



**Steering Committee -
Winslow Subarea Plan Update &
Comprehensive Plan Periodic Review
December 14, 2023
3:30 – 5:00 PM
City Council Conference Room, 280 Madison Ave N
Bainbridge Island, WA 98110**

Meeting of the Steering Committee Overseeing the
Winslow Subarea Plan Update and the Comprehensive Plan Periodic Review

December 14, 2023

City Council Conference Room

<https://bainbridgewa.zoom.us/j/85074579238>

This meeting will be recorded

AGENDA

Welcome/Roles and Meeting Ground Rules/ November Meeting Notes

Meeting Topics:

- Report out on Comprehensive Plan Scoping
 - Report out on Expanded EIS Scoping
- Exploring Alternatives Concepts: addressing new state laws and requirements
 - HB 1110, 1337 and 1042
- Work Plan Milestones for Both Projects – First Quarter 2024
 - Community engagement events
- Next Meeting Agenda

**For special accommodations, please contact Planning & Community
Development 206-780-3750 or at pcd@bainbridgewa.gov**



Meeting of the Steering Committee Overseeing the Winslow Subarea Plan Update and the
Comprehensive Plan Periodic Review

Thursday, November 9th, 2023

3:30 – 5:00 PM

Participants: Council members Jon Quitslund and Leslie Schneider; Planning Commissioners Sarah Blossom, Sean Sullivan, and Ashley Matthews; Planning Director Patty Charnas; Senior Planners Jennifer Sutton, and Peter Best; Facilitators Linda Paralez, and Matty Dunham.

Meeting Agenda:

- Welcome and overview of the ground rules and role of the Steering Committee.
- Brief Follow-Up on Placemaking Concepts for both projects.
- Housing Action Plan – applying ‘low hanging fruit’ actions in developing both plans.
 - Actions local government can take.
- Review Updated Work Plans
 - Community engagement events
- Next Meeting Agenda

Follow Up on Placemaking Concepts:

Steering Committee members discussed the role of placemaking within the processes of the Winslow Subarea Plan and the Comprehensive Plan. Staff noted existing placemaking policies in the Comprehensive Plan (CUL 1.6 and 1.7) and glossary definition for placemaking. The practical application of placemaking principles will occur during the amendments to both projects' code and policy stages. Additionally, Steering Committee members expressed interest in scheduling a walkthrough of Winslow Way to explore the concept of placemaking further.

Housing Action Plan Overview:

A document was presented outlining actions from the Housing Action Plan (HAP) that could be considered for implementation during the Winslow Subarea Plan Update and Comprehensive Plan Periodic Review projects. Per House Bill 1220, the City of Bainbridge Island is mandated to adopt a plan that shows an ability to accommodate housing targets across all income levels.

Staff presented a more detailed account of selected actions from the HAP and discussed each at length with the Steering Committee. At particular points in the agenda, staff illuminated where and when HAP implementation could occur. Because the Steering Committee is advisory, decisions on a policy level will formally occur at City Council.

These notes refer reader specifically to the documents discussed at length, attached to this document.

Discussion on Updated Work Plans:



The public scoping process for the Comprehensive Plan and for the Expanded, Integrated Environmental Impact Statement will be brought to the Steering Committee's next monthly meeting for review and discussion.

Upcoming Agenda Items <i>(Dates Tentative)</i>	
Steering Committee Meeting Date	Topics for Consideration
	Integrating new state law requirements that go into effect 2025
	Alternatives Outside Winslow for Comprehensive Plan
	Draft EIS
	Preferred Alternatives
	Goals, Policies and Code Amendments
	Subarea Plan

MEMORANDUM

Date: November 9, 2023
To: Steering Committee- Updates to the Winslow Subarea Plan & Comprehensive Plan
From: Patty Charnas, Director
Subject: Housing Action Plan Implementation Considerations

I. HOUSING ACTION PLAN IMPLEMENTATION

On May 25, 2023, the Planning Commission made unanimous recommendations to the City Council regarding future work to implement and monitor the Housing Action Plan (HAP). On June 27, 2023, the City Council unanimously approved the [HAP](#) and agreed with the Commission's recommendations regarding implementation.

