CITY OF
BAINBRIDGE ISLAND

# City Council Study Session
# Tuesday, September 1, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

Remote Meeting on Zoom
https://bainbridgewa.zoom.us/j/92947338351
or Telephone: US: +1 253 215 8782
Webinar ID: 929 4733 8351

Written public comment on this agenda is accepted at council@bainbridgewa.gov from the time of agenda publication until 3:00 pm on the meeting date.

## Agenda

1. **Call to Order / Roll Call - 6:00 pm**
2. **Approval of Agenda / Conflict of Interest Disclosure - 6:05 pm**
3. **Regular Business**
   A. (6:10 pm) Discuss Comprehensive Plan and Winslow Subarea Plan Update
4. **Committee Reports - 7:40 pm**
5. **Adjournment - 7:50 pm**

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**City Council Study Session Agenda Bill**
**Tuesday, September 1, 2026**

**Agenda Item:** (6:10 pm) Discuss Comprehensive Plan and Winslow Subarea Plan Update

**Department:** City Council Study Session

**Agenda Section:** Regular Business

**Estimated Time:** 90 Minutes

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**Recommendation:**

I move to forward the discussion of zoning code changes and their associated modeling assumptions for inclusion in the next Land Capacity Analysis model for the Comprehensive Plan update and the Winslow Subarea Plan to a future discussion for a final decision.

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**Narrative:**

The City of Bainbridge Island is updating its Comprehensive Plan and Winslow Subarea Plan. These documents, together, will define the City's growth pattern until 2044. The City is required to meet certain employment and housing targets during that timeframe. The City is further required to meet housing targets by household income band to provide for affordable housing opportunities. The City Council has been testing various zoning assumptions related to development intensity in various zones to meet these targets.

The City's consultant has modeled two sets of land use assumptions based on various zoning requirements. The first is known as the February Land Capacity

Analysis (LCA). Though the February LCA model meets the City's targets, this set of assumptions may not provide for adequate affordable housing. Therefore, the City Council requested the consultant model a new set of assumptions, known as the July LCA.

On August 25, 2026, in response to a request by the State Department of Commerce, the Council adopted an interim zoning ordinance based on the Floor Area Ratio and Lot Coverage parameters by zone from the February Land Capacity Analysis (LCA) prepared by the consultant LMN. The interim zoning ordinance also requires the addition of a Mandatory Inclusionary Zoning program to support the creation of more affordable housing. Neither the February nor the July models included the Mandatory Inclusionary Zoning program, though both did contain assumptions related to bonus provisions for a Voluntary Inclusionary Zoning program.

The City's consultant modeled the Council's July recommendations and found that the land use assumptions within those recommendations will not satisfy the residential growth targets required by the Growth Management Act and the Housing Accountability Act. The purpose of this meeting is to review the various modeling results thus far and to determine a new set of modeling assumptions for inclusion in a new model with the goal of meeting the City's housing targets and ensuring that a portion of that anticipated growth provides new affordable housing development.

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**Fiscal Impact:**

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**Community Engagement and Outreach:**

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**Attachments:**

1. PCD Memo to Council 9-1-26

2. Att. 1 Comparative Analysis Memo from LMN
3. Att. 2 Memo Comparing February and July LCA
4. Att. 3 February LCA Updated Memo
5. Att. 4 July LCA Memo
6. Att. 5 Interim Comparison

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# Planning & Community Development Department

# Memorandum

Date: September 1, 2026

To: Bainbridge Island City Council, Ellen Schroer Interim City Manager

From: Emily Terrell, Interim Planning and Community Development Director

Subject: Comprehensive Plan Land Capacity Analysis Modeling Assumptions

Council,

Thank you for providing PCD with this opportunity to discuss the Land Capacity Analysis (LCA) modeling assumptions for our next, hopefully final, round of analysis.

**Attachments**

I have attached several items as aids to our discussion.

- Attachment 1 Comparative Analysis Memo from LMN discusses the various parameters we've been exploring (Floor Area Ratio (FAR), lot coverage and voluntary inclusionary zoning) and provides a sensitivity analysis by parameter. Though this memo was primarily written to provide a scope for the next run of the LCA model, it includes an excellent up-front summary of findings that should be useful to the Council in determining how the various parameters affect the overall goal of meeting our Growth Management Act (GMA) and Housing Accountability Act (HAA) targets.

- Attachment 2 compares the modified February and July LCA more thoroughly from the modeling assumptions standpoints. Both the February and July LCA include modeling of potential effects from a Voluntary Inclusionary Zoning (VIZ) scheme. Neither the February nor the July LCA includes an analysis of Mandatory Inclusionary Zoning (MIZ), as we are still working out the parameters of that modeling.

- Attachments 3 and 4 provide the results of the February and July LCA as well as a step-by-step description of the modeling process itself. I've included these to allow the Council

to see the entire methodology and a description of the assumptions and their reasoning. I do not plan to cover these two attachments during the September 1, 2026 meeting. They are included as information.

- Attachment 5 is a comparison of the current code with the proposed new codes for the February and July LCA.

**Summary of Findings to Date**

The following is a summary of findings LMN created to describe the magnitude and direction of each change in modeling parameter (FAR, lot coverage, by zone). It is presented to help frame the discussion about which parameters the Council would like to include in the next LCA analysis.

- The July LCA projects 1,035 multifamily dwelling units against a requirement of 1,186. A cushion of 10% to 15% corresponds to a range of approximately 1,305 to 1,364 dwelling units. The capacity to be added is therefore roughly 270 to 330 dwelling units.

- Base mixed-use floor area ratio remains the largest single lever, as it applies to all projected development rather than to bonus-track development alone. Restoring the High School Road district from 0.6 to 1.0 is worth roughly 250 multifamily dwelling units.

- The maximum bonus floor area ratios directed for the Connection Zone, Ferry Terminal, and High School Road districts are not achievable under the lot coverage and height standards directed alongside them. The achievable ratio is approximately half the nominal figure in the High School Road district and roughly three-quarters in the Ferry Terminal District.

- Bringing the achievable ratio up to the nominal figure requires increases in maximum lot coverage, in maximum height with bonus, or in some combination of the two. Part 2.2 identifies the combinations that reach each nominal figure.

- Doing so adds only roughly 40 to 60 dwelling units at the utilization rates projected for the voluntary inclusionary zoning program, because the bonus floor area ratio applies only to development projected to use the bonus. The value of the change scales with that utilization rate.

- The inclusionary requirement is the parameter that determines how much of the bonus envelope enters the projection at all. Reducing it toward 15% is worth roughly 130 to 140 dwelling units on its own.

- Achievable bonus floor area ratio and the inclusionary requirement are strongly interactive. Applied together they are worth roughly 180 to 360 dwelling units

depending on the requirement level, substantially more than the sum of their separate effects.

- Residential district densities do not help. They produce roughly 200 dwelling units, none of them multifamily, and so do not affect the binding constraint.

**Additional Questions Concerning the MIZ Modeling**

1. The MIZ parameters to model: the unit-count trigger, the affordability requirement and AMI tiers, and the associated bonus FAR, height, and lot coverage, by district.
2. Whether the VIZ bonus track we've been carrying stays operative in parallel and how they interact (if a small parcel opts into VIZ and that gives it the ability to build 10+ units, does it then have to comply with MIZ?).
3. Which LCA(s) this applies to – the updated February LCA, the July LCA, or the revised July LCA with an MIZ (as described in Att. 2).

## Enclosures:

Att. 1 Comparative Analysis Memo from LMN
Att. 2 Memo Comparing February and July LCA
Att. 3 February LCA Updated Memo
Att. 4 July LCA Memo
Att. 5 Interim Comparison

## Acronyms:

| | |
|---|---|
| FAR | Floor Area Ratio |
| GMA | Growth Management Act |
| HAA | Housing Accountability Act |
| LCA | Land Capacity Analysis |
| LMN | LMN is the City's consultant hired to perform the LCA |
| MIZ | Mandatory Inclusionary Zoning |
| VIZ | Voluntary Inclusionary Zoning |

# Purpose

Subtask 6.7.5 of Amendment No. 2 provides for a revised July 2026 Land Capacity Analysis if the analysis prepared under subtask 6.7.3 does not demonstrate capacity sufficient to accommodate the City's housing allocation, upon written authorization from the City and reflecting revised policy direction. The July LCA does not demonstrate sufficient capacity. This memorandum is provided so that the City can issue that direction with an understanding of which standards move projected capacity and by approximately how much, and requests the written authorization subtask 6.7.5 requires.

This memorandum does not recommend standards. It reports the sensitivity of projected capacity to the standards the City directs. It addresses total multifamily capacity, which is the binding constraint in the July LCA; the distribution of projected units among income bands is reported in the LCA itself.

Numbers cited here are rough estimates intended to give a sense of direction and magnitude, not full model projections. Almost all of these variables are interrelated, so different combinations can result in different outcomes.

# Summary of Findings

- The July LCA projects 1,035 multifamily dwelling units against a requirement of 1,186. A cushion of 10% to 15% corresponds to a range of approximately 1,305 to 1,364 dwelling units. The capacity to be added is therefore roughly 270 to 330 dwelling units.
- Base mixed-use floor area ratio remains the largest single lever, as it applies to all projected development rather than to bonus-track development alone. Restoring the High School Road district from 0.6 to 1.0 is worth roughly 250 multifamily dwelling units.
- The maximum bonus floor area ratios directed for the Connection Zone, Ferry Terminal, and High School Road districts are not achievable under the lot coverage and height standards directed alongside them. The achievable ratio is approximately half the nominal figure in the High School Road district and roughly three-quarters in the Ferry Terminal District.
- Bringing the achievable ratio up to the nominal figure requires increases in maximum lot coverage, in maximum height with bonus, or in some combination of the two. Part 2.2 identifies the combinations that reach each nominal figure.

- Doing so adds only roughly 40 to 60 dwelling units at the utilization rates projected for the voluntary inclusionary zoning program, because the bonus floor area ratio applies only to development projected to use the bonus. The value of the change scales with that utilization rate.
- The inclusionary requirement is the parameter that determines how much of the bonus envelope enters the projection at all. Reducing it toward 15% is worth roughly 130 to 140 dwelling units on its own.
- Achievable bonus floor area ratio and the inclusionary requirement are strongly interactive. Applied together they are worth roughly 180 to 360 dwelling units depending on the requirement level, substantially more than the sum of their separate effects.
- Residential district densities do not help. They produce roughly 200 dwelling units, none of them multifamily, and so do not affect the binding constraint.

# Part 1: Target

The Countywide Planning Policy allocation requires capacity for 1,186 multifamily dwelling units. The July LCA projects 1,035. The City has requested a nominal cushion of 10% to 15% above the requirement.

## Target Capacity

| Metric | Dwelling Units |
|---|---|
| Multifamily requirement | 1,186 DU |
| July LCA projected multifamily capacity | 1,035 DU |
| Shortfall | 151 DU |
| Target range with 10–15% cushion | 1,305 – 1,364 DU |
| Additional capacity required | approximately 270 – 330 DU |

Capacity for the >120% AMI allocation continues to be demonstrated and is not a constraint on the standards considered here.

# Part 2: Sensitivity by Directed Input

The figures in this Part are approximate. They are derived from partial runs of the capacity model and are reported as ranges or rounded values because the inputs are interrelated. As described in Part 3 of the Comparative Memo, the effect of any one standard depends on the values of the others, and the figures below should not be read as independent contributions that can be recombined arithmetically. Each is measured against the July standards except as noted.

## 2.1 Achievable Maximum Bonus Floor Area Ratio

The maximum floor area ratio with bonus directed for each district is a nominal limit. The floor area a project can actually build is limited by the building envelope the other bulk standards allow. As described in Part 2.1 of the Comparative Memo, the July LCA applies a functional maximum floor

area ratio equal to the lesser of the nominal limit and an envelope-derived limit calculated as maximum lot coverage multiplied by the number of floors accommodated within the maximum height with bonus, multiplied by an articulation factor of 0.8.

Under the July standards the nominal figure is not achievable in three of the four mixed-use districts.

## Achievable Maximum Floor Area Ratio with Bonus under the July Standards

| Zoning District | Nominal Max FAR w/ Bonus | Max Lot Coverage | Max Height w/ Bonus | Achievable Max FAR | Share of Nominal |
|---|---|---|---|---|---|
| Core | 3.0 | 100% | 55' | 3.0 | 100% |
| Conn. Zone | 1.5 | 35% | 45' | 1.1 | approximately 75% |
| FTD | 4.0 | 75% | 55' | 3.0 | 75% |
| HSR | 4.0 | 50% | 55' | 2.0 | 50% |

The practical consequence is that the bonus offered in these districts is smaller than the adopted figure suggests. A project in the High School Road district that participates in the voluntary inclusionary zoning program can build approximately half the floor area the nominal 4.0 implies.

If the City intends the nominal figures to be achievable, the paths to that result are increases in maximum lot coverage, increases in maximum height with bonus, or a combination. The table below gives the maximum lot coverage required to achieve each district's nominal maximum floor area ratio at a range of bonus heights. Floor counts assume a 13' ground floor and 10' residential floor-to-floor heights.

## Maximum Lot Coverage Required to Achieve the Nominal Maximum Floor Area Ratio with Bonus

| Zoning District | Nominal Max FAR w/ Bonus | 45' (4 floors) | 55' (5 floors) | 65' (6 floors) | 75' (7 floors) |
|---|---|---|---|---|---|
| Core | 3.0 | 94% | 75% | 63% | 54% |
| Conn. Zone | 1.5 | 47% | 38% | 32% | 27% |
| FTD | 4.0 | not achievable | 100% | 83% | 71% |
| HSR | 4.0 | not achievable | 100% | 83% | 71% |

Values at or below the coverage currently directed are already achieved. The Core district is the only one in which the nominal figure is presently achievable, and it remains achievable at a lower lot coverage than the 100% directed. The Connection Zone requires a modest increase in lot coverage or in bonus height. The Ferry Terminal and High School Road districts require substantial increases in one or both.

Making the nominal figures achievable in all three districts is worth roughly 40 to 60 dwelling units at the utilization rates projected for the voluntary inclusionary zoning program. The effect is limited because the maximum bonus floor area ratio applies only to development projected to use the bonus, currently projected at 0% to 5% by district. The value of this change is a function of that

utilization rate, and it increases substantially if the rate does as well. Part 2.4 addresses that interaction.

These figures do not account for yard requirements, exterior parking, open space, or other standards that may constrain lot coverage independently, and lot coverage approaching 100% would require corresponding treatment of those standards. The articulation factor of 0.8 reflects the difference between an allowable envelope and a residential building constructed within it, as described in the Comparative Memo.

## 2.2 Base Mixed-Use Floor Area Ratio

Base mixed-use floor area ratio sets the base floor area capacity of every parcel in a district and drives parcel classification for likelihood of developing. It applies to all projected development, whether or not a project uses the voluntary inclusionary zoning bonus, and it is accordingly the largest single lever available. The July direction reduced it in the Ferry Terminal District from 1.0 to 0.7 and in the High School Road district from 1.0 to 0.6.

### Approximate Effect of Base Mixed-Use Floor Area Ratio Changes

| Change | Approximate Effect |
|---|---|
| High School Road 0.6 → 0.8 | +90 DU |
| High School Road 0.6 → 0.9 | +170 DU |
| High School Road 0.6 → 1.0 | +250 DU |
| Ferry Terminal District 0.7 → 0.8 | +10 DU |

These figures were measured with the maximum bonus floor area ratios already made achievable as described in Part 2.1. Measured against the July standards as directed, they would be modestly smaller. The concentration in the High School Road district reflects the size of the developable land base there rather than any difference in method.

Note that the impact shown here is nonlinear because of the way development likelihood categories function. For a parcel that is considered “low likelihood” (10%) to develop, a certain FAR increase will merely increase the amount of development projected on that parcel. But once a certain amount of capacity is added, it crosses the model threshold into “average likelihood” (50%) to develop. This creates a step change effect where that parcel is now both projected to have more development and that development is considered more likely.

## 2.3 Voluntary Inclusionary Zoning Requirement

In the capacity model, the projected utilization rate drives the share of developable land area modeled at the maximum bonus floor area ratio; the remainder is modeled at the base floor area ratio. This utilization rate is primarily driven by the magnitude of the inclusionary requirement (e.g. 25% at <80% AMI). The inclusionary requirement therefore does more than determine how many affordable units a participating project provides. It determines how much of the bonus envelope enters the projection at all.

The July LCA applies an inclusionary requirement of 25% in the Core, Ferry Terminal, and High School Road districts and 20% in the Connection Zone, and utilization rates of 0% to 5% by district. Those rates were developed from the economic analysis prepared for the project, which found that requirements in the 20% to 25% range would result in very low utilization rates. That analysis indicates utilization rises as the requirement falls, into a range on the order of 10% to 20% by district at a requirement near 15%.

Those rates were developed against the dimensional standards then under consideration and have not been updated for the standards directed in July or for any revised standards. A revised analysis relying on a lower inclusionary requirement would require updated utilization rates from Strategic Economics.

### Approximate Effect of Inclusionary Requirement Changes

| Change | Approximate Effect |
|---|---|
| Inclusionary requirement reduced to approximately 20% | +50 DU |
| Inclusionary requirement reduced to approximately 15% | +130 to +140 DU |

Reducing the requirement increases both total multifamily capacity and projected units below 80% AMI. The increase in the latter is small relative to the allocation for that band, and no calibration of this program within the range considered here changes the City's position in that band materially.

## 2.4 Interaction Between Bulk Standards and the Inclusionary Requirement

These two levers are not independent, and neither performs well alone. Lot coverage and bonus height govern how large the bonus is; the inclusionary requirement governs how often it is projected to be used. A larger bonus applied to almost no development produces little capacity, and a higher utilization rate applied to a bonus constrained by bulk produces little more.

### Approximate Combined Effect

| Combination | Approximate Effect |
|---|---|
| Nominal bonus FAR made achievable, requirement as directed | +40 to +60 DU |
| Requirement reduced to approximately 15%, bulk as directed | +130 to +140 DU |
| Nominal bonus FAR made achievable, requirement approximately 20% | approximately +180 DU |
| Nominal bonus FAR made achievable, requirement approximately 15% | approximately +360 DU |

The combined figures exceed the sum of the separate effects by a wide margin. This is the clearest instance of the interaction described in Part 3 of the Comparative Memo, and it is the reason a revised analysis requires direction on a complete set of standards rather than a change to any one of them.

## 2.5 Inputs That Do Not Materially Affect the Result

Densities in the residential zoning districts produce roughly 200 dwelling units, none of them multifamily. Increasing them does not affect the binding constraint.

The base residential and nonresidential floor area ratio limits directed for the July analysis do not reduce projected capacity, for the reasons described in Part 1 of the Comparative Memo. Removing them does not increase it.

# Part 3: Illustrative Combinations

The combinations below reach or approach the target range identified in Part 1. They are illustrative. They are not recommendations, they are not the only combinations that reach the range, and the figures are approximate. Each would require a complete run of the capacity model to confirm.

### Combinations and Approximate Results

| | Description | Approximate Multifamily Capacity | Approximate Cushion |
|---|---|---|---|
| A | High School Road base mixed-use FAR restored from 0.6 to 1.0. All other July standards unchanged. | approximately 1,280 DU | approximately 8% |
| B | Maximum lot coverage and/or maximum height with bonus set so that the nominal maximum bonus FAR is achievable in the Connection Zone, Ferry Terminal, and High School Road districts. Inclusionary requirement reduced to approximately 15%. Base FAR as directed in July. | approximately 1,390 DU | approximately 17% |
| C | High School Road base mixed-use FAR raised from 0.6 to 0.8. Nominal maximum bonus FAR made achievable as in B. Inclusionary requirement reduced to approximately 20%. | approximately 1,300 DU | approximately 10% |

Combination A requires no change to the bonus program or to the bulk standards, but restores the base floor area ratio the July direction reduced. Combination B requires no change to base floor area ratio, but requires substantial increases in lot coverage or bonus height in two districts together with a reduction in the inclusionary requirement. Combination C distributes smaller changes across all three.

# Part 4: Authorization Requested

Subtask 6.7.5 provides for a revised July 2026 Land Capacity Analysis upon written authorization from the City and reflecting revised policy direction. No work under subtask 6.7.5 has been

authorized or performed. LMN requests that authorization, together with direction on the standards to be analyzed.

Because the standards interact, the model requires a complete and internally consistent set rather than a change to a single input. Direction should specify, for each mixed-use district:

- Base mixed-use floor area ratio
- Maximum lot coverage
- Maximum height and maximum height with bonus
- Maximum floor area ratio with bonus
- Voluntary inclusionary zoning requirement

LMN proposes to prepare the revised analysis for one complete set of directed standards, with up to two additional partial runs to confirm that the result falls within the target range. Additional scenarios beyond that would be additional services.

