, awnings) shall be installed on street-facing facades along Winslow Way, although they need not be continuous. They should also be installed on other streets where retail uses are provided. The height above the sidewalk shall be at least 8 feet but no more than 12 feet. The minimum depth shall be 5 feet – although 6 feet is preferred. Canopies must be designed so that water running off the canopy does not occur in the clear walkway area. Canopies shall be constructed of permanent, durable materials such as steel and glass. Awnings shall not be internally illuminated, unless the material is opaque. Pedestrian-oriented lighting beneath the canopy is encouraged.</p>		<p><b>PD</b></p>

## Existing Guideline

## Summary

## Status

The street facing facades of commercial and mixed-use buildings shall incorporate a variety of architectural features to produce a visually rich and engaging experience for people on foot. At least five of the following shall be included in the design of the façade:

- Kickplates for storefront windows
- Prominent, projecting sills on storefront display windows
- Artwork on walls, columns, pilasters and other surfaces
- A visibly obvious plinth or base element of stone, masonry or concrete having an architectural finish (ie, not unfinished concrete)
- Pilasters with banding, belt courses, insets, reveals or other details
- Ornamental tile work or metal work
- Masonry soldier course
- Decorative medallions
- Containers for seasonal planting
- Pedestrian-scaled lighting
- Hanging baskets supported by ornamental brackets
- Pedestrian-scaled signs or signs painted on windows
- An element not listed here that meets the intent

**PD**

Existing Guideline	Summary	Status
<p>Along Winslow Way and Madison Avenue, building facades shall be stepped back above the second story. However, this is not intended to produce a rigid, uniform setback along the street. The following alternatives are acceptable:</p> <ul style="list-style-type: none"> <li>▪ The top floor steps back at least 10 feet.</li> <li>▪ All floors above the second-floor step back at least 10 feet.</li> <li>▪ Progressive setbacks on several floors to a total of at least 10 feet.</li> <li>▪ Some combination of the above. (eg. third floor 7 feet, top floor 3 feet.)</li> </ul>		<b>PD</b>
<p>2. Facades of floors that are stepped back shall be distinguished by a change in elements such as window design, railings, trellises, details, materials and/or color so that the result is a rich and organized combination of features that face the street. Balconies may extend into the setback areas.</p>		<b>PD</b>
<p>3. Alternatives to this guideline may be proposed, so long as the effect is that the upper floor(s) appear to recede from view, and the impacts of massing on light and air are addressed.</p>		<b>PD</b>
<p>Because walls that are potentially blank present a challenge with regard to appearance, it is expected that creative design approaches will be presented for consideration.</p>		<b>PD</b>

## Existing Guideline

## Summary

## Status

Blank, unembellished walls are not allowed. Where there are not windows and doors, facades should be designed with sufficient variety and detail to be of interest to people on foot. However, there are certain conditions which warrant special treatment to ensure that large expanses of wall where windows are not possible are treated in a manner that enhances the townscape and streetscape.

- Parking structures should not be exposed to view. Commercial space should intervene between parking and the sidewalk. In the event that this is not possible, the parking shall be screened by vertically growing vines and other vegetation, decorative metalwork, or bas-relief artwork. If vegetation is used, planting beds shall be at least three feet wide and irrigated to ensure the survival plants.
- Some new buildings may have walls on side lot lines exposed to view for years until an adjacent structure is built. In such cases, the wall shall be treated with simple elements like banding, color, art, patterning of masonry, prominent reveals or recesses, all of which should reflect the design of the building as a whole. Completely blank "end walls" are not acceptable.

PD

1. In roof design, the greatest amount of attention should be given to the lower floors most closely visible from the street. Roof edges should also be given design attention. The profile against the sky shall be given expression through elements such as projections, overhangs, cornices, trellises, stepbacks, brackets holding up overhangs, changes in material or other elements, and their combination.

PD

1. Flat, unembellished roofs are not desired. However, flat roofs may be appropriate for green building purposes, for example to accommodate green roofs or solar panels.

PD

Existing Guideline	Summary	Status
3. Buildings located within 100 feet of residential zones outside of the Core shall incorporate pitched roof forms, with slope between 4:12 and 12:12 in order to create a transition on development pattern.		PD
1. Surface parking lots shall be screened or treated architecturally. Architectural treatment shall require two or more of the following: a. Planting designed to screen lots from view b. Expanded decorative panels or grilles c. Other devices, as approved, which meet the intent.		PD
1. Buildings that provide street level parking or free standing parking structures shall be screened or treated architecturally. Treatments should complement/integrate with the architecture of the building (see building design guidelines) and garage entrances shall be minimized.		PD
2. Lighting fixtures within garages shall be screened from view from the street.		PD
<b><i>Ericksen Overlay District</i></b>		
SD1. Preservation of Historic Buildings. Owners are strongly encouraged to preserve historic (pre-1920) buildings. Any additions to existing historic structures shall be located to the rear and shall be consistent with the character of the older structure.	<ul style="list-style-type: none"> <li>▪ The Ericksen Overlay District guidelines are intended to preserve the historic character of the neighborhood and require new development be compatible with pre-1920 buildings. It is likely that much of the guidelines will be retained, but a final decision will be made after the general standards and guidelines are complete.</li> </ul>	PD
SD2. Scale of Construction. Scale of buildings in this corridor shall remain modest. (Refer to guideline BD1.) Any new development shall be constructed so that building forms, roof shapes, and relationship of building to street are compatible with the historic structures on Ericksen Avenue.		PD

Existing Guideline	Summary	Status
<p>SD3. Ravine View Corridors. On the east side of Ericksen Avenue from Winslow Way to 200 feet north of Wyatt Way (where the Winslow Ravine leaves Ericksen to cross under highway 305), the total of both side yard setbacks should be at least 30% of the width of the frontage on Ericksen. Driveways may be in the setbacks, but the open-air view from the street through to the Winslow Ravine shall remain unobstructed by buildings or fences.</p>		<p><b>PD</b></p>
<p>SD4. Setbacks. Buildings shall be set back from the front property line in accordance with the zoning ordinance, which allows porches and bay windows to intrude into the setback.</p>		<p><b>PD</b></p>
<p>SD5. Landscaped Front Yards. Landscaped front yards shall be provided. At least 50% of the area between the ROW and the building setback shall be landscaped with trees, shrubs, and groundcover.</p>		<p><b>PD</b></p>
<p>SD6. Signs. The design of signs should be integrated with the architecture of the building, with features and materials common to pre-1920 structures on Ericksen. No neon or internally lit signs are allowed.</p>		<p><b>PD</b></p>
<p>BD1. Maximum Building Footprint. South of Wyatt, the total footprint of any building shall not exceed 2,500 sf. North of Wyatt, buildings shall be designed in sections with footprints not exceeding 2,500 sf. There shall be minimal connections between these sections so that the overall project appears more compatible with smaller, individual buildings to the south of Wyatt.</p>		<p><b>PD</b></p>
<p>BD2. Pitched Roofs. Buildings should have pitched roofs with one or more visible ridge lines. Roof pitches on main roofs shall have at least 8:12 and no more than 12:12. Roof overhang shall be at least 12". Roof pitches on shed formers and attached porches shall be at least 4:12. No continuous roof ridge shall be over 50' long.</p>		<p><b>PD</b></p>

Existing Guideline	Summary	Status
<p>BD3. Building and Site Access. In new construction, features such as handicap access and pedestrian access to underground parking shall be integrated within buildings, not placed as visible add-ons. In remodel projects, this guideline will be met to the extent feasible.</p>		<p>PD</p>
<p>BD4. Building Materials. Such features and materials common to the pre-1920 structures on Ericksen as horizontal wood siding, frieze boards, double-hung windows, trim at windows, corner braces, porches, bay windows, prominent roof overhangs and red brick chimneys, are encouraged. <i>It is the responsibility of the applicant to demonstrate that proposed building materials meet the intent of this guideline.</i></p>		<p>PD</p>
<p><b><i>Madison Avenue Overlay</i></b></p>		
<ul style="list-style-type: none"> <li>▪ For the portion of Madison Avenue situated within this overlay district landscaped front setbacks are encouraged.</li> </ul>		<p>RM</p>
<ul style="list-style-type: none"> <li>▪ Visually prominent buildings should be encouraged at the intersections with east/west streets. This can be achieved by such elements as bold roof forms, color, decorative structures and details, porches, and trellises.</li> </ul>		<p>RM</p>
<ul style="list-style-type: none"> <li>▪ Buildings should have pitched roof forms, with the pitch being at least 4:12 and no more than 12:12</li> </ul>		<p>RM</p>
<p><b><i>Ferry Terminal Overlay</i></b></p>		
<ul style="list-style-type: none"> <li>▪ New development and redevelopment should provide sidewalks with a minimum width of 10 feet. Street trees should be located along the curb line, with a minimum caliper of 2 ½" and a maximum spacing of 30'.</li> </ul>		<p>RM</p>
<ul style="list-style-type: none"> <li>▪ New development and redevelopment should include streets, alleys or lanes that can serve to break down the scale of these larger blocks.</li> </ul>		<p>RM</p>

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>Building facades should be located at the back of the sidewalk or within 5 feet of it. Some setback may be necessary to meet the need for a 10' wide sidewalk.</li> </ul>	<ul style="list-style-type: none"> <li>Is addressed with the street typologies and frontage types.</li> </ul>	<p><b>RM</b></p>
<ul style="list-style-type: none"> <li>Small restaurant and service uses on the ground floor of buildings are encouraged.</li> </ul>		<p><b>RM</b></p>
<ul style="list-style-type: none"> <li>Weather protection features such as canopies and awnings should be provided along Winslow Way East. The minimum width of such elements is 4 feet. The height should be no less than 8 feet and no more than 10 feet. Internal illumination of awnings is not allowed.</li> </ul>		<p><b>CD</b></p>
<ul style="list-style-type: none"> <li>The intersection of Winslow Way East and Ferncliff is appropriate for visually prominent architecture that incorporates features such as distinctive roof forms, cupolas, and landscaped roof decks.</li> </ul>		<p><b>RM</b></p>
<ul style="list-style-type: none"> <li>Along Winslow Way East and Ferncliff, building facades above the second story should be stepped back at least 10 feet from the façade of the floor below. Decks located above the second story may occupy the roof of the floor immediately below.</li> </ul>	<ul style="list-style-type: none"> <li>Need further input from the City and the DRB if this should be retained as a standard.</li> </ul>	<p><b>PD</b></p>
<ul style="list-style-type: none"> <li>Sign should be mounted on the facades of buildings. (Free-standing pole-mounted or monument signs are not allowed.)</li> </ul>		<p><b>RM</b></p>
<p><b><i>High School Road District</i></b></p>		
<ul style="list-style-type: none"> <li>New development and redevelopment should provide sidewalks with a minimum width of 8 feet. Street trees should be located along the curb line, with a minimum caliper of 2 ½" and a maximum spacing of 30'.</li> </ul>	<ul style="list-style-type: none"> <li>Is addressed with the street typologies and frontage types.</li> </ul>	<p><b>RM</b></p>
<ul style="list-style-type: none"> <li>New development and redevelopment should include streets, alleys, or lanes that can serve to break down the scale of these larger blocks</li> </ul>	<ul style="list-style-type: none"> <li>Move to a standard in the BIMC.</li> </ul>	<p><b>CD</b></p>

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>▪ To the greatest extent possible, driveways should be shared, and the minimum separation should be 100 feet. Driveways should not be closer than 150 feet to an intersection.</li> </ul>		RM
<ul style="list-style-type: none"> <li>▪ Pathways and walkways should be provided across adjacent property lines in locations where people would be likely to want to walk.</li> </ul>		RM
<ul style="list-style-type: none"> <li>▪ New development and redevelopment should include elements such as landscaped squares, courtyards, plaza, gardens, and allees that contain seating, lighting, seasonal color, and other furnishings arranged and designed for people on foot. Some of these spaces may be relatively small, but the larger the development, the larger, more extensive, and more elaborate these spaces should be. A general rule of thumb is that such spaces should compromise approximately 5% of the site area.</li> </ul>		RM
<ul style="list-style-type: none"> <li>▪ Building facades along High School Road should be located at the back of the sidewalk or within 10 feet of it.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Is addressed with the street typologies and frontage types.</li> </ul>	RM
<ul style="list-style-type: none"> <li>▪ Commercial uses should incorporate storefront windows that face the street. The proportion of glass surfaces should exceed the proportion of opaque surfaces.</li> </ul>		CD
<ul style="list-style-type: none"> <li>▪ The larger the building, the more elements that should be used to diminish the scale, especially from the street side. Such elements should include offsets in facades, deep overhangs, recessed entrances, varied roof heights, canopies, arcades, clearstories, cornice lines, horizontal banding, and other features that are bold enough to be visible from the street.</li> </ul>		RM
<ul style="list-style-type: none"> <li>▪ Pitched elements should be included in the roof forms of new buildings. In order to have the pitch be noticeable but not obtrusive or contrived, it should range between 4:12 and 12:12. There may, however, be places where flat roofs are appropriate, but this should be considered an exception.</li> </ul>		PD