The City Council directed staff to prepare a memo for the Steering Committee for the Winslow Subarea Plan Update and the Comprehensive Plan Periodic Update that:

- Identifies the specific actions within the HAP that can be addressed during these plan updates.
- Describes in greater detail how the plan updates could achieve the recommended actions.

The following table excerpts from HAP Table 5.2 (Detailed Implementation Plan, page 135) actions that can be considered during the Winslow Subarea Plan Update and the Comprehensive Plan Periodic Update. The blue shaded cells are from the final HAP. Staff provides updated considerations for Steering Committee awareness and discussion. and the unshaded cells include additional detailed notes from staff.

We also provide Appendix F from the Kitsap Countywide Housing Policies, outlining the 2044 Housing Allocations by income level, as required by House Bill 1220. The appendix is included for reference, as several HAP actions related to the requirements of House Bill 1220.

Appendix F: Housing Allocation Through 2044

The purpose of these housing allocations is for jurisdictions to provide capacity for housing and to remove barriers to developing housing. This table lists the housing units needed for each income level, as defined by the percentage of Area Median Income.

			Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing** Needs (Temporary)
			0 – 30%							
		Total	Non- PSH*	PSH	>30- 50%	>50- 80%	>80- 100%	>100- 120%	>120%	
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	7,335	21,046	13,531	7,815	18,450	153
	Allocation (2020- 2044)	14,498	2,768	1,214	2,376	1,996	1,028	1,012	4,103	612
Bainbridge Island city	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578	0
	Allocation (2020- 2044)	1,977	377	166	324	272	140	138	560	83
Bremerton city	Estimated Housing Supply (2020)	18,351	1,346	106	3,030	8,960	2,496	879	1,534	316
	Allocation (2020- 2044)	9,556	1,824	800	1,566	1,316	678	667	2,705	403
Port Orchard city	Estimated Housing Supply (2020)	6,209	288	0	619	2,051	1,246	717	1,288	11
	Allocation (2020- 2044)	4,943	944	414	810	680	351	345	1,399	209
Poulsbo city	Estimated Housing Supply (2020)	5,116	356	0	422	1,062	915	594	1,767	1
	Allocation (2020- 2044)	1,977	377	166	324	272	140	138	560	83

*"Permanent supportive housing" (PSH) is subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be

