



**PLANNING COMMISSION SPECIAL MEETING
THURSDAY, AUGUST 11, 2022**

COUNCIL CHAMBERS
280 MADISON AVENUE NORTH
BAINBRIDGE ISLAND, WA

AND

ZOOM WEBINAR
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/97340072620](https://bainbridgewa.zoom.us/j/97340072620)

OR ONE TAP MOBILE :

US: +12532158782,,97340072620# OR +13462487799,,97340072620#

OR TELEPHONE:

DIAL(FOR HIGHER QUALITY, DIAL A NUMBER BASED ON YOUR CURRENT LOCATION):
US: +1 253 215 8782 OR +1 346 248 7799 OR +1 720 707 2699 OR +1 646 558 8656 OR +1 301 715 8592
OR +1 312 626 6799
WEBINAR ID: 973 4007 2620

AGENDA

**1. CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT
DISCLOSURE - 6:00 PM**

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the Suquamish, "People of Clear Salt Water." Expert fishermen, canoe builders and basket weavers, the Suquamish live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, the Suquamish live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

2. PLANNING COMMISSION MEETING MINUTES - 6:05 PM
Review and approve meeting minutes.

2.a (6:05 PM) July 28, 2022 Draft Meeting Minutes 5 Minutes
[DRAFTJULY28MINUTES.pdf](#)

3. PUBLIC COMMENT - 6:10 PM

3.a (6:10 PM) Instructions for Providing Public Comment During a Hybrid Meeting

4. NEW BUSINESS - 6:15 PM

4.a (6:15 PM) Overview of 2022 Comprehensive Plan Amendments and Review Process 30 Minutes

[CPA Overview Staff Memo final 04AUG2022.docx](#)

[Lynwood_Center_Application_Materials.pdf](#)

[Haggar_Scribner_Application_Materials.pdf](#)

[Port_Madison_Application_Materials.pdf](#)

[PSE SubstationOverview.pdf](#)

[Murden_Cove_Application_Materials.pdf](#)

[Winslow_Application_Materials.pdf](#)

5. PLANNING DIRECTOR'S REPORT - 6:45 PM

6. FOR THE GOOD OF THE ORDER - 7:00 PM

7. ADJOURNMENT - 7:15 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.



Planning Commission meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the Planning & Community Development Department at (206) 780-3750 or pcd@bainbridgewa.gov by noon on the day preceding the meeting.

Public comment may be limited to allow time for the Commissioners to deliberate. To provide additional public comment, email your comment to pcd@bainbridgewa.gov or mail it to Planning and Community Development, 280 Madison Avenue North, Bainbridge Island, WA 98110.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: August 11, 2022

ESTIMATED TIME: 5 Minutes

AGENDA ITEM: (6:05 PM) July 28, 2022 Draft Meeting Minutes

SUMMARY: Review and approve draft minutes

AGENDA CATEGORY: Minutes

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: I move to approve the draft minutes from the July 28, 2022 Special Planning Commission meeting.

STRATEGIC PRIORITY:

FISCAL IMPACT:

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

BACKGROUND:

ATTACHMENTS:

[DRAFTJULY28MINUTES.pdf](#)

FISCAL DETAILS:

Fund Name(s):

Coding:



PLANNING COMMISSION SPECIAL MEETING July 28, 2022 Meeting Minutes

1) **CALL TO ORDER/LAND ACKNOWLEDGMENT/AGENDA REVIEW/CONFLICT DISCLOSURE**

The meeting was called to order at 6:00 PM. Commissioners present were Chair Sarah Blossom, Vice-Chair Ashley Mathews, Yesh Subramanian, Benjamin Deines, Sean Sullivan, Peter Schaab. Commissioner Ariel Birtley was absent and excused. Staff in attendance was acting Planning Director HB Harper, Associate Planner Ellen Fairleigh, Senior Planner Kelly Tayara and Senior Planner Jennifer Sutton. Maria Dozeman, Administrative Specialist, monitored the recording and prepared the minutes.

Conflict Disclosure: Commissioner Peter Schaab will recuse himself from agenda item #6 related to Electric Vehicle Charging Zoning Code Amendments and Commissioner Ashley Mathews recused herself from Agenda Item #4, the Pleasant Beach Village Public Participation Meeting.

2) **MEETING MINUTES**

2.a July 14, 2022 Draft Meeting Minutes

[Cover Page](#)

[DRAFTMINUTES.pdf](#)

Motion: I move to approve the July 14, 2022 meeting minutes.

Schaab/Subramanian

The motion passed unanimously

3) **PUBLIC COMMENT**

Michael Schwank, asked if the city impose impact fees for new development.

4) **PUBLIC PARTICIPATION MEETING, THE INN AT PLEASANT BEACH VILLAGE**

4.a Public Participation Meeting- Inn at Pleasant Beach Village PLN52185 PRE

[Cover Page](#)

[Site Plan for public participation meeting submitted 7.12.2022.pdf](#)

[PLN52185 PRE Inn at Pleasant Beach Village preapplication summary letter project description updated 05092022 and 05262022.pdf](#)

[PLN52185 PRE PW-DE Comments - Inn at PBV \(SPR\).pdf](#)

[Project Narrative.pdf](#)

[Rendering.pdf](#)

Chair Blossom opened the Public Participation Meeting and Planner Ellen Fairleigh provided a staff introduction of the project. Engineering Manager Paul Nylund was in attendance. The agent for the project, Rich Lawson, presented details of the project.

Public Comment

Michael Schwank, concerned about increased traffic.

Marilyn McLaughlin, concerned about size, noise and traffic.

Shay Brinius, concerned about road safety and noise.

Marilyn McLaughlin, concerned about traffic control, road safety and noise.

Alan Martin had a question related to parking spaces.
Michael Schwank, concerned heavy traffic patterns currently on Lynwood Center Road.

5) PUBLIC PARTICIPATION MEETING, BAKER HILL 7

5.a Baker Hill 7 Public Participation Meeting

[Cover Page](#)

[Conceptual Design \(revised\) with trails 20JUL2022.pdf](#)

[Project Narrative.pdf](#)

[Baker Hill 7 preapp letter.pdf](#)

Public Comment

Chair Blossom opened the Public Participation Meeting. Senior Planner Kelly Tayara introduced the project. Sam Lai, Cliff Swiggett and Kyle Kutz presented further details on the proposed project.

Public Comment

Robert Avery, concerned about traffic impact on Lynwood Center Road

Michael Schwank, concerned about water and traffic.

Robert Avery asked about septic systems.

Michael Schwank asked what water system would service the development.

6) NEW BUSINESS

6.a [Ordinance No. 2022-14 related to Electric Vehicle Charging Zoning Code Amendments](#)

[Cover Page](#)

[EV Ready Code Discussion - Slides.pdf](#)

[Ordinance_No._2022-14_EV_Parking.docx](#)

[EV Ready Code Examples from Local Communities.docx](#)

Climate Adaptation Officer, Autumn Salamak, gave the presentation.

7) PLANNING DIRECTOR'S REPORT

Planning Manager HB Harper, acting PCD Director, provided the Planning and Community Development department update.

8) FOR THE GOOD OF THE ORDER

none

9) ADJOURNMENT (8:40 PM)

The meeting was adjourned at 8:40 PM

Sarah Blossom, Chair

Maria Dozeman, Administrative Specialist



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: August 11, 2022

ESTIMATED TIME:

AGENDA ITEM: (6:10 PM) Instructions for Providing Public Comment During a Hybrid Meeting

SUMMARY: instructions for providing public comment during a hybrid meeting

AGENDA CATEGORY: Discussion

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: If you would like to provide public comment during the meeting, please review the guidelines provided here first.

STRATEGIC PRIORITY:

FISCAL IMPACT:

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

BACKGROUND:

ATTACHMENTS:

[Instructions for Providing Public Comment at Hybrid Meetings.docx](#)

FISCAL DETAILS:

Fund Name(s):

Coding:

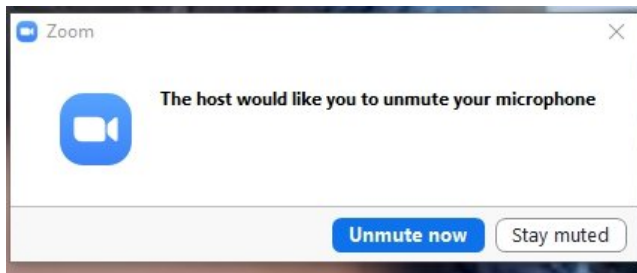


Planning and community development

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing Commissioners directly or sending comments to pcd@bainbridgewa.gov and City staff will forward your comment directly to Commissioners on your behalf. Members of the public who wish to provide public comment may attend the meeting in Council Chambers or may participate remotely by following the instructions outlined below. If you are attending in-person, please sign up to speak on the sign-in sheet by the Chamber doors. The Chair or Acting Chair will call the people signed up on the sign-in sheet in Council Chambers first, and speakers will have three minutes to speak from the podium. Following the in-person comment, people who have raised their hands in the Zoom meeting will be called on next. A timer on the screen will indicate when 3 minutes have elapsed. Guidelines for public comment are also attached.

INSTRUCTIONS FOR PROVIDING PUBLIC COMMENT REMOTELY

1. Join the Zoom webinar by following the link posted on the agenda and on the City calendar.
2. Sign in to Zoom with your full name.
3. The Chair will indicate when it is time for public comment.
4. Attendee indicates desire to speak by clicking on "Raise Hand" option at the bottom of the screen. If you are calling in by phone and would like to make a comment, *6 mute/unmute *9 raise/lower hand to be called on to speak.
5. Attendee clicks button "Unmute now" after they are called to speak by the Chair.



6. Attendee will appear on screen with other panelists, but without video, just name.

IMPORTANT NOTE: If you do not have the latest version of Zoom, you will be promoted to panelist. You will then appear with video enabled. Look for the video icon in the bottom left-hand corner of the screen to turn off your video.

7. Attendee provides comment.
8. A timer on the screen will track your time.
9. Stop speaking when the timer reaches the 3-minute mark.
10. Attendee is returned to attendee group, and microphone is muted.
11. Public comment is simply received by the Planning Commission, with no response.



CITY OF
BAINBRIDGE ISLAND

Planning Commission Special Meeting Agenda Bill

MEETING DATE: August 11, 2022

ESTIMATED TIME: 30 Minutes

AGENDA ITEM: (6:15 PM) Overview of 2022 Comprehensive Plan Amendments and Review Process

AGENDA CATEGORY: Discussion

PROPOSED BY: Jennifer Sutton

**PREVIOUS PLANNING COMMISSION
REVIEW DATE(S):**

PREVIOUS COUCIL REVIEW DATE(S):

RECOMMENDED MOTION:

Presentation and discussion only.

SUMMARY:

The purpose of tonight's Planning Commission agenda item is:

- Provide an overview of the City's Comprehensive Plan Amendment (CPA) review process, BIMC Section 2.16.190.
- Summarize the five CPAs that the City has received during the 2022 CPA submission cycle, and provide an estimated timeline for the Planning Commission review of the five amendments.

The City of Bainbridge Island accepts requests to amend the Comprehensive Plan every three years. CPA applications were accepted between January and February 2022 for this current cycle. The CPA review process and decision criteria primarily relate to quantifying potential adverse impacts on community resources and public services.

The City received five CPA applications (attached) during the January-February 2022 submission window. See staff memo and applications for additional information about CPAs generally and the five current CPA applications. Staff will provide more detailed analysis of each application at a future meeting.

BACKGROUND: See staff memo.

ATTACHMENTS:



Department of Planning and Community Development

Memorandum

Date: August 4, 2022

To: Planning Commission

From: Jennifer Sutton, AICP, Senior Planner
Kelly Tayara, Senior Planner

Subject: Overview of 2022 Comprehensive Plan Amendment Requests

I. MEETING PURPOSE

The purpose of tonight's Planning Commission agenda item is:

- Provide an overview of the City's Comprehensive Plan Amendment (CPA) review process
- Provide a summary of the five amendment requests submitted in 2022
- Provide an estimated timeline for Planning Commission review

II. Comprehensive Plan Amendment Overview

The City accepts [Comprehensive Plan](#) amendment (CPA) requests every three years. Applications were accepted between January and February 2022 for the current cycle in accordance with [BIMC 2.16.190.G.2](#).

There are two types of CPA requests:

- 1) Policy Amendment ([BIMC 2.16.190.C](#)): A policy amendment modifies the text of the [Comprehensive Plan](#), such as a change to a goal or policy. A policy amendment may be considered if the request is consistent with the Comprehensive Plan, and the amendment is needed to further the vision, goals, or policies of the plan; these amendments should be designed to provide correction or additional guidance so the community's original visions and values can better be achieved. A policy amendment may also be considered if community values, priorities, needs and trends have sufficiently changed to justify a fundamental shift in the Comprehensive Plan.
- 2) Map Amendment ([BIMC 2.16.190.D](#)): A map amendment changes the designations on the [Future Land Use Map](#) of the Comprehensive Plan. The land use designations on the map are similar to zoning designations; for example, a property with a Comprehensive Plan land use designation of Residential-1 on the Future Land Use Map is located in the R-1 zoning district.

III. Summary of 2022 Comprehensive Plan Amendment Requests

The City accepted five CPA applications (attached) during the January-February 2022 submission window. Links to the permitting database, including application materials, are included at the end of this memo.

- Haggar Scribner: Request for both map and policy amendments. A new overlay district (“Civic + Cultural Connection Overlay”) for two properties at the northwest corner of Winslow Way and Ericksen Avenue (187 Ericksen Avenue) is proposed, along with supporting Comprehensive Plan policy amendments.
- Lynwood Center Subarea: Request for both map and policy amendments. The proposal includes amendments to the [Lynwood Center Subarea Plan](#) to change the residential density regulations in the Neighborhood Center (NC) and Neighborhood Center / R-12 (NC/R-12) districts from units per acre to floor area ratio (FAR), as defined in [BIMC 18.12.050.G](#).
- Puget Sound Energy (PSE) Port Madison Substation: Request for a map amendment to change the substation site (Day Road at SR305) from Residential-0.4 to Business/Industrial (B/I), concurrent with a request to change the district from R-0.4 to B/I on the City's Official Zoning Map.
- PSE Murden Cove Substation: Request for a map amendment to change the Murden Cove Substation site (9582 Sportsman Club Road) from Residential-2 to Business/Industrial (B/I), concurrent with a request to change the district from R-2 to B/I on the City's Official Zoning Map.
- PSE Winslow Substation: Request for a map amendment to change the substation site (Bucklin Hill Road) from Residential-0.4 to Business/Industrial (B/I), concurrent with a request to change the district from R-0.4 to B/I on the City's Official Zoning Map

IV. Review Process

The review process for Comprehensive Plan Amendments is contained in [BIMC 2.16.190.G](#), and began with required preapplication conferences prior to submittal of the applications. The applications are currently under review by staff. The next steps in the review process are:

- 1) State Environmental Policy Act (SEPA) Review: Staff conducts SEPA review, and the City issues a SEPA threshold determination (e.g. Mitigated Determination of Nonsignificance).
- 2) Staff Analysis: Staff prepares a written analysis for the Planning Commission. The analysis is generally accompanied by a staff recommendation for approval, approval with modifications, or denial of the application.
- 3) Planning Commission Review and Recommendation: As outlined in [BIMC 2.16.190.G.5](#) and [G.6](#), Planning Commission review and recommendation is conducted during a public hearing, where the Commission considers the application materials, public comment, decision criteria and staff findings.
- 4) Hearing Examiner Public Hearing: The Puget Sound Energy applications require Public Hearing before the Hearing Examiner, subsequent to Planning Commission review and recommendation, because they involve changing the zoning classification of specific property from one designation to another. The Haggar-Scribner and Lynwood Center application do not require a public hearing before the Hearing Examiner at this time. The regulations for site-specific rezones are found in [BIMC 2.16.140](#).
- 5) City Council Review and Decision: The City Council may decide to approve, approve with modification, or deny an application.

V. SCHEDULE FOR PLANNING COMMISSION REVIEW

Planning Commission review is estimated to begin on August 25, and review is anticipated to extend through September. Depending on Planning Commission agenda availability, the first public hearing is anticipated on September 22, and staff will group discussions of multiple applications together as feasible.

VI. Attachments: Application Materials

- Haggar Scribner Properties CPA (City Permit File [PLN52152 CPA](#))
- Lynwood Center Subarea CPA (City Permit File [PLN52180 CPA](#))
- PSE Port Madison Substation (City Permit File [PLN52101 REZ/CPA](#))
- PSE Murden Cove Substation (City Permit File [PLN51703 REZ/CPA](#))
- PSE Winslow Substation (City Permit File [PLN52149 CPA](#))

Land Use Application

Supporting documents are required for project review.

See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for permit submittal requirements and fees.

Please schedule an appointment at [Planning and Building Submittal Appointments](#).

Project Name Comp Plan Amendment Application - NC Zoning in Lynwood Ctr Subarea

Property Owner(s)

Site Address

Parcel Numbers

Non-project specific

NC Zone, Lynwood Center Subarea

Select Application Type

~~Adjustments to Approved Land Use - Major~~

Select Application Type

Comprehensive Plan Amendment

Consolidated Review Requested ([BIMC2.16.070](#))

No

Project Name and Description

Proposed Comprehensive Plan Change
Proposed Policy (Land Use-Housing Elements)

- The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov



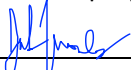
Project Contacts

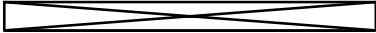
Applications must be submitted by the property owner or the owner's designated agent.
A notarized [Owner/Agent Agreement](#) must accompany this application if submitted by a designated agent.

Applicant
Property Owner Indigo Architecture & Interiors (Jeb Thornburg)
Mailing Address: PO BOX 10549, Bainbridge Island, WA 98110
Email: jebt@beingindigo.com
Phone: 206.909.0864
Name of Authorized Agent (Notarized Owner/Agent Agreement form required)
Mailing Address:
Email:
Phone:

Statement of Affirmation REQUIRED

I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. ~~I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and representatives of the City of Bainbridge Island and other governmental agencies to enter upon and inspect said property as reasonably necessary to process this application.~~


~~Owner Name - Print~~
Applicant


Owner Name - Signature

2.28.22

Date

Owner Name - Print


Owner Name - Signature

Date

Agent Name and Business Name - Print


Agent Name - Signature

Date

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov

HOUSING DIVERSITY & AFFORDABILITY

Proposed Comprehensive Plan Change

Proposed Policy (Land Use-Housing Elements)

- *The City Shall Allow FAR Based Zoning in The Lynwood Center Sub Area for parcels Zoned as NC & NC-R-12 to promote housing diversity and affordability.*

Why? Benefits of FAR Zoning

- FAR based zoning will promote smaller scale & affordable pedestrian-oriented housing consistent with Comp Plan Goals
- Current approach regulates density as units per acre which encourages larger size units and construction of “high end” market rate units.
- Smaller scale units allow modest density increases within current development standards (lot coverage, height, etc.) and provide increased levels of affordability

How? Fit with Existing Regulations

- Consistent with current policy to achieve higher residential densities within NSC and to help reduce traffic congestion.
- FAR can be structured to include incentives or bonus for projects which include affordable housing (see example ordinance language below).
- FAR approach doesn’t require modifying current development standards.
- New Base FAR limit can be set to conform with existing NC zoning regulations such as height limit, setbacks, lot coverage (see comparison below).

What? Supports Housing and Land Use Elements

- Achieves limited density increases within Designated Neighborhood Center while maintaining community character
- Increased housing options (rentals, smaller living units) for individuals and families with modest or fixed incomes within the community.
- Promotes opportunity for those who work in the community to live or remain in the community.
- Reduces environmental impacts of off island workforce car commuting onto the Island.
- Supports the long-term viability of local businesses, and those who provide for local community daily, workers that define our “Special Island Character.”

HOUSING DIVERSITY & AFFORDABILITY

Supporting Comp Plan Policies

HO Action #2 Amend the City's development code to facilitate an increase in the diversity of housing types and supply of affordable housing.

Policy HO 3.1 Encourage innovative zoning regulations that increase the variety of housing types and choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods.

Policy HO 3.7 Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers.

Policy HO 6.2 In order to provide for permanently affordable housing pursue effective strategies to reduce the land cost component of affordable housing which may include alternative land use zoning, density bonuses and other incentives

Example Comparison of Existing Unit Count Methodology vs. Proposed FAR

Theoretical 1.0 ac (43,560 sf) site

EXISTING NC R-12

- Lot Coverage 35% x 43,560 sf = 15,246 sf footprint allowed
- Height Limit 35' (3 stories) = 15,246 x 3 = 45,738 sf allowed
- 12 dwelling units allowed

PROPOSED FAR = 1.05

- Remains compliant with existing zoning envelope standards
 - 35% lot coverage
 - 35' height limit
- No limit on dwelling unit count in existing zoning envelope standards*

*Note: small units would naturally be more affordable

HOUSING DIVERSITY & AFFORDABILITY

Example of Potential Prescribed Affordable Housing Incentive (future ordinance)

BASE FAR = 1.05

- 35% lot coverage
- 35' height limit

FAR WITH 50% AFFORDABLE UNITS = FAR 1.25

- 50% lot coverage
- 35' height limit
- 20% public space required
- 25% reduction in parking requirement
- Indoor bike parking required

Example of Potential Prescribed Affordable Housing Incentive (continued)

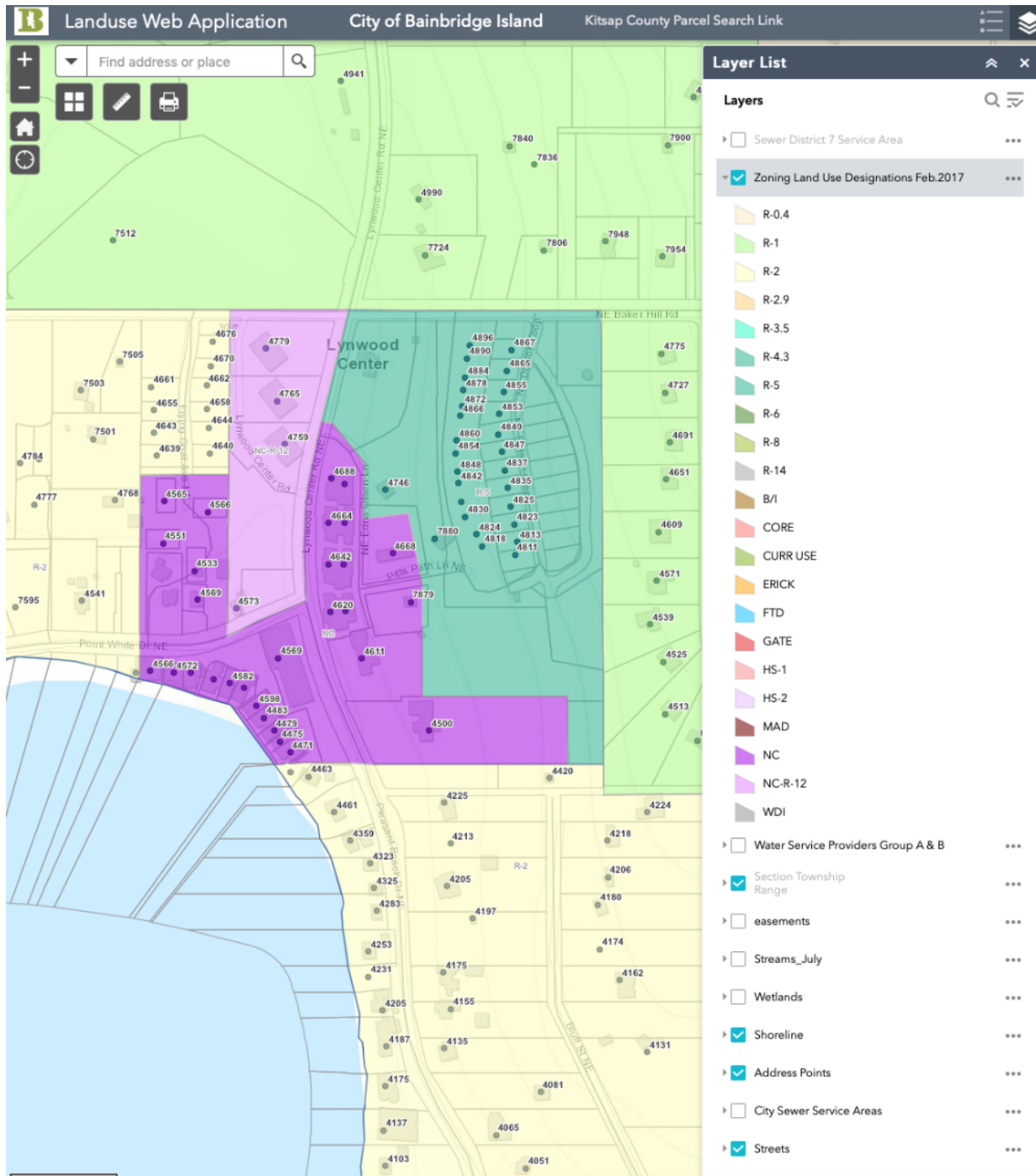
FAR WITH 100% AFFORDABLE UNITS = FAR 1.5

- 50% lot coverage
- 45' height limit with additional 10' setback from current setback regs
- 20% public space required
- 50% reduction in parking requirement
- Indoor bike parking required
- Car share program required

HOUSING DIVERSITY & AFFORDABILITY

Appendix

Comp Plan change applies to parcels in Lynwood Center Sub Area Zoning Land Use Designations NC & NC-R-12 (purple & light purple) on attached existing CoBI Zoning Map.



Land Use Application

Supporting documents are required for project review.

See the [Administrative Manual for Planning Permits](#) and [Fee Schedule](#) for permit submittal requirements and fees.

Please schedule an appointment at [Planning and Building Submittal Appointments](#).

Property Owner(s)

Site Address

Parcel Numbers

HAGGAR SCRIBNER PROPERTIES, LLP

187 ERICKSEN AVE NE

262502-3-047-2004; 262502-3-053-2005

BAINBRIDGE ISLAND, WA 98110

Select Application Type **COMPREHENSIVE PLAN AMENDMENT**

Select Application Type **LEGISLATIVE REVIEW OF DEVELOPMENT REGULATIONS**

Consolidated Review Requested (**BIMC2.16.070**) **YES**

NOTE: LEGISLATIVE REVIEW OF DEVELOPMENT REGULATIONS SUBMITTAL WILL BE SUBMITTED SEPARATELY IN THE COMING WEEKS

Project Name and Description

THE COMPREHENSIVE PLAN AMENDMENT PROPOSES A NEW ZONING OVERLAY IN THE MIXED-USE TOWN CENTER CALLED THE CIVIC + CULTURAL CONNECTION OVERLAY. THE PROPOSAL AMENDS LANGUAGE IN THE COMPREHENSIVE PLAN TO ACCOMMODATE THIS AND AMENDS THE OFFICIAL ZONING MAP. THE NEW OVERLAY DISTRICT WOULD INCREASE DENSITY AND HEIGHT AND REQUIRE BELOW-GRADE PARKING AND SPECIFIC PUBLIC AND CIVIC AMENITIES THAT ARE IN-LINE WITH THE LONG-RANGE GOALS OF THE COMPREHENSIVE PLAN. SEE THE SUBMITTAL PACKAGE FOR MORE INFORMATION.

THE LEGISLATIVE REVIEW OF DEVELOPMENT REGULATIONS WOULD IMPLEMENT THE PROPOSED COMPREHENSIVE PLAN AMENDMENT INTO THE ZONING CODE.

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov



Project Contacts

Applications must be submitted by the property owner or the owner's designated agent.
A notarized [Owner/Agent Agreement](#) must accompany this application if submitted by a designated agent.

Property Owner [HAGGAR SCRIBNER PROPERTIES, LLP](#)

Mailing Address: [HAGGAR SCRIBNER PROPERTIES LLP, P.O. BOX 10220, C/O WINDERMERE, BAINBRIDGE ISLAND, WA 98110](#)

Email: THAGGAR@MSN.COM

Phone: [206-817-2250](tel:206-817-2250)

Name of Authorized Agent (Notarized Owner/Agent Agreement form required)

[HENRY ZIMMERMAN, ZGF ARCHITECTS LLP](#)

Mailing Address: [925 FOURTH AVE, STE 2400, SEATTLE, WA 98104](#)

Email: HENRY.ZIMMERMAN@ZGF.COM

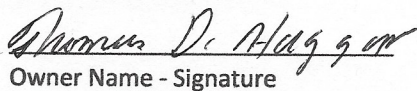
Phone: [206-245-7091](tel:206-245-7091)

Statement of Affirmation REQUIRED

I affirm, under penalty of perjury, that all answers, statements, and information submitted with this application are correct and accurate to the best of my knowledge. I also affirm that I am the owner or designated agent of the subject site. Further, I grant permission to any and all employees and representatives of the City of Bainbridge Island and other governmental agencies to enter upon and inspect said property as reasonably necessary to process this application.

[TOM HAGGAR, MANAGING PARTNER, HSP LLP](#)

Owner Name - Print



Owner Name - Signature

[Feb 23, 2022](#)

Date

Owner Name - Print

Owner Name - Signature

Date

[HENRY ZIMMERMAN, ZGF ARCHITECTS LLP](#)

Agent Name and Business Name - Print



Agent Name - Signature

[2022-02-23](#)

Date

City of Bainbridge Island
Department of Planning & Community Development
280 Madison Ave N
Bainbridge Island, WA 98110
PermittingSubmittal@bainbridgewa.gov

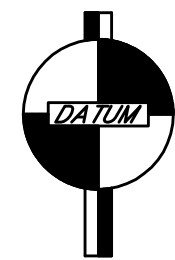
Topography

of a portion of the
Northwest 1/4, Southwest 1/4
Sec.26, T.25N., R.2E., W.M.
City of Bainbridge Island
Kitsap County, Washington
prepared for: Tom Haggar

Scale: 1" = 20'
Assumed

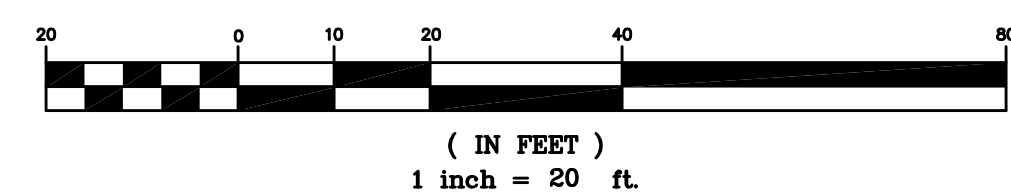
- Legend**
- Evergreen tree
 - Deciduous tree
 - CO = Sewer cleanout
 - CR = Cable riser
 - WM = Water meter
 - TP = Telephone pedestal
 - CB = Catch basin
 - LP = Light pole
 - UP = Utility pole
 - LB = Underground locate blue stripe
 - LG = Underground locate green stripe
 - LO = Underground locate orange stripe
 - LR = Underground locate red stripe
 - SD = Underground white stripe
 - SS = Approximate location of underground sanitary sewer line location

- Areas of asphalt paving
- Areas of concrete surface
- Areas of gravel surface
- Spot elevation



City of Bainbridge Island
Vertical Control Network
Bench Mark No. TBM0435
Chiseled "X" in top Northwest bolt
of a fire hydrant in the Northeast quadrant of
the intersection of Erickson Ave. and Winslow Way.
Elevation = 85.65'

GRAPHIC SCALE



Notes

- 1) This drawing does not purport to show all easements, restrictions and reservations burdening or benefitting the subject properties.
- 2) Only selected utilities and trees are shown.
- 3) Underground utility locates shown were done by others.

Stormdrain manhole
Rim Elev.=79.5'
Invert Elev.=73.4'

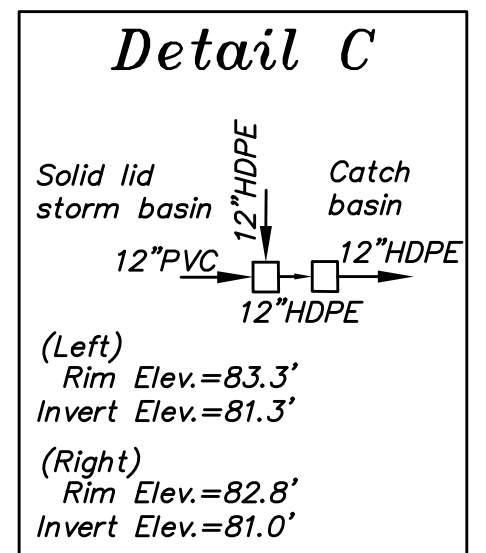
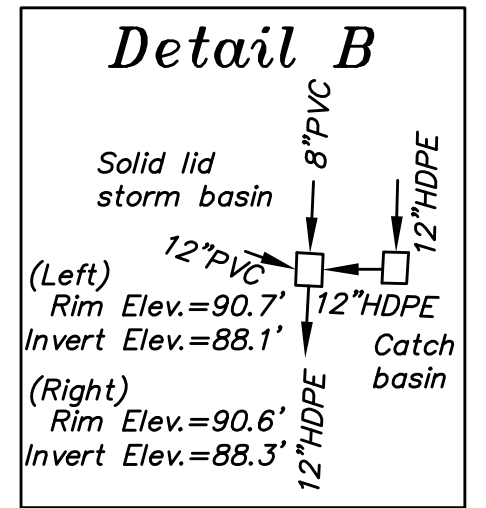
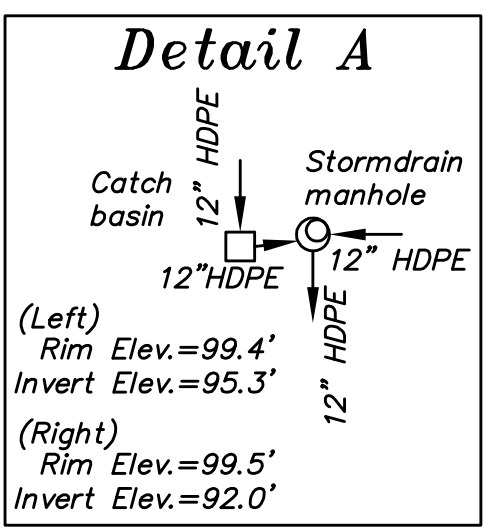
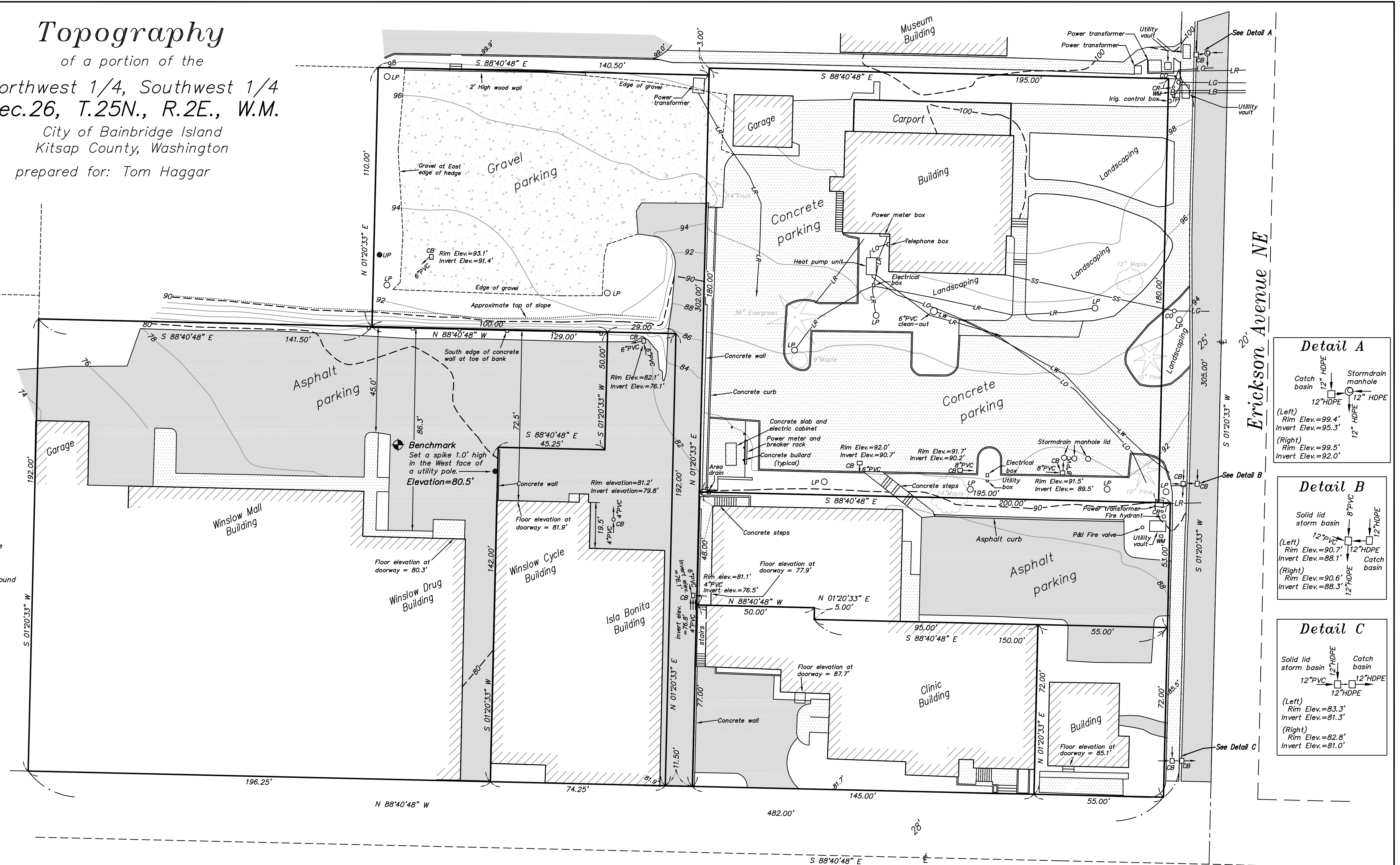
Winslow Way



ADAM
&
GOLDSWORTHY, INC.
LAND SURVEYING

1015 NE HOSTMARK ST. (360)779-4299
POULSBORO, WA 98370 (206)842-9598

DATE 03/04/15 FIELD BOOK 1027,1029,1323
DRAWING 5587T SHEET 1/1





MARLSON AVE

ERCKSEN AVE NW

SR 305

PROPOSED ZONE
OVERLAY DISTRICT

WINSLOW WAY

HALF MILE

WATERFRONT PARK

SEATTLE FERRY
TERMINAL

EAGLE
HARBOR



CIVIC + CULTURAL CONNECTION OVERLAY

COMPREHENSIVE PLAN AMENDMENT PROPOSAL 2022

CITY OF BAINBRIDGE ISLAND
02.28.2022

ZGF
ZIMMER GUNSUL FRASCA ARCHITECTS LLP

OWNER

Haggar Scribner
Properties LLP

ARCHITECT

ZGF Architects
925 4th Ave, Suite 2400
Seattle, WA 98104

LANDSCAPE ARCHITECT

Fischer Bouma Partnership
310 Madison Ave S, Suite A
Bainbridge Island, WA 98110

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- Proposed Amendatory Language

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- Winslow Town Center
- Mitigation of Island Sprawl

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- Potential site design opportunities

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APPENDIX D: REFERENCED STUDIES

- 2007 Winslow Core Parking Feasibility Study by LMN Architects
- 2019 Bainbridge Island Incentive Zoning Report by ECONorthwest and Forterra
- 2021 Winslow Master Plan Analysis by University of Washington

01 INTRODUCTION

TEAM

OWNER:

Haggar Scribner Properties LLP

ARCHITECT:

ZGF Architects, 925 4th Avenue, Ste 2400, Seattle WA 98104

LANDSCAPE ARCHITECT:

Fischer Bouma Partnership, 310 Madison Ave S, Suite A
Bainbridge Island, WA 98110

PROPOSED OVERLAY DISTRICT PARCELS:

262502-3-047-2005, 262502-3-053-2004;

POTENTIAL PARCELS ADDED TO OVERLAY DISTRICT PROPOSED:

262502-3-057-2001, 262502-3-133-2009

EXISTING ZONING DESIGNATION: Mixed Use Town Center, Central Core Overlay

PROPOSED ZONING DESIGNATION: Mixed Use Town Center, Civic+Cultural Connection Overlay

EXISTING USE: Surface parking paved and gravel, 2-story residential building with commercial (antique store) at ground-level and private apartment on second level.

INTRODUCTION

Haggar Scribner Properties LLP, the owner of the subject property, is comprised of a group of long-time Bainbridge Islanders with a history of community service and commitment to the sustainability of the Island, and particularly the Winslow core. Drs. Tom Haggar and Rob Scribner originally purchased the site when they were physicians practicing in what came to be known as the Winslow Clinic, with the idea that they would develop it as a state-of-the-art medical facility. When demographics and local health care options evolved, they shifted focus to a legacy mixed-use project that would serve a variety of housing and commercial needs while also revitalizing the cultural core that includes BPA, the Bainbridge Island Historical Museum, and the adjacent City commons. To realize that goal, they enlisted the help of several members of the Nakata family, owners of Town & Country Markets, including Larry and Sandy Nakata, Ron and Sue Nakata, and Ron and Susan (Nakata) Allen.

The owners have repeatedly demonstrated their commitment to the civic and cultural good of the Island. Dr. Haggar, his wife (noted Island architect Priscilla Zimmerman), and the Nakatas have for decades contributed their time and energy to countless community efforts, from the earliest “Winslow Tomorrow” programs to KidiMu and a host of charitable and civic causes. Perhaps most demonstrably, the Nakatas underscored their commitment to Winslow when they substantially rebuilt the T&C supermarket on Winslow Way (rather than relocating to property further north that would have reduced expense and complexity while also resolving endemic parking challenges) and HSP followed suit when it decided to re-purpose the

former Virginia Mason clinic across the street from Town & Country as the Orchard, rather than scraping the building and selling the entire site to a developer for a monolithic, large-scale development that would have forever changed the small-town character of Winslow.

The owners have assembled a team of like-minded, local professionals to take the project forward. Developer Tad Fairbank, the project architects, and every design and construction contractor engaged to date has deep Bainbridge Island roots. Development of the referenced site will be another example in a long tradition of this group’s longstanding service to the Bainbridge Island community.

PARCELS, FROM LEFT TO RIGHT:

262502-3-057-2001
262502-3-133-2009
262502-3-053-2005
262502-3-047-2004



VICINITY MAP

NATURE AND REASON FOR THE PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

This Comprehensive Plan Amendment Application is submitted to modify and update the goals and policies of the Comprehensive Plan in order to increase density in the Central Core Overlay and allow for the development of a legacy project that will serve as an example and a test case for updating future zoning elsewhere. By way of this Application, the applicant is requesting to add a new overlay designation, the Civic + Cultural Connection Overlay, that will connect Winslow Way to civic spaces by way of this gateway property just north of Winslow Way along Ericksen Ave NE and westward to Madrone Lane N.

In order for the subject parcels (the parcel occupied by the former Winslow Mortuary and currently occupied by the Antique store south of the Bainbridge Island Historical Museum, and the gravel parking lot to its west) to be developed in a financially feasible manner, it will require

- **Floor Area Ratio (FAR) of 2.5,**
- **an additional 10 feet in height** (45’-0” base height / 55’-0” bonus height with below-grade parking,) and
- **flexibility in, or removal of, the use-mix-ratio between residential and commercial for a mixed-use project.**

(This ratio is currently locked at a 1/3 to 2/3 ratio, either can be residential or commercial). The current use ratio is outdated and does not meaningfully adapt to project sites unique conditions or result in an appropriate amount of commercial vs. residential use for Winslow. In the view of the applicant, the need for thousands of additional square feet of commercial space is limited.

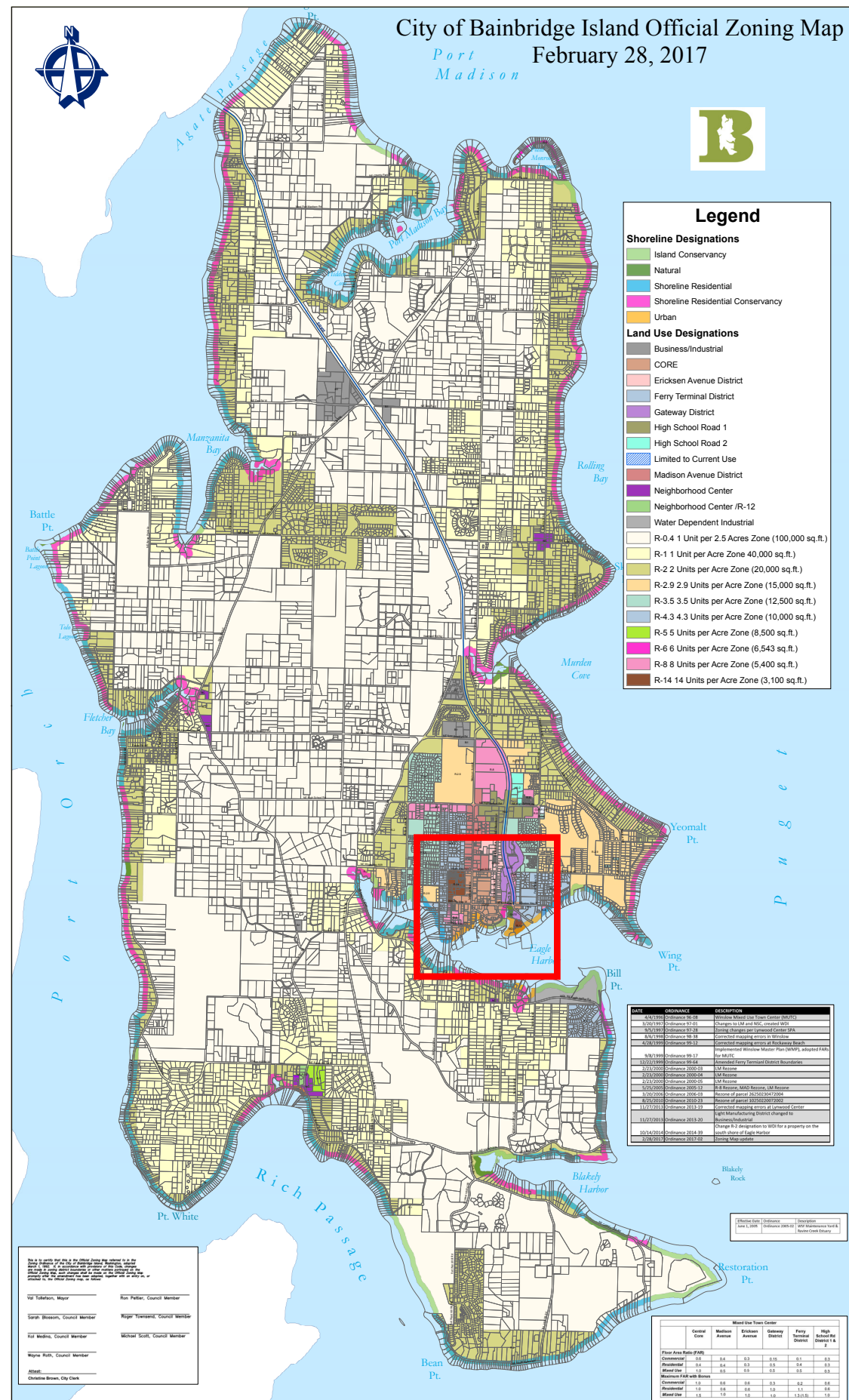
This Application proposes increasing the FAR, height and flexibility in use in order to enhance pedestrian connections between Winslow Way and the existing civic and cultural amenities on adjacent sites and increase open space by making below-grade parking and dedicated public rights-of-way requirements in this new zone. With these modifications, the Applicant would develop a legacy project on this gateway site that could serve as a model for future growth in the Central Core.

The features that would make this a “legacy project” consistent with Bainbridge Island’s Comprehensive Plan include:

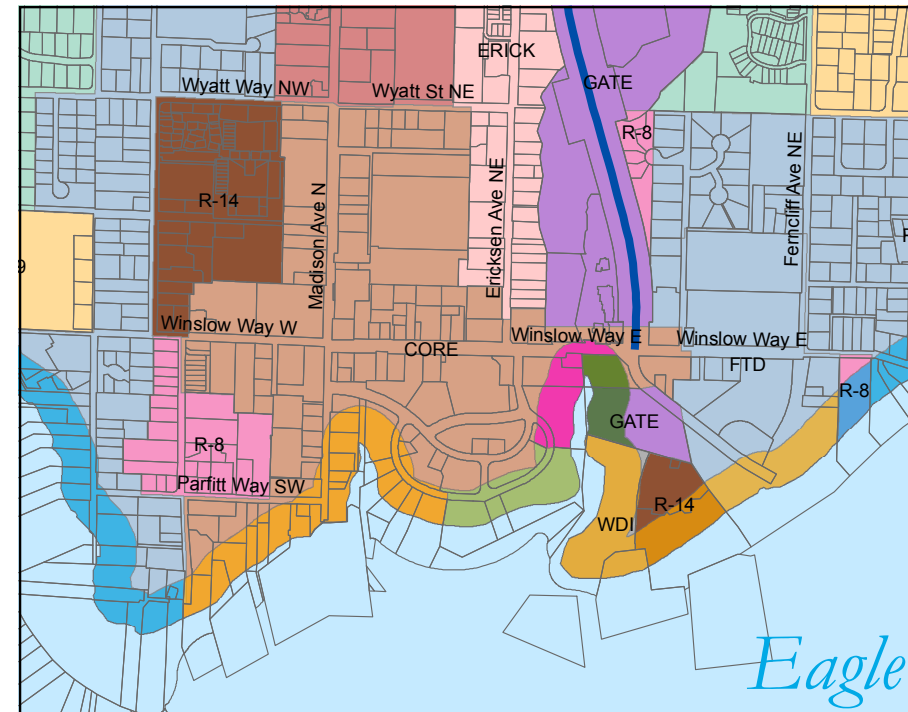
1. Accommodating needed multifamily rental housing density and variety—including aging-in-place apartments, work-live spaces, and appropriately-priced workforce housing for the ‘missing-middle’ —in an ‘infill’ location in Winslow
2. Accommodating that density off Winslow Way, allowing the ‘Historic small town main street’ character to be preserved.
3. Below-grade parking in an ideal location to relieve surface parking pressure in downtown Winslow.
4. Additional height and below-grade parking allow more open space and pedestrian connections at grade through vibrant public spaces accommodating both commercial and residential.
5. Ideal multi-modal public transit access and bicycle-supportive development location.
6. Housing diversity added in an ideal centrally located pedestrian oriented development.
7. The Civic and Cultural Center of Bainbridge Island would be supported and enhanced with new public spaces and accessible connections;
 - Townhomes, possibly live/work, facing the Farmer’s Market green and Bainbridge Performing Arts
 - Extending the connection from Waterfront Park through the middle of the site to the City property (enhancing the alley between Isla Bonita and The Orchard as a more formal pedestrian connection).
 - Creating an elevated, landscaped public terrace facing south with views to Eagle Harbor.
 - Removal of the retaining wall and improvement of the east-west pedestrian alley connection from Ericksen Ave NE to Madrone Lane N.
 - Enhancing and expanding the east-west pedestrian connection on the south side of the Bainbridge Island Historical Museum into a landscaped, programmed cultural element and gateway to the cultural and civic center of the Island.
 - All pedestrian connections emphasize accommodating mobility and accessibility.
 - Reducing footprint and grade-level mass to increase site porosity, encourage pedestrian access, and promote harmony of scale with adjacent structures.

The project is consistent in all respects with the short and long-range goals of the Comprehensive Plan and Winslow Master Plan, and can be realized with updates and modifications to the Comprehensive Plan as proposed in this Application. The proposed zoning modifications, in the context of Island and regional population growth (both current and projected), are better suited to the long-range planning goals of the Comprehensive Plan and Winslow Master Plan than the current zoning and are considerably more modest than those recommended by studies commissioned by the City, the 2019 ECONorthwest and Forterra report, titled City of Bainbridge Island Transfer of Development Rights and Inclusionary Zoning Assessment, (which, among other things, recommended an increase of FAR to 4.5). Additionally, these modifications to the zoning code take advantage of the unique characteristics and opportunities of the parcels at issue:

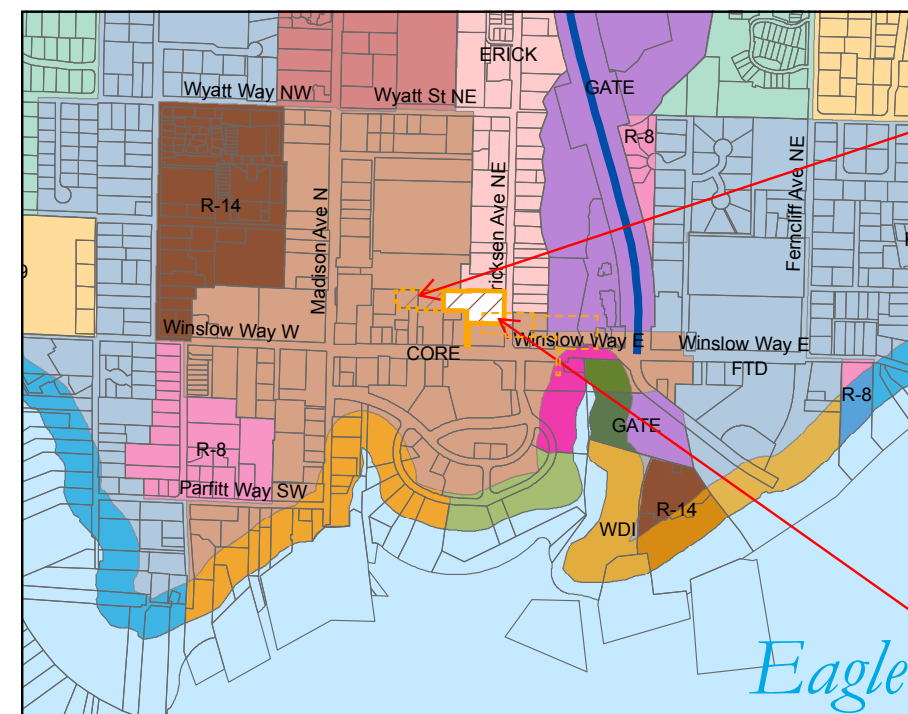
1. ‘Cornerstone’ gateway parcel leading to the civic and cultural heart of Bainbridge Island at a prominent corner in Winslow.
2. A key parcel traversed by pedestrians on pathways to and from the ferry (supports the walkability and pedestrian orientation of Winslow).
3. Unique topography and dimensions fitting of below-grade parking for access to Winslow Way and the civic complex.
4. Opportunities to help enliven the alley between Madrone Lane N and Ericksen Ave NE into a thoughtful pedestrian- oriented addition to the Winslow core.



COBI ZONING MAP - EXISTING



COBI ZONING MAP - PROPOSED



POTENTIAL
PARCELS TO BE
INCLUDED AT THE
— DISCRETION OF
THE CITY:
262502-3-057-2001,
262502-3-133-2009

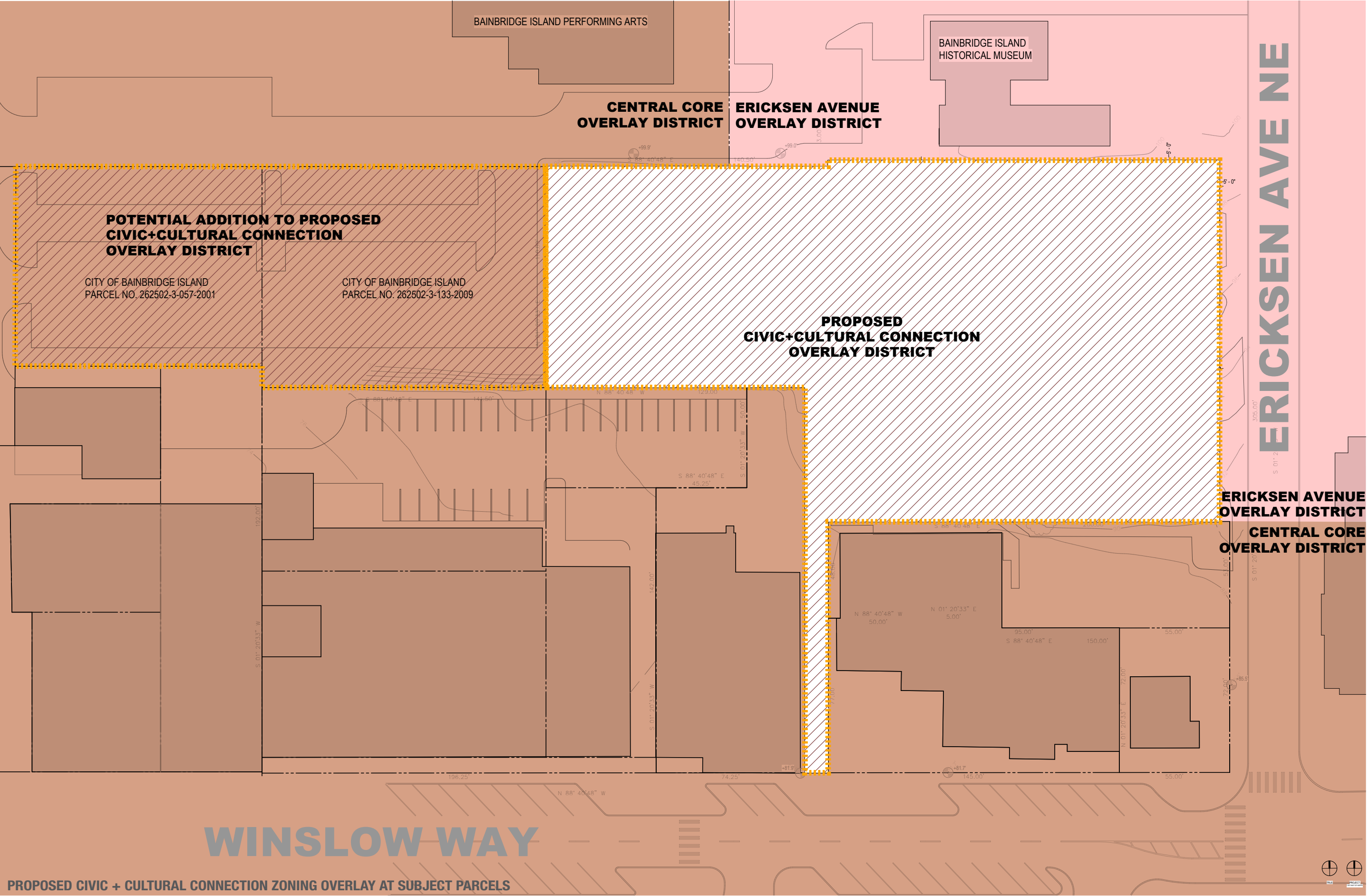
**PROPOSED
PARCELS TO BE
INCLUDED IN NEW
ZONING OVERLAY
—DISTRICT:
262502-3-053-2005,
262502-3-047-2004**

CENTRAL CORE OVERLAY

 CIVIC+CULTURAL CONNECTION OVERLAY

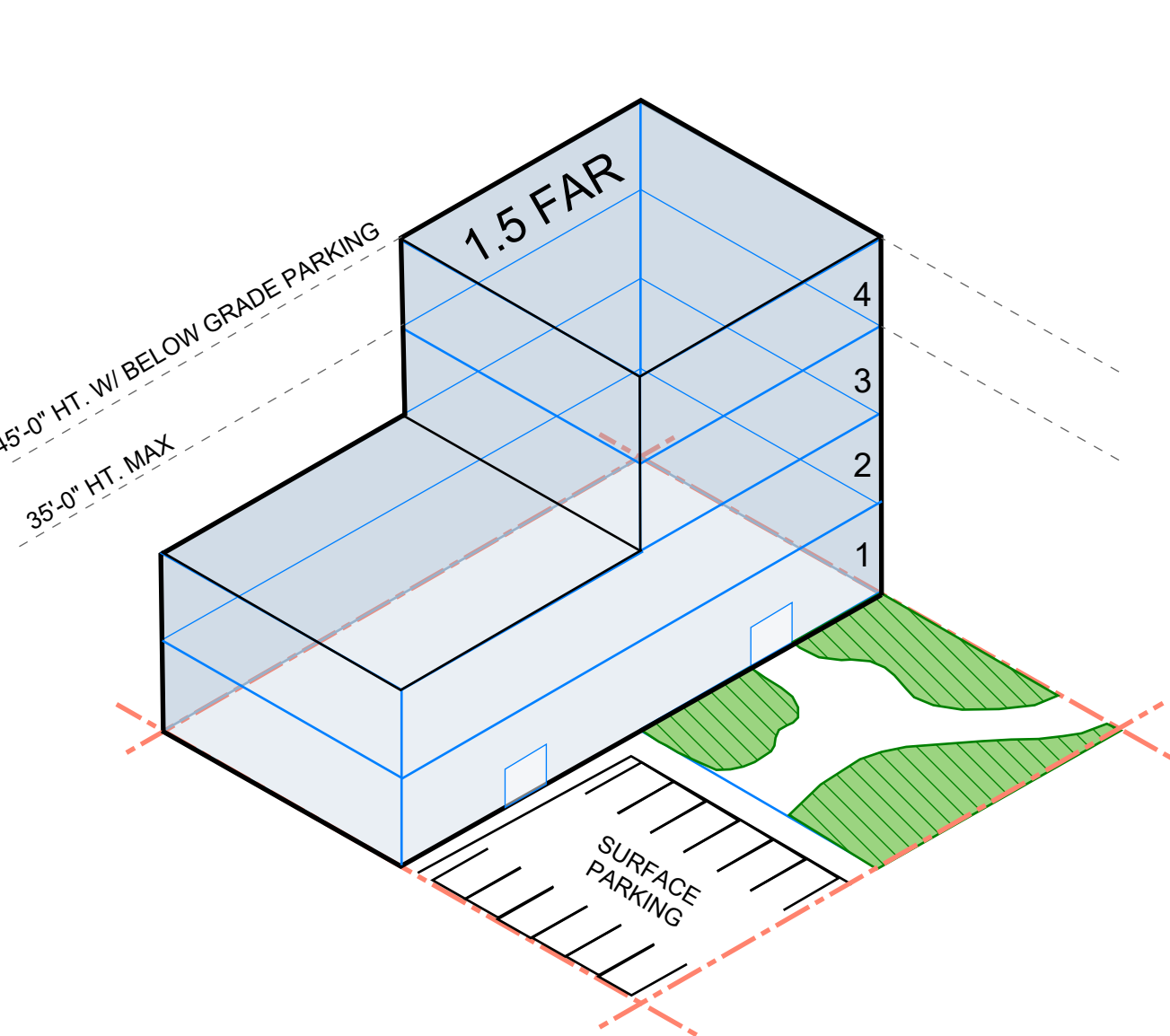
 INDICATES OTHER POTENTIAL SITES FOR CIVIC+CULTURAL CONNECTION OVERLAY DESIGNATION

PROPOSED CIVIC + CULTURAL CONNECTION ZONING OVERLAY

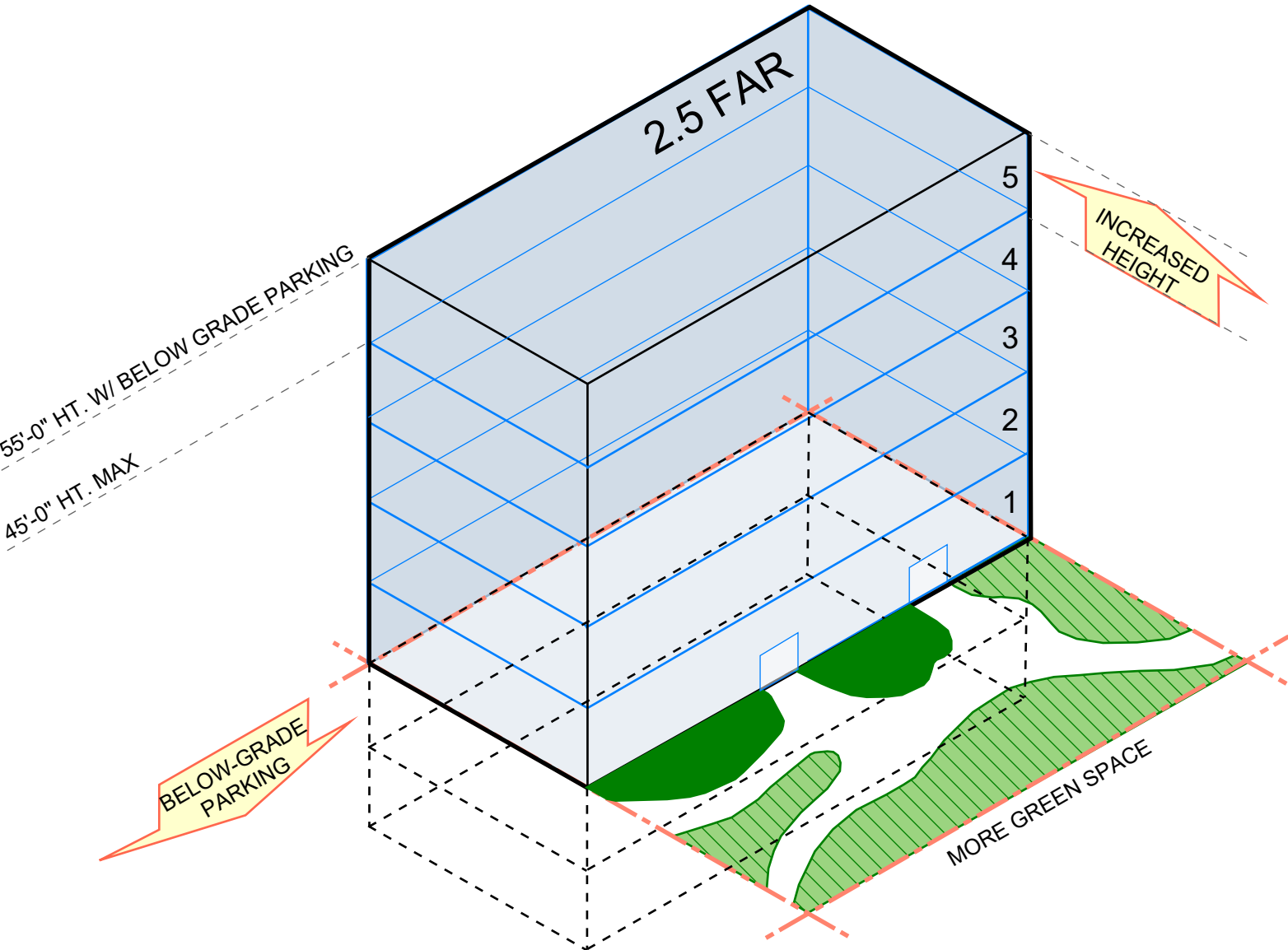


PROPOSED CIVIC + CULTURAL CONNECTION ZONING OVERLAY AT SUBJECT PARCELS

PROPOSED CIVIC + CULTURAL CONNECTION OVERLAY
ZONING CRITERIA



Current Baseline FAR and Height Limit at Subject Parcels



Proposed FAR and Height Limit with Below-Grade Parking at Subject
Parcels

PROPOSED AMENDATORY LANGUAGE / SPECIFIC SUGGESTED CHANGES TO THE PLAN

This Amendment proposes to add a Civic and Cultural Connection Overlay. This proposal would add an overlay zone that would allow for an increase in density and height in Central Core and provide flexibility in the commercial to residential ratio. The precise amendatory language of the Civic and Cultural Connection Overlay would be developed in conjunction with City Planning staff and would incorporate the following components:

CP Goal LU-7, **revise** Policy LU-7.3 Central Core Overlay District to read;

The Central Core is ~~[the most]~~ a densely developed district within the Mixed-Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. Mixed-use development within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

CP Goal LU-7, **add** Policy LU-7.8 Civic + Cultural Connection Overlay District;

The Civic + Cultural Connection Overlay is a densely developed district within the Mixed-Use Town Center. Within this Overlay District, Mixed-use development is encouraged, pedestrian site porosity and dedicated public rights-of-way to enhance the walkability of Winslow are required. Below-grade parking is required. Developments are encouraged to thoughtfully meet the Civic and Cultural center of Bainbridge and provide public enhancements and gateways.

Additionally, **add** the above section, Civic+Cultural Connection Overlay District to the Winslow Master Plan, Chapter 2 Land Use, and **amend** associated land use maps per the proposed Land Use Map on pp. 6-7 as required.

Policies listed in the Winslow Master Plan outlining the goals and policies of specific districts are to be **amended to include the following** recommended goals and policies for the Civic+Cultural Connection Overlay District;

Add: 2-12.1 – *Require below-grade parking to further the goals of making the Winslow downtown a pedestrian oriented town center where residents and visitors are encouraged to ‘Park-First’ and do their business on foot.*

Add: 2-12.2 – *Offset the cost of below-grade parking by providing increased FAR. Encourage a diversity of housing to create a multi-generational and multi-income downtown core.*

Add: 2-12.3 – *Permit increased height to allow for additional pedestrian open and green space at the ground plane, require dedicated public rights-of-way to create pedestrian thoroughfares where opportunities align with comprehensive plan goals with the goal of increasing the pedestrian orientation of Winslow.*

Add: 2-12.4 – *Encourage mixed-use development to enhance the livability and vitality of Winslow as well as increasing tourist opportunities for visitors. Or encourage culturally oriented uses to bolster the civic and cultural heart of downtown.*

Add: 2-12.5 – *In addition to the specific policies listed for this overlay district, comply with policies 2-6.1 and 2-6.3 for the Central Core Overlay District.*

Included for reference;

2-6.1 - Establish FARs and development standards that support mixed-use development at a level that encourages downtown living with a variety of housing sizes and types, provides commercial and retail services that meet the needs of the community, and enhances the vitality of the downtown.

2-6.3 - Increase the vitality of the civic plaza - currently comprised of the Farmers' Market, BPA, and City Hall - by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

Suggested modifications to the Comprehensive Plans Cultural Element:

Add: *Policy CUL-1.8: Prioritize Civic and Cultural core enhancements on and around the City’s property in Winslow.*

Add: *Policy CUL-3.7: Support the expansion and enhancement of the Bainbridge Island Historical Society Museum and its grounds through public and private partnerships*

02 ALLOCATING DENSITY / PRESERVING ISLAND CHARACTER AND RESOURCES

ALLOCATING DENSITY

For Bainbridge Island to grow in a sustainable manner, mitigate sprawl, preserve open space and preserve the rural character of the Island, it needs to take action to permit and encourage density in its neighborhood centers, specifically the Winslow Town Center, in a manner that is commensurate with the recent population growth in the region. This regional growth should not only take into account population projections from Kitsap County, but also consider the growth in Seattle to which it is linked. Recent third-party studies commissioned by the City of Bainbridge Island, both the 2019 ECONorthwest and Forterra report, titled *City of Bainbridge Island Transfer of Development Rights and Inclusionary Zoning Assessment*, as well as the 2021 University of Washington report *Winslow Master Plan Analysis* recommend an increase in FAR in downtown Winslow. The latter sets this need in current and future population growth to mitigate sprawl on the Island – a key tenet of the Comprehensive Plan and Winslow Master Plan. Allocating density to neighborhood centers, and in particular Winslow, is mentioned throughout the Comprehensive Plan, and is tied to the vision of preserving the natural and rural character of much of the Island by reducing sprawl.

PRESERVING THE ISLAND'S RURAL CHARACTER AND NATURAL RESOURCES

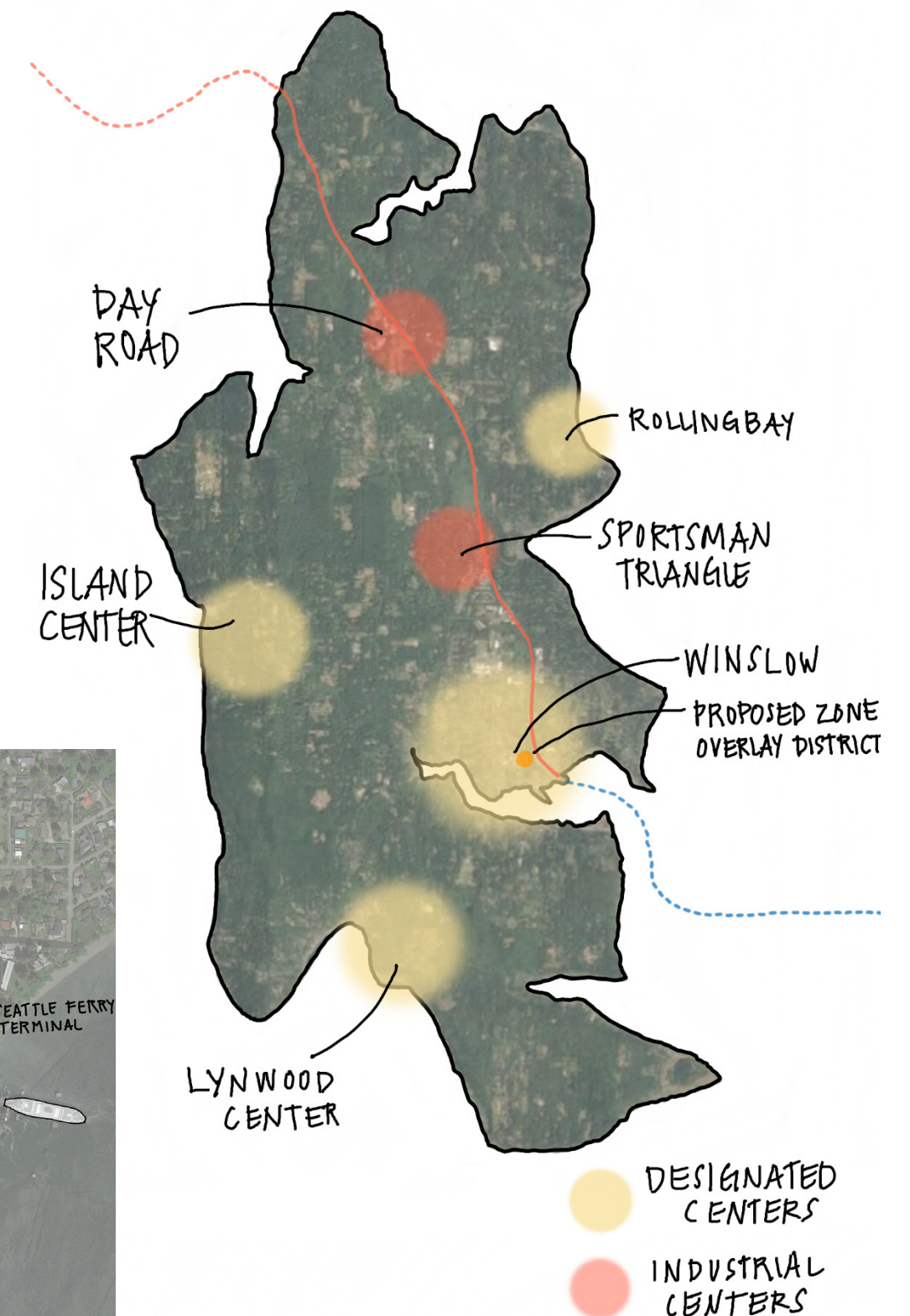
Protecting and preserving the environment on the Island is heralded as one of the special characteristics of the Island that draws people from all over and makes Bainbridge a model community. At odds with increasing density, however, is preserving the small-town character of Winslow Way. Increases in zoning density have been resisted by the local community in Winslow as breaking with the character and tradition of the small main street. However, this attitude, out of context with the long range and overarching land-use preservation goals on the island, is causing the Island's housing growth to fall behind population growth and its zoning to fall behind needs. This view is supported by the recent third-party studies contracted by the City of Bainbridge Island to inform its future land use decisions - both the 2019 ECONorthwest and Forterra report, as well as the 2021 UW report recommend an increase in FAR in downtown Winslow to keep pace with growth. This proposal seeks to accommodate the unique small-town

character of Winslow by keeping the proposed denser development off the 'Historic small town main street' Winslow Way, and instead locating it at one level behind these frontage properties. This achieves the best of both worlds – preserving the small-town character along historic Winslow Way, while accommodating greater density in the core as part of an urban infill development. Urban infill is recommended both by the Comprehensive Plan in policy HO-3.7, and by the 2021 UW report recommending ways to achieve higher density in Winslow.