Existing Guideline	Summary	Status
<ul style="list-style-type: none"> <li>The intersection of High School Road and SR 305 is appropriate for visually prominent architecture that incorporate elements such as distinctive roof forms, cupolas, and landscaped roof decks.</li> </ul>	<ul style="list-style-type: none"> <li>Several of the guidelines are specific to certain intersections in the City. These guidelines are addressed in the updated guidelines and standards including designing based on the site context such as major intersections.</li> </ul>	RM
<ul style="list-style-type: none"> <li>Signs should not be mounted on rooftops of buildings. Freestanding signs should not be higher than 5 feet from grade and should be integrated with shrubs and seasonal color.</li> </ul>	<ul style="list-style-type: none"> <li>Add to the BIMC sign code.</li> </ul>	CD
<h2>Design Guidelines for Light Manufacturing</h2>		
<p>Where the terrain permits, hide the view of building, parking, and equipment, so that they cannot be seen from the road.</p>	<ul style="list-style-type: none"> <li>It is likely that at least some of the light manufacturing guidelines will be retained. A final decision will be made after the general standards and guidelines are completed.</li> </ul>	PD
<p>Preserve mature trees and shrubs and plant trees that can screen the view of buildings from the road or adjacent residential properties. Protect significant mature trees and stands of trees so that mature vegetation dominates within the screen.</p>		PD
<p>To the greatest extent possible, road entrances should not draw attention to the light manufacturing facility. This should be accomplished by minimizing the width of the entrance, utilizing curves immediately inside the entrance, and by allowing the natural vegetation to grow to the edge of the drive.</p>		PD
<p>Build roads as narrow as possible. Create, wherever possible, a loop within the site with one-way narrow roads. Let vegetation grow to the edge of the road.</p>		PD
<p>Place loading docks on the site so they are fully screened from the road or adjacent residential properties.</p>		PD

Existing Guideline	Summary	Status
Active agricultural uses such as pasture land and fruit and vegetable farms are encouraged within the open space.		PD
Trails are encouraged. Support future trail systems by initiating trails on the site or connecting to existing trails.		PD
Freestanding and building mounted light fixtures should not exceed 14 feet in height, including the base. All exterior lighting fixtures should incorporate cutoff shields to prevent spillover. Use of motion sensors with long time delays are encouraged. Use of mercury vapor lamps are strongly discouraged.		PD
<p>Building should incorporate most of the following elements:</p> <ul style="list-style-type: none"> <li>▪ A pitched or rounded roof</li> <li>▪ Varied rooflines and roof details such as monitors</li> <li>▪ A visually prominent principal entrance</li> <li>▪ Appropriately sealed windows with visible trim</li> <li>▪ Landscaping at the building edge</li> <li>▪ Surface treatment to break up the scale</li> </ul>		PD
Conceal mechanical equipment within the roof, or behind buildings, or other screening so it is not visible from the road or adjacent residential properties.		PD
Avoid the use of reflective glass and exterior colors or building materials that produce a strong reflection of light.		PD

## Design Guidelines for Fort Ward

Develop walking trails along street edges in existing right-of-ways.

- Some of the Fort Ward guidelines are not specific enough to be effective and should be removed. However, other guidelines will likely be retained with a final decision pending completion of the general standards and guidelines.

**PD**

Create walking trails that link to other trails and larger open spaces for a complete system. Specifically link to existing and historic trails including: Kitsap to Hilltop, Hilltop to Tojam, the historic stairs to the beach, Paul Avenue across the parade ground and Watch Hill to Park View.

**PD**

Trail easements should be 6 to 8 feet wide, with low ground cover or shrubs (under 3 feet) adjacent to the pathway. The width of the trail should vary depending on the level of use. Utilize pervious paving material such as crushed rock to allow drainage.

**PD**

A comprehensive wetland overlay master plan should be developed for the entire wetland system, including the adjacent land ownership. An acceptable list of plants, specific to Fort Ward wetland areas, should be developed in the wetland mater plan process.

**PD**

Encourage retention of significant trees where possible (12" caliper and greater as defined in the City Zoning Ordinance) for the Fort Ward community. Significant and historic trees should be identified for the entire community, including the wetlands and buffers through the wetland master plan process.

**PD**

Publicly owned landscape areas should be maintained by the City of Bainbridge Island, all other landscaping should be maintained by the owner or neighborhood association.

**PD**

Existing Guideline	Summary	Status
Park and open space designs should respect and reflect historic use of the area.		PD
Landscape buffers in the rights-of-way should be kept with indigenous plants as approved by the Bainbridge Island Landscape Code.		PD
Houses should be set back from the street as prescribed in the zoning code. Porches are allowed in the setback up to five feet.		PD
Garages should be sited at the rear of the site, or in the side setback and screened from the roadway. At a minimum, the garage should be set back or recessed from the front of the house. A carport may be used if it reflects the historic character in the community. A reduction to a minimum of a 5' rear setback for a detached garage that is consistent with these guidelines.		PD
Shared driveways or alleys are encouraged, especially on small lots under 7,000 square feet and along Fort Ward Hill Road.		PD
Lighting on sites or along the roadways should be shielded downward and be pedestrian scale. No light stands should exceed 12 feet in height. (Appropriate lighting styles should be developed with assistance from the Bainbridge Island Historical Society).		PD
Signage should be coordinate with the historic nature of the community. (Appropriate signage styles should be developed with assistance from the Bainbridge Island Historic Society).		PD

Existing Guideline	Summary	Status
<p>The dominant features as seen from the road should reflect, but not replicate the historic architectural character of other Fort Ward structures such as residences on Parkview Drive, Evergreen Avenue and Soundview Drive. Pitched roofs between 6:12 up to 12:12 are encouraged for all new development. Roof overhangs of at least 18 inches should be incorporated. Pitched roofs for porches between 3:12 up to 12:12.</p>		<p><b>PD</b></p>
<p>Structures should incorporate textured siding (horizontal lap, board and batt, shingle) or masonry. Building design should also use broad window trim and paint colors reflecting turn of the twentieth century architectural types at Fort Ward. Large panes of glass and picture windows are also discouraged.</p>		<p><b>PD</b></p>
<p>Long buildings facing the street, unbroken facades, large blank walls are discouraged. Large panes of glass and picture windows are also discouraged.</p>		<p><b>PD</b></p>
<p>Lot coverage limit established in the zoning code may be exceeded up to 10% for front porches on houses and breezeways between the garage and house.</p>		<p><b>PD</b></p>
<p>Dormers and living spaces within the roof lines are encouraged in residential buildings.</p>		<p><b>PD</b></p>

## Best Practices Review

The best practices review includes local and national examples of design guidelines and design review programs. The national examples are reviewed primarily for document design, formatting, approach, and graphics as the type of development in these cities differs substantially from Bainbridge Island. Some examples are provided not as a best practice, but as a contrast to understand the range of approaches that cities take to regulating and administering design review programs.

### Washington Examples

Figure 20. Washington Cities Design Process

Jurisdiction	Authority	Design Guideline Integration	Process
City of Kirkland	Quasi-Judicial decision-making	Separate sets of design guidelines	Three step design process with pre-application meeting, concept review and response meeting
City of Redmond	Quasi-Judicial decision-making	Integrated into municipal code	Optional pre-application and prep review followed by formal review
City of Seattle	Advisory	Separate sets of design guidelines, with one overarching set of guidelines	Pre-submittal coaching followed by early design guidance meetings.
City of Bellevue	No Design Review Boards	Design standards integrated into code	Single review process administered by the City's Department of Development Services
City of Poulsbo		No Design Review	
City of Tacoma		No Design Review	

#### *City of Kirkland*

The City of Kirkland has a design review program including a review board with quasi-judicial decision-making authority. The City has several sets of design guidelines including for pedestrian-oriented business districts and district specific guidelines such as for the Totem Lake and Rose Hill Districts. Design review is required in eight districts in the City and certain residential development. The graphics are a mix of hand sketches, 3d modeling, diagrams, and photos. Design review is a three-step process

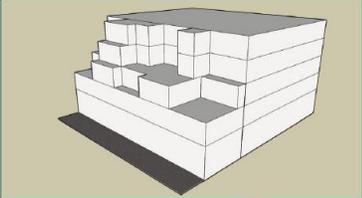
including a pre-application meeting with staff, a conceptual design conference with the Design Review Board (DRB), and a design response conference with the DRB. Administrative design review is required for minor projects.

Figure 21. Graphic examples for guideline on window design and massing

**Guideline**



*Varied window treatments should be encouraged. Ground floor uses should have large windows that showcase storefront displays to increase pedestrian interest. Architectural detailing at all window jambs, sills, and heads should be emphasized.*



*Varied step back approach*

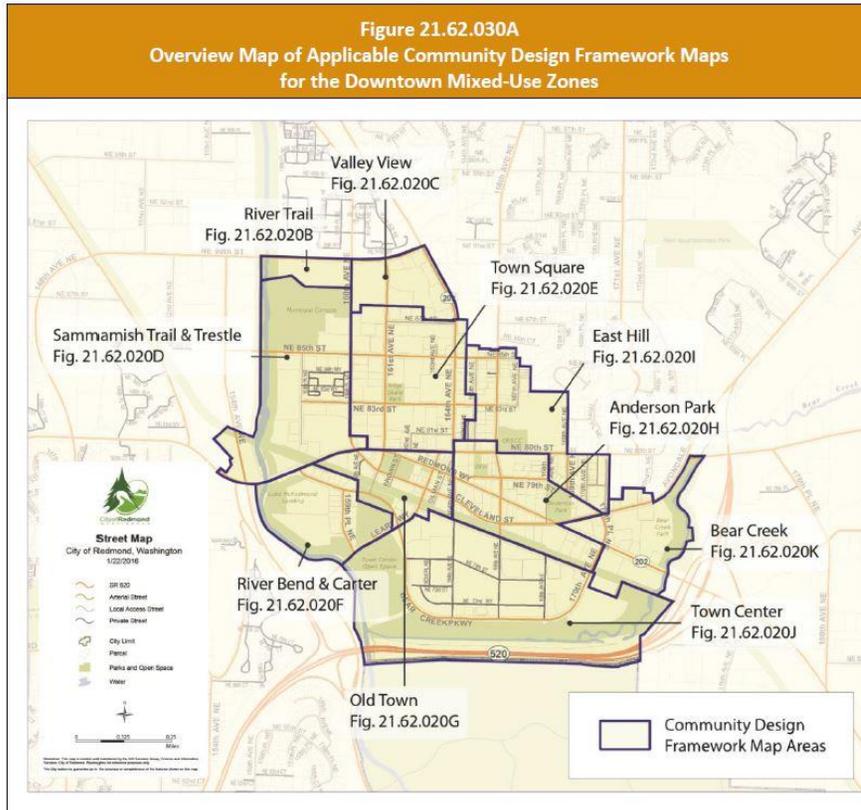
- ◆ In addition to applying setbacks to upper stories, building facades should be well modulated to avoid blank walls and provide architectural interest.
- ◆ Along pedestrian oriented streets, upper story building facades should be stepped back to provide enough space for decks, balconies and other activities overlooking the street
- ◆ Landscaping on upper story terraces should be included where appropriate to soften building forms and provide visual interest.

**City of Kirkland, 2019**

**City of Redmond**

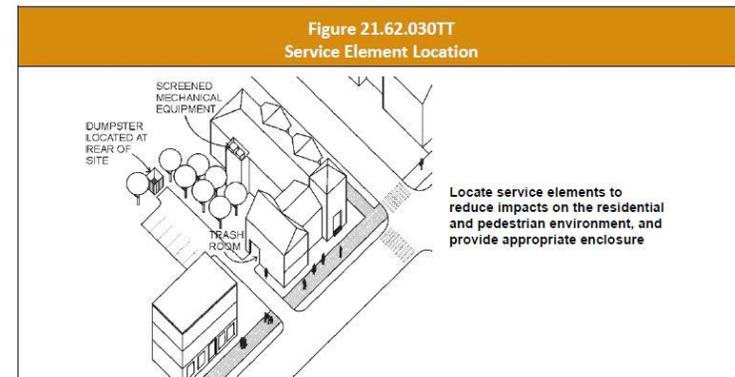
The City of Redmond has had a design review program since 1981. The Design Review Board (DRB) like the board in Kirkland has quasi-judicial decision-making authority. Design review standards are contained with the Redmond Municipal Code (RMC) and include specific standards such as for the Downtown Districts. The DRB is comprised of five professionals and two residents.

Figure 23. Downtown Design Districts



City of Redmond, 2019

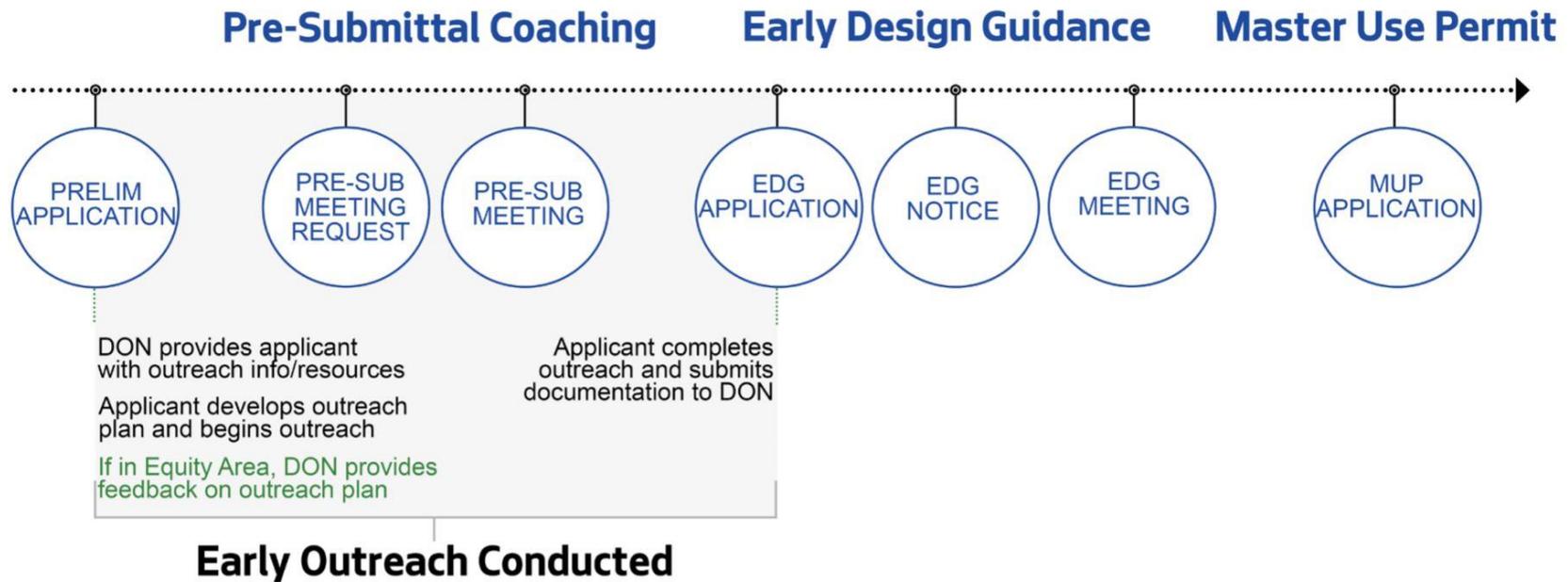
Figure 22. Graphic Example for service element guideline



### City of Seattle

The City of Seattle has both city-wide design guidelines and neighborhood specific guidelines. The City has a design review board for each district that reviews projects. Design review is advisory to the administrative permit decision, but in practice the design review boards are de facto decision-makers. The City recently adopted updates to the program that became effective on July 1, 2018. Changes include a new requirement for early community outreach and updates to the review thresholds.

