



**CITY COUNCIL STUDY SESSION
TUESDAY, DECEMBER 2, 2025**

COUNCIL CHAMBERS
280 MADISON AVENUE NORTH
BAINBRIDGE ISLAND, WA

AND

REMOTE MEETING ON ZOOM
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/92947338351](https://bainbridgewa.zoom.us/j/92947338351)
OR TELEPHONE: US: +1 253 215 8782
WEBINAR ID: 929 4733 8351

AGENDA

1. **CALL TO ORDER / ROLL CALL - 6:00 PM**
2. **APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE - 6:05 PM**
3. **REGULAR BUSINESS**
 - 3.A **(6:10 PM) Receive Presentation and Update on the Wastewater Beneficial Re-Use Project and Other Groundwater Management Work - Public Works**, 30 Minutes
[WW Ben Reuse_GWMP Update.pptx](#)
 - 3.B **(6:40 PM) Strategies for Subsidized Affordable Housing Production**, 30 Minutes
[Presentation Affordable Housing_CC_12-2-25.pdf](#)
[Affordable Housing One Pager.pdf](#)
[CPP vs Pipeline AH Table.pdf](#)
 - 3.C **(7:10 PM) Consider the Use of Automated Traffic Safety Cameras for the Enforcement of Certain Traffic Violations - Police**, 30 Minutes
[Ferry Line Proof of Concept Memorandum.pdf](#)
[Automated Traffic Safety Cameras.pdf](#)
4. **COMMITTEE REPORTS - 7:40 PM**
5. **ADJOURNMENT - 7:50 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and

access, and scenic and winding roads supporting all forms of transportation.

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

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

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

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

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

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

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



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



City Council Study Session Agenda Bill

MEETING DATE: December 2, 2025

ESTIMATED TIME: 30 Minutes

AGENDA ITEM:

(6:10 PM) Receive Presentation and Update on the Wastewater Beneficial Re-Use Project and Other Groundwater Management Work - Public Works,

SUMMARY: On October 21, 2025, the City Council received a presentation on the draft Groundwater Management Plan Peer Review. As part of that discussion, the Council expressed interest in the City's efforts related to groundwater recharge.

Following up from that discussion, as part of this agenda item, City staff will present a re-cap and update on the Wastewater Beneficial Re-Use project, as well as other groundwater management actions including the Manzanita recharge project, the Water System Business Plan and the Groundwater Management Plan.

AGENDA CATEGORY: Presentation

PROPOSED BY: Public Works

RECOMMENDED MOTION:

Presentation only.

COMMUNITY ENGAGEMENT AND OUTREACH:

None planned at this time.

FISCAL IMPACT:

Amount:	N/A
Ongoing Cost:	N/A
One-Time Cost:	N/A
Included in Current Budget?	true

BACKGROUND: The wastewater beneficial re-use study was funded by the City Council with American Rescue Plan Act (ARPA) funding in fall 2021. The first phase of this effort, presented to the City Council on November 15, 2022, resulted in identification of potential sources and uses of reclaimed water. The second phase of this effort built upon that preliminary work by further evaluating the technical feasibility of two reclaimed water system options.

A third phase of work, which would include continued analysis of groundwater recharge opportunities, will be ongoing in 2026.

ATTACHMENTS:

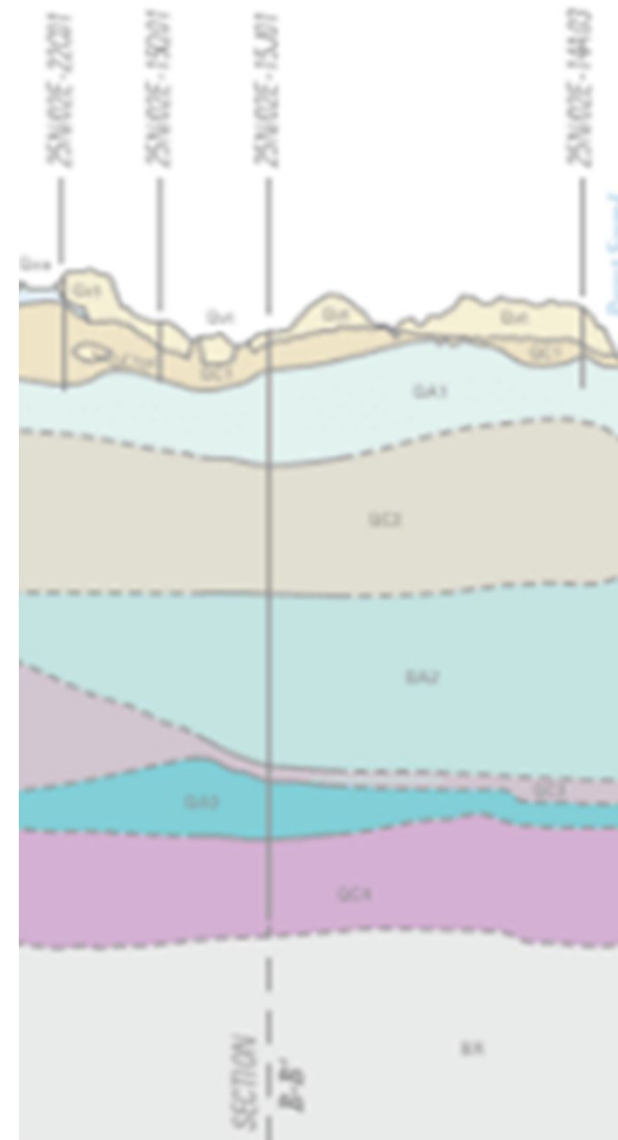
[WW Ben Reuse_GWMP Update.pptx](#)