Reference policies: (Guiding Policy 1.2, **Policy LU 1.2**, GOAL LU-4, **Policy LU-4.1**, Goal LU-5, **Policy LU-5.1**, **Policy LU-5.6**, Policy LU-6, Policy LU-6.1, **Policy LU 6.2**, GOAL LU-7, Policy LU 7.1, Policy LU 7.3, GOAL EC-6, Policy EN 10.1, GOAL HO-1, Policy HO 1.3, Policy HO 1.4, Policy HO 1.5, **Policy HO 3.7**, **GOAL HO-4**, Policy HO 4.1, Policy HO 4.5, WMP Ch. 3 – Housing, Goal WMP 4-2).



EAGLE HARBOR CONTEXT MAP



BAINBRIDGE NEIGHBORHOOD CENTERS

Focus growth in already dense areas



ARTIST'S SKETCH

View from intersection of Winslow Way and Ericksen Ave NE towards proposed zoning overlay, showing potential project opportunity in overlay.

03 WALKABILITY OF WINSLOW / 'PARK-FIRST'

WALKABILITY OF WINSLOW

Maintaining, promoting and increasing the pedestrian orientation of Winslow is critical to the success of this small-town community and another defining special characteristic. Currently, most parking in Winslow is surface parking that occupies a significant amount of space that could otherwise be dedicated to infill development, pocket parks, or more pleasant pedestrian circulation in the core. As density increases in Winslow, and infill development is advocated for, pushing parking into below-grade parking structures is a critical piece of moving Winslow into the future and achieving some of the long-range planning goals.

'PARK-FIRST'

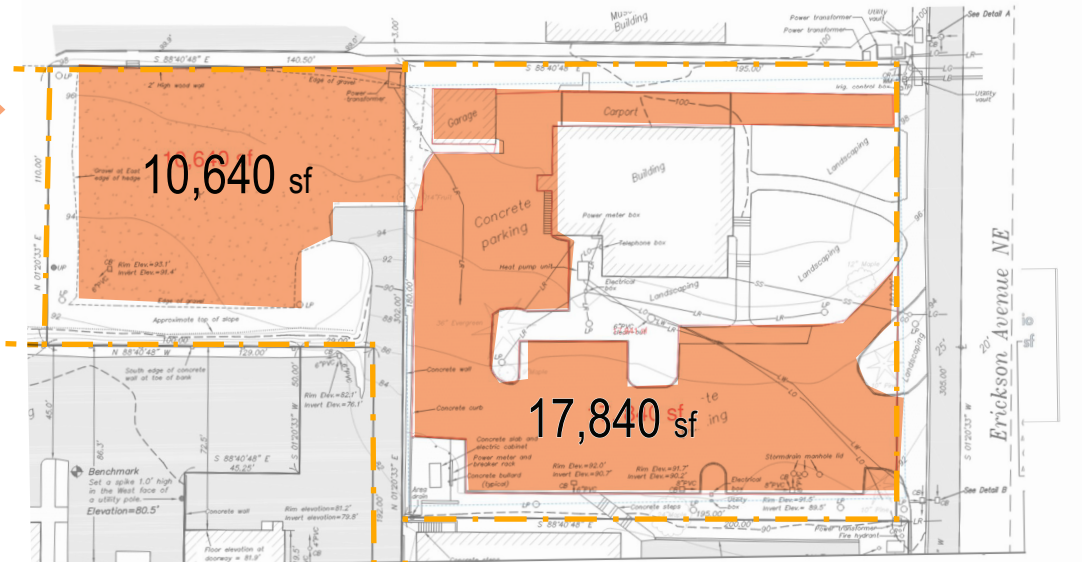
The subject parcels of this amendment were identified in a 2007 study by the City of Bainbridge Island and LMN architects 'Winslow Core Parking Feasibility Study' as well as Chapter 6 of the Winslow Master Plan, as an ideal location for a parking structure combined with the city's parcel to the west (currently a terraced dirt surface parking lot south of the Farmer's Market green). The project seeks to develop a below-grade parking structure that would lead by example in Winslow, demonstrating the pedestrian enhancements possible at ground level when parking is pushed below grade. This would further the strategy put forth in the Comprehensive Plan and Winslow Master Plan labeled 'Park-First', which encourages citizens and visitors who drive to Winslow to park once in a central garage and do their errands or activities in Winslow on foot, experiencing the downtown as a pedestrian.

*Reference policies: (Guiding Policy 8.5, Policy LU 5.1, Policy LU 5.6, Policy LU 6.2, Goal LU-7, LU 7.3, Policy EC 2.5, Policy EC 11.1, **Policy EC 11.2**, Policy EN 10.1, **WMP Ch. 4 – Open Space and Trails**, WMP 5-1.5, WMP 5-1.6, WMP 5-1.8, WMP Ch. 6 – Transportation, **Policy WMP 6-11.13**)*

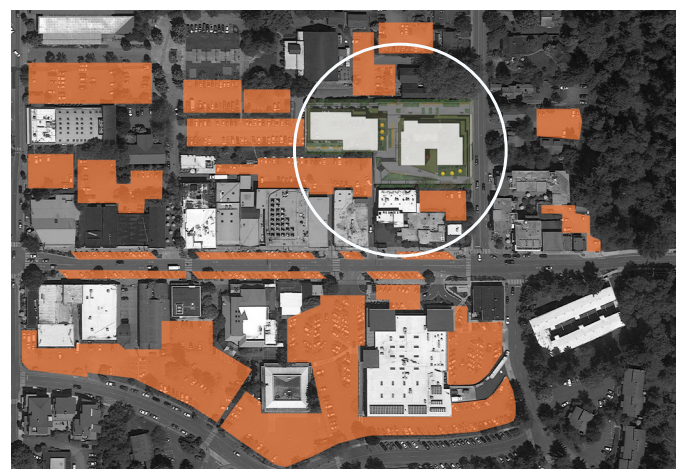
EXISTING SURFACE PARKING IN WINSLOW'S CENTRAL CORE



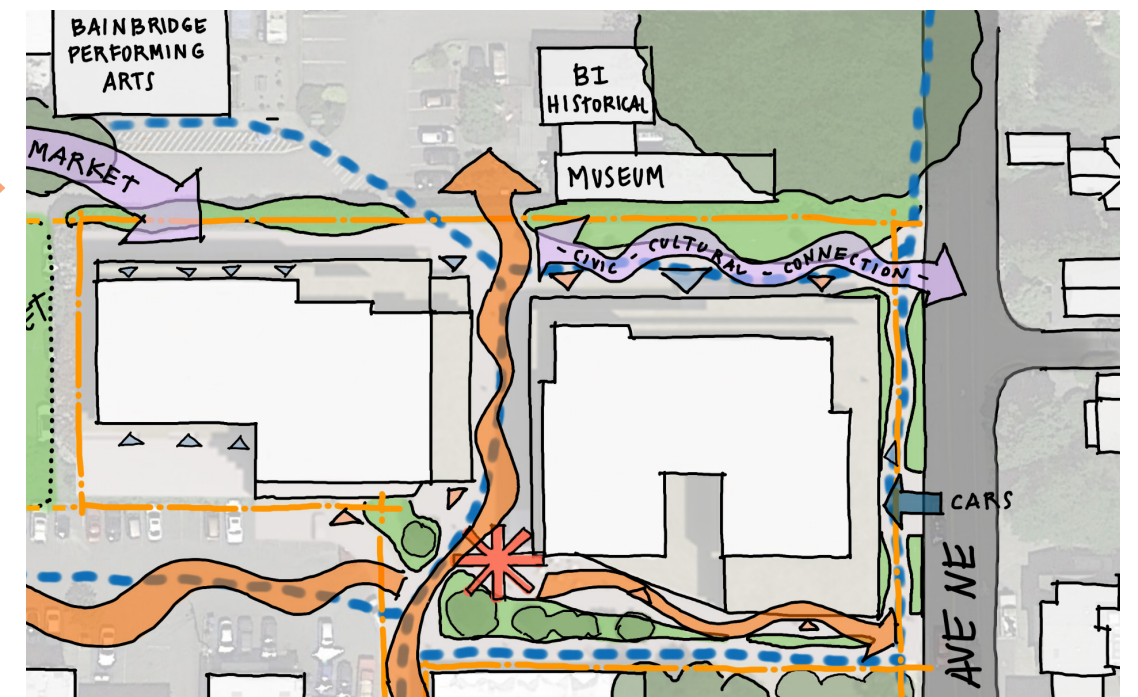
BEFORE: ABOVE GRADE PARKING; 28,500 SF



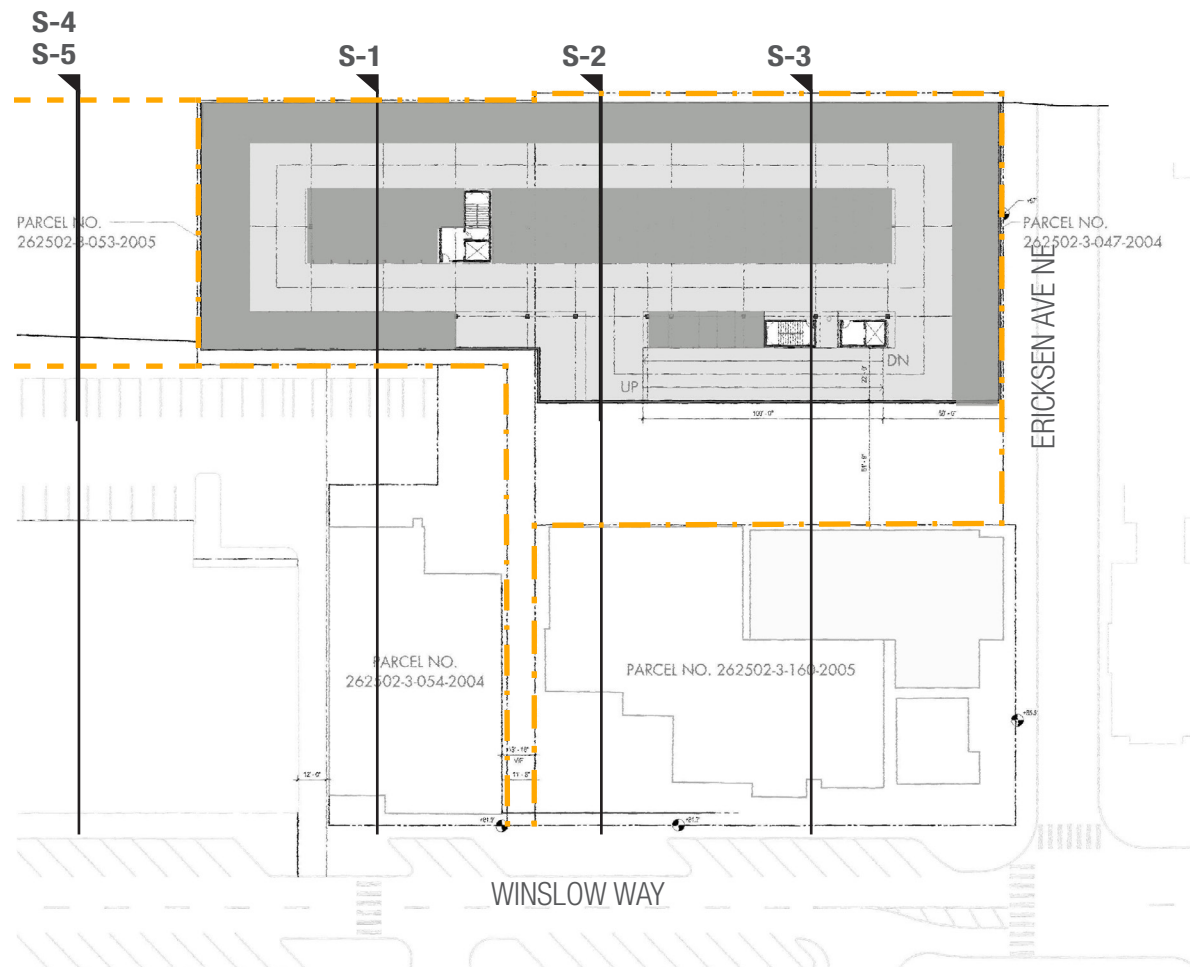
POTENTIAL SURFACE PARKING IN WINSLOW'S CENTRAL CORE WITH ZONING OVERLAY



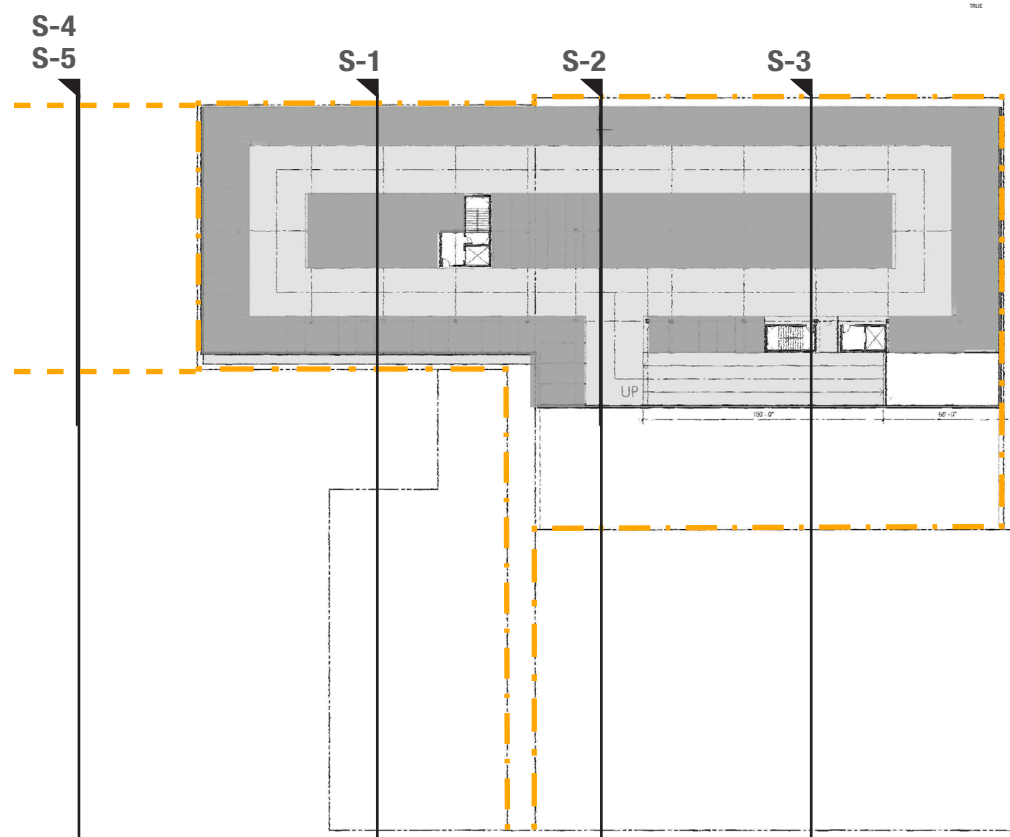
AFTER: BELOW GRADE PARKING



POTENTIAL BUILDING MASSING AND OPEN SPACE SHOWN W/ PROPOSED OVERLAY DISTRICT



CONCEPTUAL BELOW-GRADE PARKING PLAN; LEVEL P1

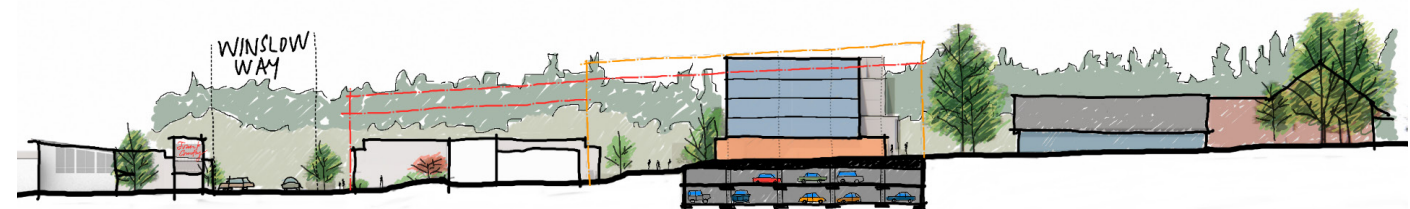


CONCEPTUAL BELOW-GRADE PARKING PLAN; LEVEL P2

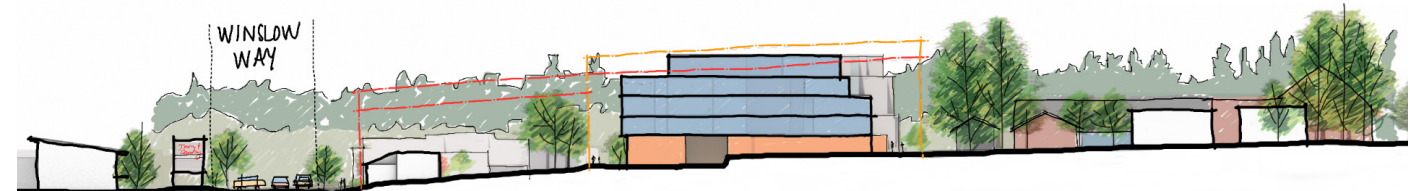
55' proposed max height w/ bonus
45' existing max height w/ bonus
35' existing max height



S-1



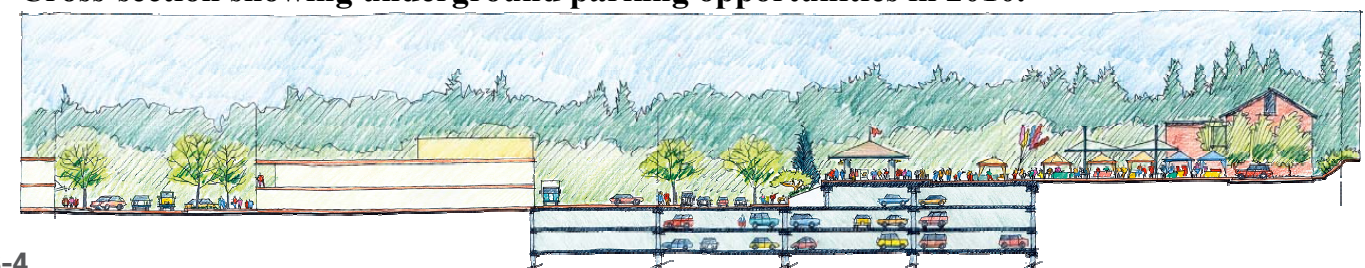
S-2



S-3

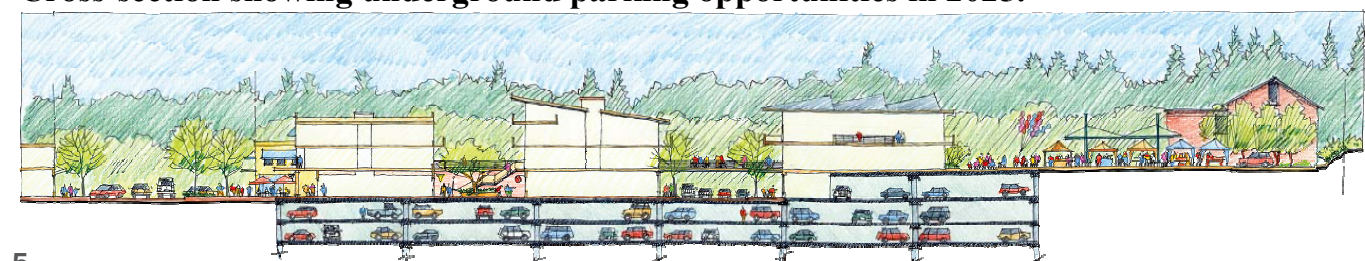
SECTION OPPORTUNITIES ON SUBJECT PARCELS IN PROPOSED ZONING OVERLAY

Cross-section showing underground parking opportunities in 2010.



S-4

Cross-section showing underground parking opportunities in 2025.



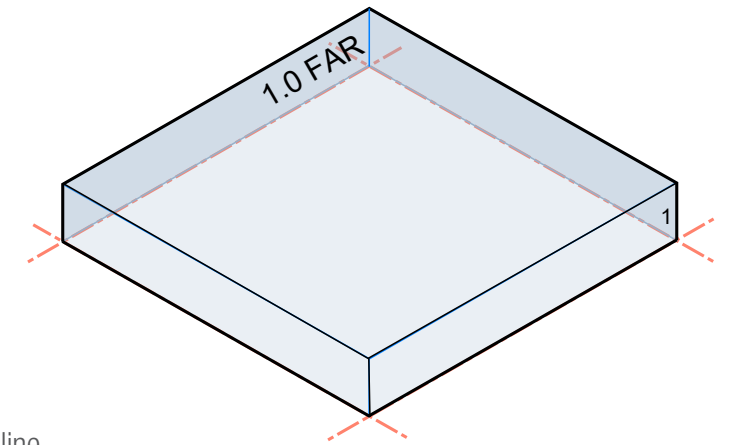
S-5

WINSLOW MASTER PLAN SECTIONS (CHAPTER 6 PP. 63,64)

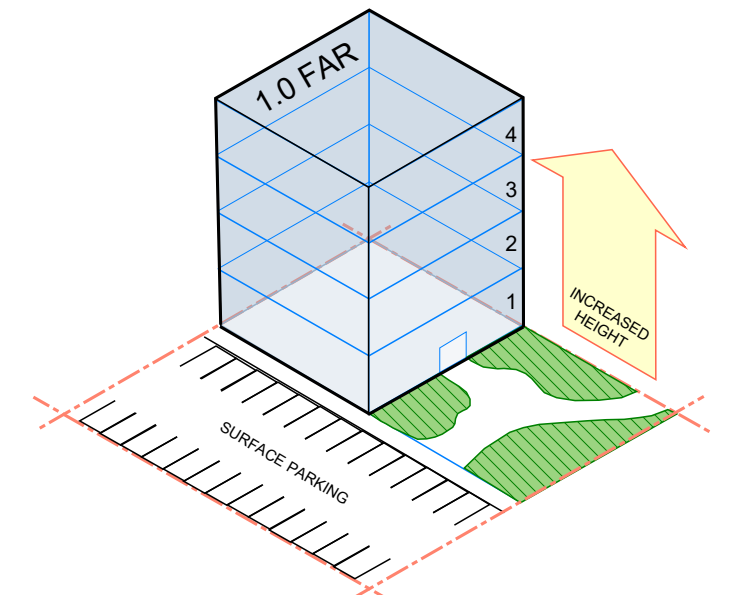


ARTIST'S SKETCH

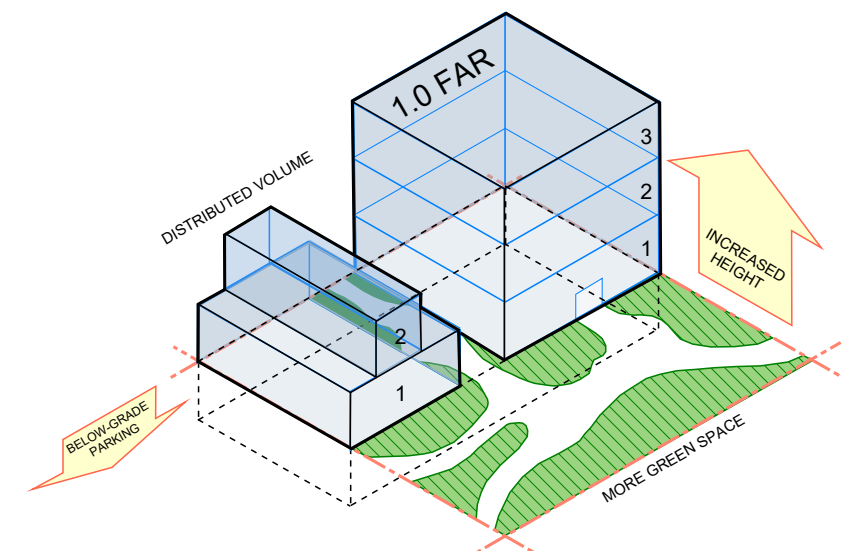
View from The Orchard/Former Virginia Mason Clinic looking north at pedestrian connections and potential project massing in proposed zoning overlay



Baseline

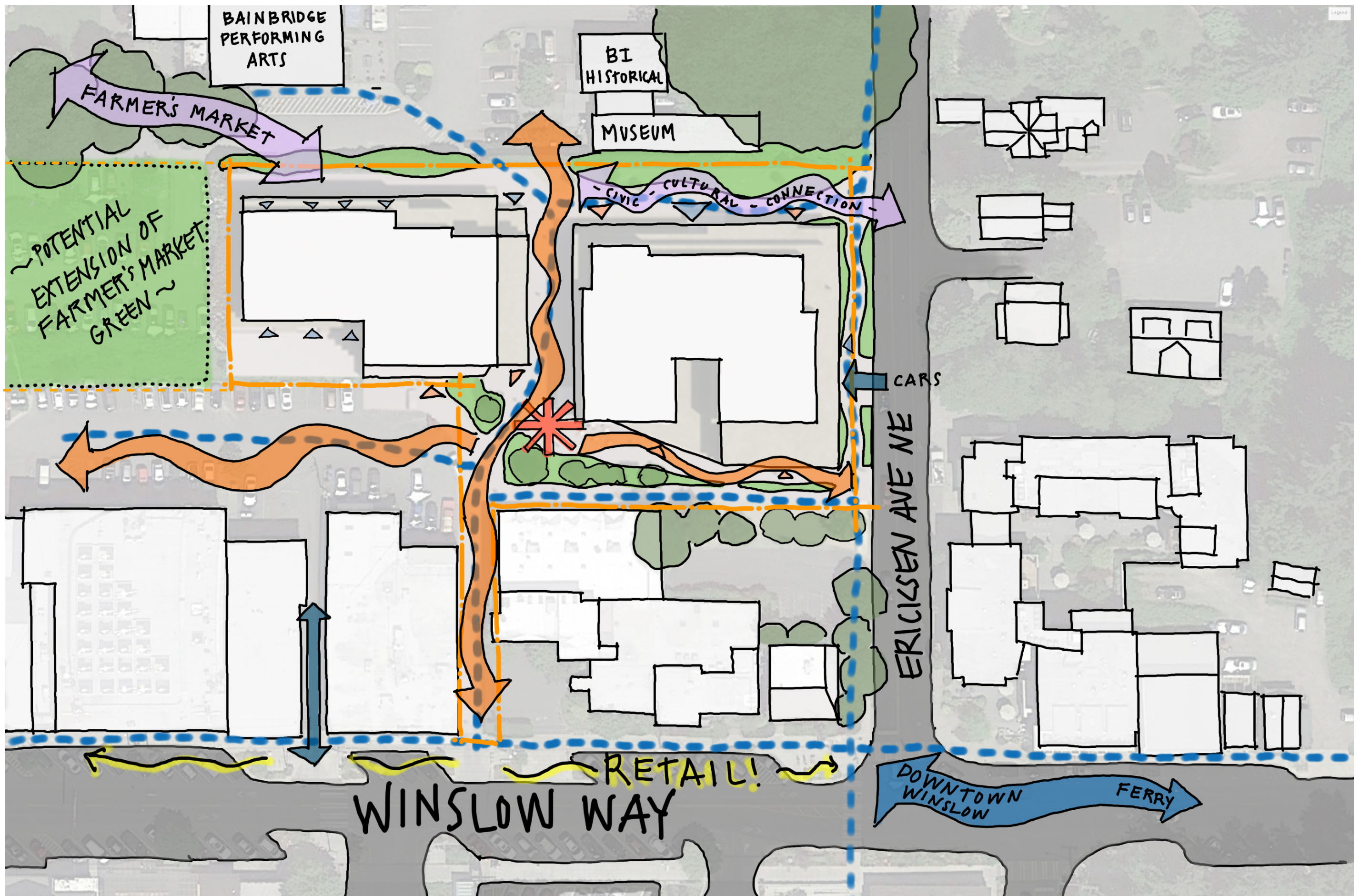


Increased Height allows for other uses at grade



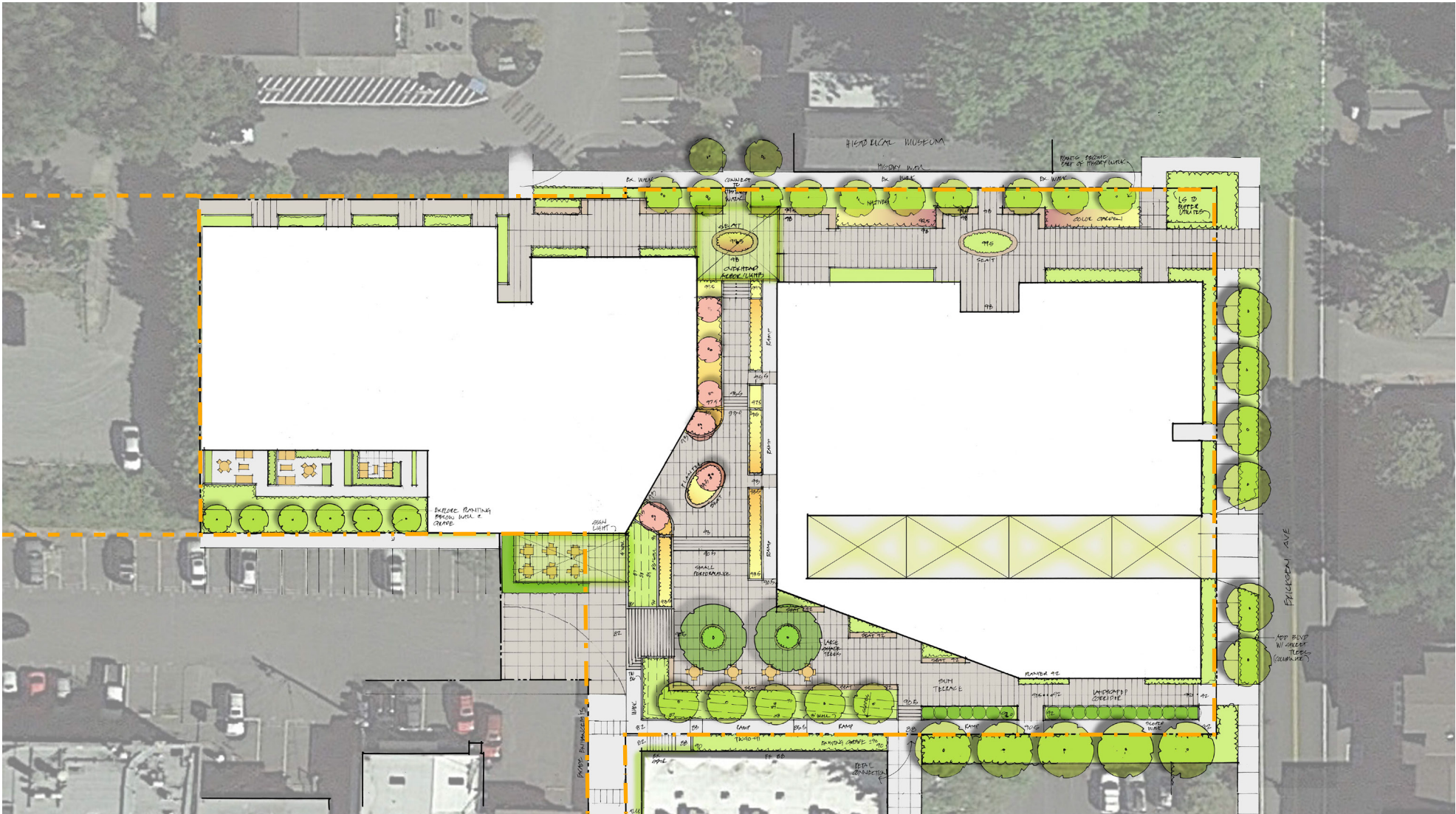
Underground parking allows for more pedestrian oriented development opportunities

ZONING IMPLICATIONS ON SUBJECT PARCELS



ZONING OVERLAY OPPORTUNITIES

WALKABILITY OF WINSLOW | Potential site design opportunities in proposed zoning overlay



POTENTIAL LANDSCAPE PLAN SHOWN W/ PROPOSED OVERLAY DISTRICT



04 SUPPORTING ARTS, CULTURE, HISTORY AND VISITORS

ARTS CULTURE HISTORY AND VISITORS

Two significant cultural institutions on Bainbridge Island are located just to the north of the subject parcels of the proposed zoning overlay district. The proposal seeks to complement the BI Performing Arts Venue and BI Historical Museum by programming the perimeter of the site with complementary uses. Along the frontage with the BI Historical Museum the project proposes a widened pedestrian connection, enhancing the pocket park in front of the Historical Museum but also creating a gateway to the heart of the civic complex from Ericksen Ave NE and the ferry. This promenade could be developed with the Historical Society to incorporate teaching and learning points, along with native plants that have historical island significance, to help expand the museum's program space outdoors.

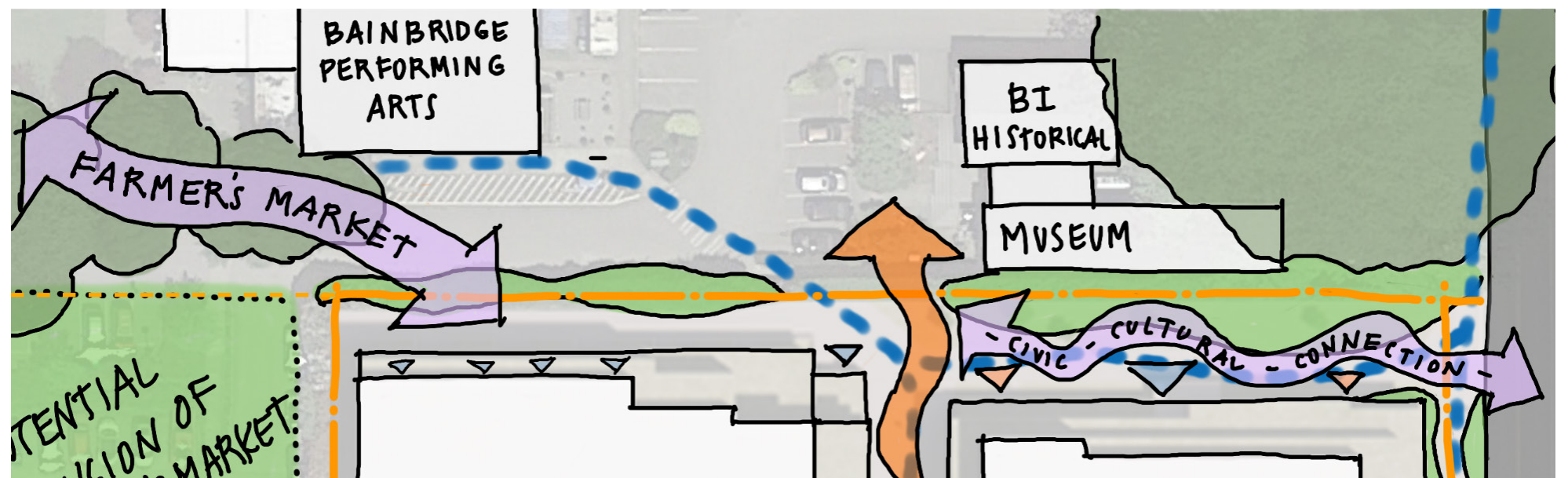
At the overlay zone's northern edge bordering the Bainbridge Island Performing Arts building and Farmer's Market, a future project might propose townhomes with stoops that could be live-work spaces enhancing and expanding the Farmer's Market and further showcasing local Island artists and makers.

In redeveloping and enhancing existing pedestrian flows on the site — pulling the alley between Isla Bonita and the former VM clinic north through the subject parcels in the new overlay zone, extending the Alley behind the Winslow mall through the site to connect Ericksen Ave NE to Madrone Lane N, and by programming an active ground plane, the proposal seeks to draw citizens and visitors to the site and to the cultural buildings in many capacities to help enliven the cultural and civic heart of the island.

*(Culture: Guiding Principle #1, Guiding Policy 3.3, Guiding Policy 6.2, Policy EC-1.4, GOAL EC-6, Policy EC-11, Policy EC-11.2, Policy EC-11.3, GOAL CUL-1, **Policy CUL 1.5, Policy CUL 1.6**, Policy CUL 1.7, GOAL CUL-2, Policy CUL 2.1, Policy CUL 2.2, Policy CUL 2.3, **GOAL CUL-3**, Policy CUL 3.4, Policy CUL 4.1, Policy CUL 5.2, Policy CUL 5.4, Policy CUL 5.6, WMP 4-1.4, Goal WMP 5-1, WMP 5-1.1, WMP 5-1.6, WMP 5-1.8
Economic / Tourism: Guiding Policy 6.3, Guiding Policy 8.3, GOAL LU-7, GOAL EC-3, GOAL EC-6, GOAL EC-11, Policy EC 11.3, Policy CUL 2.3, GOAL CUL-3)*



ARTIST'S SKETCH View From across Ericksen Ave NE toward Bainbridge Island Historical Museum at north edge of Proposed Zoning Overlay



POTENTIAL PROMENADE



ARTIST'S SKETCH

Project opportunities in the proposed zoning overlay would have the ability to enhance the vitality of the Winslow Core through new pedestrian oriented retail opportunities, enlivening pedestrian connections through new dedicated public rights-of-way and increased residential density to ensure the downtown businesses remain vital both in and out of the tourist season

05 APPROACH TO HOUSING VITALITY IN WINSLOW

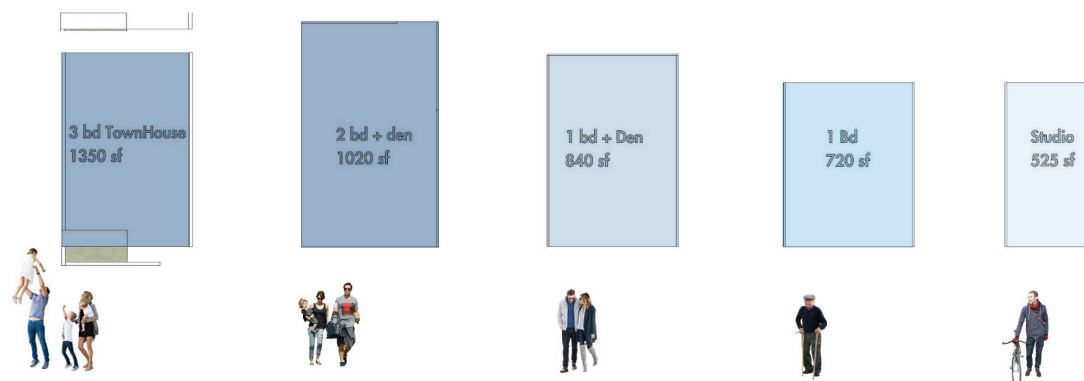
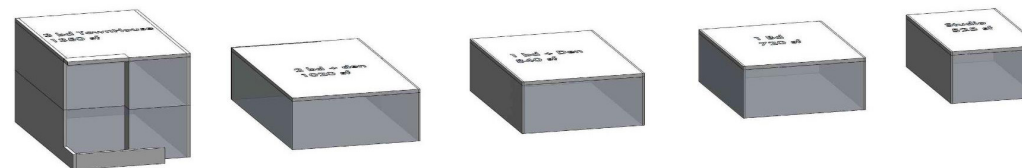
APPROACH TO HOUSING VITALITY IN WINSLOW

The Comprehensive Plan, Winslow Master Plan and this proposal acknowledge Bainbridge Island's need for increased diversity in housing in all areas of multifamily and rental development to accommodate population growth in the most sustainable manner possible. Currently the Bainbridge Island housing stock is primarily single-family homes and condominiums. Increasing multifamily rental housing in any economic segment is crucial to relieving extremely low vacancy rates and high demand on the island which tend to drive up rents at all income segments. The project team acknowledges that this site is not ideal for *affordable housing* due to its size and land value. *Affordable housing* and *aging-in-place housing* are identified as particular needs in the Bainbridge Island housing mix with a steadily aging population and expensive housing market. For *affordable housing* to work economically, the 2019 ECONorthwest and Forterra report noted that, in the Central Core Overlay, 4.5 FAR and 55-75 feet of height would be required. Additional site area and project size (or FAR beyond what this proposal is requesting as was noted in the ECONorthwest/ Forterra report) would be required to offset the cost of *affordable housing* at this site which the project team has decided not to pursue. This project will seek to increase the amount and diversity of the housing stock by adding multi-family housing appropriate for the site in an ideal downtown Winslow location where dependence on the automobile can be discouraged and walkability and pedestrian accessibility enhanced. Increasing housing stock to relieve low vacancy rates is the first step towards affordable housing on the island and makes a step forward in density that is less than half the added FAR recommended by ECONorthwest and Forterra and on the low end of the height limit increase recommended. Additional study is needed to determine the feasibility and exact mix of housing types, but initial review suggests that *aging-in-place housing*, live-work townhomes, and smaller market-rate workforce housing units to address housing for 'the missing middle' would be an appropriate fit for the site and are needed in the Bainbridge housing market. The project team is investigating multi-generational housing as well that would further blend age-range, lifestyle, and income of residents looking to create a community of 'planned togetherness' that would bolster the strength of the larger Winslow and Bainbridge Island community.

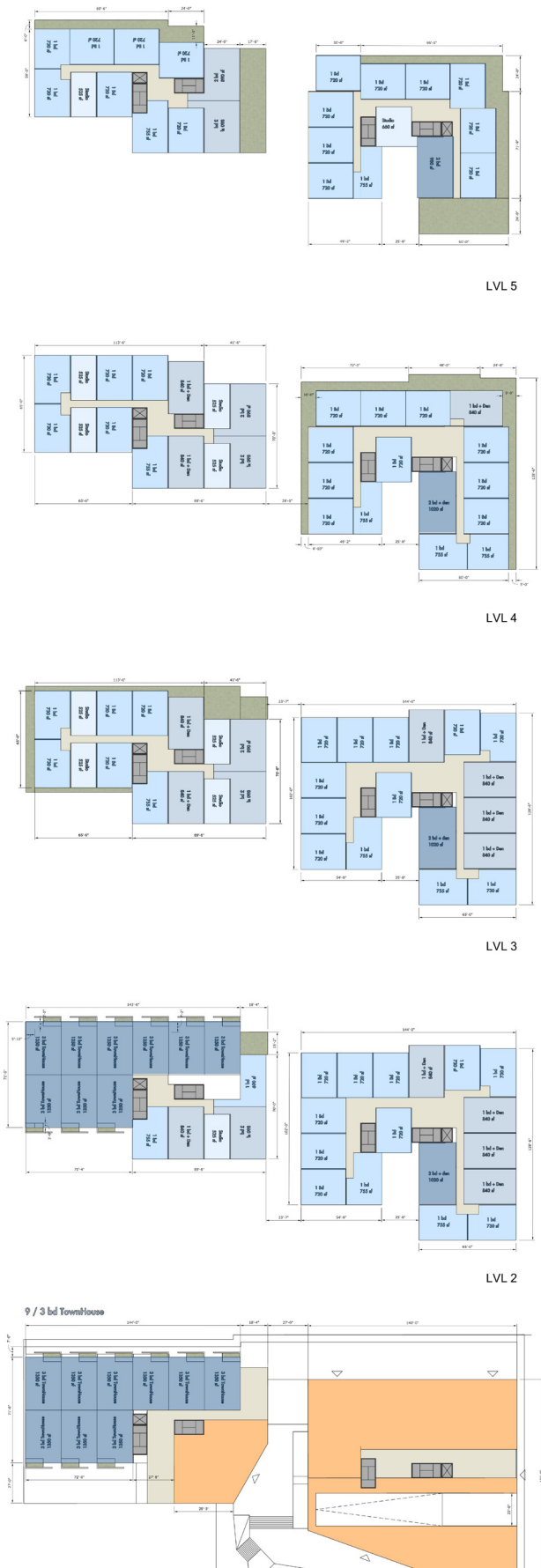
(Guiding Policy 1.2, Guiding Principle #3, Guiding Policy 3.1, Guiding Principle #6, Guiding Policy 6.2, Policy LU 4.1, Policy LU 5.1, Policy LU 5.7, Policy LU 6.2, GOAL LU-7, Policy LU 7.3, Policy EC 5.2, GOAL HO-1, Policy HO 1.3, Policy HO 1.4, Policy HO 1.5, GOAL HO-3, Policy HO 3.1, Policy HO 3.7, Policy HO 4.1, Policy HO 4.5, Policy HO 4.8, Policy HO-6.3 Policy CUL 1.6, Policy WMP 3-1.1)



PROPOSED OVERLAY DISTRICT FOSTERS PLANNED TOGETHERNESS



MULTIFAMILY RENTAL UNIT VARIETY



OPPORTUNITIES FOR HOUSING VARIETY WITHIN PROPOSED ZONING OVERLAY

APPENDIX A COMPLIANCE WITH BIMC 2.16.190.H

THE PROPOSED AMENDMENTS MEET THE CRITERIA OF BIMC 2.16.190.H IN THE FOLLOWING WAYS:

1. The Proposed Amendment complies with the Growth Management Act and other state and federal laws.

“The regional physical form required by the [Growth Management] Act is a compact urban landscape, well designed and well furnished with amenities, encompassed by natural resource lands and rural landscape.” - *Bremerton et al v. Kitsap County*, CPSGMHB, Case No. 95-3-0039c, Final Decision and Order 31 (October 6, 1995)

The Growth Management Act (GMA) was adopted to address ways to accommodate growth. A comprehensive plan expresses a community’s vision and is the blueprint for all subsequent land use activity. Under RCW 36.70A.020, the GMA establishes 13 goals that should act as the basis of all comprehensive plans. Among these goals the following are pertinent to this proposal: concentrated urban growth, sprawl reduction, affordable housing, economic development, open space and recreation, and environmental protection. Each of these goals are advanced by the proposed comprehensive plan amendment, as discussed in more detail below.

Each Washington city and county must periodically review and, if needed, revise its comprehensive plan and development regulations every eight years to ensure that they comply with the GMA, as per the schedule provided in RCW 36.70A.130. The proposed comprehensive plan amendment requests consideration of new policies to increase density in the Central Core Overlay zone in Winslow via adoption of a new Civic + Cultural Connection Overlay, that will connect Winslow Way to City Hall and civic spaces, and provide for sustainable, needed urban density that can and should be accommodated within this area of the City.

The underlying requirements of the GMA are simple: A city needs to plan for growth if they intend to protect the environment and leave healthy communities for their children, and grandchildren. Updating the comprehensive plan is a powerful way to clarify community values, needs and goals.

The state Office of Financial Management (OFM) develops population projections for the state and each county. Kitsap County, among others, is mandated under the state's Buildable Lands program to determine, in consultation with cities, where that growth should be directed to occur. Cities within Kitsap County, including Bainbridge Island, must use adopted growth projections in their comprehensive planning processes and make sure that their plans can accommodate the projected level of growth (RCW 36.70A.115). This includes collecting data about development trends and undertaking “reasonable measures” to show how they will be able to accommodate the expected amount of future development. Based on the adopted growth projections for both Kitsap County and Bainbridge Island, the comprehensive plan should be amended to accommodate the projected level of growth under RCW 36.70A.115.

Urban growth areas (UGAs) are those areas where “urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature” (RCW 36.70A.110). Based on OFM population projections, UGAs and zoning densities within them should be set to permit urban growth that is projected to occur in the county or city over the next 20 years (RCW 36.70A.110(2)). Encouraging urban growth in urban areas will result from the proposed comprehensive plan amendment, consistent with RCW 36.70A.110. Directing this growth into urban areas will help preserve critical areas, such as shorelines, streams, wetlands and farm and forest lands from the pressures of urban growth, consistent with RCW 36.70A.030(5), RCW 36.70A.040(3)(b), 36.70A.060, and RCW 36.70A.170.

Finally, the GMA requires the City to identify lands useful for public purposes and open space corridors in their comprehensive plans. RCW 36.70A.150 and RCW 36.70A.160. The proposed comprehensive plan amendment is consistent with this element of the GMA as well by proposing inclusion of enhanced pedestrian circulation and public amenities and providing improved access to civic and cultural buildings.

GMA regulations set forth at WAC Chapter 365-196 recognize the following: "Within the framework established by the act, counties and cities may accommodate a wide diversity of local visions. There is no exclusive method for accomplishing the requirements of the act." WAC 365-196-020(1). Of particular note is the regulation on urban density set forth in WAC 365-196-300(1), (2), which states:

(1) The role of urban areas in the act. ***The act requires counties and cities to direct new growth to urban areas to allow for more efficient and predictable provision of adequate public facilities, to promote an orderly transition of governance for urban areas, to reduce development pressure on rural and resource lands, and to encourage redevelopment of existing urban areas.***

(2) How the urban density requirements in the act are interrelated. The act involves a consideration of density in three contexts:

(a) Allowed densities: The density, expressed in dwelling units per acre, allowed under a county's or city's development regulations when considering the combined effects of all applicable development regulations.

(b) ***Assumed densities: The density at which future development is expected to occur as specified in the land capacity analysis or the future land use element. Assumed densities are also referred to in RCW 36.70A.110 as densities sufficient to permit the urban growth that is projected to occur.***

(c) Achieved density: The density at which new development occurred in the period preceding the analysis required in either RCW 36.70A.130(3) or 36.70A.215. (emphasis added).

It is also important to consider WAC 365-196-300(3)(b) and -300(4) which state:

(b) Development regulations. Counties and cities must provide sufficient capacity of land suitable for development.

(i) Development regulations must allow development at the densities assumed in the comprehensive plan.

(ii) ***Counties and cities need not force redevelopment in urban areas not currently developed at urban densities, but the development regulations must allow, and should not discourage redevelopment at urban densities.*** If development patterns are not occurring at urban densities, counties and cities should review development regulations for potential barriers or disincentives to development at urban densities. Counties and cities should revise regulations to remove any identified barriers and disincentives to urban densities, and may include incentives.

(4) **Factors to consider for establishing urban densities.** The act does not establish a uniform standard for minimum urban density. Counties and cities may establish a specified minimum density in county-wide or multicounty planning policies. Counties and cities should consider the following factors when determining an appropriate range of urban densities:

- (a) An urban density is a density for which cost-effective urban services can be provided. ***Higher***

- densities generally lower the per capita cost to provide urban governmental services.***
- (b) ***Densities should be higher in areas with a high local transit level of service.*** Generally, a minimum of seven to eight dwelling units per acre is necessary to support local urban transit service. Higher densities are preferred around high-capacity transit stations.
- (c) The areas and densities within an urban growth area must be sufficient to accommodate the portion of the twenty-year population that is allocated to the urban area. Urban densities should allow accommodation of the population allocated within the area that can be provided with adequate public facilities during the planning period.
- (d) Counties and cities should establish significantly higher densities within regional growth centers designated in RCW 47.80.030; in growth and transportation efficiency centers designated under RCW 70.94.528; and around high-capacity transit stations in accordance with RCW 47.80.026. Cities may also designate new or existing downtown centers, neighborhood centers, or identified transit corridors as focus areas for infill and redevelopment at higher densities.
- (e) ***Densities should allow counties and cities to accommodate new growth predominantly in existing urban areas and reduce reliance on either continued expansion of the urban growth area, or directing significant amounts of new growth to rural areas.***
- (f) The densities chosen should accommodate a variety of housing types and sizes to meet the needs of all economic segments of the community. The amount and type of housing accommodated at each density and in each land use designation should be consistent with the need for various housing types identified in the housing element of the comprehensive plan. (emphasis added).

The proposed comprehensive plan amendment is consistent with WAC 365-196-020(1), -300(1), (2) and (4) with respect to urban density. The City is permitted to allow for accommodation of a diversity of local visions; the vision reflected in the proposed amendment uniquely meets urban density requirements of the GMA. Increasing density in this core, existing urban area is entirely consistent with the GMA and demonstrates a consideration of the factors required to be considered in establishing urban densities.

2. The Proposed Amendment can be implemented with existing resources, will not have adverse effects on community resources, and will not adversely affect the City's ability to provide the full range of public facilities and services.
- a. The City must have the resources necessary to implement the proposal.
- a. **Response:** *City resources involved to implement the proposal will include planning department staff time, city council review and standard city review and work time required during this year's comprehensive plan review and update cycle.*
- b. The amendment will not result in development that has significant adverse effects on community resources, including but not limited to: water resources, utilities, transportation, parks or schools.
- a. **Response:** *Existing City infrastructure is in place to serve the proposed uses on the site.*
- c. The amendment must not adversely affect the City's ability to provide the full range of public facilities and serves at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.
- a. **Response:** *The amendment will not expend city resources beyond the planned level of service.*

3. The Proposed Amendment is consistent with the land uses and growth projections that are the basis of the Comprehensive Plan and with the overall intent of the Comprehensive Plan, including being consistent with the community vision and overriding principles and goals that guide the Plan. *The proposed amendment would bring COBI into greater alignment and compliance with planned growth and actual growth accommodation than it is currently. As demonstrated in this amendment proposal, the amendment is overwhelmingly in alignment with the existing comprehensive plan.*
4. Cumulative Effect. All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, adopted environmental policies and other relevant implementation measures. Reserve providing comment until all amendments that are submitted can be reviewed to evaluate cumulative effect.
5. Land Use Impacts. Amendments shall not adversely affect public health, safety or welfare. An amendment must be compatible with neighboring land uses and surrounding neighborhoods, if appropriate. In addition, applications should be reviewed for their cumulative land use impacts. Reserve providing comment evaluating cumulative land use impacts until all applications are submitted, but on its face the proposed amendment in this application would not adversely affect public health, safety or welfare, rather it would enhance public health, safety and welfare by providing open green space and pedestrian connections between Winslow Way to the civic and cultural heart of the City. In addition, the intentional design of these spaces will concentrate density reducing sprawl and allow for future residents to take advantage of the services and businesses located in Winslow where public facilities already exist.

APPENDIX B COMPREHENSIVE PLAN GOALS AND POLICIES

COMPREHENSIVE PLAN – APPENDIX OF GOALS AND POLICIES IN THE CONTEXT OF THE PROPOSAL

TABLE OF CONTENTS:

1. GUIDING PRINCIPLES
2. LAND USE ELEMENT
3. ECONOMIC ELEMENT
4. ENVIRONMENTAL ELEMENT
5. WATER RESOURCES ELEMENT
6. HOUSING ELEMENT
7. TRANSPORTATION ELEMENT
8. CAPITAL FACILITIES ELEMENT
9. UTILITIES ELEMENT
10. CULTURAL ELEMENT
11. HUMAN SERVICES ELEMENT
12. APPENDIX A – ECONOMIC PROFILES
13. APPENDIX B – HOUSING NEEDS ASSESSMENT
14. APPENDIX C – ISLAND-WIDE TRANSPORTATION PLAN
15. APPENDIX D – WINSLOW MASTER PLAN
16. APPENDIX E – LYNNWOOD CENTER SUBAREA PLAN

1. GUIDING PRINCIPLES

- a. **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.
 1. **Proposal Context:** *Proposal for the subject parcels does not inhibit the preservation of any of the above. Instead, it seeks to accommodate the needed population growth in a sustainable manner in a population center, but off the main street (so it will not inhibit the small-town character of Winslow Way). The project will also further the Island’s vision of making Winslow more pedestrian by pushing parking below-grade and enhancing at-grade pedestrian connections and space across the site.*
- ii. **Guiding Policy 1.2** – Accommodate new growth in *designated centers* that meet the Island’s identified needs for housing, goods, services and jobs while respecting conservation and environmental protection priorities.
 1. **Proposal Context:** *Increased density proposed for the largest Designated Center, Winslow.*
- iii. **Guiding Policy 1.3** – The built environment represents an important element of the Island’s special character. Improve the quality of new development through a review process that implements the community *vision* and supports long-term goals for the preservation of the Island’s special character.
 1. **Proposal Context:** *In undertaking this CPA the project team seeks to infuse the future development on the parcel with the community’s vision and take into account current and future needs of the island, leaving behind a legacy project that can steer Bainbridge Island and Winslow into a more sustainable future.*

- b. **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.
 - i. **Guiding Policy 2.1** – Manage the water resources of Bainbridge Island for the present and the future, recognizing that the Island’s finite *groundwater* resources [*aquifers*] are the sole source of our residents’ water supply and are critical perennial sources for our surface waters and the ecosystems they support.
 1. **Proposal Context:** *Through the mitigation of sprawl by concentrating density in the island’s neighborhood center’s the project set’s an example for future development, as well as following the long-range planning goals in this Comprehensive Plan, that will preserve more open space and aquifer recharge area throughout the island.*
 - ii. **Guiding Policy 2.2** – As part of long-range land use planning, consider the impacts of future development to the quality and quantity of water that will be available to future Islanders and to the natural environment. Maintain sustainable *groundwater* withdrawal, protect aquifer recharge areas, guard against seawater intrusion and prevent adverse impacts to water quality from surface pollution.
 1. **Proposal Context:** *Through the mitigation of sprawl by concentrating density in the island’s neighborhood center’s the project set’s an example for future development, as well as following the long-range planning goals in this Comprehensive Plan, that will preserve more open space and aquifer recharge area throughout the island.*
- c. **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.
 - i. **Guiding Policy 3.1** – Ensure a variety of housing choices to meet the needs of present and future residents in all economic segments and promote plans, projects and proposals to create *affordable housing*.
 1. **Proposal Context:** *Project seeks to provide housing to fill a need – Aging-in-place housing. Currently, most who seek to sell their houses and downsize, move off the island. Project seeks to retain these residents who already have Bainbridge Island Values to help strengthen the community and provide greater continuity in citizenship.*
 - ii. **Guiding Policy 3.3** – Support, protect and enhance the value of the arts and humanities as essential to education, quality of life, economic vitality, the broadening of mind and spirit, and as treasure in trust for our descendants.
 1. **Proposal Context:** *Proposal aims to use the increased density and height to allow below grade parking to work economically which would in turn allow greater pedestrian realm enhancements and offer the ability to create open space that could link to and enhance adjacent properties. The adjacency to Civic and Cultural amenities on the city’s property would allow these public realm enhancements to have more of an impact on the public at large.*
- d. **Guiding Principle #4** – Consider the costs and benefits to Island residents and property owners in making *land use* decisions.
- e. **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.

- i. **Guiding Policy 5.1** - Regulate all development on the Island consistent with the long-term health and carrying capacity of its natural systems.
 - 1. ***Proposal Context:** Accommodating Growth in the Island's Town Center supports the preservation of open space by concentrating density. Moreover, developing an infill lot meets third-party recommendations for how Winslow needs to add density. [clarify]*
- f. **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.
 - 1. ***Proposal Context:** The increased density proposed on the subject parcel, not only serves a current need on the island, but will allow more continuity in residency for future generations on the island. Developing density on the subject parcels will act as infill development in Winslow which is needed currently to increase population in a sustainable manner while avoiding sprawl and development of peripheral parcels that could be preserved as rural open space.*
 - ii. **Guiding Policy 6.2** - Promote an equitable social environment on the Island by addressing basic human needs including *affordable housing*, personal health and safety, mobility and increased access to human services, civic and cultural amenities.
 - 1. ***Proposal Context:** The proposal seeks to enhance mobility and access on the site and encourage an accessible pedestrian and bicycle oriented downtown Winslow core by pushing parking below grade and increasing height to allow more open space at grade.*
 - iii. **Guiding Policy 6.3** - Promote economic *sustainability* and work to provide economic opportunities for all community residents.
 - 1. ***Proposal Context:** By reinforcing the Winslow core with new commercial space, and more residents to support downtown businesses, the project would help anchor Winslow for generations to come.*
- g. **Guiding Policy 7.2** - Adaptation: Minimize or ameliorate the impacts of *climate change* on our community and our Island's ecosystems through climate-informed policies, programs and development regulations.
 - i. ***Proposal Context:** Multi-family housing with increased density is more efficient and sustainable than single-family housing. Not only does it use less land, but it is more efficient to heat and cool with less perimeter wall area and is more materially efficient per square foot of livable area.*
- h. **Guiding Principle #8** - Support the Island's *Guiding Principles* and Policies through the City's organizational and operating budget decisions.
 - i. **Guiding Policy 8.1** - Promote good governance and an Island culture of citizenship, stewardship and civic engagement.
 - 1. ***Proposal Context:** By filling the need for Aging-in-place housing, those citizens that would, in the past, move away from the island, will now have an option to stay. These same citizens are often more invested in the community and interested in maintaining the core values that are put forth in this comprehensive plan.*
 - ii. **Guiding Policy 8.3** - Grow a diversified and vibrant local economy.
 - 1. ***Proposal Context:** By supporting new commercial space and increasing the residents in the Winslow Town Center, not only will new businesses be attracted but more residents will be supplied to support those businesses.*

- iii. **Guiding Policy 8.5** - Build reliable *infrastructure* and connected mobility that encourages physical activity such as biking and walking while also respecting the Island's scenic qualities.
 - 1. ***Proposal Context:** By increasing density in Designated Town Center's, specifically Winslow, the use of the Mass transit that serves these areas is supported, and biking and walking in lieu of using the car is encouraged.*

2. LAND USE ELEMENT

- a. **GOAL LU-1** - Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents and 2,808 additional jobs from 2010- 2036 and at the same time promote and sustain high standards that will enhance the quality of life and improve the environment of the Island.
 - i. **Policy LU 1.1** - The City accepts the *Kitsap Regional Coordinating Council (KRCC)* population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons and 2,808 jobs by the year 2036.
 - ii. **Policy LU 1.2** - Outside of Winslow and the *Designated Centers*, the Island has a rural appearance with forested areas, meadows, *farms* and winding, narrow, heavily vegetated roadways. These characteristics represent an important part of the Island's special character that is so highly valued by its residents. As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands* and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.
 - 1. ***Proposal Context:** The most sustainable location to allocate and encourage development in order to retain and preserve the island's environmentally sensitive areas is in the 'Designated Centers' with Winslow being the primary Town Center on the island and the most appropriate location for the highest density.*
- b. **GOAL LU-2** - This *Comprehensive Plan* recognizes and affirms that as an Island, the city has natural constraints based on the *carrying capacity* of its natural systems. The plan strives to establish a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems.
 - i. ***Proposal Context:** Proposal is consistent with the development pattern outlined by the goals of this comprehensive plan and of the community, seeking to preserve the natural environment on the island.*
- c. **GOAL LU-4** - As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial development in *designated centers*, increase a network of conservation lands, maximize public access while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.
 - 1. ***Proposal Context:** Proposal seeks to follow this goal and encourage it to meet current market conditions and population growth by increasing density in the Winslow Town Center.*

- ii. **Policy LU 4.1** – Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure* while increasing conservation, protection and restoration on the Island, including shorelines, especially where there is interaction between the fresh and saltwater environments.
 - 1. **Proposal Context:** *Proposal seeks to increase density and development in designated population centers, specifically Winslow, to develop into more ‘urban’ areas in order to support preservation of the rest of the island.*
- d. **GOAL LU-5** – Focus Urban Development in *Designated Centers*. The Plan focuses residential, commercial, and industrial growth in Winslow and other *designated centers* with urban services such as the Neighborhood Centers, and the industrial centers at Day Road, and Sportsman Triangle. Collectively, Winslow, the Neighborhood Centers, and the two industrial centers constitute Bainbridge Island’s *designated centers*. This is a change from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012 and accommodate 5% of population growth in the Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.
 - 1. **Proposal Context:** *It is important to acknowledge Winslow as the Primary Town Center and urban area on the island and the one deserving of the most density and future growth. It has the greatest density of services, businesses, and public transportation congruence that allow it to accommodate and thrive from this growth with the least impact on the rest of the island. The density proposed for the subject parcels serves the long-range goals of the comprehensive plan by following the existing goals and policies and marrying the with a forward-thinking ownership group that wants to sustainably develop a parcel the encourages*
- e. **Policy LU 5.1** – Winslow is the urban core of the Island while the Neighborhood Centers are smaller-scale mixed-use centers. In order to achieve the *goals* of the *GMA* this Plan:
 - i. Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner. *Proposal Aligned*
 - ii. Provides a vibrant, pedestrian-oriented core. *Proposal Aligned*
 - iii. Reduces sprawl. *Proposal Aligned*
 - iv. Provides choice of housing location and lifestyle. *Proposal Aligned*
 - v. Maintains and protects environmentally sensitive and resource lands. *Proposal Aligned*
 - vi. Encourages the retention of open space. *Proposal Aligned*
 - vii. Maintains and enhances fish and wildlife habitat. *Proposal would not affect this either way.*
- f. **Policy LU 5.6** – Create mechanisms for retaining and preserving *open space* near *designated centers*.
 - i. **Proposal Context:** *Proposal seeks to create public realm enhancements by creating a synergistic pocket park / or Cultural Promenade that grows the existing pocket park in front of the BI Historical Museum and acts as a gateway to the City property from Ericksen Ave.*
- g. **Policy LU 5.7** – Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.
 - i. **Proposal Context:** *Not only does the proposal seek to develop a project that the island and town are proud to have for a long time, but the project also seeks to encourage residents to stay on the island as their lives transition into new and different chapters. Flexibility in the design of the shell of the project will permit it to be altered and change uses in the future without being torn down.*

- h. **Policy LU 5.8** – Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.
 - i. **Proposal Context:** *By developing density in the Winslow Town center, near goods and services, the need to drive is largely eliminated and walking is encouraged. Density is needed in the town center.*
- i. **Policy LU 5.11** – Commercial and residential *density* within *designated centers* may be increased through the use of:
 - i. *Affordable housing.*
 - ii. *TDRs (transferable development rights).*
 - iii. Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.
 - 1. **Proposal Context:** *By developing a below-grade parking garage in the project will seek to accommodate and offset parking elsewhere in Winslow.*
 - iv. Transfer of residential *density* within the MUTC and the High School Road Districts or within neighborhood centers.
 - v. Preservation of on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
 - vi. Locating ferry-related parking under building.
- j. **GOAL LU-6** – Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the conversion of undeveloped land into sprawling development.
 - 1. **Proposal Context:** *The proposal is redeveloping land in urban areas as ‘infill’ development that will increase the sustainability and density of the neighborhood centers. Note LU-6 is mostly targeted at more peripheral and rural areas.*
 - ii. **Policy LU 6.1** – *Land use* designations reflect the priority of Bainbridge Island to remain primarily residential and agricultural with nonresidential development concentrated in the *designated centers*.
 - 1. **Proposal Context:** *Proposal seeks to develop Mixed-Use in the Winslow Town Center.*
 - iii. **Policy LU 6.2** – Promote dense residential and commercial development and encourage human activity within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing* and absorb growth that would otherwise be scattered in outlying areas. Plan for adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow.
 - 1. **Proposal Context:** *Project is proposing to increase residential and commercial density in the heart of the Central Core Overlay of the MUTC, where walkability and the pedestrian downtown can be taken advantage of. Parking will be provided below-grade to preserve the pedestrian realm and enhance connections at grade while accommodating more parking to reduce pressure in Winslow.*
- k. **GOAL LU-7** – The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential *density* of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

- i. **Policy LU 7.1** - The Island's major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.
 - 1. **Proposal Context:** *Proposal seeks to increase density in the zone that is defined as appropriate for the highest density.*
 - ii. **Policy LU 7.3 Central Core Overlay District** - The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. *Mixed-use development* within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.
 - 1. **Proposal Context:** *Proposal seeks to increase density in the zone and current overlay zone that is defined as appropriate for the highest density.*
- I. **Policy LU 8.6** - To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:
- i. Building height, bulk and placement.
 - ii. Landscaping, including screening of parking lots, and development of *pedestrian- oriented* streetscape with building and landscaping (including trees) located at the street edge.
 - iii. Lot coverage.
 - iv. *Open space*.
 - v. Road access and internal circulation including pedestrian connections developing more pedestrian crossings and requiring parking in the rear wherever possible.
 - vi. Signage.
 - vii. Additional *transit* stops on both sides of SR 305.
 - 1. **Proposal Context:** *Proposal would carefully consider the pedestrian realm and aim to create an accessible ground plane that would enhance walkability and encourage bicycle transportation.*

3. ECONOMIC ELEMENT

- a. **Policy EC 2.5** - Consider the development of a downtown parking structure, possibly through a public/private partnership.
 - i. **Proposal Context:** *Proposal is seeking to build an underground parking structure that could link to a city parking structure in a location that has already been studied. See 2007 LMN report Winslow Core Parking Feasibility Study.*
- b. **GOAL EC-3** - Promote business practices that protect the Island's natural beauty, and environmental health, and support long-term business success.
 - i. **Proposal Context:** *Proposal complies.*
- c. **Policy EC 5.2** - In concert with the Housing Element's Goals and Policies, pursue a housing strategy that seeks to accommodate a wide variety of housing options, both in design and affordability, to meet the demands of the full range of the population including service sector employees, retirees, students, artists, farmers and craftspeople.
 - i. **Proposal Context:** *Proposal seeks to add housing stock variety in needed segments.*

- d. **GOAL EC-6** - As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.
 - i. **Proposal Context:** *Proposal looks to balance this at the project scale and the Winslow town center scale.*
- e. **GOAL EC-11** - Tourism is a key sector of the Island's economy and needs to be supported. Bainbridge Island provides unique opportunities for visitors to experience internationally recognized gardens, cultural centers, parks, and recreational events.
 - i. **Proposal Context:** *Proposal increases offerings and attractions for tourists and enhances the vibrancy of the civic and cultural heart making it more of an attraction for tourists.*
- f. **Policy EC 11.1** - Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle and support public *transit* and shuttle services.
 - i. **Proposal Context:** *Proposal encourages pedestrian and cyclists travel and supports Multi-modal transit by nature of its location.*
- g. **Policy EC 11.2** - The predominant focus of downtown Winslow is to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential uses* creates a potential tourist destination.
 - i. **Proposal Context:** *Proposal is focused on enhancing the pedestrian realm with public outdoor spaces and activating the ground plane with commercial and residential uses directly fronting on public open space.*
- h. **Policy EC 11.3** - Support the Island as a visitor destination by preserving and enhancing the unique qualities of our community.
 - i. **Proposal Context:** *Proposal complies.*

4. ENVIRONMENTAL ELEMENT

- a. **Goal EN-4** - Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.
 - i. **Proposal Context:** *Proposal locates density in the most sustainable location on Bainbridge Island where goods and services are easily accessible by walking, infrastructure is already in place, public transportation hubs are nearby for local and regional transit, and the rural areas of Bainbridge are not harmed or developed.*
- b. **EN Action #10** - Coordinate with organizations and governments at all levels to prepare for and respond to *climate change*.
- c. **Policy EN 10.1** - Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.
 - i. **Proposal Context:** *Proposal locates density in the most sustainable location on Bainbridge Island where goods and services are easily accessible by walking, infrastructure is already in place, public transportation hubs are nearby for local and regional transit, and the rural areas of Bainbridge are not harmed or developed.*

5. WATER RESOURCES ELEMENT

- a. **Policy WR 2.1** - Recognize that the Island functions as an *aquifer recharge area*. *Low impact development* techniques are essential for maintaining *aquifer recharge*. Development, if any in areas with high *aquifer recharge* should be limited to low impact uses and less intense development. Low impact uses include development for buildings, roads or parking that has a reduced area of impact on the land. Low impact uses do not depend on regular applications of fertilizers or pesticides. *Low impact development* is an environmentally-friendly approach to site development and *stormwater* management emphasizing the integration of site design and planning techniques that conserve and protect the natural systems and hydrologic functions of a site.
 - i. **Proposal Context:** *Proposal maintains aquifer recharge area on the island by proposing density in an existing urban area as infill development.*
- b. **Policy WR 3.14** - Protect, preserve and enhance fish and wildlife habitat and adjacent riparian areas to ensure sustainable populations of resident aquatic life.
 - i. **Proposal Context:** *Proposal is located in an existing urban area, thereby mitigating potential sprawl while accommodating needed growth, and protecting and preserving wildlife habitat.*
- c. **Policy LU 12.4** - Protect aquifer recharge functions throughout the Island, all of which is an aquifer recharge area, through the application of critical areas regulations, Shoreline Master Program use regulations, low impact development regulations, and the wellhead protection regulations administered by the Kitsap Health District.
 - i. **Proposal Context:** *Proposal is located in an existing urban area, thereby preserving aquifer recharge area elsewhere on the island.*

6. HOUSING ELEMENT

- a. **GOAL HO-1** - Make steady progress toward the following aspirational targets for increasing the diversity of *housing types* and the supply of *affordable housing*.
- b. **Policy HO 1.3** - Increase rental housing units to at least 11% of total housing units (up from 7%).
 - i. **Proposal Context:** *Proposal increases rental units.*
- c. **Policy HO 1.4** - Increase the Island's percentage of *multifamily* homes to 18% or more of all homes (up from 16%).
 - i. **Proposal Context:** *Proposal increases multifamily housing units.*
- d. **Policy HO 1.5** - Increase the number of *senior housing units* to 600 or more (up from 344.)
 - i. **Proposal Context:** *Proposal is targeted as an Aging-in-place development.*
- e. **GOAL HO-3** - Promote and maintain a variety of *housing types* to meet the needs of present and future Bainbridge Island residents at all economic segments in a way that is compatible with the character of the Island and encourages more socio-economic diversity. Partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies.
 - i. **Proposal Context:** *Proposal seeks to provide a variety of multi-family rental housing typologies*
- f. **Policy HO 3.1** - Encourage innovative zoning regulations that increase the variety of *housing types* and choices suitable to a range of household sizes and incomes in a way that is compatible with the

character of existing neighborhoods. Examples of innovative approaches are *cottage housing* development, *conservation villages*, stacked or common-wall housing, *tiny houses* and *accessory dwelling units*.

