PLANNING COMMISSION
REGULAR MEETING
CITY HALL – COUNCIL CHAMBERS
MAY 25, 2010

ROLL CALL: **Present:** Mark Wiggins, Julie Dale, Keith Fakkema, Nancy Fey and Greg Wasinger.
Absent: Bruce Neil and Kristi Jensen,
Staff Present: Senior Planners Ethan Spoo and Cac Kamak and Associate Planner Melissa Sartorius.

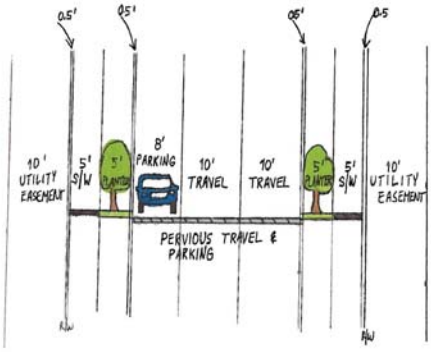
Chairman Wiggins called the meeting to order at 7:35 p.m.

MINUTES: **MS. FEY MOVED, MR. WASINGER SECONDED, MOTION CARRIED TO APPROVE THE APRIL 27, 2010 MINUTES AS PRESENTED.**

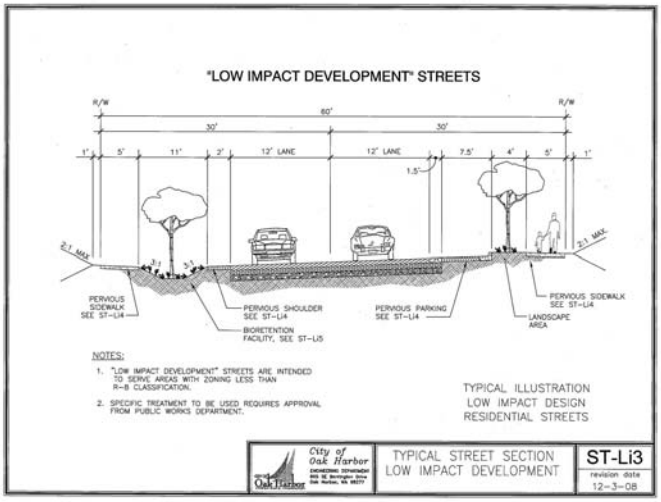
PUBLIC COMMENT
None.

LOW IMPACT DEVELOPMENT (LID) CODE UPDATE PROJECT– Public Meeting
(No action required)
Mr. Spoo reported that the purpose of tonight's meeting is to discuss policy issues for LID streets, native vegetation areas, and open space in PRDs.

LID Streets
Mr. Spoo reminded the Commission of their discussion about the Puget Sound Partnership (PSP) street sections in February in which Planning Commission voiced concerns about the design, mainly dealing with maintenance of the raingarden. Because of that concern, staff came up with another option meant to reduce maintenance and the design is consistent with what has already been approved as part of the subdivision code.



This is the narrow street section that was approved as part of the subdivision code.



This is the PSP section with the raingarden on on the left side of the street.

Mr. Spoo noted that there is one key difference between the street section approve as part of the subdivision code and the staff option. The difference is that the surface would be pervious concrete so that stormwater could percolate into the soil underneath the street. The important thing to remember is that the two street sections would be an alternative for applicants. It would be their choice whether or not to choose one.

Mr. Spoo posed the following policy questions for LID streets:

- Is PC comfortable with staff drafting code based on these two street sections.
- Are there other questions/ideas Planning Commission has about LID street design that staff needs to explore?

Commission Discussion

Planning Commission asked staff about previous versus impervious streets relating to maintenance. Mr. Spoo explained that pervious streets require maintenance as do impervious streets. The main reduction in maintenance comes from replacing the raingarden with pervious street.

Native Vegetation Areas

Mr. Spoo stated that the important things to know about native vegetation areas are that they function as a stormwater treatment method (first), open space (second) and they require maintenance for continued function.

The benefits are:

- Cleaner stormwater
- Cleaner air
- Habitat
- Property values

- Costs:
  - Land for other purposes (streets, buildings, parking, etc.)
  - Required maintenance by homeowners
  - Overlap possible (open space/critical areas).