Figure 24. Updated design review process



### City of Seattle, 2019

The City of Seattle’s city-wide guidelines are organized by Context and Site, Public Life, and Design Concept. The neighborhood guidelines are following the same structure as they are updated. The table of contents for the city-wide guidelines are shown below.

Figure 25. City of Seattle City-Wide Design Guidelines structure

<b>Introduction .....</b>	<b>ii</b>
<b>Context and Site .....</b>	<b>1</b>
CS1. Natural Systems and Site Features .....	2
CS2. Urban Pattern and Form .....	4
CS3. Architectural Context and Character .....	7
<b>Public Life .....</b>	<b>10</b>
PL1. Open Space Connectivity .....	11
PL2. Walkability .....	12
PL3. Street-Level Interaction .....	15
PL4. Active Transportation .....	18
<b>Design Concept .....</b>	<b>20</b>
DC1. Project Uses and Activities .....	21
DC2. Architectural Concept .....	23
DC3. Open Space Concept .....	25
DC4. Exterior Elements and Finishes .....	27

**City of Seattle, 2019**

The city-wide guidelines have a mix of diagrams, graphics, and photos that demonstrate consistency with the guidelines as shown below in Figure 26.

Figure 26. Document layout and graphic examples from the city-wide guidelines.



# CS1

## Natural Systems and Site Features

Use natural systems and features of the site and its surroundings as a starting point for project design.

*Design Approaches and Strategies to Consider:*

### A. ENERGY USE

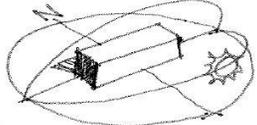
- Energy Choices:** At the earliest phase of project development, examine how energy choices may influence building form, siting, and orientation, and factor in the findings when making siting and design decisions.

### B. SUNLIGHT AND NATURAL VENTILATION

- Sun and Wind:** Take advantage of solar exposure and natural ventilation available onsite where possible. Use local wind patterns and solar gain as a means of reducing the need for mechanical ventilation and heating where possible.
- Daylight and Shading:** Maximize daylight for interior and exterior spaces and minimize shading on adjacent sites through the placement and/or design of structures on the site.
- Managing Solar Gain:** Manage direct sunlight falling on south and west facing facades through shading devices and existing or newly planted trees.

### C. TOPOGRAPHY

- Land Form:** Use the natural topography and/or other desirable land forms or features to inform the project design.
- Elevation Changes:** Use the existing site topography when locating structures and open spaces on the site. Consider "stepping up or down" hillsides to accommodate significant changes in elevation.



Siting longer facades east to west brings the most consistent solar exposure and daylighting into a building, providing comfortable spaces for users and potential energy savings.

**i** The Seattle Energy Code regulates energy-use features of new and remodeled buildings. For applicable energy standards and requirements, see the code at <http://www.seattle.gov/dpd/codesrules/codes/energy/overview/>

**i** See also guideline DC1.A.1 Arrangement of Uses for related guidance.

**i** See also CS2.B1 Site Characteristics, CS2.D2 Existing Site Features, and DC2.A1 Site Characteristics and Uses for related guidance.



Louvers on the windows help moderate the amount of sunlight received into this building as do the deciduous trees.

CS1. Natural Systems and Site Features 2

### *Other WA Examples*

It should be noted that many cities in Washington state either do not have design review or conduct design review entirely administratively. The City of Poulsbo does not have a design review program and all design standards are reviewed and approved administratively by the Planning Director. Similarly, the City of Tacoma does not currently have a design review program but is about to start the process to create the program and new design guidelines. Similarly, the City of Bellevue does not have design review boards or a public process for design review. All design standards are administered by the Director of the Development Services Department.

### **National and International Examples**

The examples of design guidelines included in this section are primarily meant to serve as a guide for how to organize or illustrate design guidelines, many of these examples are from larger cities within the U.S. and abroad that have integrated a complex set of guidelines into clearly understandable documents with simple compelling graphics. The design guidelines included below are not intended to serve as an example of what would be appropriate guidelines for Bainbridge Island's unique character and setting.

### ***San Francisco, CA***

The City of San Francisco adopted new urban design guidelines in 2018. The updated design guidelines are user-friendly and provide a great deal of context on what is important to the City and community for design. The values statement shown in Figure 27 appears early in the document.

Link to: [San Francisco Urban Design Guidelines](#)

Figure 27. Values for San Francisco.

## Built Environment Values for the City of San Francisco

### Being a Good Neighbor

Good urban design is characterized by the thoughtful orchestration of buildings, landscape, open space, and streets. Such compositions result from fundamental principles that apply universally, as well as a deep understanding and response to site-specific conditions. San Francisco's architecture spans various eras and architectural styles, but its urban fabric maintains a high degree of continuity and consistency within the variety of buildings. The Urban Design Guidelines establish that new buildings have the responsibility to sensitively respond to their context and existing patterns of development while being of their moment.

San Francisco's urban design policy supports contextual sensitivity for two primary reasons: the first is that site-responsive design enhances our connection to our environment by maintaining a sense of orientation and familiarity. The second is that buildings that unduly distinguish themselves in form, materials, or character compete for attention with the larger urban fabric or buildings of greater public significance.

This expression of context occurs at three scales:

- *Site design*, where massing, open space, and site organization patterns respond to these values;
- *Architecture*, where design organization reflects adjacent volumes, proportions, and facade rhythms; and lastly,
- *Details*, where context informs the appropriate use of particular materials, tones, detailing, and placement of elements.

While projects should address all three scales, a context-specific response is not a prescription and each project should be evaluated on balance. The guidelines are especially important to help large projects with significant frontages contribute to fine-grained neighborhoods and new projects avoid creating substantial contrasts in scale or expression with existing neighborhoods. Over time, appropriate design will result in thoughtful layers that both uphold San Francisco's unique neighborhoods and support their evolution.

### City of San Francisco, 2019

The guidelines are organized around specific objectives for design in the City. Figure 28 shows the organization of the design guidelines.

### Designing Sustainably

With the inclusion of sustainable design principles and practices, dense urban development is inherently environmentally-friendly. Concentrating people near shared infrastructure reduces environmental burdens and conserves natural areas for habitat, recreation, and undisturbed ecological function. Walkable and transit-friendly development reduces energy use, improves air quality, and enhances the health of individuals.

Preservation is a key piece of sustainable development. As the city grows, retaining significant and irreplaceable buildings or fabric may be as much a measure of achievement as building the new. Not only is it resource-conserving, it retains, refreshes, and infuses the future with the city's historical values, culture, and identity.

### Supporting Human Needs

People interact with the built environment in and between their homes and workplaces, neighborhood streets, and public open spaces. Urban form that considers the quality and functionality of the building fabric, streets, and open spaces contributes to the livability of San Francisco. Buildings and building features that are scaled for human interaction such as steps, doors, windows, and seating contribute to physical and psychological well-being. Buildings that enhance the connection between the inner life of buildings and the outer public realm also help engage people to the larger sense of activity and spirit of place. All of these goals support an experience of urban life in which people are the measure.

**Endeavor.** San Francisco is a global hub for invention, creativity, and economic vibrancy supported by density, diversity, and places for people to interact. This healthy economy depends on promoting and balancing a diverse range of options for housing, work, and recreation as well as physical and cultural infrastructure.

A beautiful, diverse, and sustainable city encourages thriving neighborhood commercial districts, healthy housing development, and the growth of educational and cultural institutions. Enhancing the quality of the pedestrian experience and transportation supports employment and quality of life, and encourages people to shop locally, which in turn supports small businesses and local jobs.

Though better design need not cost more, a well-designed building with high-quality construction ensures longer term value and promotes a higher

Figure 28. The guidelines are organized around objectives

- Establish relationships and logics**
  - S1 Recognize and Respond to Urban Patterns
  - A1 Express a Clear Organizing Architectural Idea
  - P1 Design Public Open Spaces to Connect with and Complement the Streetscape
- Respond to context**
  - S2 Harmonize Relationships between Buildings, Streets, and Open Spaces
  - A2 Modulate Buildings Vertically and Horizontally
  - P2 Locate and Design Open Spaces to Maximize Physical Comfort and Visual Access
- Enhance unique neighborhoods**
  - S3 Recognize and Enhance Unique Conditions
  - A3 Harmonize Building Designs with Neighboring Scale and Materials
  - P3 Express Neighborhood Character in Open Space Designs
- Engage larger viewpoints and systems**
  - S4 Create, Protect, and Support View Corridors
  - A4 Design Buildings from Multiple Vantage Points
  - A5 Shape the Roofs of Buildings
  - P4 Support Public Transportation and Bicycling
- Design the building interface with the public realm**
  - S5 Create a Defined and Active Streetwall
  - A6 Render Building Facades with Texture and Depth
  - A7 Coordinate Building Elements
  - P5 Design sidewalks to Enhance the Pedestrian Experience
- Use program to support the urban experience**
  - S6 Organize Uses to Complement the Public Environment
  - A8 Design Active Building Fronts
  - P6 Program Public Open Spaces to Encourage Social Activity, Play, and Rest
- Support sustainability**
  - S7 Integrate Common Open Space and Landscape with Architecture
  - S8 Respect and Exhibit Natural Systems and Features
  - A9 Employ Sustainable Principles and Practices in Building Design
  - P7 Integrate Sustainable Practices into the Landscape

**City of Calgary, 2019**

The graphics have a modern look and easy to interpret as shown in Figure 29.

Figure 29. Guidelines examples to orient the user



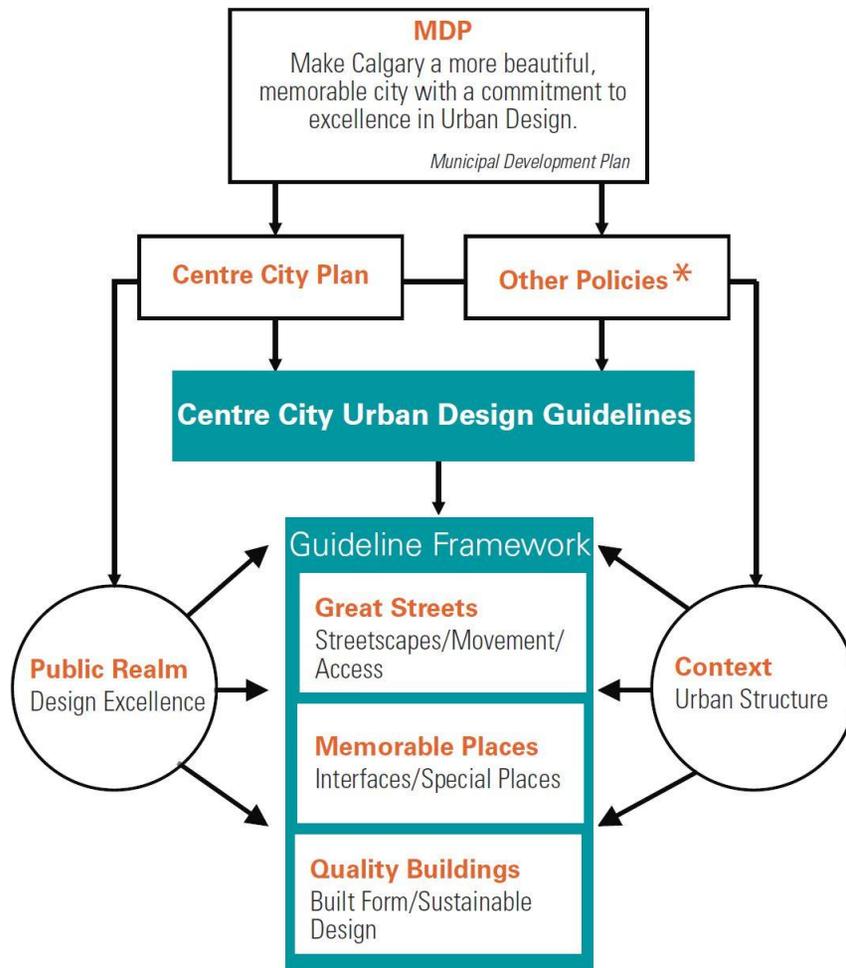
**City of Calgary, 2019**

**Calgary, Alberta**

The City of Calgary recently developed new design guidelines for the City. The guidelines are intended to support “making Calgary a more beautiful, memorable city with a commitment to excellence in Urban Design.” Figure 30 shows the framework for the design guidelines update project.