- i. **Proposal Context:** *Proposal requests a zoning regulation to accommodate a development in-line with these Comprehensive Plan Goals.*
- g. **Policy HO 3.7** - Expand opportunities for infill in the residential neighborhoods of the Winslow Master Plan study area and the Neighborhood Centers. Allow the creation of small lots (e.g., in the 3,000 square foot range) as well as smaller footprint homes (e.g., under 1,200 square feet).
 - i. **Proposal Context:** *Proposal would provide urban infill development in key location in Winslow.*
- h. **GOAL HO-4** - Increase the supply of permanently affordable *multifamily* housing each year through the year 2036 with goals based on data provided by the Housing Needs Assessment and the City's housing reports.
 - i. **Proposal Context:** *Proposal would provide new multifamily housing.*
- i. **Policy HO 4.1** - Encourage new *multifamily* housing in a variety of sizes and forms in *designated centers*.
 - i. **Proposal Context:** *Proposal would provide new multifamily housing in the island's largest designated center in multiple formats.*
- j. **Policy HO 4.5** - Remove barriers to the creation of new *multifamily* housing, particularly *affordable housing* through a variety of actions such as the adoption of regulations that "right-size" parking requirements, reduce certain *impact fees* and encourage the use of parking management programs to enable the more efficient use of parking.
 - i. **Proposal Context:** *Proposal would remove barriers to the creation of new multifamily housing.*
- k. **Policy HO 4.8** - Evaluate the efficacy of existing regulations in facilitating the provision of assisted and independent living *senior housing* and take action to amend *development regulations* as needed.
 - i. **Proposal Context:** *Proposal seeks to create independent senior living / Aging-in-place multifamily with appropriate health-focused amenities.*
- l. **Policy HO 6.3** - Maintain an innovative housing program and clarify or adopt new flexible permit processes in all *designated centers* to promote an increase in the supply, diversity, and access to housing, including *affordable housing*.
 - i. **Proposal Context:** *Proposal seeks to build new multifamily rental housing, in a variety of formats. Aging-in-place, live-work townhomes, and smaller market-rate workforce housing are all being investigated. The proposal is investigating the viability if multi-generational housing to develop a vibrant 'micro-community' of a range of ages, lifestyles, and incomes to enhance the larger Winslow and Bainbridge Island Community.*

7. TRANSPORTATION ELEMENT

- a. **Policy TR 1.4** - Promote the coordination of a walking and non-motorized map which identifies areas of interest for all Island constituents and tourists.
 - i. **Proposal Context:** *Proposal seeks to optimize the pedestrian realm, strengthening pedestrian pathways through and across the site, and additionally encouraging bike transportation through the thoughtful integration of bike parking and bike amenities.*
- b. **GOAL TR-2** - Provide a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect neighborhoods with parks, schools, the shoreline, the ferry terminal and commercial areas.
 - i. **Proposal Context:** *Proposal will emphasize and improve existing pedestrian and bicycle pathways around and through the site.*
- c. **Policy TR 2.1** - Provide a non-motorized transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use wheel chairs; encourages non-motorized travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connecting to regional systems. Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as a doctors' offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services. The non-motorized system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the character of *neighborhoods*.
 - i. **Proposal Context:** *Proposal seeks to emphasize accessibility and mobility for pedestrians, bicyclists, wheelchair users and all other non-motorized modes of transportation to create a more livable downtown Winslow.*
- d. **Policy TR 2.2** - Trails *should* provide for both passive and active pursuits including recreation and nature study, exercise, shopping, and commuting to work and schools. Coordinate with the Park District as the primary provider of the community's recreational trails.
 - i. **Proposal Context:** *Proposal enhances and improves the existing network of urban pathways and trails by extending two alleys through the site that previously had informal terminations at the site. Additionally, the proposal enhances the sidewalk on the south side of the historical museum into a wider, landscaped and programmed cultural connection with more light.*
- e. **Policy TR 2.4** - Provide a network of sidewalk facilities adjacent to roadways in *designated centers* with the Winslow area given priority. Sidewalks *shall* be of sufficient width to accommodate expected pedestrian use, including safe crossings with adequate overhead or embedded lighting. Where possible, separate sidewalks from the roadway with a street tree planting strip and buffer. Designs *should* accommodate users of all abilities, meeting ADA requirements.
 - i. **Proposal Context:** *Proposal creates sidewalks around and through the site that will meet all current standards for design.*
- f. **Policy TR 2.6** - Develop a trail system to serve non-motorized users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (STO, a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, unopened City rights-of-way, shoreline trails, and connecting pathways within *neighborhoods*. The *goal* is to provide walkability within *neighborhoods* and Island-wide connectivity for both pedestrians and cyclists. Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternative

to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated non-motorized system.

- i. **Proposal Context:** *Proposal enhances and improves the existing network of urban pathways and trails by extending two alleys through the site that previously had informal terminations at the site. Additionally, the proposal enhances the sidewalk on the south side of the historical museum into a wider, landscaped and programmed cultural connection with more light.*
- g. **Policy TR 2.7** - Develop and regularly update design standards for non-motorized facilities that provide safe and efficient access, encourage use and mobility and are appropriate to the location and needs in the immediate area. Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings should be required to provide convenient bicycle parking and storage facilities.
 - i. **Proposal Context:** *Proposal will provide short and long-term bicycle parking to encourage non-motorized transit in addition to pedestrian realm enhancements.*
- h. **Policy TR 2.10** - The City supports the Federal, State, and Regional *goals* of doubling walking and cycling by 2036, the 20-year planning period of the City's comprehensive plan. The City will maintain an advisory committee to advise the City Council and staff, and to advocate for transportation planning, public non-motorized projects, private development projects, and education and outreach, as directed by the City Council. The committee *should* represent a broad range of interests including pedestrians, cyclists, and equestrians.
 - i. **Proposal Context:** *Proposal pushes parking below grade and enhances the public realm with new plazas, pathways and landscape features to encourage pedestrian and bicycle use.*
- i. **GOAL TR-4** - Encourage the use of public *transit* and encourage *transit* agencies to operate and maintain local and regional *transit* service and facilities that reduce the need for *single- occupant vehicles* and support the needs of *transit*-dependent users.
 - i. **Proposal Context:** *Proposal's siting and proximity to existing transit service make it ideally suited to encourage and increase transit use and limit automobile use.*
- j. **GOAL 5** - Encourage greater efficiency of the integrated *multimodal transportation system* that provides a range of transportation alternatives and increases the through movement of people.
 - i. **Proposal Context:** *Proposal's siting encourages multi-modal travel.*
- k. **Policy TR 5.2** - Develop parking and other programs that encourage *High Occupancy Vehicle (HOV)* use, including carpool and vanpool parking.
 - i. **Proposal Context:** *Proposal's siting encourages HOV use and discourage SOV use.*
- l. **Policy TR 5.3** - Encourage schools, the private sector and the public sector to adopt programs that reduce *SOV* use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.
 - i. **Proposal Context:** *Proposal would discourage SOV use – emphasizing the public realm, and actively encouraging the 'park first, park once' ethos.*
- m. **Policy TR 5.4** - The development of projects to improve the transportation system and reduce *SOV* traffic *shall* include enhancements for cyclists and pedestrians.
 - i. **Proposal Context:** *Proposal complies.*
- n. **Policy TR 6.5** - Develop access management programs to control the location and number of curb cuts. Control the location and spacing of commercial driveway entrances and the design of parking

- lots to avoid congestion near intersections, line of sight obstructions and confusing circulation patterns. Design to prevent pedestrian and vehicular accidents.
- i. **Proposal Context:** *Proposal would reduce the number of existing curb cuts.*
 - o. **GOAL TR-8** - Consider the special needs of *neighborhood* safety, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhoods*.
 - i. **Proposal Context:** *Proposal encourages walking and biking and will enhance the pedestrian realm and discourage auto use.*
 - p. **GOAL TR-10** - The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.
 - i. **Proposal Context:** *Proposal agrees and would further emphasize this through underground parking.*
 - q. **Policy TR 10.3** - The City *should* look to maximize public parking on City-owned properties in addition to maintaining convenient parking for visitors and staff at City facilities.
 - i. **Proposal Context:** *Proposal agrees and if the city properties are included in the overlay zone proposed, would make the creation of a city-owned parking structure more feasible.*
 - r. **Policy TR 10.5** - Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow. Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.
 - i. **Proposal Context:** *Proposal would accommodate employee parking off the street in underground parking, while providing convenient parking for patrons.*
 - s. **Policy TR 10.6** - Encourage bicycle parking in the designated *neighborhood* centers and at public facilities. Provide bicycle parking at locations convenient to businesses providing goods and services and for employees who commute to work by bicycle. Provide bicycle storage at *transit* facilities.
 - i. **Proposal Context:** *Proposal would provide convenient bicycle parking.*
 - t. **GOAL TR-11** - Develop transportation improvements that respect the Island's natural and historic character and are consistent with both the short and long-term vision of the *Comprehensive Plan*.
 - i. **Proposal Context:** *Proposal would add below-grade parking to Winslow and enhance the pedestrian realm.*
 - u. **Policy TR 11.3** - Create safe, attractive, and functional pedestrian and bicycle circulation within Winslow and designated *neighborhood* centers through the design and implementation of Complete Streets to enhance community character.
 - i. **Proposal Context:** *Proposal seeks to enhance the pedestrian realm to encourage walking and biking through the site.*
 - v. **Policy TR 12.2** - Develop transportation plans and programs that reduce travel demand, improve traffic flow and consider the impact to air quality including reducing greenhouse gas emissions. Support County, regional and state air quality goals and requirements.
 - i. **Proposal Context:** *Proposal seeks to limit SOV use, increase walkability and bikeability, and encourage multi-modal and HOV use which will have a positive impact on air quality*

8. CAPITAL FACILITIES ELEMENT

- a. *No policies or goals directly applicable or in conflict with project goals, however, expansion of the proposed zone to the City owned parcels in question would enhance the City's ability to build a needed centrally located parking garage and to enhance the Civic complex.*

9. UTILITIES ELEMENT

- a. *No policies or goals directly applicable or in conflict with project goals, however, it should be noted that by developing density in downtown Winslow where there is existing utility infrastructure in place, the project is more sustainable than developing outside of existing water or sewer service areas.*

10. CULTURAL ELEMENT

- a. **GOAL CUL-1** - Support, protect and enhance the value of the arts and *humanities* as essential to education, quality of life, economic vitality, broadening of mind and as treasure in trust for our descendants.
 - i. **Proposal Context:** *Proposal seeks to enhance existing neighboring cultural facilities.*
- b. **Policy CUL 1.5** - Support the emergence of cultural spaces island-wide especially in *designated centers* where they are accessible to a broad range of people encouraging both informal and planned gatherings and recreation.
 - i. **Proposal Context:** *Proposal seeks to enhance the pocket park in front of the Historical Museum and the east-west pedestrian connection to the museums south by creating a 'cultural connection' - a programmed pedestrian promenade developed in conjunction with the museum.*
- c. **Policy CUL 1.6** - Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.
 - i. **Proposal Context:** *Proposal seeks to work in partnership with neighboring cultural institutions to enhance placemaking efforts.*
- d. **Policy CUL 1.7** - Make creative *placemaking* a part of *subarea planning* and redevelopment projects.
 - i. **Proposal Context:** *Proposal seeks to work in partnership with neighboring cultural institutions to enhance placemaking efforts.*
- e. **GOAL CUL-2** - Preserve and promote the distinctive character, history, traditional cultures and institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.
 - i. **Proposal Context:** *Proposal seeks to work in partnership with neighboring cultural institutions to enhance placemaking efforts.*
- f. **Policy CUL 2.1** - Promote Bainbridge Island's "Sense of Place" by supporting an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.
 - i. **Proposal Context:** *Proposal seeks to work in partnership with neighboring cultural institutions to enhance placemaking efforts.*
- g. **Policy CUL 2.2** - Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

- i. ***Proposal Context:** Proposal seeks to enhance the pocket park in front of the Historical Museum and the east-west pedestrian connection to the museums south by creating a 'cultural connection' – a programmed pedestrian promenade developed in conjunction with the museum.*
- h. **Policy CUL 2.3** - Cultivate partnerships among the arts and humanities, economic development and tourism sectors.
 - i. ***Proposal Context:** Proposal seeks to enhance the pocket park in front of the Historical Museum and the east-west pedestrian connection to the museums south by creating a 'cultural connection' – a programmed pedestrian promenade developed in conjunction with the museum which would have commercial space drawing visitors and tourists to its south.*
- i. **GOAL CUL-3** - Preserve places where the Island's history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.
 - i. ***Proposal Context:** Proposal seeks to enhance the pocket park in front of the Historical Museum and the east-west pedestrian connection to the museums south by creating a 'cultural connection' – a programmed pedestrian promenade developed in conjunction with the museum.*
- j. **Policy CUL 3.4** - Protect and develop cultural and historic aspects of City-owned property.
 - i. ***Proposal Context:** Proposal seeks to enhance the cultural components of the city-owned property by developing complimentary pedestrian oriented uses next to them.*
- k. **Policy CUL 4.1** - Support community institutions such as libraries and museums which nurture creative thought and expression and exchanges of ideas between island residents with community discussions.
 - i. ***Proposal Context:** Proposal seeks to enhance the cultural components of the city-owned property by developing complimentary pedestrian oriented uses next to them.*
- l. **Policy CUL 5.2** - Promote the inclusion of quality art in projects built by both private developers and public agencies.
- m. **Policy CUL 5.4** - Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.
 - i. ***Proposal Context:** Proposal seeks to create a new set of public spaces in downtown Winslow.*
- n. **Policy CUL 5.6** - Promote public art in new commercial developments.

11. HUMAN SERVICES ELEMENT

- a. No applicable sections found.

12. APPENDIX A – ECONOMIC PROFILE

- a. ***Proposal Context:** Notes that the median age at the time of drafting the document (2016) was 49 and projected to be over 50 by 2019 – to be confirmed and updated in 2022 Comprehensive Plan Update. Population is Aging and is markedly older than Kitsap County and Washington State as a whole. Figure 3. This supports the projects aim of building Aging-in-place housing.*

13. APPENDIX B – HOUSING NEEDS ASSESSMENT

- a. The island is in low supply of multifamily rental units. Most new units that have been built are condominiums. Additionally, several rental buildings have been converted to condominiums. Vacancy rates are low with high demand which put upward pressure on rents. In particular, Studio's and 3 bedroom units are in short supply. Importantly, Bainbridge is lacking in rent assisted and other

affordable housing units. It is noted that to address the cost burden and housing shortage at all segments it is important to emphasize new market rate and rent-assisted housing. Notably the average age of the population is also steadily and rapidly increasing.

14. APPENDIX C – ISLAND-WIDE TRANSPORTATION PLAN

- a.

15. APPENDIX D – WINSLOW MASTER PLAN

- a. **WMP Ch. 2 – Land Use**

- i.

- b. **WMP Ch. 3 – Housing**

- i. ***Proposal Context:** Acknowledges need for new housing that exceeds base densities to meet the population growth and the growing need for higher density housing.*

- ii. **Policy WMP 3-1.1:** Through FAR levels, development standards and incentives, encourage a variety of housing sizes and types that meet the needs of a broad range of households, including smaller units suitable for small families, single individuals and senior citizens.

- 1. ***Proposal Context:** Proposal seeks to create Aging-in-place multi-family housing unique to downtown Winslow filling a current need.*

- c. **WMP Ch. 4 – Open Space and Trails**

- i. ***Proposal Context:** Discusses preservation and enhancement of existing open space, parks, and pocket parks and need for these in the future as Winslow grows. Historical Museum Pocket Park identified as a Target for retention and enhancement per Figure 4.2. Project seeks to enhance this by removing existing hedge and opening up a wide east-west passage creating a 'cultural promenade' to the south of the museum. This will not only increase the size of the pocket park, but will program it in such a way that it enhances existing museum programming. Moreover, by extending this public open space connection to the west it will create a more formal public entry to the Bainbridge Island Performing Arts Venue and Farmer's Market for visitors.*

- ii. **Goal WMP 4-1**

- 1. Incorporate open space and green spaces throughout Winslow by:

- a. enhancing existing parks and developing new parks;
 - b. providing street trees, small gardens and other landscaping that provides visual relief and enhances the character;
 - c. providing a series of green spaces, plazas and corridors that connect the community, define character and protect resources; and
 - d. celebrating and connecting the town to the Harbor and the Ravine.

- iii. **WMP 4-1.1:** Development standards, design guidelines, and incentives should be provided to encourage retention or development of open space, public gathering spaces and parks.

- 1. ***Proposal Context:** Proposal seeks to enhance the pocket park in front of the Historical Museum and the east-west pedestrian connection to the museums south by creating a 'cultural connection' – a programmed pedestrian promenade developed in conjunction with the museum. Additionally, the project seeks to extend the E-W alley from Madrone Ln N to Ericksen Ave NE as a pedestrian connection, and would connect the N-S alley between Isla Bonita and the Orchard*

- north to the City property as a pedestrian connection which ultimately leads down to the waterfront. The project would also create a south facing public plaza.*
- iv. **WMP 4-1.4:** Increase and improve the public space in the Farmer's Market Square between City Hall and the Bainbridge Performing Arts Center.
 - 1. **Proposal Context:** *Proposal would encourage the redevelopment of the current terraced gravel parking lot to the south of the market into a structured below grade parking garage, whose lid could be expanded open space, or could be covered or build space enhancing civic or cultural institutions and/or the farmer's market.*
 - v. **Goal WMP 4-2:** As new growth is concentrated in the Winslow area, there will be a need for centrally-located parks and gathering places for passive recreation; therefore, usable parks throughout the Winslow area should be created or enhanced.
 - 1. **Proposal Context:** *Proposal encourages the expansion of the farmer's market and civic park, and would create public open space on the subject parcels. The Historic Museum pocket park would be enhanced with a wider pedestrian connection on its south side back towards the Bainbridge Performing Arts Center.*
 - vi. **WMP 4-2.1** Improve and enhance existing parks in the downtown area.
 - 1. **Proposal Context:** *Proposal encourages the expansion of the farmer's market and civic park, and would create public open space on the subject parcels. The Historic Museum pocket park would be enhanced with a wider pedestrian connection on its south side back towards the Bainbridge Performing Arts Center.*
- d. **WMP Ch. 5 – Public Facilities**
- i. **Goal WMP 5-1:** Enhance Downtown Winslow as the Civic, Commercial, and Cultural center for Bainbridge Island
 - 1. **Proposal Context:** *Proposal complies.*
 - ii. **WMP 5-1.1:** The Winslow Mixed-Use Town Center, and the Core District in particular, is the preferred location for public facilities. This encourages Winslow's continued role as the Island's center of culture, commerce, and community.
 - 1. **Proposal Context:** *Proposal complies*
 - iii. **WMP 5-1.2:** Provide gateways into Winslow
 - 1. **Proposal Context:** *Proposal creates pedestrian gateway opportunities.*
 - iv. **WMP 5-1.5:** Consider building a public parking structure or other public parking facility to serve the Winslow retail core.
 - 1. **Proposal Context:** *Proposal encourages this on the city property south of the farmer's market.*
 - v. **WMP 5-1.6:** The City should work closely with adjacent properties on transitions and opportunities for enhancements to all public facilities.
 - 1. **Proposal Context:** *Proposal seeks to work closely with the city where the subject parcels border the city's property.*
 - vi. **WMP 5-1.8:** Increase the public space in market square, including covered space for artists and farmers market built on top of underground parking build on top of underground parking at the south edge of the existing park.
 - 1. **Proposal Context:** *Proposal encourages this.*
- e. **WMP Ch. 6 – Transportation**
- i. **Proposal Context:** *Acknowledges that parking is a key component and issue in Winslow. More is needed, but not so much that unnecessary and increased car use is encouraged.*

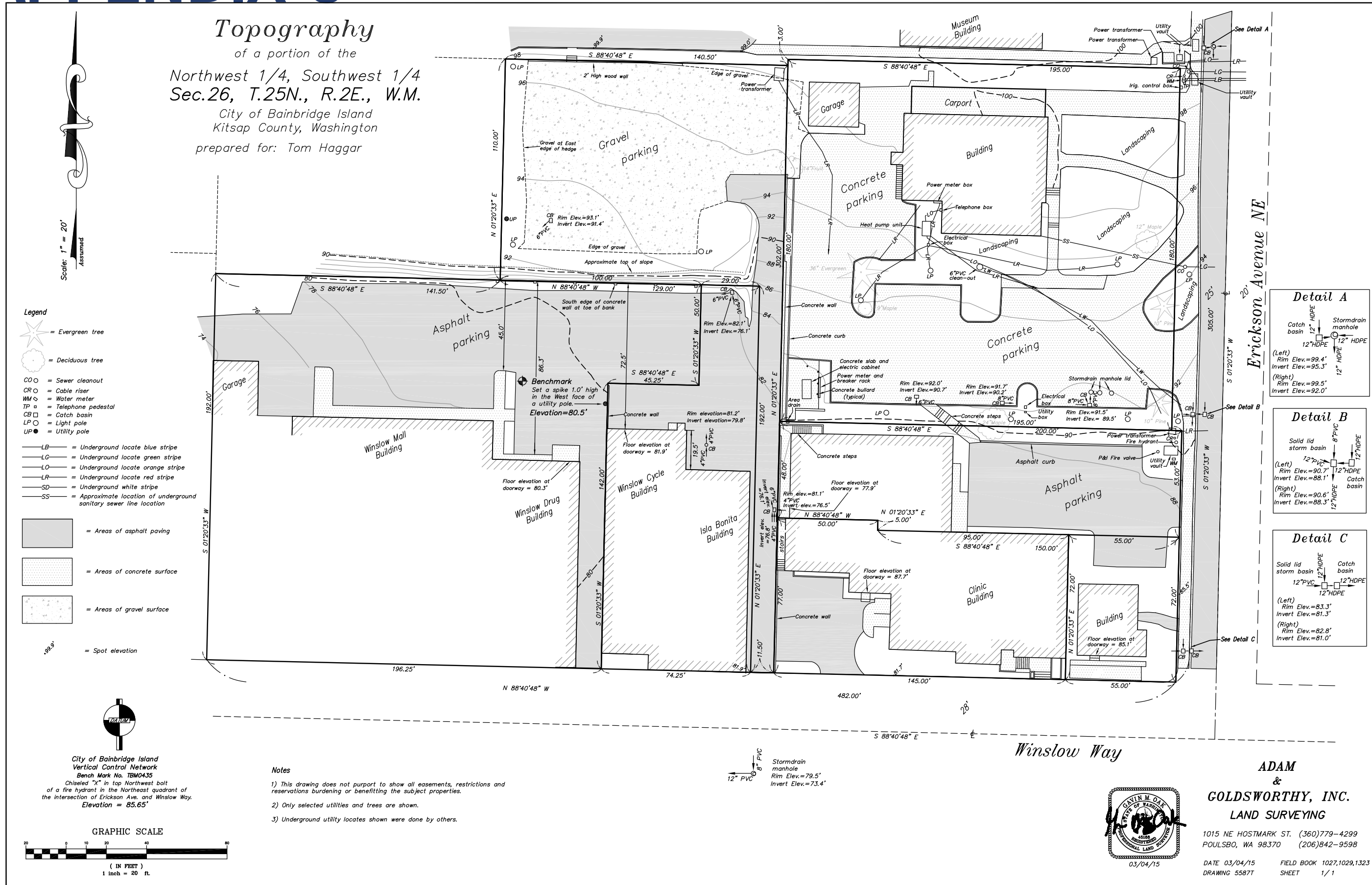
- 'Park-First' guideline. Goal to create public/private partnership parking garage in Winslow on site south of Farmer's Market, West of our site. Could be joined in future or developed together.*
- ii. **WMP 6-2.1, 6-2.5 and 6-2.6** *discusses inventorying enhancing and formalizing existing pedestrian connections throughout Winslow. Many existing paths converge through the subject parcels.*
 - 1. "The most important access element for Winslow is convenient parking." "Lack of convenient parking may prevent people from using downtown to shop, dine, work and recreate." "Current on-site parking requirements are preventing reinvestment in downtown Winslow"
 - iii. **Policy WMP 6-11.1:** Invest in parking in partnership with businesses, property owners and the community.
 - 1. **Proposal Context:** *Proposal could further this vision.*
 - iv. **Policy WMP 6-11.5:** In addition to on-street parking, adequate shared parking should be located underground and in mixed-use buildings or satellite lots.
 - 1. **Proposal Context:** *Proposal complies.*
 - v. **Policy WMP 6-11.13:** Build structured public parking, preferably underground, in the vicinity of Winslow Way and explore the opportunity to develop parking in partnership with private developers. **Discussion:** Possible sites on public land are: 1) City land south of the civic green/farmer's market site and 2) the existing post office site if the city can successfully negotiate retaining a post office downtown with distribution function located elsewhere.
 - 1. **Proposal Context:** *Reference 2007 'Winslow Core Parking Feasibility Study' for parking on this site and linked parking to project site. Proposal seeks to build an underground parking structure and will design it to allow the opportunity to link it to a future City parking structure to the west. This is the ideal location to site the 'Park-First' parking structure in Winslow and pursue a more pedestrian downtown.*

16. APPENDIX E – LYNWOOD CENTER SPECIAL PLANNING AREA REPORT & FINAL RECOMMENDATIONS

- a. Not applicable.

APPENDIX C

SUBJECT PARCEL SURVEY



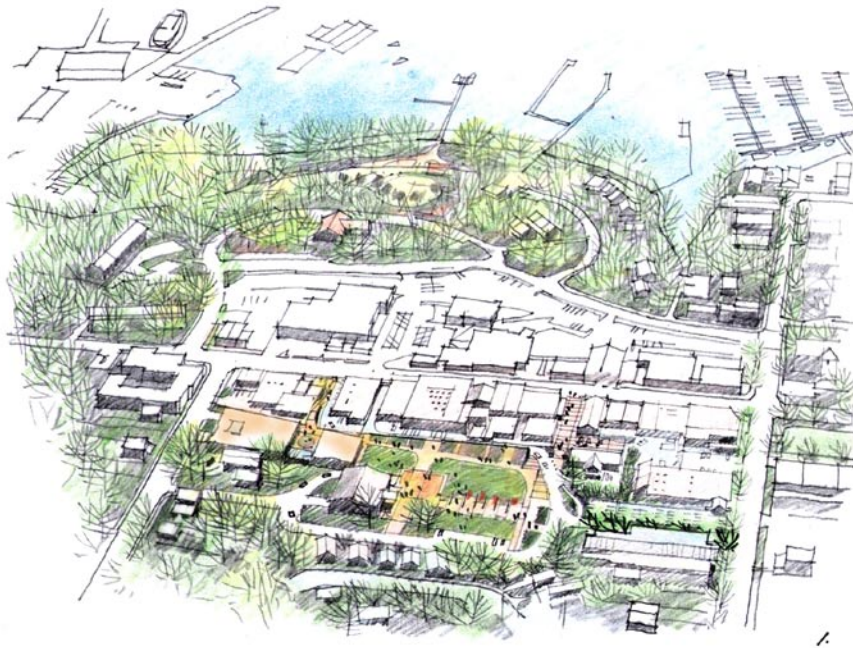
APPENDIX D

REFERENCED STUDIES

Winslow Core Parking Feasibility Study

WORKING DRAFT

September 6, 2007



Prepared by
SSH, LLC
City of Bainbridge Island
Capstone Partners, LLC
LMN Architects

Parking Structure Feasibility Study

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1. Executive Summary

Background

In March of 2007, the City of Bainbridge Island commissioned a feasibility study to be performed by a Public-Private Partnership to investigate possibilities for development of parking in the Winslow Core:

The key elements of the feasibility study were identified as:

1. Explore Parking Development Options
 - City Alone
 - City and Adjacent Property Owners
2. Identify Development Costs
3. Explore how to pay for it
4. Explore options for commissioning delivery

The primary sponsors of this study are Haggar-Scribner Properties, Sandstrom Properties, and the City of Bainbridge Island, working as a public-private partnership. Haggar-Scribner and Sandstrom have formed SSH LLC to manage their interests in the public-private partnership.

At the invitation of SSH's Tom Haggar and Dave Azose, A number of other property owners have become involved in the study and have shown willingness to participate in exploring how their properties might fit into some mutually viable scheme.

In May of 2007, the City Council approved a Design Program for the parking feasibility study which itemized detailed study goals for the public and private sponsors. The complete design program is included in the appendix to this report

An interim progress report was delivered to the City Council in July of 2007 and is also included in the appendix to this report.

Demand Estimates

A number of user audiences are expected for the new parking structure. Included are:

A. Civic Campus employees and visitors, including.

1. City Hall, Bainbridge Performing Arts, and the Historical Museum
 2. Potential future civic building occupants and visitors
- Current estimates for the Civic Campus indicate a need for 204 parking spaces. Assuming 35 spaces within the current supply are retained, a net of 169 spaces would be moved to the new parking facility.

B. Core area business employees, customers, and visitors.

The business community has organizing to determine the commitment it is interested in making as soon as the City establishes a formal proposal for space availability, as well as the cost, and timing for spaces.

The City has yet to identify a goal for developing inventory for the Fee-in-lieu program it has already established.

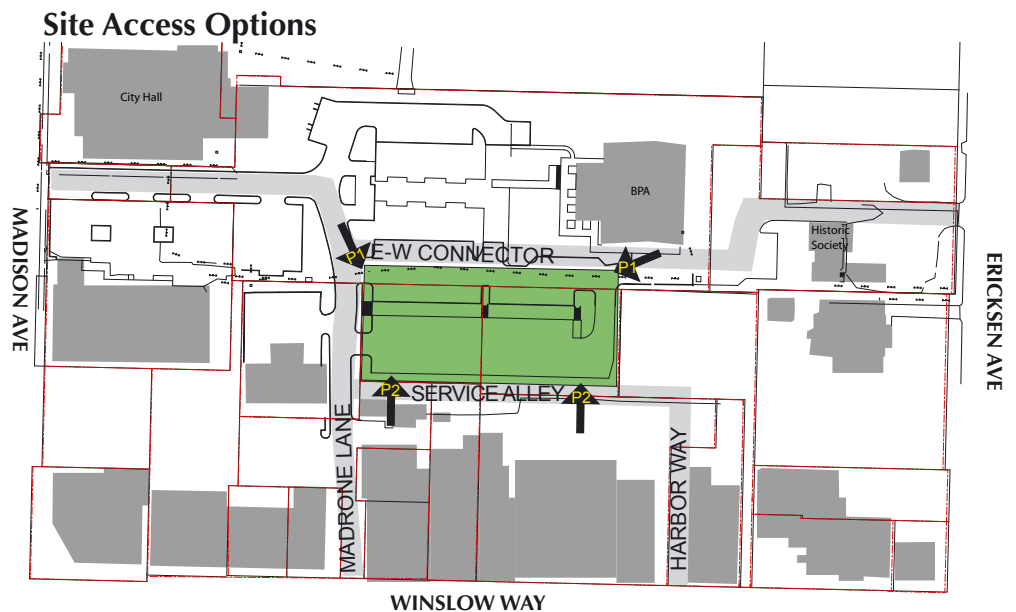
At least as a short-term revenue strategy, allowing this user group might help alleviate the carrying costs for excess inventory

[illegible]

Initial design studies have focused on locating the City portion of the parking structure primarily on the two lots identified as the City Southeast lot and the City Southwest lot.

The private owners are willing to discuss the acquisition by the City for this purpose and are working together to explore the improvement of the current east-west service alley abutting the city lots.

4 Winslow underground Parking



Madison Avenue

The current access from Madison via Henshaw Way should be retained. Consideration could be given to working with the Island Fitness owners to improve the configuration of their parking area and improve the access to the parking structure and/or civic plaza.

Winslow Way

Winslow Way access could be improved through the development of the new Harbor Way, which was recommended by the Winslow Tomorrow studies. This would require working with private owners to acquire property and dedicate the new street.

Madrone Way

Madrone Way access is privately owned. The property owners have developed plans for their property that would eliminate or limit public access to this lane. The planning team recommends that the City engage in discussions with these property owners to develop a long-term plan for use of this corridor.

Service Alley

Similarly, the multiple property owners of the private service alley abutting the city parcels along the South are working together to explore enhancement of this area for improved east-west traffic and service circulation. The planning team recommends that the City engage with these owners to explore how this circulation corridor could improve access to the parking structure and provide improved traffic flow around the structure.

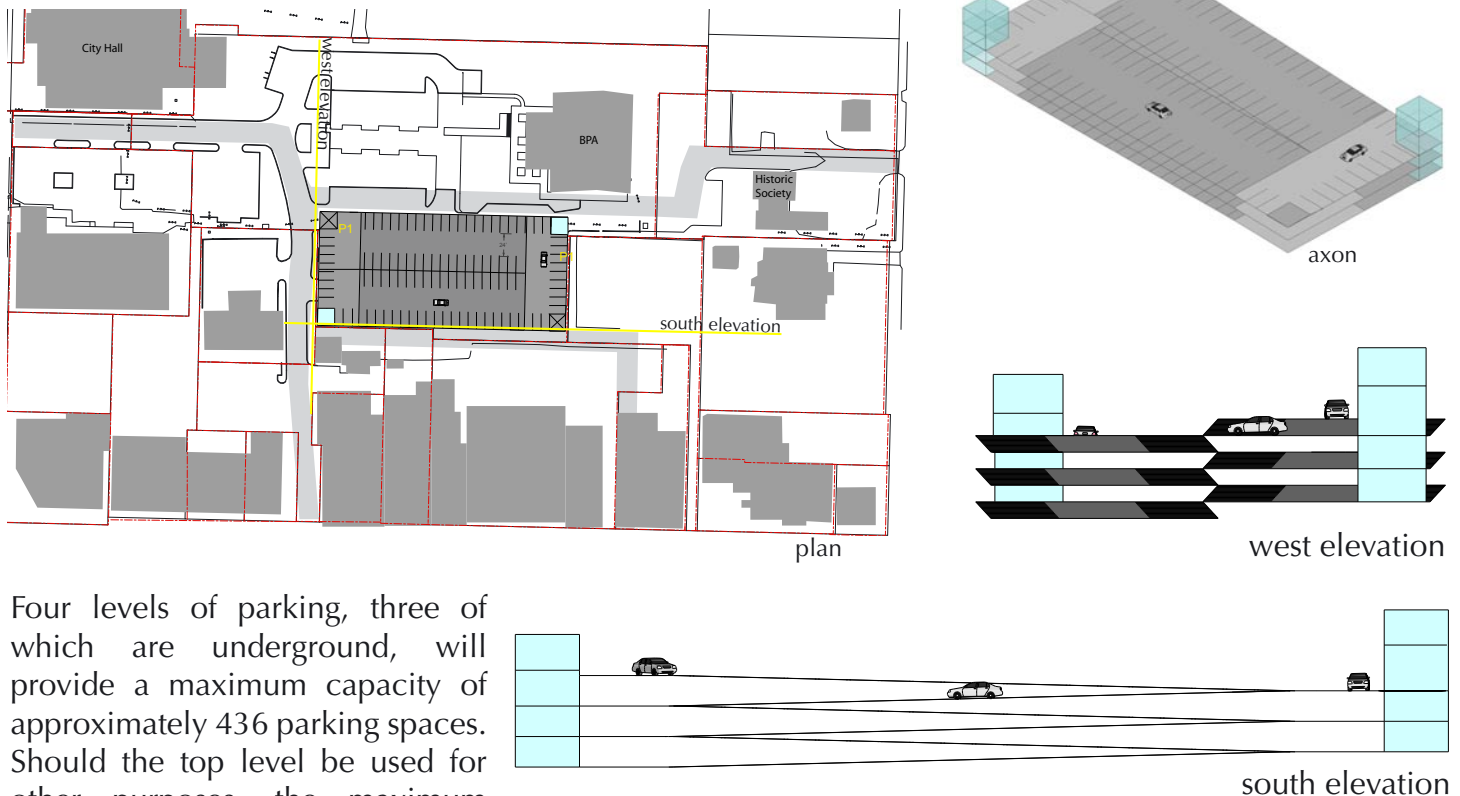
Madison to Ericksen Connector

The City staff has identified the need to improve the east-west access through the Civic Plaza area. The planning team recommends that the City should plan this new corridor in conjunction with the new parking structure.

Parking Structure Configuration

After evaluating a wide range of site constraints and building configuration options, the planning team recommends a parking structure with dimensions on the City-property of 120 feet in width and 256 feet in length. If the Clinic parking structure is added, an additional approximately 335 feet of length can be realized.

DECK RAMP



Four levels of parking, three of which are underground, will provide a maximum capacity of approximately 436 parking spaces. Should the top level be used for other purposes, the maximum capacity is reduced to approximately 327 spaces. Of course, it is possible that the top level could be some combination of parking and other uses.

The planning team recommends a Deck Ramp configuration to provide the most efficient and cost-effective parking layout and to provide the most "user-friendly" circulation within the structure.

Preliminary cost estimates indicate a range in construction costs for a Deck Ramp from approximately \$24,500 to \$29,500 per stall. After adding administrative costs and fees, the costs ranges from approximately \$32,000 to \$39,500 per stall. These cost estimates assume some form of privately-commissioned project delivery.

Cost estimates assume that alternative uses located on the top level of the garage would have their own budget and would reimburse the parking structure for the pro-rata share of the structure development.

Preliminary Financing Analysis

Using current public debt interest rates and terms, annual debt service would be approximately \$1,050,000 for the 436-space city structure, or approximately \$800,000 for the 327 space version where the surface level is used for (and paid for by) other purposes.

In either case, the annual debt service per stall is estimated to be approximately \$2,420.

In the event the public and private portions are developed together and financed under the same terms, the city debt service would range from \$640,000 to \$900,000, depending on the site and configuration option selected. The annual debt service per stall would range from \$1,960 to \$2,070 under these alternatives.

If the public and private portions of the garage are combined into a single larger project, cost estimates indicate a savings in development costs of approximately 15% over a City-only structure.

Project Delivery

Assuming a private delivery process is commissioned, the following development schedule is suggested. These estimated durations could be reduced by streamlining the public decision process incorporated for the project.

City decision to proceed	6 months?
Selection of development partner	2 months
Project Scoping	2 months
Project Design	6 months
Permitting	2 months
Construction	12-14 months
Commissioning and Opening	1 month
	31-33 months

Next Steps

1. Continue development of user demand commitments
 - Develop city policy for providing sufficient fee-in lieu inventory
 - Work with core area owners and businesses to identify commitment
 - Identify demand resulting from potential additional civic plaza building(s)
2. Work with adjacent property owners to explore joint development organization and timing options
3. Determine City commitment to develop parking structure
4. Select a delivery approach (public vs. private)
 - Establish delivery management structure, or
 - Select a private delivery partner
5. Determine preferred project financing approach
6. Authorize project implementation

Feasibility Study

September 06, 2007



2. Purpose of Study

In March, the City of Bainbridge Island commissioned a feasibility study to be performed by a Public-Private Partnership with SSH to look at possibilities for parking in the Winslow Core:

1. Explore Parking Development Options
 - City Alone
 - City and Adjacent Property Owners
2. Identify Development Costs
3. Explore how to pay for it
4. Explore options for commissioning delivery

A Public-Private Partnership is performing the study

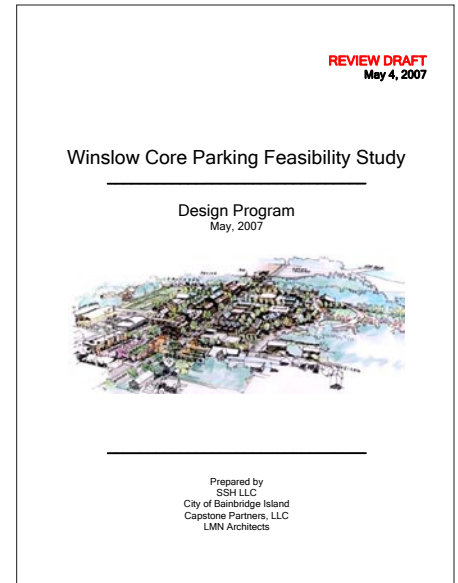
Two property owners with downtown properties adjacent to the City-owned land have joined together with the City to undertake a feasibility study that will evaluate the potential for developing underground parking on their properties. Because of the adjacency, the City and the private property owners are interested in exploring how their respective parking might be coordinated or combined to increase efficiency, lower development costs, and provide better access and traffic flow in the core area.

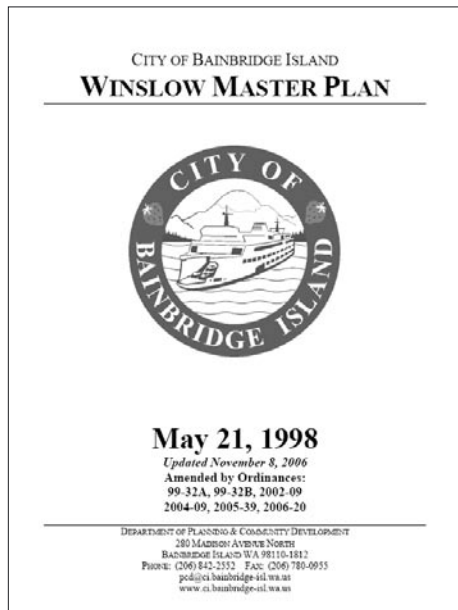
The Feasibility Study is Limited to Parking

It should be noted that this feasibility study was commissioned to explore how parking might be configured within and among the sponsoring properties. This study is not intended to explore future development or uses of the sponsoring properties. Where relevant, this study will attempt to identify design issues and costs associated with enabling the parking structures to accommodate future development. It will then be a future decision of the respective property owners whether to include such features when they implement plans to build parking on their sites.

Purpose of Feasibility Study

The Winslow Tomorrow Planning process concluded that downtown Winslow is deficient in parking supply. The study recommended that the City of Bainbridge Island should consider an investment in parking, in partnership with businesses, property owners, and the community. Many of these recommendations have been codified in the City's Master Plan which was updated in November of 2006.





Overall Land Use Goal WMP 2-1

Strengthen Winslow—the Island’s commercial, cultural and commuter hub—as a sustainable, affordable, diverse, livable and economically vital community, by:

- Encouraging downtown living;
- Providing an enhanced pedestrian experience, with linked access to retail shopping, the ferry, major public facilities, open space and residential areas, and promoting and retaining visual access to Eagle Harbor;
- Promoting the efficient use of land;
- Encouraging the retention and expansion of retail that serves the needs of community members and visitors;
- **Providing opportunities for business expansion and private reinvestment;**
- Promoting development that is sustainable and supports community values; and
- Developing strategies that result in the creation of less expensive housing and retail space, thereby increasing diversity while minimizing dependence on the automobile.

Policy WMP 2-6.3: Increase the vitality of the civic plaza — currently comprised of the Farmers’ Market, BPA and City Hall — by developing better circulation and enhanced pedestrian amenities, providing opportunities for future civic and cultural buildings; and encouraging a greater variety of activities.

WMP Chapter 5: Public Facilities

Goal WMP 5-1: Enhance Downtown Winslow as the Civic, Commercial, and Cultural center for Bainbridge Island.

WMP 5-1.5: Consider building a public parking structure or other public parking facility to serve the Winslow retail core.

WMP 5-1.8: Increase the public space in market square, including covered space for artists and farmers market built on top of underground parking at the south edge of the existing park.

Goal WMP 5-4: Seek Opportunities for and Encourage the Development of Public Buildings and Public Spaces

WMP 5-4.1 As the population increases, additional multipurpose public meeting spaces could be built, either by expanding existing facilities, such as in the Commons, City Hall, BPA or the library, or building new ones. Incentives should be developed to encourage developers to incorporate multipurpose meeting space into the design of new residential or mixed-use development.

- Creating a pedestrian environment
- Providing pedestrian facilities and amenities;
- Creating a streetscape that provides pedestrian amenities;
- Providing pedestrian connections to Eagle Harbor, the Ravine and Ferry Terminal and between neighborhoods;
- Preserving, expanding and promoting the existing network of social/informal trails;
- Recognizing and developing Winslow Way as the centerpiece of downtown Winslow; and
- Managing public parking and encouraging a “park-once district” that provides accessible parking for downtown users.

Winslow Tomorrow Executive Summary-Parking Recommendations

Challenge 5 – Park Once Encourage a “park-once district” by providing parking that is plentiful and accessible.

Strategy - Invest in parking in partnership with businesses, property owners and the community. Implement effective policies, programs and projects to improve the downtown parking supply.

Actions

- Improve parking management and enforcement in the downtown core.
- Increase the amount and effectiveness of on-street parking by adding at least 30 on-street spaces, signing for varying time limits, adopting a policy of “no net loss” and planning for future paid parking.
- In partnership with property and business owners, improve downtown parking supply by developing employee parking opportunities outside the core business area, revising the fee-in-lieu program and planning for underground parking.
- Create a parking district authority (possibly subsumed into a larger downtown public/private authority) with responsibilities to manage key elements of downtown parking.

Priority parking projects include:

- Provide adequate parking on-street, underground and in mixed-use buildings.
- Add on-street parking on new lanes and existing streets: Bjune, Winslow Way and Madison.
- Build structured (preferably underground) public parking in the vicinity of Winslow Way.

Possible sites on public land are:

- 1) City land south of the civic green/farmers’ market site and
 - 2) the existing post office site if the city can successfully negotiate retaining a post office downtown with distribution functions located elsewhere.
- Explore the opportunity to develop parking in partnership with private developers.
 - Relocate or develop convenient employee parking off Winslow Way.



The "Greenprint" preserves pedestrian scale, forests, parks, views, legacy trees, history, and pathways, while the "Blueprint" guides development of infill, new development, streets, utilities, architectural forms, and community places.

Final Recommendations

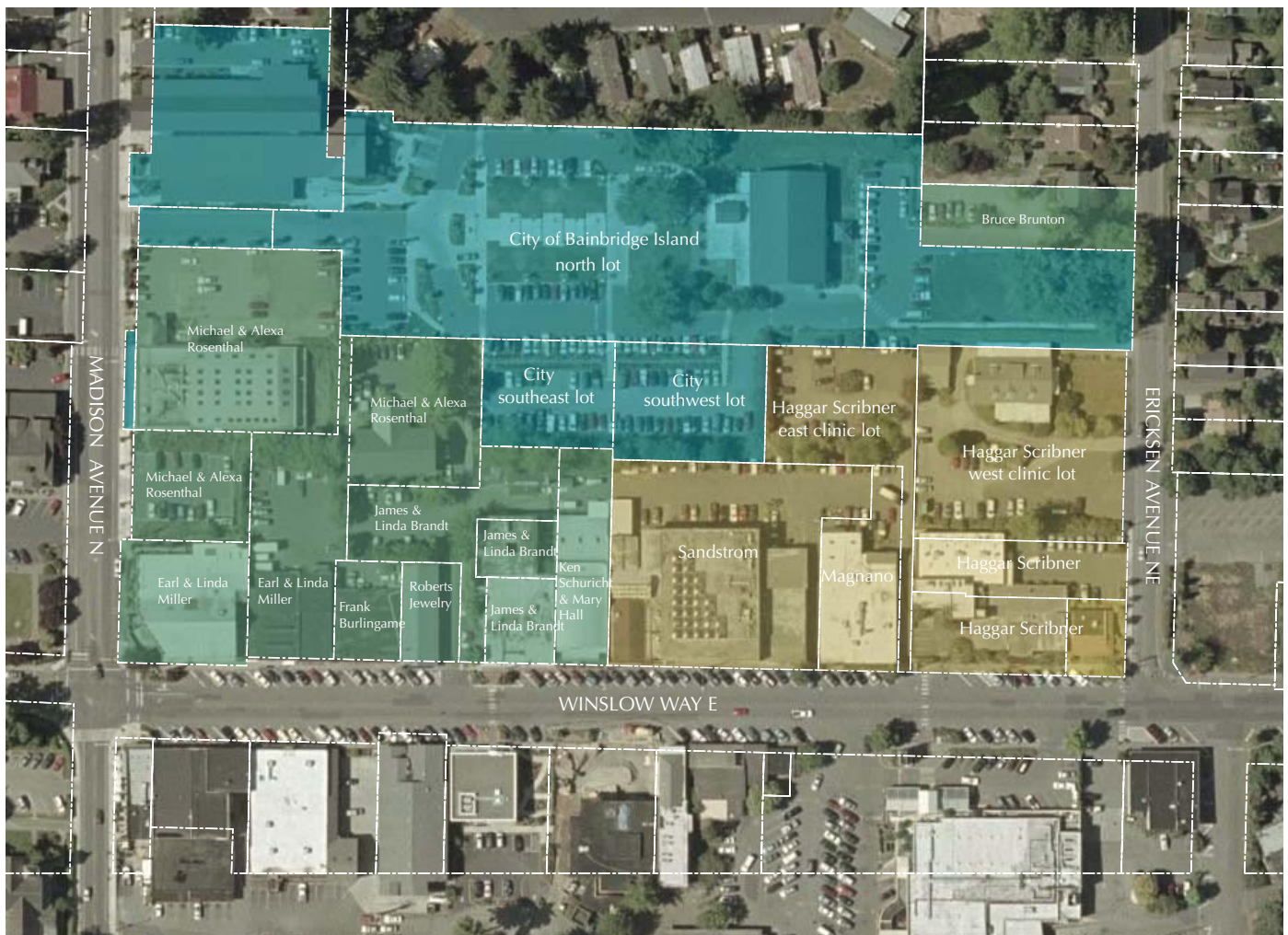
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Feasibility Study Participants

The primary sponsors of this study are Haggar-Scribner Properties, Sandstrom Properties, and the City of Bainbridge Island, working as a public-private partnership. Haggar-Scribner and Sandstrom have formed SSH LLC to manage their interests in the public-private partnership.

At the invitation of SSH's Tom Haggar and Dave Azose, A number of other property owners have become involved in the study and have shown willingness to participate in exploring how their properties might fit into some mutually viable scheme. They include:

- Michael and Alexa Rosenthal (Island Fitness)
- Bruce Brunton (buildings North of Historical Museum)
- Ken Schuricht and Mary Hall (former Winslow Hardware)
- Jim and Linda Brandt (Blackbird Bakery)
- Earl and Linda Miller (Corner of Winslow Way and Madison)
- Frank Burlingame (Winslow Way Art Galleries)
- Roberts Jewelry



3. Design Program Requirements

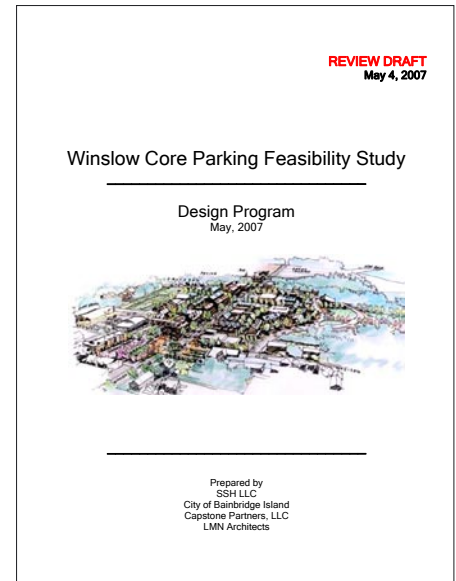
General Study Goals

Based on interviews of property owners, City officials and Councilpersons, and interested community stakeholders, the following goals and objectives have been distilled to guide the planning team in developing options for providing new downtown core parking configurations.

1. Identify and Evaluate Configuration Alternatives
2. Identify parking needs of different user groups
3. Provide Flexibility for Development Sequencing
4. Explore Access and Circulation
5. Explore Long-term operational opportunities
6. Coordinate the new parking with the Winslow Way rebuilding project

Property-Specific Goals

1. City of Bainbridge Island
 - A. Replace and potentially increase existing employee parking
 - B. Provide additional parking in support of Winslow Tomorrow
 - i. Fee in lieu program
 - ii. Downtown employees and customers
 - C. Explore options, costs, and benefits for providing design and structural flexibility to allow development of portions of the top level of the garage
 - i. "Town square" vs. parking
 - ii. Future buildings (Note, this study will not attempt to identify the type of future buildings or the kinds of uses.)
 - D. Explore improvement of overall traffic circulation in downtown area
 - E. Service circulation and delivery parking
 - F. Explore opportunities to improve downtown pedestrian circulation
 - G. Explore organizational and financing options for the development of the public component of the new parking
 - H. Determine whether to participate in the purchase of the Magnano Property, on which new access road from Winslow Way could be located. Resolve acquisition and development financial structure among study participants.



The complete Design Program was approved by the City council in May of 2007 and is included in the Appendices.

2. Haggar-Scribner Properties

- A. Recognize likelihood of need for medical clinic parking for a future 30,000-50,000 sf clinic redevelopment
- B. Provide for phasing to allow development of new clinic while the existing facility remains in operation
- C. Replace existing parking
- D. Determine whether to exercise the option to purchase the Magnano Property, on which new access road from Winslow Way could be located. Resolve acquisition and development financial structure among study participants.

3. Sandstrom Properties

- A. Provide parking to allow development flexibility for the site under the new zoning allowances
- B. Recognize that redevelopment is not likely to occur for some time.
- C. Explore multi-level connections to parking to facilitate multi-level retail, as well as other uses.
- D. Determine whether to participate in the purchase of the Magnano Property, on which new access road from Winslow Way could be located. Resolve acquisition and development financial structure among study participants.

The complete Design Program was approved by the City council in May of 2007 and is included in the Appendices.

4. Demand Estimates

A number of user audiences are expected for the new parking structure. Included are:

A. Civic Campus employees and visitors, including:

1. City Hall, Bainbridge Performing Arts, and the Historical Museum
2. Potential future civic building occupants and visitors

B. Core area business employees, customers, and visitors

C. Participants in the City Fee-in-lieu program

D. Commuter Parking: At least as a short-term revenue strategy, allowing this user group might help alleviate the carrying costs for excess inventory

Current estimates for these user groups are discussed in more detail in the following:

A. Civic Campus

WINSLOW PARKING STRUCTURE - FEASIBILITY STUDY	
PROJECTED CIVIC CAMPUS DEMAND - PARKING FACILITY	

PARKING STALLS PROJECTED - 1998 CITY HALL PERMIT	150
CURRENT SUPPLY	129

FEASIBILITY STUDY - PROJECTED CIVIC CAMPUS NEED

16	VISITOR SPACES
6	HANDICAPPED SPACES
2	SPACES FOR BRANDTS
95	CITY EMPLOYEE SPACES
119	CITY HALL NEED

30	BPA SPACES ¹
31	Additional BPA Need ²
61	BPA NEED

24	CHAMBER DOWNTOWN EMPLOYEE SPACES
----	----------------------------------

204	TOTAL NEED - DEMAND
35	SPACES RETAINED - CURRENT SUPPLY
169	NET MOVED TO PARKING FACILITY

¹ - 30 spaces required per the COBI 1998 Permit

² - Revised Parking Code - Theaters require 1 stall per 4 seats.

BPA advertises 245 seats which would trigger a 61 stall requirement.

This leaves the facility underparked by 31 spaces.

B. Core area business employees, customers, and visitors

A number of core area businesses have expressed interest in acquiring parking rights in the new parking structure. Until this feasibility study could identify the quantity and cost for parking in the new structure, it has been difficult to obtain commitment from candidate business owners.

The Chamber of Commerce and core area property owners are now organized to pursue commitments. It should be noted that before meaningful commitments can be obtained from business and property owners, it will be incumbent on the City in turn commit to a parking structure development program that establishes the terms and conditions upon which parking rights are based, as well as a specific development time schedule.

C. Fee-in-lieu program

Some city-provided parking has already been subscribed under the fee-in-lieu program established by the City.

In addition, many core area properties will be difficult to redevelop if on-site parking is required.

- Surface parking could result in a significant portion of downtown becoming asphalt lots.
- Underground parking will be expensive and ingress/egress ramps will create significant obstacles to storefront continuity.

5. Site Options

The following options will be discussed:

- A. City alone
 - 1. City Property only
 - 2. City Property with additional site acquisition
- B. Public/private partnerships

A. City Only:

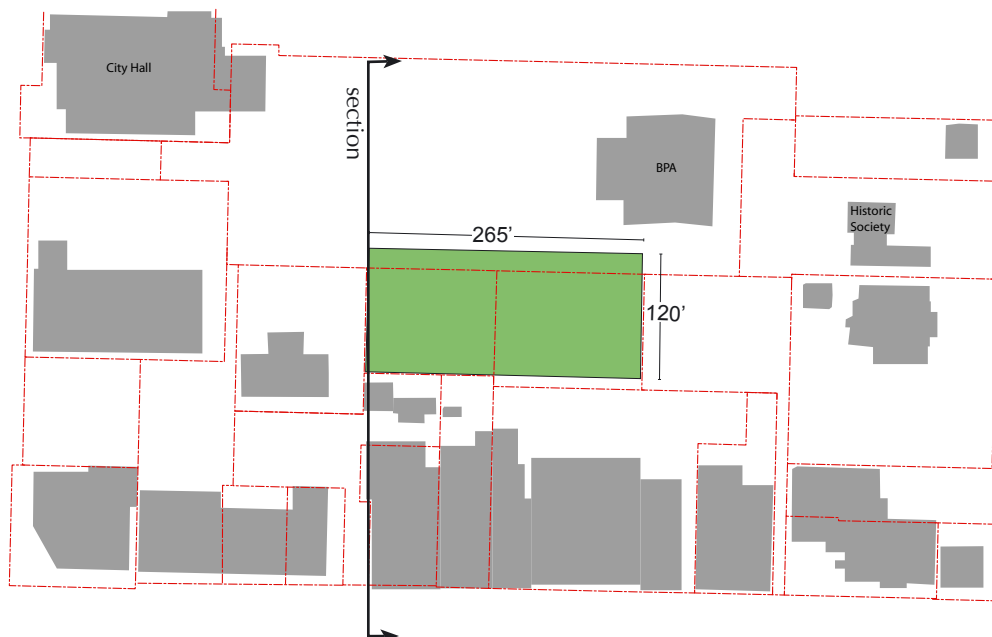
Site alternatives for a City-only parking structure have been identified. These include limiting the parking structure to property currently controlled by the City and an alternative to acquire minor additional property rights to the South to accomplish specific goals discussed below.

1. Current City-owned Property:

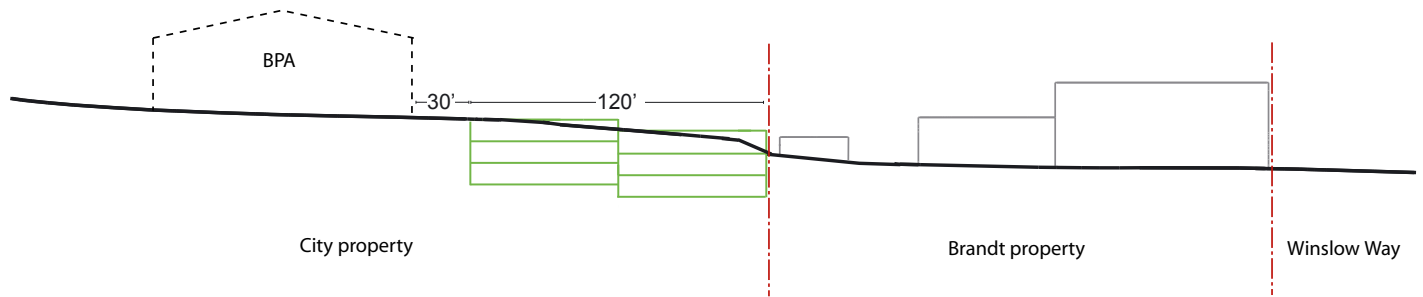
The first design studies began by utilizing property already owned by the City and now used for parking. The design studies began by assuming the structure would be located at or near the South property line for the parcels identified in the previous section as the City Southeast lot and the City Southwest lot. It should be noted that the South property lines for the City Southwest lot is offset by about 10 feet further South than the City Southeast lot, resulting in a 10 foot unused strip of land for the width of the East-most parcel.

Initial design studies concluded that the greatest efficiency in parking layout would be achieved by orienting the parking bays on an East-West axis, responding to the rectangular shape of the available land.

CITY NORTH:PLAN



CITY NORTH: section



Parking bays (parking space, drive lane, parking space) require a 60-foot width. Thus, two bays of parking represent a width of 120 feet. The initial design studies concluded that two bays were required for smooth traffic circulation within the parking structure.

The accompanying diagram shows the result of a 120 foot wide structure spanning the East-West length of the two subject parcels.

Rough estimates indicated that this size of structure might be sufficient to provide the capacity of parking currently being contemplated. More detailed studies for this site configuration were developed and will be discussed below.

With this site configuration, the structure protrudes approximately 20 feet northward into the civic space and the drive serving the BPA parking area.

This protrusion creates two issues.

- First, a number of utilities are located under the drive and may require relocation or replacement, adding to development costs.
- Second, the new structure encroaches to within about 25 feet of the BPA building, which may affect the BPA loading area and which leaves little breathing room in the final layout if the drive is to meet the requirements for fire lane access.

Because of these two issues, and because discussions with adjacent property owners were underway contemplating the redevelopment of the alley serving the rear of the properties immediately South of the City property (see access and circulation section, below), an alternative site configuration was identified for analysis.

2. Southward Expansion of City-controlled Property

In this alternative site configuration, the 120-foot width of the parking is aligned to the North property line of the two subject parcels and is allowed to protrude South into the private alley area abutting the South property line.

CITY SOUTH: plan and section



This solution allows the City portion of the garage to align directly with the private portions of the garage to the East. This results in slightly lower construction costs and higher parking count, thus reducing the cost per stall.

This solution also minimizes utility relocations and disruption in the civic area North of the structure. It does, however, require acquisition or property control in areas now owned by private interests.

While these private parties are interested in cooperating, negotiations will be required with at least three separate private owners, which could complicate the development process. Cost estimates for these schemes do not make assumptions about acquisition values for the needed properties, pending the discussions.

In addition to the acquisition of the land rights, the parking structure development will require that a small building on the rear of the Brandt property will need to be demolished.

It should be pointed out that this building may be targeted for demolition as a result of the alley redevelopment discussion now underway among the property owners' group. Thus, the parking structure development might not have to reimburse for this building.

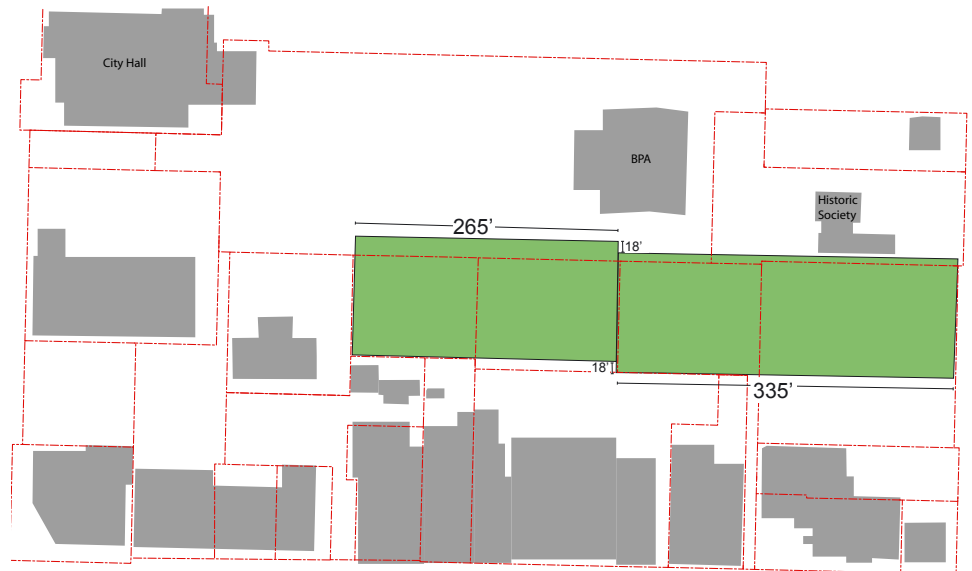
3. Future Northward Expansion of the City parking

While the amount of parking supply in the basic site configuration is contemplated to be adequate for some time, it is possible at a future date to expand the garage Northward under the Farmer's Market Plaza located in the City North lot.

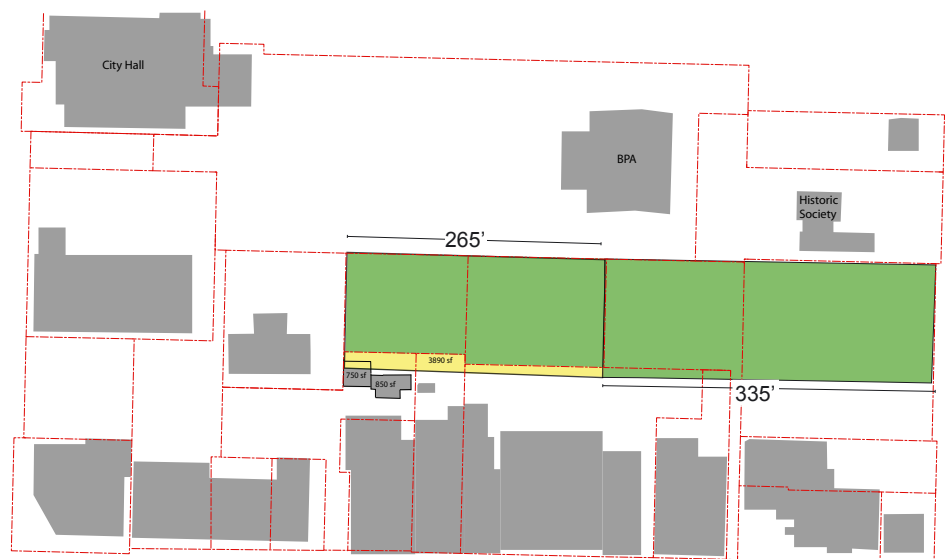
B. Partnership with Adjacent Private Properties: City + Clinic

In this site configuration alternative, it is assumed the parking structure is expanded eastward from the city property to Ericksen, creating parking for the redevelopment of the Virginia Mason Clinic and other potential development of the adjacent private property. This expansion adds about 335 linear feet of parking structure length to the approximately 265-foot long City structure.

CITY + CLINIC NORTH



CITY + CLINIC SOUTH



Depending on the site configuration option selected for the City structure, the development of the private portion of the garage may require a slight mid-structure “jog” in the actual parking layout. However, as discussed below, design configuration studies have been developed to accommodate either outcome.

Other combinations of private owners are also possible, such as the Sandstrom property. However, the Clinic property appears most likely to be developed next and serves as a good example of the impacts of any public/private partnership.

	CITY NORTH	CITY SOUTH
Indications		
integration with clinic	requires shift in alignment, resulting in loss of stalls and slightly higher construction cost	aligns straight with clinic parking addition
flexibility of circulation	restricts (but does not prevent) access around the south side of BPA	does not impact circulation around BPA
utility relocation	requires major utility relocation	requires minor utility relocation
loss of existing surface parking	impacts all existing surface parking on civic center south lot	impacts some existing surface parking on civic center south lot
property easement/aquisition	can be developed entirely on City property	does require acquisition or easement onto private property

6. Access and Circulation

A. Core Area Circulation

Traffic impacts of the parking structure were included in previous studies undertaken as a part of the Winslow Tomorrow planning process. The parking structure impacts are manageable and a series of incremental traffic improvement measures were identified in the Winslow Tomorrow studies.

B. Site Ingress and Egress

1. Existing Site access is provided

- from Madison via Henshaw Way
- from Winslow Way via Madrone Lane
- from Ericksen via the access drive for the Historic Museum



2. Parking Structure Access Options

Options for improving access to the new parking structure include:

a. Madison Access

Retain the existing access via Henshaw Way along the South side of City Hall. Consider whether to work with the Island Fitness owners to reconfigure access to their parking area to facilitate traffic flow.

b. Winslow Way Access via Harbor Way (new access)

In cooperation with adjacent property owners, acquire the Magnano property and reconfigure property lines to provide a North-South connection to the East-West alley serving the properties along the South of the new parking structure.

c. Alley

While not absolutely essential to the development of the parking structure, the alley does provide an opportunity to improve area circulation, provide service and emergency vehicle access, and provide additional access flexibility for the parking.

It would seem prudent for the City to cooperate with the adjacent property owners to assist in redeveloping the alley as an East-West connector between the existing Madrone Lane and the new Harbor Way. This connection is also important to the Winslow Way redevelopment project, which assumed its availability for off-street services to the businesses fronting Winslow Way.

d. Madrone Lane

This access lane is actually located on private property owned whose owners have indicated that they are not willing to allow an increase in traffic as a result of the parking structure development. In addition, they are contemplating additional development on their property that could further complicate the availability of Madrone Lane and the redevelopment of the Alley as discussed above.

The City should develop a strategy for what it needs to accomplish in the Madrone Way corridor and engage in discussions with the property owners to resolve future direction.

e. E-W Connection to Ericksen

The City staff has indicated a desire to improve East to West access through the Civic Plaza area, connecting Madison and Ericksen in a more straightforward manner. While this is not considered a part of the parking structure project, design schemes have anticipated alternatives to accomplish the new connector.



C. Access Alternatives for the new parking structure



1. City-only parking structure

- The most direct access can be accomplished at the Northwest most corner of the new parking structure from Madison via Henshaw Way.
- Depending on the route selected by the City for the new East-West connector through the Civic Plaza, additional access points could be located at appropriate points along the Northern side of the new structure. These access points could be reached from Madison and Ericksen (as well as Madrone Lane).
- Depending on the outcome of discussions with the Madone Way property owners, access could be achieved from Madrone Lane along the Western side of the new structure
- Depending on the outcome of the discussions with the affected property owners regarding the redevelopment of the alley along the South of the new structure, access could be provided at appropriate points along the South side of the new structure.
- If the new Clinic parking structure is not developed concurrent with the City structure, access to Ericksen might be achieved through the prospective new Clinic site by negotiations with the property owner.
- Additional access from Winslow Way can be accomplished through a joint venture with adjacent property owners who currently control the Magnano property. Until such time as the development of the private parking structure for the new Clinic, this access would likely be accomplished through the development of the new Harbor Way (contemplated in Winslow Tomorrow plans) and connection to the Alley along the south of the new structure.



2. City + Clinic parking structures

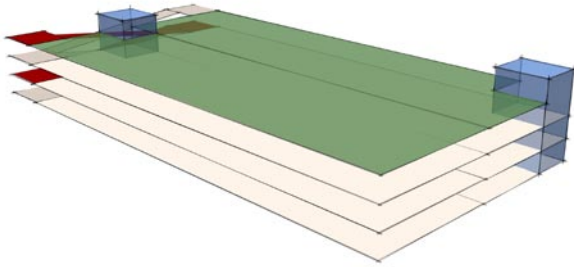
- If the Clinic parking structure is developed concurrent with the City parking structure, direct access to Ericksen to the new parking structure could be achieved.
- Access from Winslow Way, directly into the joint parking structure is achievable via development of the new Harbor Way. Additionally, the Alley could be connected to the new Harbor Way to achieve additional access along the south side of the joint structure.

7. Configuration Alternatives

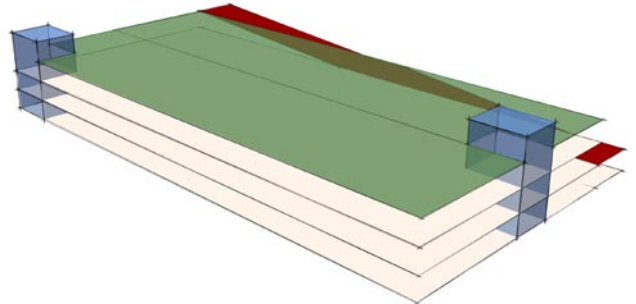
A. Options Reviewed

The planning team explored a large number of potential configurations for the new parking structure.