Mr. Spoo reviewed the decision tool which summarizes the costs and benefits. Mr. Spoo pointed out that as you move from voluntary to mandatory requirement of native vegetation areas, there are more positive impacts on the environment. There is no change in City costs since these would be maintained by homeowners. Private costs would go up, however, because home owners would be paying to maintain the native vegetation area. There is no economic impact until you get to the mandatory column. Assuming developers would not take the incentive unless it's economically feasible for them to do so. There is also moderate negative impact since you're taking some land that could be used for other purposes.

Mr. Spoo posed the following policy questions about Native Vegetation Areas:

- Should native vegetation areas be voluntary, encouraged through incentives, or mandatory?
  - Staff recommends incentive-based approach. Uniform and mandatory requirements may not legally feasible.
  - Type of incentive still needs to be discussed but could include reductions in stormwater fees, density bonuses, reductions in parking requirements.

- Replanting of native vegetation in existing developments?

- What is it? Replanting is recreation of native vegetation areas within existing developments. If someone comes in for a building permit, or any type of land use permit, PSP is suggesting that we require applicants replant (recreate a native vegetation area) at that time. If you get a building permit for your deck or to add a room on to your house, the replanting requirements would be triggered.
- Staff recommends focusing on protecting and maintaining existing native vegetation areas.
- Replanting is resource intensive for staff.

Commission Discussion
Commissioners agreed incentive based is the best choice. There was some discussion about the tree retention requirements. Mr. Spoo noted the native vegetation area does not replace the existing tree retention ordinance. The tree retention requirement deals with the number of trees and the native vegetation area sets aside a certain area of the site for native vegetation retention. The trees retained could be inside of the native vegetation area so both requirements could be met at the same time.

Commissioners discussed the difficulties enforcing landscaping maintenance. There was some thought that adding on to a home wouldn't be enough to warrant having to replant native vegetation as well as the opposite thought that if you are covering ground that native vegetation areas become even more important.

There was a suggestion that maybe the focus should be on the percentage pervious surfaces or LID structures.

Mr. Spoo suggested that in the interest of keeping it simple, a standard that states that only new developments or short subdivision would be required to provide a native vegetation area. Mr. Spoo stated that staff would draft language along those lines.

Commissioners asked if there would be an incentive to included native vegetation areas. Mr. Spoo explained that there is already a kind of incentive built into the City stormwater fees because the fee is based on the amount of impervious service per lot. The problem is that there is a bit of a disconnect, because the person who is putting in the native vegetation area (developer) is not the same person who will receive the reduced stormwater fee (usually the homeowner). Staff will look into other incentives to create native vegetation areas.

Open Space in PRDs.
Mr. Spoo pointed out that each application for a planned residential development is required to provide 10% common open space. In exchange, the City has the option of giving the applicant flexibility in zoning regulations such as setbacks and minimum lot sizes. That type of application is what is known as a PRD and is different from a straight subdivision plat where all zoning standards must be met.

As part of the subdivision code update Planning Commission and staff spent lots of time talking about the quality of open space, making sure that it is visible, usable, and accessible. PSP is recommending that we require 20% open space instead of 10%.

Benefits of that choice would be environmental, recreational in nature, as well as having positive impacts on property values for lots located within developments which have more open space. Costs are that developers and applicants may be giving up land which could be used for other purposes. Higher maintenance costs associated with more open space, but again there may be overlap with critical areas or native vegetation areas.

Mr. Spoo indicated that the decision tool shows more environmental benefits with more open space. No change in City costs. Private costs go up. Economy, is a mixed bag. Developer wouldn't choose the incentive unless it made economic sense for them. There is a slight negative impact in the short run, positive or neutral in the long run.

Mr. Spoo posed the following policy questions for Open Space in PRDs:

- Should the City increase the percent of open space in PRDs?
    - Staff recommends yes, and that it be mandatory for simplicity sake. Most jurisdictions require some where between 20 and 35% opens space in their PRDs, so Oak Harbor is on the low end.
- Voluntary, mandatory, incentive-based?
    - Staff recommends mandatory for simplicity.
- Appropriate percent?
    - Staff recommends 20%, comparable to other jurisdictions.

Commission Discussion
Commissioners voiced no opposition to the increase open space requirement.