If the direction includes a change to the inclusionary requirement, updated utilization rates from Strategic Economics would be required before the revised analysis could rely on them.

Nothing in this memorandum is a recommendation as to the standards the City should adopt.

# Purpose

This memorandum compares the February 2026 Winslow Land Capacity Analysis (the "February LCA"), as updated August 2026, with the July 2026 Winslow Land Capacity Analysis (the "July LCA"). It documents the differences in directed inputs, methodology, and results between the two analyses.

The two documents analyze different zoning scenarios under consideration. The February LCA analyzes the dimensional standards directed by the City in January 2026. The July LCA analyzes the dimensional standards directed by the City in July 2026. This memorandum is limited to comparing the two.

# Summary of Findings

- Projected multifamily capacity in Winslow decreases from 1,371 dwelling units in the February LCA to 1,035 dwelling units in the July LCA, a reduction of 336 units.
- The February LCA showed capacity 185 units above the multifamily requirement of 1,186 dwelling units. The July LCA shows capacity 151 units below that requirement. Capacity for the >120% AMI allocation continues to be demonstrated in both analyses.
- The reduction in the base mixed-use floor area ratio in the Ferry Terminal and High School Road districts accounts for the largest share of the change. Reductions in maximum lot coverage account for most of the remainder.
- Two districts are unchanged. Core capacity is identical in both analyses at 195 dwelling units. Connection Zone capacity is identical at 300 dwelling units, notwithstanding the reduction in maximum lot coverage directed for that district.
- The base residential and nonresidential floor area ratio limits directed for the July analysis do not reduce projected capacity, because BIMC Table 18.12.020-3, Footnote 2 is proposed for deletion.
- One new methodology refinement was applied in the July LCA, described in Part 2. Its effect is approximately 14 dwelling units.

# Part 1: Directed Input Changes

The dimensional standards analyzed in each LCA were directed by the City. The table below summarizes those standards. All values are as directed.

## Dimensional Zoning Standards: February LCA vs. July LCA

| Zoning District | Base Residential FAR | Base Non-Residential FAR | Base Mixed Use FAR | Max Lot Coverage | Max Height | Max FAR w/ Bonus | Max Height w/ Bonus |
|---|---|---|---|---|---|---|---|
| **Core** | N/A → 0.4 | N/A → 0.6 | 1.0 | 100% | 35' | 3.0 | 55' |
| **FTD** | N/A → 0.6 | N/A → 0.1 | 1.0 → 0.7 | 100% → 75% | 35' | 4.0 | 55' |
| **B/I** | N/A | N/A | N/A | 50% | 35' | N/A | N/A |
| **WDI** | N/A | N/A | N/A | 50% | 35' | N/A | N/A |
| **Conn. Zone** | N/A → 0.5 | N/A → 0.3 | 0.5 | 60% → 35% | 25' | 1.5 | 45' |
| **HSR** | N/A → 0.5 | N/A → 0.3 | 1.0 → 0.6 | 75% → 50% | 35' | 4.0 | 55' |

Three categories of change are reflected above:

### Reduction of base mixed-use floor area ratio.

The base mixed-use floor area ratio is reduced in the Ferry Terminal District from 1.0 to 0.7 and in the High School Road district from 1.0 to 0.6. The Core and Connection Zone districts are unchanged. This change drives development likelihood for all parcels in the affected districts, whether or not a project participates in the voluntary inclusionary zoning program.

### Reduction of maximum lot coverage.

Maximum lot coverage is reduced in the Connection Zone from 60% to 35%, in the Ferry Terminal District from 100% to 75%, and in the High School Road district from 75% to 50%. The Core district is unchanged. Because base floor area ratios in every district remain well within the allowable building envelope, this change affects only development projected to use the voluntary inclusionary zoning bonus.

### Base floor area ratio limits by program type.

The July direction includes separate base floor area ratio limits for the residential and nonresidential components of development. Under the current code, BIMC Table 18.12.020-3, Footnote 2 applies these limits within mixed-use development. The City has directed that Footnote 2 is proposed for deletion through the code updates currently being processed, and that no minimum nonresidential component would be required for a development to qualify as mixed use. The July LCA therefore applies the base mixed-use floor area ratio without a limit on program distribution within mixed-use development, consistent with the February LCA. These limits accordingly do not reduce projected capacity.

Maximum bonus floor area ratios, base and maximum heights, and voluntary inclusionary zoning requirements are unchanged between the two analyses. Mandatory inclusionary zoning is not included in either analysis.

# Part 2: Methodology Differences

The July LCA follows the methodology documented in the February LCA except as described below. Parcel data, zoning boundaries, critical area assumptions, parcel classification criteria, development likelihood factors, program split assumptions, residential efficiency and unit size assumptions, voluntary inclusionary zoning utilization rates, and the structure of the GIS and Excel models are unchanged.

## 2.1 Functional Maximum Floor Area Ratio

Under the February standards, maximum lot coverage and height were not binding constraints on the maximum floor area ratio in the Core, Connection Zone, or Ferry Terminal districts. In each, the allowable building envelope accommodated the nominal maximum floor area ratio with room to spare, so the nominal ratio could be treated as the operative limit. The reductions in maximum lot coverage directed for this analysis change that condition. In the Connection Zone, Ferry Terminal, and High School Road districts, the envelope permitted under the July standards is smaller than the nominal maximum floor area ratio would require, and that ratio is not achievable regardless of how a project is designed.

The BLR/COBI methodology assumes that all developable area will develop at maximum zoned capacity, and the February LCA replicated that assumption. Where the nominal maximum floor area ratio is no longer physically achievable, replicating it would overstate capacity. The July LCA therefore applies a functional maximum floor area ratio equal to the lesser of the nominal limit and a limit derived from the allowable building envelope. The BLR supports this approach, providing that floor area ratio equivalents may be developed from other development standards, including height limits, setbacks, and parking and open space requirements, and that jurisdictions may adjust these assumptions where zoning or development regulations have recently changed. Base floor area ratios are not affected – in every district the base floor area ratio remains well within the allowable envelope.

The envelope-derived limit is calculated as maximum lot coverage multiplied by the number of floors accommodated within the maximum height with bonus, multiplied by an articulation factor of 0.8. Floor counts assume a 13' ground floor and 10' residential floor-to-floor heights, producing five floors at 55' and four floors at 45'.

The articulation factor accounts for the difference between a building envelope and a building. Residential buildings are not developed as full extrusions of the allowable footprint. Where structured or tuck-under parking is provided, the ground floor is typically larger than the residential floors above, and upper floors are set back and articulated to provide light, air, and separation

between units, often taking on L-, C-, or O-shapes in plan. Because a full extrusion assumes every floor is built to the maximum allowable coverage, the floor area achievable for a residential building is lower. A factor of 0.8 is a conservative estimate of the proportion of a full extrusion achievable for residential development at this scale.

This condition was identified in the June 12, 2026 Policy Memo, which noted under Change 7 that the proposed lot coverage reductions – particularly the 50% limit in the High School Road district – would likely reduce the ability of development to achieve the maximum bonus floor area ratio, and illustrated the effect using diagrams from the 2025 Ferry Terminal District Massing Study. That memo carried the effect as an unquantified downward pressure on projected capacity, because it could not be quantified in the time available. The functional maximum floor area ratio applied here quantifies it.

| Zoning District | Nominal Max FAR w/ Bonus | Max Lot Coverage | Floors at Max Height | Full Extrusion FAR | Articulation Factor | Functional Max FAR |
|---|---|---|---|---|---|---|
| Core | 3.0 | 100% | 5 | 5.0 | 0.8 | 3.0 |
| Conn. Zone | 1.5 | 35% | 4 | 1.4 | 0.8 | 1.1 |
| FTD | 4.0 | 75% | 5 | 3.75 | 0.8 | 3.0 |
| HSR | 4.0 | 50% | 5 | 2.5 | 0.8 | 2.0 |

In the Core district the envelope-derived limit exceeds the nominal limit, so the nominal limit governs and no reduction is applied. In the remaining three districts the envelope-derived limit is lower and governs. The articulation factor is not applied in the B/I and WD-I districts, where development is nonresidential and typically approximates a full extrusion of the allowable footprint.

## Application to the February LCA

Applied to the standards analyzed in the February LCA, the functional floor area ratio method would produce a lower maximum floor area ratio in the High School Road district than the nominal 4.0 used in that analysis. At 75% lot coverage and five floors, the envelope-derived limit is 3.75 before the articulation factor and 3.0 with it applied. The Core, Connection Zone, and Ferry Terminal districts are not affected under the February standards, because in each the envelope-derived limit equals or exceeds the nominal limit.

Run with that adjustment, the February LCA would project 1,345 multifamily dwelling units rather than 1,371, a reduction of 26 units. Capacity would remain 159 units above the multifamily requirement of 1,186 dwelling units, and the February analysis would continue to demonstrate sufficient capacity in each income band it demonstrated as published.

| Metric | February LCA as published | February LCA with functional max FAR |
|---|---|---|
| HSR district DUs | 675 | 649 |
| Winslow total DUs | 1,569 | 1,542 |
| Total multifamily DUs | 1,371 | 1,345 |
| Delta to 1,186 requirement | +185 | +159 |

The reduction is limited because the maximum bonus floor area ratio applies only to development projected to use the voluntary inclusionary zoning bonus, projected at a 5% utilization rate in the High School Road district. A lower achievable bonus could also reduce that utilization rate. Utilization rates have been held constant in both analyses, as described in Part 2.3.

The February LCA is not revised by this memorandum. This disclosure is provided so that the comparison in Part 3 is not read as attributing the full change in High School Road capacity to the directed reduction in lot coverage.

## 2.2 Emergency Housing Bed Capacity

Both analyses apply the STEP methodology introduced in the February LCA as updated in August 2026. The City's allocation of 83 emergency housing beds is converted to a 9,130 square foot commercial floor area requirement at 110 square feet per bed and deducted proportionally from projected commercial floor area in the districts where emergency housing is permitted and projected net commercial floor area is positive. The method and the districts among which the deduction is distributed are the same in both analyses.

## 2.3 Non-Quantified Policies

Voluntary inclusionary zoning utilization rates are unchanged between the two analyses.

The utilization rates applied in both analyses were developed by Strategic Economics and reflect the inclusionary requirement in each district, which is unchanged at 20% in the Connection Zone and 25% in the Core, Ferry Terminal, and High School Road districts. That analysis found that the floor area ratio bonus improves project feasibility only where each affordable unit provided still carries a net benefit to the project. Where the inclusionary requirement is high enough that net revenue per unit is negative, additional density does not offset the cost of the affordable units, and further increases in the bonus do not make participation viable. Strategic Economics projected utilization at 0% to 5% for the 20% to 25% requirements proposed in Winslow on that basis. The applicable rates are 0% in the Core and Connection Zone, 3% in the Ferry Terminal District, and 5% in the High School Road district.

Two changes in the July scenario affect the size of the bonus, in opposite directions. The reductions in base mixed-use floor area ratio increase the nominal bonus increment in the Ferry Terminal and High School Road districts, since the increment is the difference between the base and maximum floor area ratios. The reductions in maximum lot coverage decrease the floor area actually achievable through the bonus. On a functional basis the second effect is larger: the achievable increment decreases in the Connection Zone, Ferry Terminal, and High School Road districts and is unchanged in the Core.

Rates have been held constant rather than reduced. Because the requirement that drives the rates is unchanged, and because the rates already reflect a finding that the bonus does not make participation viable at these requirement levels, a change in the size of the bonus is not expected to change utilization materially.

Mandatory inclusionary zoning is not quantified in either analysis, in either direction. The affordable units such a program would produce are not counted toward capacity, and any effect it may have on development feasibility is not applied as a reduction.

# Part 3: Comparative Results

## Residential Projections

| Zoning District | February LCA | July LCA | Change |
|---|---|---|---|
| Core | 195 DU | 195 DU | 0 |
| FTD | 201 DU | 167 DU | -34 |
| B/I | -1 DU | -1 DU | 0 |
| WDI | 0 DU | 0 DU | 0 |
| Conn. Zone | 300 DU | 300 DU | 0 |
| HSR | 675 DU | 373 DU | -302 |
| Residential zones | 197 DU | 197 DU | 0 |
| Winslow Total | 1,569 DU | 1,233 DU | -336 |
| **Total Multifamily** | **1,371 DU** | **1,035 DU** | **-336** |

Capacity in the High School Road district accounts for 302 of the 336 unit reduction. The Ferry Terminal District accounts for the remaining 34. The Core district, the Connection Zone, and all residential zoning districts are unchanged.

## Comparison to Countywide Planning Policy Allocations

| Income Band | Requirement | February LCA | February Delta | July LCA | July Delta |
|---|---|---|---|---|---|
| >120% AMI | 560 DU | >1,884 DU | Complies | >1,564 DU | Complies |
| 80-120% AMI | 278 DU | 231 DU | -47 | 231 DU | -47 |
| 0-80% AMI | 1,139 DU | 205 DU | -934 | 189 DU | -950 |
| **Multifamily (total)** | **1,186 DU** | **1,371 DU** | **+185** | **1,035 DU** | **-151** |

The February LCA demonstrated multifamily capacity 185 units above the requirement. The July LCA shows capacity 151 units below it. Both analyses demonstrate sufficient capacity for the >120% AMI allocation. Projected accessory dwelling unit production is identical in both analyses, so the 80–120% AMI figure is unchanged.

## Attribution of Change

The 336 unit reduction can be decomposed by applying the directed changes and the methodology refinement in sequence. The figures below are marginal effects: each is measured with the preceding changes already applied.

| Component | Marginal Effect | Source |
|---|---|---|
| Reduction of base mixed-use FAR (FTD, HSR) | -287 DU | City direction |

| Component | Marginal Effect | Source |
|---|---|---|
| Reduction of maximum lot coverage (Conn., FTD, HSR) | -35 DU | City direction |
| Articulation factor applied to envelope-derived limits | -14 DU | Methodology |
| **Total** | **-336 DU** | |

The reduction in base mixed-use floor area ratio applies to all projected development in the Ferry Terminal and High School Road districts. It sets capacity directly for development not using the VIZ bonus, and indirectly for VIZ development through its effect on parcel classification. The reductions in maximum lot coverage and the articulation factor apply only to development projected to use the VIZ bonus, which is projected at utilization rates between 0% and 5% by district, and their combined effect is correspondingly smaller.

In the Connection Zone the directed reduction in maximum lot coverage from 60% to 35% produces no change in projected capacity. Projected utilization of the voluntary inclusionary zoning bonus in that district is 0%, and lot coverage affects only bonus-track development.

## Interaction Between Variables

The decomposition above is order-dependent. The figures are marginal effects measured in a particular sequence, and they should not be read as independent contributions that could be recombined in any order or applied to a different starting point.

The relationship between base floor area ratio and parcel classification illustrates this directly. The base floor area ratio assigned to each district determines the base floor area capacity of every parcel in that district, which in turn determines how a parcel is classified in terms of likelihood of developing. Reducing the base floor area ratio in some instances drops parcels from an average likelihood of developing to a low likelihood of developing, which reduces both base and bonus capacity for the district. The reduction in maximum lot coverage was therefore measured against a smaller developable land base than would have applied under the February standards. Measured in the opposite order, the lot coverage reduction would account for a larger share of the total and the base floor area ratio reduction for a smaller share.

Similar interactions run throughout the analysis. Projected capacity is a product of floor area ratio, program split, residential efficiency, and assumed unit size, so a change in any one of these scales the effect of the others rather than adding to it. Reductions in lot coverage affect only bonus-track development, so their magnitude depends on the projected utilization rate, which in turn depends on the size of the bonus that lot coverage constrains.

The capacity model is well suited to testing a defined set of standards and reporting the capacity they produce. It is less well suited to isolating the independent contribution of any single standard. Evaluating a change to one parameter requires a determination of how that parameter is intended to operate alongside the others before it can be represented in the model.

## Commercial Projections

| Zoning District | February LCA | July LCA | Change |
|---|---|---|---|
| Core | 6,699 SF | 6,152 SF | -547 SF |
| FTD | 7,610 SF | 4,722 SF | -2,888 SF |
| B/I | 537,594 SF | 537,594 SF | 0 SF |
| WDI | 0 SF | 0 SF | 0 SF |
| Conn. Zone | 3,594 SF | 3,301 SF | -293 SF |
| HSR | -14,722 SF | -14,841 SF | -119 SF |
| Total Remaining Commercial GSF | 540,775 SF | 536,927 SF | -3,848 SF |
| Total Likely Net Jobs | 680 Jobs | 670 Jobs | -10 Jobs |

Commercial floor area figures are shown after the STEP deduction. Projected net commercial floor area is negative in the High School Road district in both analyses, because older commercial space is projected to be replaced by residential-dominant mixed-use development. Values shown for the Core district differ slightly between the analyses only because the proportional STEP allocation shifts when other districts' projected commercial floor area changes.

# Part 4: Status

The July LCA analyzes the dimensional standards directed by the City in July 2026 and reports the capacity those standards produce. It does not recommend changes to those standards.

As described in Part 3, the dimensional standards analyzed here interact with one another and with the structure of the capacity model. Evaluating revised direction generally requires a conceptual determination of how the standards are intended to operate together, in addition to the technical work of updating and running the model.

Subtask 6.7.5 of Amendment No. 2 provides for a revised July 2026 Land Capacity Analysis if the analysis prepared under subtask 6.7.3 does not demonstrate capacity sufficient to accommodate the City's housing allocation, upon written authorization from the City and reflecting revised policy direction. No work under subtask 6.7.5 has been authorized or performed.

**Commented [RM1]:** Note that these changes were made to the version of this document that we received from COBI on 3/11/26, as a record of what was shared with Commerce. COBI had made minor changes to the version we sent 3/2/26.

# Contents

# Part 1: Land Capacity Analysis

## Policy Targets

The policy targets used in this Land Capacity Analysis (LCA) come directly from the Kitsap County Countywide Planning Policies (CPPs), Appendix F (2023) housing allocations through 2044.

| | Total (Not Including STEP) | 0-30% AMI (Non-PSH) | 0-30% AMI (PSH) | >30-50% AMI | >50-80% AMI | >80-100% AMI | >100-120% AMI | >120% AMI | STEP (Temp.) |
|---|---|---|---|---|---|---|---|---|---|
| **Allocation (2020-2044)** | 1,977 | 377 | 166 | 324 | 272 | 140 | 138 | 560 | 83 |

In applying these allocations, the LCA follows the Washington State Department of Commerce, Book 2 framework for higher-cost communities, which relates housing type to typical affordability levels and guides how capacity is demonstrated by income band:

- Low and moderate density development is assumed to serve >120% AMI.
- Accessory Dwelling Units (ADUs) are assumed to serve 80-120% AMI.
- Low-Rise and Mid-Rise Multifamily can serve 80-120% AMI and are necessary but not sufficient for the production of 0-80% AMI units; those deeper affordability levels typically depend on programs and incentives outside of this LCA's quantification.

**Exhibit 13. Example of relating zone categories to housing types and income levels served in higher-cost communities**

| Zone category | Typical housing types allowed | Lowest potential income level served | | Assumed affordability level for capacity analysis |
|---|---|---|---|---|
| | | Market rate | With subsidies and/or incentives | |
| **Low Density** | Detached single family homes | Higher income (>120% AMI) | Not feasible at scale* | **Higher income (>120% AMI)** |
| **Moderate Density** | Townhomes, duplex, triplex, quadplex | Higher income (>120% AMI) | Not typically feasible at scale* | **Higher income (>120% AMI)** |
| **Low-Rise Multifamily** | Walk-up apartments, condominiums (2-3-floors) | Moderate income (>80-120% AMI) | Extremely low, very low, and low-income (0-80% AMI) | **Low income (0-80% AMI) and PSH** |
| **Mid-Rise Multifamily** | Apartments, condominiums | Moderate income (>80-120% AMI) | Extremely low, very low, and low-income (0-80% AMI) | **Low income (0-80% AMI) and PSH** |
| **High-Rise/Tower** | Apartments, condominiums | Higher income (>120% AMI) | Moderate income (>80-120% AMI) | **Moderate income (>80-120% AMI)** |
| **ADUs (all zones)** | ADUs on developed residential lots | Moderate income (>80-120% AMI) | N/A | **Moderate income (>80-120% AMI)** |

*WA Dept. of Commerce "Guidance for Updating your Housing Element (2023, Updated 2026)," pg. 36.*

Accordingly, this LCA quantifies the multifamily capacity needed to accommodate the allocations by income band, while the specific affordability outcomes for the ≤80% AMI and 80–120% AMI

ranges are addressed through non-quantified policies and incentives identified as part of the City of Bainbridge Island's Comprehensive Plan Housing Element. This approach is consistent with Commerce's current review practice for higher-cost communities.