Wastewater Beneficial Re- use/Recharge Project Re-cap and Update

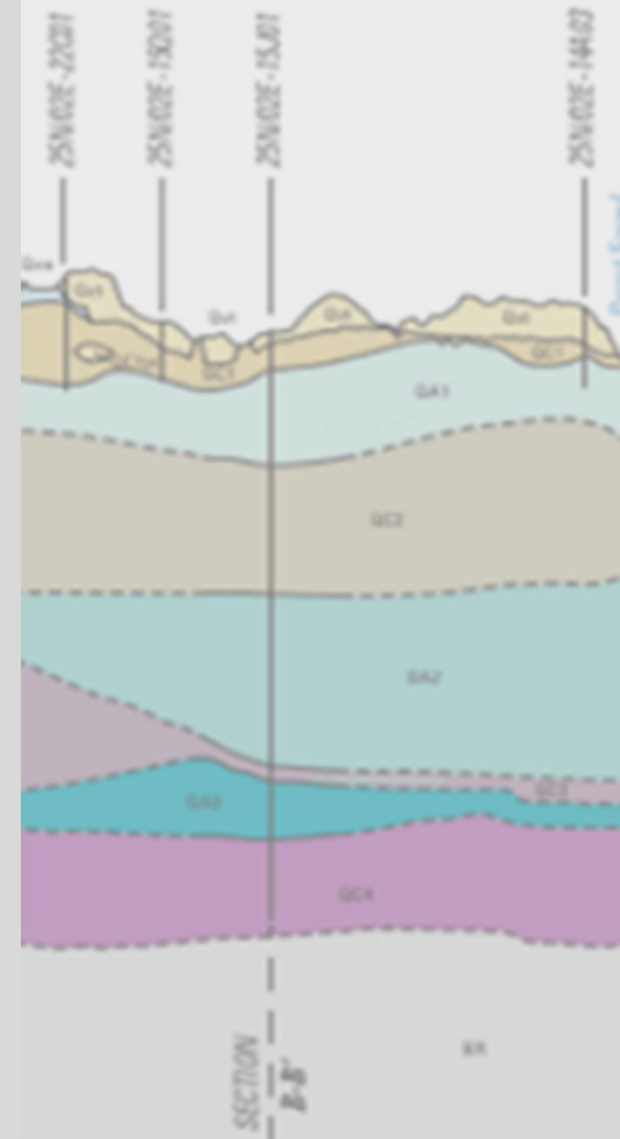
&

Other Groundwater Management Updates

December 2, 2025



Wastewater Beneficial Re-use Project Re-cap and Update

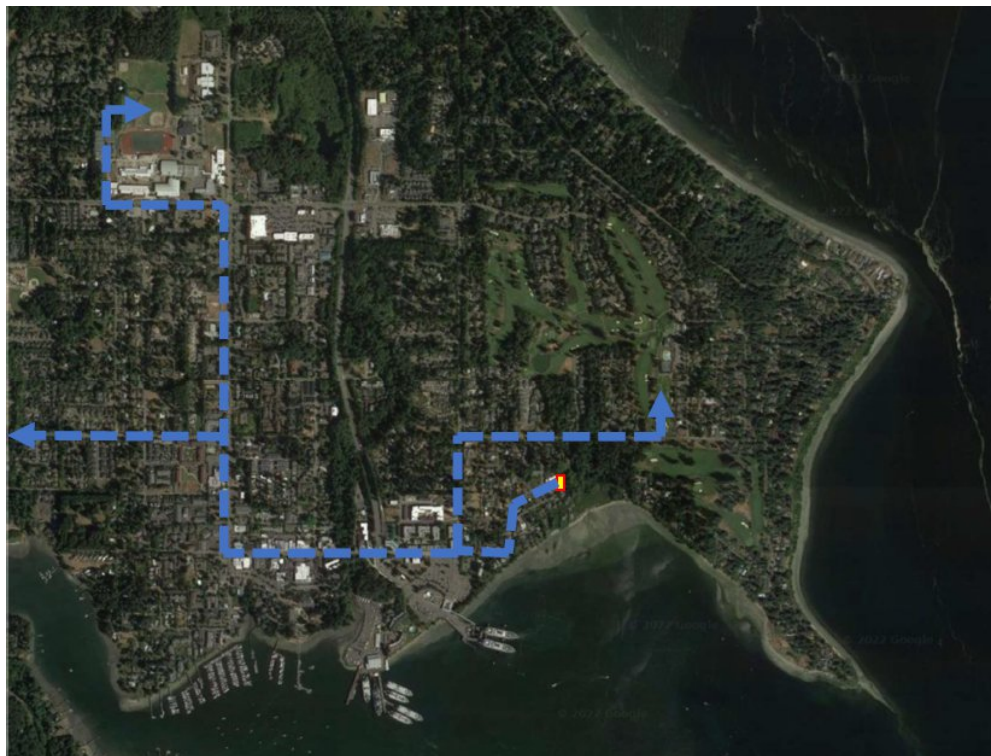


Potential Sources of Reclaimed Water

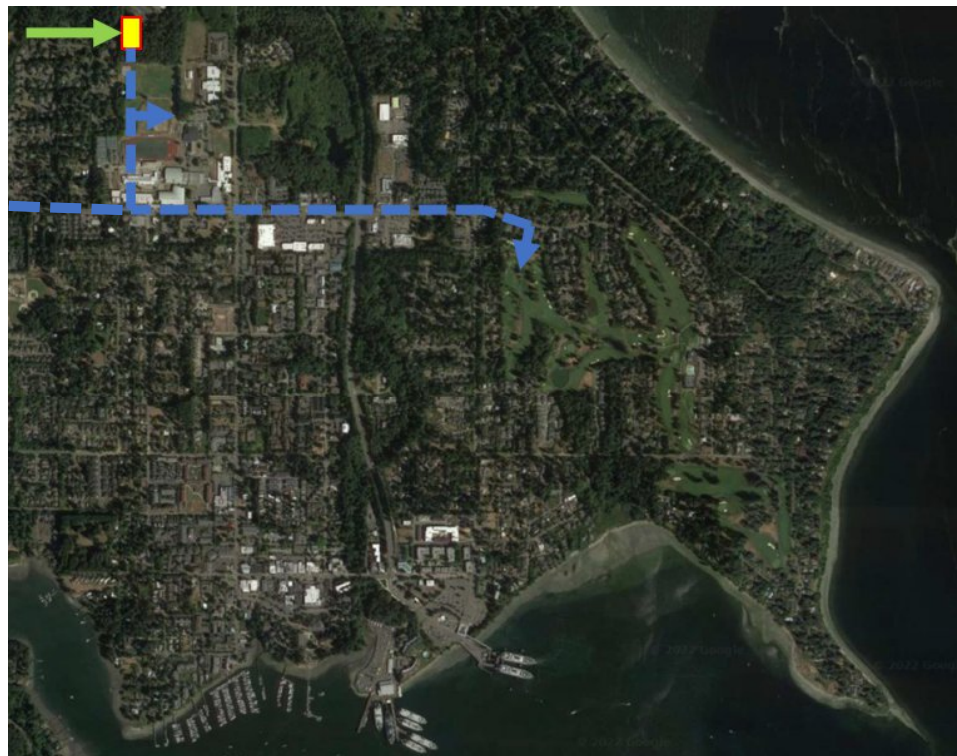
- Winslow
 - Winslow Wastewater Treatment Plant (WWTP)
 - Satellite Plant - New, small facility in upper sewer-shed
- South Island
 - Sewer District #7 (KPUD on January 1, 2026)

Potential Sources of Reclaimed Water

1. Winslow WWTP



2. Satellite



Potential Uses of Reclaimed Water

- Irrigation
 - Wing Point Golf Course
 - City parks and school fields
 - High-use communities
- Groundwater recharge
 - Limited assessment performed
- Other uses
 - More limited and capital intensive
 - E.g., toilet/urinal flushing, commercial uses

Irrigation

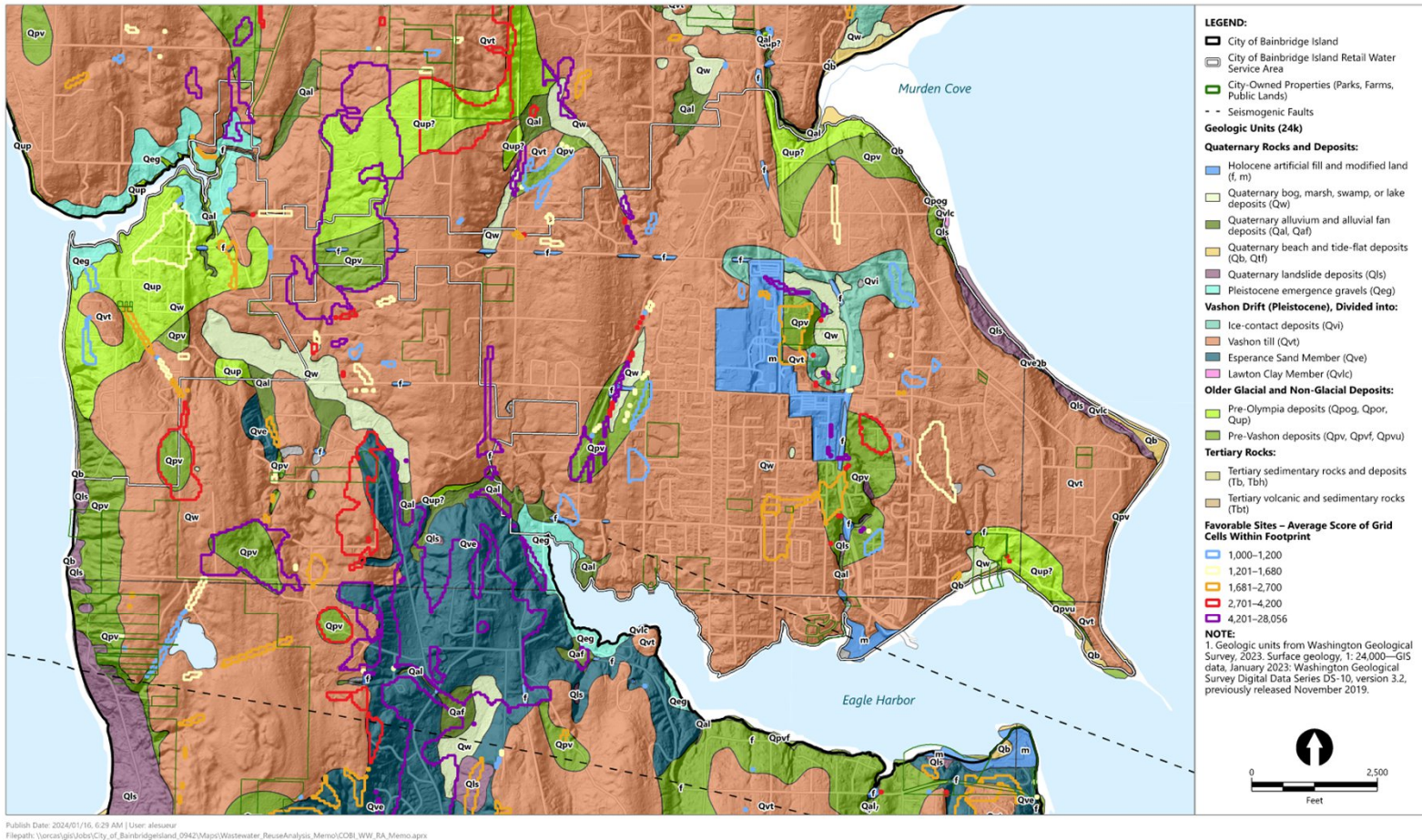
- Focus is on large irrigated areas
- Seasonal use

Potential Irrigation User	Annual Water Use (gallons)	Max Month Use (gpd)
<i>City Water Users</i>		
Bainbridge Island High School	2,027,000	33,300
Rotary Park	615,000	9,600
Sakai Intermediate School	563,000	8,400
Woodward Middle School	2,386,000	32,400
<i>Non-City Water Users</i>		
Wing Point Golf and Country Club	19,000,000	562,000
Sands Avenue Ball Fields	1,677,000	28,100
TOTALS	20,677,000	674,000

Groundwater Recharge Feasibility

- Desktop review of available data
- Development of a Groundwater Recharge Favorability Map
- Key factors considered:
 - Geology (e.g., presence/absence of till layer near surface)
 - Hydrogeology (e.g., depth to aquifers)
 - Soil characteristics (e.g., infiltration potential)
 - Slope stability and other potential hazards

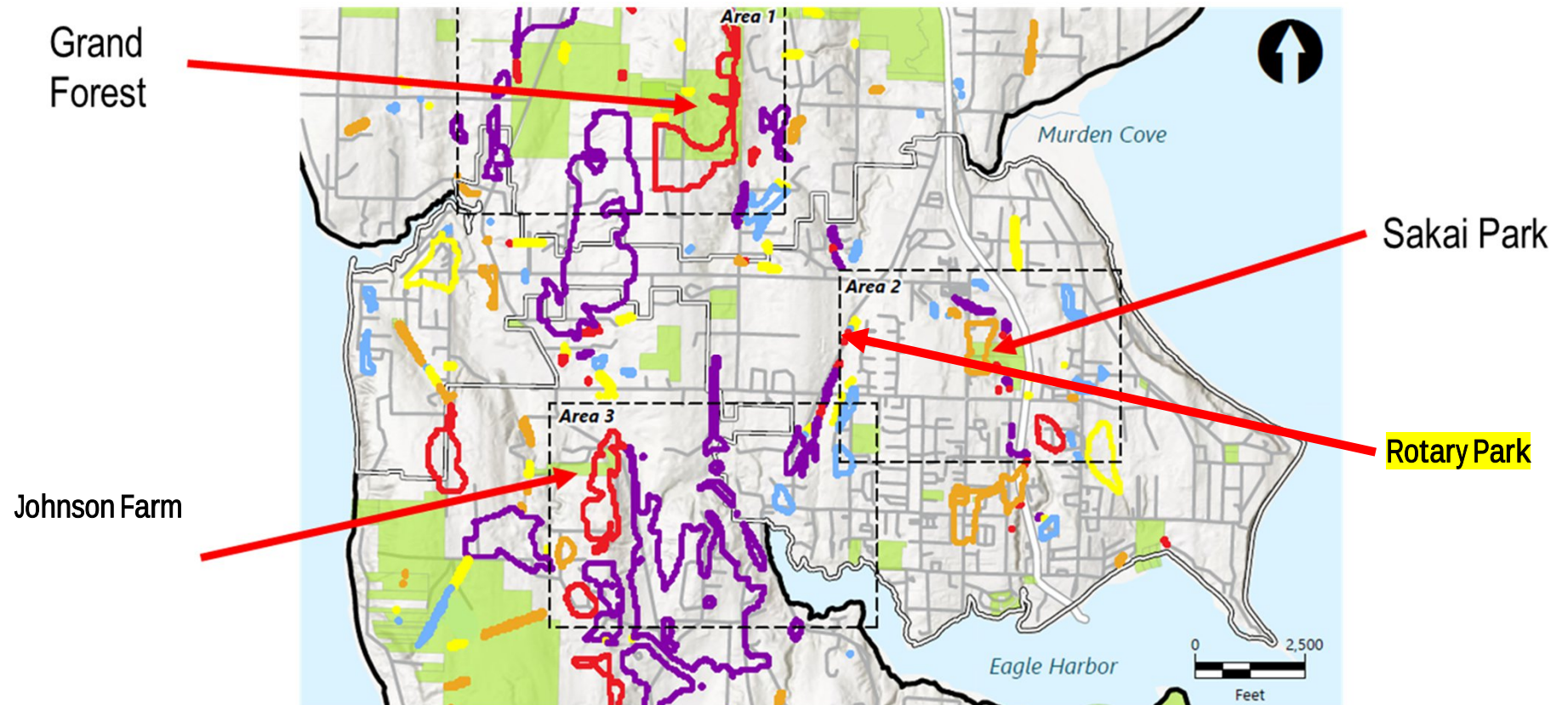
Groundwater Recharge Feasibility – Favorability map