URBAN GROWTH AREA (UGA) CAPACITY ANALYSIS – Public Meeting (No action required)
Mr. Kamak noted that at the last meeting density was the hot topic of discussion so he will provide data related to density as well as information about the various methodologies and data collected to date.

Mr. Kamak displayed slides relating to density trends for Oak Harbor (Attachment 1). Mr. Kamak explained that population data is provided by the Office of Financial Management (OFM). OFM provides low, medium, and high projections.

When updating codes such as the subdivision code and Planned Residential Development (PRD) code the general intent is to utilize the land as efficiently as possible and to include all the things that provide quality of life.

Mr. Kamak displayed the Residential Densities table and map (Attachment 2) while explaining that densities were calculated based on random sampling of 10 acre areas (areas shown on map) that typically represented development patterns during that decade. Selected sample areas do not include open spaces, tracts or parks. Rights-of-way are included. Mr. Kamak displayed the Development Densities table showing PRD and Plat developments over the last 10 years (Attachment 3). Mr. Kamak noted that the Development Density table shows that the PRD is and effective development tool for increasing density. The average density for PRD's and Plats including all zoning categories together is 5.2 units per acre. For individual categories R-1 is approximately 4.2 units per acre, R-2 is 6.55 units per acre, R-3 is 7 units per acre.

Mr. Kamak switched to the explaining methodologies for calculating capacity analysis. Mr. Kamak stated that the methodologies are relatively new and there are pros and cons to each methodology.

Before talking about the methodologies Mr. Kamak went through the data sources used, data management and corrections as follows:

Data Sources

- Island County Assessor's data

- Data used for valuation
- PIN – identifiers of properties that tracks property owners

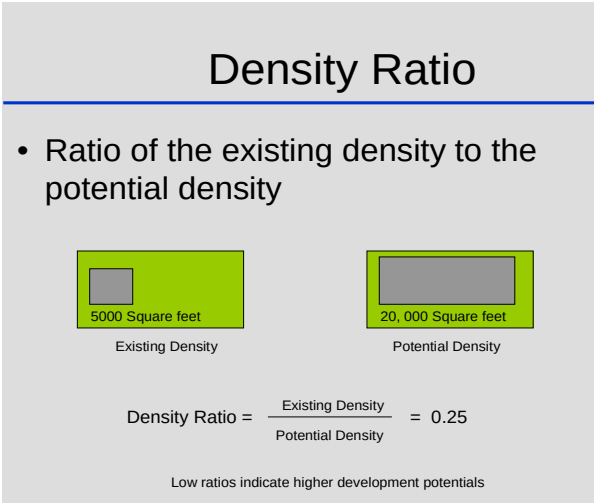
Data Management
- Data provided in a spreadsheet or database for North Whidbey
- City matches County data with City maintained GIS map
  - Properties always don't match up – out of sync since they are maintained separately
  - Time gaps betweens lots created and PINs inputted in County data
  - A property may have multiple PINs or sometimes a single PIN can be assigned to multiple properties if still owned by the same person or entity.
- There is always some cleaning up of the data

Data Corrections
- Data gaps were filled only where County data did not link to City GIS maps
  - Condominiums
  - Tracts
    - Buffers
    - Landscape or common areas
    - Detention basins
  - Schools
  - Parks
  - Religious institutions

Mr. Kamak switched to explaining the three common methodologies used for capacity analysis calculations as follows:

<u>Density Ratio</u>
- Typically used for smaller study areas
- Appropriate in areas that have a wide range of densities
- Areas of inconsistent lot areas with the same zoning designations
- Impacted by change in zoning and development regulations (setbacks, buffers, parking etc.)

Density information is not readily available and would be resource intensive to collect and compile the data base.



Improvement to Land Ratio (at last meeting was called the Developability Ratio)

- Uses existing assessed values
- Calculations can include tax exempt properties (non-profits, faith based organizations etc.) that may be undevelopable
- May not include special features that add value to the property and are not included in the structure or land assessment

Improvement to Land Ratio

- Ratio between the land and the improvements
  - Assessed Land value = 300,000
  - Assessed Improvement Value = 100,000

$$ILR = \frac{\text{Improvement value}}{\text{Land value}} = 33\%$$ (The structure is 33% of land value)

•Typically this method considers land with ILR <50% as redevelopable

Land to Total Value Ratio

- Uses existing assessed values
- Compares the value of land to the total assessed values
- Includes special features
- Does not include tax exempt properties in the calculations
- Focuses primarily on the land value