Link to: [Calgary Centre City Urban Design Guidelines](https://www.calgary.ca/urban-design-guidelines)

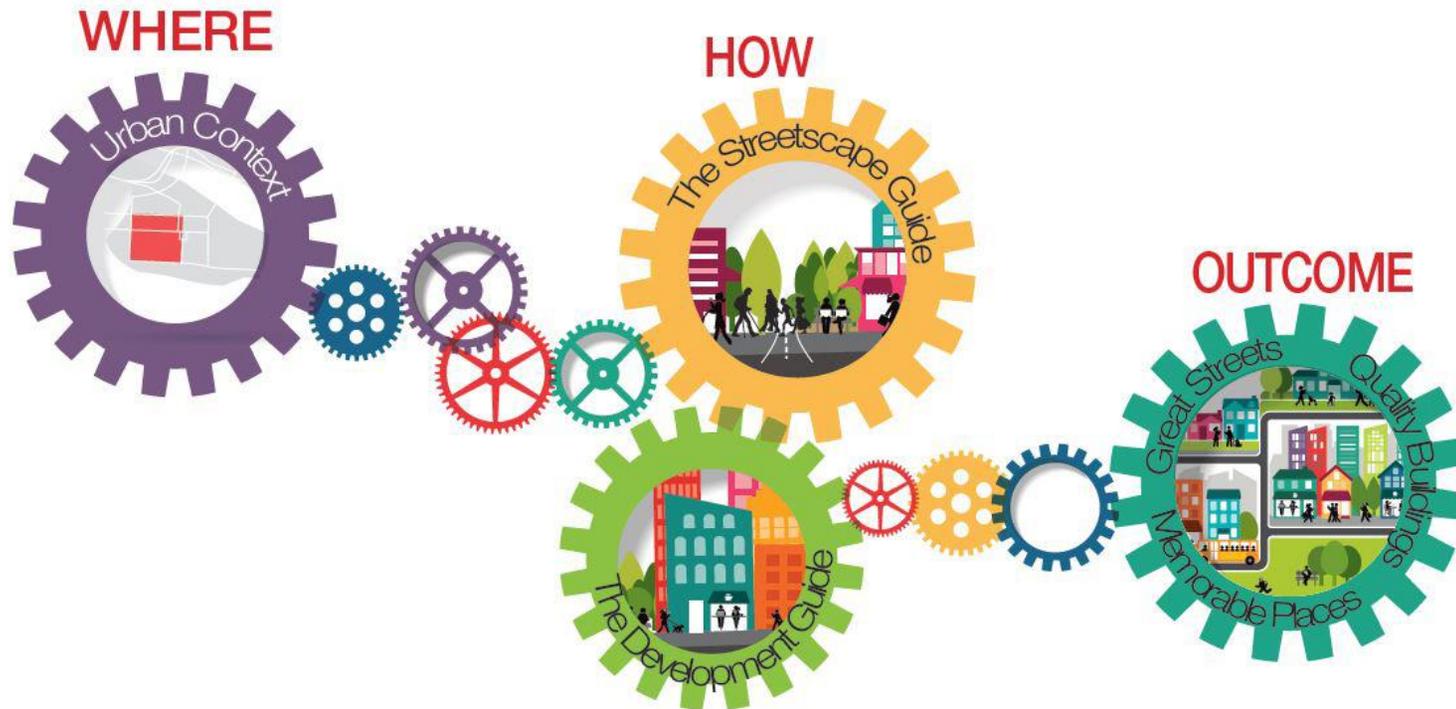
Figure 30. Design guidelines update framework



**City of Calgary, 2019**

The design guidelines are graphically oriented and user-friendly. The following diagram in Figure 31 shows the design process in relationship to the different types of guidelines.

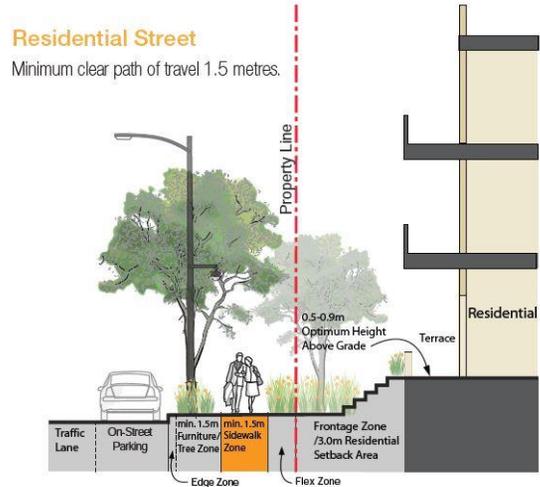
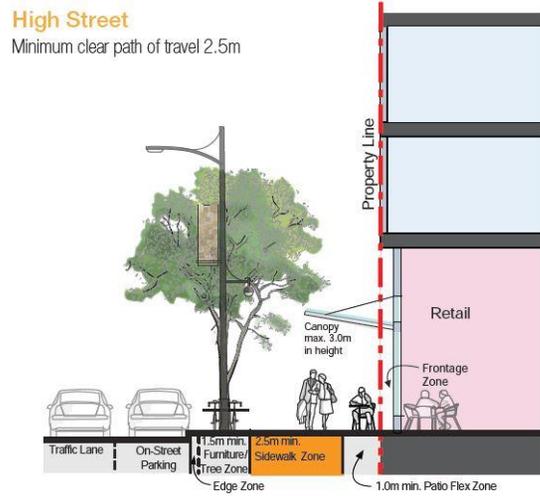
Figure 31. Design review process in relation to the design guidelines



*City of Calgary, 2019*

The plan has a section on streetscapes including several street typology designations and related sections as shown in Figure 32. The diagrams highlight how development along the street relates to the design and use of the street.

Figure 32. Street Typology Sections



City of Calgary, 2019

## Auckland, New Zealand

The Auckland Design Manual is an online resource and guide for the design development process in the City of Auckland. The resource is very user-friendly and provides case studies of projects demonstrating compliance with the guidelines.

Link to: [Auckland Design Manual](#)

Figure 33. Auckland Design Manual Online Interface



*City of Auckland, 2019*

The Auckland Design Manual is more a resource for the community and is less formal than a typical set of regulatory guidelines. Sustainability practices are woven directly into the guidelines and offer a variety of examples and other resources as shown below.

Figure 34. Sustainability is woven into the Design Manual

Check out our expanding sustainable home design resouces >



**Sustainable Home Design Guide**  
How to get started building a sustainable home



**Free Eco Advice**  
Sustainable design advice for your next build

*City of Auckland, 2018*

The Design Manual highlights elements of the Unitary Plan that are being implemented and provides guidance to applicants.

Figure 35. Design guideline examples

Sites & Buildings   Streets & Parks   Design Subjects   **Regulations**   Resources   About   🔍

## Unitary Plan Design Elements

All resource consent applications are assessed against their ability to meet the policies of Auckland's Unitary Plan (AUP).

These non-statutory design guides have been created to assist developers, designers and planners achieve the policy outcomes of the AUP.

They address frequently encountered resource consenting design issues and demonstrate how to deliver better residential development outcomes.



**Front Yard Landscaping**  
Guide R1



**Fencing & Walls**  
Guide R2



**Garages**  
Guide R3



**City of Auckland, 2019**

For those designing streets the Auckland Design Manual has several resources including case studies. The City is in the process of developing a formal street design guide.

Figure 36. Street design case studies

**Choose a Street Case Study >**

We are currently working with Auckland Transport to develop street design guidance.

In the meantime, why not browse our first batch of streets case studies from around the world, and discover what makes a world-class street.



**Global Street Design Guide**  
Designing streets that deliver for people, place & movement



**Shared Space Success**  
Designing for pedestrians benefits local businesses

***City of Auckland, 2019***

***Splinter Creek, Mississippi***

Splinter Creek is a planned community outside of Oxford, MS that has a set of architectural guidelines for new development. Splinter Creek has a significant amount of waterfront development and integrates sustainability principles directly into the guidelines. The three main sections of the guidelines are site planning, architectural design, and landscape guidelines. The guidelines use mostly photos with supporting maps and diagrams to illustrate the guidelines as shown in Figure 37. The architectural design guidelines for the community reflect a similar character to some neighborhoods on Bainbridge Island and could serve as a relevant precedent for site and building design.

Link to: [Splinter Creek Architectural Guidelines](#).

Figure 37. Photo examples of guidelines



The combination of a thin roof and permeable construction of structural elements makes for a graceful and subtle design which does not detract from the visual integrity of the lake.



The dock wraps around the home seamlessly as a simple and unobtrusive connection between the built structure and the water.

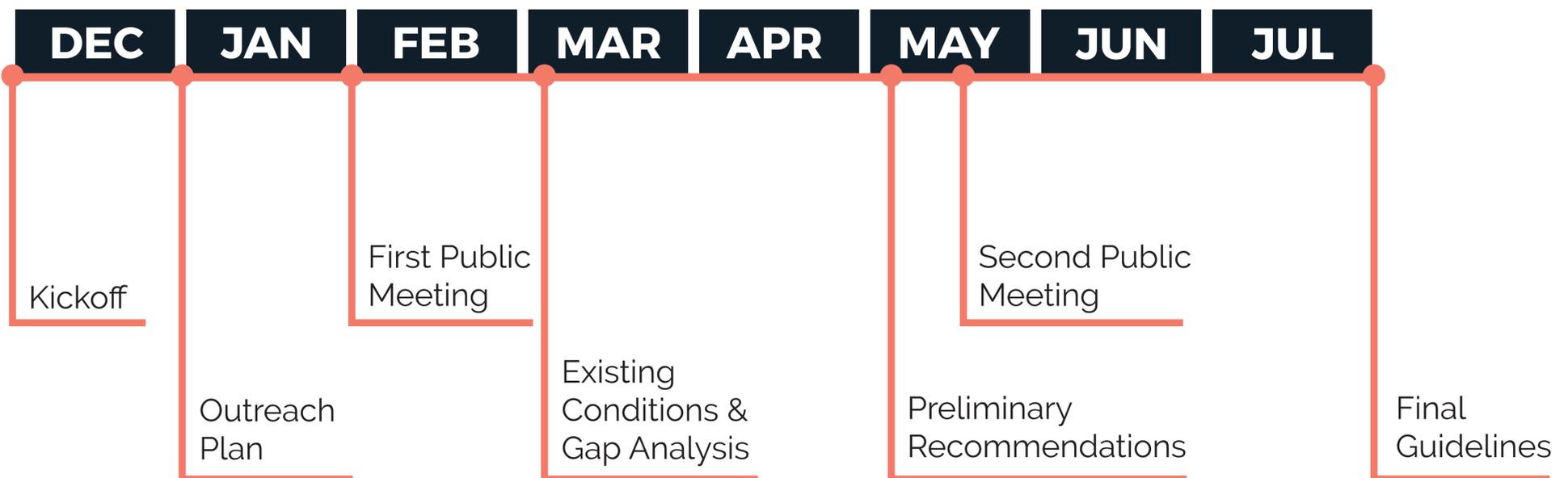
# PROJECT OVERVIEW

## MAJOR STEPS

Bainbridge Island is undertaking a process to update the City's Design Guidelines to improve the quality of design in the community and support the vision of Bainbridge as a sustainable and thriving place. As part of this effort the City and its design team are:

- 1 Assessing Existing Conditions**
- 2 Reviewing & Improving the Administrative Process**
- 3 Evaluating Board and Commission Meetings**
- 4 Revise Design Guidelines**
- 5 Gathering Stakeholder Input**

## SCHEDULE



## WHAT WE'D LIKE TO HEAR FROM YOU

Is this direction consistent with the City's vision and goals?

Is there anything unclear or missing?

# STRUCTURE & ORGANIZATION

## DESIGN STANDARDS

Standards mandate planning and design actions that the applicant must incorporate in their project application. Compliance with standards is mandatory and failure to meet a mandatory standard may be used as a basis for the city's denial of a project application.

## DESIGN GUIDELINES

Guidelines are voluntary and not mandatory; however, compliance with guidelines may be necessary to meet design standards. Guidelines provide a variety of ways to satisfy the design standards based on the specific context and site. Failure to meet a voluntary guideline cannot be used by the city as a basis for a project denial.

## DEVELOPMENT

"Development" means all structures and other modifications of the natural landscape above and below ground, on a particular site.

# CONTENTS

## 1 DESIGN FOR BAINBRIDGE

The Island  
Design Principles

## 2 DESIGN REVIEW

Process  
Submittal Requirements

## 3 CONTEXT ANALYSIS

Components of Analysis

## 4 DESIGN STANDARDS

Site Design  
Public Realm  
Building Design  
Landscape

## 5 DESIGN GUIDELINES

Site Design  
Public Realm  
Building Design  
Landscape

## 6 STREET TYPES + DISTRICTS

Street Types  
Districts

# VALUES & PRINCIPLES

The Bainbridge Island community values authenticity and design that is specific to Bainbridge. Generic approaches to design for sites, streets, buildings, and other elements are inconsistent with the island character and values.

## DESIGN FOR BAINBRIDGE

Bainbridge Island's architecture is diverse, spanning a range of eras and architectural styles, but its urban fabric maintains a defining character and continuity within its varied buildings, streets and neighborhoods. Good design is the thoughtful composition of buildings, landscape and public spaces that creates a meaningful relationship to a building's surroundings and contributes to the public realm and neighborhood fabric. These guidelines define the responsibility of new development to respect neighborhood context, and respond sensitively to the surrounding built and natural environment to contribute to the community.

## DESIGN FOR SUSTAINABILITY & CLIMATE RESILIENCE

Bainbridge residents cherish the Island's natural environment and are committed to protecting and restoring the ecological and hydrological functions of its natural lands and water bodies. Sustainable design and green building practices help reduce the burden of development on natural systems. Concentrating growth in the Island's urban centers through the zoning code, and around shared infrastructure conserves natural habitat and recreation areas. Specific elements of building design, construction and operation can mitigate the environmental toll of new development, such as efficient use of energy and water, integration of renewable energy, use of sustainable and ethical materials.

## DESIGN FOR A WALKABLE, BIKABLE & CONNECTED COMMUNITY

Part of a safe, healthy and sustainable community is a walkable, bikable and transit friendly built environment that encourages active transportation. Walkable, bike- and transit-friendly development that reduce reliance on cars can help improve air quality and enhance help residents live healthier more active lives. New development should support alternative travel modes and contribute to the individual's connection to place. Thoughtful design can further both these goals enhancing the public realm that ties together the city's buildings, which in turn improves the quality of the walkable and bikable experience.