Commerce has clarified that STEP requirements are demonstrated through bed capacity, not dwelling units, and that this capacity may be shown through an allocation of commercial floor area in zoning districts where emergency housing and emergency shelters are permitted. The City is using the new-construction minimum usable floor space standard for multibed rooms under WAC 388-97-2440(2) – 110 SF per bed – as the basis for this allocation. Applied to the 83 STEP beds required under the CPP allocation, this results in a total commercial floor area allocation of 9,130 SF. Emergency housing is permitted in the Core, FTD, Connection Zone, and HSR districts. Because HSR is projected to have no net commercial capacity under the Preferred Alternative, the allocation is distributed among the remaining three districts in proportion to each district's projected net commercial floor area: Core, FTD, and Connection Zone. This allocation is deducted from projected commercial floor area near the end of the methodology (see full methodology section below) and correspondingly reduces projected jobs in those districts. The 83 STEP units no longer contribute to this analysis as a multifamily DU requirement.

Based on these guidelines, in order to show compliance with the CPP policy targets, this LCA must show:

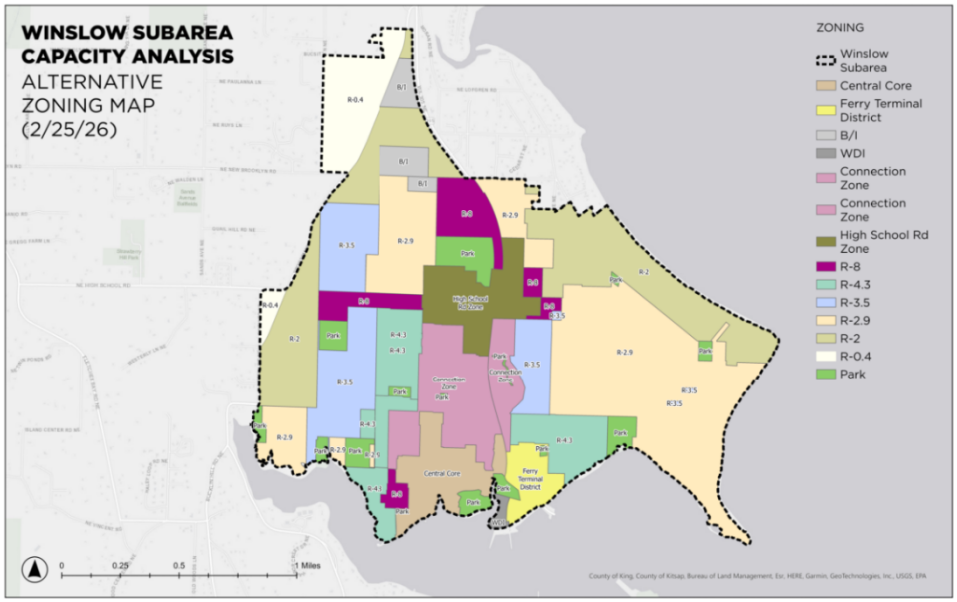
- >560 DUs at >120% AMI.
- >~~1,222~~1,139 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements ~~including~~ excluding STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI band but the balance must be met with multifamily units.

This LCA does project units at specific levels of affordability based on Pipeline Parcel assumptions (where projected affordability levels are known) and the proposed Voluntary Inclusionary Zoning program (where anticipated affordability is based on policy requirements). However, because these projections alone are not sufficient to meet the requirements at their respective affordability bands, they are not determinative for compliance. These affordable units are included in the multifamily totals but are not sufficient to provide the multifamily capacity requirement.

## Alternatives Analyzed

The Preferred Alternative studied in this analysis uses the Winslow Subarea boundary, zoning designations, and dimensional standards shown below, based on COBI Planning Commission and City Council direction. The height and FAR bonuses noted are achieved through participation in a voluntary inclusionary housing incentive program described in the methodology section.

Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision of affordable units) with additional benefit for the developer (greater density). If an incentive provides too little benefit, no developer will choose to utilize it, and if there is too little required cost, the incentive will be seen as a giveaway to developers that does not provide sufficient value to the community. Because of this, the bonus FAR provided through the voluntary inclusionary zoning program does not make development on a given conceptual site more likely. Instead, it influences the utilization rate for sites that are already likely to develop based on operations calculated at the base maximum FAR and then influences the total amount of development that is modeled on sites that choose to participate in the voluntary bonus program.

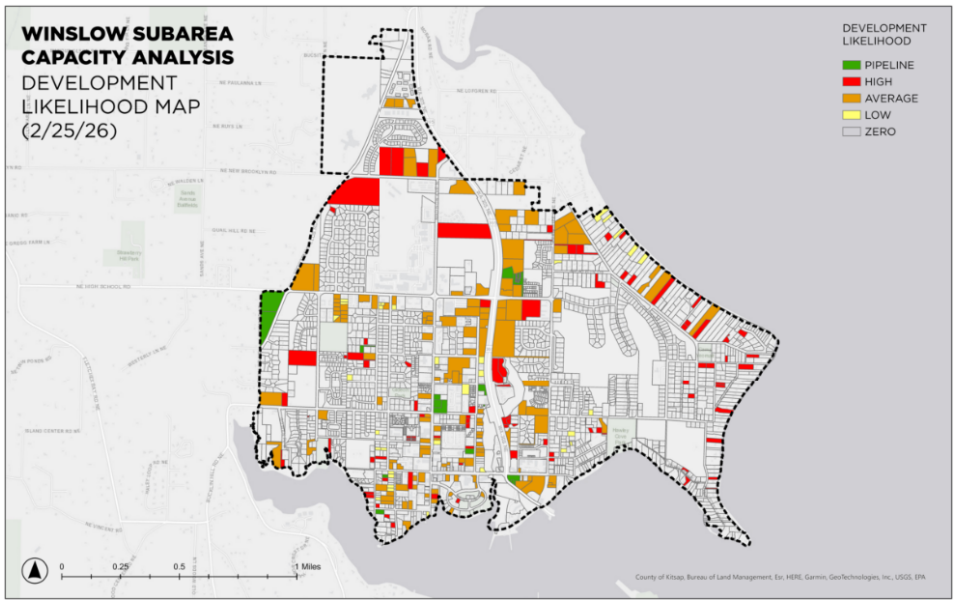



| ZONING | | PROPOSED DIMENSIONAL STANDARDS | | | | | |
|---|---|---|---|---|---|---|---|
| Type | Zoning District | Max Density (SF/DU) | Base Mixed Use FAR | Max Lot Coverage | Max Height | Max FAR w/ Bonus | Max Height w/ Bonus |
| Mixed-Use | Core | N/A | 1.0 | 100% | 35' | 3.0 | 55' |
| | FTD | N/A | 1.0 | 100% | 35' | 4.0 | 55' |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| | **B/I** | 20,000 SF | N/A | 50% | 35' | N/A | N/A |
| | **WDI** | N/A | N/A | 50% | 35' | N/A | N/A |
| | **Conn. Zone** | N/A | 0.5 | 60% | 25' | 1.5 | 45' |
| | **HSR** | N/A | 1.0 | 75% | 35' | 4.0 | 55' |
| | | | | | | | |
| **Residential** | **R-14** | 3,100 SF | N/A | 40% | 35' | N/A | N/A |
| | **R-8** | 5,400 SF | N/A | 25% | 35' | N/A | N/A |
| | **R-4.3** | 10,000 SF | N/A | 25% | 25' | N/A | N/A |
| | **R-3.5** | 12,500 SF | N/A | 25% | 25' | N/A | N/A |
| | **R-2.9** | 15,000 SF | N/A | 25% | 25' | N/A | N/A |
| | **R-2** | 20,000 SF | N/A | 20% | 30' | N/A | N/A |
| | **R-0.4** | 100,000 SF | | 10% | 30' | N/A | N/A |

## Capacity Results

The GIS analysis identifies the following parcels as likely to develop. See Part 2: Methodology for a description of likelihoods and the process for filtering parcels.




Total projected capacity is aggregated by zone below.

## Residential Projections

| Residential Projections | | | | | | | |
|---|---|---|---|---|---|---|---|
| Type | Zoning District | Total Likely Net DUs | Estimated Additional Population | Total Likely Net DUs (>120% AMI) | Total Likely Net DUs (80-120% AMI) | Total Likely Net DUs (<80% AMI) | Total Multifamily DUs |
| Mixed-Use | Core | 195 DU | 410 P | 195 DU | 0 DU | 0 DU | 195 DU |
| | FTD | 201 DU | 425 P | 108 DU | 0 DU | 94 DU | 201 DU |
| | B/I | -1 DU | -1 P | -1 DU | 0 DU | 0 DU | -1 DU |
| | WDI | 0 DU | 0 P | 0 DU | 0 DU | 0 DU | 0 DU |
| | Conn. | 300 DU | 634 P | 269 DU | 0 DU | 31 DU | 300 DU |
| | HSR | 675 DU | 1,424 P | 617 DU | 0 DU | 58 DU | 675 DU |
| | | | | | | | |
| Residential | R-14 | 0 DU | 0 P | 0 DU | 0 DU | 0 DU | N/A |
| | R-8 | 50 DU | 117 P | 50 DU | 0 DU | 0 DU | N/A |
| | R-4.3 | 37 DU | 87 P | 15 DU | 23 DU | 0 DU | N/A |
| | R-3.5 | 25 DU | 58 P | 10 DU | 15 DU | 0 DU | N/A |
| | R-2.9 | 17 DU | 39 P | 14 DU | 3 DU | 0 DU | N/A |
| | R-2 | 46 DU | 107 P | 46 DU | 0 DU | 0 DU | N/A |
| | R-0.4 | 22 DU | 51 P | 0 DU | 0 DU | 22 DU | N/A |
| | | | | | | | |
| Winslow Total: | | 1,569 DU | 3,352 P | 1,324 DU | 40 DU | 205 DU | 1,371 DU |

| | | | | |
|---|---|---|---|---|
| DUs from COBI analysis outside Winslow: | >560 | 191 | 0 DU | 0 DU |
| Citywide Total: | >1,884 DU | 231 DU | 205 DU | 1,371 DU |

| | | | | |
|---|---|---|---|---|
| CPP Requirements by Category: | 560 | 278 | ~~1,222~~1,139 | ~~1,272~~1,186 |
| Citywide Delta: | Complies | -47 DU | ~~-1,017~~934 DU | +~~99~~ 185 DU |

This analysis shows that the analyzed zoning scenario has sufficient capacity to meet the required 560 dwelling units at >120% AMI, with 1,324 units projected in Winslow and more than 1,884 units citywide.

The quantifiable multifamily projections are ~~50~~ 47 units short of the 80–120% AMI target and ~~1,017~~ 934 units short of the 0–80% AMI target. Per Commerce guidance for higher-cost communities, these remaining units are expected to be achieved through non-quantified policies, programs, and incentives identified in the COBI Housing Action Plan and Comprehensive Plan Housing Element, rather than through LCA quantification.

For the 80–120% AMI band, COBI projects ~~188~~ 191 ADUs outside Winslow, and when combined with ADUs projected inside Winslow, the total of ~~228~~ 231 ADUs counts toward this income range. The remaining share of this band must be met through multifamily capacity. The 1,~~222~~ 139 units required for the 0–80% AMI band plus the 278 units required for the 80–120% AMI band, minus the ~~228~~ 231 ADUs projected island-wide, results in a required 1,~~272~~ 186 multifamily units.

This analysis shows capacity for 1,371 multifamily units in Winslow. Demonstrating this capacity satisfies Commerce's requirement that the zoning allows sufficient multifamily development potential for the income bands that depend on multifamily housing, while the corresponding affordability outcomes are addressed through policies evaluated outside the LCA.

## Commercial Projections

| Commercial Projections | | | | | |
|---|---|---|---|---|---|
| Type | Zoning District | Total Likely Net Commercial ~~Gsf~~GSF | ~~Total Likely Net Jobs~~Proportional GSF Needed for STEP Req. | ~~COBI Projected Home-Based Businesses~~Total Remaining Commercial GSF | ~~Total Likely Net Jobs~~Total Projected ~~Jobs~~ |
| Mixed-Use | Core | 10,115 ~~Sf~~SF | ~~25 Jobs~~3,416 SF | ~~N/A~~6,699 SF | 17 Jobs~~N/A~~ |
| | FTD | 11,491 ~~Sf~~SF | ~~29 Jobs~~3,881 SF | ~~N/A~~7,610 SF | 19 Jobs~~N/A~~ |
| | B/I | 537,594 ~~Sf~~SF | ~~672 Jobs~~0 SF | ~~N/A~~537,594 SF | 672 Jobs~~N/A~~ |
| | WDI | 0 ~~Sf~~SF | 0 ~~Jobs~~SF | ~~N/A~~0 SF | 0 Jobs~~N/A~~ |
| | Conn. | 5,427 ~~Sf~~SF | ~~14 Jobs~~1,833 SF | ~~N/A~~3,594 SF | 9 Jobs~~N/A~~ |
| | HSR | -14,722 ~~Sf~~SF | ~~-37 Jobs~~0 SF | ~~N/A~~-14,722 SF | -37 Jobs~~N/A~~ |
| | | | | | |
| | Total: | 549,905 ~~Sf~~SF | ~~703 Jobs~~9,130 SF | ~~146 Jobs~~540,775 SF | 680 Jobs~~849 Jobs~~ |

Net commercial GSF in the HSR zone is negative under the Preferred Alternative because older commercial space is expected to be replaced by residential-dominant mixed-use development consistent with the MU program split assumptions.

# Part 2: Methodology

## Comments on the BLR Appendix A Land Capacity Analysis Methodology

The 2021 Kitsap County Buildable Lands Report Appendix A methodology ("BLR") is the County's recommended framework for land capacity analysis. The BLR was designed as a generalized approach suitable for evaluating every tax parcel in Kitsap County, producing accurate results when averaged across large geographies. The BLR acknowledges, however, that the methodology may not be appropriate for all jurisdictions and notes that cities may vary assumptions as long as the analysis remains transparent and reflects local conditions. Appendix C of the BLR report lays out the differing assumptions for the Cities of Bainbridge Island ("COBI"), Bremerton, and Port Orchard.

For the Winslow Subarea of Bainbridge Island, the COBI BLR methodology from Appendix C serves as the starting point and organizational framework, but many of the operations require modification to accurately reflect the development context in Winslow. The BLR methodology is oriented towards rural and low-density residential development patterns, which makes up most of the development in the County and on Bainbridge Island outside Winslow. Many of the operations are not able to accurately simulate the conditions of the Winslow Subarea, where development is predominantly urban infill on high-value parcels, often with mixed-use zoning, and changes to height and density zoning are being explored through the subarea planning process.

Additionally, while there are over 118,000 tax parcels in Kitsap County and over 11,000 in the City of Bainbridge Island, there are under 2,500 parcels in the Winslow subarea. This smaller geography made it possible to spot test the methodology across a higher proportion of individual parcels and assess accuracy against both professional experience and the local knowledge of the COBI planning staff. This allowed refinement of assumptions where needed, resulting in a capacity methodology that is transparent, repeatable, and tailored to the Winslow context.

Modifications to the COBI BLR methodology are summarized below and followed by the full methodology in detail. Where no modification is described, the step uses the same approach as the Bainbridge Island citywide Comprehensive Plan Land Capacity Analysis documented in BLR Appendix C.

## Modifications to the BLR Methodology for Winslow:

- Step 0 – Programmatic Infrastructure Gap Review
    - No infrastructure gap parcels identified in Winslow with planned capital improvements.
- Step 1 – Classify Parcels

    - The same operation is applied to parcels zoned both residential and mixed-use, applying the appropriate density units at the end of the operation, i.e. floor area ratio ("FAR") or dwelling units ("DU") per acre.
- Step 1.1 – Identify Pipeline Properties
    - The projected dwelling units for pipeline parcels are categorized as affordable (0-80% AMI) or market rate (>120% AMI). No pipeline parcels are planning to produce units at 80-120% AMI.
- Step 1.2 – Identify Excluded Properties
    - Shoreline parcels less than 1 acre are not excluded from the analysis. While these are often high value parcels, they are also typically large parcels, and there is precedent in Winslow for shoreline subdivision and redevelopment. There are also a number of vacant shoreline parcels that are likely to develop. Most shoreline residential parcels are excluded by the high-value operations in Step 2 or heavily discounted by the critical area assumptions in Step 3 but are not excluded outright.
- Step 1.3 – Identify Vacant Properties
- Step 1.4 – Identify Partially Utilized Properties
    - The citywide BLR residential function is replicated here, which accurately captures parcels that are underbuilt relative to residential capacity, even in a district that has been rezoned.
    - A corresponding function is added for commercial/mixed-use parcels. The BLR methodology does not otherwise capture mixed-use parcels that are underbuilt relative to capacity when they are regulated by FAR, especially in areas that have been rezoned.
    - For instance, an existing commercial building with floor area corresponding to 0.8 FAR on a site zoned for 1.0 FAR would appear to be unlikely to redevelop. But if a rezoning were being contemplated that would increase the zoning limit to 3.0 FAR, it becomes substantially more likely that the site will redevelop. This likelihood will also not be captured by the BLR "assessed improvements value" divided by "assessed land value" function because the future value of the land (which increases if rezoned) is not known.
    - This LCA uses "floor area capacity" divided by "existing floor area" > 4.0 as the threshold to reflect greater cost and complexity to developing in these urban, mixed-use areas where redevelopment typically pencils only where planned intensity is several multiples of current buildout due to teardown, high construction costs, and required frontage/ROW and public facility upgrades.
    - This captures parcels where there is significant unrealized development capacity, even if the current use is appropriate for the zoning and the existing structure is not undervalued relative to the site under the existing zoning.
- Step 1.5 – Identify Underutilized Properties
- Step 1.6 – Identify Platted Lots

- There is not a significant correlation in the Winslow Subarea between previously platted lots and lots that can be developed without capacity penalties for ROW, public facilities, critical areas, and market factor, particularly when upzoning is being evaluated.
- Most single-family residential parcels are already excluded from the analysis because they meet the criteria for high value homes outlined in Step 2 of the BLR methodology, so these parcels do not generate capacity regardless of how they are sorted.
- There are some larger parcels that meet the criteria for redevelopment that have been previously platted, but that would likely require deductions for ROW, public facilities, critical areas, and market factor were they to redevelop.
- Because of these local conditions, this analysis does not separate out previously platted parcels. All parcels, regardless of previous plat status, are evaluated the same.

- Step 1.7 – Segment Land Base for Processing
  - Because the analysis does not utilize Previously Platted lots, and there are no Infrastructure Gap parcels, all lots identified as vacant, partially utilized, or underutilized are considered Standard Parcels. Parcels excluded through Step 1.2 are treated as having zero likelihood for development.
- Step 2 – Exclude Parcels Unlikely to Develop
  - The citywide BLR method of excluding parcels where the assessed value of property improvements is greater than 2.5x the parcel's assessed land value is maintained here. This excludes residential partials where the value of the home is substantially greater than the value of the land, reflecting disproportionate investment that makes redevelopment unlikely.
  - This operation is not well-calibrated for areas with high land values. Structure value tends to sit within a range of approximately $100,00 - $1,000,000, but large and/or waterfront parcel land value can easily be valued in the $1,000,000 – 5,000,000 range in Winslow. It is not unusual to see a waterfront parcel where the land value far exceeds the structure value, even though the structure value is high relative to other structures. These parcels are unlikely to redevelop for the same reason the BLR applies the above operation, but they are not captured by that operation.
  - For this reason, this LCA adds an exclusion for residential parcels where structure value plus land value is greater than $1,000,000. This captures both parcels with average land values but high structure values and parcels with very high land values and low structure values. This meets the intent of the BLR operation while accounting for the higher values in Winslow.
  - There is also an exception to this rationale, which is high value parcels that are large enough to be redeveloped at a high enough level of additional capacity that high-net worth owners may consider redevelopment.

- Accordingly, this LCA includes an upper limit to both of these high value exclusions where any residential parcels where residential capacity divided by existing DUs is 4.0 or more are not excluded, regardless of value.
- Similar to the FAR operation described in Step 1.4, the ratio of 4.0 is used here to capture a level of value-add that is sufficient to incentivize the owner of a high value property to redevelop, given demolition and construction costs, temporary loss of use, entitlement risk and time, financing carry, equity tied up, and any critical-area compliance/mitigation unique to the parcel. 4.0 is a conservative threshold that captures parcels with high capacity for redevelopment but acknowledges that most high-value parcels are unlikely to redevelop even with marginal additional capacity.