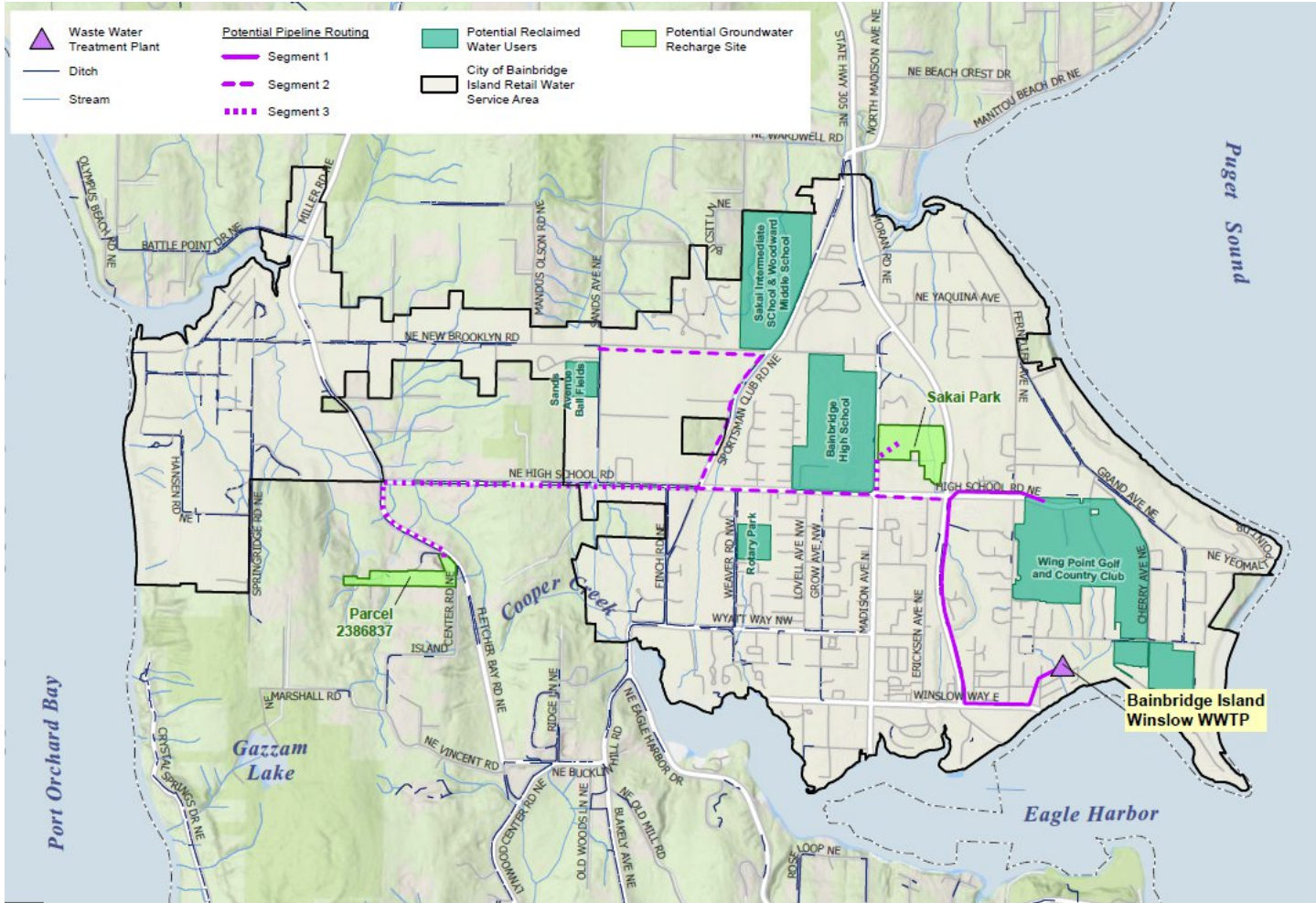
Wastewater Beneficial Re-use Re-Cap and Update

December 2, 2025

Groundwater Recharge Feasibility – Public property with favorability



Alternative 1 – From the Winslow WWTP



Wastewater Beneficial Re-use Re-Cap and Update

December 2, 2025

Alternative 1 – From Winslow WWTP

- 1A – Golf Course Irrigation

Treatment: WWTP UV Upgrades, Booster Chlorination

Distribution: Pump Station, Minimal Piping

Cost: ~\$6.2M

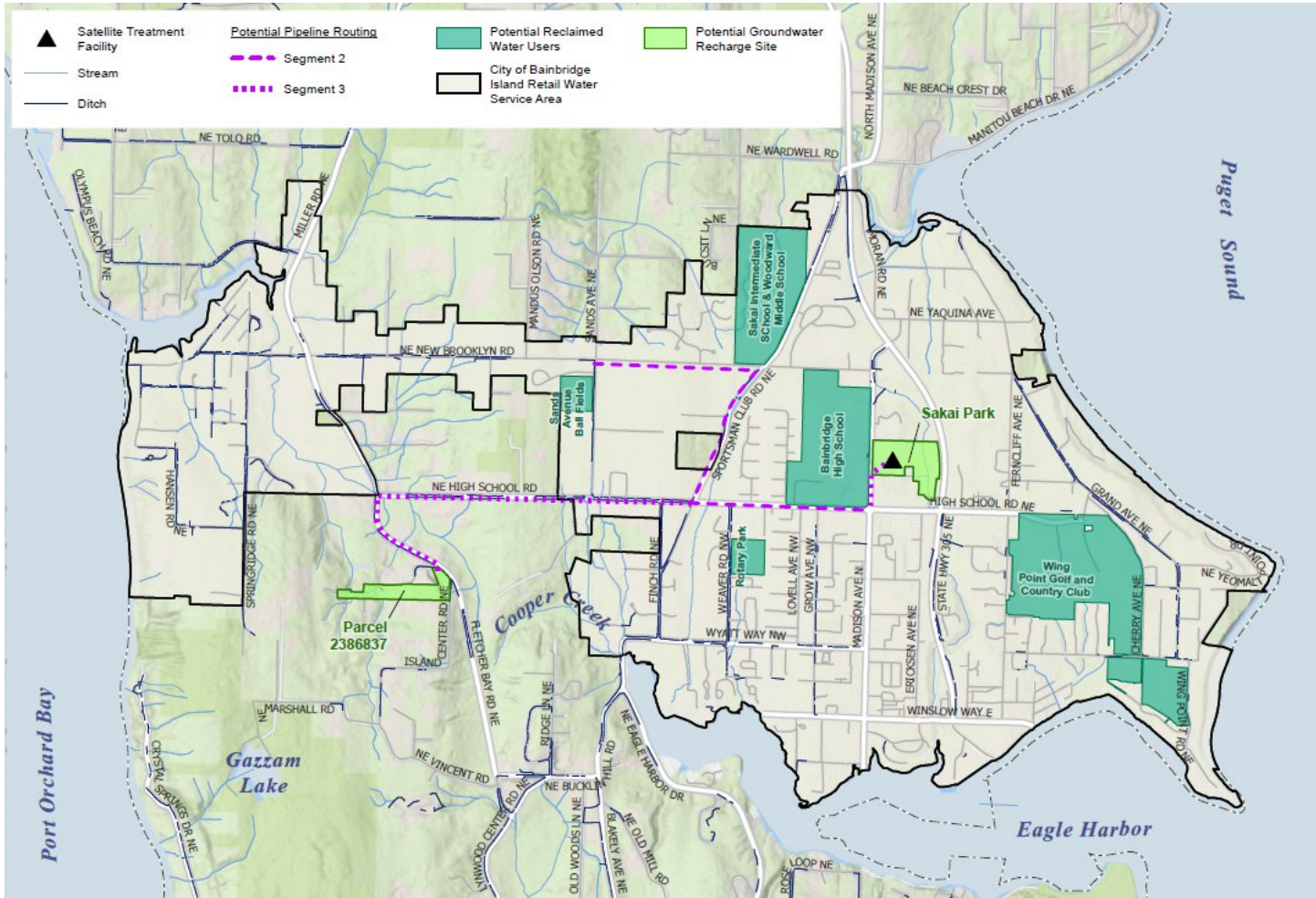
- 1B – Other City Irrigation and Groundwater Recharge

Treatment: Same as 1A, but with additional treatment

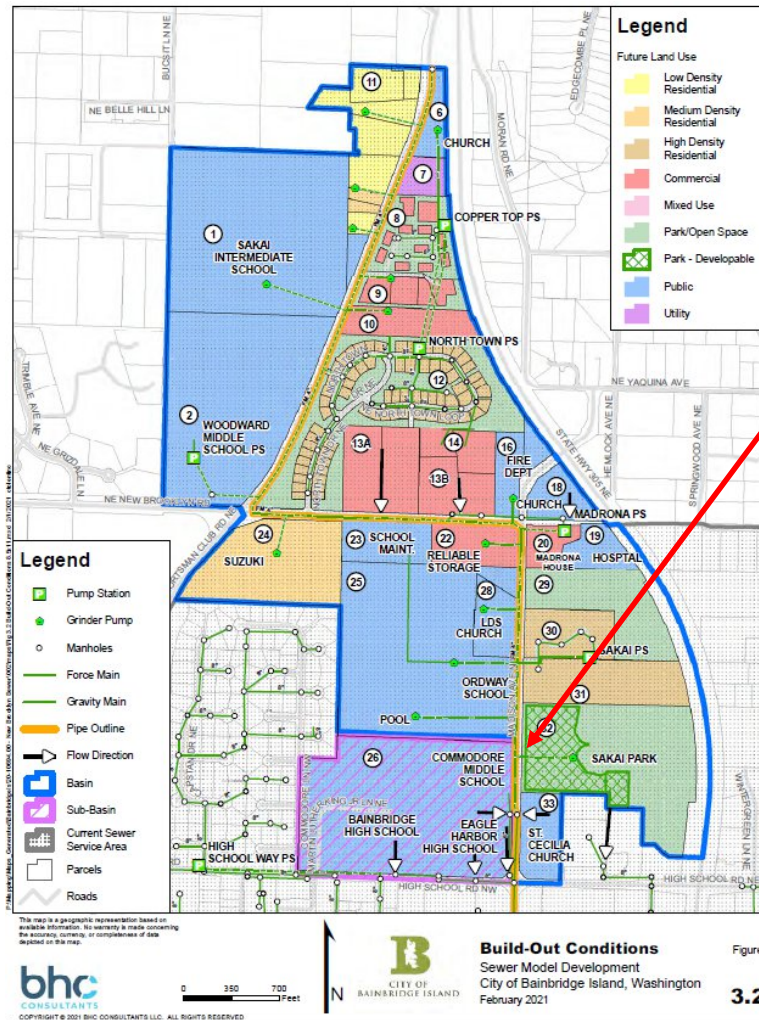
Distribution: Pump Station, Extensive Piping, Storage Tank