## DESIGN FOR HEALTH, EQUITY, & INCLUSION

Healthy housing development and expanding educational and civic institutions support diverse and inclusive growth, and help build thriving neighborhood centers. Design can have an effect not only on the community's look and feel, but also on housing affordability to people of different means, and the comfort of people from different backgrounds. Building an accessible community that can support transit and creates a quality pedestrian experience can help grow employment locally, improve quality of life, and lay the foundation for a more diverse community. New development, such as efficient use of energy and water, integration of renewable energy, use of sustainable and ethical materials.

## DESIGN FOR FOSTER CULTURE & SOCIAL WELL-BEING

The contributions of Bainbridge Island's residents through the arts, agriculture, and active organizations are a piece of what defines the City. Bainbridge Island's rich history, and dynamic cultural life are supported by the City's buildings, parks, and public spaces. They represent the community's experiences and foster a robust public life in Bainbridge Island's downtown, in distinct neighborhoods and in the Islands rural areas. New development should contribute to and create spaces that are accessible and reflect local culture and identity.

## DESIGN FOR CONNECTIONS TO THE NATURAL ENVIRONMENT

Bainbridge Island's natural environment is not simply a scenic backdrop for its built environment - the two are intimately connected. New development should draw inspiration from and preserve natural areas, responding to natural features like slopes, streams, heritage trees and wetlands in ways that minimize disturbance and leave ecological functions intact.

# DESIGN REVIEW PROCESS

## WHAT REQUIRES DESIGN REVIEW:

Nonresidential projects  
5+ Unit multifamily projects  
Projects in guideline areas

## DISCUSSION TOPICS & MATERIALS

### 1 CONCEPTUAL PROPOSAL REVIEW

Context Analysis  
Site Analysis  
Statement of Intent

● DRB MEETING

### 2 DESIGN GUIDANCE REVIEW

Schematic Design  
Conceptual Alternatives  
Massing & Siting Options

● PREAPPLICATION SUBMISSION

● DRB MEETING

### 3 PREAPPLICATION REVIEW

Site and Landscape Plan  
Architectural Drawings  
Guideline Compliance

● COMMUNITY MEETING

● DRB MEETING

● ● ● APPLICATION STAGE

### 4 FINAL DESIGN REVIEW

# CONTEXT ANALYSIS

This outlines requirements for applicants to present an understanding of the site's context. This context analysis forms the foundation of the design review process.

## C1

### NATURAL SYSTEMS

Natural systems include water and hydrology; vegetation, forestry and soils; solar access and wind conditions. The natural systems analysis is the basis of designing a project that minimizes impacts and maximizes sustainable solutions for each project.

#### Analyze

**Water:**

stormwater, streams, wetlands, aquifers, shorelines

**Soil:**

stormwater infiltration, geological hazards, soil stability

**Vegetation:**

existing major trees, forested areas, and plant communities

**Solar Access:**

sun and shadow conditions on and near site

**Wind:**

prevailing wind direction

**Resiliency:**

current and future flood risk and tidal inundation, heat vulnerability and heat waves

## C2

### WILDLIFE HABITAT & CORRIDORS

Bainbridge's exceptional ecosystem and wildlife habitat is highly valued by the community, and development must be balanced with the diversity and abundance of native plants and animals. Habitat includes the terrestrial and marine environment, not only along the shoreline, but for upland sites as well.

#### Analyze

**Habitat:**

known species, identified key habitat

**Connectivity:**

existing or desired connections between key habitat areas

**Shoreline:**

existing conditions of waterfront sites

## C3

### UNIQUE & PROMINENT FEATURES

Some sites merit special attention because of how they relate to features that make Bainbridge distinct and memorable. These include a variety of natural and man-made features including views and vistas, bluffs, shorelines, bodies of water, historic buildings and working farms. The design review process will focus on minimizing impact on the visibility or character of these valued features as experienced from the public realm.

#### Analyze

**Natural Features:**

views and view corridors significant trees, forested areas, outcroppings, waterfront and beaches

**Man-made Features:**

civic or publicly significant buildings or structures, working farms, harbors and marinas

**Historic Sites / Buildings:**

past human activity, historic sites and buildings

# CONTEXT ANALYSIS

Your site is part of our community

Design should go beyond consideration of individual buildings and fit successfully into Bainbridge Island's context. The pre-requisite for the design process is understanding all aspects of the site and its context. Sustainability is an overarching goal for design on Bainbridge, and will be a key component in this analysis.

## C4

### BUILT ENVIRONMENT

The patterns of man-made buildings and spaces around the site inform project design. Appropriate design responses are not encouraged to mimic the built context of the site, but to find ways to be compatible and contribute to the surroundings.

#### Analyze

**Massing:**

height, bulk, and form of nearby buildings

**Siting:**

setbacks from property lines, access points, relationship between buildings and open spaces

**Scale:**

how features, design elements and proportions relate to the human experience

**Uses:**

services, schools, special populations

## C5

### PUBLIC REALM

Public realm includes streets, sidewalks, parks, civic buildings and other places that are accessible to the public. These spaces are often enlivened by adjacent retail or other privately-owned entities. The public realm is at the heart of civic life, and the relationship of projects to the public realm is a fundamental design issue.

#### Analyze

**Building Frontages:**

relationship of nearby buildings to sidewalk/street

**Activities:**

nearby retail or other activities

**Open Space:**

location and type of nearby public and private open spaces

**Landscape:**

patterns of trees or other significant vegetation

**Utilities:**

utility poles, junction boxes, utility meters, stormwater

## C6

### SYSTEMS OF MOVEMENT & ACCESS

The site context includes its connection to streets, sidewalks, open spaces, and trails. Appropriate approaches to site design will prioritize pedestrians, transit and principles of universal design, and will strive to create new connections where possible.

#### Analyze

**Streets:**

street classification, width, traffic levels, parking

**Sidewalks / Trails:**

pedestrian network, materials, walk score

**Transit:**

nearby transit facilities

**Bicycles:**

nearby bike facilities

**Access:**

patterns of nonmotorized and motorized access

# DESIGN STANDARDS

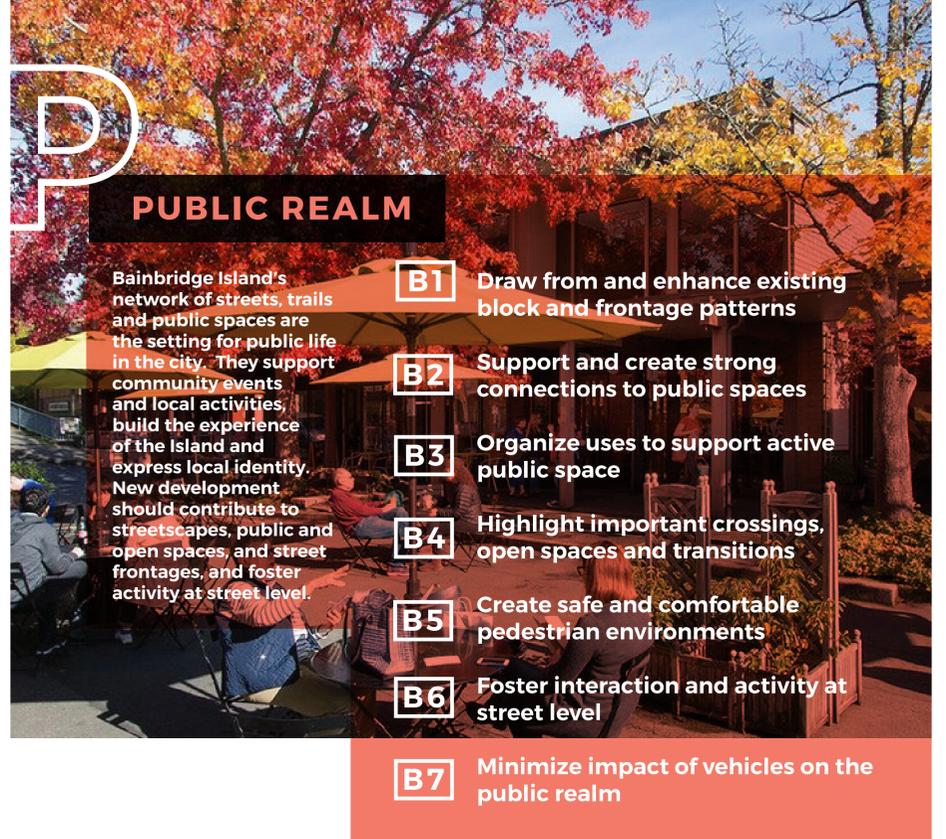
Design standards establish the minimum requirements for Design for Bainbridge to take advantage of the opportunities of the surrounding context and site while contributing to the neighborhood. To provide some flexibility, creativity in design, and address the specifics of each site the design guidelines provide a variety of ways to meet the standards.



## S SITE DESIGN

Building on an understanding of the site and its context, site design defines how a building relates to the island's urban fabric. The placement, orientation and massing of buildings should support broader patterns in Bainbridge Island's built and natural environment as well as livable neighborhoods and communities.

- S1** Protect and repair natural systems
- S2** Preserve and enrich wildlife habitat
- S3** Respect and magnify unique aspects of site and context
- S4** Complement and contribute to the built environment and local identity
- S5** Fit the project into the systems of access and movement, prioritizing pedestrians and bicycles



## P PUBLIC REALM

Bainbridge Island's network of streets, trails and public spaces are the setting for public life in the city. They support community events and local activities, build the experience of the Island and express local identity. New development should contribute to streetscapes, public and open spaces, and street frontages, and foster activity at street level.

- B1** Draw from and enhance existing block and frontage patterns
- B2** Support and create strong connections to public spaces
- B3** Organize uses to support active public space
- B4** Highlight important crossings, open spaces and transitions
- B5** Create safe and comfortable pedestrian environments
- B6** Foster interaction and activity at street level
- B7** Minimize impact of vehicles on the public realm



## B BUILDING DESIGN

Bainbridge Island's built environment has a defined character because of how its diverse buildings and architectural styles work together within the Island's unique natural setting. New development should build on local identity with contemporary expressions of appropriate themes and architectural language.

- B1** Express a clear organizing architectural idea
- B2** Use an architectural language appropriate to Bainbridge Island
- B3** Celebrate and prominently feature sustainable design
- B4** Use high-quality materials that are appropriate to the setting
- B5** Design buildings to be viewed from multiple perspectives with attention to each façade
- B6** Create a sense of texture and depth along building surfaces
- B7** Create a rhythm of horizontal and vertical elements