- Step 3 – Identify Critical Areas
  - The COBI BLR methodology assigns critical area discount values between 25% (for Moderate Geohazards) and 90% (for Wetlands and Wetland Buffers). This is a significant discount in land area that is magnified in mixed-use districts regulated by FAR, and too large a discount for areas that are served by public sewer and water.
  - For instance, a 100,000 SF parcel that is 50% encumbered by wetlands and wetland buffers would be discounted by 45,000 SF (90% of 50%). If maximum allowed density on that parcel was 2.0 FAR, this operation would assume only 110,000 SF of developable building area would be allowed (55,000 SF remaining land area x 2.0).
  - But this is not how the BIMC land use code actually regulates critical areas. BIMC 16.20 provides multiple flexible pathways that, in practice, reduce the relationship between regulated critical-area coverage and ultimate development capacity. These include reasonable use exceptions (BIMC 16.20.080), alternatives to prescriptive buffers (BIMC 16.20.140), and allowances for clustering development (BIMC 16.20.140). Together, these provisions often allow applicants to organize building area to maintain FAR potential on the unconstrained portion of a site, while still protecting critical-area functions and values. In other words, some sites encumbered by critical areas are still able to develop at maximum capacity, especially those regulated by FAR.
  - It is true though that sufficient encumbrance on a site often does limit total development potential, though rarely by 90% or more. It is also the case that certain types of critical areas (wetlands and streams) present much more significant challenges to development than others, based on the specific regulations of BIMC 16.20.
  - To account for this variation and site-specific complexity, this analysis proposes 40% as a deduction for wetlands, streams, and associated buffers, and 10% as a deduction for all other critical area types. This magnitude captures meaningful reduction, particularly on specific large, heavily encumbered parcels identified in Winslow, but also recognizes that most encumbered parcels will still develop at full capacity.

- Step 4 – Identify Future ROW Needs
- Step 5 – Identify Future Public Facility Needs
- Step 6 – Account for Unavailable Lands (Market Factor)
    - The COBI BLR analysis assumes that 90% of all possible developable land will be developed during the analysis timeframe (the planning period, by 2044), but this is likely an over-projection for Winslow. Construction costs, regulatory obstacles, market cycles, local policies, and ownership preferences frequently result in substantial development inefficiency, and it is not unusual to see even vacant parcels remain undeveloped for years or decades.
    - It is also not the case that all parcels identified by the BLR methodology as likely to develop are equally likely to develop. Different methodology operations select for different conditions and criteria, which can be indexed to likelihoods in a more accurate way. This is consistent with the approach outlined in the Kitsap County Buildable Lands Report, Appendix B: Market Factor Guidance.
    - In the City's downtown, or Winslow Town Center zones, since the last periodic update to the Comprehensive Plan, redevelopment of properties with existing uses has been much slower than new development on vacant properties.
    - To reflect these observed redevelopment dynamics in an urban infill context, this analysis applies the following class-based likelihoods instead of a single factor, consistent with the BLR framework that forward-looking capacity should reflect likelihood of development:

| Parcel Class | Likelihood | Rationale |
|---|---|---|
| Pipeline | 100% | Pipeline parcels are already designed and either entitled or in the permit process. |
| Vacant | 90% | Vacant parcels have the most proportional capacity available and the least redevelopment cost. It is very likely that these parcels will redevelop over the 20-year planning period. |
| Partially Utilized | 50% | Partially utilized parcels have substantial unrealized capacity, which makes them valuable targets for redevelopment, even if there are complexities involving existing structures. However, high construction costs, market cycles, and permitting complexity often keep parcels with capacity from developing. |
| Underutilized | 10% | Underutilized parcels have low structure values relative to land value, so may be developed. However, the lack of substantial additional capacity limits their development attractiveness and ability to add capacity to the district. These may develop incidentally but aren't targets for added density. |
| Excluded | 0% | Excluded parcels are parcels that are not likely to develop, either because of ownership, property class, or because they do not qualify for the other categories. These may be parcels that are close to capacity for their zoning district and not particularly high or low value. There is no particular incentive for these parcels to develop, and they will provide negligible capacity if they do. |

- Step 7 – Determine Available Net Acres

- Step 8 – Apply Density in Each Zone to Calculate Capacity
  - The BLR/COBI methodology assumes that all developable area will develop at maximum zoned capacity. This analysis replicates that assumption here, noting that the increased discounts for unavailable lands in Step 6 and the conservative assumptions in Steps 3-5 make it likely that the remaining area available for development in a high-cost, urbanizing area like Winslow will maximize development potential.

- Step 8.1 – Calculate Gross Capacity
  - Aggregate capacity is calculated based on parcel projected zoning district maximum allowable density, using SF/DU for residentially zoned properties and FAR for mixed-use zoned properties.
  - In the B/I and WDI zoning districts, the BIMC zoning code limits development through bulk controls rather than FAR. In both of these districts, the maximum allowable lot coverage in the Draft Preferred Alternative is 50% (note: for the B/I district, in December 2025, the Planning Commission has recommended increasing lot coverage from 35% to 50%) and the maximum allowable height is 35'. Functionally, this limits development to a structure of 3 stories that takes up 50% of the site, which is equivalent to a 1.5 FAR.
  - In mixed-use districts the analysis uses a residential/commercial program split between 85/15% and 95/5% (see below table for full assumptions), depending on allowable height and density. This assumes that most new development will be residential and most new commercial program will be ground floor retail, consistent with recent development patterns in Winslow. In districts with greater allowed height and density or more concentration of commercial activity, the commercial percentage is assumed to be higher; in areas with lower density and commercial concentration, it is assumed to be lower.
  - The analysis assumes 85% efficiency for Multifamily residential in mixed-use districts, to account for lobbies, hallways, and common spaces, and 850 SF / unit average size.
  - The analysis also models a voluntary inclusionary zoning program in the mixed-use zoning districts, based on affordable unit percentage requirements between 20% and 25% at 80% AMI, as directed by the COBI Planning Commission in December 2025.
    - Strategic Economics has evaluated mandatory and voluntary inclusionary zoning policies and voluntary density bonus programs in several states. For mandatory inclusionary zoning policies, low-income requirements typically range from 5 to 15%. Voluntary inclusionary programs often provide larger density bonuses for projects providing more inclusionary units (up to and exceeding 25%), but these programs are typically implemented on a sliding

scale, where a developer can select an inclusionary percentage and corresponding density bonus that will work for their project.

- Inclusionary programs with higher percentage requirements typically have lower utilization rates because projects typically take a substantial loss on each low-income unit provided.
- Because of this, the State of California requires any jurisdiction instituting a mandatory inclusionary requirement of more than 15% low-income units to prove that it is financially feasible. (AB1505, passed in 2017).
- The extent of FAR bonus provided can help, but only in a circumstance where each unit provides a net benefit to the project. In other words, if inclusionary requirements surpass a threshold at which net revenue per unit becomes negative, then additional density will not provide any benefit to the project.
- For these reasons, this analysis projects relatively low utilization rates, of between 0 and 10% depending on the amount of FAR bonus available in each district for the proposed 20 to 25% inclusionary requirements in Winslow.

- For single-family residential parcels, this analysis assumes an 80% Parcel Efficiency Factor when calculating capacity. This is to account for the fact that BLR methodology aggregates parcel area before calculating capacity.
  - For instance, if there are three existing lots in an R-4.3 district, and each is 14,000 SF, max density for R-4.3 is 10,000 SF / DU, so each of these parcels is at capacity and unable to add an additional unit. But the BLR methodology would instead aggregate their lot area first (42,000 SF) and then calculate a total capacity of 4 DUs instead of 3 DUs. Conceptually, this assumes perfect lot line adjustment to maximize residential capacity across the subarea.
  - While there may be instances where a developer purchases two oversized lots and combines them to create three new lots, practical constraints will limit the efficiency that is achievable. There will be some loss factor that is not accounted for in the BLR methodology. Given that many residential parcels are close to the max density of their zoning district in size, but some are not, this analysis uses 20% as an approximate loss factor.
  - (Note that an alternative approach would be to calculate residential density on a parcel-by-parcel basis and then aggregate DU capacity, not residential acreage. The challenge here is technical – performing this operation while accounting for critical area overlays, zoning, and LCA class / likelihood makes the analysis exponentially more complex.)
- For commercial parcels, this analysis accounts for STEP emergency housing bed capacity as a deduction from projected commercial floor area, consistent with Commerce direction that STEP requirements be demonstrated through bed

capacity rather than dwelling units. The City's CPP allocation of 83 STEP beds is converted to a 9,130 SF floor area requirement using the new-construction minimum usable floor space standard for multibed rooms under WAC 388-97-2440(2) – 110 SF per bed. This requirement is allocated among the districts in which emergency housing is permitted – Core, FTD, Connection Zone, and HSR – in proportion to each district's projected net commercial floor area. Districts with no net commercial capacity under the Preferred Alternative are excluded from the allocation. The resulting deduction is applied to each district's Total Likely Net Commercial GSF before calculating Total Likely Net Jobs.

| Density and Program Assumptions by Zone | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Zone | Core | FTD | B/I | WDI | Gate | Erick | Mad | Conn. | HSR | Res. |
| Program | % Resi | 85% | 90% | 0% | 0% | N/A | N/A | N/A | 95% | 90% | 100% |
| | % Comm. | 15% | 10% | 100% | 100% | N/A | N/A | N/A | 5% | 10% | 0% |
| Residential | Res. Eff. | 85% | 85% | 85% | 85% | N/A | N/A | N/A | 85% | 85% | N/A |
| | Unit Size | 850 | 850 | 850 | 850 | N/A | N/A | N/A | 850 | 850 | N/A |
| | Parcel Eff. | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A | 80% |
| Demographics | People/DU | 2.22 | 2.22 | 2.22 | 2.22 | N/A | N/A | N/A | 2.22 | 2.22 | 2.45 |
| | Vacancy | 5% | 5% | 5% | 5% | N/A | N/A | N/A | 5% | 5% | 5% |
| | GSF/Job | 400 | 400 | 800 | 800 | N/A | N/A | N/A | 400 | 400 | N/A |
| STEP | GSF/Bed | 110 | 110 | N/A | N/A | N/A | N/A | N/A | 110 | 110 | N/A |
| Voluntary Inclusionary Zoning | Utilization Rate | 0% | 3% | 0% | 0% | N/A | N/A | N/A | 0% | 5% | 0% |
| | % Req. | 25% | 25% | 0% | 0% | N/A | N/A | N/A | 20% | 25% | 0% |

- Step 8.2 – Calculate Net Capacity
- Step 8.3 – Add Pipeline Development to Relevant Zones
- Step 8.4 – Address Capacity for ADUs
    - This analysis uses the COBI BLR methodology Step 8.4 to project ADUs in Winslow residential zones over the 20-year planning period. R-2 zone ADU estimate included in Citywide LCA.

| Zone | Historical Production of ADUs/year | 20-Year Total |
|---|---|---|
| R-4.3 | 1.25 | 22.5 |
| R-3.5 | 0.75 | 15 |
| R-2.9 | 0.125 | 2.5 |
| Total | | 40 |

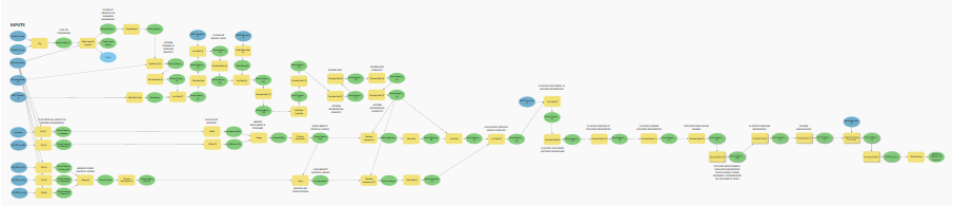
- Step 9 – Calculate Population and Job Capacity

## GIS Source Data Provided by the City of Bainbridge Island:

- Bainbridge Island Parcel Data (EOY 2019)
- Shoreline Polygon (2015)
- Critical Area Data (shared 12/18/25):
  - Streams
  - Wetlands
  - Land Slide Areas
  - Slope Classification
  - Liquefaction Areas
- Winslow Subarea Proposed Boundary (finalized by City 2/3/26)
- Winslow Subarea Proposed Zoning Districts (finalized by City 2/24/26)

## Winslow Full Methodology

The methodology is diagrammed and automated through ModelBuilder in ArcGIS (see screenshot below). By following the flow of operations and clicking into nodes, the process is both transparent and replicable. Once inputs are properly assigned and a file location is assigned for the output Excel file, the entire GIS analysis can be "run" in ArcGIS with no further manual steps.



All inputs to the process are shown as blue ovals. The goal is to automate as much of the process as possible and clearly document all manual adjustments.

Once the ArcGIS model is run, it will output an Excel table with relevant parcel data. This file can be linked into the Winslow Projection Model Excel file, which will then automatically update and show final projection values for the subarea. Cells in light green are input cells, but do not need to be adjusted once the methodology is set. The checkboxes can be turned on and off to see the impact of each zoning district on the total numbers.

### GIS Inputs:

- Parcel Layer
  - Provided by COBI.
  - No manual modifications required.
  - This is the primary layer that is evaluated throughout the analysis.
- Shoreline Polygon

    - Provided by COBI.
    - Used to trim parcel and zoning layers so that area underwater is excluded from all calculations.
- Winslow Subarea Study Boundary
    - Provided by COBI.
    - Used to limit parcel and critical area layers to the study area.
- Winslow Proposed Zoning Map
    - Provided by COBI.
    - Used to assign new zoning designation to parcels.
- Critical Areas – Streams
    - Provided by COBI.
    - Used to generate buffer area based on buffer field in base data.
    - Overlaid with wetlands buffer area to create "High Impact Overlap Area".
- Critical Areas – Wetlands
    - Provided by COBI.
    - Used to generate buffer area based on buffer field in base data.
    - Overlaid with stream buffer area to create "High Impact Overlap Area".
- Critical Areas – Slopes
    - Provided by COBI.
    - Overlaid with liquefaction and land slide areas to create "Low Impact Overlap Area".
- Critical Areas – Liquefaction Areas
    - Provided by COBI.
    - Overlaid with slopes and land slide areas to create "Low Impact Overlap Area".
- Critical Areas – Land Slides
    - Provided by COBI.
    - Overlaid with slopes and liquefaction areas to create "Low Impact Overlap Area".
- Property Class Adjustments Table
    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
    - Also sets what property class types are considered underutilized in commercial/mixed-use zones.
- Ownership Adjustments Table
    - Provided by COBI.
    - Table with adjustments to parcel data based on ownership.
    - Primarily used to adjust parcels where property class is incorrect.
- Pipeline Parcels Table
    - Provided by COBI.
    - Table with info on pipeline parcels.
    - Gets automatically processed into the analysis.
- Miscellaneous Parcel Adjustments Table

    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
- Likelihood Formatting
    - ArcGIS symbology file that assigns graphic formatting to the output parcel layer based on assigned "likelihood" field.

## Step-by-Step Methodology:

## GIS Analysis:

1. Input parcel layer is clipped to the shoreline polygon.
2. All parcels inside the Winslow Subarea study boundary are selected.
3. These parcels are then copied out onto their own feature class layer.
4. This new study boundary parcel layer is then Spatial Joined to the new zoning layer to assign a new zoning field to all parcels in the study boundary.
5. The parcel layer then has Join Field applied to merge in Pipeline Parcel designation, proposed DUs (market rate and affordable), existing DUs, proposed commercial area, and existing commercial area.
6. Use Calculate Field to clean up the existing "zoning" field on the parcel data, ensuring that zoning district names are consistent and non-duplicative.
7. Use Join Field to merge in the Ownership Adjustments table information. This reclassifies the property class of certain misidentified parcels.
8. Add Fields to the parcel layer: RES_DENSITY, RES_CAPACITY, FAR, FAR_CAPACITY, LIKELIHOOD, EST_EX_COM (estimated existing commercial area). These are empty fields that will have values assigned later.
9. Use Calculate Field to apply values for EST_EX_COM. The parcel data only includes total floor area (FLR_TOT_SF) and number of dwelling units (NUM_DWELL). In order to estimate existing commercial floor area, we assume 1,000 GSF per DU, so subtract 1,000 * NUM_DWELL from FLR_TOT_SF. Once we move to Excel this value is only brought in for commercial/mixed-use zoned parcels, so isn't utilized for residential parcels.
10. Use Calculate Field to assign RES_DENSITY based on proposed residential zoning district density.
11. Use Calculate Field to assign FAR based on proposed mixed-use zoning district base maximum density.
12. Use Calculate Field to assign FAR_CAPACITY based on parcel Shape_Area * FAR.
13. Use Calculate Field to assign RES_CAPACITY based on parcel Shape_Area / RES_DENSITY.
14. Clip all critical area input layers to the Winslow Subarea boundary.
15. Use Buffer to calculate buffers for streams and wetlands based on appropriate fields within each feature class.
16. Merge stream and wetland buffer areas and dissolve boundaries to create a single High Impact Critical Areas feature class.

17. Merge slopes, liquefaction areas, and landslide areas and dissolve boundaries to create a single Low Impact Critical Areas feature class.
18. Erase High Impact Critical Areas from the Low Impact Critical Areas layer to ensure no duplication of deductions. High impact areas take precedence.
19. Use Tabulate Intersection to calculate the area of both High and Low Impact Critical Areas that overlaps each parcel.
20. Alter Field and Join Field to bring these overlap areas into the parcel layer feature class as new fields called CA_OVERLAP_HIGH and CA_OVERLAP_LOW.
21. Join Field with the Property Class Adjustments input table to add fields to the parcel layer for VACANT or EXCLUDED based on property class.
22. Use Calculate Field to assign EXCLUDED to any parcels that were assigned null NEW_ZONING in the earlier spatial join operation. These are parcels that are predominantly outside of the shoreline boundary, so not suitable for development.
23. Use Calculate Field to assign PARTIALLY_UTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. The two criteria are if RES_CAPACITY / NUM_DWELL >= 2.5 or if FAR_CAPACITY / FLR_TOT_SF >= 4.
    b. This node also assigns a temporary value of 1 to any input fields where the value is 0 or <null> in order to prevent calculation errors.
24. Use Calculate Field to assign UNDERUTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. A parcel meets this criteria if it is considered UNDERUTILIZED_IN_MX per the Property Class Adjustments input table AND it is in a mixed-use, R-14, or R-8 district.
    b. It also meets the criteria if the BLDG_VALUE / LAND_VALUE < 0.5, where it again assign a temporary value of 1 to any input fields where the value is 0 or <null> to prevent calculation errors.
25. Use Calculate Field to assign EXCLUDED to the LCA_CLASS of all parcels that meet the criteria:
    a. Parcels must be in a residential district and have PROP_CLASS = 111 (single-family residential) or BLDG_TYP = DWELL.
    b. RES_CAPACITY / NUM_DWELL must be < 4.
    c. The criteria is met if BLDG_VALUE / LAND_VALUE >= 2.5 or BLDG_VALUE + LAND_VALUE > 1,000,000.
    d. For all input fields the analysis assigns a temporary value of 1 whenever the value is 0 or <null> to prevent calculation errors.
26. Use Calculate Field to assign pipeline properties an LCA_CLASS of PIPELINE.
27. Use Calculate Field to assign LIKELIHOOD based on LCA_CLASS.
28. Use Apply Symbology From Layer to apply preset graphic filters to the output parcel layer:
29. Use Summary Statistics to compile relevant parcel fields for output, grouped by LIKELIHOOD and NEW_ZONING.

30. Use Table to Excel to output the table.

## Excel Analysis:

31. Open the Output table just produced and the Projection Model Excel file.
32. On the Input sheet in the Projection Model, make sure that the Output table file is properly referenced.
33. The Processed Input sheet in the Projection Model should automatically update with all the information from the Output table.
34. On the "Capacity Calcs" sheet in the Projection Model, ensure that all cells shaded light green are correct (these are input cells). All calculations will be done automatically.
35. On the Processed Input sheet, Critical Areas High and Critical Areas Low are the combined overlap area for all parcels in each zoning district. These values are multiplied by the Critical Areas Deduction values in I23 and J23 on the Capacity Calcs sheet, and then subtracted from Total Parcel Area to produce Adjusted Parcel Area.
36. Adjusted Parcel Area is then brought into the Capacity Calcs Sheet as Gross Parcel Area in columns N, AC, and AR, for each Likelihood.
37. Gross Parcel Area is then multiplied by 1 minus the ROW and public facilities deduction factors in cells I24 and I25, to produce Net Parcel Area.
38. In mixed-use zoning districts, Net Parcel Area is then multiplied by (1 minus the voluntary inclusionary zoning Utilization Rate in cels D-M38). The resulting Base GSF Potential is the amount of parcel area that would be theoretically utilized by developers not using the Voluntary Inclusionary Zoning (VIZ) bonus.
39. This Base GSF Potential is multiplied by the Base Mixed Use FAR to determine Base GSF Potential, which is the amount of building area projected to develop without utilizing the VIZ bonus.
40. The Net Parcel Area Developed at Base FAR is subtracted from the Net Parcel Area to get Net Parcel Area Developed at Bonus FAR.
41. This is then multiplied by the Max FAR w/ Bonus to get Bonus GSF Potential, which is the amount of building area projected to develop using the VIZ bonus.
42. Base GSF Potential and Bonus GSF potential are then each multiplied by the residential/commercial split percentages in D-M30 to determine the amount of each allocated to residential GSF and commercial GSF.
43. Residential GSF Potential and Bonus Residential GSF Potential are then multiplied by the Residential Efficiency loss factor (85%) and then divided by the assumed unit size (850 SF), to produce Gross Potential DUs. This produces Base Residential DUs and Bonus Residential DUs.
44. Bonus Residential DUs are then split into Market Rate and 80% AMI based on the VIZ percentage requirements in D-M39.
45. Existing DUs brought in from the Processed Input sheet are assumed to be market rate, so are then subtracted from the total of Base Residential DUs and Bonus Market Rate DUs to get Net Potential DUs (Market Rate).