Excerpts from HAP Table 5.2 Detailed Implementation Plan

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
Action 1.1. Add improvements to the Multifamily Tax Exemption Program to increase program use including expanding the levels of income served (including low to moderate income level households).	Related to WSP. CP: This action is related to Policy HO 4.4 (<i>Partner with the for-profit sector to create affordable housing through the targeted use of the multifamily property tax exemptions in designated centers.</i>)	Medium (Continuing Work)	COBI Planning	Minimal	\$	Medium
	Staff Note: The City's new 12 and 20 year MFTE programs (BIMC Chapter 3.63) applies in the Winslow and Lynwood Center NC areas, and limits projects to those providing units at or below low income, 80% AMI. State MFTE regulations for the 12-year program allow affordable units for households up to 115% AMI. The City could expand the program by increasing the income level for the 12-year program to apply to those moderate-income households.					
Action 1.3. Revise the existing voluntary inclusionary housing policy that includes an affordable housing density bonus to promote greater program usage; evaluate a mandatory program.	Related to WSP. CP: This action is related to Policy HO 6.2 (<i>pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives.</i>)	Medium (Continuing Work)	COBI Planning, City Council	Moderate	\$-\$\$	Medium
	Staff Note: The City previously studied why the current voluntary program, which applies in different ways citywide, hasn't been successful (BIMC 18.21 , 18.12.030.E). The WSP update is exploring development standard modifications (e.g., parking, density), including how an inclusionary housing program could be structured to work in Winslow. Planning for housing units below middle-income levels is a requirement of HB 1220, and whatever affordable units are not accommodated in Winslow must be accommodated outside Winslow.					
Action 2.2. Dedicate surplus city-owned land for supported affordable housing development.	Related to WSP. CP: This action is related to Policy HO 4.3 (<i>Partner with non-profit or for-profit housing sectors to create new multifamily housing in designated centers including a significant percentage of affordable housing through the joint or exclusive use of surplus publicly owned property.</i>) This action also is connected to Policy HO 9.5 (<i>Consider the options for making City-owned land or air-space available through long-term leases or other mechanisms for the purpose of creating income-qualified housing and support other public entities that wish to use publicly owned land for this purpose. Take into consideration however, the full range of uses that City-owned properties may serve over the long-term.</i>)	Long (Stretch)	COBI Planning, City Council, possibly involve nonprofits and Kitsap County	Intensive	\$\$\$	Medium
	Staff Note: This action is already supported by the existing Comprehensive Plan (above). There are a few City-owned properties within the greater Winslow area that have or could be evaluated for affordable housing development. The City had worked on a mixed income development at the Suzuki property that was stopped during the COVID -19 pandemic. The City is currently evaluating how the (soon to be vacant) police station property should be utilized, including a development with affordable housing. Through these planning efforts, the City could identify specific properties to surplus for housing development. Other public agencies may also have property they would be willing to surplus for the production of affordable housing.					

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
Action 3.1. Identify anti-displacement policies suitable for Bainbridge Island that would help reduce the displacement of existing low to moderate income households.	Required by HB 1220 (relates to Policy HO-7). This action promotes Policy HO 7.3 (<i>Explore measures and the merits of source-of-income discrimination controls</i>).	Short (Continuing Work to Stretch)	COBI Planning	Moderate	\$	N/A
	Staff Note: WA State Dept. of Commerce has produced guidance on adding anti-displacement policies. Such policies and regulations are required during these updates.					
Action 4.1. Create partnerships with employers and local businesses to provide worker housing and work with the Chamber to identify scale and needs for the workforce. Monitor and consider options for scaling up effective worker housing initiatives and provide guidance for businesses on housing practices.	Related to WSP. CP: This action is related to CP Goal EC-5 (<i>Provide a variety of affordable housing choices so that more people who work on Bainbridge Island can live here</i>) and Policy HO 3.4.	Medium (Quick Win)	Local employers, Bainbridge Chamber	Minimal to Moderate	\$	Low
	Staff Note: The business community, specifically the Chamber of Commerce, is an active participant in the work to update both plans, but City staff has not yet begun to work on this specific action. At a minimum, the city could make clear that mixed use development (residential/commercial space on the same property) is allowed in more places and increase the proportion of residential space allowed in mixed use developments. Both plans and zoning regulations will need to comply with HB-1042, to allow a one-time 50% residential density bonus during the internal renovation/alteration of any existing residential or commercial building. The City compliance deadline on HB 1042 is 6/30/2025. This could be implemented in many creative ways in partnership with local business and building owners to create affordable and workforce housing.					
Action 4.2. Update code to support a broader diversity of unique small housing options.	Related to WSP. CP: This action is related to Policy HO-6 (<i>Develop standards to encourage development of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development such as tiny houses, micro units and cottage housing.</i>) This action also relates to Policy HO 5.3 (<i>Support water-based (live-aboard) housing as a viable component of the present and future housing stock of Bainbridge Island, subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.</i>)	Short (Quick Win)	COBI Planning	Minimal	\$	Medium