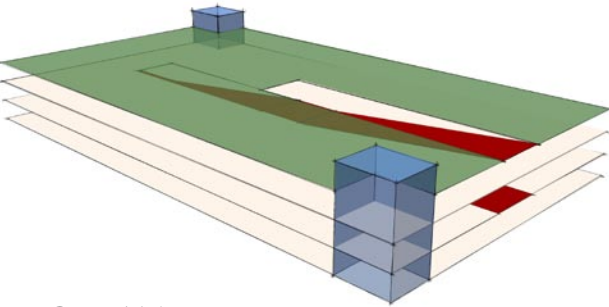
END SPLIT RAMP



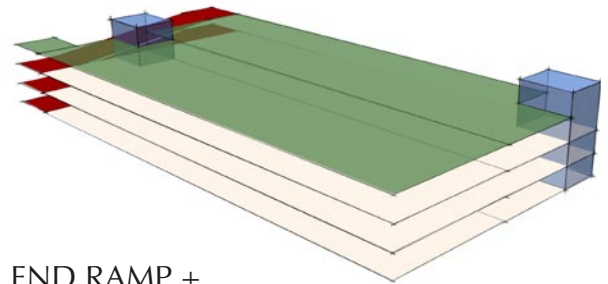
SIDE RAMP



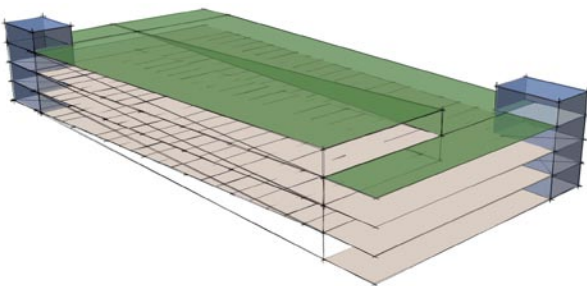
MID RAMP



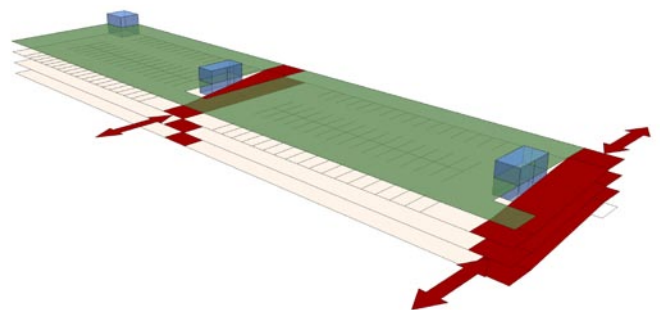
END RAMP



DECK RAMP



END RAMP +



The options were reviewed and evaluated against a number of key criteria, including:

- Site implications (i.e., width, length, height)
- Achievable parking space quantities
- Construction costs
- Efficiency (cost/parking space)
- Urban planning possibilities and connections
- User convenience and “friendliness”

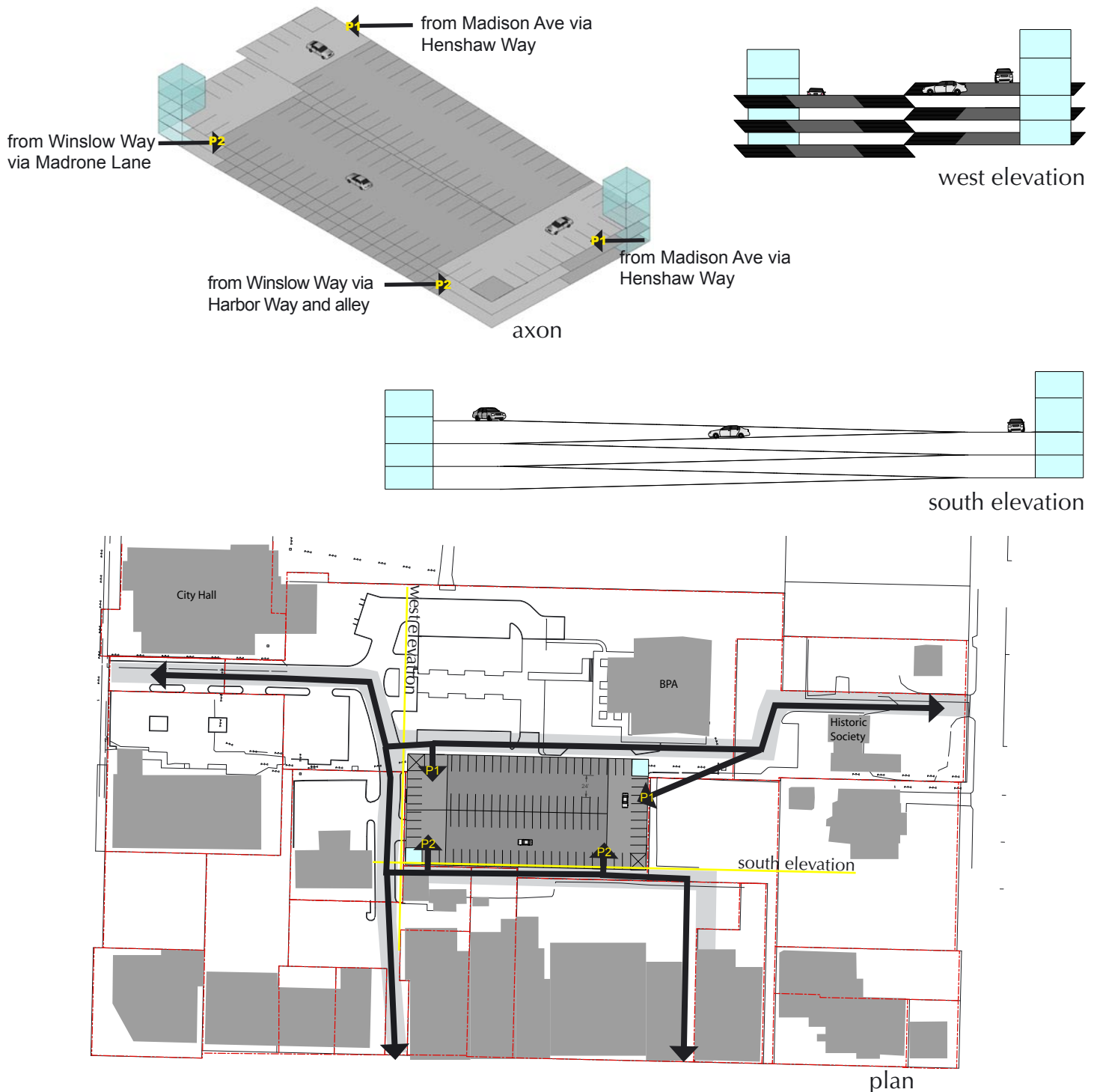
Based on a comparative evaluation of the multiple alternatives, a number of options were rejected and two configuration options were selected for more detailed exploration:

1. Deck Ramp
2. Split Ramp

1. Deck Ramp

This alternative provides a continuous spiral ramp with parking provided on the sloping ramps. It is the most efficient configuration in terms of the number of spaces achievable and the cost per space. This option can be sloped at the surface level, or can be developed with a flat surface level at a small additional cost.

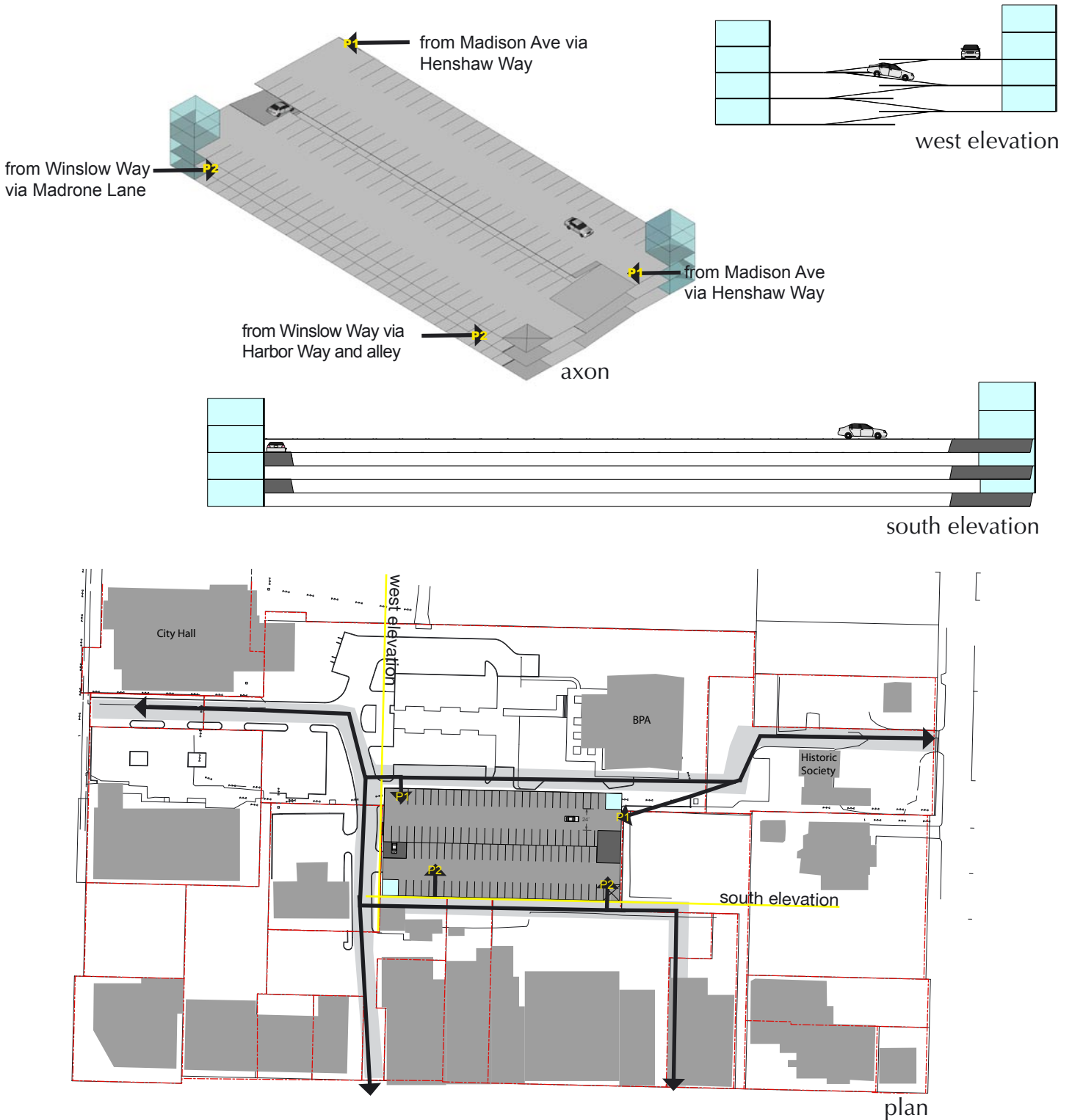
DECK RAMP (rooftop not shown)



2. Split Ramp

This alternative locates the parking on flat parking levels that are connected by ramps at the end of the structure. The South half of the garage is offset vertically by one-half level from the North half to minimize the length of the ramps connecting the levels.

SPLIT RAMP (rooftop not shown)

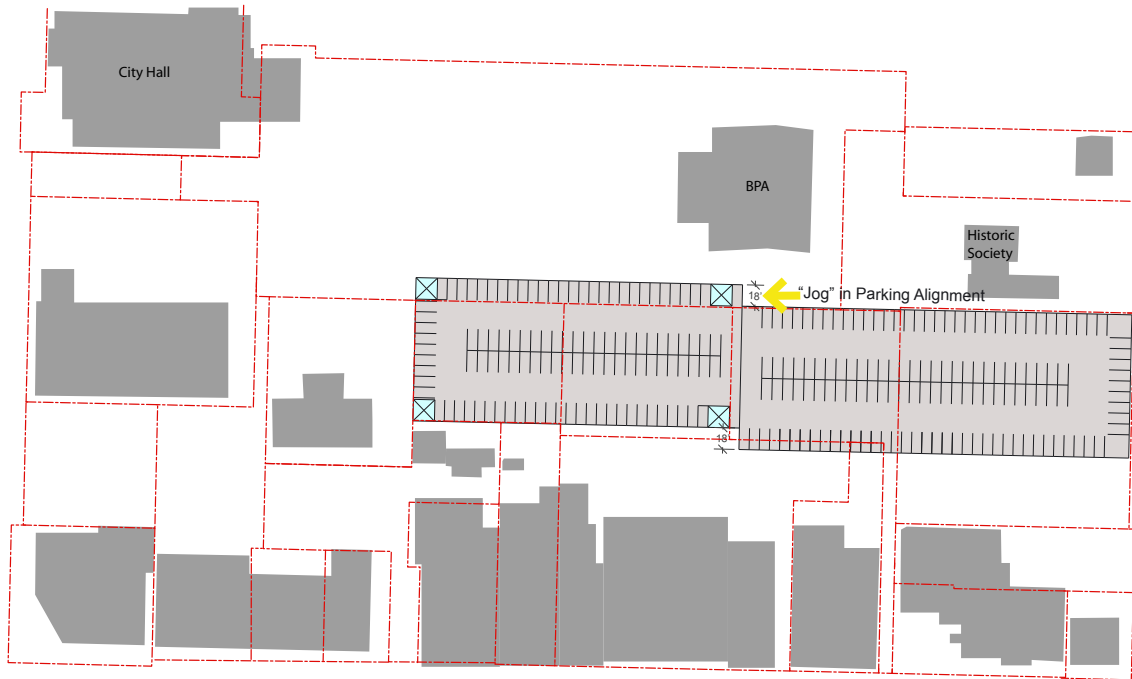


B. Site Implications affecting configuration

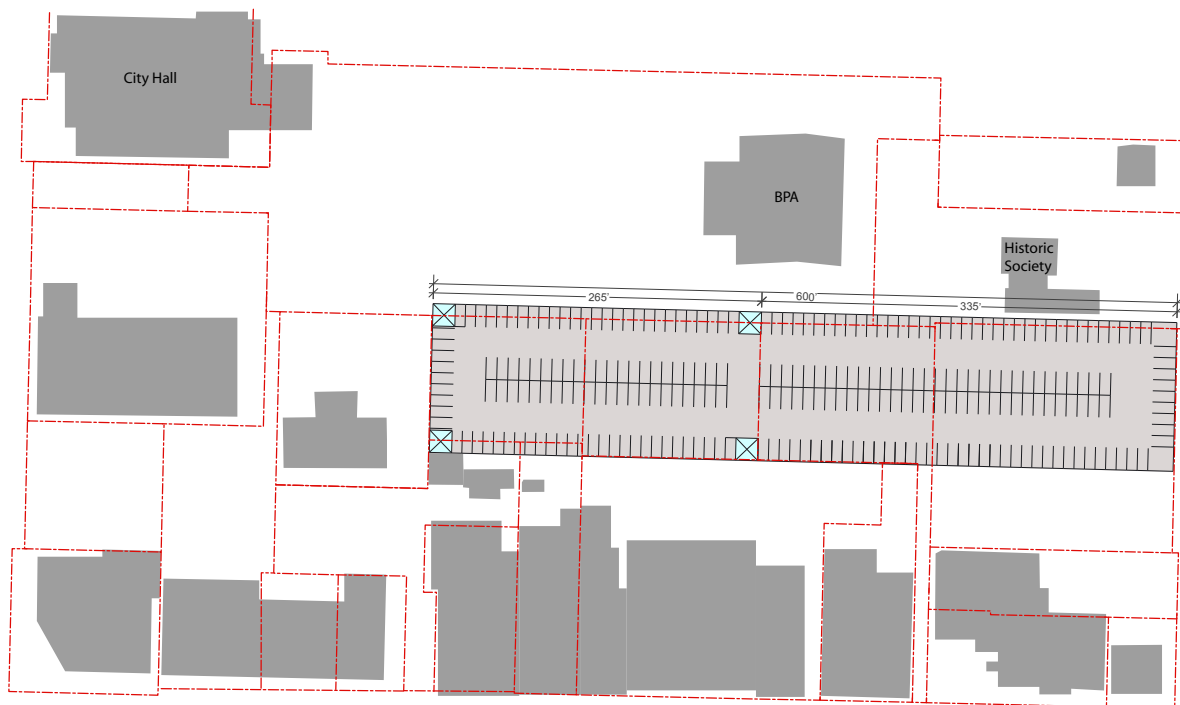
As discussed in the Site Options section, above, the City portion of the garage can be located entirely on City property, or can be located by acquiring use of some of the privately owned land to the South.

These site choices affect how the City portion of the parking structure will align with the private Clinic parking structure.

CITY + CLINIC NORTH



CITY + CLINIC SOUTH



If the Northern option is selected by the City, keeping the City portion entirely on property currently owned by the City, one of two alternatives occur:

1. The Clinic structure will be slightly offset to the South to keep within the private property boundaries. This offset will cause a slight “jog” in the drive aisles and will slightly increase construction costs while reducing the number of parking spaces achievable, and increasing the cost per space.
2. The Clinic development will need to acquire some City-owned property along the City’s southern property line to keep the garage bays aligned. If this option is selected, some parking in the private portion of the new structure will be lost as the structure nears the Historical Museum, thus slightly lowering the efficiency metric.

If the Southern option is selected by the City, the public and private structures can be aligned and parking located continuously East to Ericksen with no loss in efficiency. Internal circulation can be configured with aligned drive aisles.

C. Rooftop Use

The top level of the parking structure can be used as:

1. Parking
2. Public Plaza
3. Combined Parking and Public Plaza
4. Potential future building(s)

As parking spaces are lost to other uses, the per-space cost of the remaining spaces increases rapidly. In addition, the cost of developing the alternative uses becomes an additional financial burden.



Because the Public Plaza alternative has not been programmed or designed, cost estimates have been developed using an allowance for potential improvements. This allowance should not be considered as a budget, as it does not reflect specific concepts or ideas for what might be developed on the surface.

Flexibility has been built into the design assumptions to allow a variety of light-frame buildings to be added on top of the structure. Uses could include housing, office, or multi-purpose assembly.

Notwithstanding this flexibility, the planning team recommends that consideration be given to locating any future buildings on the land located on the north side of the garage, now used for parking and landscaping. Locating a building here is significantly less expensive and preserves a sense of open space at the garage (regardless of rooftop uses).

D. Configuration Alternatives Under current analysis

Given the variables discussed in the preceding sections, the following configuration permutations have been identified and evaluated:

1. Deck Ramp

1. City-only structure
 - a. With rooftop parking
 - b. With rooftop plaza (allowance)
2. City structure + Clinic structure
 - a. With rooftop parking
 - b. With rooftop plaza (allowance)
 - c. With Site Offset and With rooftop parking
 - d. With Site Offset and With rooftop plaza (allowance)

2. Split Ramp

1. City-only structure
 - a. With rooftop parking
 - b. With rooftop plaza (allowance)
2. City structure + Clinic structure
 - a. With rooftop parking
 - b. With rooftop plaza (allowance)
 - c. With Site Offset and With rooftop parking
 - d. With Site Offset and With rooftop plaza (allowance)

The parking capacity achievable in each of these alternatives is summarized below. It should be noted that these parking counts represent achievable parking capacities, given site constraints and construction assumptions. However, no decision has been made to build any option to its maximum capacity.

Scheme		Spaces
Deck Ramp		
<i>City-only</i>		
Rooftop parking		436
Rooftop plaza		327
<i>City + Clinic</i>		
Rooftop parking		1,016
Rooftop plaza		909
Offset rooftop parking		988
Offset rooftop plaza		878
Split Ramp		
<i>City-only</i>		
Rooftop parking		416
Rooftop plaza		312
<i>City + Clinic</i>		
Rooftop parking		1,000
Rooftop plaza		894
Offset rooftop parking		960
Offset rooftop plaza		856

Note: numbers are based on preliminary design and may change as design is further refined.

E. Construction Specification Assumptions

Both steel and concrete structural systems were evaluated. An intermediate-span concrete structural system is recommended as the most responsive to the requirements of the Design Program.

Floor-to-floor heights are 8'-9", which supports the maintenance of reasonable ramp slopes within the structure.

Parking space widths vary slightly to accommodate columns, but are held at a minimum of 8'6" for purposes of this feasibility study. It should be noted that narrower parking spaces might be provided, which would slightly increase the achievable parking within the structure. However, the planning team felt that the wider spaces would be more user-friendly, which seems appropriate in such a public structure.

Based on these general specifications, preliminary Rough-order-of-magnitude cost estimates were developed for each of the configuration alternatives and will be discussed in more detail below.

8. Urban Planning Considerations



As highlighted in Section 2: Purpose of this Study, the implementation of this project is in line with the adopted goals and objectives of the community, (Winslow Master Plan and COBI Comprehensive Plan). To further ensure the project fulfills these goals and is appropriately integrated with the site and surrounding environment, special consideration has been and should continue to be given to the following subjects:

1. Access

Current and potential vehicular and pedestrian access to the study area is under evaluation to insure access to the new parking is adequate, convenient, and supportive of area traffic design goals.

2. Circulation

In concert with 1, above, area traffic circulation impacts resulting from the new parking are being evaluated. It should be noted that the traffic studies undertaken for the Winslow Tomorrow environmental impact studies already anticipated the contemplated parking structure.

The current configurations options also support City traffic engineering preferences for inclusion of an East-West circulator through the study area, providing connection to Ericksen.

3. Connectivity

Pedestrian and bicycle connectivity to and through the study area are being planned. Adjacent property owners are considering how their redevelopment plans can provide access to the study area and promote good circulation patterns throughout the core area.

4. Opportunities for Public Amenities

While this study specifically excludes identification of future uses atop the new parking, it is obvious that some consideration should be given to the opportunities for public amenities resulting from the new parking development.



9. Development Cost Estimates

Rough Order-of-Magnitude Estimate of Costs

The conceptual nature of feasibility planning makes it difficult to estimate development costs with precision. However, rough-order-of-magnitude (“ROM”) cost estimates have been developed for each configuration permutation.

It is possible to say at this time that no unusual costs are being generated by site considerations or design concepts developed to date. The cost of this parking should compare favorably with other parking structures being developed in the Puget Sound Area at this time.

Further, the cost estimating work to date indicates a roughly 15% reduction in development costs if the City garage and the Clinic Phase I garage are built together.

By far the biggest cost impact apparent at this time is the decision regarding the development of the surface level of the garage. Excluding parking on this level simply means the cost of this level of structure and surface improvements must be funded by the revenue from the remaining parking spaces, or funded through other capital sources.

Cost estimates have been developed for direct construction costs and administrative costs associated with developing the projects. Finance costs will be discussed in a separate section.

A. Construction costs

Construction costs include the costs associated directly in building the structure. These include site preparation, materials and labor, on-site overhead and general conditions, including liability insurance and excise tax, and contractor fees. At this preliminary stage of planning, a 10% design contingency is included. A 5% escalation contingency is also added anticipating the project would start construction in about one year. A number of items are excluded, particularly hazardous materials abatement, fuel tank removal, and other items which, based on the information we have at this time, we do not expect to be at issue.

B. Administrative costs

Administrative costs include Washington State Sales Tax, Architectural and Engineering Fees, Surveys and geotechnical analysis, building and utility fees, and other costs associated with managing the project. In addition to the contingency included in the construction estimate, a 5% contingency is included in the administrative cost estimate.

As indicated in the following exhibit, the administrative costs are estimated at approximately 34% of construction costs.

Winslow Parking Feasibility Study
Estimate of Administrative Costs

1. Hard Cost

Based on City only, rooftop parking scheme	\$12,843,000
Exclusions from contractor estimate	
Washington State Sales Tax	
Asbestos, Lead, or other hazardous material abatement or removal	
Bonds and subcontractor bonds on all scopes of work	
Contaminated material handling and disposal	
Fuel Tank removal	
Building Permit and Plan Check Fees	
Engineering and/or design fees	
Major Document printin or reproduction	
Property corners and engineered as-built survey	
Testing and inspections	
Soils investigation and testing	
Builders Risk Insurance Policy and deductible	
Professional videotaping of existing structures and site conditions	
Utility company connections, charges, fees, and assessments	
Water meter costs	
Building signage beyond code required signage	
Site signage	
FF&E items	
Storm detention system	
Extended warranties	
City Landscape bond	

2. Schematic Estimate of Administrative Costs

Architect/Structural Engineer	6.00%	\$770,580
Civil Engineering	1.00%	\$128,430
Landscaped/Plaza Architect	1.00%	\$128,430
Surveying		\$25,000
Geotechnical Engineering		\$25,000
Graphic/Signage Design		\$20,000
Project Management	4.00%	\$513,720
Plan Check/Building Permits	2.00%	\$256,860
Utility Connection Fees		\$20,000
Electric Service connection		\$15,000
Concurrency requirements		\$100,000
Legal/Title Fees (incl demising agreements)		\$50,000
Taxes and Insurance	2.00%	\$256,860.00
Reproduction, mail, delivery		\$20,000
Contingency	5.00%	\$642,150
Signage		\$50,000
Bonds	1.50%	\$192,645
Washington State Sales Tax	8.90%	\$1,143,027
Total		\$4,357,702
Note: does not include construction period financing		

3. Soft Costs as a percentage of hard cost

33.93%

C. Project Development Costs

The construction costs, combined with the associated administrative cost allowance of 34%, results in project development cost estimates for each configuration alternative as follows:

<i>Scheme</i>	<i>Spaces</i>	<i>Development cost</i>	<i>Cost per space</i>
Deck Ramp			
<i>City-only</i>			
Rooftop parking	436	\$17,208,707	\$39,470
Rooftop plaza	327	\$12,906,531	\$39,470
<i>City + Clinic</i>			
Rooftop parking	1,016	\$33,178,412	\$32,656
Rooftop plaza ¹	909	\$29,048,534	\$31,957
Offset rooftop parking	988	\$33,331,819	\$33,737
Offset rooftop plaza ¹	878	\$29,283,387	\$33,352
Split Ramp			
<i>City-only</i>			
Rooftop parking	416	\$17,006,673	\$40,881
Rooftop plaza	312	\$12,755,005	\$40,881
<i>City + Clinic</i>			
Rooftop parking	1,000	\$32,673,240	\$32,673
Rooftop plaza ¹	894	\$28,708,708	\$32,113
Offset rooftop parking	960	\$32,862,579	\$34,232
Offset rooftop plaza ¹	856	\$28,864,182	\$33,720

¹ The rooftop plaza is assumed to be located on the public portion of the parking structure only. The private portion is assumed to be rooftop parking. Development costs are reduced by allocating \$4,598,261 to the rooftop plaza as a separate budget. This comprises the allowances included in the cost estimates for the rooftop plaza improvements plus 25% of the cost of the City-only portion of the structure (assuming no parking is included on the roof of the City structure).

D. Rooftop Plaza assumptions

As no decisions have been reached regarding the design of a rooftop plaza or park, the allowance of \$4,598,261 is an assumption based on probable costs for a modest plaza and the associated costs of one level of the basic parking structure. However, no decision has been made regarding the scope or design of the plaza, and the allowance provided herein should not be considered as a target budget until more work is done to define this project.

E. Ancillary project costs

The following are potential related improvements that may be considered at the time the decision is made to build the garage. However, these projects are not yet designed or committed, and are not included in the parking structure development cost estimates

- The new Harbor Way access road improvements
- An East-West connector road crossing the civic plaza and connecting Madison with Ericksen.
- Improvements to the Alley serving the private property to the South of the Southeast and Southwest City sites
- Improvements to Madrone Way

It should be noted that cost estimates do include some budget for resolving direct impacts to adjacent roads and alleys that result from excavation and construction activities for the new parking structure.

Estimates are based on Privately-commissioned delivery

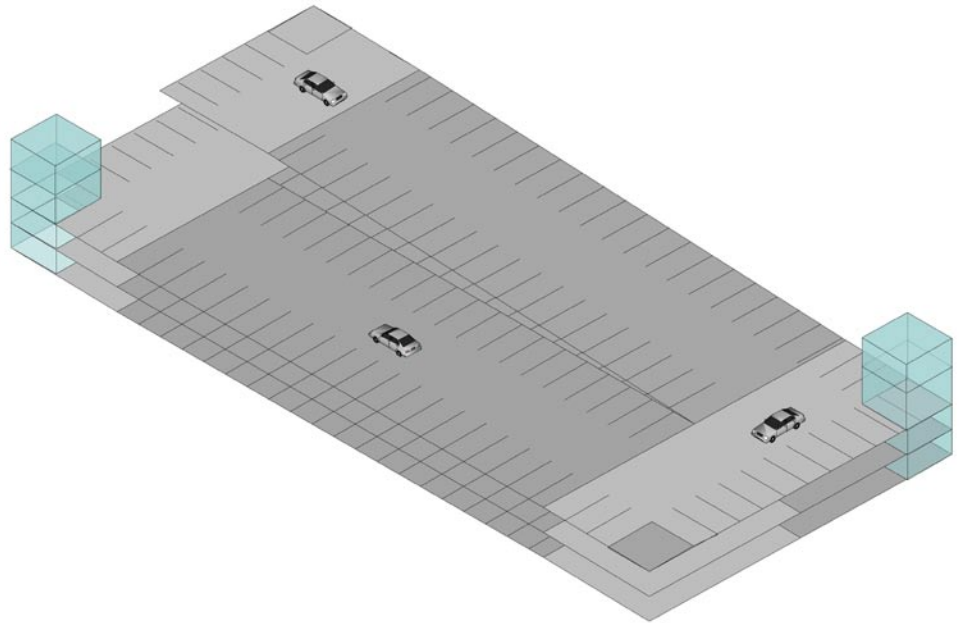
It should be noted that these cost estimates are based on a privately contracted development delivery. Public delivery may add to the development costs for a number of reasons, including the following possible factors suggested by JTM construction:

JTM's cost estimator suggests the following factors that can add cost to projects delivered through traditional public process

1. "Public projects require a Payment and Performance Bond. Private projects do not typically require it. The cost of the bond is determined on the overall cost of the project including WSST and will run between .7% and 1.25% depending on the contractor.
2. If a bond is required on the General Contractor, then a smart General will require a bond on all of his subcontractors to protect himself. Subcontractor bond rates are typically higher than a general and can range between 1% and 1.5%.
3. Since the public project is typically a lump sum bid, with a very short window to prepare the estimate, there is no time to perform any value engineering or do constructability reviews. The number turned in represents only what the contract documents depict. Nothing more nothing less. The GC is taking on a bit more risk because of his unfamiliarity with the project and the fact that they take subcontractor quotes from anyone willing to turn in a number. Many times you get subcontractor bids from companies you have never worked with or even heard of. All of these things add risk. The only way the GC has to cover this risk is to increase their fee on the project. Public-bid contractors often never put less than 7.5% on a lump sum public project. In some cases they put as much as 12% depending on the risk. In a private arena, the GC may perform 3-6 estimates as the documents progress. The Owner knows exactly what the GC has included. Detail problems are worked out, constructability issues are worked through and good value engineering is performed during the design phases. It is less expensive for the design team to revise drawings during the design process rather than after the documents are 100% completed. All of these things reduce the risk to the GC. That is why you see fees in the 3-6% range.
4. The schedule on public projects is at a minimum, 5 – 10% longer. This is typically caused by the administrative paperwork. Submittal review time on public projects is typically 30 days, RFI turnaround can be 1-2 weeks, just due to bureaucracy. In private projects, the team works as one to get these processes expedited. In my experience private projects turn around RFI's in 1-5 days, submittals in 1-2 weeks. In some cases things can be approved verbally to avoid delays. This will never occur in public projects. No one is willing to put themselves on the line for a single project.
5. Private projects typically have fewer change orders. Because of the time the GC has spent familiarizing themselves during the design process and notifying the design team in advance of potential issues, it reduces conflicts and delays to the project. In the public arena, the GC's are obligated only to price what is shown on the documents. If they make assumptions and carry allowances for work not shown, they may not get the job. However, they WILL get reimbursed for that work in the form of a change order. Change order fees on public work are typically 10 – 18% as allowed by public contracts. In private work, the fee % would be the same as the contract fee. If the Contract fee was 5%, then the GC would get 5% on change orders.
6. In Public work the GC will realize 100% of any savings on the project. On private work, the Owner has the option of keeping all of the savings or splitting the savings with the GC as an incentive."

Cost Conclusions

1. Cost estimates are in line with current regional underground parking costs
2. The City could realize cost savings estimated at 17% through a development partnership with the adjacent properties
3. Except for utility relocations precipitated by the Northerly site option, no unusual costs are being generated by site conditions
4. In each configuration alternative, the Deck Ramp provides more parking and a lower cost per space than the Split Ramp.
5. Private project development delivery may be more economical than traditional public delivery.



10. Financing

Financing costs for each of the development alternatives is estimated in the first of the following two tables.

These estimates assume that financing will be done with tax-exempt public debt instruments. An interest rate of 4.75% is used, with an amortization period of 30 years.

The analysis identifies a range of annual debt service per stall between approximately \$2,000 per stall and \$2,500 per stall, depending upon the site and configuration options selected.

The second table summarizes the proposed allocation of the City portion of the proposed parking and proposes financing allocations between the civic center and other uses. Potential sources of funds are also identified to precipitate discussion.

This analysis indicates surplus supply available to non-current City uses to range from 158 spaces to 267 spaces. Potential future users of these surplus spaces include the Core-area business users, the Fee-in-lieu program, the potential additional civic campus building, and possible commuter users.

DEVELOPMENT SUMMARY

	DECK RAMP				SPLIT RAMP				+W/SHIFT & ROOFTOP PLAZA				+W/SHIFT & ROOFTOP PLAZA			
	W/ROOFTOP PARKING	W/ROOFTOP PLAZA	+W/ROOFTOP PARKING	+W/ROOFTOP PLAZA	W/ROOFTOP PARKING	W/ROOFTOP PLAZA	+W/ROOFTOP PARKING	+W/ROOFTOP PLAZA	W/ROOFTOP PARKING	W/ROOFTOP PLAZA	+W/ROOFTOP PARKING	+W/ROOFTOP PLAZA	W/ROOFTOP PARKING	W/ROOFTOP PLAZA	+W/ROOFTOP PARKING	+W/SHIFT & ROOFTOP PLAZA
TOTAL STALLS	436	327	1,016	\$24,760,009	\$26,276,271	\$24,874,492	\$26,451,535	\$26,451,535	416	312	1,000	894	960	856	\$26,111,628	
TOTAL PUBLIC STALLS	436	327	436		327	436	436		416	312	416	312	416	312		
TOTAL PRIVATE SPACES	0	0	580		582	552	442		0	0	584	582	544	544		
HARD COST ESTIMATE - ENTIRE FACILITY	\$12,842,319	\$14,230,000	\$24,760,009		\$26,276,271	\$24,874,492	\$26,451,535		\$12,691,547	\$14,089,854	\$24,383,015	\$25,995,603	\$24,524,313	\$26,111,628		
CIVIC PLAZA PORTION - COSTS																
SURFACE LEVEL																
25% OF SHELL STRUCTURING EXPENSE - 1																
CIVIC PLAZA SHARE OF COSTS																
HARD COSTS - PARKING FACILITY																
HARD COST - PER STALL																
SOFT COSTS (34%)																
(Sales Tax, Architecture, Engineering, Permits, Project Management, etc.)																
SUB - TOTAL - CONSTRUCTION COSTS																
CONSTRUCTION COSTS - PER STALL																
PUBLIC PORTION - CONSTRUCTION COSTS																

FINANCING COSTS																
BOND ISSUANCE COSTS (1.5%)	\$258,131	\$193,598	\$213,570	\$156,747	\$220,638	\$218,125	\$255,100	\$191,325	\$203,881	\$150,287	\$213,607	\$157,809				
TOTAL PUBLIC FINANCED AMOUNT	\$17,466,838	\$13,100,129	\$14,451,530	\$10,606,530	\$14,929,821	\$14,759,761	\$17,261,773	\$12,946,330	\$13,795,949	\$10,169,434	\$14,454,058	\$10,678,399				
ANNUAL DEBT SERVICE	\$1,054,004	\$40,062	\$33,146	\$32,436	\$34,243	\$33,853	\$41,495	\$41,495	\$33,163	\$32,594	\$34,745	\$34,226				
ANNUAL D/S - PER STALL	\$2,417	\$2,417	\$872,052	\$640,033	\$900,912	\$890,651	\$1,041,630	\$781,222	\$832,491	\$613,656	\$872,203	\$644,368				

FINANCING TERMS		
AMORTIZATION SCHEDULE	30	YEARS
RATE	4.75%	

1 - Cost of Parking Structure is Greater In Order to Support Weight of Plaza

WINSLOW PARKING STRUCTURE - FEASIBILITY STUDY
PROJECTED CIVIC CAMPUS DEMAND - PARKING FACILITY

PARKING STALLS PROVIDED	436	327	
CURRENT DEMAND MOVED TO FACILITY	169	39%	52%
SUPLUS PROVIDED FOR OTHER USERS	267	61%	48%
FACILITY FINANCING COSTS	\$14,451,550		\$10,606,550
ANNUAL DEBT SERVICE EXPENSE	\$872,052		\$640,033
CURRENT CIVIC CENTER DEMAND PORTION	\$338,020	39%	\$330,781
OTHER USER PORTION	\$534,032	61%	\$309,251
POTENTIAL SOURCES OF FUNDS			
FEE IN-LIEU	\$33,146		PER STALL - DEPENDING ON FACILITY TYPE CONSTRUCTED
SPECIAL ASSESSMENT	\$2,000		PER STALL / YEAR FROM AN ANNUAL ASSESSMENT
FUTURE FACILITY	SAME AS ABOVE - SHOULD PAY TO REPLACE ANY DISPLACED PARKING		
OPEN TO COMMUTER USAGE	TBD		
PARKING CHARGES			
CHARGE - ONLY ON-STREET SPACES (\$1 / HR)	\$258,524	30%	\$258,524 40%
CHARGE - ALL SPACES (ON-STREET AND GARAGE) (\$1 / HR ON-STREET -- \$0.50 / HR - GARAGE)	\$316,550	36%	\$292,862 46%

11. Conclusions and Recommendations

A. Conclusions

1. The City has the flexibility to develop a wide range of parking quantity on its own property.
2. Combining the Public parking structure with adjacent private structures provides several benefits:
 - Improved Access and Area Traffic Circulation
 - Reduced Development Costs
 - Opportunities for private development delivery
 - Development resources
 - Additional Capital Sourcing
 - Opportunities for coordinated operational management
3. The parking project can provide an excellent foundation for achieving many of the urban design goals delineated in the Master Plan

B. Feasibility Team Recommendations

1. Recommended Site Option

The City should engage the property owners South of the City lots to explore acquisition of rights that would enable the City portion of the parking structure to align with the potential private portion of the structure to the East.

This South configuration will also mitigate utility relocation at the North of the parking structure and will impinge less on BPA operations.

Failing success in acquiring the needed access, the North option could be carried forward with:

- An offset “shift” between the public and private portions of the parking structure, which could add approximately \$800 per parking stall, or
- Allow the Clinic development to acquire approximately 20 feet along the South edge of the City property to provide alignment of the structures.

If a future civic building is to be located on the plaza level, consideration should be given to locating it along the northern end of the plaza to help frame the civic space contained on the surface of the parking structure.

2. Recommended Configuration Option

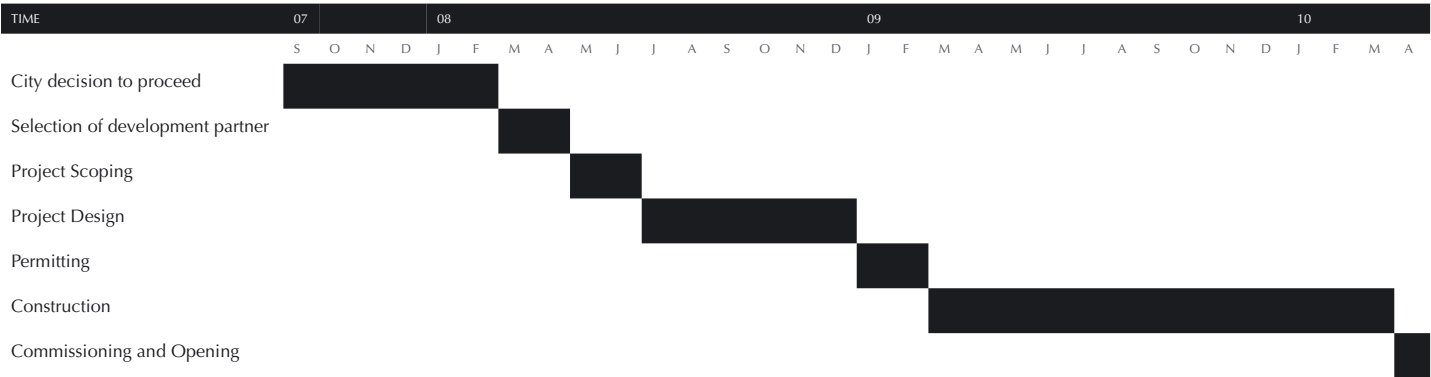
The Planning team recommends the Deck Ramp configuration alternative for the following reasons:

- Provides the largest number of spaces in each site alternative
- Produces the most cost-effective configuration and results in the lowest cost per parking space
- Produces the most “user-friendly” configuration with a continuous circulation through the structure.

C. Proposed Project Delivery Schedule

Assuming a private delivery process is commissioned, the following development schedule is suggested. These estimated durations could be reduced by streamlining the public decision process incorporated for the project.

City decision to proceed	6 months?
Selection of development partner	2 months
Project Scoping	2 months
Project Design	6 months
Permitting	2 months
Construction	12-14 months
Commissioning and Opening	1 month
	31-33 months



12. Next Steps

The following activities are suggested if the study participants are interested in advancing the project:

1. Continue development of user demand commitments
 - Develop city policy for providing sufficient fee-in lieu inventory
 - Work with core area owners and businesses to identify commitment
 - Identify demand resulting from potential additional civic plaza building(s)
2. Work with adjacent property owners to explore joint development organization and timing options
3. Determine City commitment to develop parking structure
4. Select a delivery approach (public vs. private)
 - Establish delivery management structure, or
 - Select a private delivery partner
5. Determine preferred project financing approach
6. Authorize project implementation

Appendices

- A. Design Program
- B. Interim Report

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Transfer of Development Rights and Inclusionary Zoning Assessment

February 2019

Prepared for:

City of Bainbridge Island

FINAL REPORT

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Executive Summary

The City of Bainbridge Island is evaluating its affordable housing and transfer of development rights (TDR) incentive programs to understand how they can be better utilized to support citywide efforts to increase the amount of affordable housing and land maintained for open space, respectively. While these incentive programs have been in place for over 20 years, neither of these specific programs have been used much to-date; the current affordable housing program has been used once since 2005. The lack of use indicates that the current density bonus mechanism needs to be revised. To improve program utilization and support the realization of Bainbridge Island's broader comprehensive plan goals, the City Council requested an analysis of what incentives and zoning changes would be required make the City's affordable housing incentive program and TDR program work. In addition, the Council would like to understand the implications of a mandatory versus voluntary affordable housing program.

Improving Market Conditions but Development Still Has Challenges

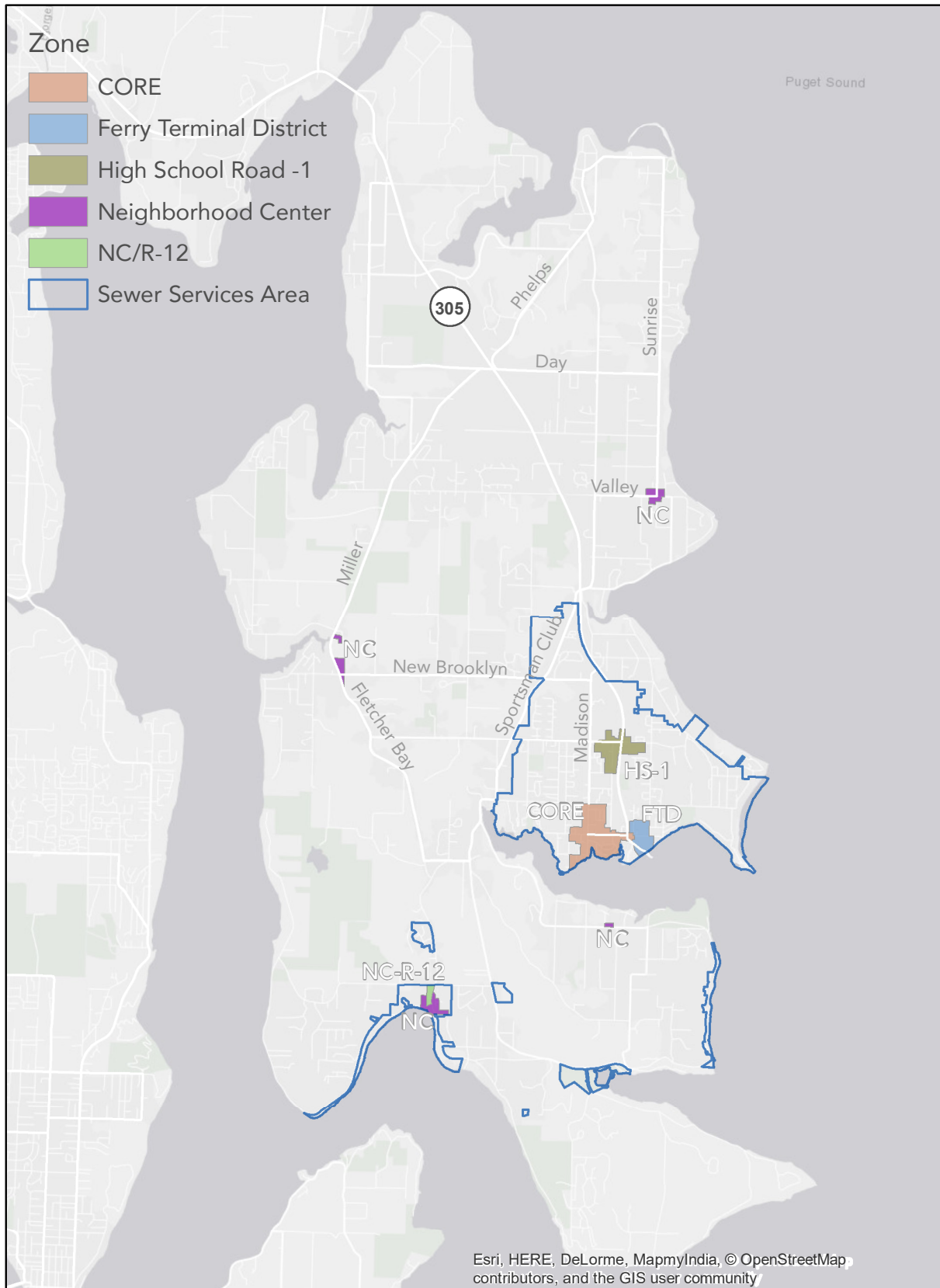
Bainbridge Island has realized increasing growth and stronger market fundamentals, particularly during the last five years. Apartment vacancies have declined, and average rents have increased. The median sales price for a home in Bainbridge Island has also increased from \$719,000 in 2009 and reached \$820,000 in 2018. In response to improving market conditions, building permit activity and the number of housing units built has increased over the last seven to eight years.

However, the number of housing units built during the last several years is still below the pre-2008 recession averages. In addition, increasing construction costs and land prices make the current market more challenging for new development to "pencil out."

Development Code Presents Challenges for New Growth

ECONorthwest and Forterra evaluated the current incentive programs and analyzed the viability of multifamily and mixed-use buildings under the base zoning requirements and current bonus density incentives. This analysis focused on zones in the City's designated growth centers (Neighborhood Center, High School Road District, Ferry Terminal Overlay, and Central Core Overlay zones). Exhibit 1 shows where these zones are located within the city.

Exhibit 1. Zones Analyzed



Source: City of Bainbridge Island, ECONorthwest

Overall, the development analysis found that current base zoning and available incentives do not support the provision of affordable housing units or purchase of TDR credits. While the current density bonus incentives do increase the value of each of the building types analyzed, they do not create enough value to capture for public benefits (e.g. affordable housing and land conservation). Further, the price for property in Bainbridge Island is relatively high due to the scarcity of infrastructure and limited number of developable sites in the City's designated (or growth) centers.

Zoning Changes are Necessary to Incentivize Affordable Housing and TDR Use

To improve financial feasibility and utilization of the incentive programs, development projects need to be able to use development sites more efficiently and achieve more physical scale. To do this, the City has three key regulatory levers it can adjust.

- **Increasing density limits.** This would increase the amount of building square feet, primarily through higher floor area ratios (FAR) limits or more dwelling units per acre.
- **Raise height limits.** This would allow more building square feet and more flexibility developing a site to provide open space on the site.
- **Reduced parking requirements.** This helps reduce construction costs and allows more flexibility in developing a site.

These options align with the recommendations outlined in the Affordable Housing Task Force Final Report. The report recommends the City make code changes to increase density limits, building heights, and reduce parking requirements (Recommendation 1B).

Strategic Options for Incorporating Public Benefits

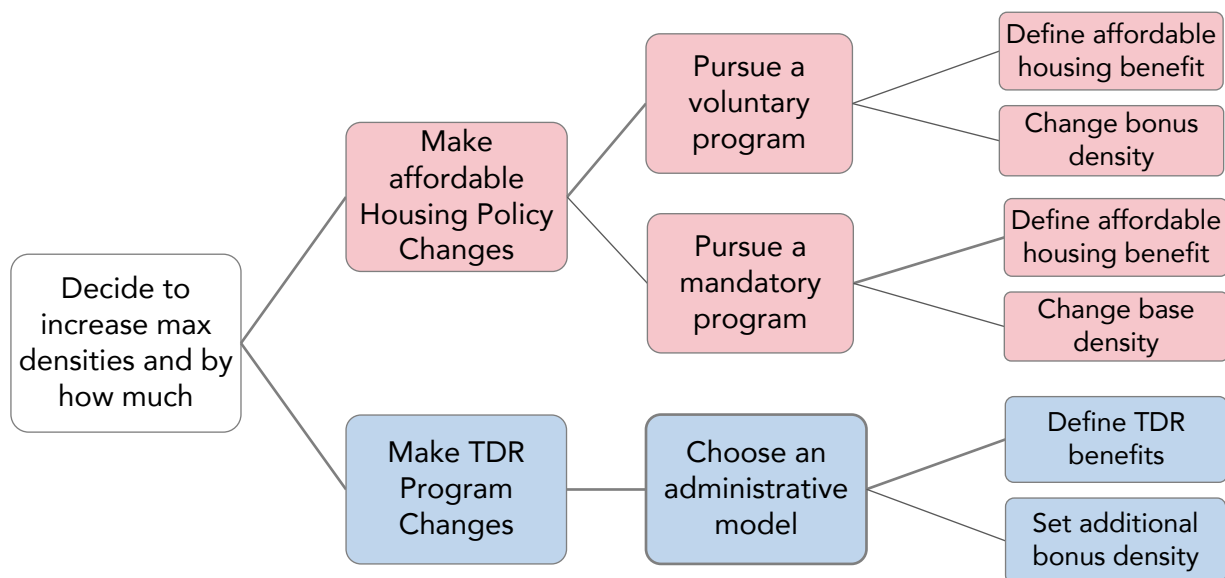
In addition to making the zoning changes described above, the City has several options to increase the provision of affordable housing units and/or purchase of TDR credits through how it defines the public benefits required to realize the incentives offered. The current TDR and affordable housing incentives function as separate programs. The City can continue to have them function separately and make changes to each so they work on their own. However, if desired, the City can link the programs so that both the provision of affordable housing and the purchase of TDR credits are realized from an individual project using the density bonus.

Exhibit 2 outlines the decision tree for making these policy decisions. For the affordable housing incentive program, an important, initial step is whether the City makes provisions for affordable housing voluntary or mandatory. The City currently has a voluntary program for affordable housing. However, the Affordable Housing Task Force Report recommended a mandatory program, pending the completion of this study (Recommendation 1A). For the TDR program, an initial step will be to define how the program is administered.

Subsequent steps will need to define the public benefit for affordable housing and TDR purchases required. The amount of affordable housing provided or TDR credits purchased

determine what level of density is needed to support the provision of those public benefits¹. For example, a higher share of affordable units—10 percent compared to 5 percent—will require a higher level of density allowed so that projects are financially viable and get built. Thus, the base and bonus density limits for each approach will also differ.

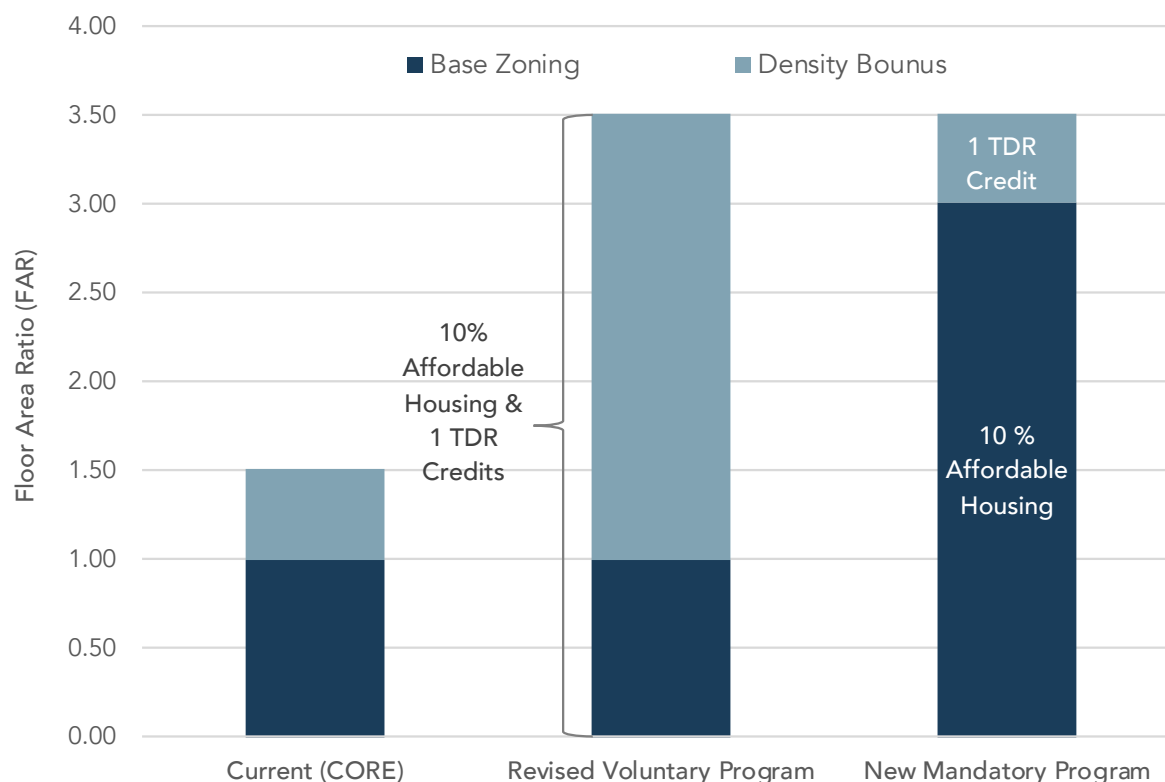
Exhibit 2. Strategic Options Decision Tree



The chart below shows the current FAR limits for a mixed-use building in the Central Core Overlay zone and how FAR limits would likely need to change under a revised voluntary or new mandatory program. The number of affordable units built, and TDR credits purchased would be different for mandatory program versus a voluntary program, even if the maximum density allowed is the same (e.g. 3.5 FAR).

¹ RCW 36.70A.540

Exhibit 3. Example FAR Limits for Mixed-Use Building in the Central Core Overlay Zone



Source: ECONorthwest

Voluntary Program. A revised version of this program would keep the base zoning the same and increase the density bonus (higher FAR limits and increased height). The value created through the increased density bonus can be divided between affordable housing and TDR purchases (50/50, for example). For our analysis, we assumed a development would make 10 percent of all units affordable and purchase at least one development right (or TDR credit) to realize the density bonus.

Mandatory Program. A mandatory program would be more complicated. All development projects would be required to provide a defined share of affordable housing units. Although, small scale project can be exempted from the requirement. To ensure projects are financially viable (so units get built) the City would need to substantially increase the base zoning density and height limits. Even if the defined share of affordable housing was the same as the voluntary program (10 percent), the total number of affordable units provided would be slightly less because the size of the building area that 10 percent applies to is smaller (a building area with 3.0 FAR compared to 3.5 FAR). A more detailed discussion is provided in Section 5.

In addition, a TDR incentive (additional density or height increase above the newly increased base zoning) would be added to the mandatory affordable housing requirement to provide a mechanism for TDR credits to be purchased.

Other Tools, such as MFTE, can Support Incentive Programs

The City has a variety of other incentives it can use to ensure development feasibility as part of an incentive program in addition to increasing zoning capacity. Direct subsidies, tax abatements, and reduced parking requirements, which was mentioned above, are the most impactful. The Multi-Family Tax Exemption (MFTE) program² is the one of the best options in Washington State that is available to the City. The Affordable Housing Task Force also recommended the City adopt an MFTE program (Recommendations 1C).

The MFTE is a property tax abatement on the residential portion of new multifamily housing development. There are two versions of the program: an eight-year abatement and a 12-year abatement. The 12-year abatement requires that at least 20 percent of the housing units are affordable to households earning 80 percent of the Area Median Income. The eight-year program does not have an affordability requirement, but it can be used in conjunction with an affordable housing incentive zoning program.

The Development Analysis evaluated the eight-year version of the MFTE and found that it added substantial value to projects. Thus, not including an MFTE as part of the City's incentive program would likely require increasing allowed densities to compensate for the lost value and/or reducing the public benefits required to maintain the feasibility of projects.

Trade-off Between Incentive Maximums and Public Benefits

The central question of this analysis is whether additional zoning capacity creates enough value to cover the additional cost of construction and operations and still provide a defined percent of affordable units and purchase TDR credits. If additional zoning capacity does create enough value, what are the FAR and height maximums necessary for the incentive program to work under current market conditions and future market changes.

To assess what scale and density are needed, ECONorthwest analyzed the same building prototypes and zones as in the baseline development analysis. This analysis assumed more building area and higher heights than currently allow under zoning. The analysis also assumed the City implemented an MFTE program and reduced parking requirements, as discussed in the sections above.

Exhibit 4 shows the maximum building scale and density assumed, the number of affordable housing units created (assuming 10 percent of units designated as affordable³), and the range of acres conserved (depending on the zoning of the sending site⁴).

² RCW 84.14

³ One-person household earning 80 percent of the area median income and spending 30 percent or less of their income on housing.

⁴ Assuming an average value of \$75,000 per development right/credit.

Exhibit 4. Maximum Development Assumptions Evaluated by Zone and Estimated Benefits

	NC - Townhomes	NC/R-12 - Mixed Use	HS-1 - Multifamily	FERRY - Mixed Use	CORE - Mixed Use
Height	20	35	40	55	55
Density (Floor area ratio)	0.46	1.72	3.00	4.50	4.50
Density (Units per acre)	10.0	62.0	122.0	196.0	196.0
Parking (Spaces/Unit)	1.50	1.00	0.75	0.75	0.75
Affordable Units Created	1	6	6	18	9
Acres Conserved (High est.)	9.2	11.5	16.1	32.1	9.2
Acres Conserved (Low est.)	1.8	2.3	3.2	6.4	1.8

High estimate assume credits all purchased for land zoned R-0.4

Low estimate assume credits all purchased for land zoned R-2

Source: ECONorthwest

The development analysis results indicate the City would need allow for a substantial increase in floor area allowed for sizable provision of affordable housing and purchase of TDR credits under current market conditions. Current bonus FAR limits in the Mixed-Use Town Center and High School Road District are 1.0 and up to 1.5 in the Central Core Overlay zone. These limits would have to be increased to at least 3.0 in the High School Road District and 4.5 in the Mixed-Use Town Center. More modest increases in height (going from 45 to 55 feet) may also be necessary.

Ultimately, for any revisions to the current incentive program, there is a trade-off between different options that the City will need to consider. Allowing more density and heights will allow the City to require a higher share of affordable housing, lower affordability levels, and/or more dollars for purchasing TDR credits. Conversely, lower density and height maximums will result in less affordable housing and fewer dollars used for TDR purchases. However, if the defined public benefits are set too high, the private market might wait until market dynamics change for development to occur. This challenge is encountered by every jurisdiction trying to calibrate an incentive zoning policy.

Considerations and Recommendations

The City's current affordable housing incentive program and TDR program are separate incentives that compete among several other incentives and FAR purchase options available within Bainbridge Island. Neither of these programs has been utilized as desired. Our analysis found the current base and incentive zoning parameters are the primary barrier to the incentives working effectively.

To improve performance and the realization of public benefits, we recommend an incentive zoning framework that 1) prioritizes affordable housing and the purchase of TDR credits above other public benefits (public spaces, underground parking, etc.), and 2) maximizes the frequency and period of time that these two incentives would likely be used under a variety of changing market conditions. Broadly, there are several key changes the City can undertake to better support these two objectives.

1. **Allow a new maximum height and FAR densities.** We recommend increasing the density and height of buildings within designated growth centers. While our analysis did not identify the current height limits as barrier to the utilization of the current incentive program, we recommend increasing the current limit to allow an additional floor, so the program provides flexibility to be used under changing market conditions in the future.

We also recommend moving to an FAR-based density limit for the NC zone. The zone currently uses units per acres to define density. An FAR-based density limit would be consistent with the other growth center zones and provide more flexibility.

The table below summarizes the recommended maximum density and height limits for density bonuses by zone. Our analysis only looked at five zones with these areas. Additional analysis would be needed to determine the bonus maximums for the zones not studied.

Exhibit 5. Recommended Maximum Bonus Density and Height Limits

Zone	Current Bonus Density	Current Bonus Height	Recommended Bonus Density	Recommended Bonus Height
Neighborhood Center	5 unit/ac	45 feet	0.5 FAR	45 feet
Neighborhood Center/R-12	12 units/ac	45 feet	2.0 FAR	45 feet
High School Road District – 1	0.6 FAR	45 feet	3.0 FAR	45 feet
Ferry Terminal Overlay	1.1 FAR	45 feet	4.5 FAR	55-75 feet
Central Core	1.0 FAR	45 feet	4.5 FAR	55-75 feet

Source: ECONorthwest

Key Questions:

What areas of the city do you want to target for the affordable housing and/or the TDR program?

In what areas, if any, do you want both TDR and affordable housing to operate?

What zones do you want to increase capacity?

2. **Reduce the other incentives available and focus on affordable housing and TDR.** The City currently offers incentives for several other public benefits including: providing underground parking, FAR purchases, providing on-site open space, tree preservation, historic structure preservation, etc.). Reducing competing options will prioritize the use of incentives for the affordable housing and TDR programs.
3. **Create an administrative model for the TDR program.** The current TDR program code does not identify a clear process by which a landowner or a developer can participate in the program. We recommend that the City creates both an administrative structure for the operation of the program as well as easily accessible informational resources to prospective users of the program. Until a robust market for TDR evolves in the City, we recommend a simple private buyer-seller model with public support. As program activity increases or if the City allocates funding to acquire TDR credits, the creation of a

TDR bank would serve a useful purpose to augment the private market transactions. Additional resources will support the emergence of a marketplace, such as an online listing of landowners who wish to sell their development rights, electronic copies of application forms that users can download, and a dedicated webpage for the TDR program that explains the tool, identifies sending and receiving areas, illustrates the process for using the program, and gives appropriate City staff contact information.

Key Question: What type of administrative model does the City want to use?

4. **Establish a fee in-lieu option for the affordable housing and TDR incentive programs.**

A fee in-lieu options would provide more flexibility for developments, particularly smaller projects. For example, as part of a revised TDR program the City could collect and use these funds for the purchase of development rights and conservation easements in Bainbridge Island.

Key Questions:

Should the TDR program have a fee in-lieu option?

Should the affordable housing incentive have a fee in-lieu option?

Should there be a minimum size threshold for projects eligible for a fee in-lieu option?

5. **Decide to maintain a voluntary or establish a new mandatory affordable housing program.** We recommend maintaining a voluntary affordable housing incentive program. The base zoning density limits are relatively low. Thus, most future projects will likely take advantage of the affordable housing incentive if calibrated correctly. As shown in Exhibit 3, a voluntary program has the potential to yield more public benefits when used compared to a mandatory program as well.

Establish an MFTE program. We recommend an 8-year MFTE program. Our analysis showed that the MFTE added value for multifamily developments and it would be an additional incentive to support the viability of multifamily projects and the use of incentive programs. In addition, an 8-year program allow the City to set its own affordability requirements (both the share of affordable units and length of affordability). The 12-year MFTE program requires 20 percent of units are affordable for 12 years.

Key Questions:

Do you want to use the 8-year MFTE to further incentivize TDR placement?

Do you want the MFTE to supplement affordable housing production? If so, do you want to use an 8- or 12-year program?

6. Define the affordable housing and TDR benefits based on the new bonus density limits and other incentives.

- For affordable housing we recommend 10 percent set aside of all units built. Our analysis indicated that this share would be viable at the densities modeled. The City currently requires that all units built through the density bonus be affordable. Because the base zoning limits are relatively low, a high percent of all units are affordable, which had a sizable effect on financial feasibility.
- For TDR, the benefit to a developer is defined by an exchange rate: what additional value does a developer gain by purchasing one credit? No exchange rate is currently set by the program or code and this uncertainty deters participation. If the City is going to award density bonus on an FAR basis, the appropriate units to express an exchange rate is in additional square feet of building area per credit purchased. For example, for each TDR credit purchased, a developer may build an additional 2,000 square feet of floor area up to the FAR limit of 3.5. Further evaluation of conservation area land values is needed to calibrate an exchange rate that will drive demand for TDR.

In addition to the seven changes above, there are several small, less critical changes the City can pursue that also will help support the affordable housing and TDR incentive programs that we also recommend the City consider.

- Expand the receiving areas available for TDR credits. Residential zones, such as R-2.9 and R-3.5 could support the placement of TDR credits and conservation open space elsewhere on the island by allowing additional units in exchange for purchasing a TDR credit.
- Remove separate FAR limits for residential and commercial uses in mixed-use buildings. Instead, establish one, new FAR limit for the entire building by zone as discussed above.
- Reduce parking requirements to 1.0 space per unit. Maintain reduction of half for areas within 0.5 mile of ferry terminal, which would then allow 0.5 space per unit within 0.5 mile of ferry terminal.
- Expand the areas where denser development can be built to increase the number lower cost development sites available where projects would be financially viable. In addition to rezoning areas, this would include ensuring existing neighborhood centers have the infrastructure available to support the growth planned for those areas.

1 Introduction

The City of Bainbridge Island is evaluating its affordable housing and transfer of development rights (TDR) incentive programs to understand how they can be better utilized to support citywide efforts to increase the amount of affordable housing and land maintained for open space, respectively. Both programs are intended to incentivize development projects to include housing units that are more affordable, or to purchase development rights from areas elsewhere on the island to be maintained as open space (i.e. the transfer of a parcel's development right to a different location where growth is more desired). The incentive currently offered is a density bonus, which allows buildings to be larger and taller than allowed under the base zoning requirements.

Development incentive programs are complex and must be responsive to a constantly changing real estate market. The purpose of this study is to understand the real estate market conditions, evaluate the City's existing incentive provisions, and to recommend potential changes to the existing provision based on thorough analysis of different policy options and development feasibility.

The City Council has specifically stated an interest in understanding the potential of the current incentive programs to provide "workforce" housing (units affordable to households earning 60-80% of the median income) and to utilize transfer of development rights (TDR) credits. The Council also stated their interest in focusing on growth centers, including Neighborhood Centers and the Winslow Village area (High School Road district and zones near the ferry terminal with mixed-use zone and allowing greater densities). Overall, the Council wanted the analysis to assess what incentives and zoning changes would be required to make the City's incentive programs work and to understand the implications of a mandatory versus voluntary affordable housing requirement.

Key study questions:

- What is the current opportunity to use the land use code to achieve public benefits (e.g. affordable housing and land conservation)?
- What code changes limit or could support public benefit desires?
- Should the affordable housing provisions be voluntary through an incentive or mandatory?
- What other incentives could be used to support public benefit desires?

1.1 Previous Efforts

Transfer of Development Rights

In 2006 a consultant team undertook a comprehensive review of the city's TDR program.⁵ The evaluation included assessments of conservation priorities, market demand, credit valuation, program mechanics, and administration. Among the key findings from that report, several issues are unresolved and remain relevant to the current analysis. These include:

- **Demand for development rights is limited by receiving area capacity.** As a market-based real estate tool, TDR works when it is connected to demand for growth. Now, as then, opportunities for using TDR are constrained by a lack of places in which developers can gain additional value for projects by purchasing development rights.
- **Competing city programs further limit demand.** One ongoing challenge to the success of TDR is that developers have a range of options for achieving the desired intensities of projects. By streamlining these choices and aligning them with policy priorities the city can improve the chances of successfully achieving growth and conservation objectives.
- **The value of development rights in the receiving areas can vary considerably.** Since 2006, growth patterns across Bainbridge Island have continued to take a variety of forms. Different development types take a range of values and incentives that are attractive for one type but may not be feasible for others. This analysis takes such variability into consideration, whether considering TDR in the context of single-family development or multifamily, mixed-use projects in the downtown core.

The findings and recommendations of the 2006 report informed the design of the current analysis to the extent that some of the factors influencing TDR use then are still present. In the intervening time the dynamics of the local real estate market have shifted and policy priorities have evolved to include a greater emphasis on housing affordability. The present design challenges seek to balance market-based conservation, encouraging growth in specific areas and increasing the stock of affordable housing—either by mandate or through incentives.

Affordable Housing

At the end of 2018 the City's Affordable Housing Task Force released its final report and recommendations. The City Council formed the Task Force to study and make recommendations about near-term actions the City can take to "improve access to affordable housing across the economic spectrum."⁶ The Task Force was composed of 15 citizens who met over the next year and a half.

The Task Force's final report outlined five priority recommendations and five "Quick Wins" the City could pursue to address its affordable housing challenges. The five-priority recommendation included:

⁵ [City of Bainbridge Island Transfer of Development Rights Program Review](#), MAKERS and Community Attributes, 2006

⁶ 2018 Affordable Housing Task Force Final Report, page 1

1. Draft and adopt code changes to encourage infill in the Designated Centers, with the assistance and advice of ECONorthwest.
2. Pursue opportunities to partner with the private and nonprofit sectors to build affordable housing on public lands.
3. Adopt procedures to encourage Accessory Dwelling Units.
4. Adopt an “Innovations Program” that allows staff to permit experimental affordable housing projects, on a limited basis, that are not currently allowed by code.
5. Create a permanent affordable housing committee and designate a City employee who will spend at least half-time on affordable housing strategies.

Recommendation number one directly relates the findings of this report. This recommendation also had three specific and related recommendations cited in the Task Force’s report.

- 1a. Adopt a Mandatory Inclusionary Zoning Ordinance
- 1b. Enact changes in FAR to encourage affordable housing
- 1c. Adopt a Multifamily Property Tax Exemption

The consultant team evaluated each of these specific recommendations in our analysis and address them later in the report.

1.2 Report Organization

The remainder of the report is organized in to four subsequent sections.

- **Policy Context.** This section summarizes the City’s growth policies with a focus on those most relevant to the TDR program and affordable housing incentives.
- **Existing Conditions.** This section reviews the incentive programs utilization, broad real estate market conditions, and the development feasibility of example projects under different zoning standards.
- **Policy Options.** This section assesses the City options for revising its affordable housing and TDR incentive programs.
- **Considerations and Recommendations.** The last section outlines the consultant team’s recommendations for moving forward and specific issues the City will likely have to make decisions about if it chooses to revise the incentive programs.

In addition, there are two appendices providing more detailed information on real estate market conditions (Appendix A) and the assumptions used in the development analysis (Appendix B).

2 Policy Context

This section summarizes the City’s growth policies with a focus on those most relevant for affordable housing incentives and the TDR program. The City’s growth strategy—embodied in its comprehensive plan—is to concentrate growth in designated centers, which include Winslow, Lynwood Center, Rolling Bay, and Island Center. The types of housing and commercial uses prioritized through comprehensive plan policies in these areas include mixed-use development, small to mid-size single-family housing units, multifamily, tiny houses, accessory dwelling units, and cottage housing. The City has yet to adopt code enabling all of these housing types, however. These areas also have or are planned to have the infrastructure to accommodate growth. Winslow specifically is intended to have denser residential and commercial development, as it is located near the ferry terminal and is the city center. The other designated centers are intended to offer housing and small-scale commercial uses and services outside of Winslow.

The lands outside of the City’s designated centers are conservation areas, which minimize the impact of the built environment and protect aquifers, surface waters, and fish and wildlife habitat. Many of the City’s conservation priorities are driven by the desire to protect the island’s drinking water and aquifer system. Infrastructure and access to utilities also inform much of where Bainbridge Island directs growth.

The City has undertaken policies and actions to support resource conservation on the island.

- The TDR program establishes all properties located outside of designated centers, i.e. conservation areas, as development rights sending areas.⁷ The current TDR program also permits agricultural land to be designated as a sending area through sale or transfer of development rights (at a higher rate), as well as allows property owners to donate all or a portion of their development rights to the city.
- The City updated its Critical Areas Ordinance earlier this year to better address priorities identified in the Comprehensive Plan and recommendations provided by the Washington Department of Fish and Wildlife.
- The City prepared an open space plan in 2008, which focused on identifying priority open space lands based on biodiversity values, ecological integrity, recreation, and historical/cultural values. Many of the higher-ranked priority lands are those adjacent to existing open spaces and dedicated parks, providing connected, high-quality habitats and working lands.
- The City also emphasizes the importance of protecting conservation areas through the public acquisition of certain properties, and tools such as aquifer recharge area regulations and promotion of smaller dwelling units to minimize development footprints.

⁷ Bainbridge Island Municipal Code (BIMC) Chapter 18.27.020 *Development Rights Sending Areas*.

2.1 Zoning Summary

The City's zoning code is one of the primary methods for implementing the City's growth strategy, and development incentives are a zoning-based tool. The City has a range of development incentives to support open space, affordable housing, the Purchase of Development Rights (PDRs), provision of public infrastructure, ferry parking, and the preservation of heritage trees and historic structures. Mixed use development is also encouraged in the Mixed Use Town Center zones through a higher FAR limit than for buildings with single uses.

As a tool for achieving the City's growth strategy, these incentives encourage growth in areas identified as Designated Centers to leverage desired community benefits. The incentives relevant to this study are those for the TDR program and affordable housing. Exhibit 6 lists the base density and height limits for select zones within Designated Centers and the bonus density limits for those zones.