46. For residential zoning districts, Gross Potential DUs are calculated by multiplying Gross Parcel Area by the Parcel Efficiency Factor (80%) in M34, and then dividing by the max density (SF/DU) of the zoning district.
47. For residential zoning districts existing DUs are brought in from the Processed Input sheet and subtracted from Base Residential DUs to create Net Potential DUs (Market Rate).
48. Net Potential DUs are then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net DUs (Market Rate) and Likely Net DUs (80% AMI).
49. Commercial GSF Potential is calculated as a function of Total GSF Potential minus Base Residential GSF Potential plus Bonus Residential GSF Potential, which have been previously calculated.
~~50.~~ Existing Commercial GSF is brought in from the Processed Input sheet and subtracted from Commercial GSF Potential to get Net Potential Commercial GSF. ~~Commercial GSF Potential is multiplied by the GSF/Job factor per zone to get Gross Potential Jobs.~~

~~50.~~
51. Net Potential Commercial GSF is then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net Commercial GSF.~~Existing Commercial GSF is brought in from the Processed Input sheet and multiplied by the GSF/Job factor to get Estimated Existing Jobs.~~
52. Likely Net Commercial GSF at each likelihood is added together to produce Total Likely Net Commercial GSF by zone, as reported in the Commercial Projections table.~~Estimated Existing Jobs is then subtracted from Gross Potential Jobs to get Net Potential Jobs.~~
53. For the districts in which emergency housing is permitted, the City's 9,130 SF STEP requirement is deducted from Total Likely Net Commercial GSF, allocated proportionally among the districts with positive Total Likely Net Commercial GSF – Core, FTD, and Connection Zone – to produce Total Remaining Commercial GSF.~~As with DUs, Net Potential Jobs is then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net Jobs.~~
54. Total Remaining Commercial GSF is multiplied by the GSF/Job factor per zone to get Total Likely Net Jobs.

~~54.~~55. For Pipeline Parcels, Expected DUs at different affordability levels and Existing DUs are pulled in from the Processed Input sheet to calculate Expected Net DUs.

~~55.~~56. For Pipeline Parcels, Existing Commercial GSF and Expected Commercial GSF and pulled in from the Processed Input sheet to calculate Likely Jobs.

~~56.~~57. Expected ADUs are added using the COBI methodology described above.

~~57.~~58. Likely Net DUs for all likelihoods are added to Expected Net DUs from pipeline parcels and Expected ADUs, to produce Total Likely Net DUs at different affordability levels for the subarea.

~~58.~~59. This is then multiplied by 1 minus assumed vacancy (5%) and expected people/DU to produce Estimated Additional Population.

~~59.~~60. Similarly, Total Likely Net Commercial GSF (post-STEP deduction) and Total Likely Net Jobs, each already summed across likelihoods per zone above, are added to Expected

Commercial GSF and Likely Jobs from pipeline parcels to produce subarea-wide totals.~~Similarly, Expected Commercial GSF and Total Likely Net Jobs are added up from all likelihoods and pipeline parcels.~~

~~60. Home-based business jobs have been calculated by COBI, and have been added here to capture all jobs projected in the Winslow Subarea.~~

~~61. Total Likely Net Jobs and COBI Projected Home-Based Businesses are then added to produce Total Projected Jobs.~~

# Appendix

## Appendix A: Property Class Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their property class and to identify which use types are considered "underutilized" when located within a mixed-use district ("UNDERUTILIZED_IN_MX"). The analysis follows BLR guidance except where noted.

| PROP_CLASS | DESCRIPTION | LCA_CLASS | UNDERUTILIZED_IN_MX | NOTES |
|---|---|---|---|---|
| 111 | Single family residence | | YES | |
| 118 | MH - Leased land | | YES | |
| 119 | MH - Real Property | | YES | |
| 121 | 2 living units | | YES | |
| 122 | 3 living units | | YES | |
| 123 | 4 living units | | YES | |
| 131 | 5-9 living units | | | |
| 132 | 10-14 living units | | | |
| 133 | 15-19 living units | | | |
| 134 | 20-29 living units | | | |
| 135 | 30-39 living units | | | |
| 136 | 40-49 living units | | | |
| 137 | 50+ living units | | | |
| 138 | Retirement apts. | | | |
| 141 | Condo, residential | | | |
| 150 | MH community | | | |
| 160 | Hotels and motels | | | |
| 170 | Institutional lodging | | | |
| 180 | Other residential | | | |
| 183 | Sheds and garages | | YES | |
| 198 | Cabins | | YES | |
| 390 | Public Transit | EXCLUDED | | Per KC BLR Appendix A (not a KC prop code, but in the parcel data). |
| 410 | Railroads | | | |
| 420 | Motor vehicle transport | | | |
| 430 | Aircraft transport | | | |

| | | | | |
|---|---|---|---|---|
| 440 | Marine transport | EXCLUDED | | Per KC BLR Appendix A (not in DEIS geography, but assume do not include ferry terminal parcels for dev). |
| 459 | Totally esmt encumbered | EXCLUDED | | Per KC BLR Appendix A. |
| 460 | Parking | | YES | Exclude WA State Ferry parking, include other parking parcels as under-developed in MU zone. |
| 470 | Communications | EXCLUDED | | Per KC BLR Appendix A. |
| 480 | Utilities | EXCLUDED | | Per KC BLR Appendix A. |
| 483 | Water systems | EXCLUDED | | Per KC BLR Appendix A. |
| 485 | Sanitary landfills | EXCLUDED | | Per KC BLR Appendix A. |
| 486 | Stormwater retention | EXCLUDED | | Per KC BLR Appendix A. |
| 489 | State-assessed utilities | EXCLUDED | | Per KC BLR Appendix A. |
| 490 | Other utilities | | | |
| 500 | Boat slip condo | | | |
| 501 | Apartment condo | | | |
| 502 | Parking condo | | | |
| 503 | Warehouse condo | | | |
| 504 | Hangar condo | | | |
| 505 | Retail condo | | | |
| 506 | Office condo | | | |
| 507 | Medical condo | | | |
| 508 | Lodging condo | | | |
| 509 | Other comml condo | | | |
| 530 | Retail, general | | | |
| 541 | Conv store w/gas pumps | | | |
| 543 | Conv. store w/o gas pumps | | | |
| 545 | Chain-type groceries | | | |
| 550 | Retail, automotive | | | |
| 551 | MH Home sales lot | | | |
| 559 | Auto wrecking yard | | | |
| 580 | Restaurants | | | |
| 581 | Fast food | | | |
| 582 | Tavern | | | |
| 590 | Other retail trade | | | |
| 592 | Community center | | | |
| 593 | Regional center | | | |
| 594 | Retail Mixed Use | | | |

| | | | | |
|---|---|---|---|---|
| 611 | Banks | | | |
| 624 | Cemeteries | EXCLUDED | | Per KC BLR Appendix A. |
| 630 | Business services | | | |
| 637 | General warehouse | | | |
| 638 | Mini-warehouse | EXCLUDED | | Per City will exclude self-service storage facility/mini storage parcels from redeveloping because no new mini storage is permitted (BIMC 18.09.020), making existing mini storage particularly valuable. Existing mini storage can expand. |
| 640 | Repair services | | | |
| 651 | Medical/dental offices | | | |
| 653 | Hospitals | | | |
| 656 | Convalescent centers | EXCLUDED | | Per KC BLR Appendix A. |
| 670 | Governmental services | EXCLUDED | | Per KC BLR Appendix A. |
| 680 | Educational services | EXCLUDED | | Per KC BLR Appendix A. |
| 690 | Misc. services | | | |
| 691 | Churches | EXCLUDED | | Per KC BLR Appendix A (One pipeline project is a church property, but church properties are generally excluded). |
| 694 | Office Mixed Use | | | |
| 710 | Cultural activities | EXCLUDED | | Per KC BLR Appendix A. |
| 720 | Public assembly | EXCLUDED | | COBI Modified for DEIS. |
| 740 | Recreational | EXCLUDED | | COBI Modified for DEIS. |
| 744 | Marina | EXCLUDED | | Per KC BLR Appendix A. |
| 750 | Resorts/group camps | | | |
| 760 | Parks | EXCLUDED | | Per KC BLR Appendix A (Additional Parks Properties added per ownership table below). |
| 790 | Other recreation | | | |
| 810 | Agricultural (not O.S.) | | YES | |
| 822 | Veterinarian services | | | |

| | | | | |
|---|---|---|---|---|
| 830 | CU Agriculture | EXCLUDED | | Per KC BLR Appendix A. |
| 840 | Fishing & related svcs | | | |
| 850 | Mining & related svcs | | | |
| 880 | Forest land | | YES | |
| 910 | Undeveloped land | VACANT | | Per KC BLR Appendix A (except ravine parcels - recoded 999 - see amendments to prop classes table). |
| 911 | Common area | EXCLUDED | | Per KC BLR Appendix A. |
| 930 | Water areas | | | |
| 939 | Tidelands | EXCLUDED | | Per KC BLR Appendix A. |
| 940 | CU Open Space | EXCLUDED | | Per KC BLR Appendix A. |
| 950 | Forest land (partial) | EXCLUDED | | Per KC BLR Appendix A. |
| 990 | Other undev. land | VACANT | | Per KC BLR Appendix A. |
| 999 | New parcel - temporary | EXCLUDED | | COBI Modified for DEIS. |

## Appendix B: Ownership Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their ownership (listed under field “NAME”). The analysis follows BLR guidance except where noted.

| NAME | NEW_PROP_ CLASS_PRELIM | NEW_PROP_ CLASS_TYPE | NOTES |
|---|---|---|---|
| BAINBRIDGE ISLAND CITY OF | 999 | Excluded | Same as in Citywide LCA. Current parcels are various excluded Property Classes, **EXCEPT** that parcel 272502-3-028-2006 should remain Prop Class 111 and parcel 222502-4-006-2005 should remain as class 910 and be analyzed; AND that parcel 262502-3-100-2008 is the 1st of 2 pipeline parcels for City 625 affordable housing project. |
| CITY OF BAINBRIDGE ISLAND | 999 | Excluded | Same as in Citywide LCA. Current parcels are various excluded Property Classes, **EXCEPT** that 262502-3-101-2007 is the 2nd pipeline parcel for City 625 affordable housing project. |
| BAINBRIDGE ISLAND METRO PARK & REC | 760 | Parks | |
| BAINBRIDGE ISLAND METRO PARK & REC DIST | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PARK | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PARK & | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PK & REC DIST | 760 | Parks | |
| DEPARTMENT OF TRANSPORTATION | 999 | Excluded | |
| ISLAND GATEWAY LLC | 999 | Excluded | Ravine parcel that will not develop. |
| KITSAP COUNTY TIDELANDS | 939 | Tidelands | |
| KITSAP TRANSIT | 390 | Public Transit | |
| KITSAP TRANSIT & CITY OF BAINBRIDGE ISLAND | 390 | Public Transit | |
| NOVLEX LLC | 999 | Excluded | Ravine parcel that will not develop. |
| WASHINGTON STATE FERRIES | 440 | Marine Transport | |

| | | | |
|---|---|---|---|
| WASHINGTON STATE FERRY | 440 | Marine Transport | |
| WINSLOW MARINE LLC | 999 | Excluded | Ravine parcels that will not develop. |
| ISLANDER RESIDENTS ASSOC | 999 | Excluded | Trailer Park that is collectively owned by its residents, and all unused FAR (under current code) has been "transferred" off of property. |

## Appendix C: Pipeline Parcels

Pipeline Parcels are parcels identified by COBI that are far enough along in the permitting process that their anticipated size and composition is known and they are considered very likely to be built. The table identifies both the number of market rate ("M") and <80% AMI affordable ("A") units proposed.

| ACCT_NO | PIPELINE_DU_M | PIPELINE_DU_A | PIPELINE | NOTES |
|---|---|---|---|---|
| 262502-3-100-2008 | 0 | 90 | Y | 625 Winslow Way |
| 262502-3-101-2007 | 0 | | Y | 625 Winslow Way (DU included above) |
| 262502-2-129-2007 | 67 | 13 | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 262502-2-036-2009 | 0 | | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 262502-2-104-2006 | 0 | | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 232502-3-092-2001 | 42 | 31 | Y | Wintergreen Townhomes |
| 5715-000-074-0006 | 0 | | Y | Wintergreen Townhomes; ACCT_NO updated to match county records. |
| 262502-2-066-2002 | 0 | 18 | Y | HRB Ericksen apartments |
| 272502-2-002-2008 | 0 | 22 | Y | Finch Green affordable housing project (at Bethany Lutheran Church, is now within a WSP boundary recommended to expand a little west, Will use a "religious properties" density bonus for affordable housing program, BIMC 18.21.050 |
| 272502-2-039-2005 | 0 | | Y | |
| 272502-4-021-2001 | 1 | | Y | SFR completed 2022 |
| 272502-1-178-2008 | 1 | | Y | SFR completed 2021 |
| 8540-000-004-0006 | 1 | | Y | 1 SFR completed 23/24 |
| 262502-3-157-2000 | 1 | | Y | 1 additional DU under construction |
| 272502-4-071-2000 | 1 | | Y | 1 additional DU under construction |

## Appendix D: Miscellaneous Parcel Adjustments Table

Parcel Property Class fields are adjusted to account for specific conditions on a small number of parcels.

| ACCT_NO | NEW_PROP_CLASS | NOTES |
|---|---|---|
| 272502-3-028-2006 | 111 | Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |
| 222502-4-006-2005 | 910 | Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |
| 262502-3-150-2007 | 460 | Most parcels owned by Winslow Marine LLC are ravine parcels that are excluded. This one is a parking lot that may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |

# Contents

# Part 1: Land Capacity Analysis

## Policy Targets

The policy targets used in this Land Capacity Analysis (LCA) come directly from the Kitsap County Countywide Planning Policies (CPPs), Appendix F (2023) housing allocations through 2044.

| | Total (Not Including STEP) | 0-30% AMI (Non-PSH) | 0-30% AMI (PSH) | >30-50% AMI | >50-80% AMI | >80-100% AMI | >100-120% AMI | >120% AMI | STEP (Temp.) |
|---|---|---|---|---|---|---|---|---|---|
| **Allocation (2020-2044)** | 1,977 | 377 | 166 | 324 | 272 | 140 | 138 | 560 | 83 |

In applying these allocations, the LCA follows the Washington State Department of Commerce, Book 2 framework for higher-cost communities, which relates housing type to typical affordability levels and guides how capacity is demonstrated by income band:

- Low and moderate density development is assumed to serve >120% AMI.
- Accessory Dwelling Units (ADUs) are assumed to serve 80-120% AMI.
- Low-Rise and Mid-Rise Multifamily can serve 80-120% AMI and are necessary but not sufficient for the production of 0-80% AMI units; those deeper affordability levels typically depend on programs and incentives outside of this LCA's quantification.

**Exhibit 13. Example of relating zone categories to housing types and income levels served in higher-cost communities**

| Zone category | Typical housing types allowed | Lowest potential income level served | | Assumed affordability level for capacity analysis |
|---|---|---|---|---|
| | | Market rate | With subsidies and/or incentives | |
| **Low Density** | Detached single family homes | Higher income (>120% AMI) | Not feasible at scale* | **Higher income (>120% AMI)** |
| **Moderate Density** | Townhomes, duplex, triplex, quadplex | Higher income (>120% AMI) | Not typically feasible at scale* | **Higher income (>120% AMI)** |
| **Low-Rise Multifamily** | Walk-up apartments, condominiums (2-3-floors) | Moderate income (>80-120% AMI) | Extremely low, very low, and low-income (0-80% AMI) | **Low income (0-80% AMI) and PSH** |
| **Mid-Rise Multifamily** | Apartments, condominiums | Moderate income (>80-120% AMI) | Extremely low, very low, and low-income (0-80% AMI) | **Low income (0-80% AMI) and PSH** |
| **High-Rise/Tower** | Apartments, condominiums | Higher income (>120% AMI) | Moderate income (>80-120% AMI) | **Moderate income (>80-120% AMI)** |
| **ADUs (all zones)** | ADUs on developed residential lots | Moderate income (>80-120% AMI) | N/A | **Moderate income (>80-120% AMI)** |

*WA Dept. of Commerce "Guidance for Updating your Housing Element (2023, Updated 2026)," pg. 36.*

Accordingly, this LCA quantifies the multifamily capacity needed to accommodate the allocations by income band, while the specific affordability outcomes for the ≤80% AMI and 80–120% AMI

ranges are addressed through non-quantified policies and incentives identified as part of the City of Bainbridge Island's Comprehensive Plan Housing Element. This approach is consistent with Commerce's current review practice for higher-cost communities.

Commerce has clarified that STEP requirements are demonstrated through bed capacity, not dwelling units, and that this capacity may be shown through an allocation of commercial floor area in zoning districts where emergency housing and emergency shelters are permitted. The City is using the new-construction minimum usable floor space standard for multibed rooms under WAC 388-97-2440(2) – 110 SF per bed – as the basis for this allocation. Applied to the 83 STEP beds required under the CPP allocation, this results in a total commercial floor area allocation of 9,130 SF. Emergency housing is permitted in the Core, FTD, Connection Zone, and HSR districts. Because HSR is projected to have no net commercial capacity under the Preferred Alternative, the allocation is distributed among the remaining three districts in proportion to each district's projected net commercial floor area: Core, FTD, and Connection Zone. This allocation is deducted from projected commercial floor area near the end of the methodology (see full methodology section below) and correspondingly reduces projected jobs in those districts. The 83 STEP units no longer contribute to this analysis as a multifamily DU requirement.

Based on these guidelines, in order to show compliance with the CPP policy targets, this LCA must show:

- >560 DUs at >120% AMI.
- >1,139 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements excluding STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI band but the balance must be met with multifamily units.

This LCA does project units at specific levels of affordability based on Pipeline Parcel assumptions (where projected affordability levels are known) and the proposed Voluntary Inclusionary Zoning program (where anticipated affordability is based on policy requirements). However, because these projections alone are not sufficient to meet the requirements at their respective affordability bands, they are not determinative for compliance. These affordable units are included in the multifamily totals but are not sufficient to provide the multifamily capacity requirement.

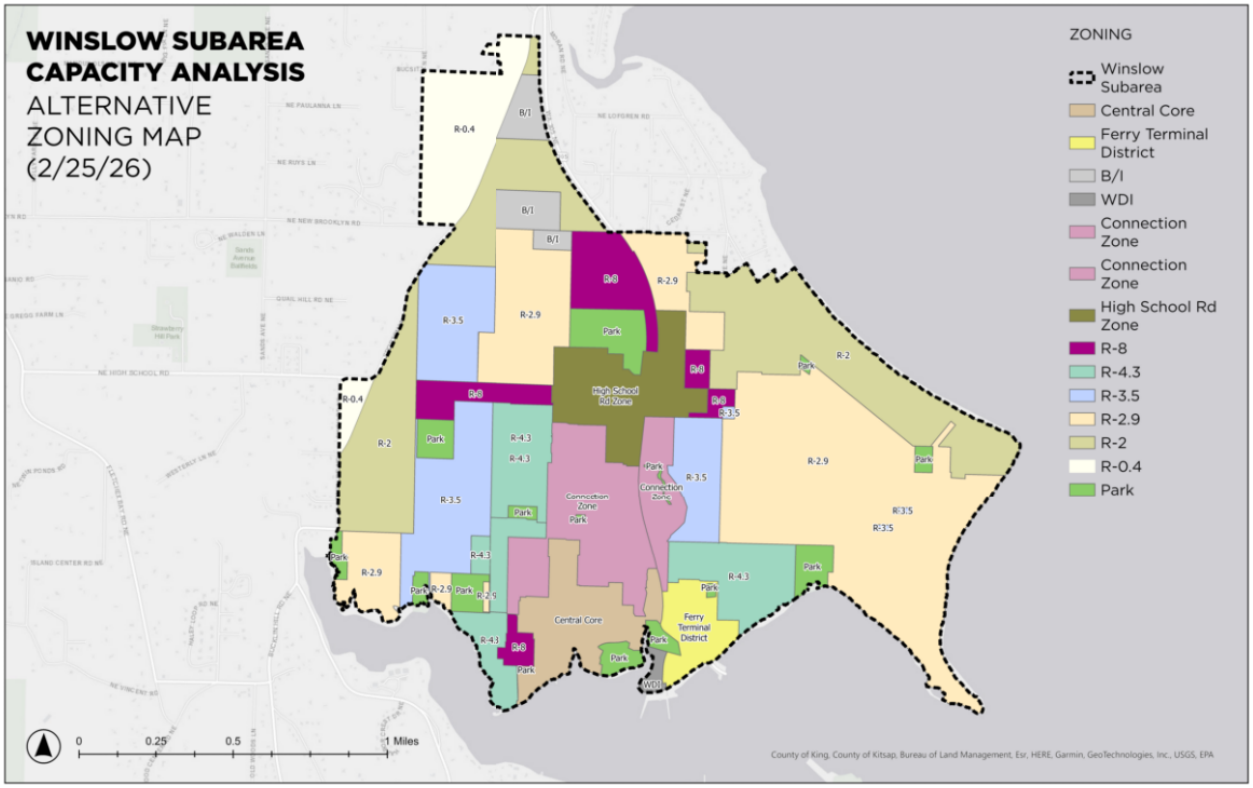
## Alternatives Analyzed

The Preferred Alternative studied in this analysis uses the Winslow Subarea boundary, zoning designations, and dimensional standards shown below, based on COBI Planning Commission and City Council direction. The height and FAR bonuses noted are achieved through participation in a voluntary inclusionary housing incentive program described in the methodology section.

Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary

inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision of affordable units) with additional benefit for the developer (greater density). If an incentive provides too little benefit, no developer will choose to utilize it, and if there is too little required cost, the incentive will be seen as a giveaway to developers that does not provide sufficient value to the community. Because of this, the bonus FAR provided through the voluntary inclusionary zoning program does not make development on a given conceptual site more likely. Instead, it influences the utilization rate for sites that are already likely to develop based on operations calculated at the base maximum FAR and then influences the total amount of development that is modeled on sites that choose to participate in the voluntary bonus program.

The City is also considering a mandatory inclusionary zoning program. That program is not quantified in this analysis, in either direction: the affordable units it would produce are not counted toward the capacity totals, and any effect it may have on development feasibility is not applied as a reduction. Quantifying the cost while excluding the benefit would understate capacity. Under RCW 36.70A.540, an inclusionary requirement is coupled with a density bonus intended to offset the cost of the affordable units, so a program calibrated to that balance would not be expected to change the likelihood of a site developing. Whether a specific program achieves that balance is an economic question outside the scope of this analysis.



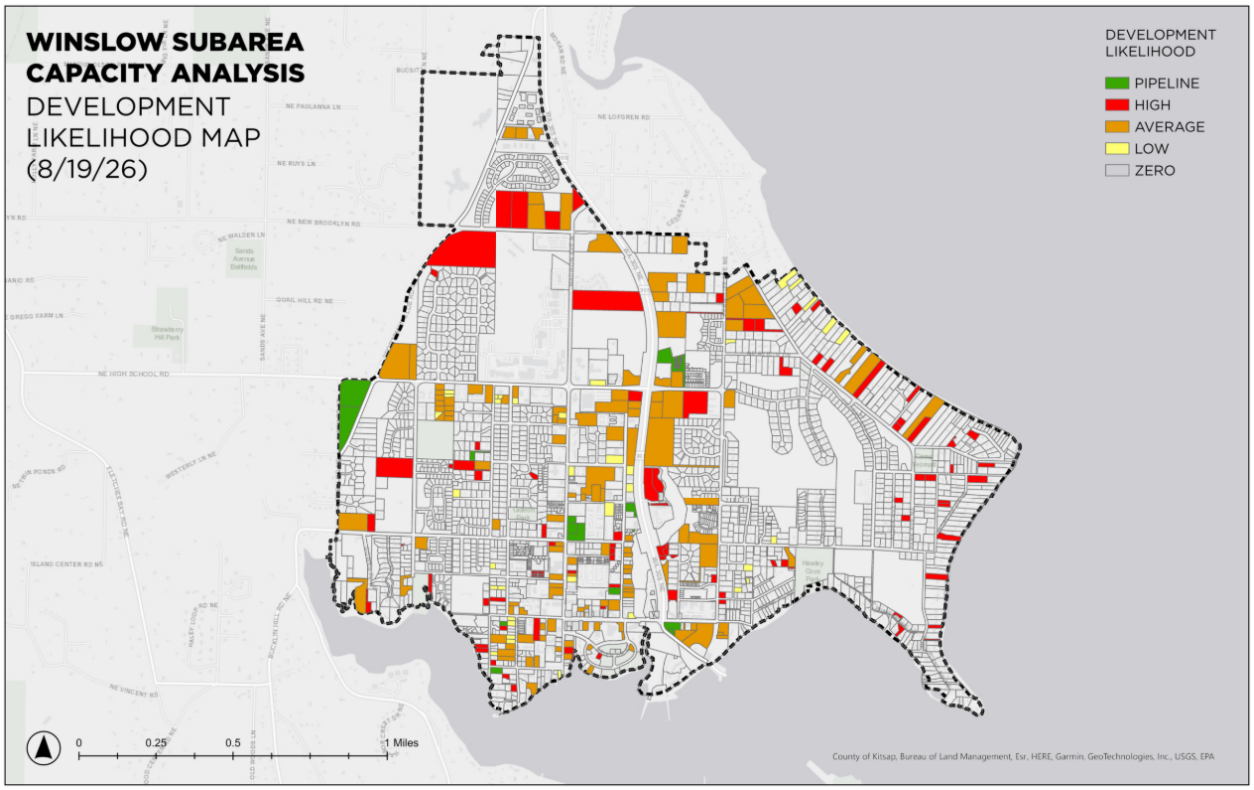
| ZONING | | PROPOSED DIMENSIONAL STANDARDS | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Type | Zoning District | Max Density (SF/DU) | Base Residential FAR | Base Non-Residential FAR | Base Mixed Use FAR | Max Lot Coverage | Max Height | Max FAR w/ Bonus | Max Height w/ Bonus |
| Mixed-Use | Core | N/A | 0.4 | 0.6 | 1.0 | 100% | 35' | 3.0 | 55' |
| | FTD | N/A | 0.6 | 0.1 | 0.7 | 75% | 35' | 4.0 | 55' |
| | B/I | 20,000 SF | N/A | N/A | N/A | 50% | 35' | N/A | N/A |
| | WDI | N/A | N/A | N/A | N/A | 50% | 35' | N/A | N/A |
| | Conn. Zone | N/A | 0.5 | 0.3 | 0.5 | 35% | 25' | 1.5 | 45' |
| | HSR | N/A | 0.5 | 0.3 | 0.6 | 50% | 35' | 4.0 | 55' |
| | | | | | | | | | |
| Residential | R-14 | 3,100 SF | N/A | N/A | N/A | 40% | 35' | N/A | N/A |
| | R-8 | 5,400 SF | N/A | N/A | N/A | 25% | 35' | N/A | N/A |
| | R-4.3 | 10,000 SF | N/A | N/A | N/A | 25% | 25' | N/A | N/A |
| | R-3.5 | 12,500 SF | N/A | N/A | N/A | 25% | 25' | N/A | N/A |
| | R-2.9 | 15,000 SF | N/A | N/A | N/A | 25% | 25' | N/A | N/A |
| | R-2 | 20,000 SF | N/A | N/A | N/A | 20% | 30' | N/A | N/A |
| | R-0.4 | 100,000 SF | N/A | N/A | N/A | 10% | 30' | N/A | N/A |

The dimensional standards directed for this analysis include base floor area ratio limits for the residential and nonresidential components of development, in addition to the base mixed-use floor area ratio. Under the current code, BIMC Table 18.12.020-3, Footnote 2 applies these component limits within mixed-use development. The City has advised that Footnote 2 is proposed for deletion through the code updates currently being processed, and that no minimum nonresidential component would be required for a development to qualify as mixed use. Accordingly, this analysis applies the base mixed-use floor area ratio without a limit on program distribution within mixed-use development, consistent with the February 2026 LCA. The component limits remain applicable to development that is not mixed use, and this analysis assumes that new development in the mixed-use districts occurs predominantly as mixed-use development.

The base mixed-use FAR analyzed here is reduced relative to the February 2026 LCA in the Ferry Terminal District, from 1.0 to 0.7, and in the High School Road district, from 1.0 to 0.6. Maximum lot coverage is reduced in the Connection Zone, Ferry Terminal District, and High School Road districts. The Core district standards are unchanged from those analyzed in February.

## Capacity Results

The GIS analysis identifies the following parcels as likely to develop. See Part 2: Methodology for a description of likelihoods and the process for filtering parcels.




Total projected capacity is aggregated by zone below.

## Residential Projections

| Residential Projections | | | | | | | |
|---|---|---|---|---|---|---|---|
| Type | Zoning District | Total Likely Net DUs | Estimated Additional Population | Total Likely Net DUs (>120% AMI) | Total Likely Net DUs (80-120% AMI) | Total Likely Net DUs (<80% AMI) | Total Multifamily DUs |
| Mixed-Use | Core | 195 DU | 410 P | 195 DU | 0 DU | 0 DU | 195 DU |
| | FTD | 167 DU | 353 P | 75 DU | 0 DU | 93 DU | 167 DU |
| | B/I | -1 DU | -1 P | -1 DU | 0 DU | 0 DU | -1 DU |
| | WDI | 0 DU | 0 P | 0 DU | 0 DU | 0 DU | 0 DU |
| | Conn. | 300 DU | 634 P | 269 DU | 0 DU | 31 DU | 300 DU |
| | HSR | 373 DU | 787 P | 330 DU | 0 DU | 43 DU | 373 DU |
| | | | | | | | |
| Residential | R-14 | 0 DU | 0 P | 0 DU | 0 DU | 0 DU | N/A |
| | R-8 | 50 DU | 117 P | 50 DU | 0 DU | 0 DU | N/A |
| | R-4.3 | 37 DU | 87 P | 15 DU | 23 DU | 0 DU | N/A |
| | R-3.5 | 25 DU | 58 P | 10 DU | 15 DU | 0 DU | N/A |
| | R-2.9 | 17 DU | 39 P | 14 DU | 3 DU | 0 DU | N/A |
| | R-2 | 46 DU | 107 P | 46 DU | 0 DU | 0 DU | N/A |
| | R-0.4 | 22 DU | 51 P | 0 DU | 0 DU | 22 DU | N/A |
| | | | | | | | |
| Winslow Total: | | 1,233 DU | 2,644 P | 1,004 DU | 40 DU | 189 DU | 1,035 DU |

| | | | | |
|---|---|---|---|---|
| DUs from COBI analysis outside Winslow: | >560 | 191 | 0 DU | 0 DU |
| Citywide Total: | >1,564 DU | 231 DU | 189 DU | 1,035 DU |

| | | | | |
|---|---|---|---|---|
| CPP Requirements by Category: | 560 | 278 | 1,139 | 1,186 |
| Citywide Delta: | Complies | -47 DU | -950 DU | -151 DU |

This analysis shows that the analyzed zoning scenario has sufficient capacity to meet the required 560 dwelling units at >120% AMI, with 1,004 units projected in Winslow and more than 1,564 units citywide.

The quantifiable multifamily projections are 47 units short of the 80–120% AMI target and 950 units short of the 0–80% AMI target. Per Commerce guidance for higher-cost communities, these remaining units are expected to be achieved through non-quantified policies, programs, and incentives identified in the COBI Housing Action Plan and Comprehensive Plan Housing Element, rather than through LCA quantification.

For the 80–120% AMI band, COBI projects 191 ADUs outside Winslow, and when combined with ADUs projected inside Winslow, the total of 231 ADUs counts toward this income range. The remaining share of this band must be met through multifamily capacity. The 1,139 units required for the 0–80% AMI band plus the 278 units required for the 80–120% AMI band, minus the 231 ADUs projected island-wide, results in a required 1,186 multifamily units.

This analysis shows capacity for 1,035 multifamily units in Winslow, 151 units short of the 1,186 multifamily units required. The analyzed zoning scenario does not demonstrate sufficient multifamily capacity to accommodate the allocations for the income bands that depend on multifamily housing.

## Commercial Projections

| Commercial Projections | | | | | |
|---|---|---|---|---|---|
| Type | Zoning District | Total Likely Net Commercial GSF | Proportional GSF Needed for STEP Req. | Total Remaining Commercial GSF | Total Likely Net Jobs |
| Mixed-Use | Core | 10,115 SF | 3,963 SF | 6,152 SF | 15 Jobs |
| | FTD | 7,763 SF | 3,041 SF | 4,722 SF | 12 Jobs |
| | B/I | 537,594 SF | 0 SF | 537,594 SF | 672 Jobs |
| | WDI | 0 SF | 0 SF | 0 SF | 0 Jobs |
| | Conn. | 5,427 SF | 2,126 SF | 3,301 SF | 8 Jobs |
| | HSR | -14,841 SF | 0 SF | -14,841 SF | -37 Jobs |
| | | | | | |
| | Total: | 546,057 SF | 9,130 SF | 536,927 SF | 670 Jobs |

Net commercial GSF in the HSR zone is negative under the Preferred Alternative because older commercial space is expected to be replaced by residential-dominant mixed-use development consistent with the MU program split assumptions.

# Part 2: Methodology

## Comments on the BLR Appendix A Land Capacity Analysis Methodology

The 2021 Kitsap County Buildable Lands Report Appendix A methodology ("BLR") is the County's recommended framework for land capacity analysis. The BLR was designed as a generalized approach suitable for evaluating every tax parcel in Kitsap County, producing accurate results when averaged across large geographies. The BLR acknowledges, however, that the methodology may not be appropriate for all jurisdictions and notes that cities may vary assumptions as long as the analysis remains transparent and reflects local conditions. Appendix C of the BLR report lays out the differing assumptions for the Cities of Bainbridge Island ("COBI"), Bremerton, and Port Orchard.

For the Winslow Subarea of Bainbridge Island, the COBI BLR methodology from Appendix C serves as the starting point and organizational framework, but many of the operations require modification to accurately reflect the development context in Winslow. The BLR methodology is oriented towards rural and low-density residential development patterns, which makes up most of the development in the County and on Bainbridge Island outside Winslow. Many of the operations are not able to accurately simulate the conditions of the Winslow Subarea, where development is predominantly urban infill on high-value parcels, often with mixed-use zoning, and changes to height and density zoning are being explored through the subarea planning process.

Additionally, while there are over 118,000 tax parcels in Kitsap County and over 11,000 in the City of Bainbridge Island, there are under 2,500 parcels in the Winslow subarea. This smaller geography made it possible to spot test the methodology across a higher proportion of individual parcels and assess accuracy against both professional experience and the local knowledge of the COBI planning staff. This allowed refinement of assumptions where needed, resulting in a capacity methodology that is transparent, repeatable, and tailored to the Winslow context.

Modifications to the COBI BLR methodology are summarized below and followed by the full methodology in detail. Where no modification is described, the step uses the same approach as the Bainbridge Island citywide Comprehensive Plan Land Capacity Analysis documented in BLR Appendix C.

## Modifications to the BLR Methodology for Winslow:

- Step 0 – Programmatic Infrastructure Gap Review
    - No infrastructure gap parcels identified in Winslow with planned capital improvements.
- Step 1 – Classify Parcels

    - The same operation is applied to parcels zoned both residential and mixed-use, applying the appropriate density units at the end of the operation, i.e. floor area ratio ("FAR") or dwelling units ("DU") per acre.
- Step 1.1 – Identify Pipeline Properties
    - The projected dwelling units for pipeline parcels are categorized as affordable (0-80% AMI) or market rate (>120% AMI). No pipeline parcels are planning to produce units at 80-120% AMI.
- Step 1.2 – Identify Excluded Properties
    - Shoreline parcels less than 1 acre are not excluded from the analysis. While these are often high value parcels, they are also typically large parcels, and there is precedent in Winslow for shoreline subdivision and redevelopment. There are also a number of vacant shoreline parcels that are likely to develop. Most shoreline residential parcels are excluded by the high-value operations in Step 2 or heavily discounted by the critical area assumptions in Step 3 but are not excluded outright.
- Step 1.3 – Identify Vacant Properties
- Step 1.4 – Identify Partially Utilized Properties
    - The citywide BLR residential function is replicated here, which accurately captures parcels that are underbuilt relative to residential capacity, even in a district that has been rezoned.
    - A corresponding function is added for commercial/mixed-use parcels. The BLR methodology does not otherwise capture mixed-use parcels that are underbuilt relative to capacity when they are regulated by FAR, especially in areas that have been rezoned.
    - For instance, an existing commercial building with floor area corresponding to 0.8 FAR on a site zoned for 1.0 FAR would appear to be unlikely to redevelop. But if a rezoning were being contemplated that would increase the zoning limit to 3.0 FAR, it becomes substantially more likely that the site will redevelop. This likelihood will also not be captured by the BLR "assessed improvements value" divided by "assessed land value" function because the future value of the land (which increases if rezoned) is not known.
    - This LCA uses "floor area capacity" divided by "existing floor area" > 4.0 as the threshold to reflect greater cost and complexity to developing in these urban, mixed-use areas where redevelopment typically pencils only where planned intensity is several multiples of current buildout due to teardown, high construction costs, and required frontage/ROW and public facility upgrades.
    - This captures parcels where there is significant unrealized development capacity, even if the current use is appropriate for the zoning and the existing structure is not undervalued relative to the site under the existing zoning.
- Step 1.5 – Identify Underutilized Properties
- Step 1.6 – Identify Platted Lots

    - There is not a significant correlation in the Winslow Subarea between previously platted lots and lots that can be developed without capacity penalties for ROW, public facilities, critical areas, and market factor, particularly when upzoning is being evaluated.
    - Most single-family residential parcels are already excluded from the analysis because they meet the criteria for high value homes outlined in Step 2 of the BLR methodology, so these parcels do not generate capacity regardless of how they are sorted.
    - There are some larger parcels that meet the criteria for redevelopment that have been previously platted, but that would likely require deductions for ROW, public facilities, critical areas, and market factor were they to redevelop.
    - Because of these local conditions, this analysis does not separate out previously platted parcels. All parcels, regardless of previous plat status, are evaluated the same.
- Step 1.7 – Segment Land Base for Processing
    - Because the analysis does not utilize Previously Platted lots, and there are no Infrastructure Gap parcels, all lots identified as vacant, partially utilized, or underutilized are considered Standard Parcels. Parcels excluded through Step 1.2 are treated as having zero likelihood for development.
- Step 2 – Exclude Parcels Unlikely to Develop
    - The citywide BLR method of excluding parcels where the assessed value of property improvements is greater than 2.5x the parcel's assessed land value is maintained here. This excludes residential partials where the value of the home is substantially greater than the value of the land, reflecting disproportionate investment that makes redevelopment unlikely.
    - This operation is not well-calibrated for areas with high land values. Structure value tends to sit within a range of approximately $100,00 - $1,000,000, but large and/or waterfront parcel land value can easily be valued in the $1,000,000 – 5,000,000 range in Winslow. It is not unusual to see a waterfront parcel where the land value far exceeds the structure value, even though the structure value is high relative to other structures. These parcels are unlikely to redevelop for the same reason the BLR applies the above operation, but they are not captured by that operation.
    - For this reason, this LCA adds an exclusion for residential parcels where structure value plus land value is greater than $1,000,000. This captures both parcels with average land values but high structure values and parcels with very high land values and low structure values. This meets the intent of the BLR operation while accounting for the higher values in Winslow.
    - There is also an exception to this rationale, which is high value parcels that are large enough to be redeveloped at a high enough level of additional capacity that high-net worth owners may consider redevelopment.

    - Accordingly, this LCA includes an upper limit to both of these high value exclusions where any residential parcels where residential capacity divided by existing DUs is 4.0 or more are not excluded, regardless of value.
    - Similar to the FAR operation described in Step 1.4, the ratio of 4.0 is used here to capture a level of value-add that is sufficient to incentivize the owner of a high value property to redevelop, given demolition and construction costs, temporary loss of use, entitlement risk and time, financing carry, equity tied up, and any critical-area compliance/mitigation unique to the parcel. 4.0 is a conservative threshold that captures parcels with high capacity for redevelopment but acknowledges that most high-value parcels are unlikely to redevelop even with marginal additional capacity.
- Step 3 – Identify Critical Areas
    - The COBI BLR methodology assigns critical area discount values between 25% (for Moderate Geohazards) and 90% (for Wetlands and Wetland Buffers). This is a significant discount in land area that is magnified in mixed-use districts regulated by FAR, and too large a discount for areas that are served by public sewer and water.
    - For instance, a 100,000 SF parcel that is 50% encumbered by wetlands and wetland buffers would be discounted by 45,000 SF (90% of 50%). If maximum allowed density on that parcel was 2.0 FAR, this operation would assume only 110,000 SF of developable building area would be allowed (55,000 SF remaining land area x 2.0).
    - But this is not how the BIMC land use code actually regulates critical areas. BIMC 16.20 provides multiple flexible pathways that, in practice, reduce the relationship between regulated critical-area coverage and ultimate development capacity. These include reasonable use exceptions (BIMC 16.20.080), alternatives to prescriptive buffers (BIMC 16.20.140), and allowances for clustering development (BIMC 16.20.140). Together, these provisions often allow applicants to organize building area to maintain FAR potential on the unconstrained portion of a site, while still protecting critical-area functions and values. In other words, some sites encumbered by critical areas are still able to develop at maximum capacity, especially those regulated by FAR.
    - It is true though that sufficient encumbrance on a site often does limit total development potential, though rarely by 90% or more. It is also the case that certain types of critical areas (wetlands and streams) present much more significant challenges to development than others, based on the specific regulations of BIMC 16.20.
    - To account for this variation and site-specific complexity, this analysis proposes 40% as a deduction for wetlands, streams, and associated buffers, and 10% as a deduction for all other critical area types. This magnitude captures meaningful reduction, particularly on specific large, heavily encumbered parcels identified in Winslow, but also recognizes that most encumbered parcels will still develop at full capacity.