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
	Staff Note: The WSP project is proposing alternatives that would modify zoning boundaries and increase densities throughout the mixed use and residential areas in Winslow to increase the number of multifamily units and “middle housing”. Changing the residential density calculation method from dwelling units per acre (DU/Ac) to floor area ratio (FAR) in residential zones within designated centers (as proposed in different areas in WSP Alternatives 2 and 3), would expand the opportunity to include small housing options within already allowed building forms. At this time, the City’s regulations do not clearly define “microunits”; adding these types of units to the City’s multifamily regulations can be addressed as part of both projects. Modifying shoreline regulations to allow more liveaboard spaces within marinas could be completed during a future Shoreline Master Program update. Regulations to comply with HB 1042 (see discussion above) could increase the number of apartment, condominium, and other middle-housing building types.					
Action 5.1. Implement a middle housing code update to encourage duplexes, triplexes, and quadplexes.	Related to WSP. CP: This action is related to Goal HO-3 (housing diversity).	Medium (Stretch)	COBI Planning	Moderate	\$-\$\$	Medium
	Staff Note: The WSP project is proposing alternatives that would modify zoning boundaries and increase densities and modifying development standards throughout the mixed use and residential areas in Winslow to increase the number of multifamily units and “middle housing”. Changing the residential density calculation method from dwelling units per acre (DU/Ac) to floor area ratio (FAR) in residential zones within designated centers would expand the opportunity to include multiple housing units within already allowed building forms. Regulations to comply with HB 1042 (see discussion above) will allow existing buildings to add units within existing commercial and residential buildings, and could increase the number of apartments, condominiums, and other middle-housing building types.					
Action 5.2. Ease the process for conversion of single dwelling units into subdivided multiple dwellings (i.e., duplexes) and study adaptive reuse opportunities on Bainbridge.	Related to WSP. CP: This action is related to Policy HO 3.1, encouraging innovative zoning regulations that increase the variety of housing types and choices to a range of household size and incomes that is compatible with existing neighborhoods.	Medium (Quick Win)	COBI Planning, City Council	Moderate	\$-\$\$	Low
	Staff Note: At this time, converting a single-family home into multiple units would require a minor Site Plan Review (excepting adding an accessory dwelling unit). The city could modify regulations to eliminate the requirement for a land use permit, and only require a building permit, assuming any parking and utility requirements can be met. The City could discuss if such regulations could apply similarly across the city, or if variation would be desired inside or outside of Winslow. Implementing this action will be required by HB-1042 (see discussion above).					
Action 6.1 Make the Housing Design Demonstration Program	This action is related to Policy HO 3.1. This action is also Policy HO 6.3 (mentioning the need to maintain an innovative housing program).	Short (Quick Win to Stretch)	COBI Planning, Council	Minimal	\$	Low to Medium