Exhibit 6. Current Base and Bonus Zoning Standards by Select Zone

Zone	Base				Bonus			
		Residential	Mixed Use			Residential	Mixed Use	
	Units/Acre	FAR	FAR	Height (Ft)	Units/Acre	FAR	FAR	Height (Ft)
NC*	2.0	NA	NA	35	5.0	NA	NA	45
NC/R-12**	5.0	NA	NA	35	12.0	NA	NA	45
High School Road Districts	NA	0.3	0.3	35	NA	0.6	1.0	45
Ferry Terminal Overlay	NA	0.4	0.5	35	NA	1.1	1.3	45
Central Core Overlay	NA	0.4	1.0	35	NA	1.0	1.5	45

*Infrastructure available

**Mixed use building

Source: City of Bainbridge Island

Incentives for Using the TDR Program

For the TDR Program, existing receiving sites for development credits include Winslow, High School Road, and other neighborhood centers.

- **Neighborhood Centers.** In the neighborhood centers, incentives focus on additional density, providing an additional one to two units per acre with use of TDR and public sewer and water.⁸
- **Winslow and High School Road Districts.** These areas are eligible for density increases (via a higher FAR) up to the maximum residential bonus limit through purchasing development rights.

⁸ BIMC 18.12.030.D Bonus Density in NC District.

Incentives for Providing Affordable Housing

The City currently has multiple incentive provisions in place to increase the production of affordable rental or for-sale housing units. All the affordable housing related incentive programs are voluntary, and the mechanisms and bonuses allowed depend on the specific zone.

- **Residential Density Bonus Provisions.** The City allows increased density (through more units or floor area) above the base requirements with the provision of affordable housing units.
 - Residential Zones: Residential subdivisions in residential zones can receive a density bonus⁹ (one additional unit per acre) for every affordable unit provided above the base density requirements. Housing developments can receive density increases up to 50 percent above the base limit. All additional (or bonus) units must be affordable to households at or below the defined low-income threshold (51-80 percent of area median income, or AMI).
 - Neighborhood Centers: Projects within designated Neighborhood Centers can receive a density bonus of an additional one to two units per acre by providing affordable housing for low income households (51-80 percent of AMI).
 - Winslow Mixed-Use and High School Road Districts: Projects within either of these two districts may receive bonus floor area above the base Floor Area Ratio (FAR) up to the maximum FAR limit for additional floor area dedicated to affordable housing units. The level and mix of affordability depend on the overall size of the project. Projects less 10,000 square feet have to provide units affordable to at least moderate-income households (81-95 percent of AMI). Larger projects, those over 60,000 square feet, must provide at least 10 percent of the bonus area for at least low-income households 60 percent for moderate income households, and the remaining 30 percent of the bonus area for middle income households (96-120 percent of AMI).
- **Housing Design Demonstration Projects (HDDP).** The HDDP is an optional development process that provides more flexible design standards as well as density bonuses for residential housing projects that provide a diversity of unit sizes, meet green building standards, and incentivizes designated affordable units.

The program has four tiers of density incentives based on the level of green building and affordable housing provisions met. Projects qualifying for Tier 1 do not receive any density bonus, while Tiers 3 4 projects can receive a bonus of up to 2.5 times the base density or the maximum FAR allowed.

Single-family subdivisions and multifamily developments (including mixed-use buildings) within the Winslow Study Area of the Winslow Master Plan and Winslow Sanitary Sewer System Service Area are eligible to participate in the program. To date, the program has produced 47 affordable housing units. Housing Resource Bainbridge constructed 40 of the units in the Ferncliff Village projects, and another seven units

⁹ BIMC 18.21

under construction in two separate development projects. In August 2018, the City Council suspended the HDDP program for projects that are not 100 percent affordable housing.

2.2 Transfer of Development Rights

The City's TDR program is defined in BMC 18.27 with a purpose of protecting wetlands, aquifer recharge areas, agricultural land, and open space while encouraging growth in higher density areas within the city.

Currently, the City's TDR program is designed to function through private market interactions. Many developers we interviewed for this report were unaware of the existence of the program and expressed interest in using it to achieve higher intensity uses in their projects. Unlike other TDR programs around the central Puget Sound region, the Bainbridge Island example does not have a dedicated informational web page to explain the program or direct prospective users in how to participate.

The current code defines two key components of the program, sending sites (those areas the City seeks to conserve) and receiving sites (those areas where the City encourages growth, or the areas to which development rights are transferred).

- **Sending Sites.** Currently, the entire island outside of designated centers is identified as a potential sending site (referred to as "conservation areas" in the comprehensive plan). As a result, all potential properties are assumed to have comparable conservation value.
- **Receiving Sites.** Sites eligible for using the TDR incentive program are located within Winslow Mixed use Town Center and High School Road Districts, NC Districts, and R-14 and R-8 districts.

The code also specifies that a conservation easement is the legal instrument by which the sending site will be protected. Landowners seeking to conserve their properties apply to the city for issuance of TDR certificates, which are calculated based on how many homes the landowner could build on the property. Once the landowner has accepted a conservation easement and deed restrictions have been recorded with the City and County, the City issues certificates which the landowner may in turn sell to developers who wish to add density to an eligible project in a receiving area.

The current program has practical limitations, including no clear definition of an exchange rate (how much bonus value does a developer gain from purchasing a credit), no standardized forms or process for applying to the program, and no sample easement language for sending site landowners. It also does not address stewardship and monitoring of protected areas. The lack of a fixed exchange rate introduces challenges for developers, as this reduces certainty in a transaction. Developers need to know how much value a credit will add to a project in order to understand how much money they can offer to buy one from a sending site landowner.

2.3 Affordable Housing

The Housing Element of the Comprehensive Plan establishes the housing goals and implementing policies for Bainbridge Island. The broader vision embodied in the Housing Element is for a city with a broad variety unit types, primarily in the designated growth centers. The City's affordable housing density bonus program is one of the tools for implementing this vision. Chapter 18.21 of the municipal code establish the affordable housing density bonus provisions. Affordability levels are based on the area median household income and households size. Appendix C shows the median income limits by household size used for 2018. The income categories are defined as follows:

- Extremely low income—less than 30 percent of median household income.
- Very low income—31 to 50 percent of median household income.
- Low income—51 to 80 percent of median household income.
- Moderate income—80 to 95 percent of median household income.
- Middle income—96 to 120 percent of median income.

The amount of the density bonus depends on the affordability level of the units provided and if the units are for-rent or for-sale. All additional units built above the base zoning limits must meet the following affordability requirements.

- **Rental units** can receive a bonus of 50 percent of the base zoning if the additional units provided are affordable for households in the low-income category or below.
- **For-sale units.** There are three tiers for the bonus area depending on the affordability levels of the additional units provided.
 - Bonus of 50 percent of the base zoning if the additional units provided are affordable for households in the low-income category or below.
 - Bonus of 40 percent of the base zoning if the additional units provided are affordable for households in the moderate-income category or below.
 - Bonus of 20 percent of the base zoning if the first 10 percent of the additional units provided are affordable for households in the moderate-income category and the remaining 10 percent are affordable to households in the middle-income category.

3 Existing Conditions

Understanding the current real estate market conditions is critical to designing an effective development incentive program. This section summarizes the existing real estate market conditions affecting development in Bainbridge Island and City' incentive programs for affordable housing and TDR. Our analysis included both a market study and interviews with 12 local real estate professionals.

3.1 Program Utilization

The current incentive programs available for affordable housing and TDR have not been utilized as desired. Incentive zoning policies are intended to leverage new market-rate development for the production of public amenities. However, these policies can only work when new development is financially feasible. The structure of an incentive zoning program should make it economically attractive for developers to use the incentive under most market conditions.

The real estate market in Bainbridge Island has realized increasing growth and stronger market fundamentals, particularly during the last five years. However, other constraints have hindered the use of the City's affordable housing and TDR incentive program. Many of the limiting factors identified in the 2006 MAKERS/Community Attributes evaluation of the TDR program remain in place. Specific factors identified include the absence of a market mechanism and insufficient opportunities for demand to use the TDR credits. Furthermore, we learned in our conversations with developers that many are not even aware of the existence of the TDR program.

3.2 Real Estate Market Conditions

The real estate market trends and recent development examples point to a city that is seeing an increase in demand, primarily for housing development of all types. This uptick in demand has occurred relatively recently. For much of the 2010s, the city did not realize much new development following the effects of the recession in 2008. As a result, the housing supply has been lagging housing demand and rents and sales prices have been increasing, particularly over the last five years.

A continuation of these growth trends and historically low vacancies indicate there will likely be demand for more housing (single-family and multifamily) in the future. The resulting increase in population will also drive the demand for additional commercial space to provide goods and services.

For a development incentive program to be effective it needs to align with where development is occurring, the uses that are demanded, and the intensity of that development. Recent trends and market conditions in Bainbridge Island indicate there is an opportunity for the utilization of

development incentives. Appendix A includes a more detail summary of the market study. Key findings include:

- **Winslow Has the Most Potential for Future Development.** Winslow has realized much of the new growth in Bainbridge Island, which aligns with the City’s comprehensive plan. Winslow has the infrastructure, specifically water and sewer service, to accommodate future growth. Winslow is also an attractive location for development because of the proximity to the ferry terminal.
- **Neighborhood Centers have Limited Potential Due to a Lack of Infrastructure.** In the comprehensive plan, neighborhood centers are designated for more intense development. With the exception of Lynwood Center, a lack of infrastructure (primarily sewer service) limit the development potential of these areas. The capacity and use of development incentives within these areas will be tied to the provision of the necessary infrastructure.
- **Residential Uses Present the Best Opportunity for Utilizing Development Incentives.** Most of the recent development and permit activity in Bainbridge Island is for single-family housing. More recently, multifamily housing, particularly in Winslow, is also realizing sizable new developments. As a result, development incentives should focus on leveraging demand for these uses.
- **Residential Projects Will Want to Maximize Density.** Future projects may be looking to increase densities (i.e. smaller lots and more units per acre for single-family homes and more height and building area for multifamily projects). This demand can be leveraged to support both the purchase of development rights and the creation of affordable housing as part of a City’s development incentive programs.

3.3 Stakeholder Interviews

To supplement the market study, we interviewed 12 real estate professionals including developers, architects, affordable housing providers that work in Bainbridge Island. All of the stakeholders interviewed noted the increasing cost of housing in Bainbridge Island over the last several years. However, they also noted that increasing construction cost and land prices are making it more challenging for new projects to “pencil out.” Several common themes emerged from these interviews, which are summarized below.

- **Regulatory Barriers.** A number of interviewees expressed their wish for more flexibility in the zoning code, especially regarding density and height limitations. High minimum parking requirements was also noted as an issue in some zones (primarily those not by the Ferry Terminal).
- **Environmental Concerns.** Several interviewees expressed concerns about the environmental effects from increased development, primarily the loss of trees and open space. However, others thought the City prioritized environmental issues too much over housing affordability.

- **Limited Sewer, Sanitation, and Water Services.** All of the interviewees emphasized the limitations that the lack of sewer, sanitation, and water services imposed on development site designations outside of the Winslow core area, which limits the developable land available in the city.
- **Little familiarity with the TDR program.** In addition, we asked the interviewees about their knowledge of the City's transfer of development (TDR) program. Few people were familiar with the program even if they knew it existed. A majority of them revealed to possess little to no knowledge of this program.

When asked how they would recommend the City address these challenges, interviewees suggested that 1) more flexibility in the zoning codes, 2) reduced parking requirements especially for areas near the ferry terminal, 3) increased heights in the zoning code, 4) more incentives for open space, tree retention, and higher density development, 5) more sewer, water, and sanitation services outside of the Winslow core area, and 6) a better overall communication from the City Council on the island's growth plan.

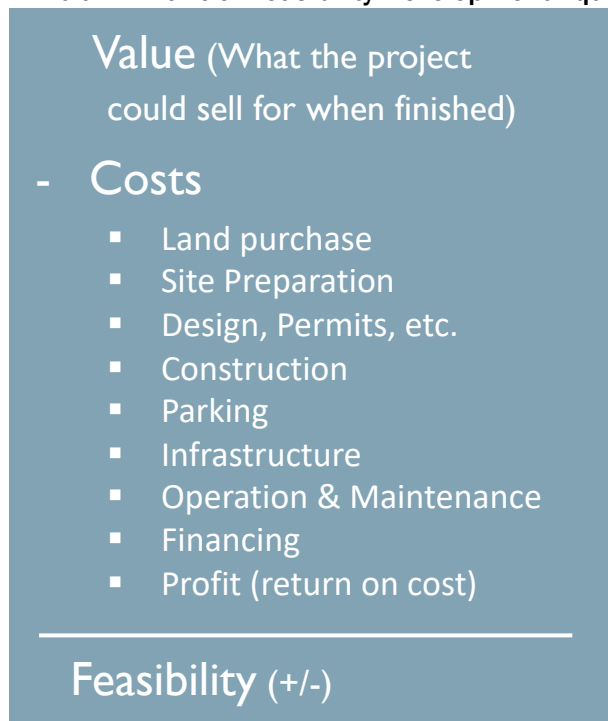
4 Development Analysis

The central question of a development analysis for an incentive zoning program is whether the incentive offered (typically additional development capacity) creates enough value to cover the additional cost of construction and operations in addition to the cost of providing the public benefit required as part of receiving the incentive. For affordable housing, the cost to a developer is foregone rental income. For land conservations, the cost to a developer is the dollars to purchase the development right(s). To evaluate this question, ECONorthwest conducted a financial analysis of different building types within select zones. The analysis evaluated the financial viability of these buildings under the current base and density bonus provisions and hypothetical larger density bonus provisions. This section provides an overview of the method and assumptions used and the finding of the development analysis

4.1 Approach

Development feasibility is based on the difference of the potential value of a development project, less the costs to build it. If the value of a hypothetical project is higher than the total cost, which includes the developers profit requirements, the project is likely feasible in the current market. Exhibit 7 depicts this development equation and its pieces.

Exhibit 7. Financial Feasibility Development Equation



Value (What the project could sell for when finished)

- Costs

- Land purchase
- Site Preparation
- Design, Permits, etc.
- Construction
- Parking
- Infrastructure
- Operation & Maintenance
- Financing
- Profit (return on cost)

Feasibility (+/-)

To calculate the value and costs, ECONorthwest used a pro forma analysis. A pro forma analysis models all of the costs of constructing a new building—including design, permit fees, site improvements, any developer fee, and contingencies—to arrive at a total cost for each building prototype. The pro forma analysis then models potential revenues the new building

would generate based on how much rent a building would generate in a year or the price if it was sold. Lastly, the analysis then applies an assumed rate of return to account for the profit a developer would require.

It is also important to keep in mind that development feasibility depends on several factors in addition to the assumed revenues, costs, and returns. The feasibility of any site can also be dependent on the individual developer and other idiosyncratic factors, such as when a developer bought the property, their ability to finance a project, and their tolerance for risk. Thus, the pro forma analysis is a snapshot of feasibility under current market conditions and typical development assumptions.

Key Financial Assumptions

The pro forma analysis used several key assumptions¹⁰ to calculate financial feasibility. Appendix B lists the specific assumptions for each prototype.

- Apartment rent: \$2.50 per square foot per month (or equivalent of \$2,500 a month for a 1,000-square foot two-bedroom apartment).
- Retail rent: \$25.00 per square foot per year.
- Townhome sales price: \$450.00 per square foot.
- Residential wood-frame construction costs: \$180 per square foot.
- Commercial concrete podium costs: \$240 per square foot.
- Surface Parking: \$5,500 per space.
- Ground floor Parking: \$30,000 per space.
- Underground Parking: \$60,000 per space.
- Land cost for NC zone: \$25.00 per square foot.
- Land cost for Central Core and Ferry Terminal Overlay zones: \$75.00 per square foot.
- Land cost for High School Road District: \$60.00 per square foot.
- TDR credit cost: \$75,000 per development right.

Building Types and Zones Analyzed

The feasibility analysis evaluates the financial performance of hypothetical developments in five different zones on Bainbridge Island (Neighborhood Center, Neighborhood Center/Residential-12, High School Road District 1, Ferry Terminal Overlay, and Central Core Overlay). These zones are areas designated as growth centers in the City's comprehensive plan, and the Council is interested in understanding what scale of development is currently feasible within these zones and what (if any) changes are needed to make the current incentives better utilized.

¹⁰ Sources: Rent based on local comparable developments and assumptions by ECONorthwest. Development costs based on discussions local builders, and returns assumption are from ECONorthwest.

Exhibit 8 compares the existing or current development standards for the base zoning and density bonus limits for zones included in the analysis.

Exhibit 8. Current or Existing Development Standards of Zones Analyzed

Zone	Base				Bonus			
	Units/Acre	Residential FAR	Mixed Use FAR	Height (Ft)	Units/Acre	Residential FAR	Mixed Use FAR	Height (Ft)
NC*	2.0	NA	NA	35	5.0	NA	NA	45
NC/R-12**	5.0	NA	NA	35	12.0	NA	NA	45
High School Road Districts	NA	0.3	0.3	35	NA	0.6	1.0	45
Ferry Terminal Overlay	NA	0.4	0.5	35	NA	1.1	1.3	45
Central Core Overlay	NA	0.4	1.0	35	NA	1.0	1.5	45

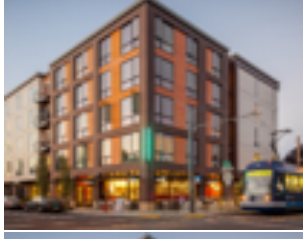
*Infrastructure available

**Mixed use building

Source: City of Bainbridge Island

Within these five zones, the development analysis evaluated the financial feasibility of a specific building type currently allowed within that zone. The analysis included three different building types: townhomes, garden apartments, and a residential mixed-use building. Exhibit 9 shows each building type analyzed for the corresponding zone.

Exhibit 9. Building Types Analyzed

Zone	Building Type	
Neighborhood Center	Townhome	    
	Max Base Density: 2 units/acre	
	Max Bonus Density: 5 units/acre	
Neighborhood Center/R-12	Mixed-Use Building	
	Max Base Density: 5 units/acre	
	Max Bonus Density: 12 units/acre	
High School Road District – 1	Garden Apartment	
	Max Base Density: 0.3 FAR	
	Max Bonus Density: 0.6 FAR	
Ferry Terminal Overlay	Mixed-Use Building	
	Max Base Density: 0.5 FAR	
	Max Bonus Density: 1.3 FAR	
Central Core	Mixed-Use Building	
	Max Base Density: 1.0 FAR	
	Max Bonus Density: 1.5 FAR	

Source: ECONorthwest

Scenarios Analyzed

To assess the effects of zoning and development incentives on financial feasibility and the ability to create value to support the provision of public benefits, ECONorthwest analyzed the feasibility of the building types above under three scenarios:

- **Base zoning.** Assumes the building meets the base zoning requirement (density, height, etc.).
- **Current density bonus.** Assumes the same building maximizes the density bonus density and height limits.

- **Increased density bonus.** Assumes higher density and height limits than currently allowed.

In addition to analyzing each building type under the base zoning and density bonus scenarios, the analysis also assumed a couple of additional development incentives along with the current density bonus. Specifically, the two incentives factored into the analysis include:

- **Multifamily Tax Exemption (MFTE).** An 8-year property tax property tax abatement on the residential portion of new multifamily housing development. There are no specific affordability requires for the 8-year version under state statutes.
- **Lower parking requirement.** Assumed minimum parking requirements are half of the current standards.

The analysis then compared the total value of each scenario for each of the five prototypes. As long as the value is positive (it exceeds the total costs including a developer's assumed return), it can be used to support the realization of public benefits such as affordable housing or purchase of TDR credits. However, in order to for the incentive to be a true incentive for developers, the developer must also receive a share of the additional value.

4.2 Feasibility Comparison

Overall, the development analysis found that current base zoning and available incentives will likely not support the dedication of public benefits for TDR or affordable housing. While the current incentives increase the value of each of the building types analyzed, they do not create enough value to capture public benefits for the City in the land use code (e.g. land conservation and affordable housing). Further, the price for property in Bainbridge Island is relatively high due to the scarcity of infrastructure and limited development sites. Vacant properties typically cost less than developed parcels and are more likely to be financially feasible to develop at similar market conditions. As a result, the building type analyzed are not financially viable (even with the current incentives) on more costly developed sites.

Exhibit 10. Current Feasibility of Development by Zone

Scenario	Base Zoning	Current Bonus	Current Bonus
		- TDR	- IZ
NC - Multifamily	No	Yes	No
HS-1 - Multifamily	No	No	No
FERRY - Mixed Use	No	No	No
CORE - Mixed Use	No	No	No

Source: ECONorthwest

To improve financial feasibility, development projects need more physical scale, primarily through increasing the amount of building square feet and potentially increased building heights. To assess what scale and density are needed, ECONorthwest analyzed the same building prototypes and zones as in the baseline development analysis. This analysis assumed more building area and higher heights than currently allow under zoning.

The analysis also assumed a few other key changes in zoning standards and incentive program requirements including:

- Parking requirements are lower than currently required,
- A new 8-year MFTE program is in place, and
- 10 percent of all unit built are affordable for a household of one earning at least 80 percent of the area median income (the equivalent of \$54,000 a year).

Exhibit 11 shows the densities and development conditions likely necessary for development projects to provide a sizable amount of affordable housing and conservation benefits under current market conditions. Specifically, the table shows the estimated number of affordable units created and acres of land conserved based for a single project within that zone. The high estimate of land conserved assumes the sending site is zoned R-0.4, and the low estimate for land conserved assumes the sending site is zoned R-2.

Exhibit 11. Maximum Development Assumptions Evaluated by Zone and Estimated Benefits

	NC - Townhomes	NC/R-12 - Mixed Use	HS-1 - Multifamily	FERRY - Mixed Use	CORE - Mixed Use
Height	20	35	40	55	55
Density (Floor area ratio)	0.46	1.72	3.00	4.50	4.50
Density (Units per acre)	10.0	62.0	122.0	196.0	196.0
Parking (Spaces/Unit)	1.50	1.00	0.75	0.75	0.75
Affordable Units Created	1	6	6	18	9
Acres Conserved (High est.)	9.2	11.5	16.1	32.1	9.2
Acres Conserved (Low est.)	1.8	2.3	3.2	6.4	1.8

High estimate assume credits all purchased for land zoned R-0.4

Low estimate assume credits all purchased for land zoned R-2

Source: ECONorthwest

Development Analysis Summary

The development analysis found that current base zoning and available incentives will not support the provision of affordable housing units or purchase of TDR credits. While the current density bonus incentives do increase the value of each of the building types analyzed they do not create enough value to capture for public benefits (e.g. affordable housing and land conservation). Key findings include:

- Density limits are the primary impediment to development viability. To improve financial feasibility and utilization of the incentive programs, development projects need to be able to use development sites more efficiently and achieve more physical scale.
- Increasing maximum density creates a lot of value that can be used for subsidizing affordable housing and purchasing TDR credits.
- Lower parking requirements are also an important factor in how efficiently a building can use a site and the total cost of a project.

- Height limits are not an impediment to development under current market conditions. However, in the future under changing market conditions, an additional floor would allow more building square feet and more flexibility developing a site to provide open space on the site.

These findings align with the recommendations outlined in the Affordable Housing Task Force Final Report. The report recommends the City making code changes to increase density limits, building heights, and reduce parking requirements (Recommendation 1B).

5 Policy Options

Setting efficient regulatory and performance parameters for incentive zoning programs is a challenging endeavor. The city must balance the desire to leverage private development to deliver public benefits against additional costs imposed on the project. This challenge is compounded by ever changing market conditions, such as changes in construction costs, cost of capital, household incomes, land prices, and rent—all of which affect the financial viability of a project over time.

To increase the realization of public benefits the development analysis determined the City will need to make changes to its existing incentive program. The City has several strategic options to optimize its zoning provisions and increase the potential for development and the realization of TDR purchases and/or affordable housing units. All options will require the City to allow a sizable increase in the density allowed to create enough value for projects to provide the public benefits desired and still be financially viable.

Voluntary or Mandatory Affordable Housing Program

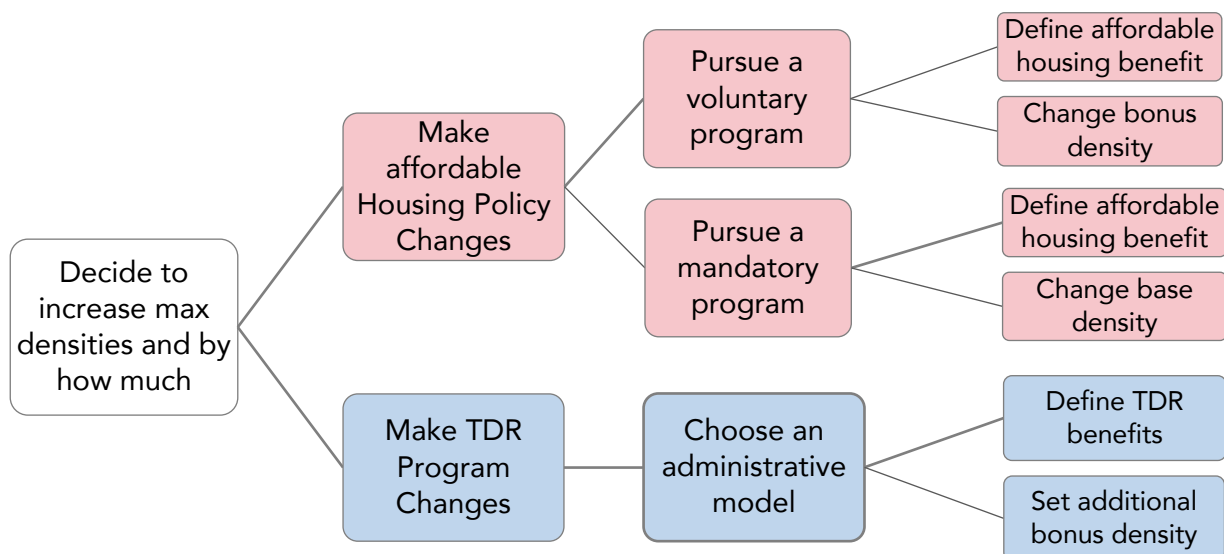
In addition to making the zoning changes described above, the City has several options to increase the provision of affordable housing units and/or purchase of TDR credits through how it defines the public benefits required to realize the incentives offered. The current TDR and affordable housing incentives function as separate programs. The City can continue to have them function separately and make changes to each so they work on their own. However, if desired, the City can link the programs so that both the provision of affordable housing and the purchase of TDR credits are realized from an individual project using the density bonus.

Exhibit 12 outlines the decision tree for making these policy decisions. For the affordable housing incentive program, an important, initial step is whether the City makes provisions for affordable housing voluntary or mandatory. The City currently has a voluntary program for affordable housing. However, the Affordable Housing Task Force Report recommended a mandatory program, pending the completion of this study (Recommendation 1A). For the TDR program, an initial step will be to define how the program is administered.

Subsequent steps will need to define the public benefit for affordable housing and TDR purchases required. The amount of affordable housing provided or TDR credits purchased determine what level of density is needed to support the provision of those public benefits¹¹. For example, a higher share of affordable units—10 percent compared to 5 percent—will require a higher level of density allowed so that projects are financially viable and get built. Thus, the base and bonus density limits for each approach will also differ.

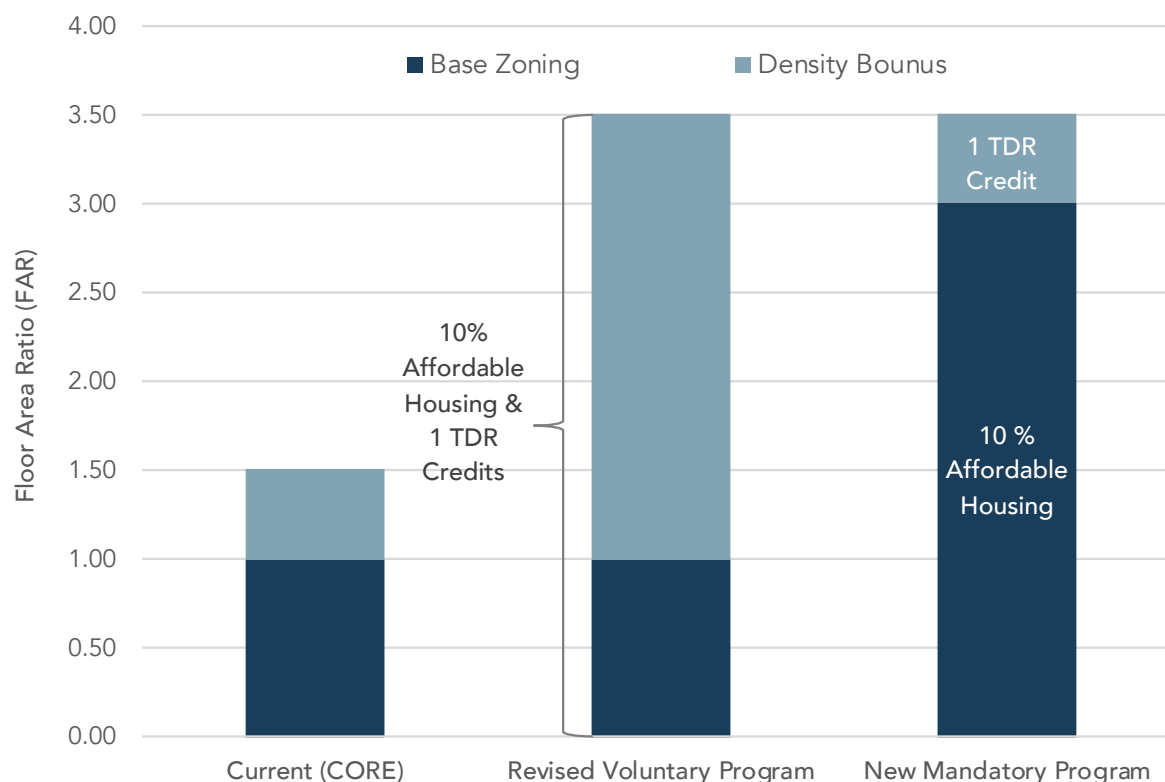
¹¹ RCW 36.70A.540

Exhibit 12. Strategic Options Decision Tree



The chart below shows the current FAR limits for a mixed use building in the Central Core Overlay zone and how FAR limits would likely need to change under a revised voluntary or new mandatory program. The number of affordable units built and TDR credits purchased would be different for mandatory program versus a voluntary program, even if the maximum density allowed is the same (e.g. 3.5 FAR).

Exhibit 13. Example FAR Limits for Mixed-Use Building in the Central Core Overlay Zone



Source: ECONorthwest

Voluntary Program. A revised version of this program would keep the base zoning the same and increase the density bonus (higher FAR limits and increased height). The value created through the increased density bonus can be divided between affordable housing and TDR purchases (50/50, for example). For our analysis, we assumed a development would make 10 percent of all units affordable and purchase at least one TDR credit to realize the density bonus.

Mandatory Program. A mandatory program would be more complicated. All development projects would be required to provide a defined share of affordable housing units. Although, small scale project can be exempted from the requirement. To ensure projects are financially viable (so units get built) the City would need to substantially increase the base zoning density and height limits. Even if the defined share of affordable housing was the same as the voluntary program (10 percent), the total number of affordable units provided would be slightly less because the size the building area that 10 percent applies to is smaller (a building area with 3.0 FAR compared to 3.5 FAR).

In addition, a TDR incentive (additional density or height increase above the newly increased base zoning) would be added to the mandatory affordable housing requirement to provide a mechanism for TDR credits to be purchased.

Other Tools, such as MFTE, can Support Incentive Programs

The City has a variety of other incentives it can use to ensure development feasibility as part of an incentive program in addition to increasing zoning capacity. Direct subsidies, tax abatements, and reduced parking requirements, which was mentioned above, are the most impactful. The Multi Family Tax Exemption (MFTE) program¹² is the one of the best options in Washington State that is available to the City. The Affordable Housing Task Force also recommended the City adopt an MFTE program (Recommendations 1C).

The MFTE is a property tax abatement on the residential portion of new multifamily housing development. There are two versions of the program: an eight-year abatement and a 12-year abatement. The 12-year abatement requires that at least 20 percent of the housing units are affordable to households earning 80 percent of the Area Median Income. The 8-year program does not have an affordability requirement, but it can be used in conjunction with an affordable housing incentive zoning program.

The Development Analysis evaluated the eight-year version of the MFTE and found that it added substantial value to projects. Thus, not including an MFTE as part of the City's incentive program would likely require increasing densities allowed to compensate for the lost value and/or reducing the public benefits required to maintain the feasibility of projects.

¹² RCW 84.14

Trade-off Between Incentive Maximums and Public Benefits

The central question of this analysis is whether additional zoning capacity creates enough value to cover the additional cost of construction and operations and still provide a defined percent of affordable units and purchase TDR credits. If additional zoning capacity does create enough value, what are the FAR and height maximums necessary for the incentive program to work under current market conditions and future market changes.

To assess what scale and density are needed, ECONorthwest analyzed the same building prototypes and zones as in the baseline development analysis. This analysis assumed more building area and higher heights than currently allow under zoning. The analysis also assumed the City implemented an MFTE program and reduced parking requirements, as discussed in the sections above.

Exhibit 4 shows the maximum building scale and density assumed, the number of affordable housing units created (assuming 10 percent of units designated as affordable¹³), and the range of acres conserved (depending on the zoning of the sending site¹⁴).

Exhibit 14. Maximum Development Assumptions Evaluated by Zone and Estimated Benefits

	NC - Townhomes	NC/R-12 - Mixed Use	HS-1 - Multifamily	FERRY - Mixed Use	CORE - Mixed Use
Height	20	35	40	55	55
Density (Floor area ratio)	0.46	1.72	3.00	4.50	4.50
Density (Units per acre)	10.0	62.0	122.0	196.0	196.0
Parking (Spaces/Unit)	1.50	1.00	0.75	0.75	0.75
Affordable Units Created	1	6	6	18	9
Acres Conserved (High est.)	9.2	11.5	16.1	32.1	9.2
Acres Conserved (Low est.)	1.8	2.3	3.2	6.4	1.8

Source: ECONorthwest

The development analysis results indicate the City would need allow for a substantial increase in floor area allowed for sizable provision of affordable housing and purchase of TDR credits under current market conditions. Current maximum bonus FAR limits (for mixed use development) in the Mixed-Use Town Center and High School Road District are 1.0 and up to 1.5 in the Central Core Overlay zone. These limits would have to be increased to at least 3.0 in the High School Road District and 45 in the Mixed-Use Town Center. More modest increases in height (going from 45 to 55 feet) may also be necessary.

¹³ Households earning 80 percent of the area median income and spending 30 percent or less of their income on housing including utilities.

¹⁴ Assuming an average value of \$75,000 per development right/credit.

Ultimately, for any revisions to the current incentive program, there is a trade-off between different options that the City will need to consider. Allowing more density and heights will allow the City to require a higher share of affordable housing, lower affordability levels, and/or more dollars for purchasing TDR credits. Conversely, lower density and height maximums will result in less affordable housing and fewer dollars used for TDR purchases. However, if the defined public benefits are set too high, the private market might wait until market dynamics change for development to occur. This challenge is encountered by every jurisdiction trying to calibrate an incentive zoning policy.

6 Considerations and Recommendations

The City's current affordable housing incentive program and TDR program are separate incentives that compete among several other incentives and FAR purchase options available within Bainbridge Island. Neither of these programs have been utilized as originally desired. Our analysis found the current base and incentive zoning parameters are the primary barrier to the incentives working effectively.

To improve performance and the realization of public benefits, we recommend an incentive zoning framework that 1) prioritizes affordable housing and the purchase of TDR credits above other public benefits (public spaces, underground parking, etc.), and 2) maximizes the frequency and period of time that these two incentives would likely be used under a variety of changing market conditions. Broadly, there are six key changes the City can undertake to better support these two objectives.

1. **Allow a new maximum height and FAR densities.** We recommend increasing the density and height of buildings within designated growth centers. While our analysis did not identify the current height limits as barrier to the utilization of the current incentive program, we recommend increasing the current limit to allow an additional floor, so the program provides flexibility to be used under changing market conditions in the future.

We also recommend moving to an FAR-based density limit for the NC zone. The zone currently uses units per acres to define density. An FAR-based density limit would be consistent with the other growth center zones and provide more flexibility.

The table below summarizes the recommended maximum density and height limits for density bonuses by zone. Our analysis only looked at five zones with these areas. Additional analysis would be needed to determine the bonus maximums for the zones not studied.

Exhibit 15. Recommended Maximum Bonus Density and Height Limits

Zone	Current Bonus Density	Current Bonus Height	Recommended Bonus Density	Recommended Bonus Height
Neighborhood Center	5 unit/ac	45 feet	0.5 FAR	45 feet
Neighborhood Center/R-12	12 units/ac	45 feet	2.0 FAR	45 feet
High School Road District – 1	0.6 FAR	45 feet	3.0 FAR	45 feet
Ferry Terminal Overlay	1.1 FAR	45 feet	4.5 FAR	55-75 feet
Central Core	1.0 FAR	45 feet	4.5 FAR	55-75 feet

Source: ECONorthwest

2. **Reduce the other incentives available and focus on affordable housing and TDR.** The City currently offers incentives for several other public benefits including: providing underground parking, FAR purchases, providing on-site open space, tree preservation, historic structure preservation, etc.). Reducing competing options will prioritize the use of incentives for the affordable housing and TDR programs.

3. **Create an administrative model for the TDR program.** The current TDR program code does not identify a clear process by which a landowner or a developer can participate in the program. We recommend that the City creates both an administrative structure for the operation of the program as well as easily accessible informational resources to prospective users of the program. Until a robust market for TDR evolves in the City, we recommend a simple private buyer-seller model with public support. As program activity increases or if the City allocates funding to acquire TDR credits, the creation of a TDR bank would serve a useful purpose to augment the private market transactions. Additional resources will support the emergence of a marketplace, such as an online listing of landowners who wish to sell their development rights, electronic copies of application forms that users can download, and a dedicated webpage for the TDR program that explains the tool, identifies sending and receiving areas, illustrates the process for using the program, and gives appropriate City staff contact information.
4. **Establish a fee in-lieu option for the affordable housing and TDR incentive programs.** A fee in-lieu options would provide more flexibility for developments, particularly smaller projects. For example, as part of a revised TDR program the City could collect and use these funds for the purchase of development rights and conservation easements in Bainbridge Island.
5. **Decide to maintain a voluntary or establish a new mandatory affordable housing program.** We recommend maintaining a voluntary affordable housing incentive program. The base zoning density limits are relatively low. Thus, most future projects will likely take advantage of the affordable housing incentive if calibrated correctly. As discussed above, a voluntary program has the potential to yield more public benefits when used compared to a mandatory program as well.
6. **Establish an MFTE program.** We recommend an 8-year MFTE program. Our analysis showed that the MFTE added value for multifamily developments and it would be an additional incentive to support the viability of multifamily projects and the use of incentive programs. In addition, an 8-year program allow the City to set its own affordability requirements (both the share of affordable units and length of affordability). The 12-year MFTE program requires 20 percent of units are affordable for 12 years.
7. **Define the affordable housing and TDR benefits based on the new bonus density limits and other incentives.**
 - For affordable housing we recommend 10 percent set aside of all units built. Our analysis indicated that this share would be viable at the densities modeled. The City currently requires that all units built through the density bonus be affordable. Because the base zoning limits are relatively low, a high percent of all units are affordable, which had a sizable effect on financial feasibility.

- For TDR, the benefit to a developer is defined by an exchange rate: what additional value does a developer gain by purchasing one credit? No exchange rate is currently set by the program or code and this uncertainty deters participation. If the City is going to award density bonus on an FAR basis, the appropriate units to express an exchange rate is in additional square feet of building area per credit purchased. For example, for each TDR credit purchased, a developer may build an additional 2,000 square feet of floor area up to the FAR limit of 3.5. Further evaluation of conservation area land values is needed to calibrate an exchange rate that will drive demand for TDR.

In addition to the seven changes above, there are several small, less critical changes the City can pursue that also will help support the affordable housing and TDR incentive programs that we also recommend the City consider.

- Expand the receiving areas available for TDR credits. Residential zones, such as R-2.9 and R-3.5 could support the placement of TDR credits and conservation open space elsewhere on the island by allowing additional units in exchange for purchasing a TDR credit.
- Remove separate FAR limits for residential and commercial uses in mixed-use buildings. Instead, establish one, new FAR limit for the entire building by zone as discussed above.
- Reduce parking requirements to 1.0 space per unit. Maintain reduction of half for areas within 0.5 mile of ferry terminal, which would then allow 0.5 space per unit within 0.5 mile of ferry terminal.
- Expand the areas where denser development can be built to increase the number lower cost development sites available where projects would be financially viable. In addition to rezoning areas, this would include ensuring existing neighborhood centers have the infrastructure available to support the growth planned for those areas.

Appendix A – Real Estate Market Analysis

Introduction

The City of Bainbridge Island is evaluating its inclusionary zoning and transfer of development rights (TDR) programs to understand how these programs can be better utilized to support citywide efforts for land conservation and affordable housing development. Many cities use regulatory and financial incentives to realize public benefits. However, designing and implementing incentive programs is a complex process. Primarily, real estate market conditions change over time, which make it a challenge to calibrate incentive programs. In addition, existing “base” zoning requirements, such as parking standards or height limits, may not be aligned with the incentive program, making the program less effective. Lastly, private sector participants have different needs and goals making incentive program utilization inconsistent.

ECONorthwest and Forterra are working for the City of Bainbridge Island to evaluate the City’s transfer of development rights (TDR) and inclusionary housing programs, specifically. A key first phase of this effort is understanding the current real estate market conditions, which is critical to designing an effective development incentive program. Key questions for the real estate market assessment include:

- What uses and building types are in demand?
- What building forms and intensities are likely to be built in the current market?
- How much will likely be built on an annual basis?

Understanding the answers to these questions informs the evaluation of the City’s existing incentive provisions and informs the policy options the consultant team will analyze in subsequent tasks. The remainder of this memorandum is organized into three main sections.

- **Market Analysis** considers growth and development trends for different housing types and land uses.
- **Recent Development Examples** identifies recent comparable development in Bainbridge Island and their key characteristics.
- **Real Estate Demand Outlook** assesses the market readiness of different land uses and building types and their potential to utilize development incentives.

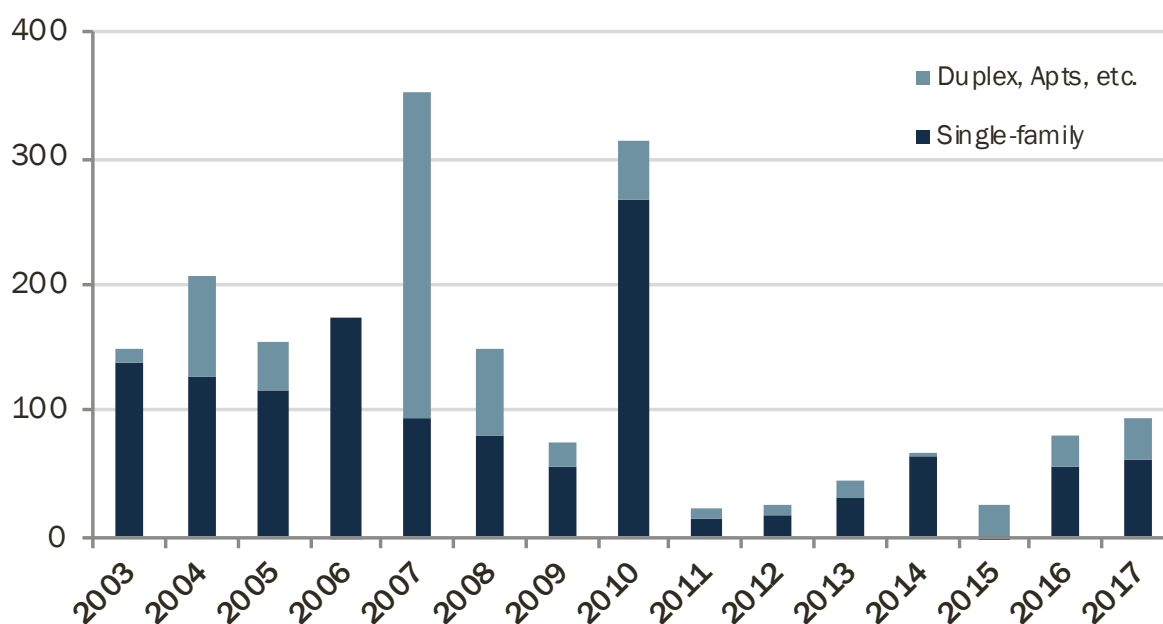
Market Analysis

This section summarizes the changes in real estate fundamentals for housing and office uses in Bainbridge Island.

Improving market conditions have spurred new real estate investment

Bainbridge Island has realized increasing growth and stronger market fundamentals, particularly during the last five years. The annual changes in the number of housing units built has increased over the last seven to eight years. However, the number of housing units built during the last several years is still below the pre-2008 recession averages. Since 2010, the city averaged about 50 new housing units per year. During the five years before the recession (2003-2008) the city averaged over 190 housing new units per year.

Exhibit 16. Annual Housing Units Change for the Last 15 Years, 2003-2017



Source: Washington Office of Financial Management, 2018

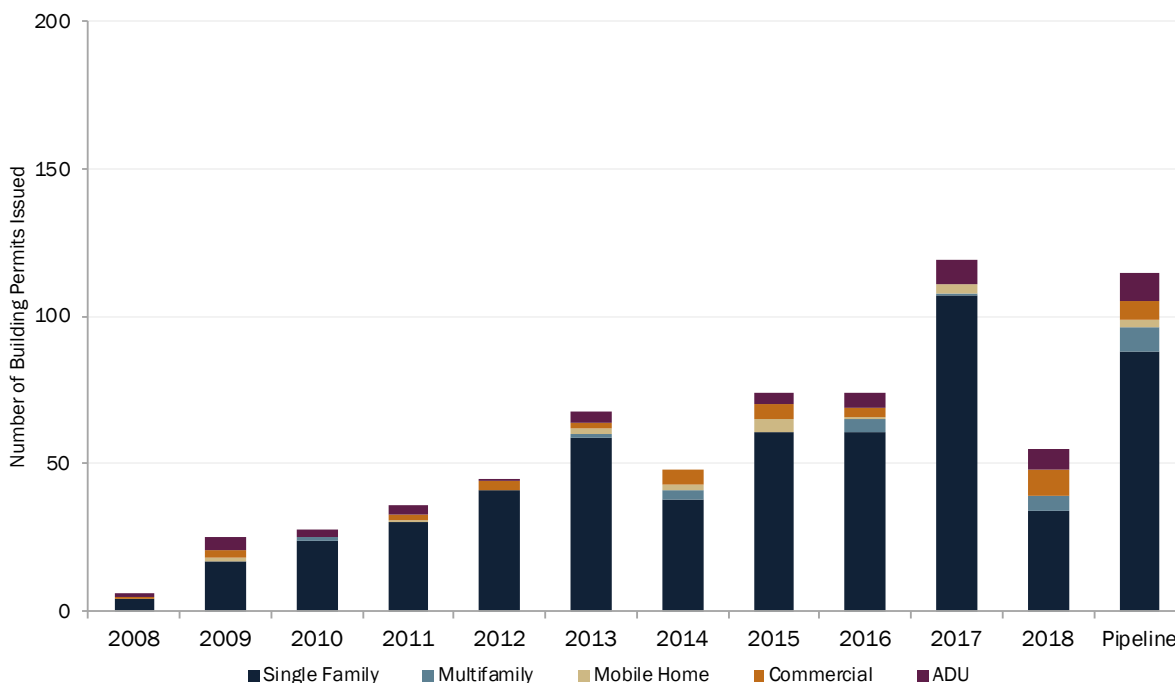
* Note, the 2010 estimate is likely excessively large to account for underestimates in previous years and to match the 2010 Census totals.

Building Permits Activity is Increasing

Building permit activity for new development in the City of Bainbridge has increased since 2008. During this period, the City of Bainbridge Island issued and finalized an average of approximately 58 permits annually, and 120 permits in 2017 alone. As of August 2018, the City has already issued 130 permits and finalized 55 of those permits. As a result, 2018 is likely to exceed the 2017 totals for building permits issued and finalized.

Single-family permits accounted for the greatest number of permits issued and finalized in a given year, with 75 percent of all permits issued. Exhibit 17 shows the number of permits issued for attached dwelling units, commercial, mobile homes, multifamily, and single-family units.

Exhibit 18. Permits Issued and Finaled* for All Uses, 2008-2018

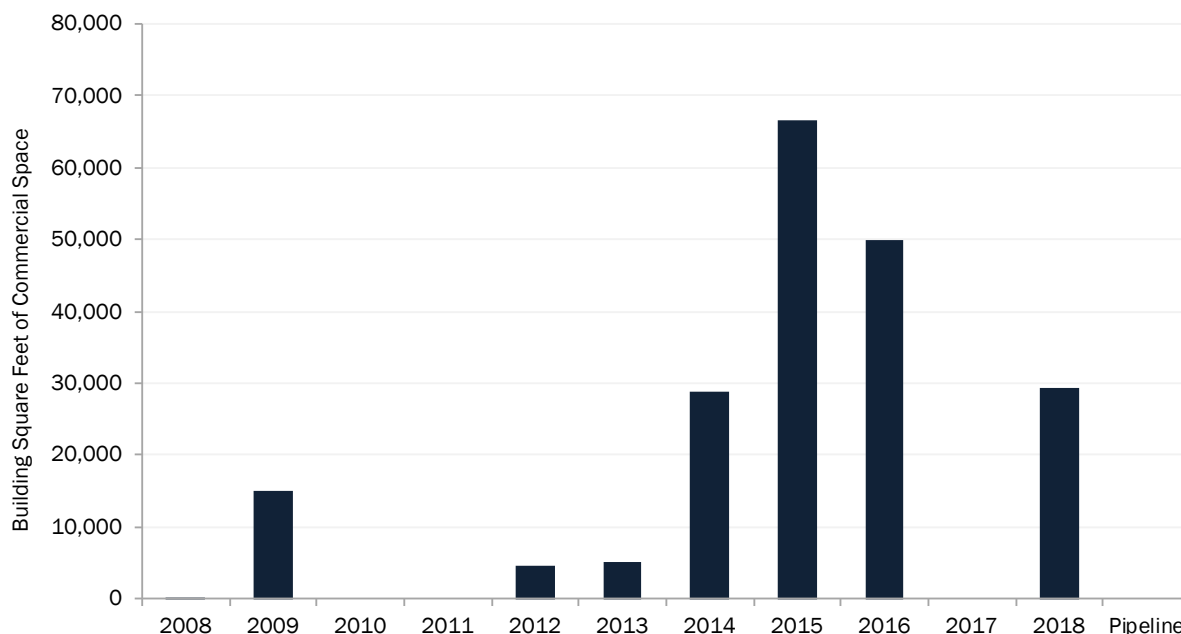


Source: City of Bainbridge Island

*Note: Pipeline includes permits that have been issued but not finalized.

Permits for commercial development increased by over 244,000 square feet since 2008. As of August 2018, 32,732 square feet of commercial square footage has been permitted.

Exhibit 19. Commercial Space Permitted, 2008-2018

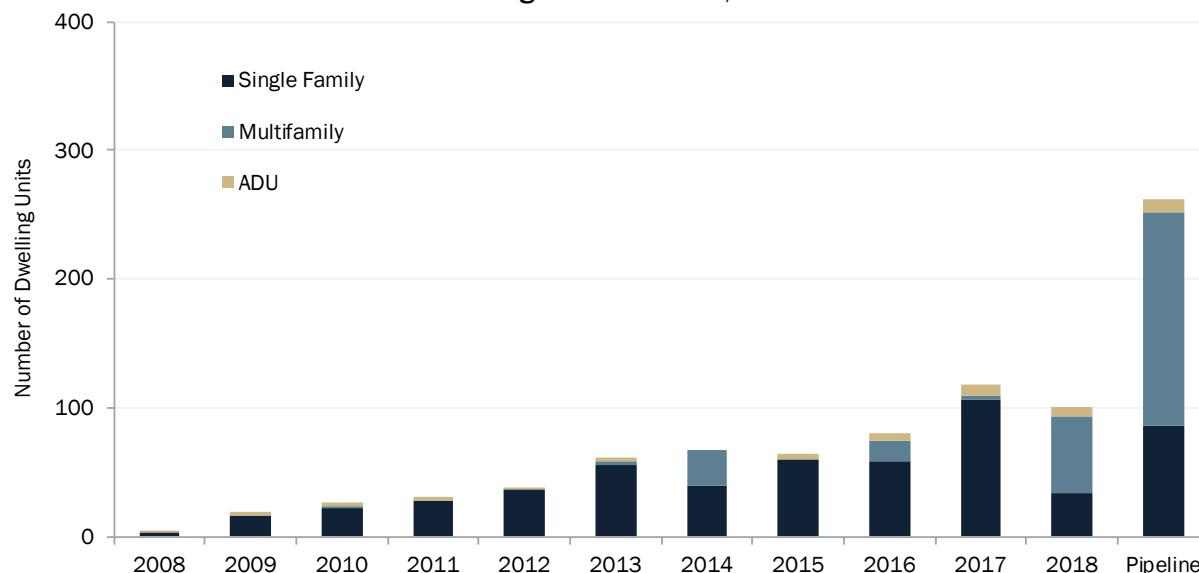


Source: City of Bainbridge Island

Exhibit 20 illustrates the trends for residential permits. Permits for single-family units steadily increased while multifamily dwelling units varied by year. In 2017, 120 housing units were

permitted. As of August 2018, 101 total units have been permitted, and 60 multifamily units have been permitted, exceeding the multifamily total for the previous ten years. Accessory dwelling units (ADUs) have remained consistent with fewer than 10 permits a year. The development pipeline (projects where permits have been issued but not finalized) is sizably larger, particularly for multifamily development, than the number of permits finalized in recent years.

Exhibit 20. Number of Residential Dwelling Unit Permitted, 2008-2018

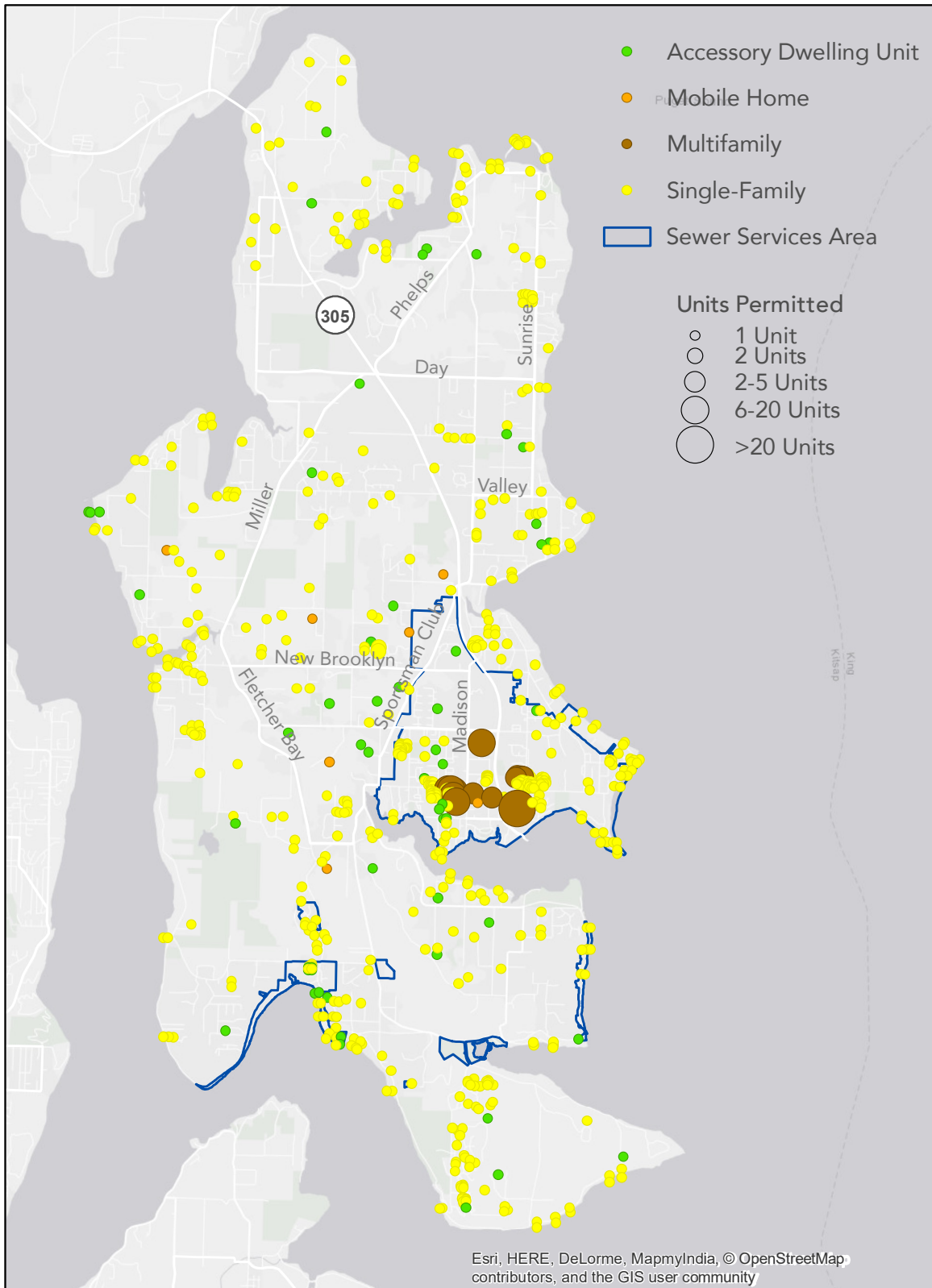


Source: City of Bainbridge Island

Note: Pipeline includes permits that have been issued but not finalized.

Exhibit 21 shows the geographic distribution of residential building permits. Permits for single-family homes and accessory dwelling units are distributed throughout the island. Multifamily permits are concentrated in Winslow where the zoning allows denser residential uses.

Exhibit 21. Location of Building Permits by Type, 2008-2018

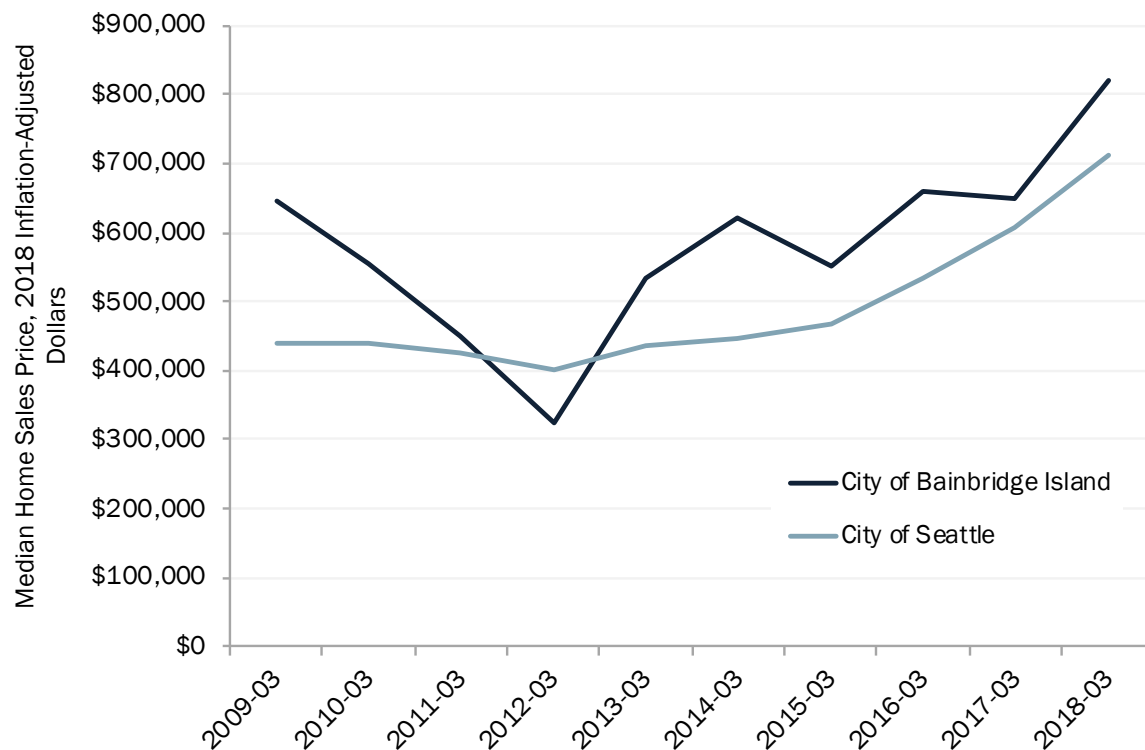


Source: City of Bainbridge Island

Large Increase in Home Prices

In inflation-adjusted dollars, the median sales price for a home in Bainbridge Island has increased 27 percent in the last ten years, from \$719,000 in 2009 to \$820,000 in 2018. Exhibit 2 compares the changes in adjusted sales prices in the month of March of each year to median sales prices in Seattle. While the adjusted sales price in Seattle is lower, with the exception of 2012, than the annual median sales price for Bainbridge Island, the sales prices in both cities follow a similar trend.

Exhibit 22. Adjusted Sales Prices in Bainbridge Island and Seattle MSA (2018 \$)



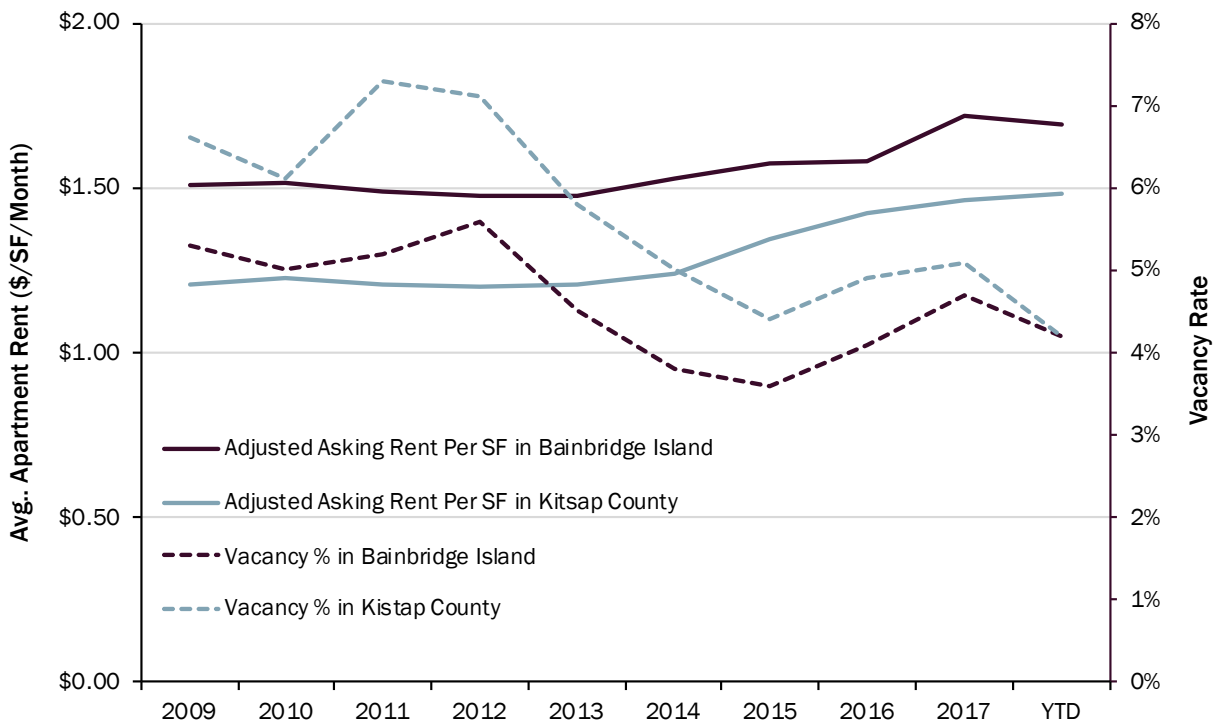
Source: Property Radar, 2018 & Zillow Research, 2018.

Apartment Market has Strong Fundamentals

The market fundamentals for apartments indicate a tightening market as vacancies have declined and average rents have increased. In 2009, the vacancy rates for multifamily housing units in Bainbridge Island and Kitsap County were over five percent and six percent, respectively, but both decreased to 4.2 percent in 2018. As vacancy rates have declined, competition for a limited supply of housing has increased, resulting in a rise in average rents.

In Bainbridge Island, the average asking rent per square foot a month has increased from \$1.51 per square foot to \$1.69 in 2018 adjusted for inflation. This represents a 12 percent increase in average rents in the last 10 years. A \$1.69 per square foot per month rent is equivalent of \$1,690 a month for a 1,000 square foot two-bedroom apartment. Average rents in Bainbridge Island are about 15 to 20 percent higher than those in Kitsap County, overall.

Exhibit 23. Average Apartment Rent Per SF and Vacancy, 2009 – 2018 (2018 \$)



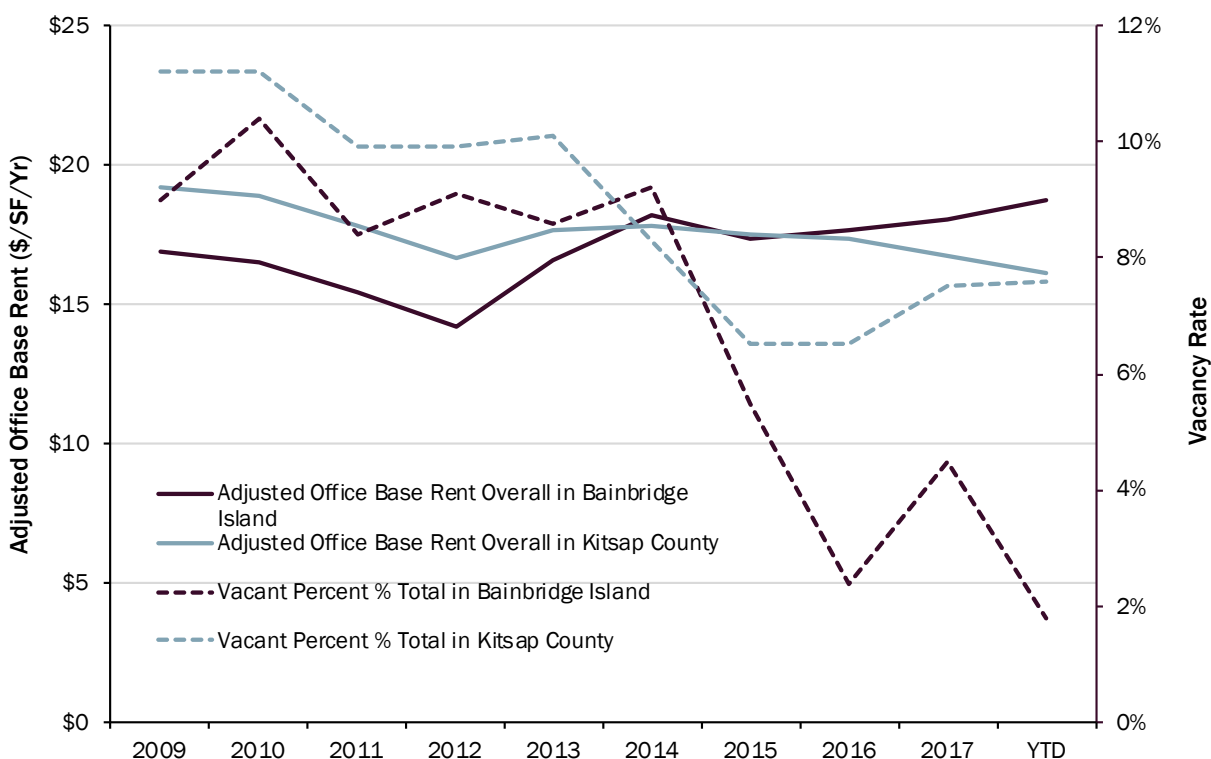
Source: CoStar, 2018

Office Market is Improving

The office market in Bainbridge Island has also shown improving fundamentals. Most notably, the vacancy rate for office units in Bainbridge Island dropped over eight percentage points from 2009 to 2018; the current vacancy rate is less than two percent. In response, average office base rents, as shown in Exhibit 24, have increased from a low of \$14.14 per square foot per year in 2012 to \$18.70 in 2018.

While the office vacancy rate also fell for Kitsap County, office rents have also declined. As of 2018, average office rents in Kitsap County are \$16.08 per square foot, which is now less than in Bainbridge Island.

Exhibit 24. Change in Vacancy and Adjusted Office Base Rent Overall, 2009 – 2018 (2018 \$)



Source: CoStar, 2018.

Recent Development Examples

Recent development projects in Bainbridge Island provide a benchmark on the scale and intensity of building the current market can support. Below are examples of projects recently built or currently under construction in Bainbridge Island.

Office Developments

Bainbridge Island CrossFit

9440 Sportsman Club Rd NE, Bainbridge Island

Year Built: 2017

Stories: 2

Size: 12,000 SF

Rent: \$13.00- \$16.00 / NNN

Current Tenants: CrossFit



Island Gateway

204 Ravine Ln NE, Bainbridge Island

Year Built: 2010

Stories: 3

Size: 37,626 SF

Rent: \$20.00 – 24.00 / SF

Vacancy Rate: 0%

Current Tentants: NA



Multifamily Developments

Bainbridge Landing

259 Ferncliff Ave., Bainbridge Island

Year Built: Under construction (delivers April 2019)

Units: 107

Stories: 4 | Buildings: 8

Parking: Ground-level and surface parking

Total Floor Area: 100,000 SF

Average Unit Size: 763 SF

Unit Mix: 70% (1-Bed)

30% (2-Bed)



Grow Community – Condos (The Tsuga)

221 Wyatt Way NE, Bainbridge Island

Year Built: 2015

Units: 15

Stories: 3 | Buildings: 1

Rent: NA

Total Floor Area: 21,174 SF

Parking: Ground-level and Surface Parking

Average Unit Size: 1,412 SF

Unit Mix: 100% (1-Bed)



Single Family Developments

Grow Community - Townhomes

Ambrose Lane NW, Bainbridge Island

Year Built: 2013

Square Feet: 1,500 – 1,800

Sales Price: \$600,000 - \$800,000



Winslow Grove

NE Winslow Grove Court, Bainbridge Island

Year Built: 2018

Square Feet: 3,000 – 4,200

Sales Price: + \$1.1 million



These project examples indicate:

- Office and commercial developments are likely to be modest in size (both height and total area).
- Current apartment rents and sales prices can support multi-story buildings with a mixture of ground-level and surface parking.
- A variety of single-family home types are in demand from larger single-family homes to smaller, more compact options, such as townhomes.

Demand Outlook

The real estate market trends and recent development examples point to a city that is seeing an increase in demand, primarily for housing development of all types. This uptick in demand has occurred relatively recently. For much of the 2010's the city did not realize much new development following the effects of the recession in 2008. As a result, housing supply has been lagging housing demand and rents and sales prices have been increasing, particularly the over the last five years.

A continuation of these growth trends and historically low vacancies indicate there will likely be demand for more housing (single-family and multifamily) in the future. The resulting increase in population will also drive the demand for additional commercial space to provide goods and services.

Outlook by Use

- **Single-Family Outlook.** Demand for single-family homes in Bainbridge Island is likely to continue. The city has a high quality of life and has direct access to downtown Seattle. As the region continues to grow and home prices in Seattle increase, Bainbridge Island will potentially see even greater demand.

As land values increase Bainbridge Island, the market for single-family homes will increasingly be for both smaller housing forms (such as townhomes and small-lot homes) and larger, higher-end homes to justify the higher cost of land.
- **Multifamily Outlook.** Low vacancies and increasing rents indicate increasing demand for apartments as well. Recent multifamily developments are three- to four-stories with parking integrated into the ground level. As land values increase, taller apartment or mixed use buildings will likely be viable.
- **Office Outlook.** The office market in Bainbridge Island has also shown improving fundamentals. Office vacancies have decreased sizably from over ten percent in 2010 to less than two percent in 2018. In response, office rents in Bainbridge Island have increased at a rate of 2.1 percent a year to \$18.70 per square foot per year by 2018. Future office development will likely not be a primary driver of growth, and it is also likely to be oriented to smaller office users. As a result, future projects will likely continue to be small in scale.

Implications for Development Incentives

For a development incentive program to be effective it needs to align with where development is occurring, the uses that are demanded, and the intensity of that development. The real estate market conditions in Bainbridge Island indicate there is an opportunity for the utilization of development incentives.

Winslow has the most potential for future development

Winslow has realized much of the new growth in Bainbridge Island, which aligns with the City's comprehensive plan. Winslow has the infrastructure, specifically water and sewer service, to accommodate future growth. Winslow is also an attractive location for development because of the proximity to the ferry terminal.

Neighborhood Centers have Limited Potential Due to a Lack of Infrastructure

In the comprehensive plan, neighborhood centers are designated for more intense development. With the exception of Lynwood Center, a lack of infrastructure (primarily water and sewer service) limit the development potential of these areas. The capacity and use of development incentives within these areas will be tied to the provision of the necessary infrastructure.

Residential uses have the best opportunity for utilizing development incentives

Most of the recent development and permit activity in Bainbridge Island is for single-family housing. More recently, multifamily housing, particularly in Winslow, is also realizing sizable new developments. As a result, development incentives should focus on leveraging demand for these uses.

Residential projects will want to maximize density

Future projects may be looking to increase densities (i.e. smaller lots and more units per acre for single-family homes and more height and building area for multifamily projects). This demand can be leveraged to support both the purchase of development rights and the creation of affordable housing as part of a City's development incentive programs.