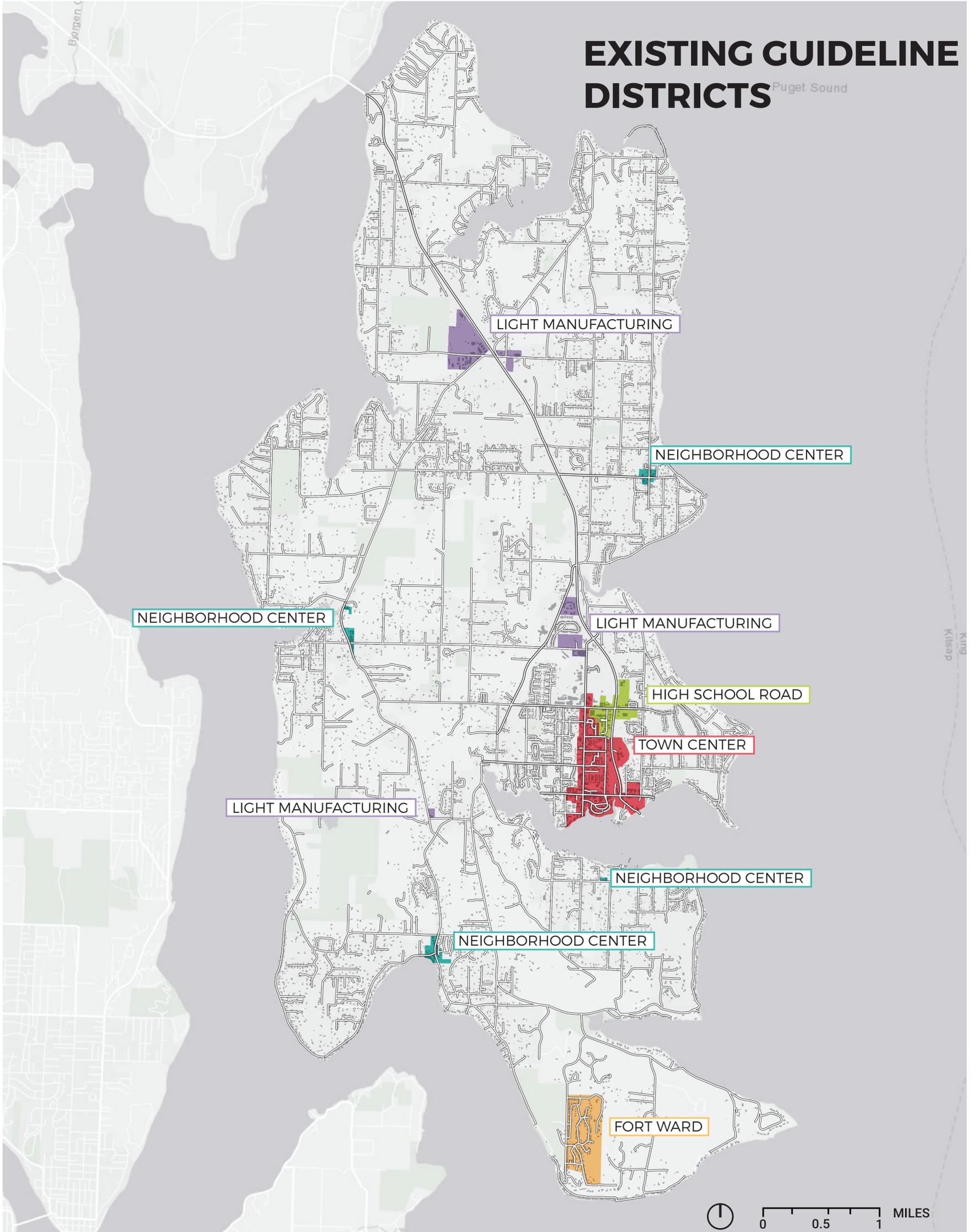


## L LANDSCAPE

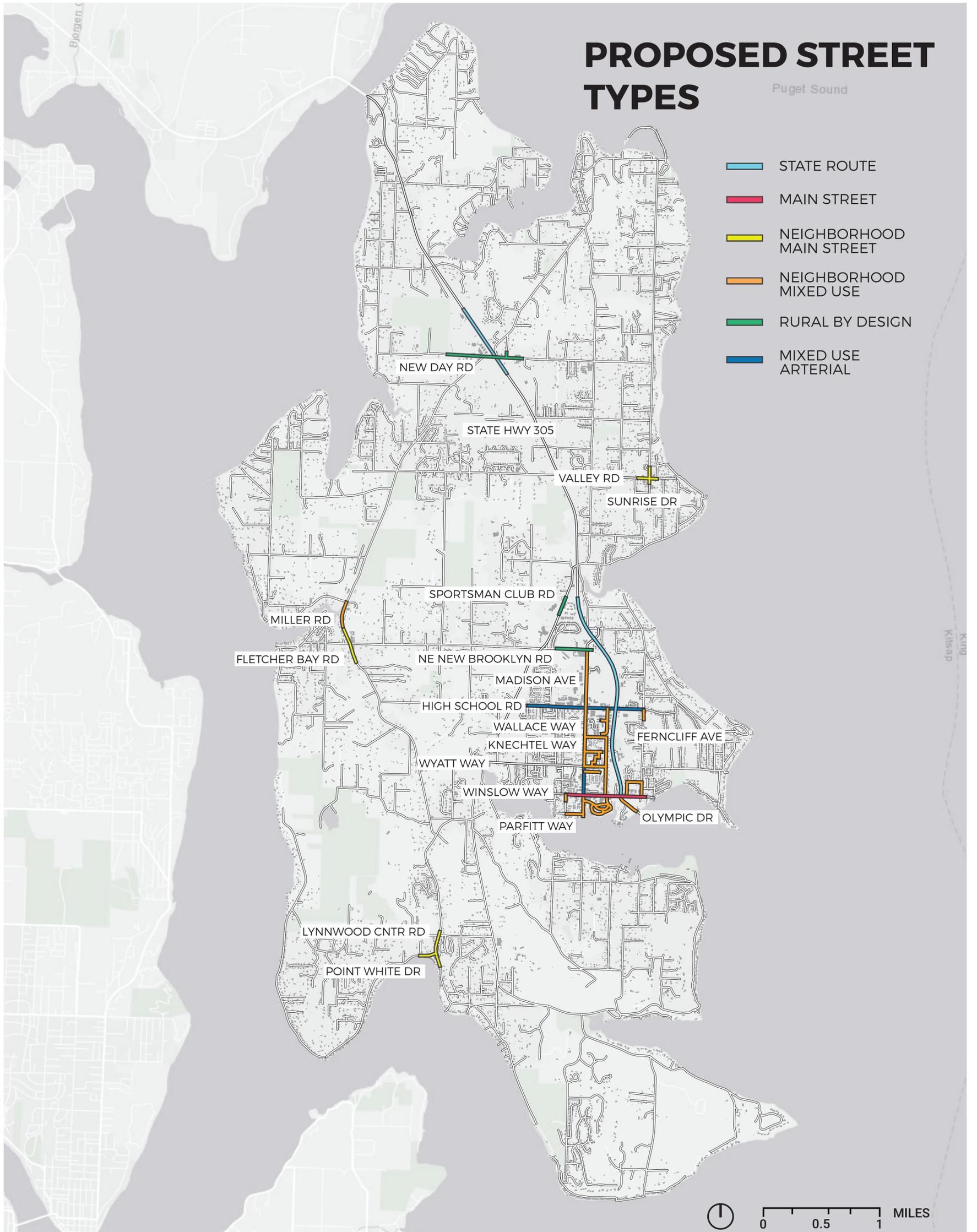
Landscape design should fit the building and its natural setting, contribute to a comfortable and welcoming pedestrian environment, and preserve and repair natural systems with habitat-friendly and sustainable features. Landscape can be integrated into existing public spaces to enhance the features, activities and functions of those spaces.

- L1** Integrate stormwater function and highlight features in landscape design
- L2** Integrate sustainable features into the landscape and make them visible wherever possible.
- L3** Complement the architectural concept with landscape
- L4** Take important views and view corridors into account
- L5** Contribute to or create habitat in the landscape

# GUIDELINE DISTRICTS



# PROPOSED STREET TYPES



# DESIGN EXAMPLES

Let us know what you like or dislike.

These examples of design on Bainbridge Island, in the region and farther afield were collected from the community board members and the design team.

## RETAIL DEVELOPMENT



# DESIGN EXAMPLES

Let us know what you like or dislike.

These examples of design on Bainbridge Island, in the region and farther afield were collected from the community board members and the design team.

## RESIDENTIAL DEVELOPMENT

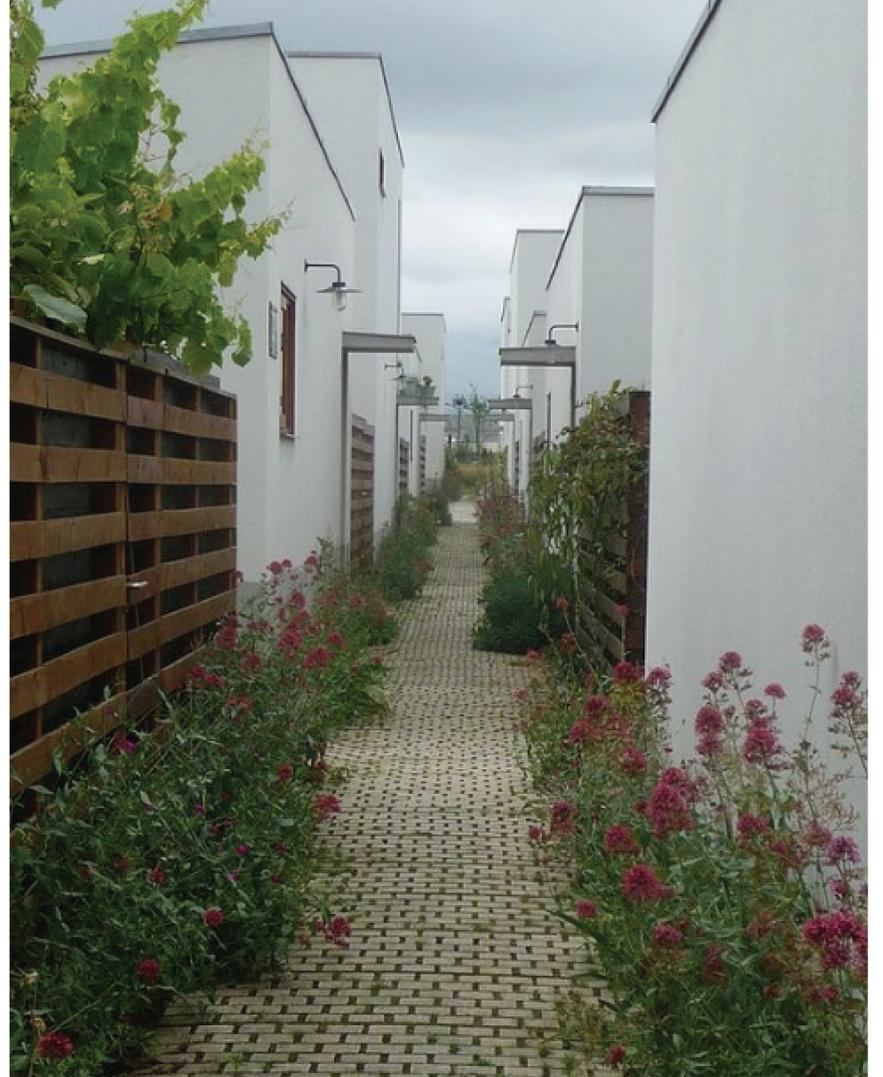


# DESIGN EXAMPLES

Let us know what you like or dislike.

These examples of design on Bainbridge Island, in the region and farther afield were collected from the community board members and the design team.

## RESIDENTIAL DEVELOPMENT



# DESIGN EXAMPLES

Let us know what you like or dislike.

These examples of design on Bainbridge Island, in the region and farther afield were collected from the community board members and the design team.

## OFFICE DEVELOPMENT





CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 45 Minutes

**AGENDA ITEM:** (8:10 PM) Police and Municipal Court Funding Options - Executive

**STRATEGIC PRIORITY:** Reliable Infrastructure and Connected Mobility

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Executive

**RECOMMENDED MOTION:**

Discussion on recommended level of long-term financing and plans to finance the project using councilmanic debt.

**SUMMARY:**

The City is proceeding with project planning for the Police and Municipal Court Building. Following the decision to execute the purchase and sale agreement in March, the City has begun its due diligence and is proceeding with final design. The 2019-2020 Adopted Budget and CIP include funding for a \$20.0 million project, with the funding assumption including \$10.0 million from existing City funds and \$10.0 million from long-term debt.

The next decision points are to formally confirm the split in project financing between existing funds and long-term debt, and to confirm the type of long-term financing the City will use.

**FISCAL IMPACT:**

<b>Amount:</b>	\$20.0 million estimated project cost
<b>Ongoing Cost:</b>	TBD
<b>One-Time Cost:</b>	TBD
<b>Included in Current Budget?</b>	Yes

**BACKGROUND:**

This Police and Municipal Court Building project is one of the most significant capital facility projects that the City will complete in the near future. The funding decisions for this project will shape future financial capacity for both capital and operating choices and thus deserve careful consideration. At the June 4 Council meeting, staff will provide information on two aspects of the project's funding. The first topic will be the balance between

existing funds and long-term debt to provide the total of \$20.0 million and the second topic will be the type of long-term debt that the Council would like to use.

Balance of funding sources: The Adopted Budget assumes a total project budget for the Police and Municipal Court Building project of \$20 million, split evenly between City cash and Councilmanic bonds. The 2019 budget provides a total of \$10 million of City governmental fund support (a combination of General Fund and Real Estate Excise Tax (REET)), with the balance of \$10 million from an anticipated bond issue. The current recommendation is to adjust this planning assumption to provide \$12 million of City governmental funds and \$8 million in long-term debt. The reasons for the increased funding from current resources include:

- The 2018 financial performance of the City resulted in a higher than anticipated ending fund balance in the General Fund due to a combination of higher than budgeted revenues and lower than forecast expenditures.
- It is prudent to use available resources, which will reduce the amount that the City needs to finance through long-term debt. A smaller debt will have lower debt service. This means that the City's future recurring expenditures will be lower.
- Some of the City's ongoing revenue sources are sensitive to economic variability, particularly sales tax and REET, and may moderate or decrease over time. In addition, the City has a Transportation Benefit fund which receives revenue from a \$30 annual license fee. This revenue source, estimated at \$600,000 annually in the future, is subject to a state-wide vote this fall and may be eliminated.
- It is good financial policy to use a combination of current resources and long-term debt for a facility that is expected to last many years. This means that residents receiving the benefit of the facility will pay for it.

Type of long-term financing: The City can borrow money in several ways. There are three options presented today for Council consideration:

- Councilmanic bonds. If the City elects to use Councilmanic bonds to fund this project, there will be no impact to residents' property taxes.
- Voter-approved bonds. If the City elects to use voter-approved bonds, the Council will pass an ordinance to place an initiative on a future ballot. If the measure is approved, property taxes are increased to cover the cost of the debt service.
- State LOCAL program. If the City elects to participate in the state-wide LOCAL program, we can arrange financing through a program run by the State Treasurer for real estate and equipment financing. There would be no impact to residents' property taxes.

Staff is recommending Councilmanic bonds, which are also known as Limited Tax General Obligation (LTGO) bonds. This recommendation is supported by the City's financial planning, which included the cost of debt service as an ongoing expenditure without new tax revenue. Issuing our own bonds allows the City to benefit from its strong credit rating and to control the timing of the bond issue.