Cost: ~\$19.4M

Alternative 2 – From Satellite Plant



Alternative 2 – From Satellite Plant



Investigated the New Brooklyn Sewer Basin (upstream of Sakai Park)

Prior study (2021) identified flows:

- Existing ~ 54,000 gpd
- Future ~ 67,000 gpd

Equates to ~2/3 of identified City irrigation (excluding golf course)

Alternative 2 – Decentralized Treatment

- 2A – Irrigation Only

Treatment: Satellite Treatment Facility (MBR), Booster Chlorination

Distribution: Pump Station, Moderate Piping, Storage Tank

Cost: ~\$11.7M

- 2B –Irrigation and Groundwater Recharge

Treatment: Same as 2A, but with addition treatment

Distribution: Pump Station, Moderate Piping, Storage Tank, Recharge Basin

Cost: ~\$14.9M

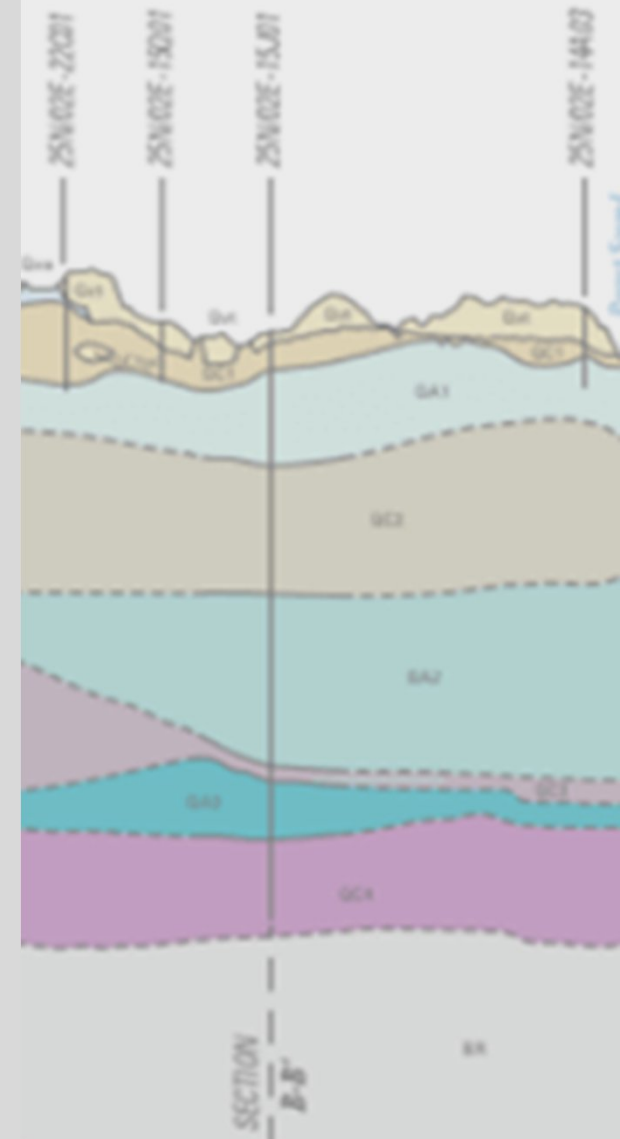
Summary of Alternatives

Alternative	Cost (\$M)	Annual Reuse (MG)	Unit Cost (\$/gal)	Notes
1A – Centralized, (Winslow) Golf Course	\$6.2M	33.5	\$0.18	Lowest cost; simplest implementation; summer use only
1B – Centralized, (Winslow) Other Irrigation + Recharge	\$19.4M	14.6	\$1.33	Highest cost; year-round use; uncertainty around recharge
2A – Decentralized, (Satellite) Irrigation Only	\$11.7M	4.5	\$2.57	Lowest reuse benefit
2B – Decentralized, (Satellite) Irrigation + Recharge	\$14.9M	11.8	\$1.26	Potential additional benefit in reducing flows to WWTP

Wastewater Beneficial Re-use – Next Steps

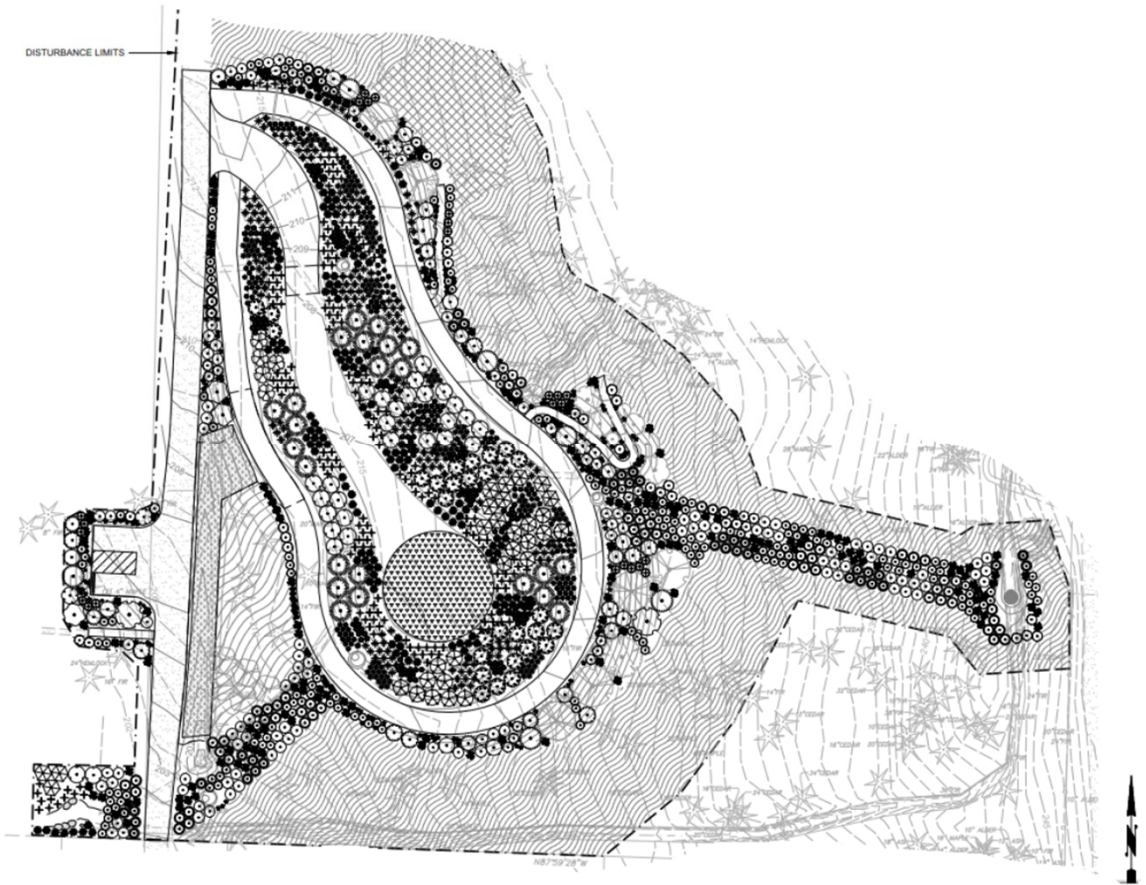
- Continue desktop examination of specific recharge sites
- Consider hydrogeological field work (monitoring wells, borings, etc.)
- Continue conversations on planning for Sakai Park, Rotary Park and adjacent properties
- Continue discussions with Wing Point Golf Course
- Fold this work into longer term planning for WWTP capacity, aquifer recharge updates and GWMP actions

Other Groundwater Management Updates



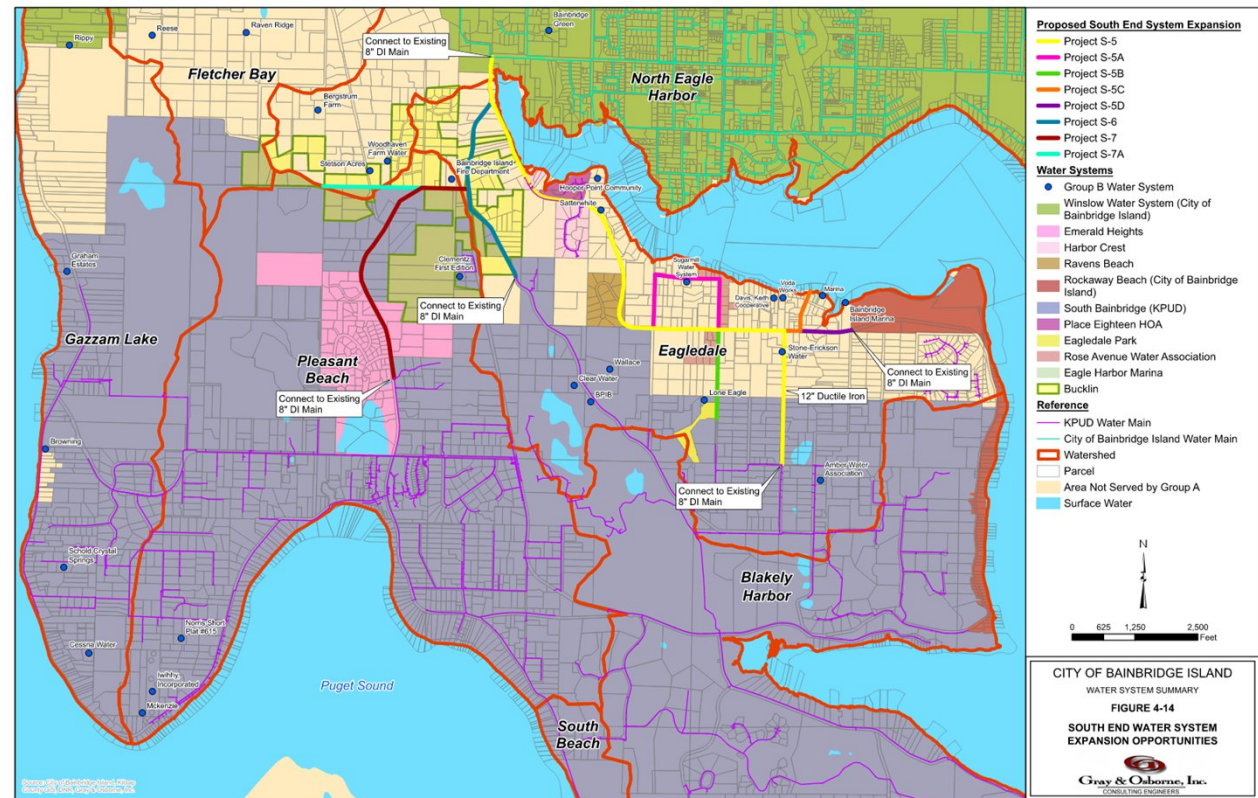
Other Groundwater Management Updates - Manzanita

- Manzanita Stormwater Park (grant-funded in 2027)
- Estimated 2.2M gallons of annual stormwater recharge