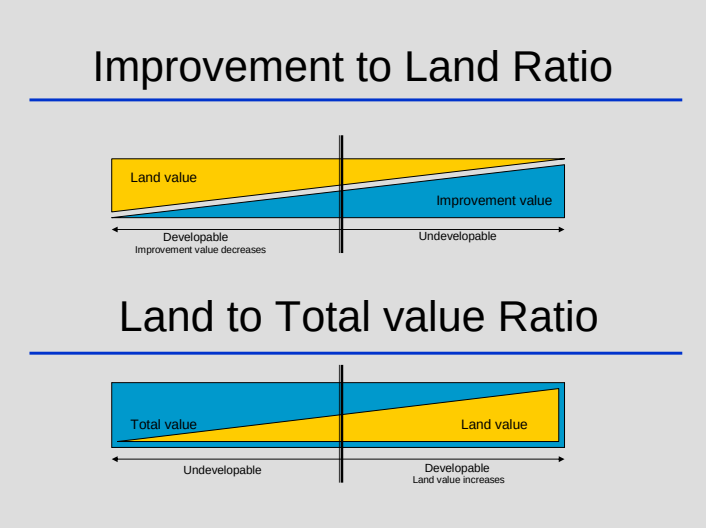
Land to Total Value Ratio

- Ratio between total assessed value and land value
  - Total Assessed Value is $400,000
  - Land Value is $300,000
  - Structure and special features is $100,000

$$LTR = \frac{\text{Land Value}}{\text{Total Assessed Value}} = 75\%$$ Land value is 75% of the total value

Higher percentages indicate higher redevelopment potential

Mr. Kamak displayed the following graphic to help explain methodologies.



Mr. Kamak explained that in the top graphic the line is drawn is where the land value and the improvement values are equal. As you move left, the improvement value decreases and there is more potential for development. In the bottom graphic as you move right, the total value decreases and there is more potential for development. Mr. Kamak pointed out that he drew the line in the center just to explain how the methodologies work. At some point the City will have to decide where to draw that line according to what makes economic sense to consider property redevelopable. In the next few months we will need to look at what the numbers are telling us and what is on the ground to see if the numbers make sense.

Ms. Sartorius talked about the spreadsheets and the maps contained in the agenda packet that show percentage ratios for both the ILR and LTR methods. Ms. Sartorius went into detail about how the data was generated in GIS. The data was taken from the Assessor's Office and linked to the data in GIS. A new field was inserted with the formula to determine whether a property is ILR or LTR. The formulas are applied and the maps are generated from that data. The spreadsheet shows the details.

The following table summarizes ILR and LTR potentially developable acres:

ILR and LTR

Potentially developable acres

		50%	40%	30%	20%	10%
ILR	**City**	728	704	666	632	549
	Unincorporated UGA	574	572	558	528	503
	Total	1302	1276	1225	1159	1052
		50%	**60%**	**70%**	**80%**	**90%**
LTR	**City**	859	695	625	518	419
	Unincorporated UGA	599	529	501	447	415
	Total	1459	1224	1127	966	835

Commission Discussion
Commissioners asked staff to pick 5 properties to use as examples of how they fit into the ratio formulas and present those at the next meeting.

Chairman Wiggins opened the meeting to public comment.

Vern Pederson (2336 Happy Lane) complimented the LID presenter and encouraged everyone to save or add native vegetation. Mr. Pederson was concerned that as the City is looking for places to develop that the City is not look as much in the core as it might. He encouraged revitalizing the core. He also suggested providing ground level parking and building the commercial spaces as the second story. He also recommended that the City encourage more mixed uses.