- Step 4 – Identify Future ROW Needs
- Step 5 – Identify Future Public Facility Needs
- Step 6 – Account for Unavailable Lands (Market Factor)
    - The COBI BLR analysis assumes that 90% of all possible developable land will be developed during the analysis timeframe (the planning period, by 2044), but this is likely an over-projection for Winslow. Construction costs, regulatory obstacles, market cycles, local policies, and ownership preferences frequently result in substantial development inefficiency, and it is not unusual to see even vacant parcels remain undeveloped for years or decades.
    - It is also not the case that all parcels identified by the BLR methodology as likely to develop are equally likely to develop. Different methodology operations select for different conditions and criteria, which can be indexed to likelihoods in a more accurate way. This is consistent with the approach outlined in the Kitsap County Buildable Lands Report, Appendix B: Market Factor Guidance.
    - In the City's downtown, or Winslow Town Center zones, since the last periodic update to the Comprehensive Plan, redevelopment of properties with existing uses has been much slower than new development on vacant properties.
    - To reflect these observed redevelopment dynamics in an urban infill context, this analysis applies the following class-based likelihoods instead of a single factor, consistent with the BLR framework that forward-looking capacity should reflect likelihood of development:

| Parcel Class | Likelihood | Rationale |
|---|---|---|
| Pipeline | 100% | Pipeline parcels are already designed and either entitled or in the permit process. |
| Vacant | 90% | Vacant parcels have the most proportional capacity available and the least redevelopment cost. It is very likely that these parcels will redevelop over the 20-year planning period. |
| Partially Utilized | 50% | Partially utilized parcels have substantial unrealized capacity, which makes them valuable targets for redevelopment, even if there are complexities involving existing structures. However, high construction costs, market cycles, and permitting complexity often keep parcels with capacity from developing. |
| Underutilized | 10% | Underutilized parcels have low structure values relative to land value, so may be developed. However, the lack of substantial additional capacity limits their development attractiveness and ability to add capacity to the district. These may develop incidentally but aren't targets for added density. |
| Excluded | 0% | Excluded parcels are parcels that are not likely to develop, either because of ownership, property class, or because they do not qualify for the other categories. These may be parcels that are close to capacity for their zoning district and not particularly high or low value. There is no particular incentive for these parcels to develop, and they will provide negligible capacity if they do. |

- Step 7 – Determine Available Net Acres
- Step 8 – Apply Density in Each Zone to Calculate Capacity

- The BLR/COBI methodology assumes that all developable area will develop at maximum zoned capacity. The February 2026 LCA replicated that assumption, noting that the increased discounts for unavailable lands in Step 6 and the conservative assumptions in Steps 3-5 make it likely that the remaining area available for development in a high-cost, urbanizing area like Winslow will maximize development potential.
- In the zoning scenario analyzed here, several districts have combinations of maximum lot coverage and height limits that cannot physically accommodate the maximum floor area ratio permitted with the voluntary inclusionary zoning bonus. Where the nominal floor area ratio is not achievable within the allowable building envelope, this analysis applies a functional maximum floor area ratio derived from lot coverage and height in place of the nominal limit. The BLR supports this approach, noting that floor area ratio equivalents may be developed from other development standards, including height limits, setbacks, and parking and open space requirements, and that jurisdictions may adjust these assumptions where zoning or development regulations have recently changed. Base floor area ratios are not affected – in every district the base floor area ratio is well within the allowable envelope. Where the nominal maximum floor area ratio is achievable, it is retained.

- Step 8.1 – Calculate Gross Capacity
  - Aggregate capacity is calculated based on parcel projected zoning district maximum allowable density, using SF/DU for residentially zoned properties and FAR for mixed-use zoned properties.
  - In the B/I and WDI zoning districts, the BIMC zoning code limits development through bulk controls rather than FAR. In both of these districts, the maximum allowable lot coverage in the Draft Preferred Alternative is 50% (note: for the B/I district, in December 2025, the Planning Commission has recommended increasing lot coverage from 35% to 50%) and the maximum allowable height is 35’. Functionally, this limits development to a structure of 3 stories that takes up 50% of the site, which is equivalent to a 1.5 FAR.
  - The functional maximum floor area ratio for other mixed-use districts is calculated as maximum lot coverage multiplied by the number of floors accommodated within the maximum height with bonus, multiplied by an articulation factor of 0.8. Floor counts assume a 13' ground floor and 10' residential floor-to-floor heights, producing five floors at 55' and four floors at 45'. The articulation factor accounts for the difference between a building envelope and a building. Residential buildings are not developed as full extrusions of the allowable footprint. Where structured or tuck-under parking is provided, the ground floor is typically larger than the residential floors above, and upper floors are articulated to provide light, air, and separation between units – often taking on L-, C-, or O-shapes in plan. Because a full extrusion assumes every floor is built to the maximum allowable coverage, the achievable floor area for a residential building is lower. A factor of 0.8 is a

conservative estimate of the proportion of a full extrusion achievable for residential development at this scale.

| Zoning District | Nominal Max FAR w/ Bonus | Max Lot Coverage | Floors at Max Height | Full Extrusion FAR | Articulation Factor | Functional Max FAR |
|---|---|---|---|---|---|---|
| Core | 3.0 | 100% | 5 | 5.0 | 0.8 | 3.0 |
| Conn. Zone | 1.5 | 35% | 4 | 1.4 | 0.8 | 1.1 |
| FTD | 4.0 | 75% | 5 | 3.75 | 0.8 | 3.0 |
| HSR | 4.0 | 50% | 5 | 2.5 | 0.8 | 2.0 |

- In the Core district the envelope supports a floor area ratio of 4.0 after the articulation factor, which exceeds the nominal maximum of 3.0. The nominal limit governs and no reduction is applied. In the remaining three districts the envelope-derived limit is lower than the nominal limit and governs.
- The articulation factor is not applied in the B/I and WD-I districts. Development in those districts is nonresidential and is typically constructed as a single-story or low-rise structure approximating a full extrusion of the allowable footprint, without the ground floor parking and upper floor articulation that characterize residential development.
- In mixed-use districts the analysis uses a residential/commercial program split between 85/15% and 95/5% (see below table for full assumptions), depending on allowable height and density. This assumes that most new development will be residential and most new commercial program will be ground floor retail, consistent with recent development patterns in Winslow. In districts with greater allowed height and density or more concentration of commercial activity, the commercial percentage is assumed to be higher; in areas with lower density and commercial concentration, it is assumed to be lower.
- The analysis assumes 85% efficiency for Multifamily residential in mixed-use districts, to account for lobbies, hallways, and common spaces, and 850 SF / unit average size.
- The analysis also models a voluntary inclusionary zoning program in the mixed-use zoning districts, based on affordable unit percentage requirements between 20% and 25% at 80% AMI, as directed by the COBI Planning Commission in December 2025 (and confirmed by the City Council in July 2026).
    - Strategic Economics has evaluated mandatory and voluntary inclusionary zoning policies and voluntary density bonus programs in several states. For mandatory inclusionary zoning policies, low-income requirements typically range from 5 to 15%. Voluntary inclusionary programs often provide larger density bonuses for projects providing more inclusionary units (up to and exceeding 25%), but these programs are typically implemented on a sliding scale, where a developer can select an inclusionary percentage and corresponding density bonus that will work for their project.

- Inclusionary programs with higher percentage requirements typically have lower utilization rates because projects typically take a substantial loss on each low-income unit provided.
- Because of this, the State of California requires any jurisdiction instituting a mandatory inclusionary requirement of more than 15% low-income units to prove that it is financially feasible. (AB1505, passed in 2017).
- The extent of FAR bonus provided can help, but only in a circumstance where each unit provides a net benefit to the project. In other words, if inclusionary requirements surpass a threshold at which net revenue per unit becomes negative, then additional density will not provide any benefit to the project.
- For these reasons, this analysis projects relatively low utilization rates, of between 0 and 10% depending on the amount of FAR bonus available in each district for the proposed 20 to 25% inclusionary requirements in Winslow.
- These utilization rates are unchanged from the February 2026 LCA. The inclusionary requirements that drive them – 20% in the Connection Zone and 25% in the Core, FTD, and HSR districts – are unchanged, and the feasibility analysis described above continues to apply. The rates applied here are already at or near the bottom of the projected range, and reflect a finding that in the vast majority of cases, the bonus does not make participation viable at these requirement levels. Because participation is driven primarily by the inclusionary requirement rather than by the size of the bonus, changes in the amount of bonus FAR available are not expected to change utilization materially.
- Two changes in this scenario affect the size of the VIZ bonus in opposite directions. The reductions in base mixed-use FAR in the FTD and HSR districts increase the nominal bonus increment, the difference between the base FAR and the maximum FAR with bonus, which makes participation somewhat more appealing relative to development at base FAR. The reductions in allowable lot coverage decrease the functional maximum bonus FAR, which reduces the additional floor area a project can achieve by participating. On a functional basis the second effect is larger: the achievable increment decreases in the Connection, FTD, and HSR districts and is unchanged in the Core.

- For single-family residential parcels, this analysis assumes an 80% Parcel Efficiency Factor when calculating capacity. This is to account for the fact that BLR methodology aggregates parcel area before calculating capacity.
  - For instance, if there are three existing lots in an R-4.3 district, and each is 14,000 SF, max density for R-4.3 is 10,000 SF / DU, so each of these parcels is at capacity and unable to add an additional unit. But the BLR methodology

would instead aggregate their lot area first (42,000 SF) and then calculate a total capacity of 4 DUs instead of 3 DUs. Conceptually, this assumes perfect lot line adjustment to maximize residential capacity across the subarea.

- While there may be instances where a developer purchases two oversized lots and combines them to create three new lots, practical constraints will limit the efficiency that is achievable. There will be some loss factor that is not accounted for in the BLR methodology. Given that many residential parcels are close to the max density of their zoning district in size, but some are not, this analysis uses 20% as an approximate loss factor.
- (Note that an alternative approach would be to calculate residential density on a parcel-by-parcel basis and then aggregate DU capacity, not residential acreage. The challenge here is technical – performing this operation while accounting for critical area overlays, zoning, and LCA class / likelihood makes the analysis exponentially more complex.)

- For commercial parcels, this analysis accounts for STEP emergency housing bed capacity as a deduction from projected commercial floor area, consistent with Commerce direction that STEP requirements be demonstrated through bed capacity rather than dwelling units. The City's CPP allocation of 83 STEP beds is converted to a 9,130 SF floor area requirement using the new-construction minimum usable floor space standard for multibed rooms under WAC 388-97-2440(2) – 110 SF per bed. This requirement is allocated among the districts in which emergency housing is permitted – Core, FTD, Connection Zone, and HSR – in proportion to each district's projected net commercial floor area. Districts with no net commercial capacity under the Preferred Alternative are excluded from the allocation. The resulting deduction is applied to each district's Total Likely Net Commercial GSF before calculating Total Likely Net Jobs.

| Density and Program Assumptions by Zone | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Zone | Core | FTD | B/I | WDI | Gate | Erick | Mad | Conn. | HSR | Res. |
| Program | % Resi | 85% | 90% | 0% | 0% | N/A | N/A | N/A | 95% | 90% | 100% |
| | % Comm. | 15% | 10% | 100% | 100% | N/A | N/A | N/A | 5% | 10% | 0% |
| Residential | Res. Eff. | 85% | 85% | 85% | 85% | N/A | N/A | N/A | 85% | 85% | N/A |
| | Unit Size | 850 | 850 | 850 | 850 | N/A | N/A | N/A | 850 | 850 | N/A |
| | Parcel Eff. | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A | 80% |
| Demographics | People/DU | 2.22 | 2.22 | 2.22 | 2.22 | N/A | N/A | N/A | 2.22 | 2.22 | 2.45 |
| | Vacancy | 5% | 5% | 5% | 5% | N/A | N/A | N/A | 5% | 5% | 5% |
| | GSF/Job | 400 | 400 | 800 | 800 | N/A | N/A | N/A | 400 | 400 | N/A |
| STEP | GSF/Bed | 110 | 110 | N/A | N/A | N/A | N/A | N/A | 110 | 110 | N/A |

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Voluntary Inclusionary Zoning | Utilization Rate | 0% | 3% | 0% | 0% | N/A | N/A | N/A | 0% | 5% | 0% |
| | % Req. | 25% | 25% | 0% | 0% | N/A | N/A | N/A | 20% | 25% | 0% |

- Step 8.2 – Calculate Net Capacity
- Step 8.3 – Add Pipeline Development to Relevant Zones
- Step 8.4 – Address Capacity for ADUs
    - This analysis uses the COBI BLR methodology Step 8.4 to project ADUs in Winslow residential zones over the 20-year planning period. R-2 zone ADU estimate included in Citywide LCA.

| Zone | Historical Production of ADUs/year | 20-Year Total |
|---|---|---|
| R-4.3 | 1.25 | 22.5 |
| R-3.5 | 0.75 | 15 |
| R-2.9 | 0.125 | 2.5 |
| Total | | 40 |

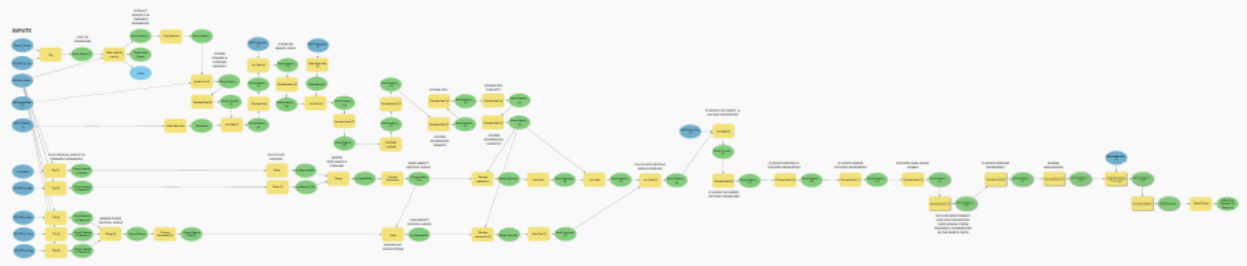
- Step 9 – Calculate Population and Job Capacity

## GIS Source Data Provided by the City of Bainbridge Island:

- Bainbridge Island Parcel Data (EOY 2019)
- Shoreline Polygon (2015)
- Critical Area Data (shared 12/18/25):
    - Streams
    - Wetlands
    - Land Slide Areas
    - Slope Classification
    - Liquefaction Areas
- Winslow Subarea Proposed Boundary (finalized by City 2/3/26)
- Winslow Subarea Proposed Zoning Districts (finalized by City 2/24/26)

## Winslow Full Methodology

The methodology is diagrammed and automated through ModelBuilder in ArcGIS (see screenshot below). By following the flow of operations and clicking into nodes, the process is both transparent and replicable. Once inputs are properly assigned and a file location is assigned for the output Excel file, the entire GIS analysis can be “run” in ArcGIS with no further manual steps.



All inputs to the process are shown as blue ovals. The goal is to automate as much of the process as possible and clearly document all manual adjustments.

Once the ArcGIS model is run, it will output an Excel table with relevant parcel data. This file can be linked into the Winslow Projection Model Excel file, which will then automatically update and show final projection values for the subarea. Cells in light green are input cells, but do not need to be adjusted once the methodology is set. The checkboxes can be turned on and off to see the impact of each zoning district on the total numbers.

## GIS Inputs:

- Parcel Layer
  - Provided by COBI.
  - No manual modifications required.
  - This is the primary layer that is evaluated throughout the analysis.
- Shoreline Polygon
  - Provided by COBI.
  - Used to trim parcel and zoning layers so that area underwater is excluded from all calculations.
- Winslow Subarea Study Boundary
  - Provided by COBI.
  - Used to limit parcel and critical area layers to the study area.
- Winslow Proposed Zoning Map
  - Provided by COBI.
  - Used to assign new zoning designation to parcels.
- Critical Areas – Streams
  - Provided by COBI.
  - Used to generate buffer area based on buffer field in base data.
  - Overlaid with wetlands buffer area to create “High Impact Overlap Area”.
- Critical Areas – Wetlands
  - Provided by COBI.
  - Used to generate buffer area based on buffer field in base data.
  - Overlaid with stream buffer area to create “High Impact Overlap Area”.
- Critical Areas – Slopes
  - Provided by COBI.

    - Overlaid with liquefaction and land slide areas to create “Low Impact Overlap Area”.
- Critical Areas – Liquefaction Areas
    - Provided by COBI.
    - Overlaid with slopes and land slide areas to create “Low Impact Overlap Area”.
- Critical Areas – Land Slides
    - Provided by COBI.
    - Overlaid with slopes and liquefaction areas to create “Low Impact Overlap Area”.
- Property Class Adjustments Table
    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
    - Also sets what property class types are considered underutilized in commercial/mixed-use zones.
- Ownership Adjustments Table
    - Provided by COBI.
    - Table with adjustments to parcel data based on ownership.
    - Primarily used to adjust parcels where property class is incorrect.
- Pipeline Parcels Table
    - Provided by COBI.
    - Table with info on pipeline parcels.
    - Gets automatically processed into the analysis.
- Miscellaneous Parcel Adjustments Table
    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
- Likelihood Formatting
    - ArcGIS symbology file that assigns graphic formatting to the output parcel layer based on assigned “likelihood” field.

## Step-by-Step Methodology:

## GIS Analysis:

1. Input parcel layer is clipped to the shoreline polygon.
2. All parcels inside the Winslow Subarea study boundary are selected.
3. These parcels are then copied out onto their own feature class layer.
4. This new study boundary parcel layer is then Spatial Joined to the new zoning layer to assign a new zoning field to all parcels in the study boundary.
5. The parcel layer then has Join Field applied to merge in Pipeline Parcel designation, proposed DUs (market rate and affordable), existing DUs, proposed commercial area, and existing commercial area.
6. Use Calculate Field to clean up the existing “zoning” field on the parcel data, ensuring that zoning district names are consistent and non-duplicative.

7. Use Join Field to merge in the Ownership Adjustments table information. This reclassifies the property class of certain misidentified parcels.
8. Add Fields to the parcel layer: RES_DENSITY, RES_CAPACITY, FAR, FAR_CAPACITY, LIKELIHOOD, EST_EX_COM (estimated existing commercial area). These are empty fields that will have values assigned later.
9. Use Calculate Field to apply values for EST_EX_COM. The parcel data only includes total floor area (FLR_TOT_SF) and number of dwelling units (NUM_DWELL). In order to estimate existing commercial floor area, we assume 1,000 GSF per DU, so subtract 1,000 * NUM_DWELL from FLR_TOT_SF. Once we move to Excel this value is only brought in for commercial/mixed-use zoned parcels, so isn't utilized for residential parcels.
10. Use Calculate Field to assign RES_DENSITY based on proposed residential zoning district density.
11. Use Calculate Field to assign FAR based on proposed mixed-use zoning district base maximum density.
12. Use Calculate Field to assign FAR_CAPACITY based on parcel Shape_Area * FAR.
13. Use Calculate Field to assign RES_CAPACITY based on parcel Shape_Area / RES_DENSITY.
14. Clip all critical area input layers to the Winslow Subarea boundary.
15. Use Buffer to calculate buffers for streams and wetlands based on appropriate fields within each feature class.
16. Merge stream and wetland buffer areas and dissolve boundaries to create a single High Impact Critical Areas feature class.
17. Merge slopes, liquefaction areas, and landslide areas and dissolve boundaries to create a single Low Impact Critical Areas feature class.
18. Erase High Impact Critical Areas from the Low Impact Critical Areas layer to ensure no duplication of deductions. High impact areas take precedence.
19. Use Tabulate Intersection to calculate the area of both High and Low Impact Critical Areas that overlaps each parcel.
20. Alter Field and Join Field to bring these overlap areas into the parcel layer feature class as new fields called CA_OVERLAP_HIGH and CA_OVERLAP_LOW.
21. Join Field with the Property Class Adjustments input table to add fields to the parcel layer for VACANT or EXCLUDED based on property class.
22. Use Calculate Field to assign EXCLUDED to any parcels that were assigned null NEW_ZONING in the earlier spatial join operation. These are parcels that are predominantly outside of the shoreline boundary, so not suitable for development.
23. Use Calculate Field to assign PARTIALLY_UTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. The two criteria are if RES_CAPACITY / NUM_DWELL >= 2.5 or if FAR_CAPACITY / FLR_TOT_SF >= 4.
    b. This node also assigns a temporary value of 1 to any input fields where the value is 0 or <null> in order to prevent calculation errors.