Other Groundwater Management Updates – Water system coordination

- 2026 efforts will encourage conservation and reduce surface water impacts
- Water System Business Plan adoption in Q1 2026
- Interlocal agreement with KPUD to plan system interties and shared production



Other Groundwater Management Updates – GWMP Peer Review

- Final Peer Review is complete and on the City's website
- Four (4) briefings with City Council, Planning Commission, Technical Advisory Committee and Sub-Committee (all available on the City's website)
- Consultant team Keta Waters has earned credibility through the process

Other Groundwater Management Updates – GWMP Next Steps

- EA engineering completes final GWMP edits/comment responses
- Under contract amendment, engage Keta Waters to perform the following recommendations from the peer review:
 - Stream/surface water analysis
 - Steady state analysis
 - Fold additional analysis into final summary and recommendations
- Additional expenditures budgeted in 2025 (Cost TBD)
- Next steps supported by Sub-committee members

Other Groundwater Management Updates – GWMP Schedule

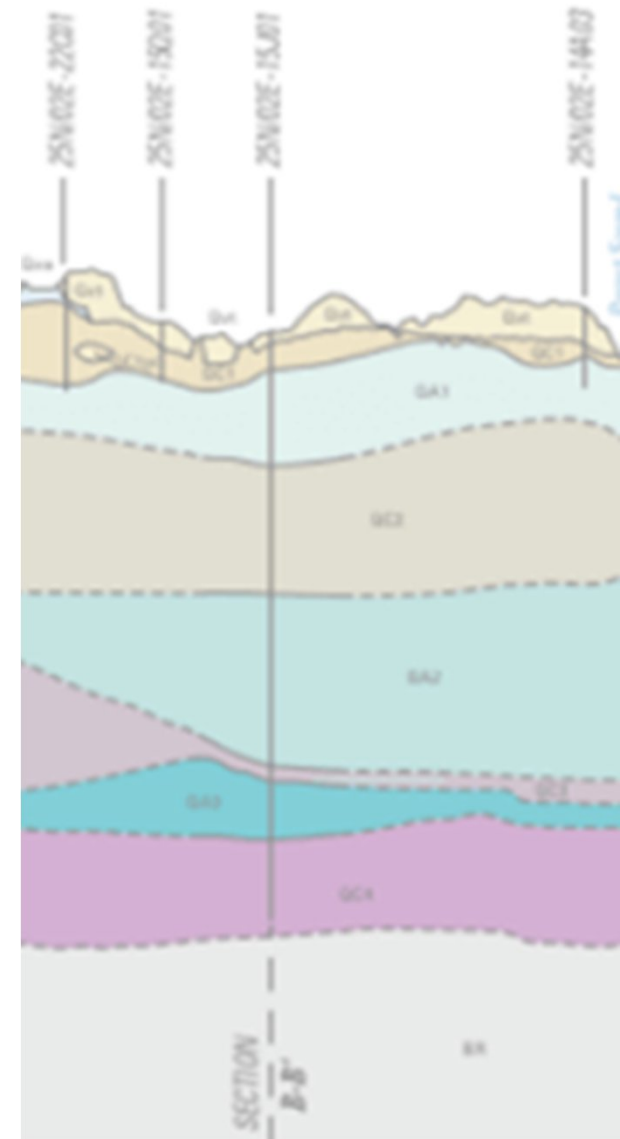
- December-January – Additional analysis
- January/February – Finalize summary content and recommendations
- March/April – Complete documentation and City Council adoption
- April – Public Engagement

Wastewater Beneficial Re-use Project Re-cap and Update

&

Other Groundwater Management Updates

Discussion





CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill

MEETING DATE: December 2, 2025

ESTIMATED TIME: 30 Minutes

AGENDA ITEM: (6:40 PM) Strategies for Subsidized Affordable Housing Production,

SUMMARY: Affordable housing is an issue facing Washington State. The Washington State Legislature has advanced several significant housing-related requirements adding additional requirements to the Growth Management Act. The City of Bainbridge Island is considering its obligations under HB 1220. The city has retained the services of affordable housing expert Tory Laughlin Taylor to assist in addressing and evaluating affordable housing options, strategies, and implementation steps. Ms. Taylor has multiple decades of experience in financing, building, and operating affordable housing projects. She is responsible for over 1,000 units of permanently affordable housing for people earning less than the regional median income. She is a member of the Washington State Affordable Housing Advisory Board.

The purpose of the presentation is to review with the Council the traditional methods to provide subsidized affordable housing and to review the housing strategies for further implementation. The Council can explore actions to take to accelerate affordable housing production. This presentation demonstrates that affordable housing is most successfully produced by acquiring land, supporting cost-effective development through zoning, and leveraging local investment to attract external funding.

AGENDA CATEGORY: Discussion

PROPOSED BY: Executive

RECOMMENDED MOTION:

Receive presentation and consider next steps.

COMMUNITY ENGAGEMENT AND OUTREACH:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND: The City of Bainbridge Island can effectively meet affordable housing goals required under House Bill 1220 by leveraging three interconnected tools: Land, Policy, and Capital.

Land: Utilizing well-located public land is the foundation for housing production because it reduces development costs, allows the City to maintain long-term control over affordability, and ensures that projects serve multiple public benefits.

Policy: Policy tools, especially zoning that supports higher density and mixed-use development.

Capital: Local government funding can also unlock significantly larger state, federal, and private financing sources, such as tax-exempt bonds and low-income housing tax credits.

ATTACHMENTS:

[Presentation Affordable Housing_CC_12-2-25.pdf](#)

[Affordable Housing One Pager.pdf](#)

[CPP vs Pipeline AH Table.pdf](#)



Prepared for:
City Council

Presented by:
Tory Laughlin Taylor
City of Bainbridge Island
Affordable Housing Consultant

December 2, 2025



Strategies for Affordable Housing Production

As required by House Bill 1220

Today's Discussion

1

Overview:
Land, Policy,
Capital Leverage

2

Strategy:
Best Bang
for the Buck

3

Opportunities:
How far will
This get us?

4

Discussion:
What More
Can We Do?



Dec 2, 2025

Overview: HB 1220 targets and progress

 CITY OF BAINBRIDGE ISLAND	Total	0-30% AMI Non-PSH	0-30% AMI PSH	>30-50% AMI	>50-80% AMI	>80-100% AMI	>100-120% AMI	>120% AMI
Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578
HB 1220 Allocation 2020-2044	1,977	377	166	324	272	140	138	560
Post 2020 Known Builds / Pipeline								
Ericksen		7		11				
Oliver					13			
Wintergreen Phase 1					17			
Wintergreen Phase 2					14			
Finch Green					22			
625 Winslow Way					90			
Post 2020 Target Builds								
Conservation Zone ADUs						94	94	
Market Rate Housing								560
Affordable Housing Presentation	Delta	922	370	166	313	116	46	44

PSH = Permanent Supportive Housing

AMI = Area Median Income

HB = House Bill

ADU = Accessory Dwelling Unit

Overview: Customary Practices to Produce New Affordable Housing



Land
right size
right place

Policy / Zoning
allowing density to build cost-efficiently
avoiding requirements that escalate cost

Subsidized Capital
the cost / affordability gap
seed funding that leverages other sources

Leveraging Land, Policy, and Capital

What tools does COBI hold?

Well located land
Retaining influence and land ownership
secure multiple public benefits

Zone for the density needed
Minimize structured parking
Reduce uncertainty with clear process

Strong tax base to support seed capital
Target projects that maximize new capital
Award COBI funds for maximum leverage

Land
right size
right place

Policy / Zoning
allowing density to build cost-efficiently
avoiding requirements that escalate cost

Subsidized Capital
the cost / affordability gap
seed funding that leverages other sources



Dec 2, 2025

Strategy: Best Bang for the Buck

Get the land.

Incentivize the right things to be built on it.

Attract the maximum outside funding.

Strategy: Best Bang for the Buck

Get the land.

Incentivize the right things to be built on it.

Attract the maximum outside funding.

Current Projects

(22) Finch Green

(14) Wintergreen Phase 2

(18) Ericksen

(90) 625 Winslow Way

Recent Projects (Since 2020)

(13) The Oliver

(17) Wintergreen Phase 1

Strategy: Best Bang for the Buck

Timeline for an Affordable Housing Development funded with 4% LIHTC	Year 1				Year 2				Year 3				Year 4				Year 5				Year 6				Year 7				Year 8			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Identify property with zoning in place																																
Conduct preliminary feasibility study																																
Identify local seed funding for leverage																																
Issue RFQ for developers																																
Select developer																																
Negotiate development plan / agreement																																
Predevelopment studies and designs																																
Gathering Public Financing																																
Fall session: secure support for appropriation																																
Spring session: budget set																																
July: Kitsap County (federal funds)																																
October: Washington HTF (often 2 rounds)																																
February: Bond / 4% LIHTC																																
June: Funding Announcement																																
December: Close on Financing																																
Construction of the building																																
Residents move in																																

Strategy: Best Bang for the Buck



Leverage of Land

Reduces the cost to housing
Retains influence over development
Ensures ongoing control of the land