Appendix B – Pro Forma Assumptions

Construction Cost		
Podium Lobby/Amenities	\$ Per SF	\$125.00
Podium Commercial	\$ Per SF (including TI)	\$240.00
Residential Stick	\$ Per SF	\$180.00
Surface Parking Space	\$ Per space	\$5,500.00
Podium Parking Space	\$ Per space	\$30,000.00
Underground Parking Space	\$ Per space	\$60,000.00
Surface Parking	\$ Per SF	\$16.92
Podium Parking	\$ Per SF	\$72.29
Underground Parking	\$ Per SF	\$144.58
Open Space	\$ Per SF	\$5.00
Site Prep	\$ Per SF	\$2.00
Soft Costs	% of Hard Cost	25.00%
Contingency	% of Hard and Soft Costs	5.00%
Developer Fee	% of Total Cost	3.50%
Land Value	\$ Per SF	\$25.00
TDR Purchase	Total \$	\$75,000.00
Sales Costs Incl. Commission	% of Sales Price	6.0%

Income		
Residential Rent	per Month	\$2.50
Residential Rent Affordable	per Month	\$1.75
Residential Sales Price	Per SF with 5% sales commission	\$450.00
Residential Sale Price Affordable	Per SF with 5% sales commission	\$150.00
Retail Rent	NNN per Year	\$25.00
Parking Rent	per Month	\$0.00
Residential Vacancy	% of Revenue	5.00%
Retail Vacancy	% of Revenue	0.00%
Residential Operating Cost	% of Rent	20%
Retail Operating Cost	% of Rent	35%
Prop Tax Rate	per \$1,000 Residential AV	\$7.44

Return	
Rental Return on Cost	5.50%
For-sale Return on Cost	20.00%

Appendix C – Median Income Limits



CITY OF BAINBRIDGE ISLAND 2018 MEDIAN INCOME LIMITS BY HOUSEHOLD SIZE BREMERTON-SILVERDALE MSA (HUD)

Maximum Income Limits by Category (BIMC 18.21.020)	Household Size							
	1	2	3	4	5	6	7	8
Extremely Low Income: ≤ 30% of Median Household Income	\$17,400	\$19,850	\$22,350	\$24,800	\$26,800	\$30,800	\$32,750	\$32,750
Very Low Income: 31% - 50% of Median Household Income	\$28,950	\$33,050	\$37,200	\$41,300	\$44,650	\$47,950	\$51,250	\$54,550
Low Income: 51% - 80% of Median Household Income	\$46,300	\$52,900	\$59,500	\$66,100	\$71,400	\$76,700	\$82,000	\$87,300
Moderate Income: 81% - 95% of Median Household Income	\$54,929	\$62,776	\$70,623	\$78,470	\$84,748	\$91,025	\$97,303	\$103,580
Middle Income: 96% - 120% of Median Household Income	\$69,384	\$79,296	\$89,208	\$99,120	\$107,050	\$114,979	\$122,909	\$130,838
100% of Median Household Income	\$57,820	\$66,080	\$74,340	\$82,600	\$89,208	\$95,816	\$102,424	\$109,032



WINSLOW MASTER PLAN ANALYSIS

AN ANALYSIS BY

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PLANNING IN CONTEXT

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EXECUTIVE SUMMARY

OVERVIEW

The Winslow master plan analysis critically explored data, maps, and previous research findings to understand the future projections of Winslow's growth. Winslow's population has increased dramatically over the past 5 years, causing a need for growth accommodation. While Winslow's city council and community want to preserve the current state of the low density, small town atmosphere of Winslow, there is a pressing need for development to accustom to the social and economic needs of the town.

HISTORICAL CONTEXT

The history of Bainbridge Island dates back thousands of years to the Indigenous people that lived on all the lands of the Puget Sound. The Suquamish were the largest tribe in the area when Captain George Vancouver, an English explorer, arrived on the island in 1792. Because of its unique location in the Puget Sound, Bainbridge island soon became a military stronghold. Navy Fort Ward was a former United States Army coastal artillery base, and later, a Navy installation was located on the southwest side of Bainbridge Island. In 1938, the U.S. navy took over Fort Ward as a great access point for listening to Japanese signals. The Japanese Americans, who came to the island around the early 20th century, experienced unjust internment during World War II after decades of struggle as well as their contribution to the island's economic prosperity and cultural diversity. In 1991, a vote passed the proposal of annexation of the whole island into the City of Winslow. The island has grown immensely in the last 10 years with the addition of a few schools, new businesses, and green infrastructure.

OBJECTIVES

The goals of the analysis were to examine sewer and water service boundaries in the town, identify sidewalks pathways, provide calculations for building types and population growth over recent years, and cultivate maps that show development trends. These findings from the analysis will provide the foundation necessary for Winslow's planning department to further build a plan that caters to the current and future growth of the town.

METHODS AND FINDINGS

After months of research, our analysis of Winslow provided us with thorough findings regarding the development and arrangement of the downtown area. With the residential and commercial districts as well as strong environmental landscape, Winslow's unique layout provides a space for land preservation while still being able to accommodate potential growth. The downtown area serves as a pedestrian-centric space, which is where most built sidewalks are found. Moving into the residential areas within the master plan boundaries there is a significant lack of sidewalks on both or one side of the road, especially on major roads near the high school. After identifying historical water and sewer boundaries, findings prove that while most of the boundary aligns there are a few areas in the southeast quadrant that the sewer service is not apparent. Further analysis of Winslow's population trends over the past 5 years provides data that proves the need for growth accommodation in residential and commercial buildings.

INTRODUCTION

Just west of Seattle is Bainbridge Island, a historic city originally inhabited by indigenous peoples dating back to the 18th century. Once used as an agricultural and logging site in the early 1900's, Bainbridge Island has since transformed into a connected community with Winslow serving as its lively downtown center. Winslow's development can be traced back to Bainbridge's 1960 comprehensive plan, outlining the socioeconomic and environmental goals for the town.

Winslow has since grown significantly, causing a need for an analysis to accommodate future growth of the town. Our objectives for this quarter were to utilize research, mapping, and data analysis strategies to identify development trends and project growth trends that will accommodate the future of Winslow's economic, social, and environmental challenges. We examined sewer and water services through text and maps to understand boundary differences, established sidewalk locations, identified population density of projected growth needs, analyzed data from previous plans to develop a series of maps that reflect development trends.

PURPOSE AND SCOPE

The Winslow Master Plan Analysis is aimed to provide foundational information for the Planning Department of Winslow and Bainbridge Island to analyze the economic and social development in recent years and understand the needs based on the growth. To further explore and understand the current situation of the Winslow study area, our team is divided into two main parts -- sewer service and connectivity as well as density and growth analysis -- to thoroughly analyze the current social, economic, and environmental condition of the Winslow study area.

By Week 5, our team was working on background research and existing data analysis. We divided the historical research into three-year sections and synthesized it into our Team History and Context Essay. We also researched the sewerage plan and transportation of the Winslow-issued area. After midterm, our team was divided into two subteams -- density and growth analysis team, and a sewer and transportation team. We worked on mapping, calculation, data analysis, and compiled them with our observation and existing plans. For the final deliverables, we synthesized everything in this final report with our observations, findings, and final conclusion.

Basic principles of the relationship between sewer services and urban development have significant implications for a city's comprehensive planning process. High expenses of expanding sewer services mean that places with sewer infrastructure ought to have the highest priority for growth. In Bainbridge Island, the updates of the Winslow Master Plan area are lagging behind the expansion of the sewer system since the annexation in 1991, and it has resulted in the current discrepancy of the Master Plan boundaries and sewer system boundaries. By knowing the evolution of the Winslow Sewer Services boundaries, the City will be able to comprehend the trends and criteria of sewer service expansion and plan for the Master Plan updates accordingly, so that the existing sewer system could achieve their maximum utilization.

Based on the analysis of the population growth, sewer boundary service, as well as the FAR calculation of the existing study area, our team compared our findings to the historical development and assessed the future development that upzoning and the expansion of the Winslow Master Plan study area are required to fit the development trend. To conclude, our whole purpose is to synthesize our findings to analyze the existing development trends, thereby redefining the next iteration of the Winslow Master Plan Study Area.

AUDIENCE AND CLIENT

Our client is the City of Bainbridge Island's Planning and Community Development Department. The planning decisions made using our team's findings will impact Winslow residents, business owners, City council, the planning department, and future residents.

These stakeholders define the scope of our work, and each of these stakeholder groups must be included in conversations about future development and increased density in order to foster trusting relationships between community members and government entities.

PROCESS AND METHODOLOGY

Our project objectives were to use research, mapping, and data analysis strategies to understand development trends in the Winslow area and project growth trends to ensure future development responds to increasing population density and adapting to environmental, social, and economic challenges. Our methods cover two specific issue areas; Sewer Service and Connectivity Analysis and Density and Growth Analysis.

RESEARCH: "SITE" VISIT

We started our project by visiting the Winslow subarea of Bainbridge Island. Our walking tour of the area helped us learn about growth over time, contemporary challenges, and community assets. Our visit gave us valuable context for why our work was important for supporting planners' effort to expand density and adapt the Master Plan to accommodate growth and sustainability efforts specifically outlined in the region's Vision 2050 plan.

RESEARCH: HISTORY AND CONTEXT

The next phase of research consisted of background research of sewer service boundaries and the cultural and economic history of the area. This stage of the process grounded the calculations we did later on and our general analysis of growth because we had foundational knowledge of what trends have occurred over time. For example, understanding how the sewer boundaries have expanded over time contextualises where growth was planned and what stakeholders were accounted for, so moving forward we see potential for the master plan boundary to be expanded to match the sewer boundary to account for the development.

COMMUNICATION PROCESS: CLIENT AND TEAM MEETINGS

Throughout the quarter we met with our client a few times to check in on our progress and get questions answered about our deliverables and their expectations. Overall our work was very self-directed and our client was helpful when we reached out for help. Talia was specifically in close contact with Gretchen, their GIS Specialist, making sure that we had all of our necessary data sources and technical questions answered. We did not need to conduct any outreach or create outward-facing materials, so our communications remained internal and less frequent. One key obstacle we faced was when our main point-of-contact changed halfway through the quarter, so we had to restart communication at that moment.

EXECUTING SEWER SERVICE AND CONNECTIVITY ANALYSIS

Executing the sewer service and connectivity analysis required three different components:

- Use government documents and comprehensive plans to identify various sewer system boundaries since the 1990s.
- Use GIS to show overlays between the sewage system and master plan boundary today and deduce potential options for expanding the master plan boundary to match the sewerage boundary. We also identified various assets in each focus area to determine where the best master plan boundary expansion could be.
- Use Google Earth to illustrate the presence of sidewalks in Winslow. Connectivity is integral to increasing a sense of community and walkability. Google Earth was a useful tool because getting to and from Bainbridge Island takes a large amount of time, so we were able to “walk” the streets instead to observe where sidewalks are or are not present.

All findings and relevant maps are shared in the Results section of the report.

EXECUTING DENSITY AND GROWTH ANALYSIS

Various stakeholders including City Council, the Planning Department, and Winslow residents are at the center of growth management conversations. Balancing competing desires such as wanting to accommodate growth while wanting to preserve a small town charm has caused tension between stakeholders and put many development projects on hold. There are economic and social implications for, for example, increasing the FAR in commercial areas and increasing building heights, so in order to justify these policy changes it’s important to understand growth trends over time and how they are expected to progress.

It’s also important that any development be executed with a long term vision of environmental sustainability. Vision 2050 is a regional plan for promoting environmentally sustainable economic growth and infrastructure development while overall improving quality of life for Puget Sound residents. Growth management must center environmental sustainability in order to have long term relevance, and our work will hopefully allow the city to make development decisions both based on the development potential of currently vacant or underdeveloped lots and a long term environmental vision for sustainability.

Executing the density and growth analysis required three different components:

- Use GIS to map development between 1994 and 2021. All of our data came from the City of Bainbridge Island. We created various maps to show both lot vacancies and development trends for various years both within the master plan study area and sewer service area.
- Used excel to create a summary table for lots (both developed and vacant) between 2006 and 2021. The master plan boundary was last updated in 2007, so we wanted to get a general sense for when lots were developed in this time period. This table also allowed us to identify any differences between lots in the master plan and sewer service area and those that are just in the sewer service area. To do this we used the “select by expression” tool in QGIS to document the number of lots that fall onto each general classification category or zoning category.
- Created a formula in excel to calculate the development potential for vacant or underdeveloped lots, specifically those classified as residential. Specifically, we will use population and land data analysis to measure how much population Winslow Community's existing zoning can still carry, i.e., remaining carrying capacity. We will use the result of growth analysis to support our conclusion about whether the scope of the Winslow Master Plan should be expanded.

All findings, tables, and relevant maps are shared in the Results section of the report.

RESULTS AND RECOMMENDATIONS FOR FUTURE DEVELOPMENT

SEWER SERVICE

1992 Winslow Sewer Services Extent Map

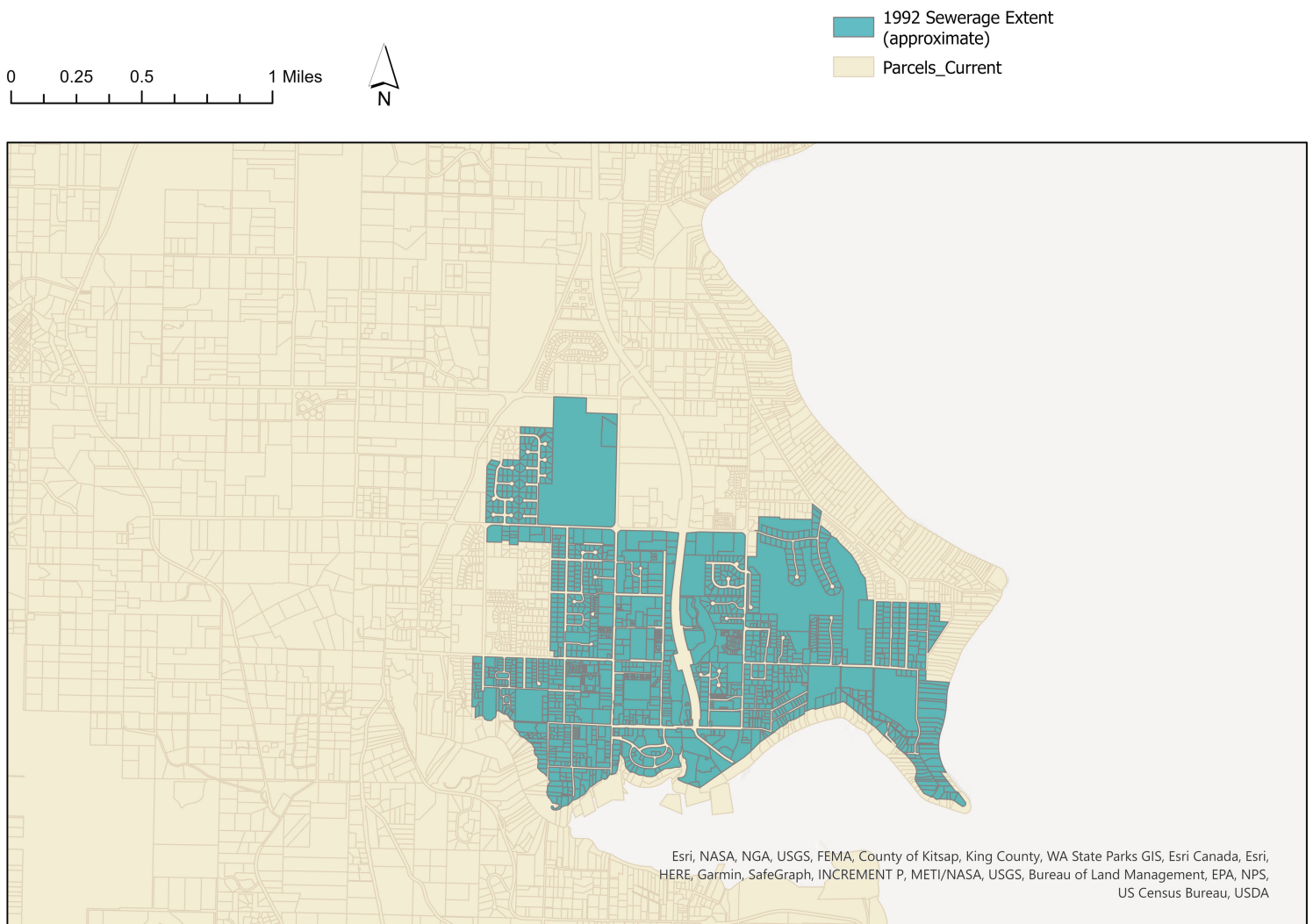


Fig. 1. 1992 Winslow Sewer Services Extent Map

The 1992 Winslow Sewer Services extended basically to the boundaries of the historic Winslow area excluding the Rotary Park and the nearby area, with an addition of the Bainbridge High School.

2015 Winslow Sewer Services Extent Map

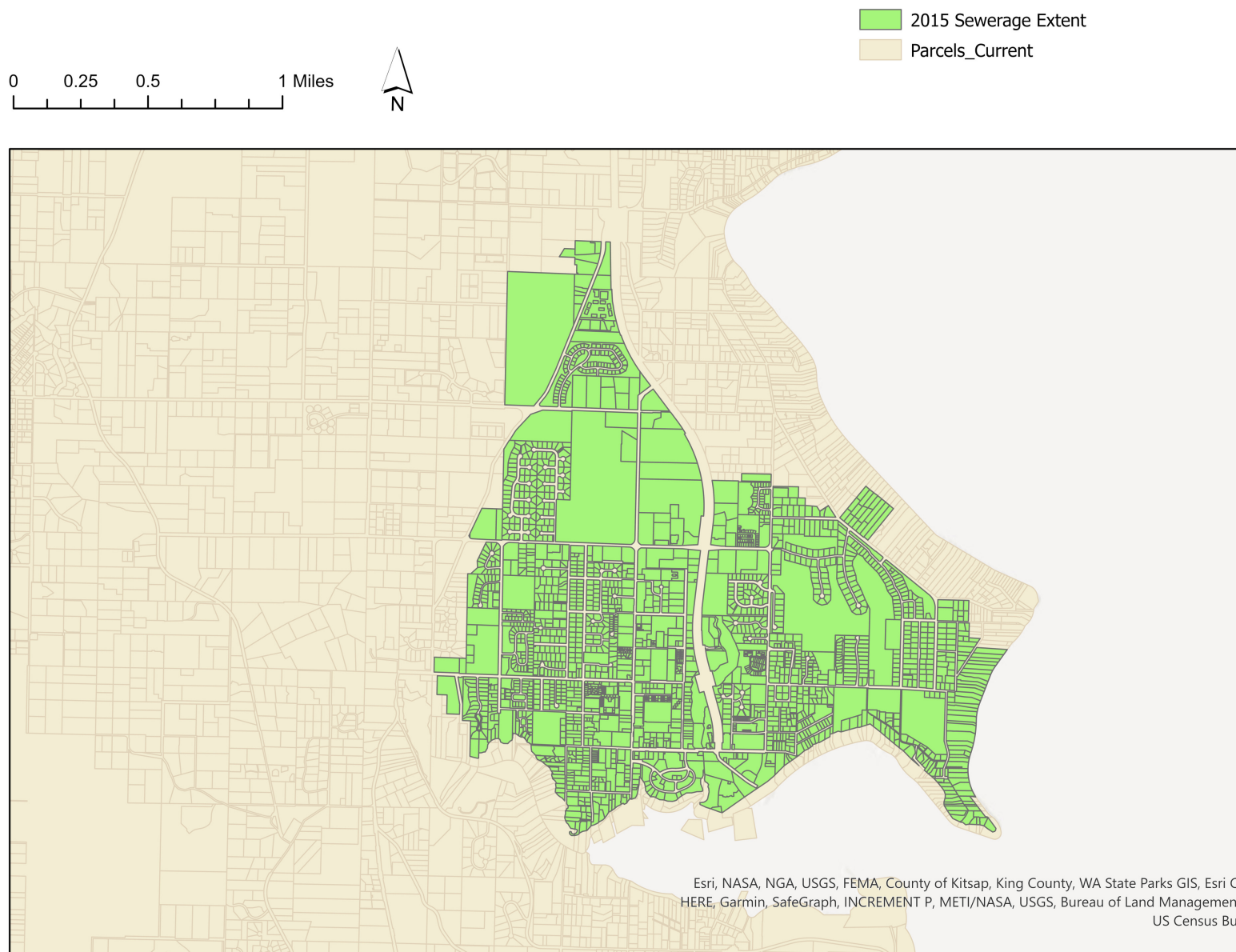


Fig. 2. 2015 Winslow Sewer Services Extent Map

The 2015 Winslow Sewer Services expanded northward from High School Road to Woodward Middle School and westward to Sportsman Club Road.

2021 Winslow Sewer Services Extent Map

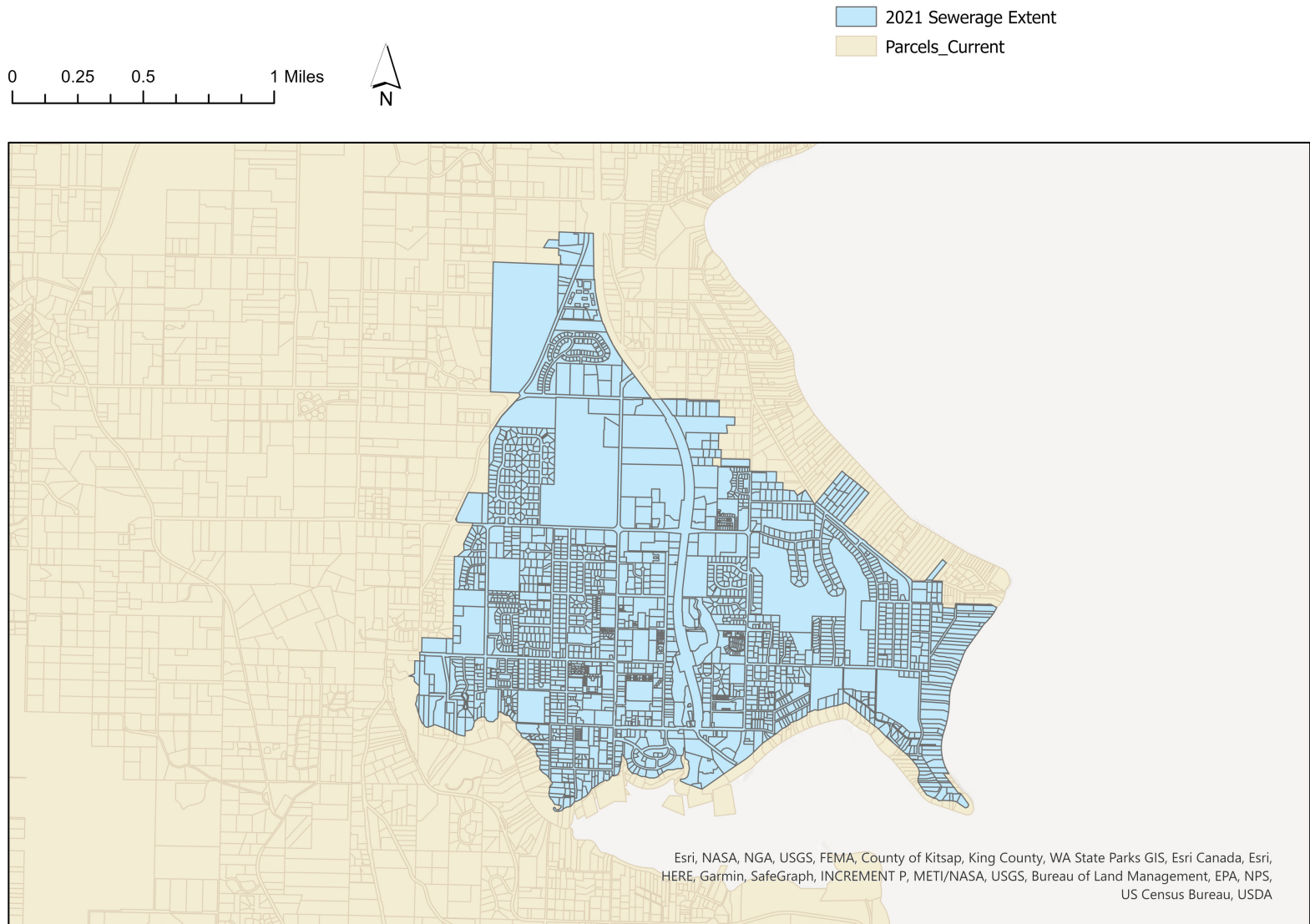


Fig. 3. 2021 Winslow Sewer Services Extent Map

The 2021 Winslow Sewer Services expanded in the northeast, southeast, and southwest corners.

Winslow Sewer Services Expansion Since 2015

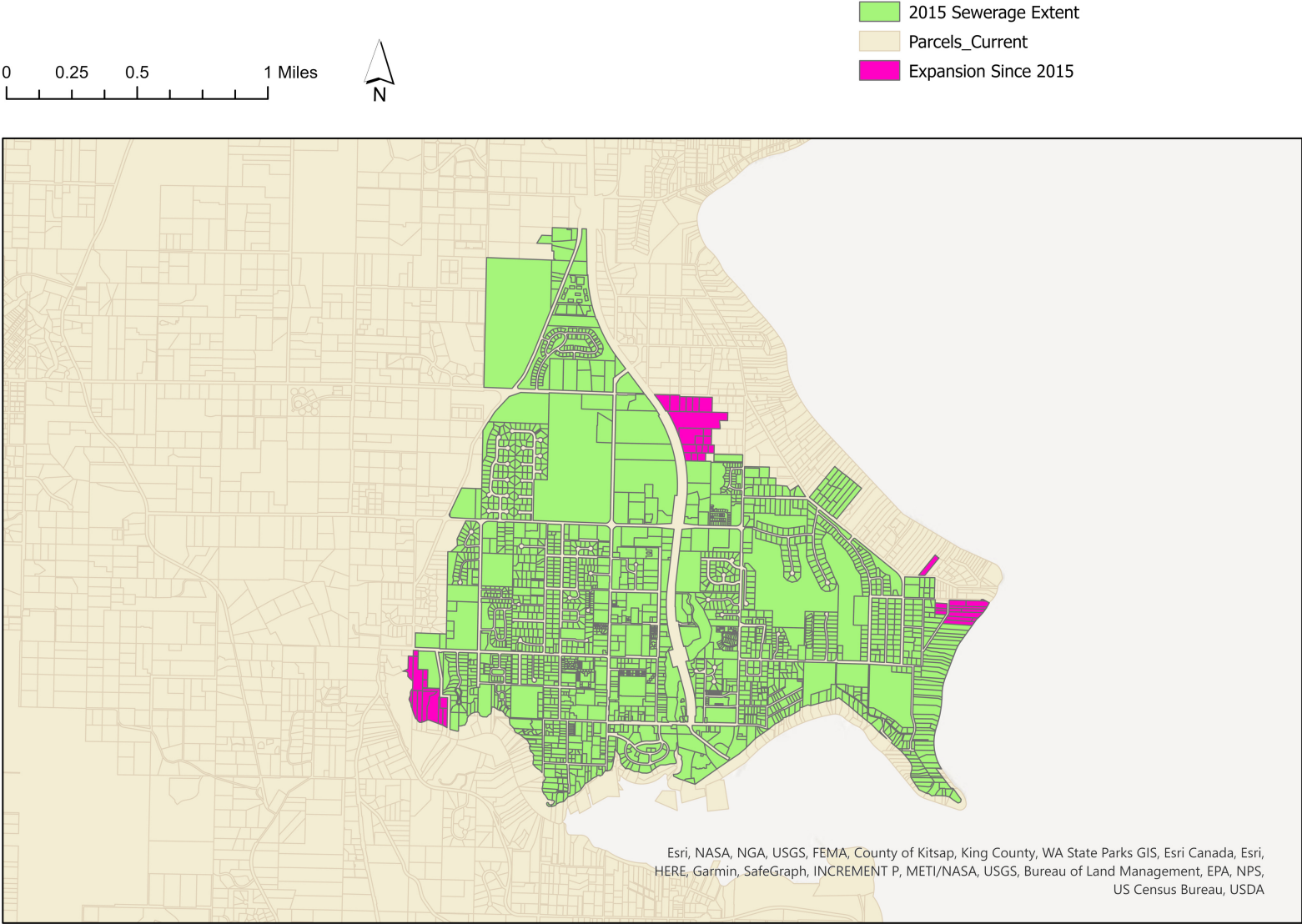


Fig. 4. Winslow Sewer Services Expansion Since 2015

1992, 2015 and 2021 Winslow Sewer Services Extents Map

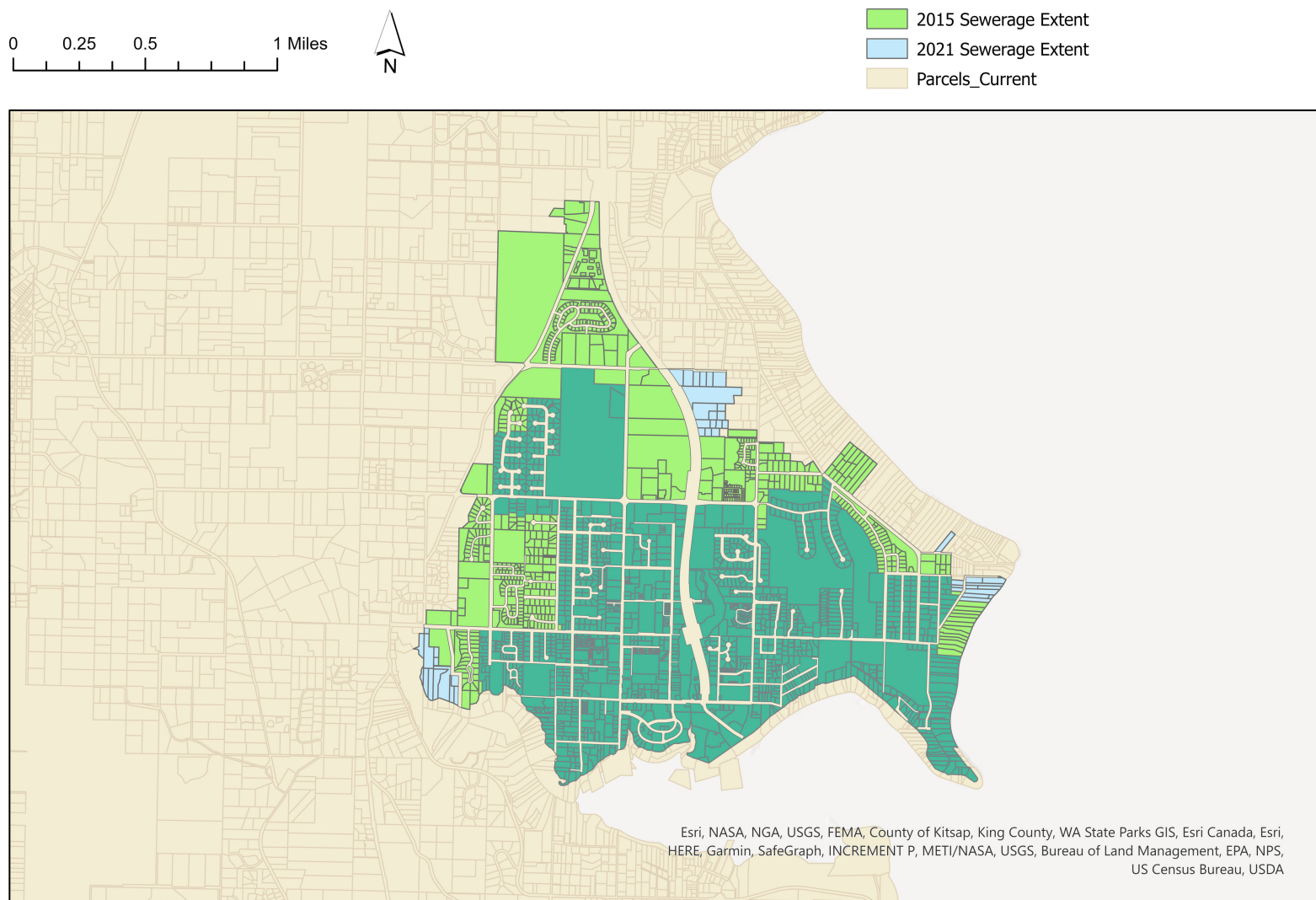


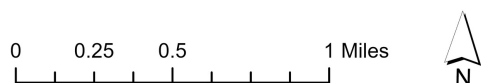
Fig. 5. 1992, 2015, and 2021 Winslow Sewer Services Extents Map

Evolutions of the Winslow Sewer Services Summary:

1992-2015: expansion to the Ferncliff neighborhood, Woodward Middle School, and Rotary Park along with the nearby residential area.

2015-2021: expansion in the northeast, southeast, and southwest corners.

Winslow Master Plan Area Overlaying 2021 Winslow Sewer Services Extent



Legend

- Winslow Master Plan Area
- 2021 Sewerage Extent
- Parcels_Current

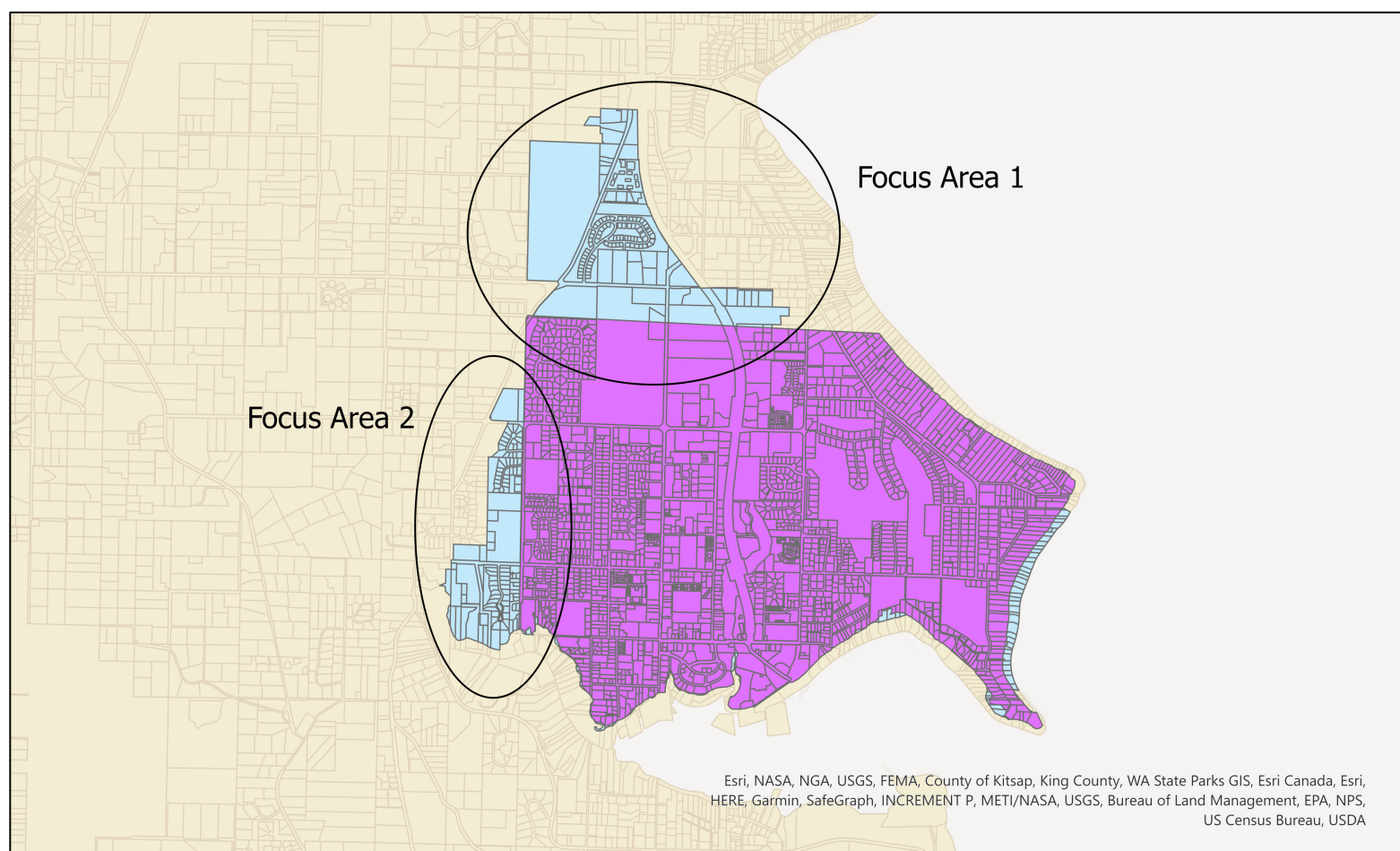
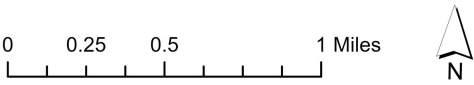


Fig. 6. Winslow Master Plan Area Overlaying 2021 Winslow Sewer Services Extent

2021 Winslow Sewer Services Extent
Overlaying Winslow Master Plan Area



Legend

- Winslow Master Plan Area
- 2021 Sewerage Extent
- Parcels_Current

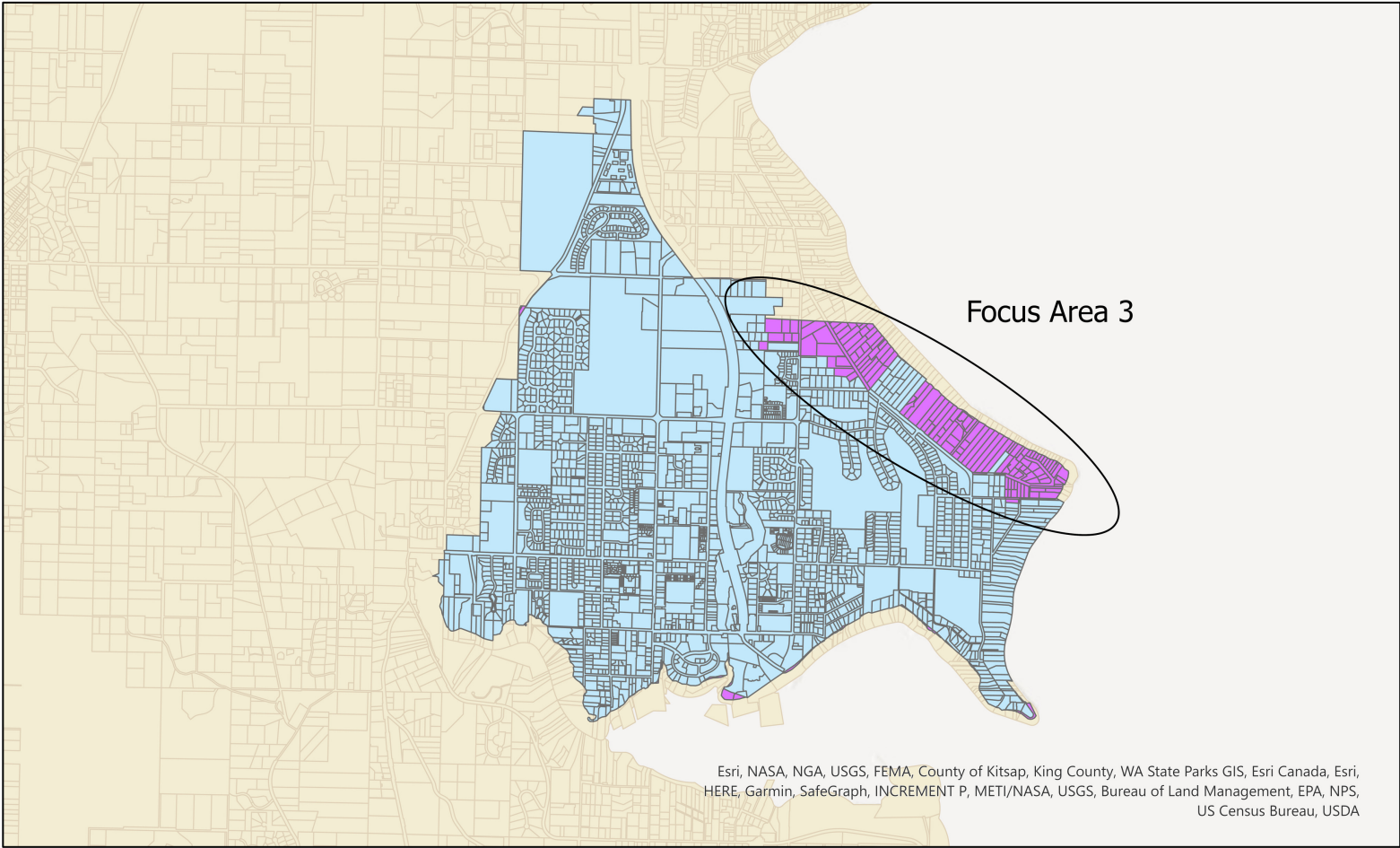


Fig. 7. 2021 Winslow Sewer Services Extent Overlaying Winslow Master Plan Area

Focus Area 1 Land Use Classification Map

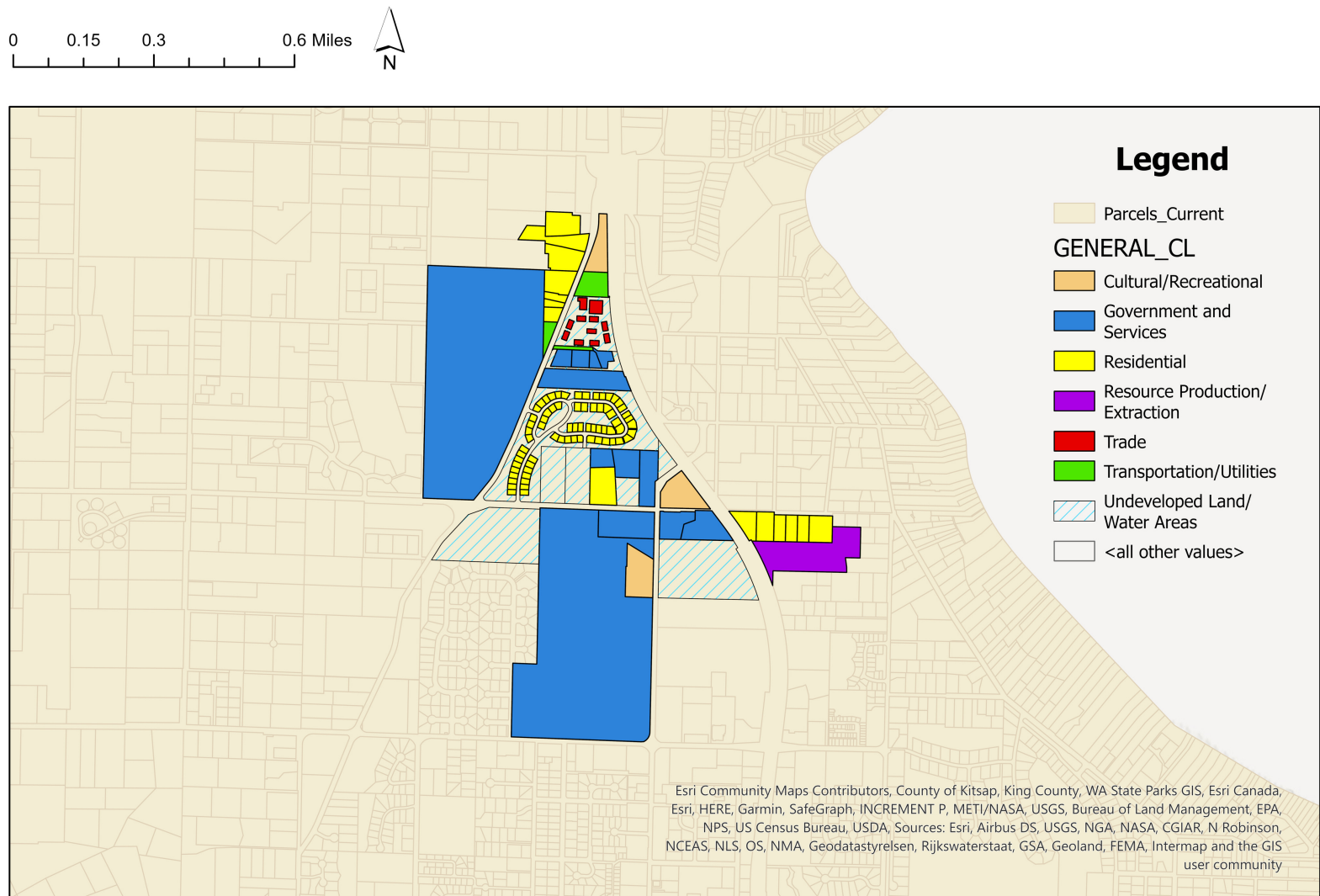


Fig. 8. *Focus Area 1 Land Use Classification Map*

MAJOR ASSETS IN FOCUS AREA 1

- Bainbridge High School
- Woodward Middle School
- Coppertop Park Business Complex
- Reliable Storage - Bainbridge Island
- Madrona House (assisted living facility)
- The Church of Jesus Christ of Latter-day Saints
- Bainbridge First Baptist Church
- Kitsap County Fire District 2
- Bainbridge Artisan Resource Network
- Bainbridge Self Storage
- Island Church

Focus Area 2 Land Use Classification Map

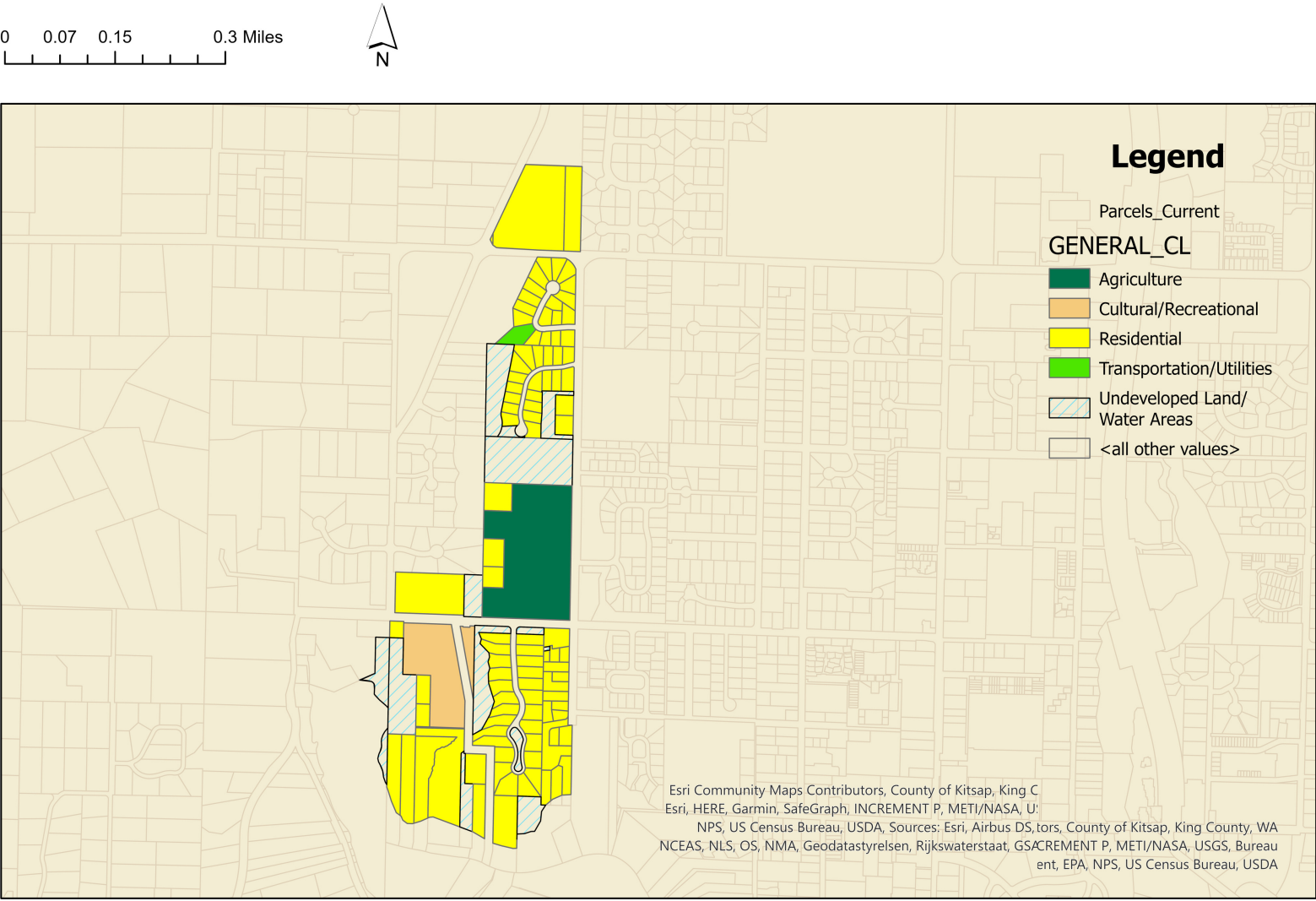


Fig. 9. Focus Area 2 Land Use Classification Map

MAJOR ASSETS IN FOCUS AREA 2

St. Barnabas Episcopal Church

Focus Area 3 Land Use Classification Map

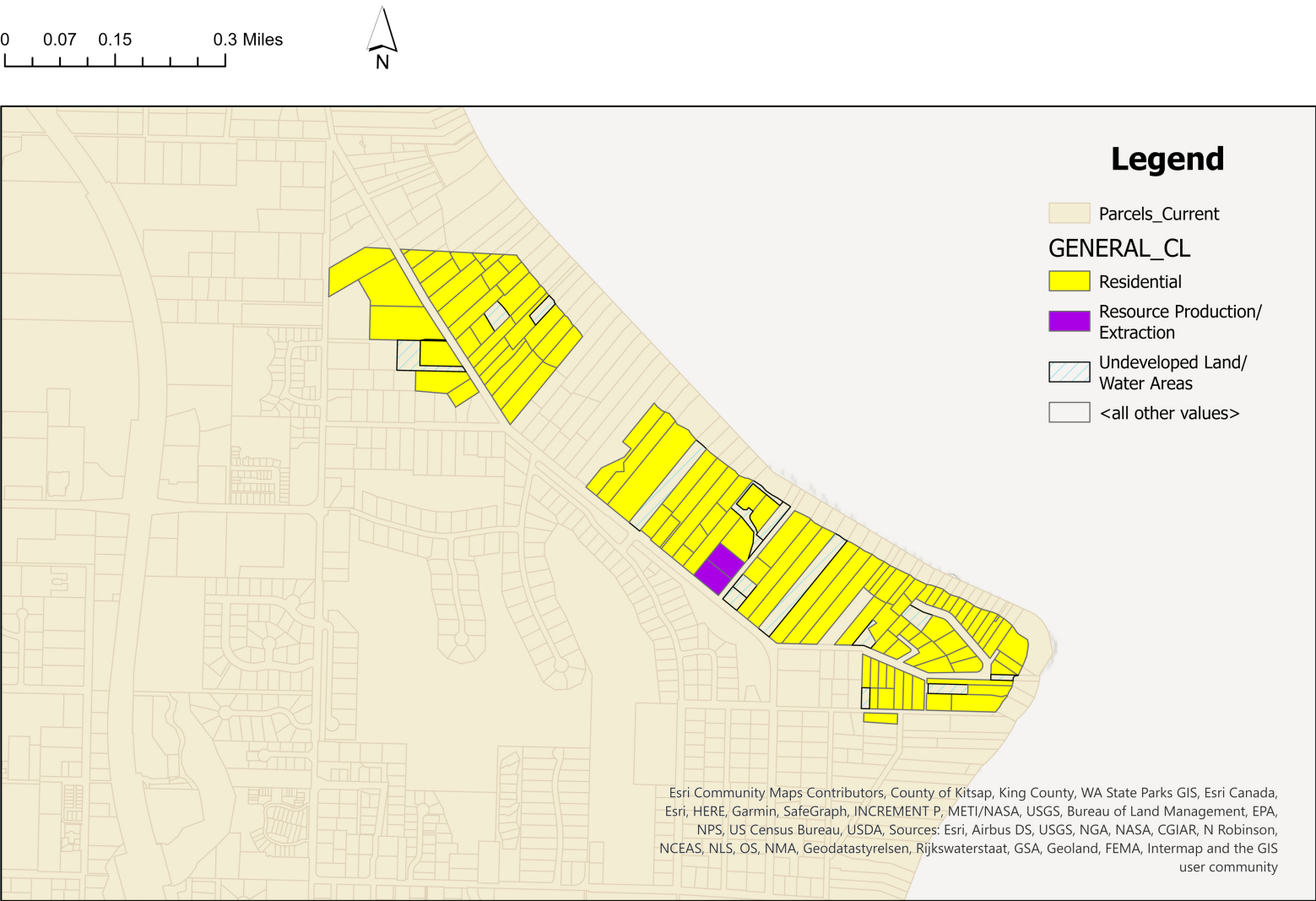


Fig. 10. Focus Area 3 Land Use Classification Map

MAJOR ASSETS IN FOCUS AREA 3

(Omitted)

CONNECTIVITY

Presence of Sidewalks in Winslow, Bainbridge Island



Date: November 8th 2021

Map Author: UW CEP 460 Team

This map uses 2020 Google Street View imagery to indicate roads in Winslow that either have sidewalks on both sides of the road, one side, or not at all. Google Street View does not have imagery from certain streets that are, for example, long private driveways or within some shopping centers or hotel complexes. Sidewalks have been defined as paved path separate from the road by a curb.

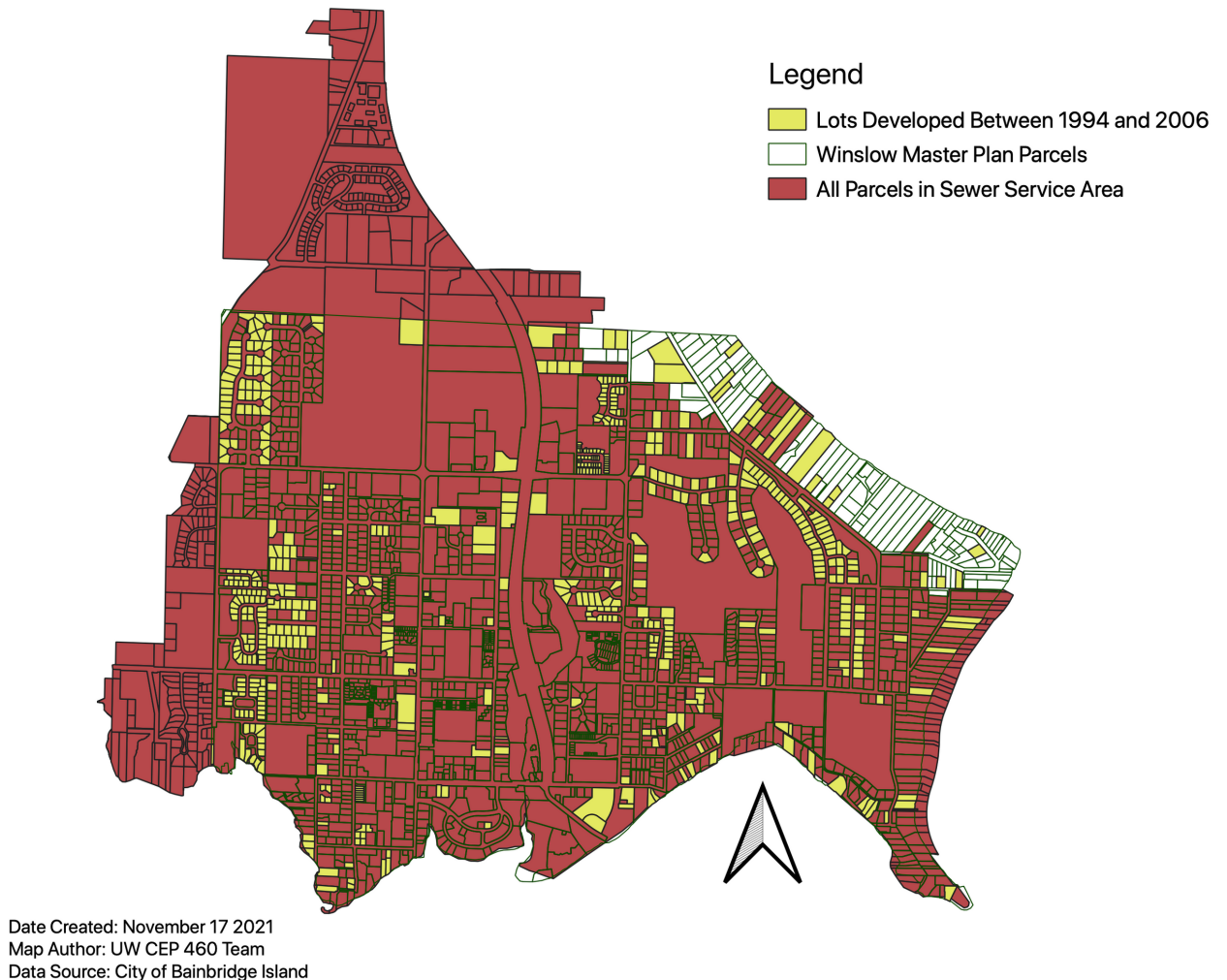
Fig. 11. Presence of Sidewalks in Winslow, Bainbridge Island

According to the City's Comprehensive Plan and Island-Wide Transportation Map, the City has a very diverse transportation system, however, the current transportation system in place is still designed around motor vehicles with SR 305 and the ferry system as the “backbone.” For now, the City is aiming to create a more pedestrian- and bicyclist-friendly transportation system to alleviate existing transportation problems such as traffic congestion. Our team started out at Heather's request to analyze the transportation system of the City of Bainbridge Island, and although this is no longer an important part of our mission at this time, we have since discovered that the transportation system is inextricably linked to the future growth of Winslow Community. First, the roads serve as dividing lines in the city and help us to define the scope of our study in this case. Second, people's travel habits determine the carrying capacity of the existing transportation system. On Bainbridge Island, where public transportation and non-motorized systems are not very well developed, the reliance on automobiles may also hinder the further development of Winslow since the carrying capacity of SR 305 is limited. In conclusion, the study of the transportation system remains extremely meaningful for our project.

From this map (Figure 11) we learn that the Winslow area is a very car-centered environment. Most streets that have sidewalks on both sides are major roads with heavier traffic while side streets or the dead-end streets with homes on them are more likely to have a sidewalk on one side or none at all. This lack of connectivity and accessible sidewalks right outside homes decreases the walkability of the area and incentivizes using a car to go anywhere. The Winslow subarea is overall a very “human scale” environment, and adding more sidewalks in strictly residential areas will make streets safer for pedestrians and also open up conversations about, for example, adding identifiable bike lanes increases safety and promotes other forms of transportation.

DENSITY AND GROWTH ANALYSIS

Lots Developed Between 1994-2006 Both Within and Outside the
Winslow Sewer Service Area



*Fig. 12. Lots Developed Between 1994-2006 Both Within and
Outside the Winslow Sewer Service Area*

Lots Developed from 2006-2021 Both Within and Outside the Winslow Sewer Service Area

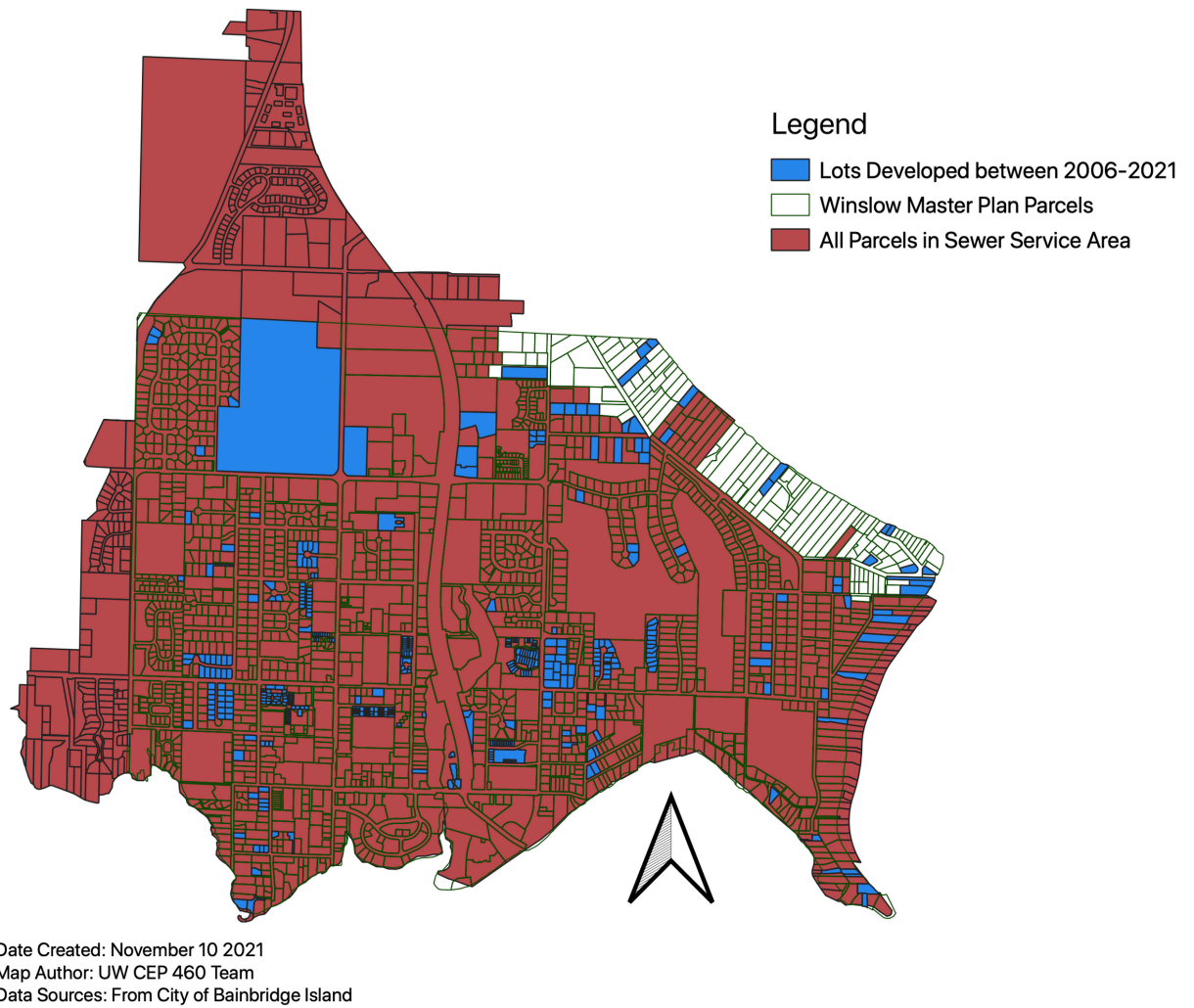
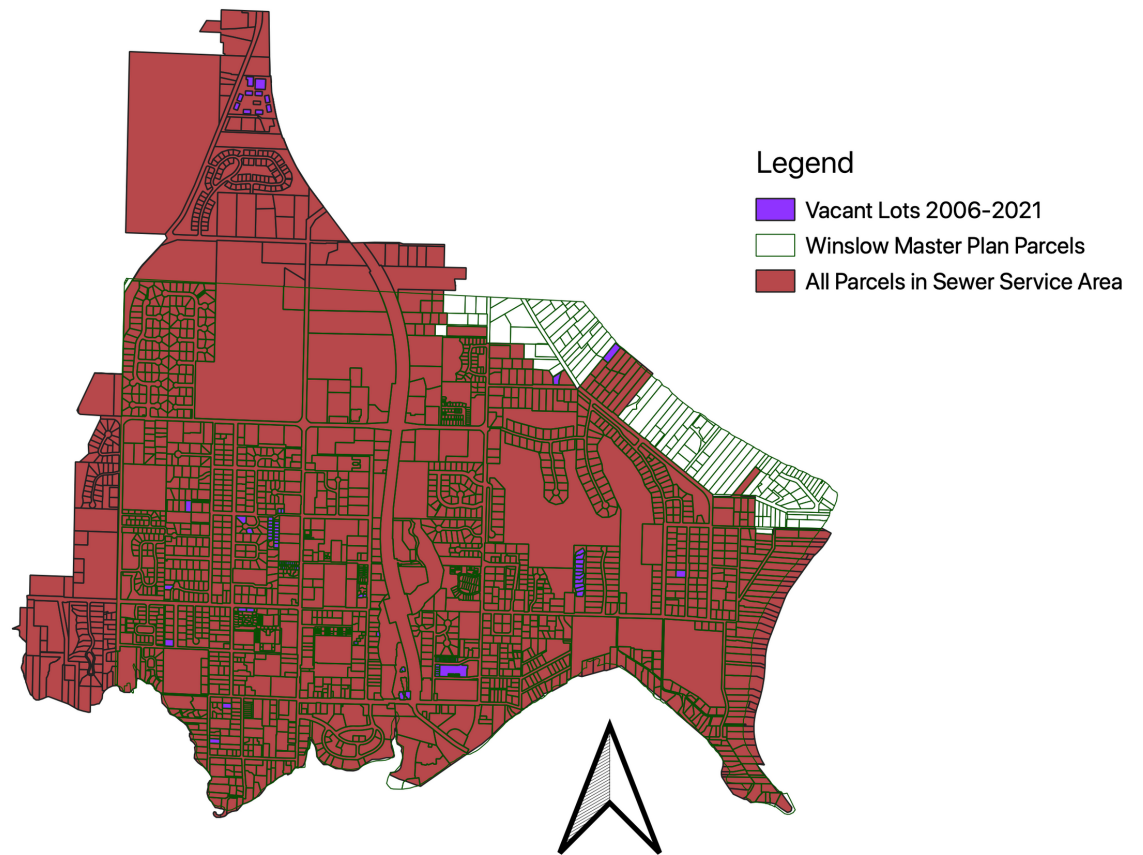


Fig. 13. Lots Developed Between 2006-2021 Both Within and Outside the Winslow Sewer Service Area

Vacant Lots in Winslow Sewer Service Area, 2006-2021



Date: November 29 2021
Map Author: UW CEP 460 Team
Data Source: City of Bainbridge Island

Fig. 14 Vacant Lots in Winslow Sewer Service Area, 2006-2021

Figure 9 is a map of vacant lots in both the Winslow Master Plan area and Sewer Service area. We focused on 2006-2021 to look at more recent trends and see if there are patterns if certain zoning areas have more vacancies than others. In the data, both vacant lots and lots currently under development are classified as “vacant,” so some of these lots are already in development. Although most vacancies are already within the Master Plan boundary, expanding the boundary at this time would ensure that any further development and vacancies produce positive economic development practices and preserve community character.

Through our research these are two areas of tension surrounding development in Winslow, but if the plan boundary is expanded to include the entire sewer service area, the vision for the future can be consistent, preserve or develop community identity, and help existing residences and businesses better predict the future development of an area.

***The few clusters of lots in purple are residential and one is an office/trade classification. The orange clusters are also residential and condos and there was only one other lot that was “vacant” in 2005 in the center of the already identified trade/office condo complex in the north. We did a separate analysis of vacant lots between 1994 and 2006 to make sure we didn’t miss any major trends just before 2006.*

TABLES

Master Plan Study Area Summary Table 2006-2021

Building Date	Quantity	Land Codes	Quantity	General Classification	Quantity	Zoning	Quantity
2006	22	Church	1	Cultural/Recreational	2	CORE	42
2007	16	Commercial Retail	2	Government/Services	4	Erck	2
2008	7	Commercial Service	3	Residential	393	ERICK	22
2009	11	Common Area	3	Trade	7	FTD	26
2010	9	Facilities	1	Underdeveloped Land/Water Areas	3	GATE	2
2011	5	Schools	1	Total	409	GATE AND *	1
2012	30	Suburban	1			Gate/Core	1
2013	42	Urban_High	134			HS-1	2
2014	9	Urban_Low	44			HS-2	1
2015	17	Urban_Med	35			HS-2 / HS*	1
2016	81	Urban_Standard	106			MAD	13
2017	21	Vacant	78			NC	1
2018	54	Total	409			R-0.4/R-2	1
2019	28					R-14	50
2020	39					R-2	32
2021	18					R-2.9	57
Total Lots	409					R-3.5	65
						R-4.3	68
						R-8	11
						R2.9	11
						Total	409

Fig. 15 Master Plan Area Lot Summary Table

- 96% of lots are residential
- 95% of all residential lots single family classification (374 lots)
- 70% of vacant lots are vacant as of 2020 and 2021 (55/78 lots)
- Summary tables focus on 2006-2021 because the last update of the Master Plan was in 2007

Sewer Service Study Area Summary Table 2006-2021							
Building Date	Quantity	Land Codes	Quantity	General Classification	Quantity	Zoning	Quantity
2006	32	Church	3	Cultural/Recreational	4	B/I	1
2007	15	Commercial Retail	2	Government/Services	8	CORE	42
2008	11	Commercial Service	5	Residential	408	Erck	2
2009	10	Common Area	3	Trade	17	ERICK	22
2010	9	Facilities	2	Underdeveloped Land/Water Areas	3	FTD	26
2011	4	Hospitals	1	Total	440	GATE	2
2012	30	Schools	1			GATE AND *	1
2013	43	Suburban	1			Gate/Core	1
2014	9	Urban_High	132			HS-1	2
2015	17	Urban_Low	47			HS-2	1
2016	81	Urban_Med	35			HS-2 / HS*	1
2017	21	Urban_Standard	120			LM	11
2018	69	Vacant	88			MAD	13
2019	32	Total	440			NC	1
2020	39					R-0.4	1
2021	18					R-14	50
Total	440					R-2	46
						R-2.9	59
						R-3.5	66
						R-4.3	68
						R-8	13
						R2.9	11
						Total	440

Fig. 16 Sewer Service Area Lot Summary Table

- 93% of lots are residential
- 95% of all residential lots are single family classification (390 lots)
- 62.5% of vacant lots are vacant as of 2020 and 2021 (55/88 lots)

People moving into Bainbridge per year

Year	Population	Growth Percentage
2017	23,689	0.479%
2018	24,060	1.56%
2019	24,486	1.77%
2020	24,825	1.38%
2021	24,930	.42%

Fig. 17 Yearly Population Growth Over Five Year Course

- Major growth between 2017 and 2018
- Significant decrease in 2019 to 2020, due to COVID-19 pandemic
- 5.23% Growth from 2017-2021

FLOOR AREA RATIO (FAR) FINDINGS

In order to calculate how many people Winslow's current zoning can still accommodate, we divided the data we had into four parts. The table below shows our different calculations for each different zone.

	Mixed-Use Town Center	Single-Family Zones
Vacant Lots	$(\text{Mixed-Use FAR} \times \text{Lot Area}) / (2 \times 832)$	$\text{Household/Acre} \times \text{Lot Area} \times 2.45$
Non-Vacant Lots	$(\text{Mixed-Use FAR} \times \text{Lot Area} - \text{Current Floor Area}) / (2 \times 832)$	$(\text{Household/Acre} \times \text{Lot Area} \times 2.45) - (\text{Current Floor Area} / 832)$

Fig. 18. Growth Analysis Formula Summary Table

In our calculations, only space with a land code of urban residential, vacant land, or common area is considered a potential residential area. In addition, we made three important assumptions for the purpose of our calculations. First, we assumed that half of the mixed-use FAR was used as residential. Second, we used 832 square feet as the floor area per capita. Third, we used 2.45 as the average household size in Single Family Zones.

Remaining Carrying Capacity A (RCC-A): If Winslow developed all of the vacant land and rebuilt all of the undeveloped buildings according to the base mixed-use FAR or residential density zoning, it could potentially accommodate about 5,000 more people. However, it is highly unlikely that it would allow every lot to be fully developed.

<u>RCC-A</u>	Mixed-Use Town Center	Single-Family Zones	Total
Vacant	1,325	2,664	3,989
Non-Vacant	380	316	696
Total	1,705	2,980	<u>4,685</u>

Fig. 19 Remaining Carrying Capacity A Result Table

Remaining Carrying Capacity B (RCC-B): According to our calculations, buildings in mixed-use town centers account for an average of only 57.3% of the base FAR, while buildings in suburban residential areas account for an average of only 40.7% of the zoning. If all vacant lots were developed at the same intensity as before, and all undeveloped lots were not redeveloped, the Winslow Master Plan area could only accommodate less than 2,000 more people.

<u>RCC-B</u>	Mixed-Use Town Center	Single-Family Zones	Total
Vacant	759	1,084	1,843
Non-Vacant	-	-	-
Total	759	1,084	<u>1,843</u>

Fig. 19. Remaining Carrying Capacity B Result Table

CONCLUSION

Based on the sewer service and growth trends analyses, we found that 1) the Focus Area 1 (page 14) has existing sewer services and various community assets that could benefit from being included in an expanded master plan and 2) the current zoning of the Winslow Master Plan Area does not provide sufficient space for future population growth.

It is necessary to expand the scope of the Winslow Master Plan and it should encompass and even exceed the existing sewer service area. Additionally, in order to increase the carrying capacity of the core area of the Bainbridge Island, Downtown Winslow urgently needs to be up-zoned with its FAR raised.

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Port Madison Substation Site-Specific Rezone Request and Decision Criteria Compliance Narrative

Site-Specific Rezone Request

Puget Sound Energy is requesting that the zoning designation for the Port Madison Substation be changed from Residential 0.4 (R-0.4) to Business/Industrial (B/I). This request is concurrent with PSE's application for a Comprehensive Plan map amendment for the same site. The Port Madison Substation site is a 1.23 acre parcel located at the intersection of NE Day Road West and SR-305 (Parcel #032502-3-013-2001). The substation was originally established on the site in 1954 when the property was located within unincorporated Kitsap County. Since 1954, the zoning standards and requirements for low-density residential zoning have changed; in some cases making the site non-conforming with current regulations.

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community's electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met.

PSE's Strategic System Planning department has identified an immediate need to replace aging substation infrastructure including replacing the existing control house and associated equipment within the substation fenced yard. These improvements can be accommodated under the current R-0.4 zoning regulations. Long-term projections (beyond 10-years) indicated the potential need to expand the Port Madison Substation to ensure station reliability. Current zoning requirements do not accommodate this expansion, particularly due to the Aquifer Recharge Protection Area (ARPA) requirements that focus on low-density residential land conservation, including properties within the R-0.4 zone.