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
permanent, not subject to replacement.	Staff Note: This program (BIMC 2.16.020.S) applies only in the greater Winslow area, not Citywide. As the program was extended over the years, it was reduced and modified to be a de facto affordable housing program by requiring 50% affordable housing in exchange for bonus density. Green building certification is also required. The need for this program, or whether it should apply in other areas of the Island, should be reconsidered as the City adopts additional affordable housing programs and tools.					
Action 6.2 Explore regulatory changes to encourage co-locating housing with other complementary development and uses (e.g., religious facilities).	Related to WSP. CP: This action is related to Policy HO 3.1, encouraging innovative zoning regulations that increase the variety of housing types and choices to a range of household size and incomes that is compatible with existing neighborhoods.	Medium (Quick Win)	COBI Planning, City Council	Minimal	\$	Low
	Staff Note: The City's development code could be updated through one or both projects to expand what is allowed as "mixed use development"- having non-residential and residential uses on the same property, so that non-residential uses that may exist or be built outside of mixed use zones (e.g., schools, healthcare) could add or include housing. Currently mixed use development isn't allowed outside of the Mixed Use Town Center, HS Road, and NC zones. All other regulations (e.g., critical areas, utility/ wastewater requirements) would continue to apply. Outside of sewer service areas, septic requirements would limit feasibility for adding new development. In 2022, the city approved regulations to allow affordable housing to be developed on properties owned by religious organizations. Implementing this action will be partially required by HB-1042 (see discussion above), for commercial and residential buildings.					
Action 7.1. Add an allowance for up to one detached and one attached Accessory Dwelling Unit on a single property. Remove or reduce regulatory and fee related constraints for Accessory Dwelling Units.	Related to WSP. CP: This action is related to Policy 4.6 (<i>Allow accessory dwelling units in all residential zones, except at Point Monroe, the Sandspit (R6). Review and revise regulations as appropriate to create reasonable flexibility regarding development standards including lot coverage, setbacks, parking requirements and Health District requirements for water and sewage.</i>)	Medium (Continuing Work)	COBI Planning, City Council	Minimal	\$	Low to Medium
	Staff Note: The City's development code could be updated through one or both projects to add this allowance, including as it would relate to HB-1042 (see discussion above). All other regulations (e.g., critical areas, utility requirements) would continue to apply. Outside of sewer service areas, septic requirements would continue to limit where ADU's can be constructed.					
Action 7.3. Adopt cottage housing code by allowing development of multiple units per parcel.	Related to WSP. CP: This action is related to Goal HO-3 (housing diversity).	Medium (Continuing Work)	COBI Planning	Minimal	\$-\$\$	Low
	Staff Note: The City's development code could be updated through one or both projects to enable cottage housing. Cottage housing is generally developed at a density of 10+ units per acre. Related to the WSP update, cottage housing would not be an efficient use of land in areas where higher density multifamily development is desired, but outside of those areas it may be appropriate. All other regulations (e.g., critical areas, utility/ wastewater requirements) would continue to apply.					
Action 7.4. Identify barriers and opportunities for tiny home development on	This action is related to Goal HO-3 (housing diversity).	Short (Continuing Work)	COBI Planning	Minimal	\$	Low

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
foundations and tiny home villages and evaluate best practices for tiny homes on wheels.	Staff Note: Similar to cottage housing, the City’s development code could be updated through one or both projects to enable tiny homes and tiny home villages. Tiny homes could be reviewed together with changes to ADU regulations (see above). Related to the WSP update, tiny homes and villages would not be an efficient use of land in areas where high-density multifamily development is desired, but outside of those areas it may be appropriate. All other regulations (e.g., critical areas, utility/ wastewater requirements) would continue to apply. Separately, the City could consider whether tiny home village (s) could/should be considered to meet emergency/ transitional and/or extremely low income housing requirements of HB 1220. See Action 8.1 below.					
Action 8.1. Review and refine definitions in code related to transitional housing, occupancy intensity of use, and spacing and identify potential ways to increase in the supply of emergency housing.	Required by HB 1220.	Short (Quick Win)	COBI Planning	Minimal	\$-\$	N/A
	Staff Note: The City’s development code needs to be updated to separately define and regulate “emergency housing” and “permanent supportive housing”. The City must plan to meet the housing requirements of HB 1220 through the updates to both plans, including meet emergency/transitional housing (minimum 83 persons) and extremely low income (0-30% AMI, 543 persons, 166 with permanent supportive housing) housing needs. For comparison purposes only, the existing hotel on High School Road has 54 rooms and the existing hotel on Hildebrand Road has 45 rooms.					
Action 9.1. Increase residential density in Designated Centers with sewer infrastructure (existing or planned).	Directly related to WSP. CP: This action is related to Policies HO 4.1 (<i>encourage new multifamily housing in a variety of sizes and forms in designated centers</i>) and HO 3.7 (<i>Expand opportunities for infill in the residential neighborhoods of the Winslow Subarea Plan study area and the Neighborhood Centers.</i>)	Long (Stretch)	COBI Planning	Intensive	\$	Low to High
	Staff Note: The two action alternatives for the Winslow Subarea Plan increase residential density in different ways in the greater Winslow area. There is sewer service in the Lynwood Center NC area, but additional connections are not available at this time. Additional and new sewer capacity for the Designated Centers could be discussed through the capital facilities planning process.					
Action 9.2. Use tax increment financing (TIF) in Designated Centers to fund infrastructure upgrades and fund affordable housing.	Related to WSP. CP: This action is related to Policies HO 4.1 and HO 3.7.	Long (Stretch)	COBI Planning, City Council	Intensive	\$\$	Medium
	Staff Note: Since the new TIF law allows funds to be used for infrastructure as well as to support the production of affordable housing, the City can explore where infrastructure improvements should be added to support housing development as part of “Implementation” work for the updated Winslow Subarea Plan.					
Action 9.3. Evaluate parking requirements to support	Related to WSP. CP: This action is related to Policy 4.5.	Short (Quick Win)	COBI Planning	Minimal	\$	Low to Medium