Locational efficiency

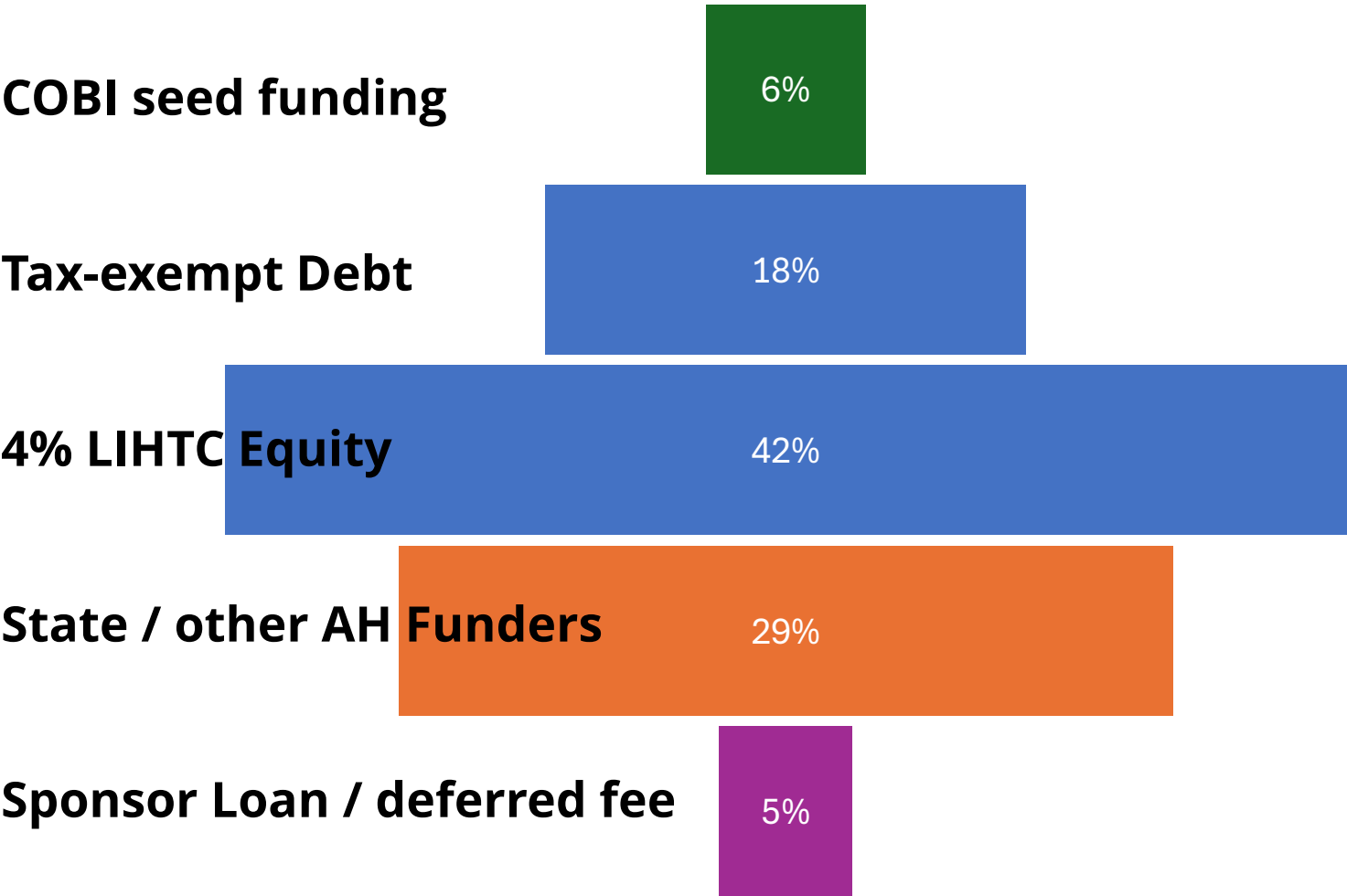
Strategy: Best Bang for the Buck



Leverage of
Land Use Policy

High density zone
Mixed Use zone
Parking alternatives
Landscape benefits

Strategy: Best Bang for the Buck



Leverage of Capital

Target highest value subsidies
Pursue all State funding sources
Leverage COBI commitment

Strategy: Best Bang for the Buck

Affordable Housing Proposal

This sheet presents the City's proposal for creating 100 new units of affordable housing on Bainbridge Island by developing the old police building site (625 Winslow). It also presents alternative approaches to producing affordable housing on the island.

Increasing affordable housing on Bainbridge Island is a key goal of the City Council and is widely supported by community members. The City's proposal to develop 625 Winslow optimizes the use of municipal funds and maximizes the affordable housing produced.



	City's Proposal	Alternative 1	Alternative 2	Alternative 3
	Develop 625 Winslow	Sell 625 Winslow	Sell 625 Winslow	Sell 625 Winslow
	Create 100 New Units of Affordable Rental Housing	Use Sale Proceeds Toward Development costs on another City-Owned Property	Use Sale Proceeds to Buy Units in New Rental Developments	Use Sale Proceeds to buy scattered-site Units in Existing Housing Stock
Development Plan	City develops affordable housing project in partnership with an affordable housing developer. Ground-floor space reserved for commercial and/or community benefit use.	Sell the current site for private redevelopment and reinvest proceeds in new affordable housing development on a different City-owned property. (Assumes no commercial space viability due to zoning and location.)	Sell the current site for private redevelopment and reinvest proceeds in apartments within privately-developed buildings elsewhere on the Island. Apartments would be rented to low income households. (Location TBD, and may not be available.)	Sell the current site for private redevelopment and reinvest proceeds in existing housing stock in/ around Winslow at market price. (Inventory of units coming on the market is limited and unpredictable.)
1. Building Owner	1. Private affordable housing operator	1. Private affordable housing operator	1. Private operator	1. City
2. Tenant Manager	2. Private affordable housing operator	2. Private affordable housing operator	2. Non-profit affordable housing operator	2. Non-profit affordable housing operator
3. Land Owner	3. City	3. City	3. Private operator	3. Dependent on housing type (home, condo, etc.)
Special Considerations	City retains a controlling interest in the property, ensuring oversight on the ongoing management of the property and any long-range redevelopment.	Transit services to Winslow needed. City investment in utility extensions may be required to develop green-field site for multifamily residential.	May not be viable because there are few private multifamily apartments being planned on the Island. City does not have control over management or future redevelopment.	May not be viable because there are few units available to purchase on the private market. Does not produce any new housing. Will compete with residents trying to purchase affordably on the Island.
Affordable Units provided	100	60	13	11
Income Level Served	≤ 60% AMI	≤ 60% AMI	≤ 60% AMI	≤ 80% AMI
COBI Funds Required	\$3,200,000	\$9,700,000	\$7,420,000	\$7,990,000
Outside Funding Attracted	\$47,200,000	\$19,900,000	\$2,000,000	\$0
Total Development Cost	\$50,400,000	\$29,600,000	\$9,420,000	\$7,990,000
COBI Land Value Committed	\$6,500,000	\$4,300,000	\$0	\$0
Total COBI Resources Used (Funds + Land)	\$9,700,000	\$14,000,000	\$7,420,000	\$7,990,000
Outside Funding Leveraged / \$1 of City Resources	\$4.87	\$1.42	\$0.27	\$0.00
Total City Resources / Unit	\$97,000	\$233,333	\$570,769	\$726,364

(Values are approximate, based on 2023 information)



This project competes well for outside funding due to the high quantity of units and proximity to public transportation, employment options, and services.

\$58,860 is 60% of the Area Median Income (AMI) for 3-person household on Bainbridge Island. Many seniors living on fixed incomes fall into this range. The following positions with Bainbridge employers also fall under this income limit:

Bakery Manager	Cook	Optometric Technician
Meat Cutter	Production Supervisor	Grocer Clerk
Health Care Manager	Tour Coordinator	Sales Associate
Carpenter	Landscapers	

Comparing Capital Leverage across housing approaches

100 unit 4% LIHTC rental

60 unit 4% LIHTC rental

13 units within market rental

11 units scattered purchase

Strategy: Best Bang for the Buck

COBI Resources Available to Leverage

COBI Sources of Affordable Housing funding		2024	2025	2026	2027	2028
City of Bainbridge Island AH Sources						
AH Sales Tax (1590)		\$ 786,000	\$ 780,000	\$ 803,400	\$ 827,500	\$ 852,300
AH Sales Tax Credit (1406)		\$ 43,400	\$ 44,000	\$ 44,000	\$ 45,000	\$ 45,000
Investment Interest		\$ 156,700	\$ 75,000	\$ 50,000	\$ 20,000	\$ 20,000
ARPA (federal pass through)		\$ 1,010,000				
CHIP reimbursement			\$ 190,000			
General Fund						
		\$ 1,996,100	\$ 1,089,000	\$ 897,400	\$ 892,500	\$ 917,300
COBI Housing Trust Fund Balance		\$ 2,175,800	\$ 3,066,500	\$ 3,807,100	\$ 4,447,300	\$ 2,286,800
	Revenues (source details below)	\$ 1,996,100	\$ 1,089,000	\$ 897,400	\$ 892,500	\$ 917,300
	Staffing Expenses	\$ (27,400)	\$ (108,400)	\$ (103,200)	\$ (53,000)	\$ (97,600)
	Used for Rental Assistance and Subs	\$ (68,000)	\$ (50,000)	\$ (154,000)		
	Utilized for Pipeline AH Development	\$ (1,010,000)	\$ (190,000)	\$ -	\$ (3,000,000)	
		\$ 3,066,500	\$ 3,807,100	\$ 4,447,300	\$ 2,286,800	\$ 3,106,500



Dec 2, 2025

Opportunities: How Far Will This Get Us?

 CITY OF BAINBRIDGE ISLAND	Total	0-30% AMI Non-PSH	0-30% AMI PSH	>30-50% AMI	>50-80% AMI	>80-100% AMI	>100-120% AMI	>120% AMI
Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578
HB 1220 Allocation 2020-2044	1,977	377	166	324	272	140	138	560
Post 2020 Known Builds / Pipeline								
Ericksen		7		11				
Oliver					13			
Wintergreen Phase 1					17			
Wintergreen Phase 2					14			
Finch Green					22			
625 Winslow Way					90			
Post 2020 Target Builds								
Conservation Zone ADUs						94	94	
Market Rate Housing								560
Affordable Housing Presentation	Delta	922	370	166	313	116	46	44

PSH = Permanent Supportive Housing

AMI = Area Median Income

HB = House Bill

ADU = Accessory Dwelling Unit

Discussion: What more can we do?

- Implementation of the Housing Action Plan
- Tax Increment Financing
- Religious Properties
- Private Development

Land

Policy

Capital

Thank you



**CITY OF
BAINBRIDGE ISLAND**

Presented by:

Tory Laughlin-Taylor

City of Bainbridge Island

Affordable Housing Consultant

December 2, 2025



Affordable Housing Proposal

This sheet presents the City's proposal for creating 100 new units of affordable housing on Bainbridge Island by developing the old police building site (625 Winslow). It also presents alternative approaches to producing affordable housing on the island.

Increasing affordable housing on Bainbridge Island is a key goal of the City Council and is widely supported by community members. The City's proposal to develop 625 Winslow optimizes the use of municipal funds and maximizes the affordable housing produced.