Table 1: Port Madison Substation: Comparison of Development Standards Between Zones

	Requirement	Current Dimension	R-0.4 Zone	B/I Zone
South: NE Day Road West (R-0.4)	Front setback	27 feet	25 feet	50 feet/35 feet min.
	Landscape screen	23 feet min.	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
Northwest:	Side setback	15 feet	15 feet	10 feet

Business Park (B/I)	Landscape screen	10 feet full screen	20 feet partial screen/10 feet min.	0 feet
West: SR-305	Setback	26 feet min.	25 feet	50 feet
	Landscape screen	21 feet min. full screen	50 feet full screen	50 feet full screen
R-0.4	Aquifer Recharge Protection Area (ARPA) developable area	74.6 percent	35 percent	N/A

As shown in the table above, if the Port Madison Substation site is rezoned to B/I, the setback and landscape buffer requirements along the south side of the site would increase to a 50 feet requirement (minimum 35 feet), however the use intensity and relationship to land uses in the vicinity will not change. The setback and landscape screening requirements along the adjacent B/I zoned property line would decrease and the landscape buffer requirement adjacent to SR-305 would be retained as it does not correlate with the site zoning.

BIMC 2.16.140 Site Specific Rezones

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

Response: The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Port Madison Substation sits on a triangular parcel that is surrounded to the east and south by SR-305 and NE Day Road West respectively and business industrial development to the northwest. The parcel has been used for an electrical substation since 1954 and is a fixture of the community's electrical infrastructure on the Island. The site-specific rezone from R-0.4 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for electrical infrastructure. The rezone will not affect future development in the vicinity of the substation as it in no way inhibits adjacent parcel uses.

2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

Response: The site-specific rezone is warranted to bring the site zoning into alignment with the actual use of the site and to provide reasonable flexibility to provide needed upgrades to meet current and future electricity demand on Bainbridge Island. This flexibility is needed to meet changing demands for electricity in the long-term. Low density residential zoning is tailored

toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Since the substation was established on the site in 1954, the City of Bainbridge Island was incorporated in 1991. Consistent with the Comprehensive Plan policies, code and regulations applicable to low density residential development have been added and modified and are not well suited for a utility use.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

Response: The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use generally conforms to the B/I site dimensional standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

Response: The property is currently served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use.

5. The site-specific rezone is in accordance with the comprehensive plan; and

Response: The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

Electrical Utility Goals and Policies

Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.

Response: Flexibility to continue the use of the site for a substation and the potential to upgrade the site absent compliance with ARPA standards provides assurance for continued reliability of utility services.

Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

Response: Flexibility to continue the use of the site for a substation and the potential to upgrade the site absent compliance with ARPA standards provides assurance for continued capacity improvements to meet future demands.

Business/Industrial Policies

Policy LU 10.1: The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

Response: Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

Policy LU 10.4: Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

Response: The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

Policy LU 10.6: Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Response: The substation use is compatible with B/I district performance standards and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. Residentially zoned property south of the site across NE Day Road West is encumbered by a conservation easement and the residence is set back significantly from the road. The existing substation site is screened from NE Day Road West and SR-305 with significant vegetation. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by City of Bainbridge Island noise regulations.

Policy LU 10.7: B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

Response: The substation site maintains an existing landscape screen from NE Day Road West as well as SR-305. Any future site development would maintain landscape screening from NE Day Road West and SR-305 and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

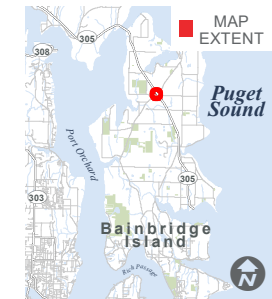
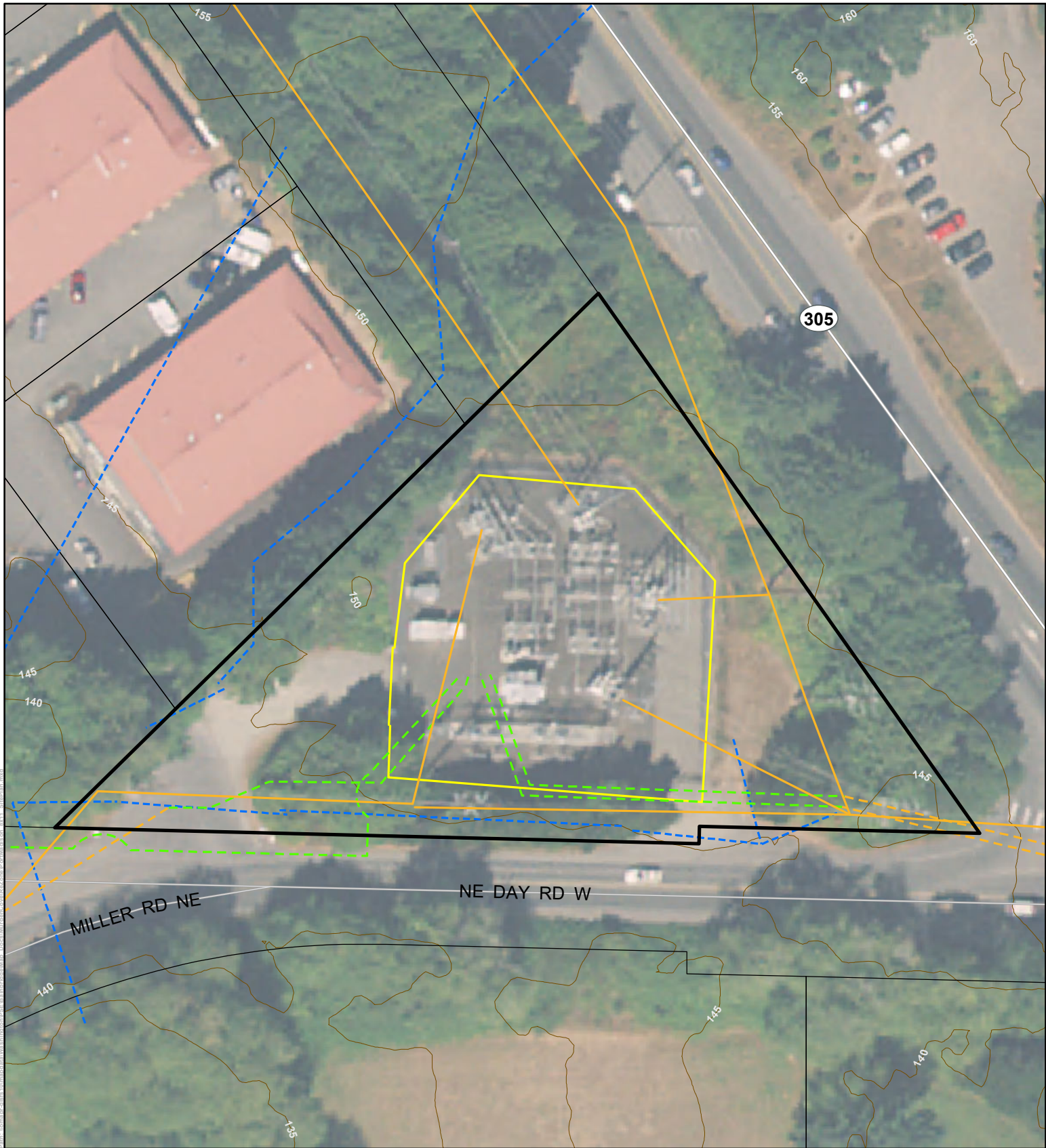
Response: Rezoning the Port Madison Substation site from R-0.4 to B/I would generally not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities within the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is generally compliant with these standards and will continue to be compliant with a change in zoning from R-0.4 to B/I, except for the landscape buffer requirement adjacent to NE Day Road West will increase. The site use intensity and relationship to adjacent uses will not change with the change in zoning.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

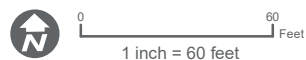
Response: The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

Response: The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical substation and its associated impacts on the environment will not change.



- | | |
|--------------------------------------|-------------------------|
| — Site Boundary | - - - Stormwater |
| — Fence Line | — Contour (5ft) |
| — Transmission Line | □ Kitsap County Parcels |
| - - - Overhead Distribution Line | — State Route |
| - - - Underground Distribution Cable | — Major Roads |



SITE PLAN
PORT MADISON SUBSTATION
 PARCEL: 032502-3-013-2001
 NE DAY RD W

SEPA ENVIRONMENTAL CHECKLIST

Purpose of checklist:

Governmental agencies use this checklist to help determine whether the environmental impacts of your proposal are significant. This information is also helpful to determine if available avoidance, minimization or compensatory mitigation measures will address the probable significant impacts or if an environmental impact statement will be prepared to further analyze the proposal.

Instructions for applicants:

This environmental checklist asks you to describe some basic information about your proposal. Please answer each question accurately and carefully, to the best of your knowledge. You may need to consult with an agency specialist or private consultant for some questions. You may use "not applicable" or "does not apply" only when you can explain why it does not apply and not when the answer is unknown. You may also attach or incorporate by reference additional studies reports. Complete and accurate answers to these questions often avoid delays with the SEPA process as well as later in the decision-making process.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

Instructions for Lead Agencies:

Please adjust the format of this template as needed. Additional information may be necessary to evaluate the existing environment, all interrelated aspects of the proposal and an analysis of adverse impacts. The checklist is considered the first but not necessarily the only source of information needed to make an adequate threshold determination. Once a threshold determination is made, the lead agency is responsible for the completeness and accuracy of the checklist and other supporting documents.

Use of checklist for nonproject proposals:

For nonproject proposals (such as ordinances, regulations, plans and programs), complete the applicable parts of sections A and B plus the [SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS \(part D\)](#). Please completely answer all questions that apply and note that the words "project," "applicant," and "property or site" should be read as "proposal," "proponent," and "affected geographic area," respectively. The lead agency may exclude (for non-projects) questions in Part B - Environmental Elements –that do not contribute meaningfully to the analysis of the proposal.

A. Background [\[HELP\]](#)

1. Name of proposed project, if applicable:

PSE Port Madison Substation Comprehensive Plan Map Amendment (CPMA) and Site-Specific Rezone (Rezone)

2. Name of applicant:

Kerry Kriner, Puget Sound Energy

3. Address and phone number of applicant and contact person:

6500 Ursula Place South, Seattle WA 98108, 425-462-3821

4. Date checklist prepared: *December
December 2021/January 2022*
5. Agency requesting checklist:
City of Bainbridge Island
6. Proposed timing or schedule (including phasing, if applicable):
The Comprehensive Plan Map Amendment request will be applied for during the 2022 open application period (January 1 – February 28, 2022). The Site-Specific Rezone request will be submitted concurrently.
7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.
Future upgrades and/or expansions of the substation may be needed as the electrical needs of the community continue to grow.
8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.
Port Madison Substation Stream Assessment, October 2021, HDR Inc.
9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

Minor Conditional Use Permit and Grading Permit for upgrades within the substation fence. The CPMA and Rezone are not required for the City to approve those permits.
10. List any government approvals or permits that will be needed for your proposal, if known.

*Comprehensive Plan Map Amendment – City of Bainbridge Island
Site-Specific Rezone – City of Bainbridge Island
SEPA Threshold Determination – City of Bainbridge Island*
11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)
The Port Madison Substation site is a 1.23 acre triangular parcel located on the northwest corner of the intersection of NE Day Road West and SR-305 and is zoned R-0.4. The site has been used for an electrical substation since 1954. PSE is requesting Comprehensive Plan Map Amendment approval to designate the site as Business/Industrial (B/I) on the Future Land Use Map (Figure LU-5) in the Comprehensive Plan. The current designation is Residential 0.4 (R-0.4). PSE is also requesting that the City concurrently rezone the site from R-0.4 to B/I on the City's Official Zoning Map. This will bring the site zoning in alignment with the long-term use of the site.
12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description,

site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

The Port Madison Substation site is located on the northwest corner of the intersection of NE Day Road West and SR-305 in Section 3, Township 25, Range 2E, SW Quarter Section (Parcel #03250230132001). See vicinity map attached.

B. Environmental Elements [\[HELP\]](#)

1. Earth [\[help\]](#)

a. General description of the site:

(circle one) ☒ Flat, ☐ rolling, ☐ hilly, ☐ steep slopes, ☐ mountainous, other _____

b. What is the steepest slope on the site (approximate percent slope)?

The steepest slope on the site is less than 40% in grade (City of Bainbridge Island Critical Areas Web Application).

c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

The site contains sandy loam soils based on the City of Bainbridge Island SAR Web Application tool. There is no evidence that the site has historically been used for agriculture.

d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

There are no known indications of unstable soils in the immediate vicinity. The landscape around the site is fairly flat. (City of Bainbridge Island Critical Areas Web Application)

e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill.

No filling and excavation will occur as part of the CPMA or Rezone.

f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

The CPMA and Rezone request do not involve clearing or construction. Future development activities on the site may result in minor erosion.

g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

There will be no project construction directly associated with the CPMA and Rezone requests.

h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

There are no proposed measures to reduce or control erosion as there will be no impacts directly associated with the CPMA or Rezone requests. Any future site work will implement appropriate measures in conjunction with development permit review.

2. Air [\[help\]](#)

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known. *No emission to the air will result from the proposed CPMA or Rezone requests. The substation use does not produce air emissions.*
- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe. *There are no off-site sources of emissions or odor that will affect the CPMA, Rezone request or continued use of the site for an electrical substation.*
- c. Proposed measures to reduce or control emissions or other impacts to air, if any: *There are no know impacts; therefore no measures are proposed.*

3. Water [\[help\]](#)

a. Surface Water: [\[help\]](#)

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into. *There is an unnamed ditch along the frontage of the site that has been classified in City mapping as a Fish stream. Field work performed by HDR, Inc. in 2021 indicates this mapped stream is non-fish bearing and does not exhibit the characteristics to be classified as a stream.*
- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? *If yes, please describe and attach available plans. The CPMA and associated Rezone requests will not involve any site work.*
- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material. *No fill or dredge material will be placed in surface water or wetlands associated with the CPMA and Rezone requests.*
- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known. *No surface water withdrawals or diversions will result from the CPMA and Rezone requests.*
- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan. *The site is not located within a 100-year floodplain.*
- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge. *The CPMA and Rezone requests do not involve any discharges of waste materials to surface waters.*

b. Ground Water: [\[help\]](#)

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known. *There are no wells on the*

substation site and the substation does not use water for drinking or other purposes. Therefore, no withdrawals from a well will occur as result of the CPMA request, Rezone request or continued use of the site for an electrical substation.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve. *There is no septic system or tanks associated with the electrical substation site.*

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe. *Stormwater runoff will not result from the non-project CPMA request or Rezone request. The site contains an existing stormwater infiltration system that serves the substation.*
- 2) Could waste materials enter ground or surface waters? If so, generally describe. *There are no waste materials associated with the requests under consideration. No waste material will enter ground or surface waters from the continued substation use.*
- 3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe. *The proposed CPMA and Rezone will not alter or otherwise affect drainage patterns in the vicinity of the site. The continued substation use of the site will not either.*

d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any: *No impacts are anticipated; therefore no measures are proposed.*

4. **Plants** [\[help\]](#)

a. Check the types of vegetation found on the site:

- ☒ deciduous tree: alder, maple, aspen, other
☒ evergreen tree: fir, cedar, pine, other
☒ shrubs
☒ grass
☐ pasture
☐ crop or grain
☐ Orchards, vineyards or other permanent crops.
☐ wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
☐ water plants: water lily, eelgrass, milfoil, other
☐ other types of vegetation

b. What kind and amount of vegetation will be removed or altered?

No vegetation will be removed or altered as a result of the proposed amendment and rezone requests.

- c. List threatened and endangered species known to be on or near the site.
There are no known threatened or endangered plant species on or near the site. The WDFW PHS database does not indicate any plant species of significance on or in the vicinity of the site.
- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any: *There will be no proposed landscaping as a result of the CPMA and Rezone requests. The site landscaping will not change.*
- e. List all noxious weeds and invasive species known to be on or near the site.
Invasive species on the site primarily consists of Himalayan blackberry.

5. Animals [\[help\]](#)

- a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site.

Examples include:

birds: hawk, heron, eagle, songbirds, other:
mammals: deer, bear, elk, beaver, other:
fish: bass, salmon, trout, herring, shellfish, other _____

Song birds have been observed on or near the site. Although not observed, the site and vicinity are likely used by birds of prey and mammals such as deer and raccoon.

- b. List any threatened and endangered species known to be on or near the site.
No known threatened or endangered species are on or near the site. The WDFW PHS database does not indicate any species of significance on or in the vicinity of the site.
- c. Is the site part of a migration route? If so, explain.
The site falls within the general route for migratory birds that extends from Alaska to Patagonia (U.S. Dept. of Fish and Wildlife Service).
- d. Proposed measures to preserve or enhance wildlife, if any:
No work will occur on the site as part of the CPMA and Rezone requests; therefore no measures to preserve or enhance wildlife are proposed or appropriate.
- e. List any invasive animal species known to be on or near the site.
No invasive animal species are known to be on or near the site (USDA Native Invasive Species Information Center, Early Detection and Distribution Mapping System).

6. Energy and Natural Resources [\[help\]](#)

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc. *The CPMA and Rezone requests do not include any energy needs. The site will continue to serve the community with electricity.*
- b. Would your project affect the potential use of solar energy by adjacent properties?
If so, generally describe. *The non-project CPMA and Rezone requests will not impact the potential use of solar energy by adjacent properties.*

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any: *The CPMA and Rezone requests do not include project level proposals involving energy conservation features.*

7. Environmental Health [\[help\]](#)

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.
- 1) Describe any known or possible contamination at the site from present or past uses.
There is no known contamination at the site. The substation use has been on the site since 1954.
 - 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity. *There are no known hazardous chemicals/conditions. The CPMA and Rezone requests do not include site development.*
 - 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project. *There are no known toxic or hazardous chemicals associated with the substation use. The non-project CPMA and Rezone requests do not involve toxic or hazardous chemicals.*
 - 4) Describe special emergency services that might be required. *No special emergency services will be required for the continued use of the site for a substation nor the non-project requests.*
 - 5) Proposed measures to reduce or control environmental health hazards, if any:
No environmental health hazards are known; therefore no measures are proposed.

8. Noise

- a. What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)? *The site is adjacent to SR-305 which experiences high volumes of traffic. Ambient noise will not impact the continued use of the site for an electrical substation. Noise is not an element of the non-project CPMA and Rezone requests.*
- b. What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site. *The existing substation use emits noise levels from equipment that fall below the noise thresholds in BIMC 16.16. Continued upgrades to the substation are not expected to increase noise levels. Noise is not associated with the non-project CPMA and Rezone requests.*

- c. Proposed measures to reduce or control noise impacts, if any:
No impacts have been identified; therefore no measures are warranted.

9. Land and Shoreline Use [\[help\]](#)

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe. *The current use of the site is an electrical substation. Surrounding properties adjacent to the site include business industrial uses. The property to the south across NE Day Road West is a large single-family residential parcel with a house and conservation property. The non-project CPMA and Rezone requests will not affect land uses on nearby or adjacent properties as the site use will not change.*
- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use? *There is no evidence the site was used as working farmlands or working forest lands prior to 1954 when the substation use was established (historicaerials.com).*
- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how: *The proposal will not affect or be affected by surrounding working farm or forest land as those lands do not exist in the vicinity of the site. Additionally, the proposal is a non-project action.*
- c. Describe any structures on the site.
There are no structures on the site. The site is used for an electrical substation and includes substation equipment and transmission lines.
- d. Will any structures be demolished? If so, what? *No structures will be demolished as a result of the non-project CPMA and Rezone requests.*
- e. What is the current zoning classification of the site?
The site is currently zoned Residential 0.4 (R-0.4).
- f. What is the current comprehensive plan designation of the site?
The current comprehensive plan designation of the site is Residential 0.4 (R-0.4).
- g. If applicable, what is the current shoreline master program designation of the site?
The site is not located within shoreline jurisdiction; therefore there is no shoreline master program designation of the site.
- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.
There is a mapped Fish stream within the NE Day Road West road right-of-way adjacent to the site frontage (City of Bainbridge Island Critical Areas Web Application). Field work conducted by HDR, Inc. in 2021 concluded that the mapped stream is not fish bearing nor exhibits characteristics to qualify as a regulated stream. The site is regulated under the Aquifer Recharge Protection Area (ARPA) regulations by virtue of being located within the R-0.4 zoning district. There are no other critical areas on the site classified by the city or county (City

- i. Approximately how many people would reside or work in the completed project?
The existing substation use is unmanned. The non-project CPMA and Rezone requests will not change this status.
- j. Approximately how many people would the completed project displace? *The non-project action CPMA and Rezone requests and continued use of the site for an electrical substation will not result in displacement.*
- k. Proposed measures to avoid or reduce displacement impacts, if any: *No displacement will occur; therefore no measures are warranted.*
- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any: *The proposed CPMA and Rezone will bring the site future land use designation and associated zoning into alignment with the current and future use of the site as an electrical substation.*
- m. Proposed measures to reduce or control impacts to agricultural and forest lands of long-term commercial significance, if any: *No agricultural and forest lands of long-term significance will be impacted by the proposal; therefore no measures are proposed.*

10.Housing [\[help\]](#)

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing. *No housing units will be provided as a result of the non-project CPMA and Rezone requests or the continued use of the site for an electrical substation.*
- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing. *No housing units will be eliminated as a result of the non-project CPMA and Rezone requests or the continued use of the site for an electrical substation.*
- c. Proposed measures to reduce or control housing impacts, if any: *No housing impacts will result from the proposal; therefore no measures are warranted.*

11. Aesthetics [\[help\]](#)

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed? *No structures or building materials are proposed as part of the CPMA and Rezone requests.*
- b. What views in the immediate vicinity would be altered or obstructed? *No views will be altered or obstructed as a result of the CPMA and Rezone requests.*
- c. Proposed measures to reduce or control aesthetic impacts, if any: *No aesthetic impacts will result from the non-project requests; therefore no measures are proposed. The use of the site for an electrical substation will not change.*

12. Light and Glare [\[help\]](#)

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur? *The CPMA and Rezone requests will not produce light or glare, nor will the continued use of the site for an electrical substation.*
- b. Could light or glare from the finished project be a safety hazard or interfere with views? *No light or glare will result from the non-project requests nor the continued use of the site for an electrical substation. Therefore, there will be no safety hazard or interference with views.*
- c. What existing off-site sources of light or glare may affect your proposal? *There are no known off-site sources of light or glare that will impact the non-project action requests or the continued use of the site for an electrical substation.*
- d. Proposed measures to reduce or control light and glare impacts, if any: *No impacts will result from the proposal; therefore no measures are warranted.*

13. Recreation [\[help\]](#)

- a. What designated and informal recreational opportunities are in the immediate vicinity? *There are no designated or informal recreational opportunities in the immediate vicinity of the site. Manzanita Park is approximately 0.30 miles west of the site on NE Day Road West.*
- b. Would the proposed project displace any existing recreational uses? If so, describe. *The proposal will not displace any existing recreational uses.*
- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any: *No impacts to recreation have been identified; therefore no measures are proposed.*

14. Historic and cultural preservation [\[help\]](#)

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers? If so, specifically describe.

*PSE Port Madison Substation Site – parcel #032502-3-013-2001; originally developed in 1954
The site is currently not listed in national, state or local preservation registers.*

The following properties are listed in the Washington State DAHP WISAARD database:

- *Residence, 14313 North Madison Avenue NE (undetermined)*
- *Thomas Beaton House, 13509 Ellingsen Road (undetermined)*
- *Welfare House, 13045 Madison Avenue NE (undetermined)*
- *Residence, 12706 N Madison Avenue NE (undetermined)*
- *Suyematsu Farm, 9229 NE Day Road (includes workshop and garage, storage/office/bath, travel trailer, large bunkhouse, small bunkhouse, storage sheds, and historic landscape), (undetermined in WISAARD), on the National Register*

- Residence, 12364 Miller Road NE (undetermined)
- Residence, 12034 Peterson Hill Road NE (undetermined)
- Westhouse/Lindberg Residence, 6789 Bergman Road (undetermined)
- Residence, 12620 Manzanita Road NE (undetermined)

b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources. *Four Cultural Resource inventories have been conducted within 1 mile of the substation site:*

- CRA Little Manzanita Phase 1, 2020 Tierra ROW, no cultural resources identified.
- Lot C survey, Kirkman Property, 2002, Western Shore Heritage, 1 cultural resource identified.
- Elizabeth Wittick Property, 2012 EQUP Survey, 2014 NRCS, no cultural resources identified.
- CRA for DWSRF Project, 2012 CR Consultants, no cultural resources identified.

There are no archaeological sites and one cemetery identified within one mile of the site. No Traditional Cultural Properties were identified within one mile of the substation property. The WISAARD predictive model shows a very high to high risk of encountering archaeological resources around the substation site; therefore a survey is highly advised.

c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc. *PSE's qualified Cultural Resource Scientist performed a desktop review using Washington State DAHP's WISAARD database.*

d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required. *No methods are proposed as this is a non-project action analysis.*

15. Transportation [\[help\]](#)

a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any. *The Port Madison Substation site is accessed from NE Day Road West.*

b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop? *Public transit does not serve NE Day Road West west of SR-305. There are transit stops near the site on either side of SR-305. Transit is not applicable to the non-project CPMA and Rezone requests or the continued use of the site for an electrical substation.*

c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate? *Informal parking is provided at the substation site for maintenance access. No additional parking will be created by the non-project proposal.*

- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private). *The non-project action CPMA and Rezone requests will not require any new or improvements to existing roads, streets or non-motorized facilities.*
- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe. *Water, rail or air transportation are not applicable to the non-project requests. PSE maintenance employees may occasionally use ferry transportation to access the existing substation use.*
- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates? *The non-project action requests and substation use do not generate daily vehicular trips. Utility trucks and smaller vehicles occasionally access the site for maintenance activities.*
- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe. *The proposal will not interfere with or be affected by the potential movement of agricultural or forest products in the area.*
- h. Proposed measures to reduce or control transportation impacts, if any: *No transportation impacts are anticipated; therefore no measures are proposed.*

16. Public Services [\[help\]](#)

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe. *The non-project requests and continued use of the site for an electrical substation will not increase the need for public services.*
- b. Proposed measures to reduce or control direct impacts on public services, if any. *No impacts are anticipated; therefore no measures are proposed.*

17. Utilities [\[help\]](#)

- a. Circle utilities currently available at the site:
☒ electricity, ☐ natural gas, ☐ water, ☐ refuse service, ☐ telephone, ☐ sanitary sewer, ☐ septic system, other _____
- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed. *The site serves electricity to the Bainbridge Island community. No other utilities are needed for the substation use.*

C. Signature [\[HELP\]](#)

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: Kerry Kriner

Name of signee: Kerry Kriner

Position and Agency/Organization: Senior Land Planner/Puget Sound Energy

Date Submitted: 2/24/2022

D. Supplemental sheet for nonproject actions [\[HELP\]](#)

(IT IS NOT NECESSARY to use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

The proposal is not likely to increase discharge to water, emissions to air; or production, storage, or release of toxic or hazardous substations; or production of noise. Stormwater from the site currently infiltrates or drains through an existing ditch that connects to another ditch within the NE Day Road West right-of-way. Future upgrades or expansions to the site are not anticipated to result in a significant increase to stormwater released from the site. The substation does not emit substances into the air and noise produced by substation equipment is currently below maximum noise thresholds in BIMC 16.16. Rezoning the site from R-0.4 to B/I will change the site from a Class A to a Class C EDNA. This will change the allowable noise levels to be received by the neighboring B/I zoned properties to increase by 10 dBA to 70 dBA. The noise levels allowed for receiving properties in the R-0.4 across NE Day Road West will not change and will remain at 60 dBA per WAC 173-60-040.

Proposed measures to avoid or reduce such increases are: *No increase to water discharge, air emissions, toxic or hazardous substances, or noise are anticipated as a result of the requested CPMA and Rezone. Therefore, no measures are proposed. These elements will be re-evaluated at the time of any future substation upgrades or expansions.*

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The proposal is not likely to affect plants, animals, fish or marine life. The site is not located on or near a marine shoreline. There is a mapped Fish stream adjacent to the site that through field reconnaissance was determined to be a non-fish bearing ditch. The non-project request for a CPMA and Rezone will not impact these elements. Any future upgrades or expansions to the substation may potentially result in the removal of select vegetation including trees and ground cover. Appropriate site landscape screening will continue to be

maintained on the site, which makes up a majority of the existing significant site vegetation.

Proposed measures to protect or conserve plants, animals, fish, or marine life are: *No measures are proposed as part of the CPMA and Rezone requests. The existing site landscape screening and vegetation will be maintained on the site which provides some habitat for small animals and birds.*

3. How would the proposal be likely to deplete energy or natural resources?

The proposed non-project action requests and continued use of the site for an electrical substation will facilitate meeting the energy needs of the community in the long-term.

Proposed measures to protect or conserve energy and natural resources are: *The purpose of the non-project action CPMA and Rezone requests is to align the current use of the site with the appropriate zoning category and associated regulations to ensure the energy needs of the community can be met long-term.*

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands? *The non-project action requests will not use or affect environmentally sensitive areas or areas designated for governmental protection. The substation use is contained to the site.*

Proposed measures to protect such resources or to avoid or reduce impacts are: *No impacts are anticipated from the non-project action requests; therefore no measures are proposed.*

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans? *The non-project action requests will not affect land and shoreline use. The site is not located within shoreline jurisdiction and the nearest shoreline jurisdictional location is approximately 0.73 miles from the site. The land use and its compatibility with existing plans will not change with the approval of the CPMA and Rezone requests.*

Proposed measures to avoid or reduce shoreline and land use impacts are: *No impacts are anticipated to result from the non-project action requests; therefore no measures are proposed.*

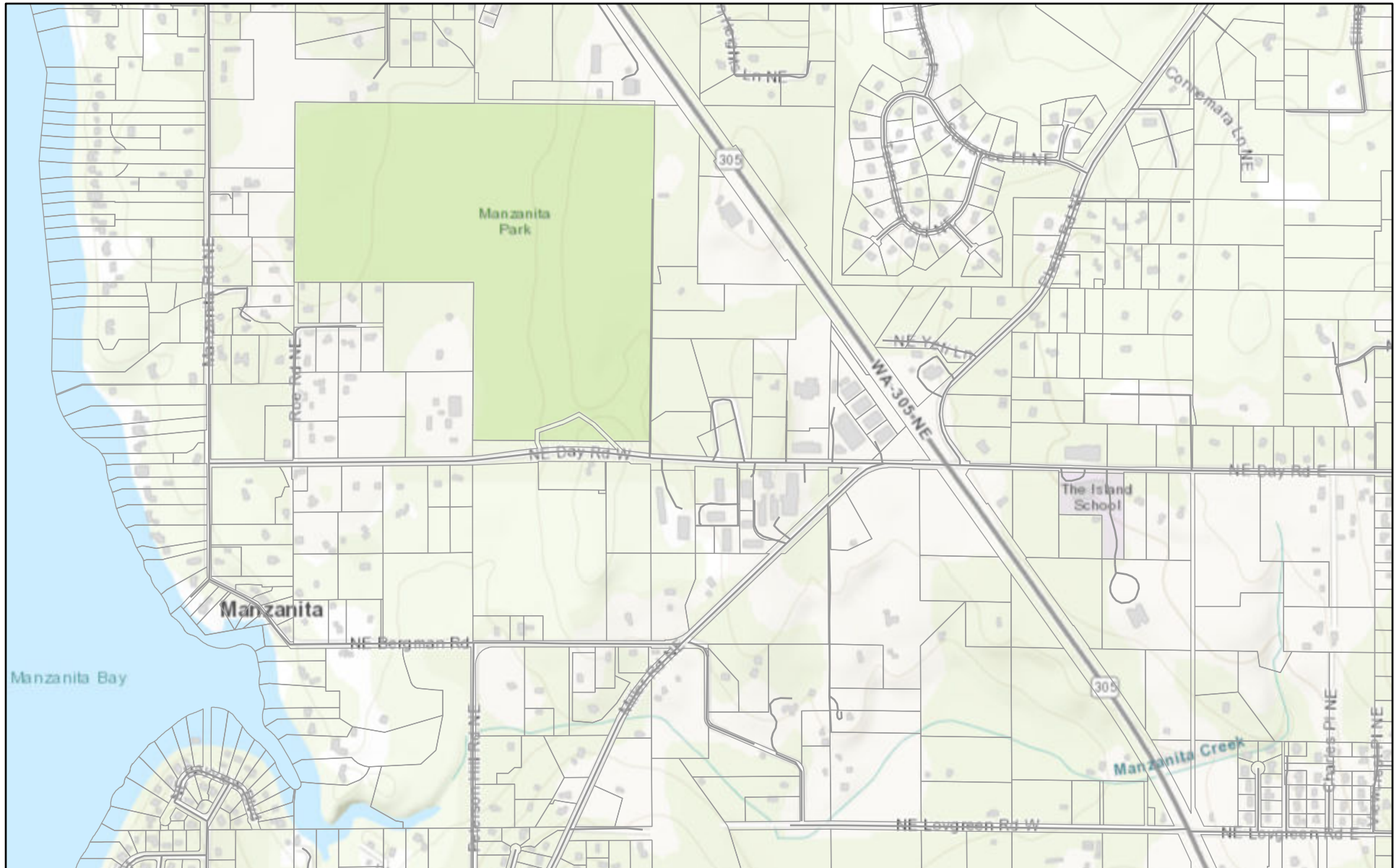
6. How would the proposal be likely to increase demands on transportation or public services and utilities? *The proposal will not increase demands on transportation or public services and utilities. The proposal will facilitate meeting the long-term electrical needs of the community*

Proposed measures to reduce or respond to such demand(s) are: *No demands are anticipated; therefore no measures are necessary.*

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or

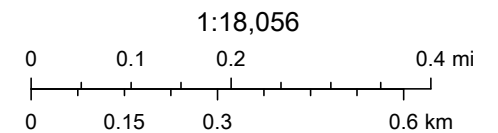
requirements for the protection of the environment. *The proposal will not conflict with local, state or federal laws or requirements for the protection of the environment. The CPMA and Rezone requests will not result in significant adverse impacts to the environment that would otherwise be avoided by retaining the current zoning designation.*

Port Madison Substation Vicinity Map



2/2/2022, 9:41:32 AM

- Streets
- Kitsap County Parcels January 2022



County of Kitsap, Bureau of Land Management, Esri Canada, Esri, HERE,

Bainbridge Island PSE Electrical Substation Overview

Summary

Flexibility required to implement a range of potential reliability and capacity improvements is being sought in Puget Sound Energy's (PSE) Comprehensive Plan Map Amendment and Site-Specific Rezone applications for the three substations to meet electrical needs on Bainbridge Island. These local needs were identified and analyzed through needs and solutions studies undertaken by PSE's Strategic System Planning department to ensure PSE can reliably serve residents and businesses over a 10-year planning horizon. The solutions report concluded that a hybrid of potential wires and non-wires alternatives would best meet the identified needs, including installing a new 115 kV transmission line to create a looped system, installing a battery energy storage system (BESS), as well as other non-wires energy efficiency and demand response solutions (collectively called distributed energy resources or DERs). As an example, a transmission line and battery energy storage system (BESS) solution will require improvements at PSE's existing substations on Bainbridge Island if implemented at either the Murden Cove or Winslow Substation sites. To give PSE the flexibility to upgrade our existing system to meet these needs, while limiting environmental and community impacts by making full use of our existing substation sites, PSE is requesting that the substation sites be rezoned from low density residential to business/industrial designations. This overview provides background on the history of the substation sites, PSE's needs and solutions assessments, and potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests are not approved.

History of Bainbridge Island Substations

Puget Sound Energy (PSE) operates three electrical substations on Bainbridge Island. These substations serve as connection points to distribute electricity to homes and businesses within the community from transmission lines that bring electricity to the Island from generation sources. Two transmission lines, the Port Madison Tap and Foss Corner-Port Madison 115 kV lines, bring power to Island from the Kitsap Peninsula over Agate Pass to Port Madison Substation located at the intersection of NE Day Road West and SR-305. From the Port Madison Substation, the Murden Cove Tap 115 kV radial transmission line connects to Murden Cove Substation located on Sportsman Club Road NE and the Winslow Tap 115 kV radial transmission line connects to Winslow Substation located on NE Bucklin Hill Road bringing electricity further onto the Island. Equipment within the three substations reduces the transmission line voltage (115 kV – 115,000 volts) to distribution voltage (12.5 kV – 12,500 volts). From these substations, distribution lines distribute power to homes and businesses throughout the community.

The first substation constructed on Bainbridge Island was the Port Madison Substation in the early 1950s. At that time, a previous configuration of the Port Madison Tap transmission line brought power to the Island via a transmission line crossing on the west side of Agate Pass bridge. The Winslow Substation was constructed in the early 1960s and was connected to Port Madison Substation with the installation of the Winslow Tap transmission line. In the 1969/1970 timeframe, the steel lattice transmission towers on either side of the Agate Pass crossing on the east side of the Agate Pass bridge were constructed, providing the support for two transmission supply lines to the Island. The existing crossing on the west side of the bridge was converted to a distribution line crossing. Murden Cove Substation was constructed in 1979 and was connected to the Port Madison Substation via the Murden Cove Tap transmission line.

As growth occurred on Bainbridge Island, PSE's facilities were replaced and upgraded to meet capacity needs and improve service reliability. In 2014 the two aging steel lattice towers on either side of the Agate Pass crossing were replaced with four steel monopoles. In 2015 the Port Madison Tap line was rebuilt with new poles and higher capacity conductors. Then in 2016 the Foss-Corner – Port Madison 115-kV line was rebuilt with new poles and higher capacity conductors. Over the years, as the linear transmission and distribution infrastructure has been upgraded and expanded, so have the three substations on the Island to support this infrastructure.

Prior to the 1991 annexation of the area of Bainbridge Island outside of the Town of Winslow, all of PSE's substations were located within rural unincorporated Kitsap County. As growth occurred on Bainbridge Island, community development extended into the areas surrounding the substation sites and PSE's substation facilities were expanded and upgraded to accommodate the added electrical load resulting from this growth. When PSE initially purchased the substation properties, it was expected that the facilities would expand and grow as additional infrastructure would be needed to support increased electrical demand. It was also understood that the substation use was not characteristic of rural residential development. Upon annexation of the City of Bainbridge Island from Kitsap County, the new City adopted existing Kitsap County zoning and development regulations (City of Bainbridge Island Ordinance 90-17), but has since expanded upon these regulations to reflect additional rural conservation policies.

Aquifer Recharge Protection Area (ARPA) Regulations

The Bainbridge Island Code regulates Aquifer Recharge Areas as critical areas under the City's critical areas regulations. According to a December 2021 City handout, "the ARPA requirement grew out of a review and assessment of the City's adoption of new state stormwater regulations that emphasize the use of Low Impact Development (LID) Best Management Practices (BMPs). A new requirement to designate an Aquifer Recharge Protection Area of up to 65 percent of a site is included in the critical areas ordinance because the City's stormwater regulations allow for *engineered solutions* which may not include any native vegetation retention".

The ARPA regulations designate the entirety of Bainbridge Island as an aquifer recharge area, however the requirement to designate a percentage of the site as an Aquifer Recharge Protection Area and preserve native vegetation is specific to low density residential zoning districts (R-0.4, R-1, and R-2), which make up a significant portion of the Island's zoning outside of areas designated to absorb density.

PSE's substation sites are located within the R-0.4 and R-2 zoning districts as a relic of the rural zoning in place prior to the incorporation of the City of Bainbridge Island. Port Madison Substation was constructed in 1954 with Winslow Substation and Murden Cove Substation constructed in 1960 and 1979 respectively. The developed area on these sites was established well before current consideration

of aquifer recharge protection. Development on the substation sites incorporates low impact stormwater features and maintains significant portions of the sites as native vegetation. With the adoption of the ARPA regulations in 2018, consideration was not given to established development providing essential services to the Island that are conditionally allowed within the low residential density zoning. The ARPA regulations do not provide a mechanism to allow continued upgrades and expansion of these essential facilities.

PSE's Substation Planning

PSE has a duty to our customers to make prudent financial investments based on infrastructure needs. PSE's Strategic System Planning department regularly assesses electrical system needs to ensure that PSE can reliably serve residents and businesses over a 10-year planning horizon. A determination of need is based on violations of NERC Compliance Standard TPL 001-4 which looks at categories including reliability, capacity, aging infrastructure and operational needs. The Bainbridge Island Electric System Needs Assessment published in 2019 determined that the Bainbridge Island electrical system has reliability, capacity, and aging infrastructure needs and concerns during the 10-year planning horizon on both the transmission and distribution systems. Per PSE solution criteria, once a solution is implemented, it must last ten years. Therefore, the solutions in the 2019 assessment are expected to serve the Bainbridge community at least 10 years beyond their in service date. The identified Bainbridge Island needs and concerns related to the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for PSE's 3 substation sites include:

- **Substation Capacity Need:** A distribution substation group capacity need was identified to support general load growth on the island and planned additional load for the electrification of the Washington State Ferries. The needs assessment identified a load growth need of 6.6 MW (megawatts) and a ferry electrification need of 10 MW.
- **Transmission Reliability Need:** A transmission reliability need was identified to improve the performance of the Winslow Tap transmission line that feeds Winslow Substation. Nearly 70 percent of the transmission outage time on Bainbridge Island is attributed to events on this transmission line.
- **Transmission Operational Flexibility Concern:** To deliver power reliability, the Bainbridge Island electrical system must be able to transfer electrical load when a transmission line needs to be taken out of service for maintenance or when a substation outage occurs due to the lack of a redundant transmission line. Customers served by Winslow and Murden Cove Substations make up two-thirds of the Island customers and these substations do not have a backup power source if the single transmission line serving each substation experiences an outage. This concern coincides with the transmission reliability need.

The range of identified needs and concerns require that PSE evaluate potential wire and non-wire solutions, the majority of which require or potentially require upgrades and improvements at the Murden Cove, Winslow and Port Madison substation sites.

Solutions. PSE is actively evaluating a range of potential solutions to address the identified needs and concerns. As noted above, many of these solutions could result in needed improvements at PSE's three existing substation sites. Potential solutions to address capacity needs include the installation of a battery energy storage system (BESS) at either the Murden Cove or Winslow Substation site or encouraging the use of DERs. DERs (distributed energy resources) are demand response and energy efficiency measures that homeowners and businesses can incorporate into their residences and buildings as a means of reducing total island energy needs.

Transmission reliability and operational flexibility solutions are also being evaluated to determine which solutions PSE will ultimately propose, design, and move forward with permitting and implementation. This includes the potential to construct a new 115 kV transmission line between the Murden Cove and Winslow Substations (the Murden Cove – Winslow 115 kV transmission line) to create a looped transmission system between the three substations on Bainbridge Island and to build redundancy into the system should one of the existing radial transmission lines experience an outage. Finally, PSE is considering the potential need to install a second transformer bank at Murden Cove and/or Winslow Substations in the long-term (beyond the 10 year planning horizon). PSE needs the flexibility to implement a range of solutions, many of which may require infrastructure improvements at one or more substation sites.

Potential Substation Improvements. PSE is in various stages of planning for potential improvements at the three substation sites. Potential improvements at each site following approval of the Comprehensive Plan Map Amendment and Site-Specific Rezone requests include:

Port Madison Substation: PSE is proposing to replace the existing control house (enclosure that houses the equipment that oversees, controls and protects the functioning of the substation) and other associated equipment within the existing substation yard in 2023. This work is to address aging infrastructure replacement needs within the substation and must be completed prior to work at the other two substations.

Long-term (beyond 10-years), PSE may need to expand the Port Madison Substation and upgrade the substation 115 kV bus infrastructure to meet future system needs.

Murden Cove Substation: PSE is evaluating the potential to install a 3.3 MW BESS at Murden Cove Substation to address substation capacity needs during peak demand periods, installing a new control house and upgrading site stormwater improvements. Additionally, PSE is evaluating expanding the existing 115 kV bus infrastructure to address transmission line reliability and operational flexibility solutions, including a new 115 kV transmission line. This would require expansion of the existing 115 kV bus within the substation and addition of a control house which would be needed in the event the BESS was not installed at the site and a control house not already installed for that project.

Winslow Substation: Another potential site that PSE is exploring with BESS vendors is the Winslow Substation site. A BESS at this site could address substation capacity need now or in the future. A BESS at Winslow would require expansion of the existing substation fenced area and installation of a new control house, as well as stormwater upgrades. To address transmission system reliability, if PSE ties the new 115 kV transmission line into Winslow Substation, substation expansion will be needed independent of the improvements needed for

the BESS, including expansion of the 115 kV bus and stormwater upgrades. In the long-term, independent of near term needs, PSE anticipates the need to add a second transformer bank to the substation to support system capacity.

Potential Outcomes without the Rezone

PSE determined that rezoning the substation sites is the appropriate strategy to meet the long-term electrical needs of the community. In order for the potential solutions in the 10 year horizon plan and beyond to be implemented, improvements are needed at the substation sites. Expansion of the existing substation yards are needed at Winslow and Murden Cove Substations. In order for these expansions to occur and bring the site designations into alignment with their long-term utility use, PSE is requesting that the City of Bainbridge Island rezone the properties.

The following summarizes potential outcomes if the Comprehensive Plan Map Amendment and Site-Specific Rezone requests for the three substations were not approved by the City of Bainbridge Island. These outcomes are based on the 10-year planning horizon and preferred solutions identified by PSE's Strategic System Planning department.

Outcome 1: Aquifer Recharge Protection Area Code Amendment. PSE explored the option to amend the existing critical areas regulations as they pertain to Aquifer Recharge Protection Areas (ARPA) to allow an exemption or accommodation for substation uses located on low density residentially zoned property. After discussions with City staff, it was determined that providing an exemption or allowance for a specific non-residential use in specific locations within in the ARPA code was not preferred from a policy standpoint.

The ARPA regulations were passed in 2018 as part of a critical areas code update to address protection of groundwater resources as the entirety of Bainbridge Island was designated as an ARPA based upon its sole source aquifer designation for the community's drinking water. The City chose to impose the ARPA restrictions based on assumptions that the use of the properties in low density residential zoning districts would predominantly be low density single-family residential development. The code does make an incremental allowance for additional developed area for parks and schools, but does not consider other existing essential community uses that are located within low-density residential zoning districts. The substations are within these districts as a vestige of zoning designations and associated development standards being overlaid on existing land uses that were present before Bainbridge Island was incorporated as a city. As the community grows and policies evolve, these essential uses do not necessarily reflect characteristic development within the low density residential zoning districts or the associated policies within the Comprehensive Plan.

The ARPA regulations focus on maintaining the Island's rural character when developing low density residential property. The substation sites are already significantly developed with non-residential uses that will not revert back to having less developed area. Code amendments generally do not target specific sites, but do generally provide performance standards for specific uses. Changing the zoning designation to reflect the use of the sites for substations provides clarity and certainty for the community and is the preferred approach from a policy standpoint.

Outcome 2: Retain Low Density Residential Zoning and Comply with ARPA Regulations. The implications of this approach are site dependent; however retaining the existing zoning at any substation site does not allow for flexibility in upgrading the existing system to meet current and future needs while limiting environmental and community impacts by making full use of the existing sites.

Port Madison Substation: The Port Madison Substation site is currently 75 percent developed. The improvements identified within the next 10 year planning horizon can be accommodated within the existing substation yard footprint. These improvements do not trigger over 800 square feet of new impervious surfaces on the site or 7,000 square feet of land disturbing activity. Therefore, compliance with the ARPA regulations is not triggered. This should sustain substation operations for the next 10 -20 year planning period.

Substation Capacity Improvements: If the Murden Cove Substation site retains the R-2 zoning designation, the BESS cannot be accommodated on the site and would have to be sited elsewhere. Assuming the Winslow Substation retains the R-0.4 zoning designation, the BESS could not be located on that site. Port Madison Substation does not have enough land area for inclusion of the battery at that site, regardless of the zoning designation. Based on land availability on Bainbridge Island, a green field site that is located within low density residential zoning (R-0.4, R-1, or R-2) would be a likely location.

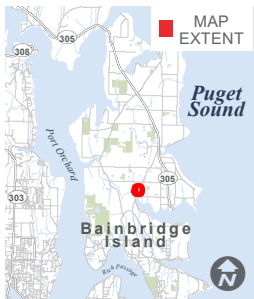
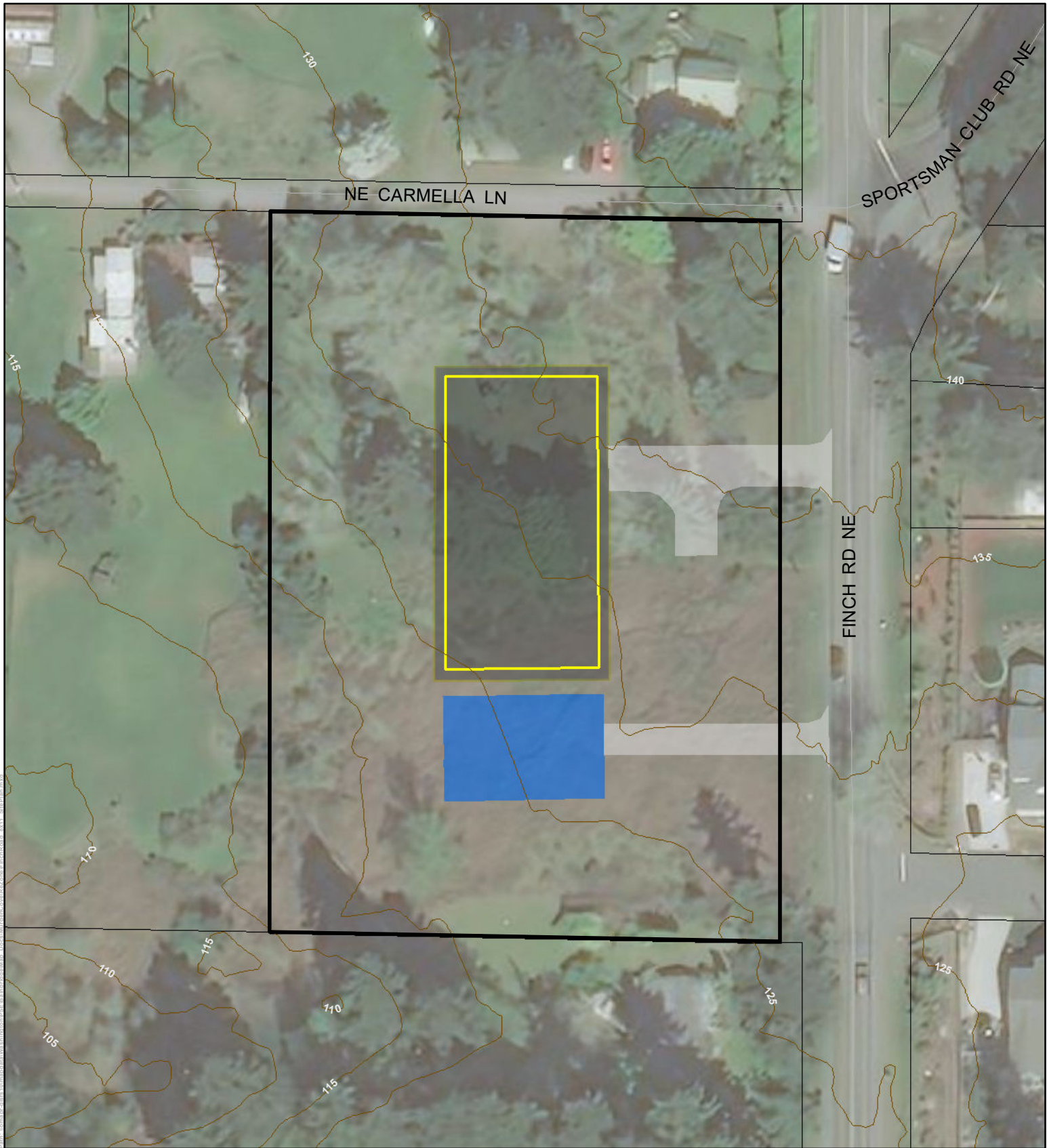
For hypothetical purposes, PSE analyzed a 1.79 acre site at the intersection of Finch Road and NE Carmella Lane as a potential BESS green field site since PSE owns the property. The site is zoned R-1; therefore ARPA regulations would apply. For illustrative purposes, an approximate footprint for the BESS and associated improvements were placed on the site. This is a high level estimate of what would actually be required and does not reflect detailed engineering. An approximate 6,450 square foot expansion footprint for the BESS that could be accommodated at the Murden Cove or Winslow Substation sites was increased by approximately 45 percent to create a hypothetical BESS development area on the PSE green field site (Figure 2: Illustrative Site Plan) and footprints for additional required improvements such as access driveways and a stormwater feature were added. The BESS pad is larger due to additional improvements such as a control house that would otherwise be provided as a component of the Murden Cove or Winslow Substation site station yard. A green field site of this approximate size (1.79 acres) or larger would be needed in order to meet the ARPA standards for siting the BESS on a low density residential site. This does not account for the potential for critical areas or other site features that may impact site layout.

In order for the BESS to serve the intended function, new distribution system feeder infrastructure would have to be installed to the site. This would entail building approximately 1.5 miles of new distribution lines that would be otherwise unneeded if the BESS were accommodated at the Murden Cove Substation or Winslow Substation sites. Ultimately, moving the BESS to a green field location will result in greater impact due to the need to clear a new site and provide redundant improvements, including a control house, access driveways and a site stormwater feature.

Transmission Line Reliability: The inability to expand the existing substation yard at both Murden Cove and Winslow Substation sites to accommodate transmission line improvements with the associated Murden Cove - Winslow 115 kV transmission line would preclude the transmission line from being connected to the existing substations. If the improvements needed to connect the new transmission to the Murden Cove and Winslow Substations cannot be installed at the existing substation sites, then the loop cannot be completed. The substations in their entirety would have to move to

other, larger sites. If the substations moved, the associated linear infrastructure would also need to be relocated. This includes the 2 transmission lines connected to each substation as well as the distribution feeders that are connected to each substation and serve the community (see Figure 2: Substation and Transmission Line Interconnection). Since the substations are sited based on electric load need on the island together with proximity to transmission and distribution infrastructure, any new substation sites would need to be in close proximity to the existing sites. Simply stated, if PSE cannot rezone the current substation sites, moving the substations to alternative site locations also requires rerouting the transmission lines (existing and proposed) and distribution lines connected to the existing substations.

Based on land availability in the vicinity of the sites (Figure 3 and 4: Existing Land Use), a new substation site would likely be located within another low density residential zoning district. For a site subject to the ARPA requirements (within the R-0.4, R-1 or R-2 zoning districts), a site over 2 acres in size would need to be acquired. This does not account for potential site characteristics such as stream or wetland critical areas or buffers, site topography, site configuration or other factors that may impact the ability to develop the site. If a site were acquired that located within a zoning district that did not require ARPA compliance, it is likely that another use would need to be displaced as there is little undeveloped land located outside of the R-0.4, R-1 and R-2 zoning districts. In any case, relocation of either substation would incur substantial impact beyond that resulting from making use of expansion area on the existing substation sites. Impacts may include significant cost to acquire new property, install improvements on the new site as well as reconfiguration the transmission and distribution infrastructure serving each site, and decommission the existing facilities. Additionally, site improvements beyond the substation yard would need to be installed at the new sites including access driveways, stormwater features and landscaping improvements at a minimum. Because this approach is far more impactful and costly, it is not under consideration by PSE at this time.



- Site Boundary
- Approximate Driveway
- Approximate Stormwater Feature
- Approximate BESS Footprint
- Contour (5ft)
- Kitsap County Parcels
- Local Roads

This is a hypothetical scenario for illustrative purposes and not a development proposal.

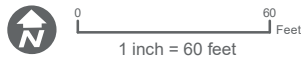
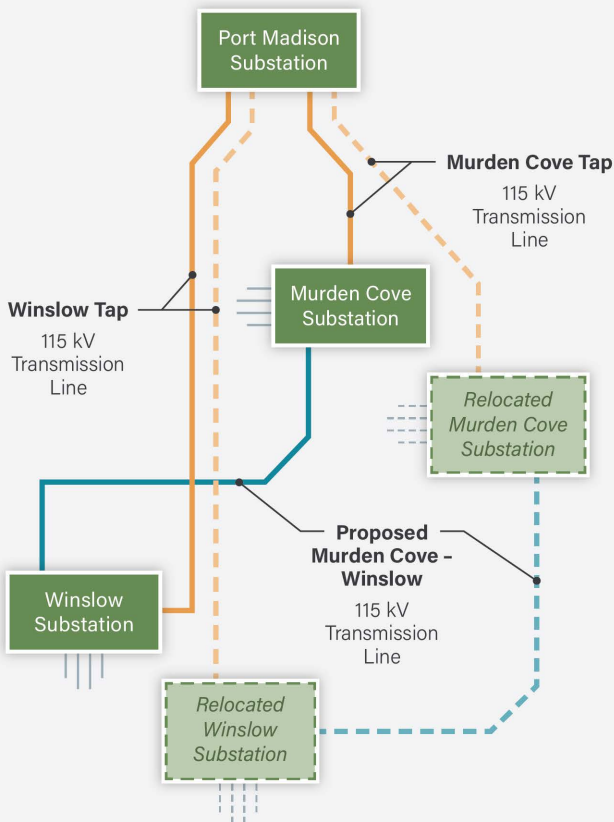


FIGURE 1
ILLUSTRATIVE SITE PLAN
BATTERY ENERGY STORAGE
SYSTEM (BESS)

PARCEL: 272502-2-073-2002
7580 FINCH RD NE

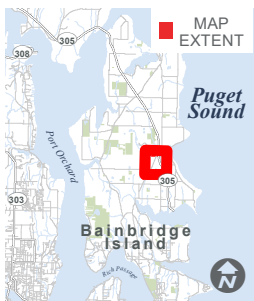
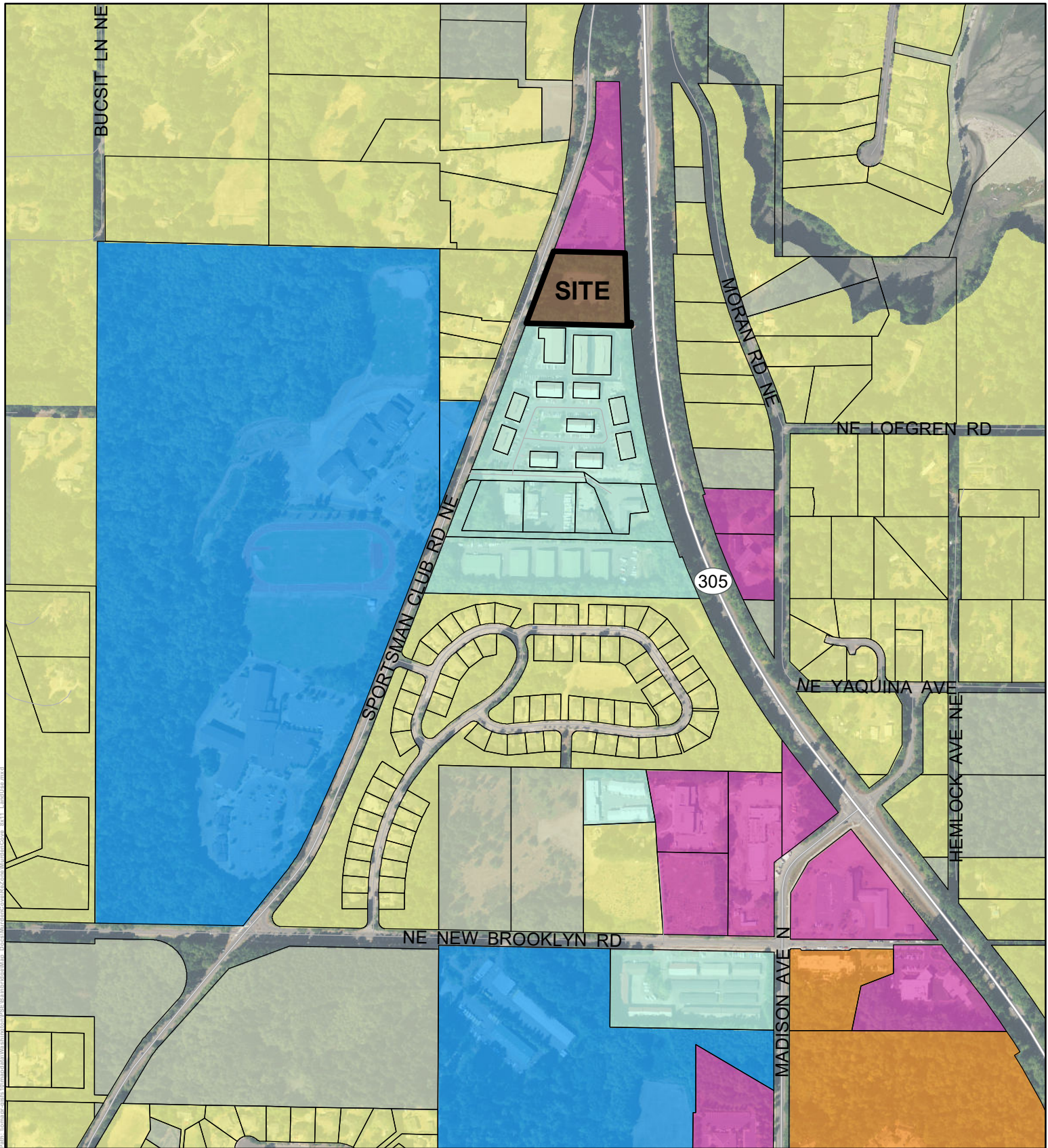
FIGURE 2

Substation and Transmission Line Location Interconnection



LEGEND

- Existing 115 kV transmission line
- Relocated 115 kV transmission line
- Proposed 115 kV transmission line
- Relocated Proposed 115 kV transmission line
- Distribution Lines
- Relocated Distribution Lines



- Site Boundary
- Kitsap County Parcels
- State Route
- Major Roads
- Local Roads

- Community Facility
- Multi-family Residential
- Single-family Residential
- Commercial
- Utilities
- School
- Undeveloped

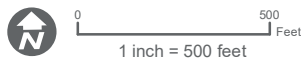
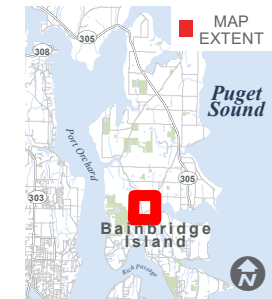
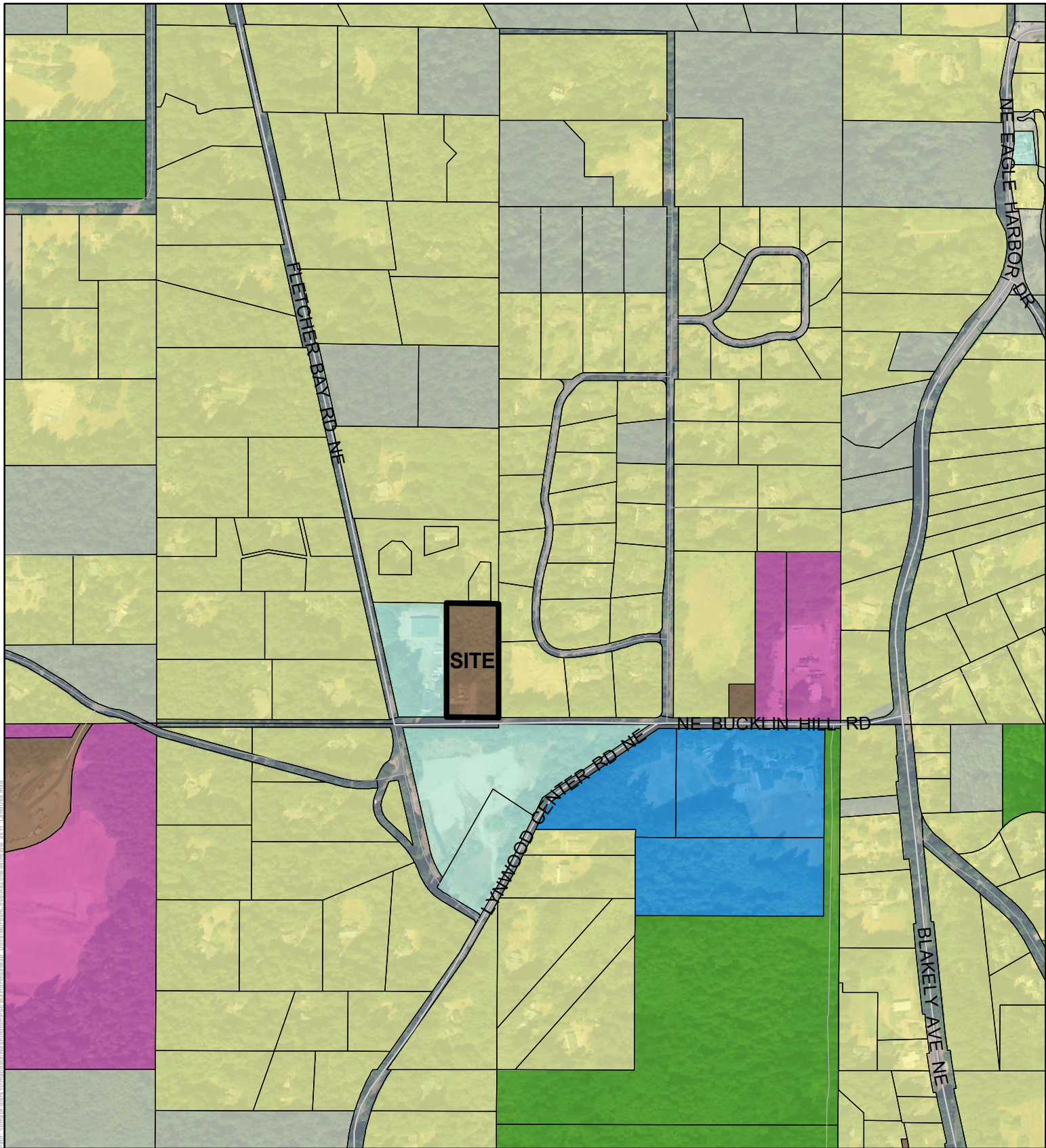


Figure 3: EXISTING LAND USE

MURDEN COVE SUBSTATION

PARCEL: 222502-1-024-2009
9582 SPORTSMAN CLUB RD NE

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.



- Site Boundary
- Kitsap County Parcels
- Major Roads
- Local Roads
- Community Facility
- Single-family Residential
- Commercial
- Utilities
- School
- Conservation
- Undeveloped

0 500 Feet
1 inch = 500 feet

Figure 4: EXISTING LAND USE

WINSLOW SUBSTATION

PARCEL: 4178-000-028-0204
NE BUCKLIN HILL RD

Disclaimer: Minor changes to land use data from Kitsap County Assessor has been made to reflect underlying land use.

Page: 1 of 1

Date: 2/14

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Murden Cove Substation Site-Specific Rezone Request and Decision Criteria Compliance Narrative

Site-Specific Rezone Request

Puget Sound Energy is requesting that the zoning designation for the Murden Cove Substation be changed from Residential 2 units/acre (R-2) to Business/Industrial (B/I). This request is concurrent with PSE's application for a Comprehensive Plan map amendment for the same site. The Murden Cove Substation site is a 2.13 acre parcel located at 9528 Sportsman Club Road NE (Parcel #222502-1-024-2009). The substation was originally established on the site in 1979 when the property was located within unincorporated Kitsap County. Since 1979, the zoning standards and requirements for low-density residential zoning have changed; restricting the ability for PSE to provide needed upgrades to the substation site to continue to serve the Bainbridge Island community. In particular, the Aquifer Recharge Protection Area (ARPA) regulations applicable in the R-2 zoning district restrict the developable area on the site below the existing established substation footprint; therefore preventing expansion of developed area on the site (See Substation Summary document).

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community's electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met. This rezone also allows PSE to complete needed upgrades on an existing substation site rather than having to identify additional property and build new substation facilities. In other words, rezoning the existing site limits potential impacts to the community or environment that could result from siting electrical facilities in new locations.

PSE's Strategic System Planning department has determined a need to provide additional substation capacity at the site through the installation of a 3.3 MW battery energy storage system (BESS) adjacent to the existing substation yard and potentially a second transformer bank beyond the 10-year planning horizon. An additional independent potential solution focused on reliability includes planned improvements to accommodate a new proposed 115 kV transmission line (Murden Cove - Winslow 115 kV transmission line) that will address a lack of transmission redundancy on the Island.

The table below provides a comparison of the application of B/I dimensional and landscaping standards verses R-2 dimensional standards at the Murden Cove Substation site. Although the site use will not change as a result of the site being rezoned, the dimensional standards in relationship to adjacent land uses will, as the B/I standards as they relate to adjacent R-2 properties are different than B/I standards as they relate to adjacent B/I zoned properties.

Table 1: Murden Cove Substation: Comparison of Development Standards Between Zones

	Requirement	Current Dimension	R-2 Zone	B/I Zone
West: Sportsman Club Road (R-2)	Front setback	75 feet min.	25 feet	50 feet/35 feet min.
	Landscape screen	50 feet full screen min.	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
North: Church (R-2)	Side setback	83 feet min.	5 feet min./15 feet total	50 feet
	Landscape screen	78 feet full screen min.	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
South: Coppertop Business Park (B/I)	Side setback	80 feet	5 feet min./15 feet total	10 feet
	Landscape screen	85 feet full screen	20 feet partial screen	0 feet
East: SR-305	Setback	82 feet	25 feet	50 feet
	Landscape screen	77 feet full screen min.	50 feet full screen/35 feet min.	50 feet full screen/35 feet min.
R-2	Aquifer Recharge Protection Area (ARPA) developable area	49.5 percent	35 percent	N/A

As is evidenced by the table above, if the Murden Cove Substation site is rezoned to B/I, the landscape buffer requirements along the west and north sides of the site would increase to a 50 feet requirement (minimum 35 feet). This requirement is being met under current site conditions. The setback requirement and landscape buffer along the south side of the site will remain or lessen due to the proximity to the same zoning district. The SR-305 landscape buffer requirement will remain the same at 50 feet (minimum 35 feet). Overall, the amount of landscape buffer on the site required after the rezone provides a greater community benefit than the amount required before the rezone. However, the site landscaping already exceeds the minimum requirements.

BIMC 2.16.140 Site Specific Rezones

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

Response: Far from being detrimental, the site-specific rezone supports the public welfare and is not injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Murden Cove Substation site is surrounded to the north by a church, to the west across Sportsman Club Road NE by single-family residential, to the south by business park and to the east by SR-305. The parcel has been used for an electrical substation since 1980 resulting in a long history of not being injurious to adjacent uses. The substation is an essential component of the Island's electrical infrastructure. Aside from the existing residential development to the west, the development around the site did not occur until the church was developed in 2008 and the business park was developed in 2017. The site-specific rezone from R-2 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for an electrical substation. The rezone will also not affect future development in the vicinity of the substation as it in no way inhibits uses on adjacent parcels. Additionally, the rezone will allow PSE to improve the delivery of electricity, an essential public utility, to Bainbridge Island customers which results in a benefit to the public welfare.

2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

Response: The site-specific rezone is warranted to bring the site zoning into alignment with the actual use of the site and reasonable upgrades that PSE needs to meet current and future electrical demand on Bainbridge Island. PSE's rezone request is substantially triggered by changing demands for electricity on the island. Low density residential zoning is tailored toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Consistent with the Comprehensive Plan policies; codes and regulations applicable to low density residential development have been added and modified and are not well suited for a utility use, including the Aquifer Recharge Protection Area (ARPA) requirements adopted in 2018 within the R-2 zoning district.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

Response: The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use currently conforms to the B/I site development standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

Response: The property is served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use or future BESS.

5. The site-specific rezone is in accordance with the comprehensive plan; and

Response: The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

Electrical Utility Goals and Policies

Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.

Response: Without the rezoning of the Murden Cove Substation site, improvements to the substation to accommodate the installation of the battery energy storage system (BESS, proposed 115 kV transmission line and potential future need for a second transformer bank are not viable and substation capacity and transmission reliability needs cannot be accomplished.

Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

Response: Without the rezoning of the site from R-2 to B/I, substation capacity deficiencies cannot be addressed to meet predicted demands under the 10-year planning horizon as the site cannot be further developed.

Goal U-5: Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

Response: Changing the zoning of the site from R-2 to B/I will allow for expansion of the substation at the current site, including the installation of a battery energy storage system to address a substation capacity need. Expansion of the substation at the site will not further impact residents and environmental resources in the vicinity of the substation.

Goal U-14: Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

Policy U 14.3: Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

Response: The purpose of the proposed Murden Cove-Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. Rezoning the site from R-2 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations. Additionally, expansion of the substation is needed for capacity improvements such as installation of the BESS and a potential future second transformer bank.

Business/Industrial Policies

Policy LU 10.1: The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

Response: Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

Policy LU 10.4: Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

Response: The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

Policy LU 10.6: Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Response: The substation use is compatible with the B/I district performance standards and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from Sportsman Club Road NE and SR-305. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by the City of Bainbridge Island noise regulations. When future expansion occurs, the battery energy storage system will generate noise at higher levels than the

substation. PSE is currently considering the installation of a BESS the site. Appropriate measures will be employed to ensure noise levels are kept within City regulatory limits.