Thomas Garrett (West Beach Road) was concerned about the City's appetite for growth. He feared that the last UGA expansion was driven more by special interest needs rather than community needs. He was also concerned about the process that was being used. He would feel more comfortable if he could see criteria for each of the density calculation methods to see if they made sense. He thought there should be a standard for different densities based on the vision for the community. For instance, what area is going to have high density and want areas are going to have lower density. He didn't believe that it was practical to use and equal measure of density across the entire City. Mr. Garrett stated that he hasn't seen any evidence that staff is going out into the community to find out what the community vision is. He didn't have the sense that Oak Harbor has taken the trouble to consider what the vision should be for the whole community. He pointed out that the City had the lowest portion of tourists compared to the whole Island and that it was because the community has not taken the trouble to come up with a vision on how to get tourism. He stated that before the City thinks about expanding, the City needs to have a vision for the City. Mr. Garrett pointed to SR20 through town. He stated that West Beach Road gets all the people who are protesting the City's failure to manage traffic through town. People are driving 60mph on West Beach Road because they are frustrated and don't want to go through Oak Harbor and how does that help the businesses? He stated that if people are avoiding Oak Harbor because the traffic hasn't been managed then the City isn't doing its job and is hurting all of us. Mr. Garrett also used Las Vegas and Tacoma as an example of over development and pointed out that their inner cities are dying due to overdevelopment. Mr. Garret went on to say that he wasn't opposed to growth to West Beach under any condition. He would support Oak Harbor's growth out to West Beach Road if there was a vision to make Fakkema Farms a park and connecting Oak Harbor to the water with a pathway. He would be opposed to expanding Oak Harbor in a way that nobody wins except the person selling all the property. It should be done in a way that everybody benefits.

Chairman Wiggins thanked everyone for coming to the meeting and encourage everyone to voice their concerns to their elected officials and to keep bringing their thoughts and ideas forward.

BEING NO FURTHER BUSINESS BEFORE THE PLANNING COMMISSION, THE MEETING WAS ADJOURNED AT 9:01 P.M.

Population Densities

Year	Area[1]	Area annexed	Population[2]	Population increase	Population Density
1970	4165	3061	9,167		2.20
1980	4739	574	12,271	3,104	2.59
1990	4925	186	17,176	4,905	3.49
2000	5804	879	19,795	2,619	3.41
2009	6082	278	23,360[3]	3,565	3.84

1. Areas – Based on GIS data overlay on maps based on Island County Orthographic projections (aerials shot in 2007)
2. Population – US Census (population includes Navy housing population)
3. Population estimate provided by OFM

ATTACHMENT 1

Residential Densities

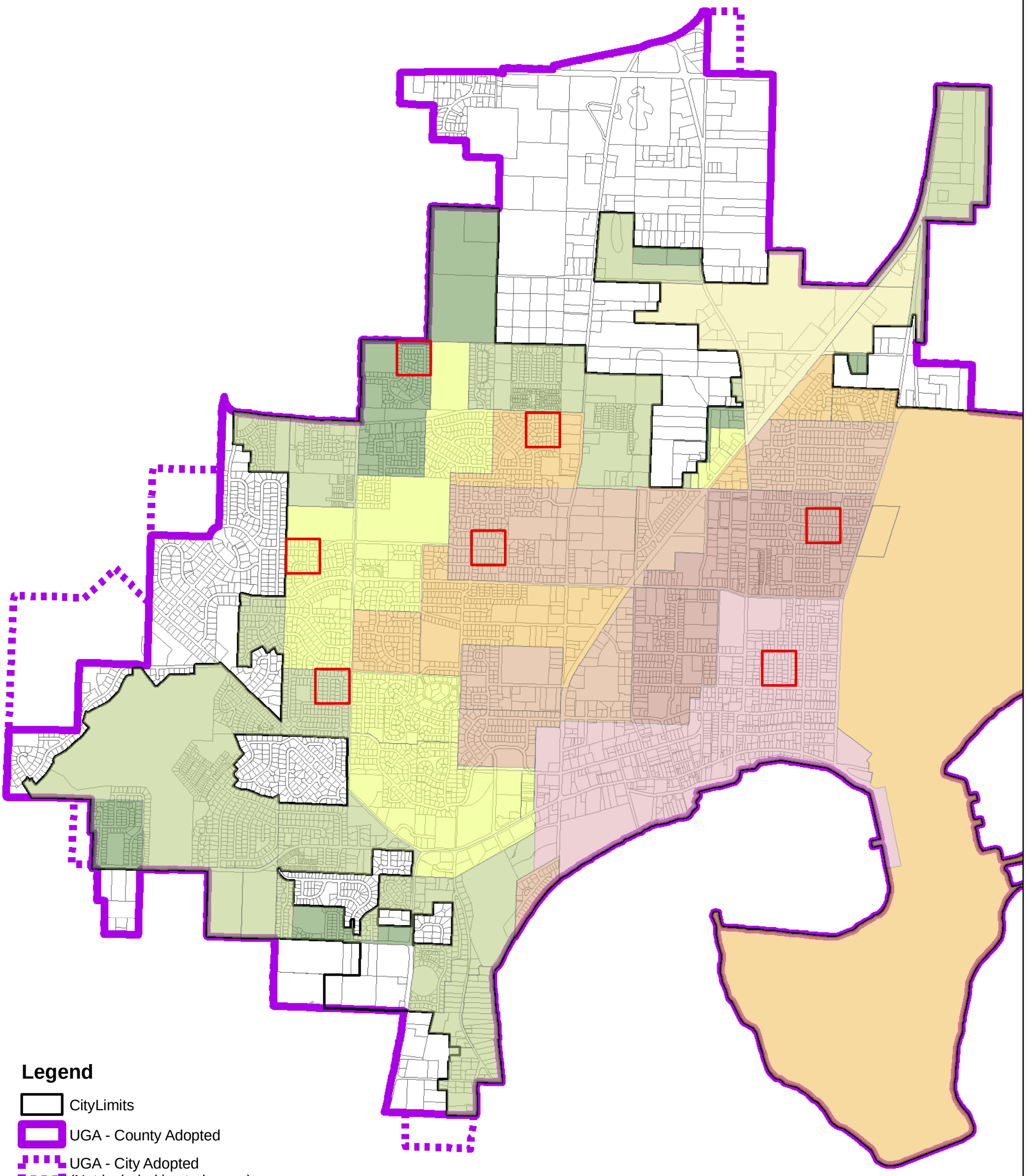
(within annexation areas)