Development Plan

	City's Proposal	Alternative 1	Alternative 2	Alternative 3
	Develop 625 Winslow	Sell 625 Winslow	Sell 625 Winslow	Sell 625 Winslow
	<i>Create 100 New Units of Affordable Rental Housing</i> City develops affordable housing project in partnership with an affordable housing developer. Ground-floor space reserved for commercial and/or community benefit use.	<i>Use Sale Proceeds Toward Development costs on another City-Owned Property</i> Sell the current site for private redevelopment and reinvest proceeds in new affordable housing development on a different City-owned property. (Assumes no commercial space viability due to zoning and location.)	<i>Use Sale Proceeds to Buy Units in New Rental Developments</i> Sell the current site for private redevelopment and reinvest proceeds in apartments within privately-developed buildings elsewhere on the Island. Apartments would be rented to low income households. (Location TBD, and may not be available.)	<i>Use Sale Proceeds to buy scattered-site Units in Existing Housing Stock</i> Sell the current site for private redevelopment and reinvest proceeds in existing housing stock in/ around Winslow at market price. (Inventory of units coming on the market is limited and unpredictable.)
	1. Building Owner 2. Tenant Manager 3. Land Owner	1. Private affordable housing operator 2. Private affordable housing operator 3. City	1. Private operator 2. Non-profit affordable housing operator 3. Private operator	1. City 2. Non-profit affordable housing operator 3. Dependent on housing type (home, condo, etc.)
Special Considerations	City retains a controlling interest in the property, ensuring oversight on the ongoing management of the property and any long-range redevelopment.	Transit services to Winslow needed. City investment in utility extensions may be required to develop green-field site for multifamily residential.	May not be viable because there are few private multifamily apartments being planned on the Island. City does not have control over management or future redevelopment.	May not be viable because there are few units available to purchase on the private market. Does not produce any new housing. Will compete with residents trying to purchase affordably on the Island.
Affordable Units provided	100	60	13	11
Income Level Served	≤ 60% AMI	≤ 60% AMI	≤ 60% AMI	≤ 80% AMI
COBI Funds Required	\$3,200,000	\$9,700,000	\$7,420,000	\$7,990,000
Outside Funding Attracted	\$47,200,000	\$19,900,000	\$2,000,000	\$0
Total Development Cost	\$50,400,000	\$29,600,000	\$9,420,000	\$7,990,000
COBI Land Value Committed	\$6,500,000	\$4,300,000	\$0	\$0
Total COBI Resources Used (Funds + Land)	\$9,700,000	\$14,000,000	\$7,420,000	\$7,990,000
Outside Funding Leveraged / \$1 of City Resources	\$4.87	\$1.42	\$0.27	\$0.00
Total City Resources / Unit	\$97,000	\$233,333	\$570,769	\$726,364

(Values are approximate, based on 2023 information)



This project competes well for outside funding due to the high quantity of units and proximity to public transportation, employment options, and services.

\$58,860 is 60% of the Area Median Income (AMI) for 3-person household on Bainbridge Island. Many seniors living on fixed incomes fall into this range. The following positions with Bainbridge employers also fall under this income limit:

Bakery Manager
Meat Cutter
Health Care Manager
Carpenter

Cook
Production Supervisor
Tour Coordinator
Landscapers

Optometric Technician
Grocer Clerk
Sales Associate

 CITY OF BAINBRIDGE ISLAND	Total	0-30% AMI Non-PSH	0-30% AMI PSH	>30-50% AMI	>50-80% AMI	>80-100% AMI	>100-120% AMI	>120% AMI	Notes
Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578	CPP Appendix F
HB 1220 Allocation 2020-2044	1,977	377	166	324	272	140	138	560	CPP Appendix F
Post 2020 Known Builds / Pipeline									
Ericksen	7		11						Project Based Vouchers could allow up to 7 units to go 30% or lower
Oliver				13					
Wintergreen Phase 1				17					
Wintergreen Phase 2				14					
Finch Green				22					
625 Winslow Way				90					
Post 2020 Target Builds									
Conservation Zone ADUs					94	94			Estimated Alt 1 DEIS ADU Capacity Conservation Area (188 units)
Market Rate Housing							560		
Delta	922	370	166	313	116	46	44	-	Difference between Allocation & Post 2020 Builds/Pipeline

AMI = Area Median Income (Kitsap County)

PSH = Permanent Supportive Housing

CPP = Countywide Planning Policy (Kitsap)

ADU = Accessory Dwelling Unit

Alt = Alternative

DEIS = Draft Environmental Impact Statement



CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill

MEETING DATE: December 2, 2025

ESTIMATED TIME: 30 Minutes

AGENDA ITEM: (7:10 PM) Consider the Use of Automated Traffic Safety Cameras for the Enforcement of Certain Traffic Violations - Police,

SUMMARY: The Council will receive a presentation on the use of Automated Traffic Safety Cameras and an update on the Proof-of-Concept pilot for ferry line queue enforcement. The Council is asked to consider the use of these cameras for enforcement of speed violations in school zones and other high-traffic corridors. If directed, the police department will present an authorizing ordinance to Council at a future business meeting.

AGENDA CATEGORY: Discussion

PROPOSED BY: Police

RECOMMENDED MOTION:

I move to direct the City Manager to present for Council consideration at a future business meeting an ordinance authorizing the use of automated traffic safety cameras for enforcement purposes.

COMMUNITY ENGAGEMENT AND OUTREACH:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	false

BACKGROUND:

Automated Traffic Safety Cameras were first authorized by the Washington State Legislature in 2005 for use in limited situations. In 2024, that use was reauthorized and expanded to include additional uses for the detection of specific traffic violations. Under the Revised Code of Washington (RCW) 46.63.210 through 46.63.260, traffic safety cameras can be used to detect stop light violations, railroad grade crossing violations, and speed violations. Additionally, a new section (RCW 46.63.260(4)) was enacted in 2024 to permit the use of cameras to detect ferry queue violations of RCW 46.61.735.

Automated Traffic Safety Cameras operate by capturing video and still images of a vehicle and license plate as a violation occurs. The images are reviewed by a trained and authorized employee of the department to confirm the violation before a citation is issued and sent to the registered owner. Incidents that do not depict a clear violation are rejected and no citation is issued. Citations must be mailed within 14 days of a violation. Under the RCW, camera systems may only record images of the vehicle and license plate while the infraction is occurring. The images may not be used for any purpose other than

enforcement of violations under this section and are not open to the public.

On February 11, 2025, the City Council authorized a Proof-of-Concept agreement with Jenoptik North America, Inc. This project was intended to determine whether camera technology could recognize line cutters as the vehicles maneuvered into the ferry queue and provide sufficient information to enable the City's police department to successfully enforce RCW 46.61.735. The agreement called for a period of at least 60 days to allow for testing at various traffic volumes, times of day, and days of the week. There was no cost to the City under this agreement. No enforcement action was permitted during this proof-of-concept period. Based on the results of this study, the department does not recommend proceeding with photo enforcement of ferry line violations at this time.

Automated traffic safety cameras are a proven method for enforcing speed and stoplight violations. The National Transportation Safety Board recommends the use of photo enforcement as an effective measure to reduce excessive speeding, reduce speed-related collisions, and maximize safety along roadways. Photo enforcement is more efficient when considering limited staffing resources and provides a consistent deterrence to speeding. Risks associated with in-person traffic stops are eliminated. When implemented, traffic safety cameras have shown a significant positive effect on driver behaviors.

ATTACHMENTS:

[Ferry Line Proof of Concept Memorandum.pdf](#)

[Automated Traffic Safety Cameras.pdf](#)



Date: November 21, 2025
To: Blair King, City Manager
From: Joseph Clark, Chief of Police

Subject: Automated Traffic Safety Cameras – Ferry Line Enforcement

Background:

In 2024, the Washington State Legislature expanded the authority for Automated Traffic Safety Camera use for the enforcement of specific traffic violations. Under the Revised Code of Washington (RCW) 46.63.210 through 46.63.260, traffic safety cameras can be used to detect stop light violations, railroad grade crossing violations, and speed violations. Additionally, a new section, RCW 46.63.260(4), was enacted to permit the use of cameras to detect ferry queue violations of RCW 46.61.735.

While traffic safety cameras have been in use for detecting speed or stop light violations, their use for ferry queue violations appears to be a novel approach. Unlike stop light or speed violations which occur at a fixed point, ferry queue violations can occur anywhere along the line. In our unique situation, additional precautions are necessary to avoid issuing citations to vehicles destined for local businesses and residences adjacent to the ferry terminal.

Proof of Concept:

On February 11, 2025, the City Council authorized a Proof-of-Concept agreement with Jenoptik North America, Inc. This project was intended to determine whether camera technology could recognize line cutters as the vehicles maneuvered into the ferry queue and provide sufficient information to enable the City's police department to successfully enforce RCW 46.61.735. The agreement called for a period of at least 60 days to allow for testing at various traffic volumes, times of day, and days of the week. There was no cost to the City under this agreement. No enforcement action was permitted during this proof-of-concept period.

Project Description:

In mid-May, Jenoptik deployed two portable camera systems mounted on trailers. The first trailer was located on SR 305, north of the Winslow Way intersection. This camera monitored the south bound traffic and intersection to identify vehicle movements consistent with lane changes into the ferry lane. The second camera was located at Harborview Drive. This camera identified vehicles that continued to the toll booths after an alert at the first camera.

In August, the first camera was moved from SR 305 to the City's Winslow Way lot to test the ability to capture right turns into the ferry line. The second camera remained near the toll booths. No additional camera placements were possible due to the limited space available at that intersection and the size of the equipment. The project concluded at the end of September and the cameras were removed.

Analysis:

Automated Traffic Safety Cameras operate by capturing video or still images of a vehicle as a violation occurs. The images are reviewed by a trained and authorized employee of the police department to confirm the violation before a citation can be issued. All elements of the infraction must be established. Incidents that do not depict a clear violation are rejected and no citation would be issued.

RCW 46.61.735 states in part:

Ferry queues—Violations—Exemptions.

(1) It is a traffic infraction for a driver of a motor vehicle intending to board a Washington state ferry, to:

(b) move in front of another vehicle in a queue already waiting to board the ferry, without the authorization of a state ferry system employee.

To support a violation of this RCW, it is necessary to prove that the vehicle moved into the ferry lane, continued to the ferry boarding area, and moved in front of another vehicle in the queue to do so (i.e. a line existed at the time of the movement).

When placed on SR305, the camera identified vehicles in the local traffic lane (left lane) north of Winslow Way which then proceeded to the toll booths. Over a 72-day period at this placement, the system recognized 278,769 vehicles and flagged 1,345 potential infractions, less than one-half of one percent (.48%) of all vehicles. A sample of images were reviewed for the required elements of the infraction. Only two of 343 images in the sample would have satisfied the elements of the violation.

While in some cases, the lane change occurred north of Winslow Way and was captured by the camera, it was not clear that a line was present. This section of the road includes double solid white lines. Changing lanes across double solid white lines is a violation of RCW 46.61.050, but this is not an infraction enforceable by camera. Most lane changes occurred south of the intersection and out of view of the camera. Absent images of the infraction, enforcement is not possible. A camera placement to monitor south of Winslow Way was impractical due to the size of the equipment and the limited space available at that intersection.

When relocated to the 625 Winslow Way lot, the system readily identified vehicles turning right from Winslow Way to proceed to the ferry. This camera placement could not, however, establish that the vehicles were cutting in a waiting line due to its limited field of view. Although turns to the ferry from Winslow Way are prohibited by posted signage, and a violation of RCW 46.61.050, this is not an infraction enforceable by camera. This camera placement could not identify vehicles turning left from west bound Winslow Way or those travelling along SR305.

Conclusion:

There are unique characteristics associated with access to the ferry loading area. Two intersections (Winslow Way and Harborview Drive) cross the waiting line to allow local traffic access to business and residential areas. Turns from both intersections are permitted for traffic accessing local businesses, residences, or parking. Any automated system must provide sufficient information upon review to definitively identify those vehicles that have met all elements of the infraction and exclude those that have not.