Implementation of Actions	Notes on current Comprehensive Plan (CP) consistency, 2024 CP Periodic Update, Winslow Subarea Plan (WSP) Update	Timeframe	Who	City Staff Resources	Costs	Housing Production
workforce housing near ferry terminal and in the greater Winslow area, and Neighborhood Center (NC) areas.	Staff Note: The project to update the WSP is evaluating how to reduce parking requirements for different uses throughout the greater Winslow area. City staff are planning to bring forward “implementation” regulations together with updates to the WSP for parallel legislative review. HB-1042 (see discussion above), which promotes conversion of existing building area to residences, limits parking requirements for such conversions					



CITY OF BAINBRIDGE ISLAND

2023 MEDIAN INCOME LIMITS BY HOUSEHOLD SIZE

BREMERTON-SILVERDALE MSA (HUD)

Maximum Gross Income Limits by Category (BIMC 18.21.020)	Household Size							
	1	2	3	4	5	6	7	8
100% of Median Household Income	\$79,450	\$90,800	\$102,150	\$113,500	\$122,580	\$131,660	\$140,740	\$149,820
Extremely Low Income: ≤ 30% of Median Household Income	\$22,900	\$26,150	\$29,400	\$32,650	\$35,300	\$40,280	\$45,420	\$50,560
Very Low Income: 31% - 50% of Median Household Income	\$38,150	\$43,600	\$49,050	\$54,450	\$58,850	\$63,200	\$67,550	\$71,900
Low Income: 51% - 80% of Median Household Income	\$61,000	\$69,700	\$78,400	\$87,100	\$94,100	\$101,050	\$108,050	\$115,000
Moderate Income: 81% - 95% of Median Household Income	\$75,480	\$86,260	\$97,040	\$107,830	\$116,450	\$125,080	\$133,700	\$142,330
Middle Income: 96% - 120% of Median Household Income	\$95,340	\$108,960	\$122,580	\$136,200	\$147,100	\$157,990	\$168,890	\$179,780

Winslow Subarea Plan &
Comprehensive Plan

Steering Committee Meeting



Ground Rules

Work at the right altitude - stay at a high-level.

Prepare for meetings and set agendas.

Respect the views of others, be curious and appreciate other's views and recommendations.

Make sure everyone gets to contribute or speak.

Accept constructive criticism gracefully.

Shared responsibilities and workloads.

Co-operate and compromise - be generous and inspiring.

Limit jargon and acronyms.

Meet deadlines and keep records.

Respect the ground rules and the purpose of the Steering Committee.

Role of the Steering Committee

- Review and provide feedback on public engagement plans
- Provide recommendations on public outreach and community engagement events
- Provide recommendations concerning deliverables, work plan, and schedule
- Assist staff and consultant team in maintaining community perspective and identify priority issues and outcomes
- Assist staff with monitoring budget and cost containment
- Report meeting summaries and project activities to respective council or commission, including periodically to advisory boards and committees
- Provide periodic reports to the broader community on steering committee work
- Apply an equity lens consistent with the GARE's racial equity assessment and climate lens to all project work, activities, and outcomes