Year	Approximate number of units per acre
Pre 1940	3.8
1941-1950	3.7
1951-1960	3.3
1961-1970	4.5
1971-1980	3.6
1981-1990	Annexation included no residential areas
1991-2000	3.9
2001-2009	5.3

Densities were calculated based on random sampling of 10 acre areas that typically represented development patterns during that decade. Selected sample areas does not include open spaces, tracts or parks. Rights of way are included.

ATTACHMENT 2

RESIDENTIAL DENSITIES
(Within Annexation Areas)



Legend

- CityLimits
- UGA - County Adopted
- UGA - City Adopted (Not included in study area)

Annexation Date Classification

- pre 1940
- 1940-1950
- 1950-1960
- 1960-1970
- 1970-1980
- 1980-1990
- 1990-2000
- 2000-2010

Sample - 10 acres

Disclaimer:
This map is created using assessed value data supplied by the Island County Assessor's Office in November, 2009. The map indicates preliminary information based on the data and is subject to change based on further research and other findings as the UGA capacity analysis progresses.

Neither the City of Oak Harbor nor any agency, officer, or employee of the City of Oak Harbor warrants the accuracy, reliability or timeliness of any information contained on mapping products originating fiom the City of Oak Harbor and shall not be held liable for any losses caused by such reliance on the accuracy, reliability or timeliness of such information. Any person or entity who relies on any information obtained fiom the systems, does so at his or her own risk.

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ATTACHMENT 2

Development Densities

Planned Residential Developments	Year	Units	Zoning	Total Acreage	Density
Cherry Hills	2000	151	R-2	29.5	5.12
Spring Hollow	2000	32	R-3	4.03	7.94
Whidbey Links	2002	28	R-1	7.93	3.53
Woodbury Park	2004	37	R-3	6.06	6.11
Island Place	2005	105	R-2	19.45	5.40
Crosby Commons	2005	74	R-1	19.4	3.81
Whidbey Greens	2005	90	R-1	16.04	5.61
Harbor Place	2005	56	R-2	6.3	8.89
Rose Hill	2006	38	R-2	4.01	9.48
Fairway Point	2006	140	R-1	36	3.89
Highland Park	2006-7	25	R-1	4.75	5.26
Plats					
East Park	2000	38	R-1	9.13	4.16
Redwing	2003	111	R-2	28.86	3.85
Barrington Heights	2006	23	R-1	7.6	3.03
Frostad Pond	2006	45	R-1	8.74	5.15
West Meadows	2007	61	R-1	15.4	3.96
Fireside	1994-2005	226	R-1	69.1	3.27
				Average	**5.20**

ATTACHMENT 3