The limitations of the camera's field of view allow for limited segments of the line to be covered. A camera along SR305 north of the intersection could capture vehicle movements up to the intersection, but not vehicles turning from Winslow Way. A separate camera would be necessary to capture right turns and another to monitor the area south of Winslow Way. In this context, it appears a system of cameras, likely three to four, would be necessary to further test this technology for enforcement of ferry line violations or a focus on a smaller segment of the roadway. Space limitations for placing portable equipment at this location make further testing impractical.

Automated Traffic Safety Cameras are a proven method of enforcement for speed and stop light violations. Those generally occur at a fixed point. While we will continue to monitor this technology for its application to ferry line violations, it does not appear to be a viable solution at this time.



AUTOMATED TRAFFIC SAFETY CAMERAS

SERGEANT JOSEPH FASTAIA
BAINBRIDGE ISLAND POLICE
DEPARTMENT





HOUSE BILL 2384

- ▶ Authorizes the Use of Automated Traffic Safety Cameras in the following areas:
 - ▶ Red light intersections
 - ▶ Railroad Crossings
 - ▶ School Speed Zones
 - ▶ School Walk Zones
 - ▶ Public Park Speed Zones
 - ▶ Hospital Speed Zones
 - ▶ Roadway Work Zones
 - ▶ Identified priority locations; authorizes 1 camera per 10,000 residents
 - ▶ Ferry queue violations



PROOF-OF-CONCEPT FERRY LINE CUTTING CAMERAS



Proving not to be a feasible use of photo enforcement cameras

Months of testing and revisions to camera locations did not consistently capture line cutting.

Camera trailers obstruct non-motorized users of the sidewalks and roadway.

Would require multiple cameras to capture all violations.



Too many actions to capture with photo enforcement

Capture vehicle maneuver into the ferry line.

Show that the vehicle moved in front of another waiting vehicle.

Establish the same vehicle then continued to the ferry ticketing booths.



SPEEDING IS
THE NUMBER
ONE
COMPLAINT
RECEIVED BY
BIPD

As a community policing agency, responding to the needs of the community is paramount to our mission.

For the last five years speeding has been the number one complaint from the community.



WHY SPEED SAFETY CAMERAS?

- ▶ Recommended by the National Transportation Safety Board
- ▶ US Federal Highway Administration Data Shows 54% reduction in all collisions, and 48% reduction in injury collisions
- ▶ Numerous examples already in Washington
 - ▶ Kirkland reduced speeding by 50% in School Zones
 - ▶ Seattle saw a greater than 50% reduction: 45k to 20k violations
 - ▶ Poulsbo has had zero collisions in the enforcement zone at Viking AVE NW since camera installation
- ▶ More effective at reducing speeding than police patrols



TECHNOLOGY

- ▶ Under WA State Law cameras only capture images of vehicles and license plates above set speeding threshold
- ▶ Registered owner receives fine through the mail
- ▶ Reduced fines available for low-income households
- ▶ Impartial and eliminates potential bias.
- ▶ Camera vendor does not receive a percentage of fines.



SPEED SAFETY CAMERA SYSTEM

HOW IT WORKS

- Step 1:** The system identifies any vehicle traveling faster than the enforceable speed limit and triggers a video.
- Step 2:** The first image shows the vehicle driving in excess of the speed limit.
- Step 3:** The second image shows the distance and time the vehicle has traveled.
- Step 4:** The license plate is taken from a close-up of the secondary IR video camera.
- Step 5:** Additional data collected includes the time, date, posted speed, vehicle speed, location, lane, and direction of travel.



IDENTIFICATION OF CAMERA LOCATIONS



Areas traveled by vulnerable users of the roadway



Documented speeding incidents



Rates of Collisions



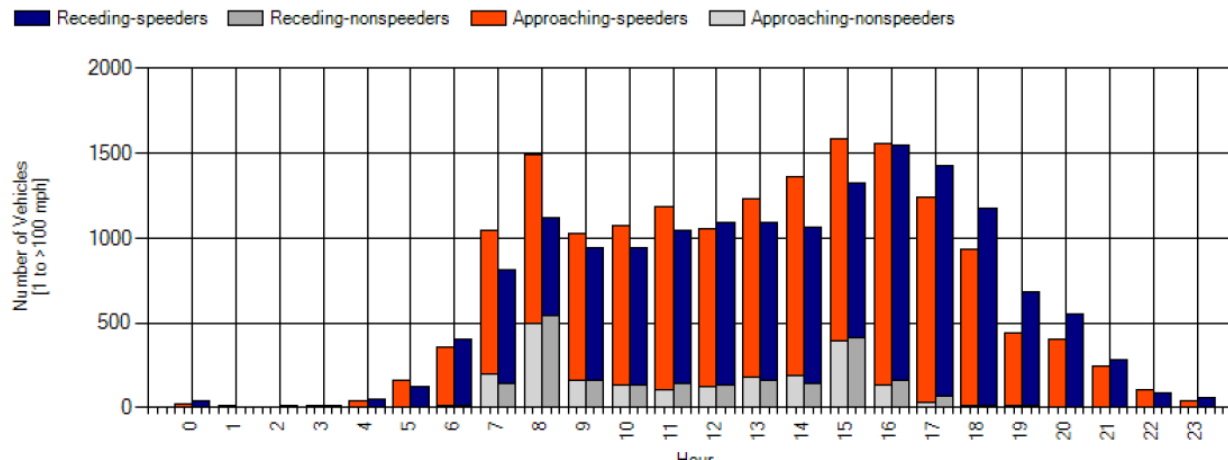
Near Collision Reports/Reports of Recklessly Driven Vehicles



The lack of feasibility of other mitigation measures



9343 SPORTSMAN CLUB RD NE



- ▶ Sakai Intermediate and Woodward Middle School Zone
 - ▶ Children and parents who walk, bike, or roll to school
 - ▶ Steady pedestrian and cyclist traffic passing through area
- ▶ Speed Data Collected 10/21-10/29/2025
 - ▶ During school hours average speed 24 MPH
 - ▶ 85th Percentile Speed 28 MPH
 - ▶ Estimated 500+ violations per day each direction

4704 Blakely Ave NE

- ▶ Blakely Elementary School Zone
 - ▶ Same issues and concerns as Sportsman Club Location
 - ▶ Blakely Ave is the main arterial for vehicle access to the south end of Bainbridge Island
- ▶ Speed Data Collected 10/9 – 10/17/2025
 - ▶ During school hours average speed 27 MPH
 - ▶ 85th Percentile Speed 31 MPH
 - ▶ Estimated 850-950 violations per day each direction

Volumes - weekly counts

Average Daily
AM Peak
PM Peak

Time	5 Day	7 Day
Average Daily	1459	1402
8:00 AM	150	124
3:00 PM	138	130

Speed

Speed Limit:
85th Percentile Speed:
50th Percentile Speed:
10 MPH Pace Interval:
Average Speed:

25		
35		
29		
23.0 MPH	to	33.0 MPH
29.01		

Count over limit

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1066	1054	1136	1496	1284	1304	1110
67.0	62.3	65.2	68.9	54.1	95.6	96.1
31.5	31.4	31.5	31.7	31.5	33.0	33.1
28.5	27.9	28.3	28.7	27.1	32.6	32.7

Class Counts

VEH_SM
VEH_MED
VEH_LG
[VEH_SM=motorcycle,

Number	%
8	0.1
11566	95.7
515	4.3
VEH_MED = sedan,	VEH_LG = truck]



12000 Miller RD NE

- ▶ Speed limit of 30 MPH
 - ▶ North bound traffic
 - ▶ Average speed 37 MPH
 - ▶ 85th percentile speed 42 MPH
 - ▶ South bound traffic
 - ▶ Average speed 40 MPH
 - ▶ 85th percentile speed 46 MPH
 - ▶ Estimated 1,000 potential infractions per day

Volumes - weekly counts

Average Daily
AM Peak
PM Peak

Time	5 Day	7 Day
Average Daily	2248	1968
AM Peak	224	175
PM Peak	195	182

Speed

Speed Limit:
85th Percentile Speed:
50th Percentile Speed:
10 MPH Pace Interval:
Average Speed:

30
46
40
35.0 MPH to 45.0 MPH
40.14

Count over limit
% over limit
Avg Speeder
Avg Speed

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
3261	2422	2407	2363	2101	2108	2861
97.1	97.5	97.6	96.8	96.8	97.9	97.8
40.3	40.3	40.2	40.3	40.2	40.9	41.0
39.9	40.0	39.9	40.0	39.8	40.7	40.7

Class Counts

VEH_SM
VEH_MED
VEH_LG
[VEH_SM=motorcycle,

Number	%
92	0.5
16364	90.9
1543	8.6
VEH_MED = sedan,	VEH_LG = truck]

EQUITY STUDY

- ▶ RCW 46.63.220 Automated Traffic Safety Cameras
 - ▶ Analysis of proposed locations must include equity considerations
 - ▶ Livability
 - ▶ Accessibility
 - ▶ Economics
 - ▶ Education
 - ▶ Environmental Health
- ▶ Preliminary impact study at proposed locations shows net positive impact for equity considerations.



TRANPARENCY

- ▶ Requirement by law to post an annual report on the City's website including the number of traffic crashes that occurred at camera locations.
- ▶ Number of traffic infractions issued for each camera.
- ▶ Areas must be clearly marked by signs at least 30 days prior to activation.

City of Poulsbo Automated Traffic Safety Enforcement Program			
Collision and Enforcement Data for 2024*			
In accordance with RCW 46.63.220, Automated Traffic Safety Cameras, the City of Poulsbo is providing the number of traffic accidents that occurred near traffic safety cameras and the number of infractions issued for each camera.			
Location	Collisions	Violations	Citations
POUF003 - NB 21115 Viking Ave NW @ Poulsbo Fish Park	1**	2,281	1,895

*Note - this location was the first camera for the City of Poulsbo, installed in September 2024 and (after a 30-day warning period) began issuing citations on 10/23/2024

**Note - this collision occurred prior to the installation of the traffic safety camera for this location

ADDITIONAL MEASURES FOR EQUITY AND TRANSPARENCY

- ▶ COBI will post additional notice on official city media.
- ▶ Mailers to businesses license holders to ensure employees have notice.
- ▶ Utilizing the Race Equity Tool Kit to assure the concerns of impacted communities are addressed.
- ▶ Working with the Racial Equity Team and REAC during implementation.



FINE REVENUE USED FOR IMPROVING TRAFFIC SAFETY

- ▶ Revenue from fines may only be used to fund Traffic Safety Activities
 - ▶ Physical infrastructure to reduce speeds through road designs
 - ▶ Improvements to safety for active transportation users
 - ▶ Improvements to access and safety for road users with mobility, sight, or other disabilities
- ▶ Implementation of the Complete Streets Approach RCW 47.04.010
 - ▶ Promoting Health Communities by encouraging walking and biking
 - ▶ Improving safety with wider sidewalks, medians, pedestrian street scape features
 - ▶ Preserving Community Character
 - ▶ Road repair and retrofit projects



NEXT STEPS