**ATTACHMENTS:**

[Police-Municipal Court for CC June 04 2019 Update.pptx](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



CITY OF  
BAINBRIDGE ISLAND

# Police and Municipal Court Facility Funding Discussion

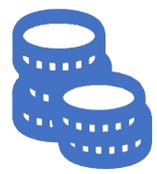
---

June 4, 2019

# Tonight's decision points

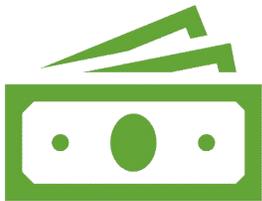
---

- 1) Confirm balance between long-term borrowing and City funds
- 2) Confirm preferred long-term borrowing approach



# Adopted Budget Funding Assumption: \$10 million debt; \$10 million City funds

---



\$20 million total project

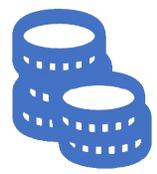
\$10 million in Councilmanic bonds

\$10 million in General Fund support



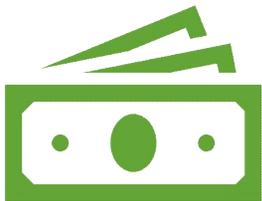
Estimates for debt service

\$10 million bond equates to \$720,000  
in annual debt service for 20 years



# Updated Funding Recommendation: Reduce debt amount to \$8 million

---



\$20 million total project

\$8 million in Councilmanic bonds

\$12 million in General Fund support



Estimates for debt service

Lowers annual debt service by  
\$144,000

\$8 million bond equates to \$576,000 in  
annual debt service for 20 years

# Considerations

---

- ❖ Use additional fund balance to support increase in cash investment
- ❖ Some City revenue sources are sensitive to economic cycles (REET) and voter decisions (TBD funds)

	Existing City Funds	Long Term Debt	Est. Annual Debt Service	Est. Cost to City (City funds + debt service)
Adopted Budget Assumptions	\$10 million	\$10 million	\$720,000	\$24.4 million
Updated Funding Recommendation	\$12 million	\$8 million	\$576,000	\$23.5 million

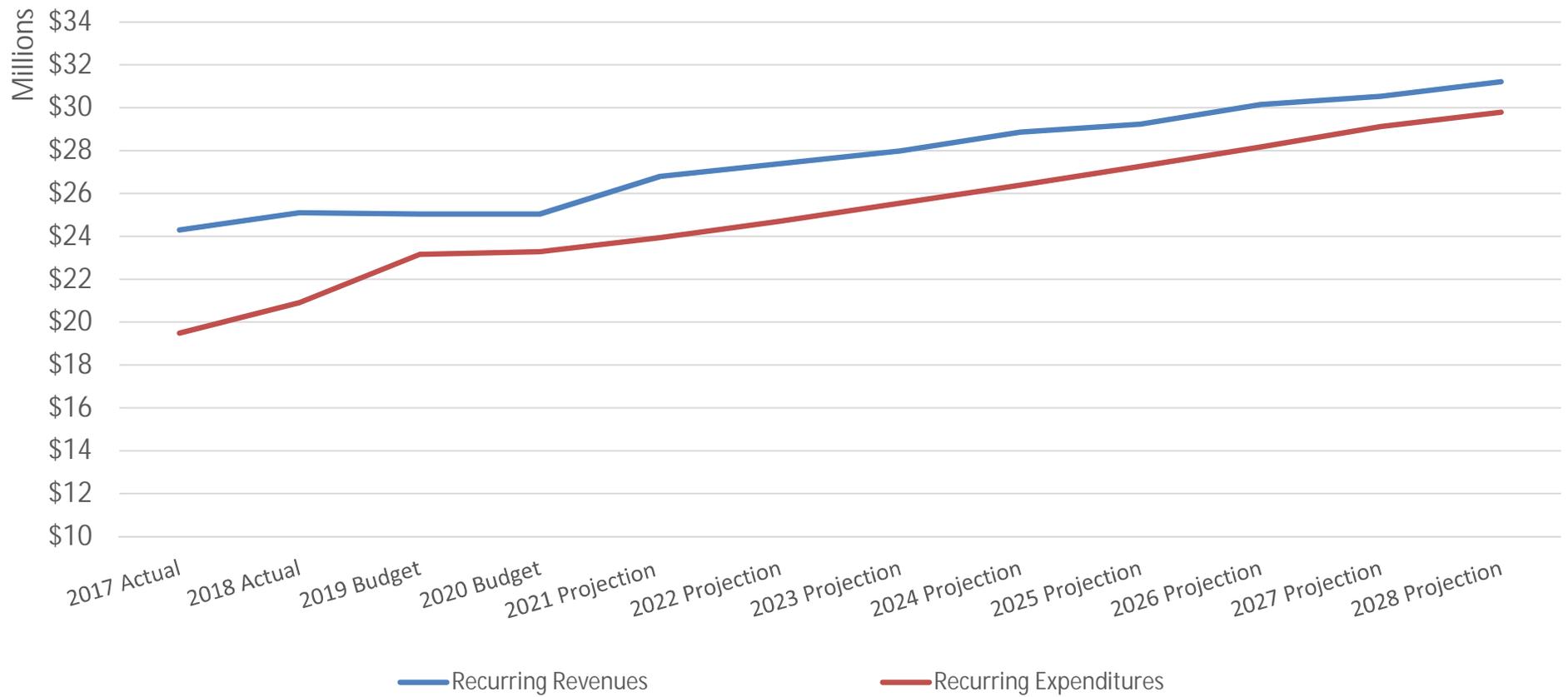
## COMPARISON OF POTENTIAL FUNDING OPTIONS

# Comparison Highlights

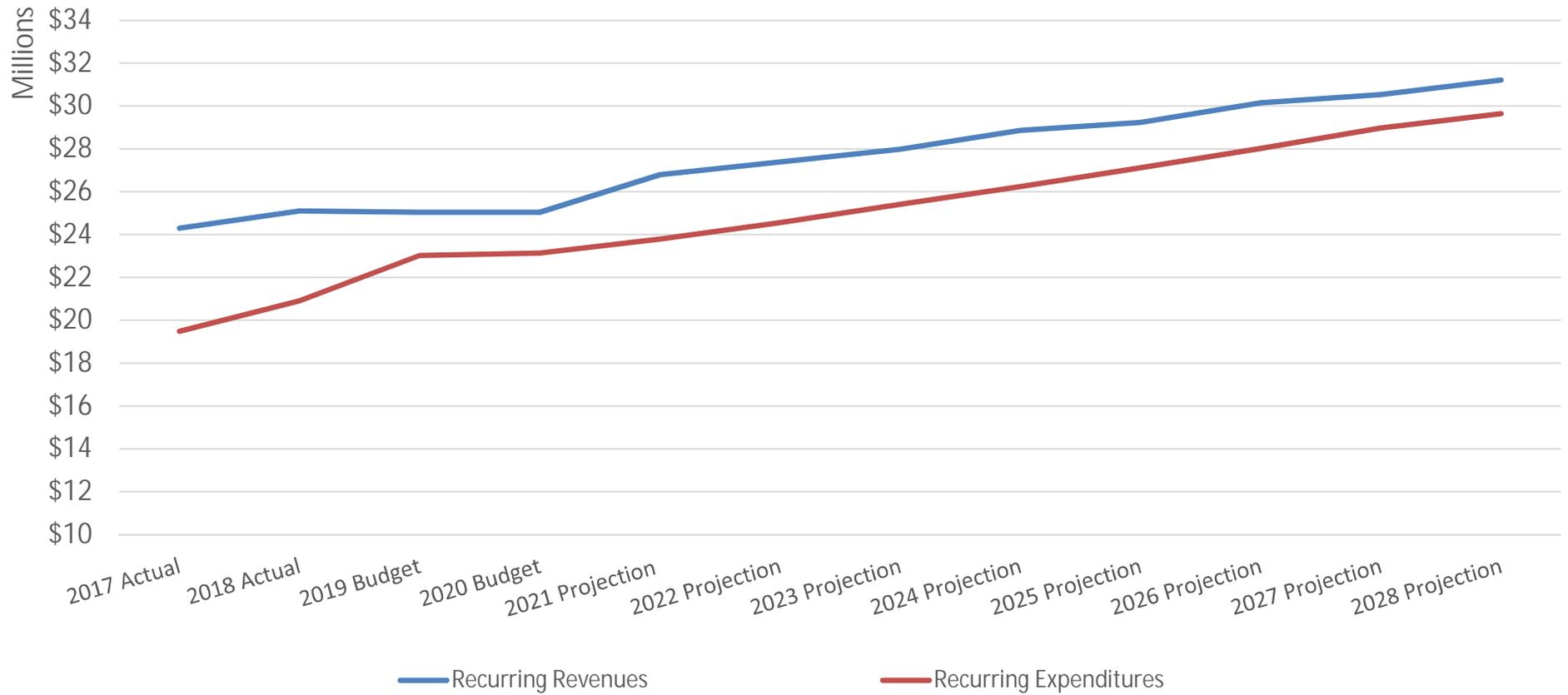
---

- ❖ Estimated project cost is the same at \$20 million
- ❖ Difference in recurring expenditure is roughly \$144,000 per year
- ❖ Recurring revenues exceed expenditures through the 10-year planning horizon in both scenarios
- ❖ Ending fund balance exceeds policy reserve amounts through 10-year planning horizon in both scenarios

RECURRING REVENUES & RECURRING EXPENDITURES FOR MAJOR TAX - SUPPORTED FUNDS  
 Includes estimated debt service for \$10 million of new debt starting in 2019

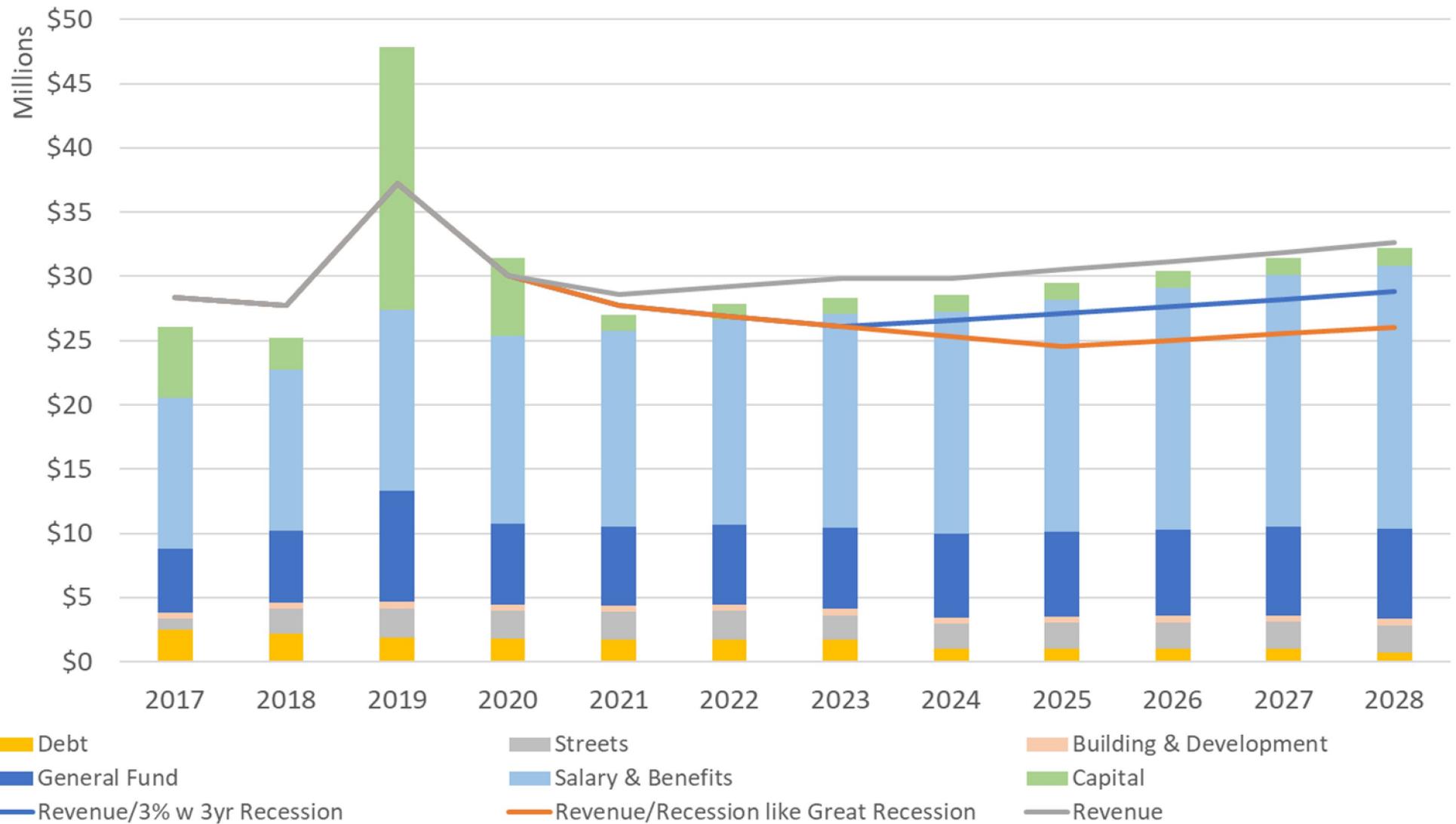


RECURRING REVENUES & RECURRING EXPENDITURES FOR MAJOR TAX - SUPPORTED FUNDS  
 Includes estimated debt service for \$8 million of new debt starting in 2019