Policy LU 10.7: B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

Response: The substation site maintains an existing landscape screen from Sportsman Club Road NE as well as SR-305. Any future site development would maintain landscape screening from these two roadways and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

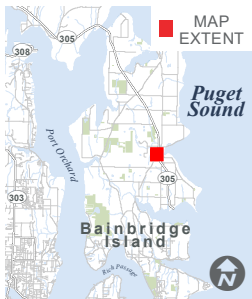
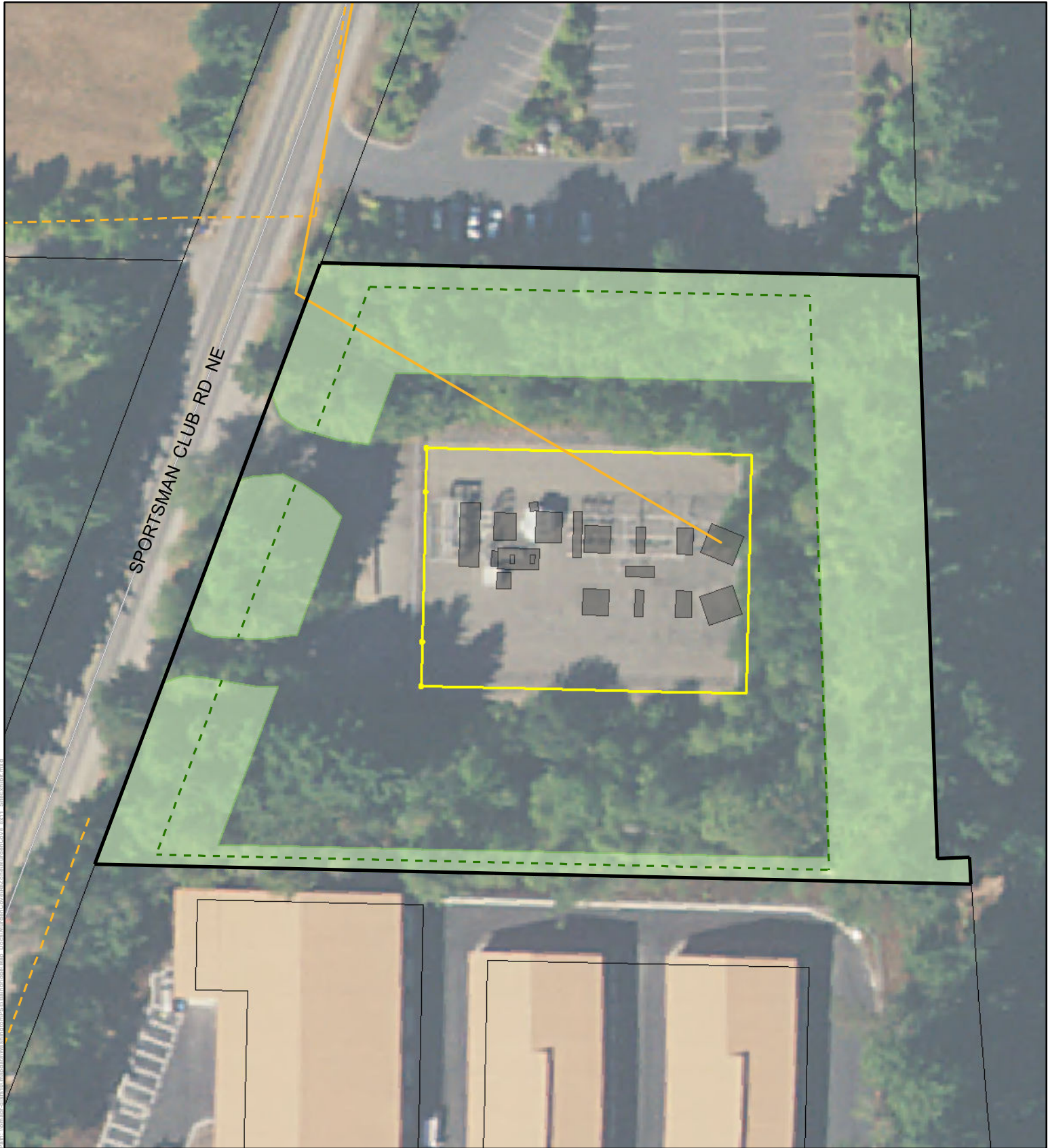
Response: Rezoning the Murden Cove Substation site from R-2 to B/I would not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities with in the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is current compliant with these standards and will continue to be compliant with a change in zoning from R-2 to B/I.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

Response: The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

Response: The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical facilities and associated impacts on the environment will not change or can be mitigated. Moreover, granting of this site-specific rezone will allow PSE to meet Bainbridge Island electrical demand without siting improvements on a new parcel. Generally speaking, this serves to limit overall environmental impacts.



- Site Boundary
- Existing Fence Line
- Existing Transmission Line
- Existing Overhead Distribution Line
- Existing Equipment Footprint
- Kitsap County Parcels
- Major Roads
- Minimum B/I Zone Landscape Buffer
- Minimum R-2 Zone Landscape Buffer

0 60 Feet
1 inch = 60 feet

SITE EXHIBIT

MURDEN COVE SUBSTATION

PARCEL: 222502-1-024-2009
9582 SPORTSMAN CLUB RD NE

Date: 6/28/2020

Murden Cove Substation

9582 Sportsman Club Road NE

Parcel #: 222502-1-024-2009

Lot Area: 2.13 acres (92,783 square feet)

Year Constructed: 1979

Existing Impervious Area (approx.): 26,265 square feet (28 percent of lot area)

The information contained in this exhibit is for illustrative purposes and numbers are approximate.

Perimeter landscape buffers per zoning district¹:

	R-2	Business/ Industrial
North	5 feet min./15 feet total	50 feet
South	5 feet min./15 feet total	10 feet
East (SR-305)	50 feet	50 feet
West (roadside)	25 feet	50 feet

Potential range of landscape buffer area (approx.) following a rezone to B/I: 41,780 to 47,780 square feet (approx. 45 to 51.5 percent of lot area)

Site Activity Ranges:

Possible approximate ranges of site activity based on PSE's 10-year planning horizon. Site design and range of potential projects will dictate actual quantities/areas and will be disclosed during site development permit review.

Range of potential excavation quantities: 2,500 to 3,000 cubic yards (total cut+fill)

Range of potential clearing limits/expansion square footage: 45,000 to 51,000 square feet² (approx. 48.5 to 55 percent of lot area)

Range of currently projected impervious surface (new plus existing): to 28,060 to 33,830 square feet (approx. 30 to 36.5 percent of lot area)

Stormwater feature size: Dispersion Trench, 50' long dispersion trench with 50' x 100' vegetated flow path. Requires dedication of native growth protection easement.

¹ Represented on site exhibit as minimum landscape buffers. Does not account for minimum averaged buffer width allowed by BIMC Table 18.15.010-3.

² Includes existing developed area plus range of potential expansions. Substation configuration to be determined as part of future project designs.

SEPA ENVIRONMENTAL CHECKLIST

Purpose of checklist:

Governmental agencies use this checklist to help determine whether the environmental impacts of your proposal are significant. This information is also helpful to determine if available avoidance, minimization or compensatory mitigation measures will address the probable significant impacts or if an environmental impact statement will be prepared to further analyze the proposal.

Instructions for applicants:

This environmental checklist asks you to describe some basic information about your proposal. Please answer each question accurately and carefully, to the best of your knowledge. You may need to consult with an agency specialist or private consultant for some questions. You may use "not applicable" or "does not apply" only when you can explain why it does not apply and not when the answer is unknown. You may also attach or incorporate by reference additional studies reports. Complete and accurate answers to these questions often avoid delays with the SEPA process as well as later in the decision-making process.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

Instructions for Lead Agencies:

Please adjust the format of this template as needed. Additional information may be necessary to evaluate the existing environment, all interrelated aspects of the proposal and an analysis of adverse impacts. The checklist is considered the first but not necessarily the only source of information needed to make an adequate threshold determination. Once a threshold determination is made, the lead agency is responsible for the completeness and accuracy of the checklist and other supporting documents.

Use of checklist for nonproject proposals:

For nonproject proposals (such as ordinances, regulations, plans and programs), complete the applicable parts of sections A and B plus the [SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS \(part D\)](#). Please completely answer all questions that apply and note that the words "project," "applicant," and "property or site" should be read as "proposal," "proponent," and "affected geographic area," respectively. The lead agency may exclude (for non-projects) questions in Part B - Environmental Elements –that do not contribute meaningfully to the analysis of the proposal.

A. Background [\[HELP\]](#)

1. Name of proposed project, if applicable:
PSE Murden Cove Substation Comprehensive Plan Map Amendment (CPMA) and Site-Specific Rezone (Rezone)
2. Name of applicant:
Kerry Kriner, Puget Sound Energy
3. Address and phone number of applicant and contact person:

4. Date checklist prepared:

December 2021/January 2022

5. Agency requesting checklist:

City of Bainbridge Island

6. Proposed timing or schedule (including phasing, if applicable):

The Comprehensive Plan Map Amendment request will be applied for during the 2022 open application period (January 1-February 28, 2022). The Rezone request will be submitted concurrently.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

PSE is proposing to upgrade the substation as part of the Bainbridge Island System Improvement Project. This solutions proposal includes a new battery energy storage system (BESS) to be installed at Murden Cove or Winslow Substation to address a system capacity need during peak demand, and as a separate independent action, expansion of the bus to support a new looped 115 kV transmission line between the Murden Cove and Winslow Substations (Murden Cove-Winslow 115 kV transmission line). PSE is also considering the potential need to install a second transformer bank at the site beyond the current 10-year planning horizon.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

Infiltration Testing Report, August 2020, Golder Associates

Draft Winslow and Murden Cove Substations Geotechnical Report, February 2022, Golder Associates USA Inc.

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

No other applications are pending for governmental approval of other proposals directly affecting the property are known. Future improvements under consideration are subject to additional technical evaluation and permit review.

10. List any government approvals or permits that will be needed for your proposal, if known.

*Comprehensive Plan Map Amendment – City of Bainbridge Island
Site-Specific Rezone – City of Bainbridge Island
SEPA Threshold Determination – City of Bainbridge Island*

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

The Murden Cove Substation site is a 2.13 acre parcel located between Sportsman Club Road NE and SR-305 and is zoned R-2. The site has been used for an electrical substation

since 1954. PSE is requesting Comprehensive Plan Map Amendment approval to designate the site as Business/Industrial (B/I) on the Future Land Use Map (Figure LU-5) in the Comprehensive Plan. The current designation is Residential 2 units/acre (R-2). PSE is also requesting that the City concurrently rezone the site from R-2 to B/I on the City's Official Zoning Map. This will bring the site zoning in alignment with the long-term use of the site.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

The Murden Cove Substation site is located between Sportsman Club Road NE and SR-305 at 9582 Sportsman Club Road NE in the NE Quarter of Section 22, Township 25, Range 2E (Parcel #222502-1-024-2009). See vicinity map attached.

B. Environmental Elements [\[HELP\]](#)

1. Earth [\[help\]](#)

- a. General description of the site:

(circle one): ☒ Flat rolling, hilly, steep slopes, mountainous, other _____

- b. What is the steepest slope on the site (approximate percent slope)?

The steepest slope on the site is less than 40% in grade based on City of Bainbridge Island Slope Analysis GIS data (City of Bainbridge Island Critical Areas Web Application).

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils. *The general type of soils found on the site are glacial till soils (gravelly sandy loam) per the City of Bainbridge SAR Web Application. There is no evidence the site has been used for agriculture of long-term commercial significance.*

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe. *There are no surface indications or known history of unstable soils on the site or in the immediate vicinity (City of Bainbridge Island SAR Web Application).*

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill. *No filling, excavation or grading is proposed for the non-project action CPMA and Rezone requests. Future site development will involve grading and excavation associated with adding equipment and associated foundations within the substation yard, installation of the battery storage facility, and associated stormwater improvements.*

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Erosion will not occur as a result of the non-project CPMA and Rezone requests. Future site construction could

result in minor erosion during construction activities.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

The non-project CPMA and Rezone requests do not involve the addition of impervious surfaces. Additional impervious surface area that potentially result from future site improvements including the potential BESS installation, the expansion of the substation footprint for connection of the new 115 kV transmission line, or the long-term addition of a second transformer bank are currently unknown but would be disclosed and reviewed during development permit review under application regulations.

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:
There are no proposed measures to reduce or control erosion as there will be no impacts directly associated with the CPMA or Rezone requests. Any future site work will implement appropriate measures.

2. Air [\[help\]](#)

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known. *No emission to the air will result from the proposed CPMA or Rezone requests. The substation use and any potential future improvements under consideration will not produce air emissions.*
- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.
There are no off-site sources of emissions or odor that will affect the CPMA, Rezone request or continued use of the site for an electrical substation or potentially associated improvements.
- c. Proposed measures to reduce or control emissions or other impacts to air, if any:
There are no known impacts; therefore no measures are proposed.

3. Water [\[help\]](#)

- a. Surface Water: [\[help\]](#)
- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into. *There are no known surface water bodies on or in the immediate vicinity of the site. HDR, Inc. conducted a site reconnaissance in October 2021 and did not identify any streams or wetlands on or near the site. The City of Bainbridge Island Critical Areas Web Application does not show any streams or wetlands on or in the vicinity of the site.*
 - 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans. *The proposed CPMA request and associated Rezone request will not involve any site work. There are no waters on or within 200 feet of the site.*

3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material. *No fill or dredge material will be placed in surface water or wetlands associated with the CPMA and Rezone requests.*

4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

No surface water withdrawals or diversions will result from the CPMA and Rezone requests or from any potential future improvements under consideration.

5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan. *The site is not located within a 100-year floodplain.*

6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge. *The CPMA and Rezone requests or any potential future improvements do not involve any discharges of waste materials to surface waters.*

b. Ground Water: [\[help\]](#)

1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known. *There are no wells on the substation site and the substation does not use groundwater for drinking or other purposes. Therefore, no withdrawals from a well will occur as result of the CPMA request, Rezone request or continued use of the site for electrical facilities.*

2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve. *There is no septic system or tanks associated with the electrical substation site.*

c. Water runoff (including stormwater):

1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe. *There will be no stormwater flow associated with the non-project action requests. The site contains an existing ditch system that collects stormwater from current site improvements. Future site development will conform to appropriate stormwater standards for retention and release.*

2) Could waste materials enter ground or surface waters? If so, generally describe. *Waste materials will not enter the ground or surface waters as a result of the non-project action CPMA and Rezone requests or the continued use of the site for an electrical substation.*

3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe. *The proposed non-project action CPMA and Rezone requests do not affect*

drainage patterns in the vicinity of the site. Any proposed future improvements will not impact off-site drainage patterns.

d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any: *No impacts are anticipated; therefore no measures are proposed. Future site improvements will incorporate necessary stormwater improvements per the applicable stormwater standards in effect at that time.*

4. **Plants** [\[help\]](#)

a. Check the types of vegetation found on the site:

☒ deciduous tree: alder, maple, aspen, other

☒ evergreen tree: fir, cedar, pine, other

☐ shrubs

☒ grass

☐ pasture

☐ crop or grain

☐ Orchards, vineyards or other permanent crops.

☐ wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other

☐ water plants: water lily, eelgrass, milfoil, other

☒ other types of vegetation

b. What kind and amount of vegetation will be removed or altered?

No vegetation will be removed or altered as a result of the non-project action CPMA and Rezone requests.

Future site improvements may result in removal of select trees for the installation of the BESS, expansion of the substation yard and stormwater improvements.

c. List threatened and endangered species known to be on or near the site.

There are no known threatened or endangered species on or near the site. WDFW's PHS database does not identify any significant plant species within the vicinity of the site.

d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any: *There is no landscaping proposed as part of the non-project action CPMA and Rezone requests. Landscaping and site vegetation preservation and enhancement will be assessed at the time future site improvements are proposed and installation, restoration or mitigation will be applied consistent with applicable regulations.*

e. List all noxious weeds and invasive species known to be on or near the site.

Himalayan blackberry is known to be present on and near the site.

5. **Animals** [\[help\]](#)

a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site.

Examples include:

birds: hawk, heron, eagle, songbirds, other:

mammals: deer, bear, elk, beaver, other:
fish: bass, salmon, trout, herring, shellfish, other _____
Song birds have been observed on or near the site. Although not directly observed, it is possible that mammals such as raccoon or deer pass by or through the site.

- b. List any threatened and endangered species known to be on or near the site.
There are no known threatened or endangered species on or near the site. WDFW's PHS database does not identify any species within the vicinity of the site.
- c. Is the site part of a migration route? If so, explain.
The site is within the Pacific Flyway for migratory birds which extends from Alaska to Patagonia (U.S. Dept. of Fish and Wildlife)
- d. Proposed measures to preserve or enhance wildlife, if any:
No work will occur on the site as part of the CPMA and Rezone requests; therefore no measures to preserve or enhance wildlife are proposed or appropriate. Future improvements will assess potential measures to preserve or enhance wildlife habitat at the time they are proposed.
- e. List any invasive animal species known to be on or near the site.
There are no known invasive animal species on or near the site (USDA Native Invasive Species Information Center, Early Detection and Distribution Mapping System).

6. Energy and Natural Resources [\[help\]](#)

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc. *The CPMA and Rezone requests do not include any energy needs. The site will continue to serve the community with electricity.*
- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe. *The non-project CPMA and Rezone requests and any potential electrical facility improvements under consideration will not impact the potential use of solar energy by adjacent properties.*
- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any: *The CPMA and Rezone requests do not include project level proposals involving energy conservation features.*

7. Environmental Health [\[help\]](#)

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe. *There are no environmental health hazards, including exposure to toxic chemicals or risk of fire, explosion, spill or hazardous waste that could occur as a result of the non-project action requests. Future improvements potentially include the installation of a Battery Energy Storage System (BESS). The BESS will incorporate appropriate safety and fire suppression measures in accordance with NFPA 855 at a minimum.*

- 1) Describe any known or possible contamination at the site from present or past uses.
There is no known contamination at the site from present or past uses. The site has been used for an

electrical substation since 1979. Historic aerials indicate the site was vacant and forested prior to the substation use (historicaerials.com).

- 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity. *There are no known hazardous chemicals or conditions that might affect project development or design at the time of future site improvements. There are no hazardous liquid or gas transmission pipelines located on Bainbridge Island. The non-project CPMA and Rezone requests do not involve site development.*
- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project. *No toxic or hazardous chemicals will be stored, used, or produced as a result of the non-project CPMA and Rezone requests or potential future site improvements.*
- 4) Describe special emergency services that might be required. *No special emergency services are required for the non-project action requests or continued use of the site for an electrical substation.*
- 5) Proposed measures to reduce or control environmental health hazards, if any: *No environmental health hazards are anticipated; therefore no measures are proposed.*

b. Noise

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)? *Noise in the area including traffic will not impact the substation use. The non-project action requests will not be impacted by noise.*
- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site. *The non-project action requests will not create noise. The substation use creates minimal noise from the substation transformers well below the noise threshold allowed by BIMC 16.16 for both the Class A and Class C EDNAs. Preliminary information provided by the BESS vendor indicates that noise levels from the battery storage system could range from 70 to 90 dBA at a range of 15 feet from the property line depending upon ambient noise and other factors. In order to ensure compliance with applicable noise regulations, mitigation measures can be employed at the time of site development review if determined necessary, including but not limited to configuration of cooling fans and noise barriers. Future site improvements will result in short term construction noise impacts. Compliance with applicable noise hours and standards will occur at that time.*
- 3) Proposed measures to reduce or control noise impacts, if any: *No noise impacts will result from the non-project action requests; therefore no measures are proposed.*

8. Land and Shoreline Use [\[help\]](#)

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe. *The site is currently used for an electrical substation. The property to the north is used for a community church, to the south is business industrial development that includes a variety of uses, to the east is SR-305 and*

to the west is Sportsman Club Road NE with single-family residential development on the west side of the road.

- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use? *There is no evidence the site has been used as working farmlands or working forest lands.*

- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how: *The non-project action requests and future site improvements will not be affected by surrounding working farm or forest land. There is no working farm or forest land in the vicinity of the site.*

- c. Describe any structures on the site.

There are no structures on the site. The site contains an electrical substation.

- d. Will any structures be demolished? If so, what?

No structures will be demolished as part of the non-project action CPMA and Rezone requests or future site improvements.

- e. What is the current zoning classification of the site?

The current zoning of the site is Residential 2 units/acre (R-2).

- f. What is the current comprehensive plan designation of the site?

The current comprehensive plan designation of the site is Residential 2 units/acre (R-2).

- g. If applicable, what is the current shoreline master program designation of the site?

The site is not located within shoreline jurisdiction and therefore there is not designated under the shoreline master program.

- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.

The site is regulated under the Aquifer Recharge Protection Area (ARPA) regulations by virtue of being located within the R-2 zoning district. There are no other critical areas on the site classified by the city or county (City of Bainbridge Island Critical Areas Web Application and Kitsap County Parcel Search).

- i. Approximately how many people would reside or work in the completed project?

The existing substation use is unmanned. The non-project CPMA and Rezone requests nor potential future improvements under consideration will not change this status.

- j. Approximately how many people would the completed project displace? *Neither the non-project action CPMA and rezone requests or potential future improvements under consideration will displace anyone.*

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Displacement impacts will not result from the proposal; therefore no measures are warranted.

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any: *The CPMA and Rezone requests, current or potential future improvements will not the sites compatibility with existing or projected land uses and plans. Therefore, no measure are proposed.*
- m. Proposed measures to reduce or control impacts to agricultural and forest lands of long-term commercial significance, if any: *The proposal will not result in impacts to agricultural or forest lands of long-term commercial significance; therefore no measures are warranted.*

9. Housing [\[help\]](#)

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing. *No housing units will be provided as a result of PSE's proposal.*
- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing. *No units will be eliminated as a result of PSE's proposal.*
- c. Proposed measures to reduce or control housing impacts, if any:
No housing impacts will result from the proposal; therefore no measures are proposed.

10. Aesthetics [\[help\]](#)

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed? *There are no proposed structures associated with the non-project CPMA and Rezone requests.*
- b. What views in the immediate vicinity would be altered or obstructed?
No views in the immediate vicinity would be altered or obstructed by the non-project CPMA or Rezone requests or the potential future use of the site for a BESS or other substation improvements to accommodate capacity need. Any independent future use of the site for transmission line upgrades would be subject to future development permitting and environmental review.
- b. Proposed measures to reduce or control aesthetic impacts, if any:
No impacts are anticipated; therefore no measures are proposed.

11. Light and Glare [\[help\]](#)

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur? *No light or glare will result from the CPMA and Rezone requests or continued use of the site for an electrical substation.*
- b. Could light or glare from the finished project be a safety hazard or interfere with views? *No light or glare will result from the CPMA and Rezone requests or continued use of the site for an electrical substation; therefore no safety hazards or view interference will occur.*
- c. What existing off-site sources of light or glare may affect your proposal? *No existing off-site sources of light or glare will affect the non-project CPMA or Rezone requests or continued use of the site for an electrical substation.*

- d. Proposed measures to reduce or control light and glare impacts, if any:
No impacts are anticipated; therefore no measures are warranted.

12. Recreation [\[help\]](#)

- a. What designated and informal recreational opportunities are in the immediate vicinity?
Recreational opportunities within the vicinity of the site include Sakai Intermediate and Woodward Middle School fields and walking trails across Sportsman Club Road NE to the southwest. The non-project action requests and continued use of the site for an electrical substation will not use designated or informal recreational opportunities.
- b. Would the proposed project displace any existing recreational uses? If so, describe.
PSE's proposal will not displace any existing recreational uses.
- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any: *No impacts on recreation will occur; therefore no measures are warranted.*

13. Historic and cultural preservation [\[help\]](#)

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers? If so, specifically describe. *The following properties were listed in Washington State DAHP's WISAARD database and are located within 1 mile of the substation site:*
- *Lucas Rodal House, 9396 Moran Road NE (no determination)*
 - *Grow Barn, 8176 NE Paulanna Lane (determined eligible)*
 - *Bucsit Farm, 9500 NE Bucsit Lane (no determination)*
 - *SR305 Murden Creek Culvert (no determination)*
 - *Anna Falk Anderson House, 9911 NE Beach Crest (no determination)*
 - *Falk Estate House, 10215 Manitou Beach Drive NE (no determination)*
 - *Sakai House, 1560 NE Madison Avenue (no determination)*

The Grow barn built in 1933 and located at 8176 NE Paulanna Lane (Parcel #4196-000-005-0100) is on the Washington Heritage Barn Register.

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

Three Cultural Resource inventories have been conducted within 1 mile of the substation site:

- *CRA SR 305 Fish Murden Creek Passage, 2020, Cultural Resource Consultants, no cultural resources identified.*
- *CRA for Manitou Creek Restoration, 2004, Western Shore Heritage, no cultural resources identified.*
- *CRA for SR 305 Madison Avenue Intersection, 2005 NW Archaeological Associates, no cultural*

resources identified.

Based on a qualified cultural resources professional's search of DAHP's WISAARD database, no archeological sites have been identified within one mile of the substation site and no cemeteries are located within one mile of the substation site. There are no Traditional Cultural Properties that have been identified within one mile of the substation. There are at least two ethnographic sites nearby. Murden Cove is ethnographically significant and has place names associated with it.

DAHP's predictive model indicates that a survey is highly advised as there is a high risk of encountering archaeological sites.

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc. *PSE's qualified Cultural Resource Scientist performed a desktop review using Washington State DAHP's WISAARD database.*
- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required. *No loss, changes or disturbance to resources is anticipated from the non-project action CPMA and Rezone requests as well as the continued use of the site for an electrical substation; therefore no measures are proposed.*

14. Transportation [\[help\]](#)

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any. *The site is accessed from Sportsman Club Road NE. SR-305 abuts the site to the east, but the site is not accessible from this highway.*
- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop? *The site is currently served by Kitsap Transit public transit stops on the east and west side of Sportsman Club Road NE. Public transit is not applicable to the non-project CPMA and Rezone requests nor the substation use on the site.*
- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate? *The existing substation use has informal parking for maintenance vehicles visiting the site. The non-project action requests and future site improvements will not add or eliminate parking.*
- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private). *The non-project action requests and future site improvements will not require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities. The site does not generate daily motorized, non-motorized or pedestrian trips.*
- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe. *PSE's proposal will not use water, rail or air transportation. Occasional maintenance vehicles visiting the substation site may use ferry*

transportation to get to and from Bainbridge Island.

- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates? *The non-project action CPMA and Rezone requests will not generate vehicular trips. Daily vehicular trips do not result from the substation use; as to site is unmanned and only visited occasionally by maintenance vehicles.*
- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe. *The non-project action requests and continued use of the site for an electrical facilities will not affect or be affected by movement of agricultural and forest products on roads or streets in the area.*
- h. Proposed measures to reduce or control transportation impacts, if any: *No impacts are anticipated; therefore no measures are proposed.*

15. Public Services [\[help\]](#)

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe. *The non-project action requests and continued use of the site for an electrical facilities will not result in an increased need for public services.*
- b. Proposed measures to reduce or control direct impacts on public services, if any. *No impacts are anticipated; therefore no measures are proposed.*

16. Utilities [\[help\]](#)

- a. Circle utilities currently available at the site:
electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system,
other _____

C. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed. *The site includes an electrical substation that serves the community and future electrical facility improvements are under consideration.*

D. Signature [\[HELP\]](#)

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: Kerry Kriner

Name of signee: Kerry Kriner

Position and Agency/Organization: Senior Land Planner/Puget Sound Energy

Date Submitted: 2/24/2022

E. Supplemental sheet for nonproject actions [\[HELP\]](#)

(IT IS NOT NECESSARY to use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise? *The non-project CPMA and Rezone requests will not increase the discharge of water; emissions to air; production, storage or release of toxic or hazardous substances; or production of noise. Future planned site improvements after approval of the CPMA and Rezone include potential upgrades to the existing substation facility to accommodate a new 115 kV transmission line and the installation of a battery energy storage system (BESS) to increase electrical capacity during peak demands, and the long-term potential to install a second transformer bank. The substation improvements and BESS installation will incorporate upgrades to the existing stormwater improvements on the site to retain and release stormwater under applicable regulations and standards. The substation upgrades will not increase noise generation at the site. The BESS will emit noise; however appropriate mitigation measures will ensure that the noise limits are compliant with BIMC 16.16. No air emissions or toxic or hazardous substances will be produced, stored or released from the substation site.*

Proposed measures to avoid or reduce such increases are: *No impacts will result from the non-project requests; therefore no measures are proposed. Appropriate measures will be put in place to address stormwater and noise for future site improvements during development permit review.*

2. How would the proposal be likely to affect plants, animals, fish, or marine life? *The non-project action requests will not directly affect plants, animals, fish or marine life. Future site improvements will have no impact on fish or marine life as there are no waterbodies in the vicinity of the site. Select removal of trees and understory may occur to accommodate the installation of substation improvements, the BESS, and stormwater improvements. However, there is no identified habitat of significance on the site so impacts to animals should be negligible.*

Proposed measures to protect or conserve plants, animals, fish, or marine life are: *No measures are proposed as part of the non-project action requests. When future site improvements occur, appropriate site landscape screening will be retained which will preserve plants and provide some habitat to small animals.*

3. How would the proposal be likely to deplete energy or natural resources? *Approval of the non-project action requests, continued use of the site for an electrical substation and installation of the BESS will increase energy resources for the community*

Proposed measures to protect or conserve energy and natural resources are: *The CPMA and Rezone request approvals will allow PSE to improve and upgrade Murden Cove Substation which distributes energy to the community.*

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands? *The non-project action CPMA and Rezone requests and continued use of the site for an electrical substation will not affect environmentally sensitive areas or areas designated for government protection. These features do not exist on or in the direct vicinity of the site.*

Proposed measures to protect such resources or to avoid or reduce impacts are: *No impacts are anticipated; therefore no measures are proposed.*

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans? *The non-project action requests will not affect land and shoreline use. The site is not located within shoreline jurisdiction and the nearest shoreline jurisdictional location is approximately 0.06 miles from the site on the other side of SR-305. The land use and its compatibility with existing plans will not change with the approval of the CPMA and Rezone requests. The site is located adjacent to B/I zoned property.*

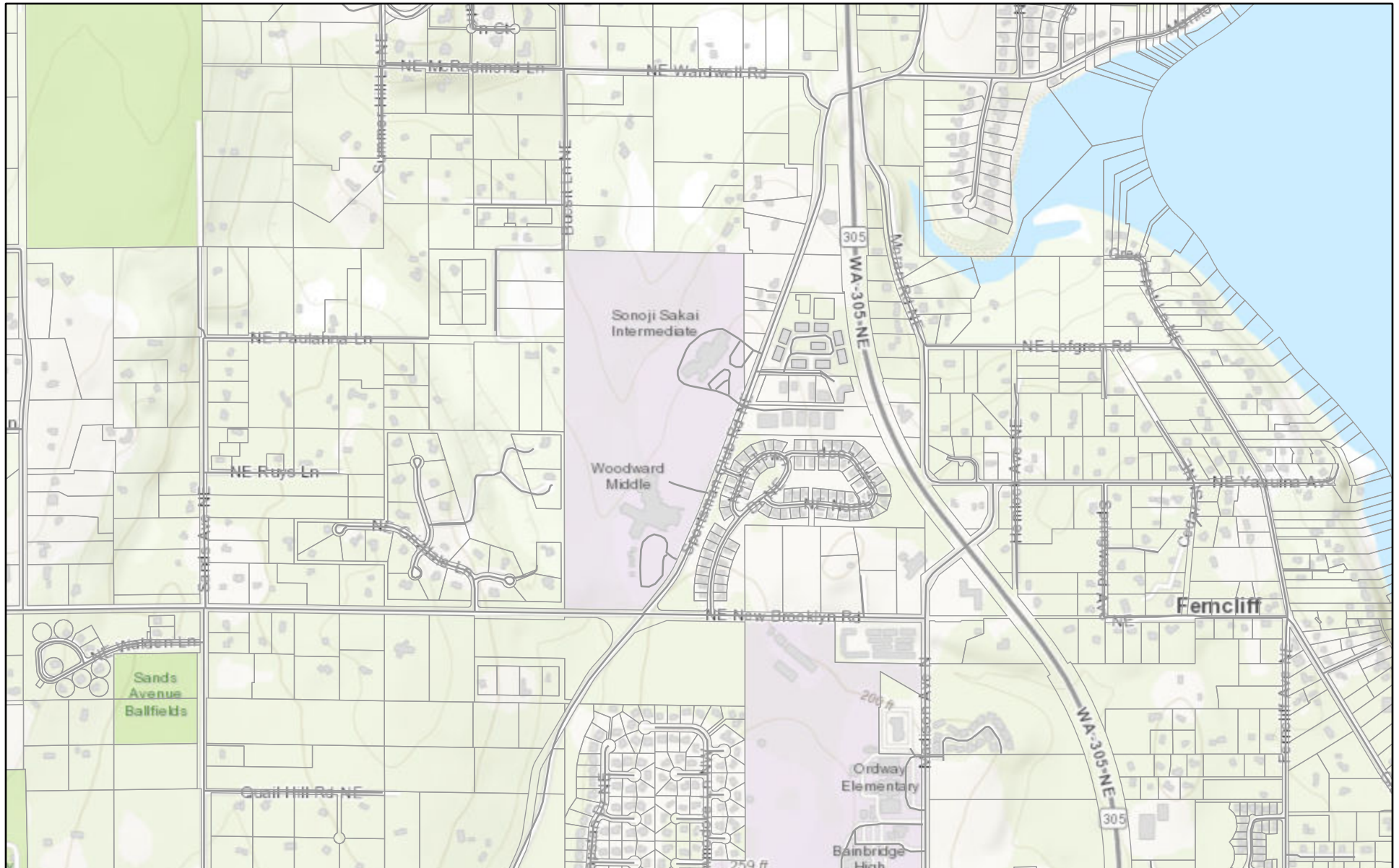
Proposed measures to avoid or reduce shoreline and land use impacts are: *No impacts to shoreline will occur from the proposed non-project actions. Impacts to land use will be within the parameters of existing development regulations for the B/I zone and associated primary utility improvements.*

6. How would the proposal be likely to increase demands on transportation or public services and utilities? *The proposal will not increase demands on transportation or public services and utilities. Rezoning the property from R-2 to B/I will align the site zoning with the existing electrical substation use and allow for continued upgrades and expansions of the facility as the community electricity needs increase.*

Proposed measures to reduce or respond to such demand(s) are: *No demands are anticipated; therefore no measures are necessary.*

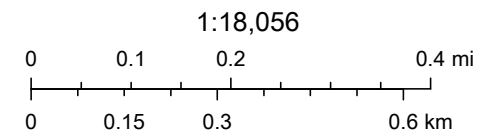
7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment. *There is no evidence rezoning the property from R-2 to B/I will conflict with local, state or federal laws or requirements for the protection of the environment. Site improvements can be accomplished within the parameters of existing local, state and federal regulations.*

Murden Cove Substation Vicinity Map



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- Streets
- Kitsap County Parcels January 2022



County of Kitsap, Bureau of Land Management, Esri Canada, Esri, HERE,

Winslow Substation Site-Specific Rezone Request and Decision Criteria Compliance Narrative

Site-Specific Rezone

Puget Sound Energy is requesting that the zoning designation for the Winslow Substation be changed from Residential 1 unit per 2.5 acres (R-0.4) to Business/Industrial (B/I). This request is concurrent with PSE's application for a Comprehensive Plan map amendment for the same site. The Winslow Substation site is a 2.01 acre parcel located one lot east of the intersection of Fletcher Bay Road NE on the north side of NE Bucklin Hill Road (Parcel #4178-000-028-0204). The substation was originally established on the site in 1960 when the property was located within unincorporated Kitsap County. Since 1960, the zoning standards and requirements for low-density residential zoning have changed. The current side yard setback between the substation and the B/I zoned self-storage property to the west is 10 feet while the R-0.4 zoning requires 15 feet.

PSE is requesting that the property be rezoned to better align with the continued use of the site as an electrical substation that can serve the growing electrical needs of the Bainbridge Island community. As the community's electrical needs grow, PSE will continue to upgrade and expand existing infrastructure on the site to ensure capacity and reliability needs are met.

PSE's Strategic System Planning department has identified a need to install improvements to accommodate a proposed 115 kV transmission line (Murden Cove - Winslow 115 kV transmission line) that will address a lack of transmission redundancy on the Island. Additionally, room for a future second transformer bank to support long-term substation capacity is needed (see Substation Summary document). These improvements cannot be accommodated under the current R-0.4 zoning regulations. The current zoning requirements will not accommodate this expansion, particularly due to the Aquifer Recharge Protection Area (ARPA) requirements that focus on low-density residential land conservation, including properties within the R-0.4 zone.

Table 1: Winslow Substation: Comparison of Development Standards Between Zones

	Requirement	Current Dimension	R-0.4 Zone	B/I Zone
South: NE Bucklin Hill	Front setback	45 feet	25 feet	50 feet/35 feet min.

Road (R-0.4)	Landscape screen	40 feet	25 feet partial screen/15 feet min.	50 feet full screen/35 feet min.
North: Single-family (R-0.4)	Rear setback	310 feet	15 feet	50 feet
	Landscape screen	305 feet	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
East: Single-family stormwater tract (R-0.4)	Side setback	87 feet	15 feet	50 feet
	Landscape screen	82 feet	20 feet partial screen/10 feet min.	50 feet full screen/35 feet min.
West: Self-storage business (B/I)	Side setback	10 feet	15 feet	10 feet
	Landscape screen	5 feet	20 feet partial screen/10 feet min.	0 feet
R-0.4	Aquifer Recharge Protection Area (ARPA) developable area	14.3 percent	35 percent	N/A

As shown in the table above, if the Winslow Substation site is rezoned to B/I, the landscape buffer requirements along the north, south and east sides of the site would increase to a 50 feet requirement (minimum 35 feet). This requirement is being met under current site conditions along the north and east sides. The landscape screen and setback along NE Bucklin Hill Road will be retained at 45 and 40 feet respectively. The setback requirement and landscape buffer along the west side of the site will lessen due to the proximity to the same zoning district and will no longer be non-conforming. Overall, the amount of landscape buffer on the site required after the rezone provides a greater community benefit than the amount required before the rezone.

BIMC 2.16.140 Site Specific Rezones

H. Decision Criteria. The following criteria shall be considered in any review for a site-specific rezone in order to establish a recommendation to approve, disapprove, or approve with conditions:

1. The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located; and

Response: The site-specific rezone will not be materially detrimental to the public welfare or injurious to the property or improvements in the immediate vicinity or zone in which the property is located. The Winslow Substation is located on a site that is surrounded to the west by a self-storage business, to the east by a stormwater pond tract that is part of a residential plat, to the north by single-family residential development and to the south across NE Bucklin Hill Road by a gravel mine. The parcel has been used for an electrical substation since 1960 and is an essential component of the Island's electrical infrastructure. The community around the substation site has developed beginning in the 1970s with the non-residential development to the west, then the single-family development to the north in the late 1980s/early 1990s and then the Stetson Ridge plat to the east in the early 2000s. The property to the south is an almost 8-acre site that has been used as a gravel mine for several decades. The site-specific rezone from R-0.4 to B/I zoning will bring the zoning of the site into alignment with the current and continued use of the site for an electrical substation. Significant landscape buffers will be retained on the site and the B/I zone will require larger buffers to remain in relationship to adjacent residentially zoned properties than the existing R-0.4 zone.

2. The site-specific rezone is warranted because of changed circumstances and the proposed designation is appropriate for reasonable development of the subject property, or because of the need for additional property in the proposed zone, and the proposed designation is appropriate for reasonable development of the subject property; and

Response: The site-specific rezone is warranted to bring the site zoning into alignment with the substation use of the site. Low density residential zoning is tailored toward single-family residential development that incorporates conservation of natural resources and open space and preservation of agricultural and forestry uses. An electrical substation use is better suited within a zoning district that supports non-residential development that can continue to be upgraded and expanded to meet the needs of the community. Consistent with the Comprehensive Plan policies; codes and regulations applicable to low density residential development have been added and modified and are not well suited for a substation use, even with the allowance for primary utilities to be approved as a conditional use in the R-0.4 zone.

3. The subject property is suitable for development in general conformance with zoning standards under the proposed zoning designation; and

Response: The substation site is suitable for continued use and expansion of the electrical substation use under the provision of the zoning standards applicable to the B/I. As demonstrated in Table 1, the substation use generally conforms to or exceeds the B/I site development standards and will not further impact adjacent uses through a change in zoning designation.

4. The property will be served by adequate public facilities, including roads, water, fire protection, sewage disposal facilities and storm drainage facilities for the intensity to which it is being rezoned; and

Response: The property is served by adequate public facilities, including roads and fire protection. Water and sewage disposal are not needed for the substation use.

5. The site-specific rezone is in accordance with the comprehensive plan; and

Response: The site-specific rezone is in accordance with the comprehensive plan as demonstrated by compliance with applicable goals and policies for electrical utilities and the B/I zoning district.

Electrical Utility Goals and Policies

Goal U-1: Ensure that reliable utility services are available to all Bainbridge Island residents.

Response: Without the rezoning of the Winslow Substation site, improvements to the substation to accommodate the proposed Winslow-Murden 115 kV transmission line and expansion of the substation to accommodate a future second bank to address capacity are not viable. Without the improvements for the new transmission line, the transmission line cannot be connected to the substation and transmission reliability goals cannot be met. Additionally, future capacity improvements could not be accomplished at the substation site, requiring alternative locations to be considered (see *PSE Bainbridge Island Electrical Substation Overview*).

Goal U-3: Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

Response: Improvements to accommodate the new 115 kV Murden Cove-Winslow transmission line and to address future capacity needs cannot be accomplished within the current development standards under the R-0.4 zone. Therefore, adequate utility services cannot be ensured without the approval of a rezone to B/I.

Goal U-5: Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

Response: Changing the zoning of the site from R-0.4 to B/I will allow for expansion of the substation at the substation site, avoiding the need to construct redundant infrastructure on another site; likely also zoned single-family residential. Expansion of the substation at the site will not further impact residents and environmental resources in the vicinity of the substation.

Goal U-14: Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

Policy U 14.3: Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

Response: The purpose of the proposed Murden Cove-Winslow 115 kV transmission line is to provide redundancy within the transmission system between the Murden Cove and Winslow Substations. Rezoning the site from R-0.4 to B/I is needed to accommodate improvements related to connecting the transmission line to the substation. The transmission line cannot function absent the ability to connect to both the Murden Cove and Winslow Substations. Additionally, expansion of the substation will be needed for future capacity improvements.

Business/Industrial Policies

Policy LU 10.1: The Business/Industrial (B/I) District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island.

Response: Electricity is needed to support existing and future economic development on the Island as well as residences and other uses.

Policy LU 10.4: Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

Response: The substation use does not require water or wastewater utilities and is already supported by existing transportation, fire and storm drainage facilities.

Policy LU 10.6: Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Response: The substation use is compatible with the performance standards of the B/I district and does not generate daily motorized or non-motorized traffic trips, as only occasional maintenance vehicles visit the site. The existing substation is screened on all sides, including from NE Bucklin Hill Road and adjacent residential properties. The substation does not generate light or odor. Noise levels generated from the substation equipment are within levels established by the City of Bainbridge Island noise regulations.

Policy LU 10.7: B/I uses must be visually screened year-round from the adjacent non-industrial properties and roadways, especially scenic highway SR 305. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

Response: The substation site maintains a landscape screen from NE Bucklin Hill Road and adjacent residential uses. Any future site improvements would maintain screening from NE Bucklin Hill Road and comply with other applicable screening requirements.

6. The site-specific rezone complies with all other applicable criteria and standards of the city; and

Response: Rezoning the Winslow Substation site from R-0.4 to B/I would not change the substation uses compliance with all other applicable criteria and standards of the city. Electrical substations fall under the definition of primary utilities within the Bainbridge Island Municipal Code (BIMC). The development standards for primary utilities are generally those of the underlying zoning district. Other applicable code standards will apply at the time of site development permit review, including application of noise standards (both construction and operational), landscape buffers, and stormwater regulations. The site is compliant with these standards and will continue to be compliant with a change in zoning from R-0.4 to B/I.

7. The site-specific rezone would not devalue the surrounding or nearby properties; and

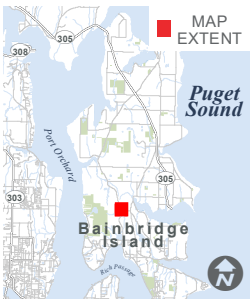
Response: The site-specific rezone would not devalue the surrounding or nearby properties. The use of the site for an electrical substation and its associated impacts to surrounding properties and their land uses will not change.

8. The site-specific rezone will not result in adverse environmental consequence.

Response: The site-specific rezone will not result in adverse environmental consequences. The use of the site for an electrical substation and its associated impacts on the environment will not change.



NE BUCKLIN HILL RD



- Site Boundary
- Existing Fence Line
- Existing Transmission Line
- Existing Overhead Distribution Line
- Existing Equipment Footprint
- Kitsap County Parcels
- Major Roads
- Minimum B/I Zone
- Landscape Buffer
- Minimum R-0.4 Zone
- Landscape Buffer



0 60 Feet
1 inch = 60 feet

SITE EXHIBIT

WINSLOW SUBSTATION

PARCEL: 4178-000-028-0204
NE BUCKLIN HILL RD

Date: 6/28/2024

Winslow Substation

No site address

Parcel #: 4178-000-028-0204

Lot Area: 2.01 acres (87,556 square feet)

Year Constructed: 1960

Existing Impervious Area (approx.): 10,875 square feet (12.4 percent of lot area)

The information contained in this exhibit is for illustrative purposes and numbers are approximate.

Perimeter landscape buffers per zoning¹:

	R-0.4	Business/ Industrial
North	15 feet	50 feet
South (roadside)	25 feet	50 feet
East	15 feet	50 feet
West	10 feet	10 feet

Potential range of landscape buffer area (approx.) after rezone to B/I : 38,405 to 47,140 square feet (approx. 44 to 54 percent of lot area)

Site Activity Ranges:

Possible approximate ranges of site activity based on PSE's 10-year planning horizon. Site design and range of potential projects will dictate actual quantities/areas and will be disclosed during site development permit review.

Range of potential excavation quantities: 3,150 to 6,750 cubic yards (total cut+fill)

Range of potential clearing limits/expansion square footage: 40,415 to 49,150 square feet² (approx. 46 to 56 percent of lot area)

Range of currently projected impervious surface (new plus existing): 24,875 to 35,375 square feet (approx. 28.4 to 40.4 percent of lot area)

Stormwater feature size: Infiltration pond with a top area ranging from 5,625 square feet to 6,400 square feet and 5 feet deep.

¹ Represented on site exhibit as minimum landscape buffers. Does not account for minimum averaged buffer width allowed by BIMC Table 18.15.010-3.

² Includes existing developed area plus range of potential expansions. Substation configuration to be determined as part of future project designs.

SEPA ENVIRONMENTAL CHECKLIST

Purpose of checklist:

Governmental agencies use this checklist to help determine whether the environmental impacts of your proposal are significant. This information is also helpful to determine if available avoidance, minimization or compensatory mitigation measures will address the probable significant impacts or if an environmental impact statement will be prepared to further analyze the proposal.

Instructions for applicants:

This environmental checklist asks you to describe some basic information about your proposal. Please answer each question accurately and carefully, to the best of your knowledge. You may need to consult with an agency specialist or private consultant for some questions. You may use "not applicable" or "does not apply" only when you can explain why it does not apply and not when the answer is unknown. You may also attach or incorporate by reference additional studies reports. Complete and accurate answers to these questions often avoid delays with the SEPA process as well as later in the decision-making process.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

Instructions for Lead Agencies:

Please adjust the format of this template as needed. Additional information may be necessary to evaluate the existing environment, all interrelated aspects of the proposal and an analysis of adverse impacts. The checklist is considered the first but not necessarily the only source of information needed to make an adequate threshold determination. Once a threshold determination is made, the lead agency is responsible for the completeness and accuracy of the checklist and other supporting documents.

Use of checklist for nonproject proposals:

For nonproject proposals (such as ordinances, regulations, plans and programs), complete the applicable parts of sections A and B plus the [SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS \(part D\)](#). Please completely answer all questions that apply and note that the words "project," "applicant," and "property or site" should be read as "proposal," "proponent," and "affected geographic area," respectively. The lead agency may exclude (for non-projects) questions in Part B - Environmental Elements –that do not contribute meaningfully to the analysis of the proposal.

A. Background [\[HELP\]](#)

1. Name of proposed project, if applicable:
PSE Winslow Substation Comprehensive Plan Map Amendment (CPMA) and Site-Specific Rezone (Rezone)
2. Name of applicant:
Kerry Kriner, Puget Sound Energy
3. Address and phone number of applicant and contact person:
6500 Ursula Place South, Seattle WA 98108, 425-462-3821

4. Date checklist prepared:
December 2021/January 2022
5. Agency requesting checklist:
City of Bainbridge Island
6. Proposed timing or schedule (including phasing, if applicable):
The Comprehensive Plan Map Amendment request will be applied for during the 2022 open application period. The Official Zoning Map Rezone request will be submitted concurrently.
7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.
Future upgrades and/or expansions of the substation may be needed as the electrical needs of the community continue to grow. PSE is currently evaluating proposals to install a new battery energy storage system (BESS) at the substation site to provide electrical capacity. As a separate independent action focused on reliability, PSE is also evaluating the connection of a new 115 kV transmission line (Murden Cove-Winslow 115 kV transmission line loop). PSE is also considering the potential need to install a second transformer bank within the substation at this site or the Winslow Substation site in the long-term.
8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.
Winslow and Murden Cove Substations, Draft Geotechnical Report, February 2022, Golder Associates USA Inc.
Critical Areas Reconnaissance, October 2021, HDR Inc.
9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.
There are no application pending for governmental approvals of other proposals directly affecting the property covered by this proposal. Future site development will be subject to additional technical evaluation and permit review.
10. List any government approvals or permits that will be needed for your proposal, if known.
Comprehensive Plan Map Amendment, City of Bainbridge Island
Site-Specific Rezone, City of Bainbridge Island
SEPA Threshold Determination, City of Bainbridge Island
11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.) *The Winslow Substation site is a 2.01 acre parcel (parcel #4178-000-028-0204) located east of the intersection of Bucklin Hill Road NE and NE Fletcher Bay Road and is zoned R-0.4. This site has been used for an electrical substation since 1960. PSE is requesting Comprehensive Plan Map Amendment approval to designate the site as Business/Industrial (B/I) on the Future Land Use Map (Figure LU-5) in the Comprehensive Plan. The current future land use designation is Residential 0.4 (R-0.4). PSE is also requesting that the City concurrently rezone the site on the City's Official Zoning Map (dated February 28, 2017) from R-0.4 to*

B/I. This will bring the site zoning in alignment with the long-term use of the site.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist. *The Winslow Substation is located east of the intersection of Bucklin Hill Road NE and NE Fletcher Bay Road on the north side of Bucklin Hill Road NE (parcel #4178-000-028-0204) in Section 28, Township 25, Range 2E SW Quarter Section in the City of Bainbridge Island, Kitsap County. See vicinity map attached.*

B. Environmental Elements [\[HELP\]](#)

1. Earth [\[help\]](#)

- a. General description of the site:

(circle one) ☒ Flat, ☐ rolling, ☐ hilly, ☐ steep slopes, ☐ mountainous, other _____

- b. What is the steepest slope on the site (approximate percent slope)?

The steepest slope on the site is approximately 15 percent. (City of Bainbridge Island Critical Areas Web Application)

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

The site generally includes glacial outwash soils (City of Bainbridge Island SAR Web Application) with the east ¾ of the site including Ragnar fine sandy loam 0-6 percent soils and the western ¼ including Harstine gravelly ashy sandy loam 6-15 percent soils (U.S Department of Agriculture, Natural Resource Conservation Service Web Soil Survey). There are no known agricultural soils on the site.

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe. *There are no surface indications or history of unstable soils in the immediate vicinity. (City of Bainbridge Island Critical Areas Web Application).*

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill. *No filling and excavation will occur as part of the CPMA or Rezone. Any grading proposed for future activities will be assessed at the time of development permit review.*

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

The CPMA and Rezone requests do not involve clearing or construction. Future activities on the site may result in minor erosion on the site, which will be assessed at that time.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)? *There will be no project construction directly associated with the non-project CPMA and Rezone requests. Additional impervious*

surface area could potentially result from future site improvements (including the potential installation of a BESS, new control house for the 115 kV transmission line connection, or a future second bank in the long-term). The amount of additional impervious area and compliance with applicable regulations will be evaluated during development permit review.

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any: *There are no proposed measures to reduce or control erosion as there will be no impacts directly associated with the CPMA or Rezone requests. Any future site work will implement appropriate measures at the appropriate time.*

2. Air [\[help\]](#)

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known. *No emission to air will result from the proposed CPMA or Rezone requests. The substation use and any potential future development under consideration will not result in air emissions.*
- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe. *There are no off-site sources of emissions or odor that will affect the CPMA, Rezone, or continued use of the site for an electrical substation.*
- c. Proposed measures to reduce or control emissions or other impacts to air, if any: *No measures are proposed as there are no known impacts associated with the non-project action or substation use.*

3. Water [\[help\]](#)

- a. Surface Water: [\[help\]](#)
- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into. *There are no surface water bodies on or in the immediate vicinity of the site.*
 - 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans. *The CPMA and Rezone requests will not require any work over, in or adjacent to any water body.*
 - 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material. *No fill or dredge material will be placed in or removed from surface water or wetlands as a result of the CPMA and Rezone requests.*
 - 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known. *The CPMA, Rezone request and any potential future improvements under consideration will not require surface water withdrawals or diversions.*
 - 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan. *The Winslow Substation site is not located within a 100-year floodplain.*

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge. *The CPMA and Rezone requests and any potential future development under consideration will not involve any dischargers of waste materials to surface waters.*

b. Ground Water: [\[help\]](#)

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known. *Groundwater will not be withdrawn from a well for drinking water or other purposes as a result of the CPMA, Rezone request or any potential future development under consideration.*
- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve. *No waste material will be discharged into the ground from septic tanks or other sources as a result of the CPMA or Rezone requests.*

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe. *No stormwater or other runoff will result from the requested CPMA or Rezone non-project actions. The site contains an existing stormwater infiltration system that serves the existing substations. Any upgrades to the stormwater system will be reviewed as part of a development proposal.*
- 2) Could waste materials enter ground or surface waters? If so, generally describe. *Waste materials will not enter ground or surface waters as a result of the non-project CPMA or Rezone requests.*
- 3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe. *The non-project CPMA, Rezone request, and any potential future site development under consideration will not affect drainage patterns in the vicinity of the site.*

d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any: *Any future improvements proposed will comply with applicable regulations at the time of development review.*

4. **Plants** [\[help\]](#)

- a. Check the types of vegetation found on the site:

☒ deciduous tree: alder, maple, aspen, other
☒ evergreen tree: fir, cedar, pine, other
☒ shrubs
☐ grass
☐ pasture
☐ crop or grain
☐ Orchards, vineyards or other permanent crops.
☐ wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
☐ water plants: water lily, eelgrass, milfoil, other
☐ other types of vegetation

- b. What kind and amount of vegetation will be removed or altered?

No vegetation will be removed or altered as a result of the non-project CPMA or Rezone requests. Vegetation removal resulting from future site development will be assessed as part of development permit review.

- c. List threatened and endangered species known to be on or near the site.

There are no known threatened or endangered plant species on or near the site (Washington State Department of Fish and Wildlife (WDFW) Priority Habitat Species (PHS) database).

- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

No landscaping is proposed as a result of the non-project CPMA or Rezone requests. Any landscaping associated with future site development will be reviewed as part of the development permit review and will be compliant with applicable regulations for installation, restoration and/or mitigation.

- e. List all noxious weeds and invasive species known to be on or near the site.

Areas of Himalayan blackberry can be observed on the site and along the Bucklin Hill Road NE frontage. English ivy is also a groundcover found within the landscaping along the site frontage. It should be noted that the English ivy (Hedera Helix "Baltica") was planted on the site as part of a landscape proposal in the early 1980s prior to the 2002 listing on the Washington State noxious weed list.

5. Animals [\[help\]](#)

- a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site.

Examples include:

birds: hawk, heron, eagle, songbirds, other:
mammals: deer, bear, elk, beaver, other:
fish: bass, salmon, trout, herring, shellfish, other _____

- b. List any threatened and endangered species known to be on or near the site.

There are no threatened or endangered animal species on or near the site (Washington State Department of Fish and Wildlife (WDFW) Priority Habitat Species (PHS) database).

- c. Is the site part of a migration route? If so, explain.

The site is located within the Pacific Flyway mitigation route which extends from Alaska to Patagonia (U.S. Fish

and Wildlife Service).

- d. Proposed measures to preserve or enhance wildlife, if any:

No measures to preserve or enhance wildlife are proposed associated with the non-project CPMA and Rezone requests. Future improvements will be evaluated as part of development permit review.

- e. List any invasive animal species known to be on or near the site.

There are no known invasive species known to be on or near the site (USDA Native Invasive Species Information Center, Early Detection and Distribution Mapping System).

6. Energy and Natural Resources [\[help\]](#)

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc. *No energy needs are required for the non-project CPMA and Rezone requests. The use of the site is an electrical substation that distributes electricity on Bainbridge Island.*

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe. *The non-project CPMA, Rezone request or potential electrical facility enhancements currently under consideration will not affect the potential use of solar energy by adjacent properties.*

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any: *No energy conservation features are part of the non-project CPMA and Rezone requests.*

7. Environmental Health [\[help\]](#)

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe. *There are no known environmental health hazards that could result from the non-project action requests or potential future site improvements. If installed at the site, the BESS will incorporate appropriate safety and fire suppression measures in accordance with NFPA 855 at a minimum.*

- 1) Describe any known or possible contamination at the site from present or past uses. *There is no known contamination on the site from present or past uses. The site has been used for an electrical substation since 1960. Historic aerials dating back to 1951 show the site as undeveloped prior to the substation development (historicaerials.com).*
- 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity. *There are no known existing hazardous chemicals/conditions that might affect the non-project CPMA and Rezone requests. Future facility improvements are not known to contain or produce hazardous chemicals.*
- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project. *No toxic or hazardous chemicals will be stored, used, or produced as a result of the non-project CPMA, Rezone request, or potential future site improvements. The use of the site for an electrical substation does not include use of toxic or hazardous chemicals.*

- 4) Describe special emergency services that might be required.
No special emergency services will be required for the non-project CPMA and Rezone requests.
- 5) Proposed measures to reduce or control environmental health hazards, if any:
No measures are proposed as no environmental health hazards will result from the CPMA and Rezone requests or potential future site improvements.

b. Noise

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)? *No noise in the area will affect the non-project CPMA and Rezone requests.*
- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site. *The substation use creates minimal noise from the substation transformers well below the noise threshold allowed by BIMC 16.16 for both the Class A and Class C EDNAs. If the BESS were sited at the substation site, preliminary information provided by the BESS vendor indicates that noise levels from the battery system could range from 70 to 90 dBA at a range of 15 feet from the property line depending upon ambient noise and other factors. In order to ensure compliance with applicable noise regulations mitigation measures can be employed at the time of site development review if determined necessary, including but not limited to configuration of cooling fans and noise barriers. Future site improvements will result in short term construction noise impacts. Compliance with applicable noise hours and standards will occur at that time.*
- 3) Proposed measures to reduce or control noise impacts, if any: *No measures are proposed as no impacts will result from the non-project requests.*

8. Land and Shoreline Use [\[help\]](#)

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe.
The site is currently used for an electrical substation. The site is surrounded to the west by a self-storage business, to the east by a stormwater tract associated with a housing development, to the north by single-family residential development and to the south by a vacant property historically used as a gravel mine. The non-project requests will not affect current land uses on nearby or adjacent properties.
- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use? *There is no evidence that the site has been used as working farmlands or working forest lands. The site has been used for an electrical substation since 1960. The proposed CPMA and Rezone requests will not result in conversion of agricultural or forest land of long-term commercial significance being converted to other uses.*
 - 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how: *The requested non-project CPMA and Rezone will not affect or be affected by surrounding working farm or forest land.*

- c. Describe any structures on the site. *There are no structures on the site. The site is used for an electrical substation.*
- d. Will any structures be demolished? If so, what? *No structures will be demolished as a result of the non-project CPMA and Rezone requests.*
- e. What is the current zoning classification of the site?
The site is currently zoned Residential 0.4 (R-0.4).
- f. What is the current comprehensive plan designation of the site?
The current comprehensive plan designation of the site is Residential 0.4 (R-0.4).
- g. If applicable, what is the current shoreline master program designation of the site?
The site is not located within the jurisdiction of the current shoreline master program.
- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.
The entirety of Bainbridge Island is classified as an aquifer recharge protection area under the City's Critical Areas Ordinance. No other part of the site is classified as a critical area by the city (City of Bainbridge Island Web Application).
- i. Approximately how many people would reside or work in the completed project?
The existing substation use is unmanned. The nonproject CPMA, Rezone request and any future site improvements will not change this status.
- j. Approximately how many people would the completed project displace?
The non-project CPMA, Rezone request or any future site improvements currently under consideration will not displace anyone.
- k. Proposed measures to avoid or reduce displacement impacts, if any:
No displacement will occur; therefore no measures are proposed.
- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any: *The CPMA and Rezone requests will not change the existing substation use or use for other associated electrical facilities on the site or change its compatibility with existing or projected land uses and plans. Therefore, no measures are proposed.*
- m. Proposed measures to reduce or control impacts to agricultural and forest lands of long-term commercial significance, if any: *There will be no impacts to agricultural or forest lands of long-term commercial significance as a result of the non-project CPMA and Rezone requests; therefore no measures are proposed.*

9. Housing [\[help\]](#)

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing. *No housing units will be provided as a result of PSE's proposal.*
- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing. *No housing units will be eliminated as a result of PSE's proposal.*
- c. Proposed measures to reduce or control housing impacts, if any:

The non-project CPMA and Rezone requests will not result in impacts to housing; therefore no measures are necessary.

10. Aesthetics [\[help\]](#)

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed? *The non-project CPMA and Rezone requests do not include structures.*
- b. What views in the immediate vicinity would be altered or obstructed?
No views in the immediate vicinity will be altered or obstructed by the non-project CPMA and Rezone requests or any potential future site improvements. The 115 kV transmission line is a potential independent future use that connects into the site and will be subject to separate environmental review and permitting.
- b. Proposed measures to reduce or control aesthetic impacts, if any:
There are no aesthetic impacts resulting from the non-project CPMA and Rezone requests or potential future site improvements including expansion of the substation or installation of a BESS; therefore no measures are necessary. Any future on or off-site improvements associated with the proposed transmission line will be subject to future environmental review and permitting.

11. Light and Glare [\[help\]](#)

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur? *No light or glare will be produced from the non-project CPMA and Rezone requests.*
- b. Could light or glare from the finished project be a safety hazard or interfere with views?
No light or glare will result from the non-project CPMA and Rezone requests; therefore no safety hazards or view interference will occur.
- c. What existing off-site sources of light or glare may affect your proposal?
No off-site sources of light or glare will affect the non-project CPMA or Rezone requests.
- d. Proposed measures to reduce or control light and glare impacts, if any:
There will be no light or glare impacts resulting from the non-project CPMA or Rezone; therefore reduction and control measures are not necessary.

12. Recreation [\[help\]](#)

- a. What designated and informal recreational opportunities are in the immediate vicinity?
There are no designated recreational opportunities in the immediate vicinity of the site. In terms of informal opportunities, the site is located adjacent to a Stetson Ridge residential development open space tract used for stormwater management and Hyla Middle School is located approximately 650 feet to the east of the site.
- b. Would the proposed project displace any existing recreational uses? If so, describe.
PSE's proposal will not displace any existing recreational uses.
- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:
No impacts to recreation will occur; therefore no measures are necessary.

13. Historic and cultural preservation [\[help\]](#)

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers ? If so, specifically describe. *The Winslow Substation was constructed in 1960 and is therefore over 45 years old. The substation is not listed in national, state or local preservation registers.*

Properties within 1 mile of the substation site that are listed in or eligible for listing include:

Fire Station, 7934 NE Bucklin Hill Road (determined eligible)

Bucklin Farm, 7861 NE Bucklin Hill Road (undetermined)

Residence, 6223 Blakely Avenue NE (undetermined)

Port Blakely Mill Company House, 6223 Blakely Avenue NE (undetermined)

Myers Farm, 7286 Eagle Harbor Drive NE (undetermined)

Nakata M. House, 8594 Wyatt Way (undetermined)

Winslow Berry Growers Association Cannery, 240 Weaver Road NW (undetermined)

Mortani House, 542 Winslow Way (includes boathouse, shed and furro, greenhouse and tractor shed, horse barn, berry line and bunkhouse) (undetermined)

(Washington State Department of Archaeology and Historic Preservation (DAHP) WISAARD database, City of Bainbridge Island 2017 Bainbridge Island Historic Resource Report)

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

Four Cultural Resource Inventories have been performed within 1 mile of the substation site.

- CRA PSE Environmental Learning Center Phase 1, 1999, Larson Anthropology Archaeological Services. One historic period site identified.

- CRA PSE Winslow 15 UG Distribution Rebuild, 2012, HDRA. Historic period fireplace identified.

- CRA Strawberry Plant Shoreline Project, 2009, NW Archaeological Association. No cultural resources identified.

- CRA South Bainbridge Estuarine Wetland & Stream Restoration Project, 1995, USF&W. No cultural resources identified.

Three archaeological sites are located within 1 mile of the substation:

- KP204, Strawberry Plant Park piling, cannery, Weaver construction plant*
- KP101, precontact shell midden*
- KP141, precontact shell midden*

DAHP's predictive model indicates that a survey is highly advised as there is a high risk of encountering archaeological sites at the substation property.

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc. *PSE's qualified Cultural Resource Scientist performed a desktop review using Washington State DAHP's WISAARD database*

- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required. *The non-project CPMA and Rezone requests do not involve development activity at the site. Appropriate measures will be employed during development permit review and construction activities associated with future site development.*

14. Transportation [\[help\]](#)

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any. *The site is accessed from Bucklin Hill Road NE.*
- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop? *The site is served by Kitsap County Transit with the nearest bus stop located at the American Legion site approximately 0.20 miles to the east of the substation property. Transit use is not applicable to PSE's proposal.*
- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate? *The existing substation use has informal parking for maintenance vehicles visiting the site. PSE's proposal will not add or eliminate parking.*
- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private). *PSE's proposal will not require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities.*
- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe. *PSE's proposal will not use water, rail or air transportation. Occasional maintenance vehicles associated with the existing substation use may use ferry transportation to get to and from Bainbridge Island.*
- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates? *The non-project action CPMA and Rezone requests will not generate vehicular trips. Daily vehicular trips do not result from the substation use; as the site is unmanned and only visited occasionally by maintenance vehicles.*
- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe. *PSE's proposal will not interfere with, affect or be affected by the movement of agricultural or forest products on roads or streets in the area.*
- h. Proposed measures to reduce or control transportation impacts, if any:
No impacts are anticipated; therefore no measures are proposed.

15. Public Services [\[help\]](#)

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe. *The non-project action requests and continued use of the site for an electrical substation will not result in an increased need for public services.*
- b. Proposed measures to reduce or control direct impacts on public services, if any. *No impacts are anticipated; therefore no measures are proposed.*

16. Utilities [\[help\]](#)

- a. Circle utilities currently available at the site:
electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system,
other _____
- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed. *The site includes an electrical substation that serves the community. Potential future electrical facility improvements are under consideration.*

C. Signature [\[HELP\]](#)

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: Kerry Kriner

Name of signee: Kerry Kriner

Position and Agency/Organization: Senior Land Planner/Puget Sound Energy

Date Submitted: 2/24/2022

D. Supplemental sheet for nonproject actions [\[HELP\]](#)

(IT IS NOT NECESSARY to use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?
The non-project requests will not increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise. After approval of the CPMA and Rezone requests,

future potential site improvements include expansion of the substation to tie in a new 115 kV transmission line, the potential to install a BESS to increase electrical capacity during peak demand periods, and in the long-term the potential to add a second transformer bank to the substation for increase capacity needs. Any site improvements will incorporate applicable stormwater facilities under applicable regulations and standards. Substation upgrades associated with the transmission line connection will not increase noise generation at the site. The addition of a second transformer bank in the future could marginally increase noise levels, depending upon ambient noise and other factors. The BESS has the potential to emit the most noise (preliminary information provided by the vendor indicates 70 to 90 dBA at 15 feet from the property line). Appropriate mitigation measures can be used if deemed necessary during development permit review to ensure compliance with BIMC 16.16. No air emissions or toxic or hazardous substances will be produced, stored or released from the substation site.

Proposed measures to avoid or reduce such increases are:

Appropriate stormwater measures will be proposed during site development permit review.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

The non-project requests will not impact plants, animals, fish, or marine life. Potential future expansion of the substation yard will result in tree and understory removal on the site.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

No measures are proposed as part of the non-project action requests. When future site improvements occur, appropriate site landscape screening will be retained as part of the development permit proposal(s) which will preserve vegetation and provide some habitat for small animals.

3. How would the proposal be likely to deplete energy or natural resources?

The non-project CPMA and Rezone requests will not deplete energy or natural resources. The electrical substation will continue to distribute energy to the community.

Proposed measures to protect or conserve energy and natural resources are:

The CPMA and Rezone request approvals will allow PSE to continue to improve and upgrade Winslow Substation which distributes energy to the community.

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks,

wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands? *The non-project action requests will not use or affect environmentally sensitive areas or areas designated for governmental protection. The substation use is contained to the site.*

Proposed measures to protect such resources or to avoid or reduce impacts are:

No impacts are anticipated from the non-project action requests; therefore no measures are proposed.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The non-project action requests will not affect land and shoreline use. The site is not located within shoreline jurisdiction and the nearest shoreline jurisdictional location is approximately 0.43 miles from the site. The land use and its compatibility with existing plans will not change with the approval of the CPMA and Rezone requests.

Proposed measures to avoid or reduce shoreline and land use impacts are:

No impacts are anticipated to result from the non-project action requests; therefore no measures are proposed.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

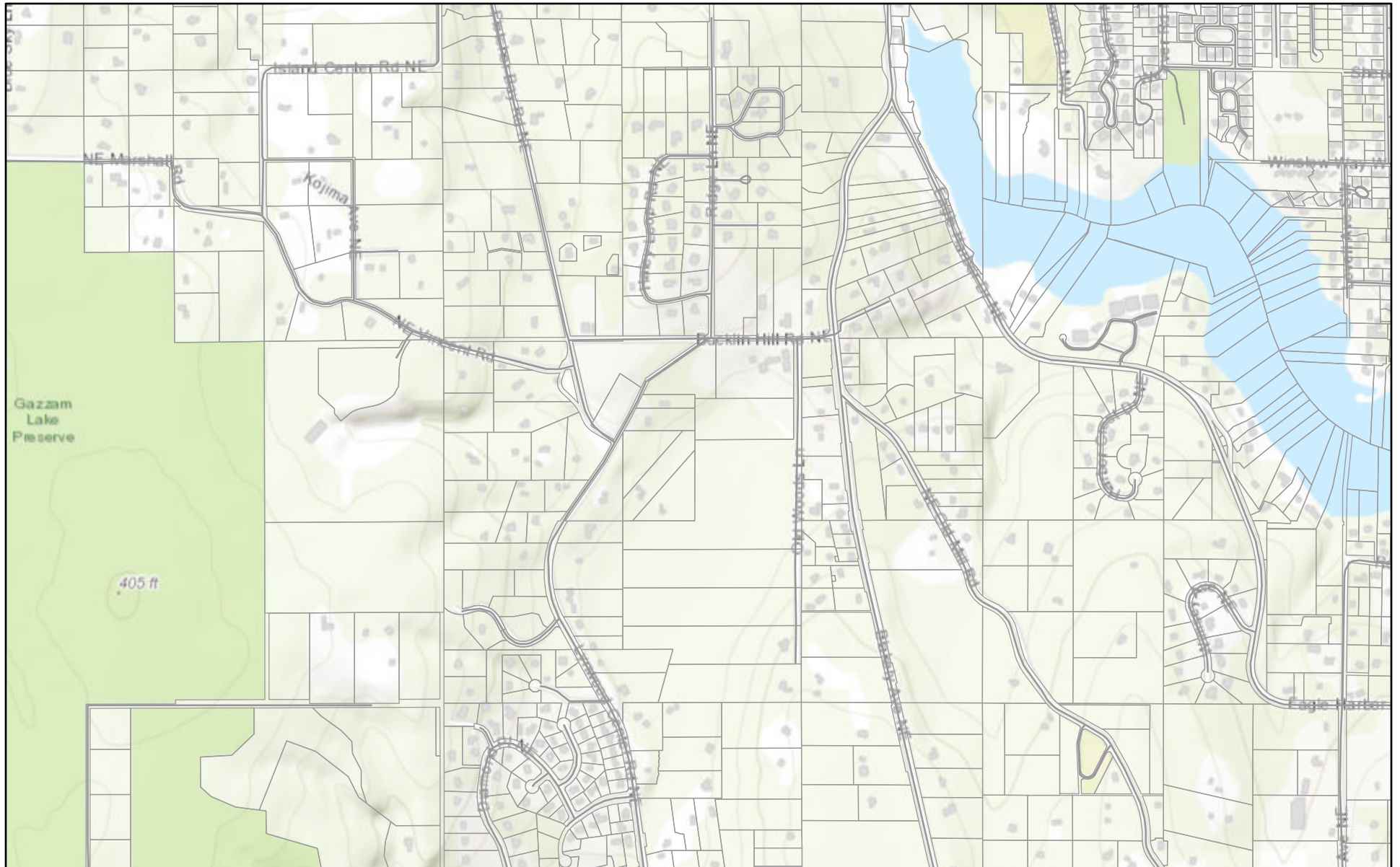
The non-project action requests will not increase demands on transportation or public services and utilities. The electrical substation is an unmanned facility that distributes electricity to the community and does not generate daily traffic trips nor use other utility services. The CPMA and Rezone will not change the use or intensity of impacts on the site.

Proposed measures to reduce or respond to such demand(s) are:

No demands are anticipated; therefore no measures are necessary.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment. *The non-project CPMA and Rezone requests will not conflict with local, state, or federal laws or requirements for the protection of the environment. Additionally, future site improvements can be accomplished within the parameters of existing local, state and federal regulations.*

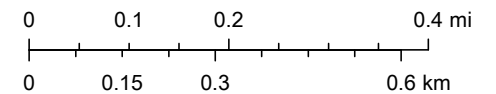
Winslow Substation Vicinity Map



2/1/2022, 9:50:18 AM

- Streets
- Kitsap County Parcels January 2022

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County of Kitsap, Bureau of Land Management, Esri Canada, Esri, HERE,