24. Use Calculate Field to assign UNDERUTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. A parcel meets this criteria if it is considered UNDERUTILIZED_IN_MX per the Property Class Adjustments input table AND it is in a mixed-use, R-14, or R-8 district.
    b. It also meets the criteria if the BLDG_VALUE / LAND_VALUE < 0.5, where it again assign a temporary value of 1 to any input fields where the value is 0 or <null> to prevent calculation errors.
25. Use Calculate Field to assign EXCLUDED to the LCA_CLASS of all parcels that meet the criteria:
    a. Parcels must be in a residential district and have PROP_CLASS = 111 (single-family residential) or BLDG_TYP = DWELL.
    b. RES_CAPACITY / NUM_DWELL must be < 4.
    c. The criteria is met if BLDG_VALUE / LAND_VALUE >= 2.5 or BLDG_VALUE + LAND_VALUE > 1,000,000.
    d. For all input fields the analysis assigns a temporary value of 1 whenever the value is 0 or <null> to prevent calculation errors.
26. Use Calculate Field to assign pipeline properties an LCA_CLASS of PIPELINE.
27. Use Calculate Field to assign LIKELIHOOD based on LCA_CLASS.
28. Use Apply Symbology From Layer to apply preset graphic filters to the output parcel layer:
29. Use Summary Statistics to compile relevant parcel fields for output, grouped by LIKELIHOOD and NEW_ZONING.
30. Use Table to Excel to output the table.

## Excel Analysis:

31. Open the Output table just produced and the Projection Model Excel file.
32. On the Input sheet in the Projection Model, make sure that the Output table file is properly referenced.
33. The Processed Input sheet in the Projection Model should automatically update with all the information from the Output table.
34. On the “Capacity Calcs” sheet in the Projection Model, ensure that all cells shaded light green are correct (these are input cells). All calculations will be done automatically.
35. On the Processed Input sheet, Critical Areas High and Critical Areas Low are the combined overlap area for all parcels in each zoning district. These values are multiplied by the Critical Areas Deduction values in I23 and J23 on the Capacity Calcs sheet, and then subtracted from Total Parcel Area to produce Adjusted Parcel Area.
36. Adjusted Parcel Area is then brought into the Capacity Calcs Sheet as Gross Parcel Area in columns N, AC, and AR, for each Likelihood.
37. Gross Parcel Area is then multiplied by 1 minus the ROW and public facilities deduction factors in cells I24 and I25, to produce Net Parcel Area.

38. In mixed-use zoning districts, Net Parcel Area is then multiplied by (1 minus the voluntary inclusionary zoning Utilization Rate in cels D-M38). The resulting Base GSF Potential is the amount of parcel area that would be theoretically utilized by developers not using the Voluntary Inclusionary Zoning (VIZ) bonus.
39. This Base GSF Potential is multiplied by the Base Mixed Use FAR to determine Base GSF Potential, which is the amount of building area projected to develop without utilizing the VIZ bonus.
40. The Net Parcel Area Developed at Base FAR is subtracted from the Net Parcel Area to get Net Parcel Area Developed at Bonus FAR.
41. This is then multiplied by the Functional Max FAR w/ Bonus (described above) to get Bonus GSF Potential, which is the amount of building area projected to develop using the VIZ bonus.
42. Base GSF Potential and Bonus GSF potential are then each multiplied by the residential/commercial split percentages in D-M30 to determine the amount of each allocated to residential GSF and commercial GSF.
43. Residential GSF Potential and Bonus Residential GSF Potential are then multiplied by the Residential Efficiency loss factor (85%) and then divided by the assumed unit size (850 SF), to produce Gross Potential DUs. This produces Base Residential DUs and Bonus Residential DUs.
44. Bonus Residential DUs are then split into Market Rate and 80% AMI based on the VIZ percentage requirements in D-M39.
45. Existing DUs brought in from the Processed Input sheet are assumed to be market rate, so are then subtracted from the total of Base Residential DUs and Bonus Market Rate DUs to get Net Potential DUs (Market Rate).
46. For residential zoning districts, Gross Potential DUs are calculated by multiplying Gross Parcel Area by the Parcel Efficiency Factor (80%) in M34, and then dividing by the max density (SF/DU) of the zoning district.
47. For residential zoning districts existing DUs are brought in from the Processed Input sheet and subtracted from Base Residential DUs to create Net Potential DUs (Market Rate).
48. Net Potential DUs are then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net DUs (Market Rate) and Likely Net DUs (80% AMI).
49. Commercial GSF Potential is calculated as a function of Total GSF Potential minus Base Residential GSF Potential plus Bonus Residential GSF Potential, which have been previously calculated.
50. Existing Commercial GSF is brought in from the Processed Input sheet and subtracted from Commercial GSF Potential to get Net Potential Commercial GSF.
51. Net Potential Commercial GSF is then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net Commercial GSF.
52. Likely Net Commercial GSF at each likelihood is added together to produce Total Likely Net Commercial GSF by zone, as reported in the Commercial Projections table.

53. For the districts in which emergency housing is permitted, the City's 9,130 SF STEP requirement is deducted from Total Likely Net Commercial GSF, allocated proportionally among the districts with positive Total Likely Net Commercial GSF – Core, FTD, and Connection Zone – to produce Total Remaining Commercial GSF.
54. Total Remaining Commercial GSF is multiplied by the GSF/Job factor per zone to get Total Likely Net Jobs.
55. For Pipeline Parcels, Expected DUs at different affordability levels and Existing DUs are pulled in from the Processed Input sheet to calculate Expected Net DUs.
56. For Pipeline Parcels, Existing Commercial GSF and Expected Commercial GSF and pulled in from the Processed Input sheet to calculate Likely Jobs.
57. Expected ADUs are added using the COBI methodology described above.
58. Likely Net DUs for all likelihoods are added to Expected Net DUs from pipeline parcels and Expected ADUs, to produce Total Likely Net DUs at different affordability levels for the subarea.
59. This is then multiplied by 1 minus assumed vacancy (5%) and expected people/DU to produce Estimated Additional Population.
60. Similarly, Total Likely Net Commercial GSF (post-STEP deduction) and Total Likely Net Jobs, each already summed across likelihoods per zone above, are added to Expected Commercial GSF and Likely Jobs from pipeline parcels to produce subarea-wide totals.

# Appendix

## Appendix A: Property Class Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their property class and to identify which use types are considered “underutilized” when located within a mixed-use district (“UNDERUTILIZED_IN_MX”). The analysis follows BLR guidance except where noted.

| PROP_CLASS | DESCRIPTION | LCA_CLASS | UNDERUTILIZED_IN_MX | NOTES |
|---|---|---|---|---|
| 111 | Single family residence | | YES | |
| 118 | MH - Leased land | | YES | |
| 119 | MH - Real Property | | YES | |
| 121 | 2 living units | | YES | |
| 122 | 3 living units | | YES | |
| 123 | 4 living units | | YES | |
| 131 | 5-9 living units | | | |
| 132 | 10-14 living units | | | |
| 133 | 15-19 living units | | | |
| 134 | 20-29 living units | | | |
| 135 | 30-39 living units | | | |
| 136 | 40-49 living units | | | |
| 137 | 50+ living units | | | |

| | | | | |
|---|---|---|---|---|
| 138 | Retirement apts. | | | |
| 141 | Condo, residential | | | |
| 150 | MH community | | | |
| 160 | Hotels and motels | | | |
| 170 | Institutional lodging | | | |
| 180 | Other residential | | | |
| 183 | Sheds and garages | | YES | |
| 198 | Cabins | | YES | |
| 390 | Public Transit | EXCLUDED | | Per KC BLR Appendix A (not a KC prop code, but in the parcel data). |
| 410 | Railroads | | | |
| 420 | Motor vehicle transport | | | |
| 430 | Aircraft transport | | | |
| 440 | Marine transport | EXCLUDED | | Per KC BLR Appendix A (not in DEIS geography, but assume do not include ferry terminal parcels for dev). |
| 459 | Totally esmt encumbered | EXCLUDED | | Per KC BLR Appendix A. |
| 460 | Parking | | YES | Exclude WA State Ferry parking, include other parking parcels as under-developed in MU zone. |
| 470 | Communications | EXCLUDED | | Per KC BLR Appendix A. |
| 480 | Utilities | EXCLUDED | | Per KC BLR Appendix A. |
| 483 | Water systems | EXCLUDED | | Per KC BLR Appendix A. |
| 485 | Sanitary landfills | EXCLUDED | | Per KC BLR Appendix A. |
| 486 | Stormwater retention | EXCLUDED | | Per KC BLR Appendix A. |
| 489 | State-assessed utilities | EXCLUDED | | Per KC BLR Appendix A. |
| 490 | Other utilities | | | |
| 500 | Boat slip condo | | | |
| 501 | Apartment condo | | | |
| 502 | Parking condo | | | |
| 503 | Warehouse condo | | | |
| 504 | Hangar condo | | | |
| 505 | Retail condo | | | |
| 506 | Office condo | | | |
| 507 | Medical condo | | | |
| 508 | Lodging condo | | | |
| 509 | Other comml condo | | | |
| 530 | Retail, general | | | |

| | | | | |
|---|---|---|---|---|
| 541 | Conv store w/gas pumps | | | |
| 543 | Conv. store w/o gas pumps | | | |
| 545 | Chain-type groceries | | | |
| 550 | Retail, automotive | | | |
| 551 | MH Home sales lot | | | |
| 559 | Auto wrecking yard | | | |
| 580 | Restaurants | | | |
| 581 | Fast food | | | |
| 582 | Tavern | | | |
| 590 | Other retail trade | | | |
| 592 | Community center | | | |
| 593 | Regional center | | | |
| 594 | Retail Mixed Use | | | |
| 611 | Banks | | | |
| 624 | Cemeteries | EXCLUDED | | Per KC BLR Appendix A. |
| 630 | Business services | | | |
| 637 | General warehouse | | | |
| 638 | Mini-warehouse | EXCLUDED | | Per City will exclude self-service storage facility/mini storage parcels from redeveloping because no new mini storage is permitted (BIMC 18.09.020), making existing mini storage particularly valuable. Existing mini storage can expand. |
| 640 | Repair services | | | |
| 651 | Medical/dental offices | | | |
| 653 | Hospitals | | | |
| 656 | Convalescent centers | EXCLUDED | | Per KC BLR Appendix A. |
| 670 | Governmental services | EXCLUDED | | Per KC BLR Appendix A. |
| 680 | Educational services | EXCLUDED | | Per KC BLR Appendix A. |
| 690 | Misc. services | | | |
| 691 | Churches | EXCLUDED | | Per KC BLR Appendix A (One pipeline project is a church property, but church properties are generally excluded). |
| 694 | Office Mixed Use | | | |
| 710 | Cultural activities | EXCLUDED | | Per KC BLR Appendix A. |

| | | | | |
|---|---|---|---|---|
| 720 | Public assembly | EXCLUDED | | COBI Modified for DEIS. |
| 740 | Recreational | EXCLUDED | | COBI Modified for DEIS. |
| 744 | Marina | EXCLUDED | | Per KC BLR Appendix A. |
| 750 | Resorts/group camps | | | |
| 760 | Parks | EXCLUDED | | Per KC BLR Appendix A (Additional Parks Properties added per ownership table below). |
| 790 | Other recreation | | | |
| 810 | Agricultural (not O.S.) | | YES | |
| 822 | Veterinarian services | | | |
| 830 | CU Agriculture | EXCLUDED | | Per KC BLR Appendix A. |
| 840 | Fishing & related svcs | | | |
| 850 | Mining & related svcs | | | |
| 880 | Forest land | | YES | |
| 910 | Undeveloped land | VACANT | | Per KC BLR Appendix A (except ravine parcels - recoded 999 - see amendments to prop classes table). |
| 911 | Common area | EXCLUDED | | Per KC BLR Appendix A. |
| 930 | Water areas | | | |
| 939 | Tidelands | EXCLUDED | | Per KC BLR Appendix A. |
| 940 | CU Open Space | EXCLUDED | | Per KC BLR Appendix A. |
| 950 | Forest land (partial) | EXCLUDED | | Per KC BLR Appendix A. |
| 990 | Other undev. land | VACANT | | Per KC BLR Appendix A. |
| 999 | New parcel - temporary | EXCLUDED | | COBI Modified for DEIS. |

# Appendix B: Ownership Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their ownership (listed under field “NAME”). The analysis follows BLR guidance except where noted.

| NAME | NEW_PROP_ CLASS_PRELIM | NEW_PROP_ CLASS_TYPE | NOTES |
|---|---|---|---|
| BAINBRIDGE ISLAND CITY OF | 999 | Excluded | Same as in Citywide LCA. Current parcels are various excluded Property Classes, **EXCEPT** that parcel 272502-3-028-2006 should remain Prop Class 111 and parcel 222502-4-006-2005 should remain as class 910 and be analyzed; AND that parcel 262502-3-100-2008 is the 1st of 2 pipeline parcels for City 625 affordable housing project. |
| CITY OF BAINBRIDGE ISLAND | 999 | Excluded | Same as in Citywide LCA. Current parcels are various excluded Property Classes, **EXCEPT** that 262502-3-101-2007 is the 2nd pipeline parcel for City 625 affordable housing project. |
| BAINBRIDGE ISLAND METRO PARK & REC | 760 | Parks | |
| BAINBRIDGE ISLAND METRO PARK & REC DIST | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PARK | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PARK & | 760 | Parks | |
| BAINBRIDGE ISLAND METROPOLITAN PK & REC DIST | 760 | Parks | |
| DEPARTMENT OF TRANSPORTATION | 999 | Excluded | |
| ISLAND GATEWAY LLC | 999 | Excluded | Ravine parcel that will not develop. |
| KITSAP COUNTY TIDELANDS | 939 | Tidelands | |
| KITSAP TRANSIT | 390 | Public Transit | |
| KITSAP TRANSIT & CITY OF BAINBRIDGE ISLAND | 390 | Public Transit | |
| NOVLEX LLC | 999 | Excluded | Ravine parcel that will not develop. |
| WASHINGTON STATE FERRIES | 440 | Marine Transport | |

| | | | |
|---|---|---|---|
| WASHINGTON STATE FERRY | 440 | Marine Transport | |
| WINSLOW MARINE LLC | 999 | Excluded | Ravine parcels that will not develop. |
| ISLANDER RESIDENTS ASSOC | 999 | Excluded | Trailer Park that is collectively owned by its residents, and all unused FAR (under current code) has been "transferred" off of property. |

# Appendix C: Pipeline Parcels

Pipeline Parcels are parcels identified by COBI that are far enough along in the permitting process that their anticipated size and composition is known and they are considered very likely to be built. The table identifies both the number of market rate (“M”) and <80% AMI affordable (“A”) units proposed.

| ACCT_NO | PIPELINE_DU_M | PIPELINE_DU_A | PIPELINE | NOTES |
|---|---|---|---|---|
| 262502-3-100-2008 | 0 | 90 | Y | 625 Winslow Way |
| 262502-3-101-2007 | 0 | | Y | 625 Winslow Way (DU included above) |
| 262502-2-129-2007 | 67 | 13 | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 262502-2-036-2009 | 0 | | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 262502-2-104-2006 | 0 | | Y | The Oliver Apartments (formerly Wyatt & Madison) |
| 232502-3-092-2001 | 42 | 31 | Y | Wintergreen Townhomes |
| 5715-000-074-0006 | 0 | | Y | Wintergreen Townhomes; ACCT_NO updated to match county records. |
| 262502-2-066-2002 | 0 | 18 | Y | HRB Ericksen apartments |
| 272502-2-002-2008 | 0 | 22 | Y | Finch Green affordable housing project (at Bethany Lutheran Church, is now within a WSP boundary recommended to expand a little west, Will use a "religious properties" density bonus for affordable housing program, BIMC 18.21.050 |
| 272502-2-039-2005 | 0 | | Y | |
| 272502-4-021-2001 | 1 | | Y | SFR completed 2022 |
| 272502-1-178-2008 | 1 | | Y | SFR completed 2021 |
| 8540-000-004-0006 | 1 | | Y | 1 SFR completed 23/24 |
| 262502-3-157-2000 | 1 | | Y | 1 additional DU under construction |
| 272502-4-071-2000 | 1 | | Y | 1 additional DU under construction |

# Appendix D: Miscellaneous Parcel Adjustments Table

Parcel Property Class fields are adjusted to account for specific conditions on a small number of parcels.

| ACCT_NO | NEW_PROP_CLASS | NOTES |
|---|---|---|
| 272502-3-028-2006 | 111 | Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |
| 222502-4-006-2005 | 910 | Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |
| 262502-3-150-2007 | 460 | Most parcels owned by Winslow Marine LLC are ravine parcels that are excluded. This one is a parking lot that may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified. |

# Potential Interim Control Comparison Key Items

| Topic | Current BIMC | | | Council July 14 Direction | Interim BIMC (Based on Feb LCA submitted to commerce) |
|---|---|---|---|---|---|
| Zoning boundaries | Current Zoning Map | | | New Zoning Map | New Zoning Map |
| **Base Residential Floor Area Ratio (FAR)** | | | | | |
| *Central Core Zone* | 0.4 | | | 0.4 | 1.0 |
| *Connection Zone* | 0.4 | 0.3 | 0.5 | 0.5 | 0.5 |
| *Ferry Terminal District Zone* | 0.4 | | | 0.6 | 1.0 |
| *High School Road Zone* | 0.3 | | | 0.5 | 1.0 |
| **Maximum Bonus Floor Area Ratio (FAR) for Affordable Housing (Voluntary, Mandatory Inclusionary Zoning or 100% Affordable Housing)** | | | | | |
| *Central Core Zone* | 1.0 | | | 3.0 | 3.0 |
| *Connection Zone* | 0.6 | 0.6 | 1.0 | 1.5 | 1.5 |
| *Ferry Terminal District Zone* | 1.1 | | | 4.0 | 4.0 |
| *High School Road Zone* | .6 | | | 4.0 | 4.0 |
| **Base Mixed Use Floor Area Ratio (FAR)** | | | | | |
| *Central Core Zone* | 1.0 | | | 1.0 | 1.0 |
| *Connection Zone* | 0.5 | 0.5 | 0.5 | 0.5 | 0.5 |
| *Ferry Terminal District Zone* | 0.5 | | | 0.7 | 1.0 |
| *High School Road Zone* | 0.3 | | | 0.6 | 1.0 |
| **Bonus Mixed Use Floor Area Ratio (FAR)** | | | | | |
| *Central Core Zone* | 1.5 | | | 3.0 | 3.0 |
| *Connection Zone* | 1.0 | 0.9 | 1.0 | 1.5 | 1.5 |
| *Ferry Terminal District Zone* | 1.2 | | | 4.0 | 4.0 |
| *High School Road Zone* | 0.9 | | | 4.0 | 4.0 |
| **Lot Coverage** | | | | | |
| *Central Core Zone* | 100% | | | 100% | 100% |
| *Connection Zone* | 35% | 35% | 35% | 35% | 60% |
| *Ferry Terminal District Zone* | 75% | | | 75% | 100% |
| *High School Road Zone* | 50% | | | 50% | 75% |
| **Base Max Height** | | | | | |
| *Central Core Zone* | 35 ft | | | 35 ft | 35 ft |
| *Connection Zone* | 25 ft | 25 ft | 35 ft | 25 ft | 25 ft |
| *Ferry Terminal District Zone* | 35 ft | | | 35 ft | 35 ft |
| *High School Road Zone* | 35 ft | | | 35 ft | 35 ft |
| **Bonus Max Height if meeting Affordable Housing and tuck under parking provisions** | | | | | |
| *Central Core Zone* | 45 ft | | | 55 ft | 55 ft |
| *Connection Zone* | 35 ft | 35 ft | 45 ft | 45 ft | 45 ft |
| *Ferry Terminal District Zone* | 45 ft | | | 55 ft | 55 ft |
| *High School Road Zone* | 45 ft | | | 55 ft | 55 ft |

**Note:** The Connection Zone is comprised of the Madison Avenue, Erickson Avenue and Gateway overlays in the current development regulations.