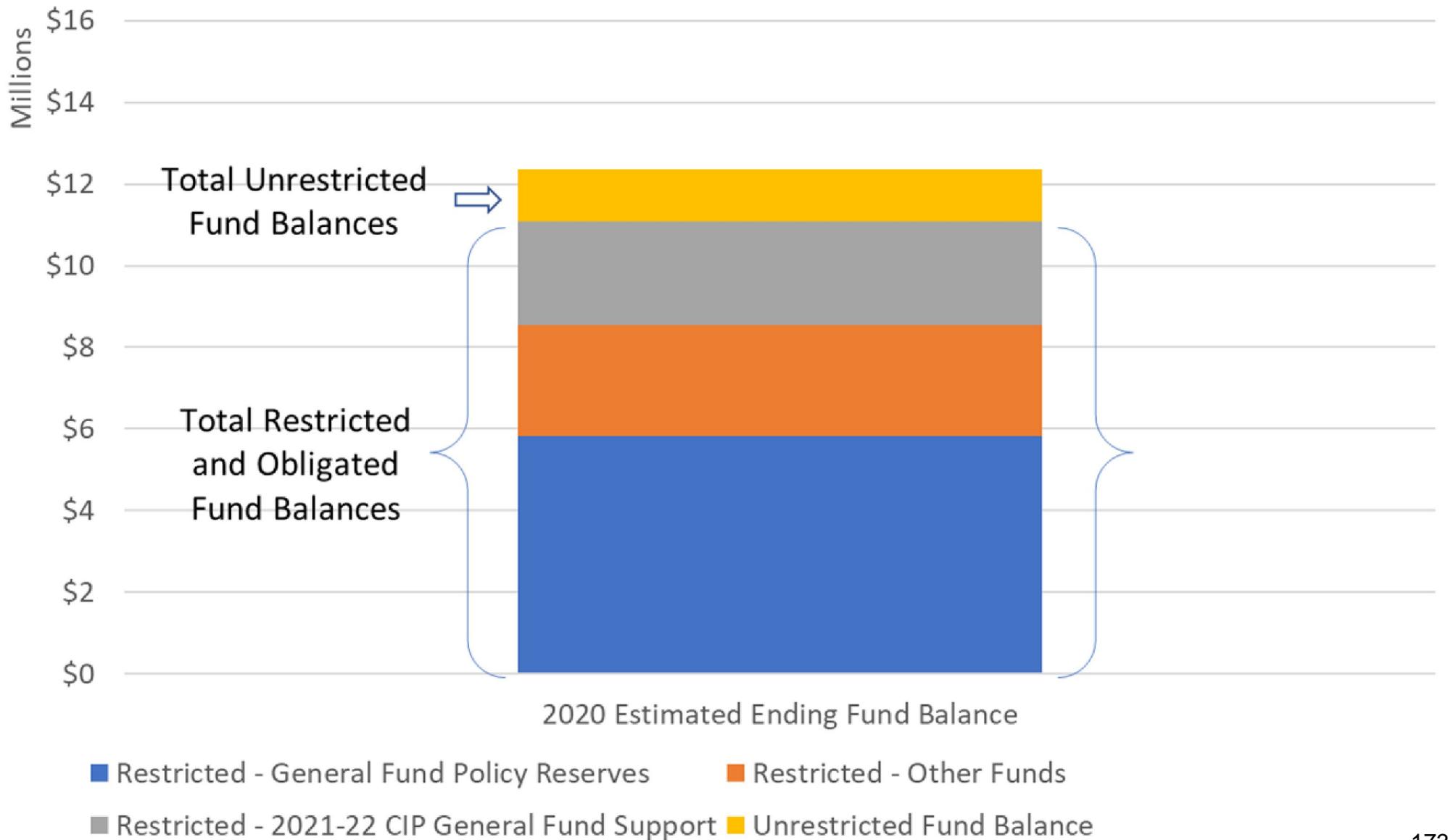
# Tax-Supported Funds Revenue and Expense

Assumes New Debt for Police/Court Facility (\$8m debt; \$12m cash)



# 2020 Estimated Ending Fund Balance

Assumes New Debt for Police/Court Facility (\$8m debt;\$12m cash)



# First decision point

---

Confirm balance between long-term borrowing and City funds

- ❖ Updated assumption (recommended)
  - \$8 million in Councilmanic bonds
  - \$12 million in General Fund support
- ❖ Adopted Budget assumption
  - \$10 million in Councilmanic bonds
  - \$10 million in General Fund support

# Long-term borrowing options

---

- ❖ Confirm preferred long-term borrowing approach
  - Councilmanic bonds
  - Voter-approved bonds
  - State Treasurer LOCAL program

# Recommendation

---

## ❖ Councilmanic bonds

- Matches budgeted plans
- New debt service can be supported by current revenue estimates without new revenue with current operating and capital plans and economic performance
- Timing of bond issue will be decided by the City

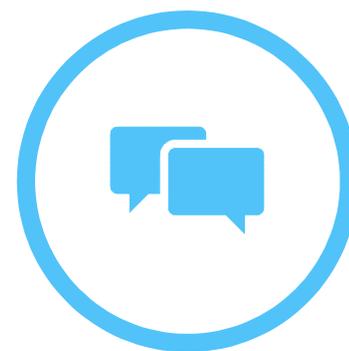
# Second decision point

---

Confirm preferred long-term borrowing approach



QUESTIONS?



DISCUSSION



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 15 Minutes

**AGENDA ITEM:** (8:55 PM) Ethics Program - Mayor Medina,

**STRATEGIC PRIORITY:** Good Governance

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** City Council

**RECOMMENDED MOTION:**

Council Discussion.

**SUMMARY:**

Continued discussion regarding proposed revisions to the City's Ethics Program.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:**

On April 30, 2019, the City Council conducted a joint meeting with the Ethics Board regarding the City's Ethics Program as well as discussed the Ethics Program at previous City Council meetings, including on April 23, 2019, and May 7, 2019.

On May 28, 2019, the City Council discussed proposed revisions to the City's Ethics Program.

On June 4, 2019, time has been scheduled for continued Council discussion on this issue. Specifically, the following three discussion topics are anticipated:

1. Continued discussion on options regarding Article I complaints, opinions, and process;
2. Discussion of options to utilize a professional "ethics officer"; and

3. Discussion of timing for potential Council consideration of completed findings/options/determinations from the Ethics Board.

**ATTACHMENTS:**

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



CITY OF  
BAINBRIDGE ISLAND

## City Council Study Session Agenda Bill

**MEETING DATE:** June 4, 2019

**ESTIMATED TIME:** 10 Minutes

**AGENDA ITEM:** (9:10 PM) Future City Council Agendas,

**STRATEGIC PRIORITY:** Good Governance

**PRIORITY BASED BUDGETING PROGRAM:**

**AGENDA CATEGORY:** Discussion

**PROPOSED BY:** Executive

**RECOMMENDED MOTION:**

Discussion.

**SUMMARY:**

Council will review future Council agendas.

**FISCAL IMPACT:**

<b>Amount:</b>	
<b>Ongoing Cost:</b>	
<b>One-Time Cost:</b>	
<b>Included in Current Budget?</b>	

**BACKGROUND:**

**ATTACHMENTS:**

[City Council Regular Business Meeting 061119.pdf](#)

[City Council Study Session 061819.pdf](#)

[City Council Regular Business Meeting 062519.pdf](#)

**FISCAL DETAILS:**

**Fund Name(s):**

**Coding:**



**CITY OF  
BAINBRIDGE ISLAND**

**CITY COUNCIL REGULAR BUSINESS MEETING  
TUESDAY, JUNE 11, 2019**

BAINBRIDGE ISLAND CITY HALL  
280 MADISON AVENUE N.  
BAINBRIDGE ISLAND, WASHINGTON

**AGENDA**

- 1. CALL TO ORDER/ROLL CALL/PLEDGE OF ALLEGIANCE - 6:00 PM**
- 2. APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE**
- 3. PUBLIC COMMENT**
- 4. MAYOR'S REPORT**
- 5. CITY MANAGER'S REPORT**
- 6. PUBLIC HEARING(S)**
  - 6.A Public Hearing on Ordinance No. 2019-15, Interim Official Control Adopting Small Wireless Facilities Design Standards - Executive 15 Minutes
  - 6.B Public Hearing on Ordinance No. 2019-17, Extending the Duration of the Interim Official Control Related to the Preservation of Landmark Trees - Planning 15 Minutes
- 7. UNFINISHED BUSINESS**
  - 7.A (x PM) Review and Assessment of Critical Area Regulations, BIMC Chapter 16.20 - Planning, 15 Minutes
  - 7.B (x PM) Ordinance No. 2019-13, Adopting Kitsap Humane Society's Recommended Updates to the City's Animal Control Code, 20 Minutes  
[Kitsap Humane Society's Animal Control Code Recommendations](#)
  - 7.C Moratorium, Adjustments to An Approved Site Plan Review - Planning, 10 Minutes

## 8. NEW BUSINESS

- 8.A Nikkei Memorial Stormwater Outfall Relocation Project - Public Works, 10 Minutes  
[Nikkei Memorial Outfall Relocation Project Overview](#)
- 8.B 2019 Road Striping Contract - Public Works, 10 Minutes  
[Attachment A - 2019 Road Marking](#)
- 8.C Biosolids Contract - Public Works, 10 Minutes  
[Biosolids RFP](#)
- 8.D Funding Opportunity - Emergency Management Program Grant (EMPG) - Executive, 5 Minutes
- 8.E Kitsap County Department of Emergency Management (KCDEM) Request for Annual Funding - Executive, 15 Minutes  
[Memo re: KCDEM Agreement May 2019.docx](#)
- 8.F Kitsap Regional Coordinating Council Interlocal Agreement 10 Minutes
- 8.G (x PM) Potential City Proposal for LTAC Funds - Executive, 15 Minutes

## 9. CITY COUNCIL DISCUSSION

- 9.A Race Equity Task Force Next Steps - Councilmembers Nassar, Deets and Tirman 15 Minutes  
[RETf Scope of Work Draft for CC 06112019](#)
- 9.B Appointments to the Climate Change Advisory Committee, Cultural Funding Advisory Committee, Design Review Board, Environmental Technical Advisory Committee, Ethics Board, Historic Preservation Commission, Lodging Tax Advisory Committee, Marine Access Committee, Multi-Modal Transportation Advisory Committee, and Utility Advisory Committee - Mayor Medina 10 Minutes
- 9.C (x PM) Appointment of Deputy Mayor for July 2019 through December 2019 - Mayor Medina, 5 Minutes

## 10. CONSENT AGENDA

- 10.A Agenda Bill for Consent Agenda, 5 Minutes
- 10.B Accounts Payable and Payroll

- 10.C Rockaway Beach Drive Watermain Intertie Project Contract - Public Works 5 Minutes  
[Proposed Contract with Liden Land Development Bid Form](#)
- 10.D Engagement Letter with the State Auditor's Office for the 2018 Audit of the City - Finance, 5 Minutes  
[Bainbridge- Engagement Letter 2018 Audit dated 04292019](#)
- 10.E Consider Additional Term-Limited Positions for Public Works and Planning and Community Development 5 Minutes

## 11. COMMITTEE REPORTS

- 11.A Committee Reports 5 Minutes

## 12. FOR THE GOOD OF THE ORDER

## 13. ADJOURNMENT

### GUIDING PRINCIPLES

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

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

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

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

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

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

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

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



**City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or [cityclerk@bainbridgewa.gov](mailto:cityclerk@bainbridgewa.gov) by noon on the day preceding the meeting.**



CITY OF  
BAINBRIDGE ISLAND

**CITY COUNCIL STUDY SESSION  
TUESDAY, JUNE 18, 2019**

BAINBRIDGE ISLAND CITY HALL  
280 MADISON AVENUE N.  
BAINBRIDGE ISLAND, WASHINGTON

**AGENDA**

1. **CALL TO ORDER / ROLL CALL - 6:00 PM**
2. **APPROVAL OF AGENDA/ CONFLICT OF INTEREST DISCLOSURE**
3. **MAYOR'S REPORT**
4. **PRESENTATIONS**
  - 4.A Utility Review Process Revisions - Utility Advisory Committee Recommendations - Public Works, 30 Minutes
  - 4.B Fire Code Revisions - Utility Advisory Committee (UAC) Recommendations - Public Works, 30 Minutes
5. **UNFINISHED BUSINESS**
  - 5.A (x PM) Update on Moratorium - Planning, 10 Minutes  
[20190327 Moratorium work program status report.docx](#)  
[Ordinance No. 2019-10 Extending the Development Moratorium Development Moratorium Summary Effective 20190403.docx](#)
  - 5.B Ordinance 2019-09 Relating to Accessory Dwelling Units (ADUs) - Planning, 30 Minutes  
[CC Staff Memo.](#)  
[Ordinance 2019-09](#)  
[City Attorney ADU Memo](#)  
[Attachment A BIMC 18.09.030.I.5 ADU Use Specific Standards](#)  
[Attachment B Sample Owner Occupancy Notice to Title](#)  
[Tiny Homes Handout from WA Building Officials](#)
  - 5.C Ordinance No. 2019-04, Updating the City's Sign Code - Planning (Placeholder) 30 Minutes
6. **NEW BUSINESS**

6.A Shade Covenant - Executive, 30 Minutes

**7. CITY COUNCIL DISCUSSION**

7.A Discussion of the Climate Change Advisory Committee 2019 Work Plan - Council, 30 Minutes

**8. FUTURE COUNCIL AGENDAS**

8.A Future Council Agendas 10 Minutes

**9. FOR THE GOOD OF THE ORDER**

**10. ADJOURNMENT**



**CITY OF  
BAINBRIDGE ISLAND**

**CITY COUNCIL REGULAR BUSINESS MEETING  
TUESDAY, JUNE 25, 2019**

BAINBRIDGE ISLAND CITY HALL  
280 MADISON AVENUE N.  
BAINBRIDGE ISLAND, WASHINGTON

**AGENDA**

1. **CALL TO ORDER/ROLL CALL/PLEDGE OF ALLEGIANCE - 6:00 PM**  
Mayor Medina will be absent.
2. **APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE**
3. **PUBLIC COMMENT**
4. **MAYOR'S REPORT**
5. **CITY MANAGER'S REPORT**
6. **PRESENTATION(S)**
7. **CLOSED RECORD PROCEEDING**
  - 7.A Resolution No. 2019-XX - Wallace Way Cottages Final Subdivision - Planning 15 Minutes
8. **PUBLIC HEARING(S)**
9. **UNFINISHED BUSINESS**
  - 9.A Ordinance No. 2019-07, Updating the City's General Code Enforcement Process Contained in Chapter 1.26 BIMC 15 Minutes
  - 9.B Ordinance No. 2019-17, Extending the Duration of the Interim Official Control Related to the Preservation of Landmark Trees - Planning 15 Minutes
10. **NEW BUSINESS**

10.A Sustainable Transportation Professional Services Agreement - Public Works, 15 Minutes  
[Sustainable Transportation RFQ](#)  
[Sustainable Transportation RFQ Change.docx](#)

10.B Vehicle License Fee Rebate Program - Finance, 15 Minutes

## 11. CITY COUNCIL DISCUSSION

11.A State Initiative 976 - Limits on TBD Funds, 10 Minutes

## 12. CONSENT AGENDA

12.A Agenda Bill for Consent Agenda 5 Minutes

12.B Accounts Payable and Payroll

## 13. COMMITTEE REPORTS

13.A Committee Reports 5 Minutes

## 14. FOR THE GOOD OF THE ORDER

## 15. ADJOURNMENT

### GUIDING PRINCIPLES

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

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

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

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

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

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

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

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



**City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or [cityclerk@bainbridgewa.gov](mailto:cityclerk@bainbridgewa.gov) by noon on the day preceding the meeting.**